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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

Parliamentary and Government Publications

REPORT FROM THE JOINT SELECT COMMITTEE

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TERMS OF REFERENCE

*To inquire into and report on the printing, publication
and distribution of Parliamentary Papers
and all Government publications*

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Summary of Recommendations

YOUR COMMITTEE RECOMMENDS:

A Government Publisher

- 1 THAT a central government publishing office be established to undertake the publishing function of departments. (Paragraphs 35-36)
- 2 THAT the publishing office be the sole publisher of all departmental publications. (Paragraph 193)
- 3 THAT the new office be called the Australian Government Publishing Service. (Paragraph 198)
- 4 THAT the Minister-in-Charge of the publishing office should make an annual report to Parliament on the operation of the publishing office in which, *inter alia*, he should cite every instance in which the publishing office considered there was an unjustified departure by an author department from the standards and rules of the office. (Paragraph 202)

Departmental Publications Committee

- 5 THAT the departmental Publications Committee be abolished. (Paragraph 49)

Authority to publish

- 6 THAT the decision as to what a department may publish should be the responsibility of the Minister concerned and that there should be no other departmental authority or committee to approve or veto such a decision. (Paragraph 54)

Style and Format

- 7 THAT Commonwealth publications be published at the highest practicable standard having regard to their intended function, contents and potential readers (Paragraph 82 (a))
- 8 THAT the publishing office be responsible for the development and administration of principles and policies regarding standards of presentation and printing of publications. (Paragraph 82 (b))
- 9 THAT in the event of a disagreement between the publishing office and a department concerning the presentation and printing of a publication, the view of the author department shall prevail and that in such an event, the author department will be

expected, if called upon, to justify its stand to Parliament through the proposed Joint Committee on Publications. (Paragraph 82 (d))

- 10 THAT the same division of responsibilities which exists between the Central Office of Information and Her Majesty's Stationery Office in Britain in the preparation and design of publications be made between the News and Information Bureau and the publishing office. (Paragraph 80)
- 11 THAT in addition to the facilities available to departments in the production of publicity and information material from the News and Information Bureau, the publishing office be equipped to provide technical advice to departments on the format, paper size and quality, printing methods and typography for all other publications. (Paragraph 82 (c))

Sizes of paper used in Commonwealth publications

- 12 THAT the publishing office endeavour to standardize, wherever it is appropriate and practicable to do so, the sizes of paper used in Commonwealth publications. (Paragraph 86)

Quality of paper used in certain publications

- 13 THAT the quality of the paper used in certain Commonwealth publications, e.g., the Acts of Parliament, be improved. (Paragraph 88)

Potential demand

- 14 THAT, subject to departmental requirements being met, the publishing office determine the total number of copies to be printed or processed of all publications of which copies are produced for sale. (Paragraph 93 (a))
- 15 THAT, in the case of publications for which there is no provision for copies to be sold, the decision as to the number printed should remain with the department. (Paragraph 93 (b))

Sale of publications

- 16 THAT the publishing office (a) should be responsible for developing and administering uniform policies in regard to the sale and pricing of publications, and (b) should be the body to determine whether or not a publication should be classed as saleable. (Paragraph 100)

Printing

17 THAT the publishing office:

(a) be responsible for the printing, or letting out by contract of printing, of all departmental publications, including those relevant functions at present performed by the Commonwealth Stores Supply and Tender Board and other departmental Tender Boards. (Paragraph 120 (a))

(b) give close attention to the question of the scope and extent of the work that can efficiently be undertaken by the Commonwealth printing works in Canberra. (Paragraph 120 (b))

(c) strictly observe the principle that parliamentary requirements must have precedence over other work at all times. (Paragraph 120 (c))

(d) establish sound and clear-cut priorities for the non-parliamentary work performed in Canberra. (Paragraph 120 (d))

Departmental printing units

18 THAT the practice of the Central Drawing Office of seeking work from other departments and offices be discontinued and that printing by the Drawing Office be confined to work for the Department of Supply and its establishments, together with such other work channelled from the publishing office which it can conveniently handle. (Paragraph 126 (a))

19 THAT the departmental printing units should first obtain the advice of the publishing office before ordering new equipment or extending the scope of their work. (Paragraph 126 (b))

Distribution

20 THAT the control of the distribution of publications to "target groups" of recipients remain with the author departments and, where possible, the facilities of the publishing office be used in this distribution. (Paragraph 147)

21 THAT all other distribution be the responsibility of the publishing office. (Paragraph 147)

22 THAT the publishing office:

(a) draw up uniform policies for the free issue of saleable publications. (Paragraph 149)

(b) be responsible for ensuring that all publications are despatched by the most efficient and economical means (Paragraph 150)

23 THAT wherever practicable, publications be wrapped and posted in flat form (Paragraph 151)

Mail-order service

24 THAT the publishing office develop with all possible speed a reliable and efficient service for mail-order customers (Paragraph 165)

Lists of publications

25 THAT the publishing office:

(a) publish daily and monthly a list of the Commonwealth publications issued during the past 24 hours, or month, respectively. (Paragraph 166 (a))

(b) show in these lists:

the titles of the publications together with supporting bibliographical details, the sale price of the publications and the cost of postage on them,

the subscription rates for the various government periodicals and official publications, where and how the publications can be obtained (Paragraph 166 (b))

(c) include similar details of the publications of statutory authorities in these lists. (Paragraph 166 (c))

Bookshops

26 THAT, as a trial, the publishing office establish a bookshop in a capital city for the sale of Commonwealth publications, and, if successful, that bookshops be established in other capital cities. (Paragraph 177 (a))

27 THAT, consequent on the establishment of Commonwealth bookshops, the States be invited to use the facilities of the bookshops for the sale of their own publications. (Paragraph 177 (b))

28 THAT stocks of publications be sent to the bookshops with the least delay and air freighted, when thought necessary. (Paragraph 177 (c))

Publications of other Governments and the United Nations

29 THAT the publishing office make every endeavour to secure the Australian agency for the publications of other Governments and such bodies as the United Nations and its agencies. (Paragraph 178)

Depository libraries

30 THAT certain libraries should be designated as depositories for all Commonwealth publications. (Paragraph 181)

31 THAT the Government seek the advice of the Australian Advisory Council on Bibliographical Services and the State Library Boards when compiling its list of depository libraries. (Paragraph 181)

Exchange of Commonwealth publications with overseas countries

- 32 THAT the publishing office provide the publications needed to fulfill the National Library's exchange arrangements and that the publishing office be the responsible authority for the transmission of such publications. (Paragraph 186)
- 33 THAT the Commonwealth bodies operating outside the Public Service Act be required to supply the publishing office with sufficient copies of their publications to meet Australia's international exchange obligations and the needs of depository libraries. (Paragraph 187)

The Papers comprising the Parliamentary Paper series

- 34 THAT all reports, returns and statements of departments, authorities, *ad hoc* committees of inquiry, delegates to conferences, Royal Commissions, and the like, presented to Parliament, be published as Parliamentary Papers. (Paragraph 233)
- 35 THAT papers of immediate relevance and importance to Members of Parliament, which otherwise would not be permanently available elsewhere, should be presented to Parliament and published in the parliamentary series. (Paragraph 242)
- 36 THAT the reports and summaries of activities of departments that are prepared should be presented to Parliament and be published in the parliamentary series. (Paragraph 248)

Ministerial Papers

- 37 (a) THAT a Minister should authorise the printing in a form suitable for inclusion in a series (to be called the Parliamentary and Ministerial Paper series), of any document which a Minister proposes to present to Parliament and which he personally declares should be included in the series. (Paragraph 257 (a))
- (b) THAT such documents shall be called Ministerial Papers. (Paragraph 257 (b))
- (c) THAT the publication and distribution of a Ministerial Paper so printed be made only after it has been either presented in Parliament or lodged with the Clerks of each House. (Paragraph 257 (c))
- (d) THAT one copy of each Ministerial Paper so printed be sent to each Senator and Member on the day on which it is so presented or lodged (whichever first occurs). (Paragraph 257 (d))
- (e) THAT, as far as possible, Ministerial Papers be presented whilst Parliament is assembled in

order that Parliament itself may have the opportunity of initiating public discussion on such Ministerial Papers. (Paragraph 257 (c))

- 38 THAT the Ministerial Papers authorised by Ministers to be printed in the parliamentary format be numbered in the same series as those Papers ordered by Parliament to be printed and that, subject to any contrary order by Parliament, they be bound together in the Parliamentary and Ministerial Paper series. (Paragraph 260)

- 39 THAT on all Ministerial Papers:

(a) the words "For presentation by the (title of Minister) for the information of Parliament" be clearly shown on the title-page or cover

(b) the words "The publication of this paper has been authorised by the (Minister). The provisions of the Parliamentary Papers Act do not apply to its publication" be shown at the foot of the inside front page or cover. (Paragraph 264)

Method of numbering and binding the Parliamentary and Ministerial Papers

- 40 THAT the Parliamentary and Ministerial Papers be numbered in calendar year series and bound into annual volumes. (Paragraph 269 (a))
- 41 THAT the change from the existing method of numbering and binding to the proposed method should take place at the same time as the size of Parliamentary Papers is changed. (Paragraph 269 (b))

Treaties

- 42 THAT a separate "Treaty" series be retained (Paragraph 271)
- 43 THAT the "Treaty" series should incorporate all international Treaties and Agreements in the making of which Australia has participated whether ratified by Australia or not. (Paragraph 271)

Distribution of publications to Members of Parliament

- 44 THAT the publishing office should request Senators and Members, through the Records and Papers Offices of the two Houses, to indicate the publications they desire. (Paragraph 276 (a))
- 45 THAT there should be on display in a convenient place in Parliament House a comprehensive range of recent publications. (Paragraph 276 (b))

Delay in the publication of Parliamentary Papers

- 46 (a) THAT, early in each Parliament, and thereafter as necessary, the proposed Joint Committee on Publications consider the papers that are due to

be presented by Statute and that it recommend those it considers should be printed; provided that the Committee shall not recommend prior to its presentation, the printing of any Statute Paper that Parliament may disallow, disapprove of or declare void (such as Statutory Rules, notices of acquisition of lands, etc.). (Paragraph 293 (a))

(b) THAT in adopting the report of the proposed Joint Committee on Publications, the Houses, unless they otherwise order, authorise the printing of all papers listed in the Committee's report which are subsequently to be presented during the existence of that Parliament. (Paragraph 293 (b))

(c) THAT the publication of a Statute paper so printed be made only after it has been presented. (Paragraph 293 (c))

- 47 THAT if the preceding recommendation has the effect of delaying the publication of Statute papers consideration be given to an amendment of the necessary Acts and Standing Orders to provide that:

(a) the presentation of a Statute paper so printed may be made directly in either House or by delivery of a copy to the Clerk of each House

(b) by delivery of a copy of a Statute paper so printed to the Clerk of either House, the paper shall be deemed for all purposes of that House to have been presented to that House on the day of delivery to the Clerk.

(c) a Statute paper so printed may be deemed to be presented by delivery to the Clerks at any time during the existence of a Parliament, i.e., during sittings, adjournment or recess. (Paragraph 294)

Style and format of Parliamentary and Ministerial Papers

- 48 THAT the publishing office draw up typographical standards for Parliamentary and Ministerial Papers. (Paragraph 302)
- 49 THAT in listing certain basic typographical standards for Parliamentary and Ministerial Papers, the publishing office include recommendations governing the use of colour printing, high quality papers and other materials and printing processes. (Paragraph 308)
- 50 THAT Parliamentary and Ministerial Papers, where appropriate:
- (a) be provided with covers
 - (b) be saddle stitched or section sewn. (Paragraph 313)
- 51 THAT Parliamentary and Ministerial Papers, where practicable, be printed with the title of the document on the spine. (Paragraph 313)

Size of Parliamentary and Ministerial Papers

- 52 THAT as soon as it is possible to do so, the Parliamentary Papers be printed in demy quarto size. (Paragraph 327 (a))
- 53 THAT as from the time the demy quarto size is adopted, all papers that are, or are likely to be, ordered to be printed in the Parliamentary and Ministerial Paper series be prepared in demy quarto size. (Paragraph 327 (b))

Details shown on title-page of Parliamentary Papers

- 54 THAT the practice of showing the number of copies printed and the approximate cost of printing and publishing on the title-page of each Parliamentary Paper be discontinued. (Paragraph 331)

Imprint on Commonwealth publications

- 55 THAT an imprint stating concisely the name of the publisher and the printer should appear on all Commonwealth publications. (Paragraph 334)

Imprint on Parliamentary publications

- 56 THAT the imprint used on the issues of Hansard be replaced by the phrases "By Authority of the Senate" and "By Authority of the House of Representatives" on the Hansards of those Houses, respectively. (Paragraph 337 (a))
- 57 THAT the imprint used on Parliamentary Papers be replaced by the words "By Authority". (Paragraph 337 (b))

Copyright on Commonwealth publications

- 58 THAT a statement be issued, clearly defining:
- (a) the copyright existing over Commonwealth publications, and
 - (b) the office or offices to which inquiries should be directed concerning the copyright in Commonwealth publications. (Paragraph 340)

Acts and Statutory Rules

- 59 THAT figures be used in place of words in Acts of Parliament, Statutory Rules and legislative and government publications. (Paragraph 343)
- 60 THAT in all cases where Acts of Parliament are substantially amended they should be published in pamphlet reprint form. (Paragraph 348 (a))
- 61 THAT annotated consolidations of both Acts and Statutory Rules be published at 5-year intervals. (Paragraph 348 (b))

Hansard

- 62 THAT the daily edition of Hansard be available to the general public by way of the sale of single copies and by annual subscription. (Paragraph 355 (a))
- 63 THAT the daily edition should cease to be considered a proof issue. (Paragraph 355 (b))
- 64 THAT the weekly issues of Hansard be published during the week following that in which the debates recorded in them take place. (Paragraph 360)
- 65 THAT the bound volumes of the *Parliamentary Debates* be published no later than two months after the conclusion of the sittings to which they relate. (Paragraph 363 (a))

- 66 THAT the indexes to the *Parliamentary Debates* be published as a separate pamphlet no later than two weeks after the conclusion of the sittings to which they relate. (Paragraph 363 (b))

A continuing parliamentary review

- 67 THAT a Joint Committee be appointed in each Parliament with power:
 - (a) to perform the function of the existing Printing Committees,
 - (b) to review the publications of Parliament and departments, their printing, publication and distribution,
 - (c) to send for persons, papers and records. (Paragraph 373)

REPORT FROM THE JOINT SELECT COMMITTEE ON
PARLIAMENTARY AND GOVERNMENT PUBLICATIONS

Introduction

1. The publications of the Parliament and of the Commonwealth departments and agencies are of vital interest to Members of Parliament. Official publications are used extensively by them in all phases of their work.
2. In recent years, the Members of the Joint Parliamentary Printing Committee have become increasingly concerned about Commonwealth publications. During the last Parliament, the Printing Committee prepared a Statement outlining these problems. The Committee then informed the Treasurer that there was an urgent need for a complete review of the present arrangements concerning the preparation, printing, publishing, availability, distribution, and keeping as a permanent record (where that is necessary), of Commonwealth publications. The Committee recommended that a Joint Select Committee be appointed to undertake the review.
3. On the 5th December, 1962, a Select Committee of both Houses was appointed to inquire into and report on the printing, publication and distribution of Parliamentary Papers and all government publications. This Select Committee was unable to complete its report before the dissolution of the Parliament on 1st November, 1963. It reported accordingly to both Houses recommending that the Committee be reconstituted in the new Parliament in order to conclude its report.
4. The Select Committee was re-appointed on 5th March, 1964, with the same membership as the previous Committee. This report treats the present Committee as though it had been in existence since the appointment of the original Committee.
5. Mr. Erwin was elected Chairman of the Committee and Mr. Stewart was elected Vice-Chairman.
6. Your Committee, having had placed before it the submission of the Printing Committee to the Treasurer and the Statement prepared by the Printing Committee, used these documents as a basis for its inquiry and it will refer to them from time to time in this report.
7. At the beginning of its inquiry, your Committee invited the views of Commonwealth departments and authorities, the main public libraries and library boards, the registrars and librarians of the universities, the Printing Trades Employers' Federation and the printing trades unions, the law booksellers and the book publishers' and booksellers' associations.
8. To assist them to understand the nature of the inquiry, they were each sent a copy of the speeches made in the House of Representatives at the time of the Committee's appointment together with a copy of the Statement prepared by the Printing Committee.
9. Your Committee has the honour to present to both Houses the following Report.

REPORT

10. Your Committee's Report is set out in three parts. The first is concerned with all Commonwealth publications, the second deals with Parliamentary publications, and the third refers to other related matters which the Committee feels relevant to the overall scope of the inquiry.

11. "Publications" are defined, for the purposes of this report, as all documents emanating from departments established under the Public Service Act which are intended for use other than within the department issuing the document, excluding (1) forms, and (2) documents having a security restriction placed on them. It includes reports, booklets, pamphlets, maps, etc., as well as any subsequent reprint of a publication, whether

prepared by letterpress, offset printing or by duplicator. It also includes publications prepared for distribution overseas and/or printed overseas.

12. The terms of reference of the Committee did not confine it to this definition and your Committee did seek information and comments from the Commonwealth bodies functioning outside the Public Service Act. Your Committee will make specific references and recommendations regarding the publications of those bodies. Similarly, when departmental publications issued for use solely within a department are referred to, specific mention will be made of this. The Committee did not seek information concerning publications with a security classification placed on them, and nothing in this report is meant to refer to such publications.

I. Commonwealth Publications

THE IMPORTANCE OF OFFICIAL PUBLICATIONS

13. Each year the Commonwealth, through the Parliament, departments and agencies, publishes over 2,000 separate publications at an estimated annual cost of more than £4,000,000.

14. The publications range in importance from the laws of the land to lists that may have a brief use only. In size, they vary from booklets of a few pages to large reference volumes. Their subject matter spans fields as diverse as the activities of the Commonwealth itself.

15. Their importance is unquestioned. The publications of the Commonwealth form an important part of the national record, providing information on the machinery and activities of government, as well as reflecting, in many ways, the life and work and aspirations of the Australian people.

16. They are of interest and value to all sections of the community—to the research worker as well as to the casual reader.

17. They are a basic part of government machinery, being used to report, to explain, to inform, to promote, to instruct, and to persuade. For some departments

and agencies, the publication of material is their "life-blood". The Secretary of the C.S.I.R.O., for instance, told your Committee "publication is a duty as well as a necessity, so far as we are concerned . . . all our work is publishable and in fact, to be of any value or use, it must be published and disseminated". For other departments and agencies, the publication of documents is an incidental function to their main work.

THE GROWTH IN THE NUMBER OF PUBLICATIONS AND INTEREST IN THEM

18. The number of publications issued each year by Commonwealth departments and agencies has grown considerably since the outbreak of the Second World War. Official publications of pre-war days were largely confined to the reports required for presentation to Parliament, to Acts, Statutory Rules, statistical bulletins, the Commonwealth Gazette, arbitration awards, electoral rolls and the like.

19. The Public Service Board told the Committee:

"Post-war developments in the breadth and character of departmental functions have completely changed the picture. The new departments concerned with broad

surprising number of elements of the Commonwealth service can be involved. Your Committee sensed a desire among a number of departments for the present methods to be simplified and procedures which cause delays and bottlenecks to be revised.

28. Speed and accuracy in printing and publishing are essential. Any delay or mistake quickly incurs extra expense. Small adjustments to the Commonwealth's present arrangements for printing and publishing will not solve these problems. Fundamental changes are required.

29. Governments as publishers can be put into two categories.

30. In the first category are countries where departmental publications are published by one office—a "common service" publishing office for departments—employing persons with special skills, and where overall publishing policies are formulated. This method of government publishing operates in the United Kingdom, New Zealand and Canada.

31. In the second category are governments, such as the Australian Government, in which there is no single office responsible for publishing arrangements.

32. The Commonwealth departments are both authors and their own publishers. They themselves are responsible for the design and distribution of their publications. In addition, they arrange for the printing of their work with the Commonwealth or State Government Printers, or through the Commonwealth Stores Supply and Tender Board with commercial printers. Consequently, it is not surprising that wide variations in design, distribution and standards do occur.

33. The Public Service Board informed your Committee that the pattern of arrangements "at present available to departments in this field is the result of evolution rather than conscious planning. It is a patchwork of elements which have been added to the system as a need was recognised, rather than a piece of machinery built for the express purpose of handling publications".

34. The Board said it "has for some time been aware that current arrangements are not ideal. It is obvious that for lack of alternative machinery, publishing in the Service is being done in an unco-ordinated way by many individuals in departments who lack specialised experience in this field".

35. It is your Committee's view that the growth in publishing by departments, coupled with the difficulties being experienced by all concerned, call for the early establishment of a central government publishing office to undertake the publishing function of departments.

36. The establishment of such an office is your Committee's main recommendation, and it is upon the acceptance of this recommendation that the successful implementation of many of its other recommendations depend.

37. The proposed central publishing office for the Commonwealth will be referred to frequently throughout the report and, for convenience, it will be referred to simply as the "proposed publishing office".

THE MAIN ELEMENTS OF THE PUBLIC SERVICE INVOLVED

38. The main elements in the Commonwealth service involved in the function of printing and publishing are:

- Originating and distributing sections in departments;
- Publications Committee;
- Government Printing Office;
- Printing and reproduction units in the larger departments;
- Commonwealth Stores Supply and Tender Board;
- Certain departmental Tender Boards;
- News and Information Bureau;
- Commonwealth Advertising Division;
- Sub-Treasuries in the State Capital Cities;
- National Library of Australia;
- Department of the Treasury.

39. A simple way of showing how each of these elements is connected with printing and publishing is by setting out the normal sequence of events through which a department must progress to have a publication printed and published. The Public Service Board listed the various steps as follows, though the Board warned that it must be remembered that many variations occur:

"(a) Departmental Officers write and edit the material into final form and decide what form of presentation and breadth of distribution would be appropriate.

(b) All non-statutory publications are required to be submitted to the Publications Committee, Department of the Treasury, Canberra, for approval . . .

(c) If approved, the department makes arrangements for printing . . . In many cases this will be arranged through a Commonwealth or State Government Printer. If not, Treasury Regulation 52 requires public invitation of tenders, a step usually handled by the Commonwealth Stores Supply and Tender Board."

Your Committee would add that some printing of publications, which are directly or indirectly related to advertising, is arranged through the Commonwealth Advertising Division of the Treasury. The Department

of Supply, on occasions, arranges printing contracts with commercial printers for the Service Departments, and the News and Information Bureau arranges through the Department of the Interior Tender Board for any printing which cannot be carried out by the Commonwealth Government Printer.

"(d) When the printer has been selected, departmental officers will instruct him regarding the detailed requirements of the job, and make special arrangements for any services the printer may not be able to supply, e.g., art work and photography may be arranged through the News and Information Bureau.

(e) Departmental officers then watch the progress of the work, keeping an eye on the quality of the product as far as they are able, checking and returning proofs until the completed job is received.

(f) Initial distribution and subsequent issues from stocks may be handled by the printer or the department. A few publications . . . are available to the public through Sub-Treasuries, as well as the Government Printer.

(g) The National Library attempts to collect the publications of Commonwealth departments but its holdings are not comprehensive. The Library also issues periodical lists of such publications which must similarly be incomplete.

Significant variations from the routine described above may occur when a department decides to reproduce a document using its own resources"

PREPARATION

40. Before the printing or processing of a document can take place, the following questions have to be determined:

- (1) whether or not the material should be published;
- (2) the style and format of the publication;
- (3) the number of copies to be printed and the details of the distribution to be undertaken;
- (4) whether or not it is to be a saleable publication, and if it is to be sold, on what basis the charge is to be made;
- (5) which printer is to undertake the printing or processing.

41. As mentioned before, Commonwealth departments are, generally, both the authors and publishers of their own publications and, as such, determine these questions. In the case of non-statutory publications, the departments' decisions in all these matters—with the exception of which printer is to undertake the printing—are subject to the approval of the Publications Committee.

Departmental Publications Committee

42. This Committee, comprising one senior officer each from the Treasury, the Prime Minister's Department and the Public Service Board, was established in 1928 to "consider all Departmental reports" for the purpose of making "suggestions for the abridgement or other amendment of the reports . . . without affecting their values". The Deputy Secretary (Supply and General), Department of the Treasury, Mr. C. L. S. Hewitt, said that he thought the expenditure on printing at the time the departmental Publications Committee was established was proportionately greater than it is today.

43. Interest in the Committee waned and between the late 1930's and 1947 its functions were largely undertaken by the Treasury representative. It was revitalised in 1947, when, due largely to the then paper shortage and, no doubt, to the first signs of the post-war growth in publishing by departments, the existence and work of the Committee was brought to the attention of Ministers by the Prime Minister. At the same time, a Treasury Circular was issued instructing accounting officers in departments that, through their control of funds, they were to ensure that publications were submitted to the Publications Committee.

44. Contrary to the terms of the Prime Minister's letter to Ministers, the Treasury Circular directed that publications required by Statute should not be submitted to the Committee. The range of the publications considered by the Committee was thus narrowed considerably. The Committee's influence has been reduced further by its practice of granting "standing approvals" to departments to publish various publications without referring them to the Committee once initial approval has been given. In addition, one department and a branch of another have not submitted their publication proposals to the Committee, whilst another large department makes only limited reference to the Committee. The Chairman of the Committee estimated that the Committee considered about one-quarter of all publications.

45. Broadly, the Publications Committee's purpose has been one of achieving economies in printing. In recent years, as the Committee has become conscious of the need to present attractive publications, it has, on the other hand, made "modest suggestions" on occasions which would tend to increase the costs of a publication. The present members of the Committee and their predecessors have not been required to possess any particular knowledge of the techniques or the economics of printing, though the Committee has frequently sought and obtained the advice of the Government Printer.

46. When considering a publication, the Committee is provided with information concerning its purpose, format, style, number of copies, distribution proposed, estimated cost, and proposed printing arrangements. The Committee may query the need for the publication, the desirability of textual revision, the quality proposed, the printing method or the basis of distribution before approving or refusing to approve the project.

47. The operations of the Publications Committee were criticised by a number of departments on two main grounds, namely:

(1) it was thought that departments should have the right (a) to determine what they will publish (within the funds voted to them) and (b) to determine the text of publications without their decisions being subject to the approval or veto of some other body;

(2) the submission of publications to the Committee, of necessity, involved delay. Your Committee was told that approval to proceed was normally given within "three weeks to a month" of a department's submission being received.

48. It can be said, too, that the present exemption of statutory publications from consideration by the Publications Committee causes considerable differences to occur in the number of copies printed, quality of presentation, etc., between similar statutory and non-statutory publications. Your Committee believes that the financial control over the publishing output of departments can best be maintained by the Treasury in its annual review of the estimates of expenditure of each department rather than by the cumbersome machinery of the Publications Committee. It believes that the present right of the Publications Committee to query the need for, and text of, a publication intrudes in an area which is the responsibility of a Minister or his permanent departmental head. Your Committee further believes that the other matters with which the Publications Committee has been concerned are ones which could be discussed and decided between the author department and the proposed publishing office in a much more satisfactory manner and with less delay.

49. *It is recommended that the departmental Publications Committee be abolished because:*

- (a) it has not provided the safeguard for which it was created;
- (b) its existence has created a false belief that there is an effective check upon publications;
- (c) it is not competent to adjudicate on the matters submitted to it;
- (d) your Committee is of the opinion that the curb that is necessary on departmental extravagance in respect of publications should operate through

the normal financial controls, the advisory service of the proposed publishing office and by a parliamentary committee of review;

- (e) a broadening of its membership would not be a satisfactory reform.

Authority to Publish

50. As stated earlier, the representatives of a number of departments voiced the opinion that it should be the unfettered prerogative and responsibility of departments to decide what they publish within the limits of the funds appropriated to them for that purpose. Your Committee shares this viewpoint. Funds are appropriated by Parliament for publishing only after the proposed expenditure by departments under this item has been closely scrutinized in the Treasury and reviewed and approved by Cabinet.

51. The need for a new publication can only be determined properly within the department concerned and the decision to commit staff and funds to one publication or another can only be made by the department.

52. This freedom of action does not preclude the expenditure incurred being scrutinized and made the subject of criticism by the Auditor-General, by the Public Accounts Committee, or by any Member of Parliament or reader who may think a publication unnecessary or poorly written.

53. As the responsibilities undertaken by departments tend, on occasions, to merge or overlap, it is conceivable that two departments may wish to publish material which is substantially the same. In such instances, your Committee believes that the proposed publishing office would be in a position to ensure that publications are not duplicated.

54. *Your Committee recommends that the decision as to what a department may publish should be the responsibility of the Minister concerned and that there should be no other departmental authority or committee to approve or veto such a decision.*

55. Later in this report, your Committee recommends the appointment of a Joint Committee of Parliament with power to review the publications of Parliament and departments. This Committee, while not empowered to approve or veto a decision to publish, should be authorised to report to Parliament on any aspect of a publication.

56. There always has been a danger of a government publication being used for party political purposes. The Committee draws attention to the need to guard against this but considers that Parliament is the appropriate body to safeguard the people's rights against government abuse.

Style and format

57. The design and lay-out of all publications is of considerable importance. Good design can materially assist a publication to maintain and stimulate the interest of the reader in the information it has to convey.

Present standards

58. Your Committee, while appreciating that some government publications are of a high standard, feels bound to observe that the general standard of Commonwealth publications is not always as high as it should be. A comparison of the publications of the United Kingdom and New Zealand with those of the Commonwealth does not place the Australian publications in a favourable light.

59. The following are just two of the comments that have been made from time to time on government publications in Australia:

By Mr. A. L. Johnson, now Assistant National Librarian, in a paper delivered to the Eleventh Conference of the Library Association of Australia:

"Their publications are notorious for wide variation of typographical quality, a regrettable but not surprising result of failure to centralize control over all physical aspects of publishing. There are notable exceptions, of which the foremost is probably Her Majesty's Stationery Office where the use of qualified typographical advisers has raised its standards of design, layout and printing to high levels."¹

By Mr. G. M. Long, formerly General Editor of the Official War History:

"The varying typographical quality of Commonwealth publications reflects the varying standards in the Australian printing trade, with the better printers inadequately represented. It is a disturbing thought that, if expert judges were appointed to choose the best-designed, serious periodicals of the year . . . it is doubtful whether more than one Commonwealth periodical would be included in the first ten."

Mr. Long also used words such as "unsightly" and "undistinguished" and said that the quality of "serious unofficial periodicals which have typographical problems comparable with those of many Commonwealth journals . . . *Historical Studies*, . . . The Bank of New South Wales *Review*, the *Economic Record* . . . is well above the general standard of government publications".²

60. These views were echoed by many of the persons outside the government service who made submissions to your Committee. The Librarian of the Public Library of New South Wales urged that "official publications should be an example and set a standard in typography and design, not only because the Crown and Parliament should set such an example, but to encourage public interest and use".

61. A more serious aspect of the varying standards of publications was expressed by Professor R. S. Parker of the Australian National University. He submitted—"There is also, in my opinion, a real sense in which the physical quality of a publication can depreciate or increase respect for the dignity and capacity of the originating body". If this is so, not only do the organs of government suffer in the minds of the people who read official publications within Australia, but as these publications circulate in many influential circles abroad, Australia's national prestige must also suffer.

62. The reason for the past lack of concerted effort to see higher standards observed must lie in the fact that public understanding and appreciation of good printing design and industrial design generally has not been widespread in Australia.

63. In recent years, some departments have become aware of the need to improve the design of their publications and some notable improvements have been made. Unhappily, there has been no section of the public service properly equipped to assist departments in this problem.

Commonwealth Government Printer

64. The Government Printer has operated primarily as a practical printer, rather than as a publishing house, and the amount of time his staff has been able to give to problems of design, layout, aesthetic standards, typography and public appeal has been limited. In an endeavour to assist departments and to raise the standard of publications, the Printer has sought for several years to obtain the services of a suitable typographer—a person skilled in printing design—but the salary he has been able to offer has been insufficient for the position to be filled satisfactorily. Your Committee was pleased to hear towards the end of its inquiry that this situation has now been rectified.

65. As a result of the Printer's inability to assist them, departments themselves have endeavoured, as best they could, to improve their publications. At times skilled advertising and public relations personnel have been looked to for advice. Improvements have been made, but there would appear to be a tendency to think in terms of the provision of photographs and the use of colour printing and art and high quality papers as the sole means of enhancing the appeal of a publication. This need not necessarily be the sole answer as other and less expensive means can, in some instances, be employed to achieve the desired effect.

¹ "Government Publications: An Outline" by Athol L. Johnson, Australian Political Studies Association, Monograph No. 5, p. 1.

² "Government as Publishers" by Gavin Long, *Public Administration*, June 1957, p. 111.

Role of publishing office

66. What then is needed:

- (a) to raise the general typographical standards and format of publications, and
- (b) to hold in check the "natural enthusiasm" of departmental officers responsible for the preparation of material, who, whilst having only a limited technical knowledge of printing, tend on occasions to propose more costly productions than is justified.

67. Your Committee believes the answer lies in the establishment of the proposed publishing office through which the publishing arrangements for all publications would be channelled and in which is incorporated the salient features of service and control employed by Her Majesty's Stationery Office (H.M.S.O.) in Great Britain.

68. Such a publishing office would have on its staff a small team of men, skilled in, and with a wide knowledge of, printing techniques, printing design and publishing methods. In the planning stages of each publication, this team would advise and consult with officers of the author department as to the most appropriate means by which each publication could be produced whilst keeping in mind the publication's intended function and purpose. The assistance and advice of outside consultants could well be sought on occasions. When agreement is reached between the department and the publisher's team, the detailed specifications and instructions for the printer performing the work (be it by a government printer or commercial firm) would be drawn up by the publisher in accordance with the agreed arrangements.

69. This interchange of knowledge and opinions should prove to be of immeasurable benefit to both the client department, the printer performing the work and the resultant publication itself.

70. It is acknowledged that two or three of the larger departments already employ men skilled in printing techniques and design. Their publishing programmes are such that they have found it essential to have such personnel on their staff. Your Committee considers it essential for adequate control over printing, that the printing work of all departments be channelled through the proposed publishing office. In regard to the format of publications which have been prepared by departmental officers with knowledge of printing, your Committee would expect that the matters on which the publishing office would normally give advice, would have been satisfactorily attended to within the author department. Nevertheless, the publishing office would

still have the responsibility of seeing that the department's proposals were the most appropriate means by which the intended publication could be produced.

71. If common sense prevails in the discussions on style and format, there should be few instances where the publishing office and an author department fail to reach agreement as to the most appropriate means by which a publication should be presented and printed. In the event of a disagreement between them not being resolved, the view of the author department should prevail. In such an event, the author department would be expected, if called upon, to justify its stand to Parliament, through the Joint Committee referred to in paragraphs 370 to 373.

72. It is envisaged that the publishing office would develop broad guide lines and standards for the presentation and printing of publications. While it would not be possible nor desirable to achieve *uniformity of style* over the whole range of publications, it should be practicable to develop minimum standards. At the same time, it should be practicable to develop a set of principles governing the adoption of higher standards where this is justified by the subject matter of the publication or the public for whom the publication is intended.

73. It is hoped that the proposed publishing office will develop these standards not only in the light of the experience it gains, but also in consultation with H.M.S.O. in Great Britain and the Council of Industrial Design and leading industrial and graphic artists and designers in Australia. It is suggested, too, that these standards should never be thought of as static, but developed and changed as printing techniques and tastes in printing design alter.

74. Not only will departments benefit from knowing the generally accepted quality standards for various types of work, but tenderers for paper, inks, printing, binding and other services will benefit from having a clearer understanding of what is required.

Need for a typographer

75. In considering ways of improving the standard of publications, it is essential that the proposed publishing office have the services of a competent and imaginative typographer with adequate supporting facilities and staff. A typographer can be a key man in the effective designing of any printed document—be it a taxation return form, an annual report, the Commonwealth Gazette or a calendar. His object is "to achieve harmony" between the type face, composition, margins, paper, binding, etc., "and legibility".¹

¹ *Introduction to Typography* by Oliver Simon, p. 1. Penguin Books in association with Faber & Faber.

76. Departmental representatives said in evidence that they would warmly welcome the provision of a typographical advice service to which they could refer.

77. Your Committee believes that a comparison of the title pages of the Commonwealth and New Zealand Year Books (*see* Plate I) shows how typographical advice and forethought can improve the look of a printed page.

Role of the News and Information Bureau

78. The principal function of the News and Information Bureau is to supply information about, and promote publicity for, Australia in overseas countries. In addition, it acts as a common service agency within Australia "for the supply of specialized publicity and information services to Departments and instrumentalities requiring them". As such, it assists in the preparation and design of a number of publications.

79. Your Committee has recommended the establishment of a section, within the framework of the proposed publishing office, which can advise and assist departments on typography, quality of format and other matters affecting their publications. This recommendation may appear to suggest the duplication of advisory services in this field between the News and Information Bureau and the proposed publishing office. A delineation of the tasks each is to perform is therefore necessary. Your Committee noted that a similar situation to that proposed would appear to exist in Britain between the Central Office of Information and H.M.S.O. There, a practical distinction is made between the work of the two service agencies. The Central Office of Information is available to assist departments in the production of "persuasive printed matter"—publicity and information material, in other words—whilst the design facilities of the Stationery Office are available for all the other factual, day to day printing requirements of departments. This distinction was closely examined in 1960 by the House of Commons Select Committee on Estimates and that Committee found "that the present clear cut distinction is useful".¹

80. *Your Committee recommends that the same division of responsibilities which exists between the Central Office of Information and Her Majesty's Stationery Office in Britain in the preparation and design of publications be made between the News and Information Bureau and the proposed publishing office.* This division of responsibilities should be kept constantly under review.

Summary

81. Your Committee hopes that a fresh and enlightened approach to the format and style of all publications will result from its inquiry. It believes that

there should be a determined drive in respect of non-Parliamentary publications to break away from the "official" approach to their presentation which has cramped their style so often in the past. Each publication should be in a format best suited to its intended function, its contents and potential readers. Though due regard must be had to economy at all times, functional and aesthetic values must not be overlooked.

82. Your Committee recommends:

- (a) *That Commonwealth publications be published at the highest practicable standard having regard to their intended function, contents and potential readers.*
- (b) *That the proposed publishing office be responsible for the development and administration of principles and policies regarding standards of presentation and printing of publications.*
- (c) *That in addition to the facilities available to departments in the production of publicity and information material from the News and Information Bureau, the proposed publishing office be equipped to provide technical advice to departments on the format, paper size and quality, printing methods and typography for all other publications.*
- (d) *That in the event of a disagreement between the proposed publishing office and a department concerning the presentation and printing of a publication, the view of the author department shall prevail. In such an event, the author department will be expected, if called upon, to justify its stand to Parliament through the proposed Joint Committee on Publications.*

Sizes of paper used in Commonwealth publications

83. When discussing the size of Parliamentary Papers and the need to standardize the size of the reports prepared for presentation to Parliament, the Government Printer urged that a further measure of standardization be undertaken in the sizes of paper used in all other official publications.

84. At the present time, the Government Printing Office has to hold in store at least 15 different sizes of paper in the various grades and categories of paper. The Government Printer told your Committee that substantial savings in time, money and space used in holding this number of paper sizes could be made if, in general, all official publications were published in sizes which were standard sub-divisions of two basic paper sizes—Demy and Royal. He believed that from these two basic sizes, a sufficient variety of sub-divisional sizes

¹ *Third Report from the Select Committee on Estimates, Session 1959-60, p. x—H.M.S.O., London.*

could be obtained to provide the "utmost flexibility" for departments to choose a size suited to the function of each of their publications.

85. Your Committee believes that substantial benefits can be achieved by standardization on two or three basic paper sizes.

86. *It recommends that, wherever it is appropriate and practicable to do so, the proposed publishing office endeavour to standardize the sizes of paper used in Commonwealth publications.*

Quality of paper used in certain publications

87. Your Committee examined the quality of the paper used in certain publications that are in common use, namely, the Acts of Parliament, Statutory Rules, the Gazette, Hansard and Parliamentary Papers. It noted that the paper used tends to destroy the legibility of the page because the reader sees, in addition to the page he is reading, an impression of the type on the reverse side of the page. A paper of slightly better bulk thickness would improve the opacity of the paper and would overcome the tendency of the print to "strike through".

88. *Your Committee recommends that the quality of the paper used in certain Commonwealth publications e.g., the Acts of Parliament, be improved.*

Potential demand

89. At present, departments, as their own publishers, decide the number of copies of their publications to be printed or processed.

90. In many instances, the number decided upon is only sufficient to meet the needs of the departments "target group" of readers, i.e. those for whom a publication is primarily produced and those known to the department to have an interest in the subject of a publication. The number of copies printed to meet requests from general and casual inquirers has been limited either by a decision of the Publications Committee or by lack of funds. This is particularly so in the case of those publications where there is no provision for their sale.

91. Consequently, some publications, though they may have only just been published, are unavailable or are in extremely short supply to any person not on the department's mailing list. An example of this—one with which most Members of Parliament would be familiar—is the difficulties experienced each year by persons and organisations wanting to obtain copies of the various Budget documents.

92. Your Committee believes that one of the tasks of the proposed publishing office would be to estimate the likely demand for publications. If such an office is

established and is made responsible for the provision of publications to all persons outside the immediate departmental target groups, it should, given a little time, become proficient at intelligently judging the likely consumer demand.

93. *Your Committee recommends:*

- (a) *That, subject to departmental requirements being met, the proposed publishing office determine the total number of copies to be printed or processed of all publications of which copies are produced for sale.*
- (b) *That in the case of publications for which there is no provision for sale copies, the decision as to the number printed should remain with the department.*

Sale of publications

94. Departmental attitudes vary considerably as to which publications should be sold and which ones should be circulated entirely by free distribution. At present, the circulation of many, if not most, publications is entirely by free distribution with no provision for sale copies. Others are circulated without charge with only a few copies being sold, whilst some publications are distributed on a "for sale" basis.

95. As a result, a person can seek two publications, similar in nature, but coming from two different departments, and be asked to pay for one whilst being offered the other one without charge. The citizen can only wonder at the reason.

96. Similarly, departments have varying attitudes in determining the sale price of publications. Many charge a token price; others endeavour to recover the cost of producing the copies which are printed for sale, whilst your Committee noted one or two instances where a department fixed a price slightly higher than the cost of production. Most departments did not recover the cost of postage. There have also been differences in price to the public of the same publication issued initially as a departmental publication and, subsequently, as a Parliamentary paper.

97. No doubt the present arrangements were the most convenient way of handling publications when the number of publications and the demand for them was much smaller. However, since the quantity of material published has increased, limits must be placed on the extent to which public funds can be spent on publications. Such limits already seem to be having the effect of depriving the casual, but interested, citizen of the opportunity of obtaining some publications.

98. The extent of Commonwealth publishing now demands that the provision of publications be treated in a business-like way.

99. Obviously, there is a wide range of publications which will always have to be made available free of charge, such as publications describing social service and other benefits and facilities, overseas information material, and publications which are purely promotional in character. In addition, from time to time, there will be publications, like the Civil Defence pamphlet *Survival from Nuclear War* which the Government, in the public interest, will wish to see distributed as widely as possible, without charge. Your Committee believes that the Commonwealth should have a definite policy on the question of the sale of its publications and the manner in which their price is determined. It believes, in general, that publications not of a publicity or promotional nature should be classed as saleable publications.

100. Your Committee recommends that the proposed publishing office:

- (a) should be responsible for developing and administering uniform policies in regard to the sale and pricing of publications;
- (b) should be the determining body as to whether or not a publication should be classed as saleable.

101. Your Committee, taking into consideration the evidence it received, believes that the operations of the proposed publishing office could be conducted without loss.

102. The prices charged for publications will have a direct relationship to the overhead expenses of the office and the efficiency of production in its own works or elsewhere. This imposes an obligation on the publishing office to attain and maintain a high level of efficiency in its operations.

103. The question of the extent of free distribution of documents classed as saleable is dealt with in paragraphs 145 to 149.

PRINTING

Criticism of present arrangements

Initial delay in placing orders

104. A source of criticism is that the present system causes delay. Departments are required, in the first instance, to offer all printing work to the Commonwealth or a State Government Printer. This is required of them despite the fact that:

- (a) the staff and facilities available to the Commonwealth Printer limit his capacity to approximately 27% of the Commonwealth's printing needs; and
- (b) in the case of certain work of a specialized nature, no Government Printer has the technical facilities to perform the work.

105. If a Government Printer cannot undertake the work, departments are then required to ask the Commonwealth Stores Supply and Tender Board or, by arrangement, their own Tender Board, to arrange a printing contract with a commercial firm. This passing of the work backwards and forwards takes time and costs money. Your Committee believes it received sufficient evidence to support the contention of one department that "Existing procedures are cumbersome and result in lengthy delays in the placing of printing orders".

Lack of specialized knowledge in handling of printing contracts

106. A second criticism by departments of the present arrangements was that they did not have on their staff personnel with sufficient knowledge of printing practices for the department (a) to draft adequately the detailed specifications for their work and (b) to supervise the execution of their contracts. They did have officers who, from experience, had shown a considerable degree of efficiency but this was not as satisfactory as departments would wish.

107. For example, Mr. B. K. Phelan, of the Department of Labour and National Service, said:

"The specifications that are written are not always suitable to the printers available in the city where it [the work] will be done. We certainly do not know enough about the capacity of printers to produce type of different sizes to make out a good specification and to draw the right number of tenderers."

Mr. A. E. Crebbin of the Department of National Development said:

"We believe that if we could hand our jobs to the Government Printer and leave to him the responsibility over printing or sub-contracting them and supervising printing it would be far more efficient for all concerned. We would proof-read, of course. But the actual negotiation of the contract, the decision as to whether penalties should apply and decisions about errors in printing or other errors, and so forth, would not be a departmental responsibility . . ."

108. The Department of Trade claimed it had been able to engage skilled men for its work in this field and emphasised their importance when it said "The retention by a Department of well-qualified, experienced personnel . . . is an essential to achievement of high standards under the Tender system".

109. It may be asked what supervision does the Commonwealth Stores Supply and Tender Board exercise over the contracts it handles. Your Committee was informed that the Board does ensure that the specifications supplied by departments are expressed clearly in the tender schedules, that it does check and assess the

capacity and capability of new tenderers, and that, through its experience it knows the firms that are most satisfactory.

110. The arrangement of printing contracts, however, calls for something more. Printing contracts, generally, cover *ad hoc* jobs, and the Board has no particular expert in printing methods within its own staff to enable it to appreciate the particular requirements of each job. The Tender Board's checking procedures and its policy of generally accepting the lowest *suitable* tender ensures that work is correctly performed, but unless a department is equipped with suitable men the finished work may fall short of the expectations of the author department.

Commonwealth Government Printing Office

111. Questioned by your Committee on the work undertaken for them at the Commonwealth Government Printing Office, a number of departments made particular mention of delays which they experienced. Delays also occur in meeting parliamentary requirements.

112. The Printing Office, until recently, has operated under extreme difficulties. It has been ill-equipped and cramped in a building totally inadequate for the efficiency required of it. In addition, it has suffered from a continuing shortage of skilled tradesmen. Nevertheless, its inability to meet deadlines has, at times, seriously embarrassed departments, impaired their efficiency and forced them to adopt interim measures at additional cost. This has discouraged departments from using its facilities.

113. Your Committee can only assume that the Printing Office has accepted work in the past which it could not properly cope with even when its capacity was stretched to the utmost.

114. A second difficulty which departments experienced in their workings with the Printing Office, and with which your Committee sympathised, was that the Printing Office generally did not provide departments with an estimate of the cost of work.

United Kingdom, New Zealand and Canadian practice

115. Your Committee noted that, in the United Kingdom, the one office—H.M.S.O.—is responsible for the provision of all printing for government departments (with minor exceptions). Approximately one-third of this work is undertaken in the Stationery Office's own printing works, whilst it arranges for the remainder to be executed by commercial printers under contract.

116. Similar arrangements prevail in Canada and New Zealand. In both countries, the Government Printers

are responsible for all government printing, either undertaking the printing themselves in their own works, or, where necessary, letting contracts to private printers.

117. The role played by H.M.S.O. was set out in a memorandum to the Estimates Committee of the House of Commons in 1956. The memorandum said:

"The Stationery Office translates the departments' requirements into technical terms as instructions for the printer.

Something like 90 per cent. of the demands received will be for items covered by term contracts or for items regularly undertaken by Stationery Office printing works; in these cases orders can be placed forthwith. For the remaining items it is necessary to go through the contracts procedure . . . before orders for printing can be issued. But some items, e.g., where the work is urgent, are placed with Stationery Office presses where capacity is available or where it can be made available by deferring some other work."

H.M.S.O. staff are:

"responsible for progressing the work placed with contractors . . . The completed work may be delivered to a Stationery Office warehouse or direct to the departments. It is . . . examined by technical staff as to quality (voucher copies being provided for work delivered direct)."¹

Main conclusions and recommendations

118. Your Committee believes that the difficulties and criticisms of the present printing arrangements can best be overcome or minimised through all printing requirements being arranged and supervised by one office—the central government publishing office it has proposed.

119. Staffed by persons with a sound knowledge of current printing techniques and practices, this office should be able:

- (a) to channel efficiently the printing requirements of departments to the printer best able to handle the work at the time—be it to the Commonwealth printing works, a State Government printing works or to commercial firms—in order that deadlines and delivery arrangements can be faithfully fulfilled;
- (b) to allocate equitably the Commonwealth's printing needs as far as time and distance allow;
- (c) by reason of the overall knowledge it will gain of the printing industry in Australia, let out specialised work to the printing works most capable of performing the work;
- (d) to supervise the quality of the printing performed for departments;

¹ *First Report from the Select Committee on Estimates, Session 1956-57, pp. 116-117—H.M.S.O., London.*

- (e) to increase the amount of Commonwealth printing work undertaken by term contract;
- (f) to provide departments with information as to the likely cost of proposed printing work.

120. Your Committee therefore recommends that the proposed publishing office:

- (a) be responsible for the printing, or letting out by contract of printing, of all departmental publications, including those relevant functions at present performed by the Commonwealth Stores Supply and Tender Board and other departmental Tender Boards;
- (b) give close attention to the question of the scope and extent of the work that can efficiently be undertaken by the Commonwealth printing works in Canberra;
- (c) strictly observe the principle that parliamentary requirements must have precedence over other work at all times;
- (d) establish sound and clear-cut priorities for the non-parliamentary work performed in Canberra.

Departmental printing units

121. In addition to the main Government Printing Office in Canberra, smaller printing units are operated by:

the Department of the Army at Hawthorn, Victoria, and Bendigo, Victoria (map printing);
the Department of Air at Albert Park, Victoria;
the Department of Supply as part of its Central Drawing Office at Maribyrnong, Victoria; and
the Postmaster-General's Department in Melbourne.

122. These units were established in the main during the last war when the Government Printing Office was not able to undertake work for these departments and when it was difficult to have printing carried out by commercial firms.

123. Your Committee has recommended that all the arrangements for the printing of departmental publications should be made by the proposed publishing office. These units are mainly occupied in producing publications the circulation of which is restricted, either for security reasons, or to persons within their own department. Your Committee's recommendation is intended to apply to those publications of these departments which are for circulation outside the department and which, in the past, have been printed by these units. Your Committee envisages publications in this category being handled by the proposed publishing office. That office, being aware of the author department's capacity to undertake the printing itself, will, no doubt, authorise the Department to proceed with the job.

124. In the past, the Central Drawing Office, on its own initiative, has sought printing work from other departments and offices. This action has contributed to the efficiency of the Drawing Office in providing work in what would otherwise be slack periods.

125. Your Committee sees the proposed publishing office as the point where Commonwealth policies on printing and publishing are formulated, co-ordinated and controlled.

126. Your Committee recommends:

- (a) That the practice of the Central Drawing Office of seeking work from other departments and offices be discontinued and that printing by the Drawing Office be confined to work for the Department of Supply and its establishments, together with such other work channelled from the proposed publishing office which it can conveniently handle.
- (b) That the departmental printing units should first obtain the advice of the publishing office before ordering new equipment or extending the scope of their work.

Provision of offset printing equipment

127. Revolutionary changes in duplicating methods have been developed during recent years with the introduction and rapid improvement of the so-called offset duplicator. Models now available in Australia are capable of producing a wide range of material of such high standard that, to the layman, the material can only be said to have been printed. Yet, apart from the large and more sophisticated models on the market today, offset machines are so simple to operate that they must be regarded as in the duplicator class. In the words of one witness "offset printing has become an ordinary office procedure".

128. Though the capital cost of an offset machine is several times that of the more widely known stencil duplicator, the offset machine is capable of a much wider and varied use. It produces a better quality job on a better paper at less cost than the duplicator.

129. Your Committee was told that various departments, not unnaturally, were anxious to instal offset machines and, in fact, there has been a considerable extension of the use of this equipment throughout the Public Service.

130. This introduces a number of problems such as high initial cost, ensuring an adequate work load, obtaining the necessary skilled operators for work demanding fine registration of the copy, and questions

of servicing and repair. Departments are not discouraged from seeking offset equipment, but each application is carefully examined by the Public Service Board and the Commonwealth Stores Supply and Tender Board before approval is given for its purchase.

131. In Canberra, the policy in regard to offset equipment has been:

- (a) to build up a bank of offset machines at the Government Printing Office where they can provide an offset printing and duplicating service for Canberra departments generally, and
- (b) to house several offset machines within a department, close to an area where there is a constant need for offset facilities, whilst, at the same time, the operation and control of the unit (sub-printery, as it has been called) remains with the Government Printer and his staff.

Your Committee endorses this policy.

132. Operated in this way by men working under industrial conditions, the machines can be run on a two or, if necessary, three shifts a day basis. Substantial savings can thus be realized, for the alternative would be for the offset machines to be installed individually in separate departments and operated in normal office hours only.

133. Nevertheless, it believes that there are and will be individual departments that, on their own account, can justify using offset equipment. Just as stencil duplicating can be used uneconomically, so, too, can the offset process. Your Committee would hope that the proposed publishing office will, if established, define clearly the economic limits to which individual departmental units can be efficiently maintained. Your Committee is concerned, too, that the provision of offset equipment for departments in sub-printeries or within departments may not be proceeding with sufficient imagination and vigour. It feels that, in this matter, the Commonwealth has been somewhat slow in taking advantage of the benefits available to it with modern techniques.

DISTRIBUTION

Problems and criticisms

134. Your Committee believes the present arrangements for distribution are unsatisfactory.

135. For instance, the number of copies of many publications available for distribution is limited to a "target group" of readers—those for whom a publication is primarily produced and those persons and institutions known to the respective author department to have an interest in the subject-matter of the publication. Although the document may be quite public,

persons and bodies not on a department's mailing list may find they have to provide some evidence of a *bona fide* interest in the publication before they are given a copy.

136. As most publications are distributed without charge, limitations of finance, in some cases, may even limit a department's "target group" of recipients.

137. Your Committee is of the opinion that, if a document is public, copies should be readily available to any person at reasonable cost without the person having to give some explanation to support his request.

138. Even when a department has ample funds to make a wide "target" distribution and has sufficient copies to meet all additional requests, further distribution is confined to those persons who apply after becoming aware by chance of the existence of a publication.

139. Departmental mailing lists may cater for most persons whose work or official capacity gives them an interest in a particular Commonwealth publication but they do not cater adequately for the ordinary citizen who may be interested in the same subject. It is not good enough to expect that, in time, such a citizen will come to hear of the Commonwealth publication and that he will know where to apply. Constituents are constantly asking Senators and Members to obtain publications which they themselves are unable to locate.

140. Many of the matters referred to in Commonwealth publications are ones of public importance and debate. Your Committee feels such publications should be available to all interested persons as soon as they are published and that the Commonwealth should be prepared to spend money and energy to facilitate this.

141. As the majority of public service witnesses who appeared before your Committee were of the opinion that the present arrangements are adequate, the Committee feels compelled to quote from representative extracts and evidence received from persons outside the service.

The Librarian, Public Library of New South Wales:

"In New South Wales, which is the only area that I can speak of with any authority, we do attempt, in the Public Library of New South Wales, to acquire complete sets of Commonwealth publications. We are not always successful. Outside the Public Library of New South Wales many of these documents are available only with considerable difficulty. They are not even known in many cases, even to librarians in Broken Hill, Newcastle, Wollongong, and so on."

The University of Adelaide:

"Copies are usually made available to Universities if they happen to know of their existence and request copies, but in many cases the Universities are not aware of their existence."

The Library Association of Australia:

"There is difficulty at present in knowing without delay all that is being published."

The Acting State Librarian, Library Board of Western Australia:

"The main problem is finding out what is published."

A bookseller in Melbourne (speaking of obtaining official publications for clients):

"You get in touch with one department and you are referred to someone else . . . often we have had to try perhaps three or four different sources."

The National Librarian speaking of the National Library's endeavours to form a comprehensive collection of Commonwealth documents said:

" . . . in spite of the greatest goodwill on the part of the Government and the indications it has given to . . . departments and in spite of the greatest goodwill on the part of the departments themselves to see this material lodged, we have the greatest difficulty in identifying, locating and gathering it in."

142. The present method of distribution is causing problems for departments. Some departments with large mailing lists mentioned their concern at the time and staff required to handle distribution. One department based in Melbourne is considering the engagement of a private mailing service to undertake the posting of its publications. The prospect is that these difficulties will tend to increase.

143. The administration of departmental "free lists" also presents problems. These were well described in the submission of the Commissioner of Taxation as follows:

"Associated with the problem of price fixing is the problem of the 'free list'. The outstanding example amongst the taxation publications is the distribution list for the Commissioner's Report to Parliament. Copies are distributed free of charge to Government Departments, Australian overseas posts, diplomatic posts in Australia, libraries in Australia and overseas, universities, research institutions in Australia and overseas, the taxation authorities in many overseas countries and to some private firms and individuals. In many cases the recipients of the Report reciprocate by forwarding their own publications to the Taxation Office. It has been accepted by this office that definite advantages accrue from the free distribution of its publications to selected recipients. In addition to receiving publications on a reciprocal basis, it assists in maintaining good public relations. The 'free list', however, has its disadvantages. There is a constant pressure to increase the list. Senior officers receive many requests for publications which normally bear a charge. Resisting requests for the Department's own publications can be embarrassing and in some cases amount to poor public relations. It is thought that this whole problem could be better solved by a central agency which, being remote from Departmental contacts, can treat the matter more objectively than

individual Departments and achieve more uniformity than exists at present.

The retention of a 'free list' is, however, recommended, its general scope being decided by whatever body is responsible for the distribution of publications. In addition it is felt that the more senior officers in each Department should have some copies available for free distribution at their discretion."

144. To sum up, it can be said that no serious attempt is made to inform the public as to what Commonwealth publications are available, when they will be available, where they are available and how they may be obtained. Present distribution methods are uneconomical and are causing departments some embarrassing difficulties.

General conclusions and recommendations

145. A prerequisite to the satisfactory solution of these shortcomings and difficulties is the establishment of the proposed publishing office. As in other matters to which reference has been made, the successful circulation and promotion of Commonwealth publications can best be achieved through one co-ordinating centre, through which any publication can be speedily obtained without lengthy correspondence. The emphasis must swing from departmental control over distribution to central agency control and from the limiting features of free distribution to distribution by sale.

146. Several departments stressed the importance of their continuing to have the oversight and control of the distribution of their publications to their respective "target group" of recipients. Your Committee accepts this view. It is convinced, however, that the distribution of publications to all other persons and bodies should be controlled and handled by the proposed publishing office.

147. Your Committee therefore recommends that the control of the distribution of publications to "target groups" of recipients remain with the author departments and, where possible, the facilities of the publishing office be used in this distribution. It is recommended that all other distribution be the responsibility of the publishing office.

148. Your Committee realises that some free distribution of all publications is both desirable and appropriate. For instance, persons and bodies who have contributed to the preparation of a publication should be entitled to a complimentary copy. In addition, Members of Parliament, diplomatic missions in Australia, universities and certain libraries should be entitled to a complimentary issue of each publication.

149. Your Committee recommends that uniform policies for the free issue of saleable publications be drawn up by the proposed publishing office.

150. The duplication of addressing machines and plates, the typing of envelopes and the manual wrapping and posting of material can be overcome, and significant economies achieved, by means of machine handling by a central agency. Even in the most distant future it is impossible to conceive of a central agency distributing all publications in this way but much can be done in this direction now. *Your Committee recommends that the proposed publishing office be responsible for ensuring that all publications are despatched by the most efficient and economical means.*

151. *It is recommended further that wherever practicable, publications be wrapped and posted in flat form.*

Overseas experience

152. Other countries have overcome the problem of the distribution of their government publications by having a central distribution point which, in time, has become known to all as the point where their inquiries should be made.

153. Mr. A. L. Johnson in his paper to the Library Association of Australia said that ideal conditions for the acquisition of government publications would include "Centralised stocking, sales and distribution".¹

154. In the United Kingdom, H.M.S.O. facilitates the purchase of government publications through its Catalogue Service which issues a daily list of all parliamentary and governmental publications published that day. Monthly and annual catalogues are issued also.

155. Similar monthly and annual lists are issued by the Queen's Printer in Canada and by the Superintendent of Documents in the United States. Monthly lists of their government's publications are also prepared by the Government Printers in New Zealand and New South Wales.

156. H.M.S.O. selectively advertises its more important publications in trade and business journals. By offering special terms, it encourages the sale of government publications by commercial booksellers and suitable displays in their shop windows. In addition, H.M.S.O. maintains eight Government bookshops—in London, Birmingham, Bristol, Manchester, Edinburgh, Cardiff and Belfast. The Queen's Printer in Canada operates two retail stores in Ottawa and Toronto and has plans to open a third. New Zealand has had Government Publications Bookshops in Wellington, Auckland and Christchurch for some time, and in June, 1962, another was opened in Dunedin "to cope with the increasing sales of Government Publications in Otago and Southland".

157. In other words, the widest use of official publications, both parliamentary and governmental, is given every encouragement.

158. It is not without results as the annual reports of the Government Printers in Canada and New Zealand record ever increasing sales and interest in their "products" year by year.

159. In the report of the New Zealand Printing and Stationery Department for the year ended 31st March, 1961, the Government Printer says:

"The publications side of the Department's activities continues to expand, a new record turnover of £165,986 being established for the year ended 31 March, 1961. The growing use being made of the retail and wholesale publication outlets at Auckland and Christchurch was a feature of the year's trading and has no doubt assisted in bringing to wider notice the extensive range of publications available.

Earlier this year the publications shop in Christchurch was transferred from Oxford Terrace to Gloucester Street and it is apparent that the new location is definitely more suitable as sales returns have shown a distinct improvement since the transfer.

During the year my Department was appointed as an official agent for the sale of the publications of the United Nations and of the Commonwealth Economic Committee, London. Selections of the great variety of publications issued by these two organisations are held in stock and others are ordered on application."²

160. The New Zealand Printing Office has since been appointed a retailer for the publications of various international agencies and the Canadian and United Kingdom Governments.

161. H.M.S.O. likewise is national retailer in Great Britain for the publications of a number of international organizations, including the:

- European Economic Community
- Food and Agriculture Organization
- International Atomic Energy Agency
- International Civil Aviation Organization
- International Customs Tariff Bureau
- International Monetary Fund
- United Nations, and the
- World Health Organization.

The current publications from these organizations appear in the lists and catalogues of H.M.S.O. In its turn, H.M.S.O. has appointed agents for its own publications in 31 overseas countries, including Australia.

162. There is a very real need for similar services to be provided in Australia.

Mail-order service and lists of publications

163. All the overseas countries mentioned operate extremely efficient mail-order services for the supply of

¹ "Government Publications: An Outline" by Athol L. Johnson, *Australian Political Studies Association*, Monograph No. 5, p. 3.

² *Report of the Printing and Stationery Department for the year ended 31 March, 1961*, p. 6—R. E. Owen, Government Printer, Wellington.

government publications. In fact, 96 per cent. of all sales made by the United States Government Printing Office is accounted for by mail-orders.

164. The Government Printer considered that the American mail-order service was the type that Australia should adopt, and that in the new Government Printing Office provision had been made for such a service. The Printer submitted that, given the necessary authority and staff to operate effectively in the publications field, a fast and efficient mail-order system could be developed in a relatively short time in Canberra.

165. *Your Committee recommends that the proposed publishing office develop with all possible speed a reliable and efficient service for mail-order customers.*

166. *It recommends further that the proposed office:*

(a) *publish daily and monthly a list of Commonwealth publications issued during the past 24 hours, or month, respectively;*

(b) *show in these lists:*
the titles of the publications, together with supporting bibliographical details, the sale price of the publications and the cost of postage on them;
the subscription rates for the various government periodicals and official publications;
where and how the publications can be obtained.

(c) *include similar details of the publications of statutory authorities in these lists.*

167. It is essential that these lists provide a record of all available Commonwealth publications, whether those documents are classed as "for sale" or entirely for free distribution and irrespective of how small they might be. For example, free folders describing the various social service and repatriation benefits should be listed.

168. Likewise, if publications produced for use within a department (and which need not necessarily be restricted to official use) are found to be of interest and use to persons outside the author department, they should be listed also.

Bookshops

169. When asked about the feasibility of the Commonwealth establishing bookshops for the sale of its own publications, the view of the majority of the public service witnesses was that it would be unwise for the Commonwealth to enter hastily into the field of bookshops. They counselled caution and suggested that, until there was some experience and knowledge of the likely demand, it might be prudent to set up bookstalls, featuring a fair cross section of the publications available and

likely to have popular appeal, in the foyers of the Commonwealth centres in the capital cities. It was suggested that the views of commercial booksellers should be ascertained and that the range of publications the Commonwealth had to offer might not be sufficient to warrant bookshops at this stage. This view was reinforced by other witnesses who pointed out that in Great Britain and New Zealand, a large proportion of the publications in their government bookshops came, in this country, within the ambit of the States.

170. Your Committee does not share this apprehension. It is confident that the range of Commonwealth publications, together with present public demand, is sufficient to justify the opening of Commonwealth bookshops. Evidence was received of several instances where the availability of a Commonwealth publication was advertised, and in each case, an excellent response was reported. Some 4 years ago the New South Wales State Government Printing Office moved its Sales Office to its present position in the heart of Sydney. Since then, the annual sales of New South Wales government publications from that office have more than trebled. In 1962-63, the sale of publications reached approximately £30,000.

171. Your Committee does not favour the suggestion of bookstalls in the foyers of the various Commonwealth centres as the bookstalls would be able to stock only a small proportion of the publications that may be sought. It is thought that neither foyer stall nor bookshop would be successful unless the largest possible range of publications was available from them.

172. The Committee does not believe that commercial booksellers will object to government publications being handled by such bookshops. It would urge, nevertheless, that the sale of publications through commercial booksellers and, in country towns, through newsagents, be encouraged by every means possible.

173. It is suggested that the State Governments be invited to use the facilities of the Commonwealth bookshops for the distribution of their own official publications. The New South Wales Government already has an attractive sales outlet for its publications and, through the proposed publishing office, the Commonwealth should utilize fully the facilities which have been offered to it by the New South Wales Government until a Commonwealth bookshop is established in Sydney.

174. To be successful, the Commonwealth bookshops need to be situated as close as possible to the heart of a city. They must be seen by people in business and industry, shoppers, and visitors from the country and overseas. They need to be arranged attractively and conducted efficiently. They must receive their stocks of publications without delay.

175. In respect of capital cost, the words of the House of Commons Committee which recommended the establishment of Stationery Office bookshops in 1915, are pertinent:

"Whether there were a slight gain or loss, the sum at stake is trivial compared with the hundreds of thousands of pounds spent in the preparation and printing of State Papers, the full return for which is not now received."¹

176. Your Committee looks forward to the day when a Committee of the Parliament can report in the words of the 1956 House of Commons Select Committee on the Estimates:

"The bookshops discharge with success their primary function of making Government publications more widely known and more easily obtainable. In doing so, and in increasing sales of publications which must of necessity be published, they reduce the proportion of the cost of publication which falls on the Exchequer."²

177. Your Committee therefore recommends:

- (a) *the establishment by the proposed publishing office of a bookshop in a capital city for the sale of Commonwealth publications as a trial and, if successful, that bookshops be established in other capital cities;*
- (b) *consequent on the establishment of Commonwealth bookshops, that the States be invited to use the facilities of the bookshops for the sale of their own publications;*
- (c) *that stocks of publications be sent to the bookshops with the least delay and air freighted, when thought necessary.*

178. Your Committee also recommends that the proposed publishing office make every endeavour to secure the Australian agency for the publications of other Governments and such bodies as the United Nations and its agencies.

Depository libraries

179. Strategically placed libraries in a number of countries overseas are deemed by their governments to be depository libraries and, as such, they receive automatically, one copy of all government publications. Others are declared to be partial depositories.

180. The Library Association of Australia recommended in its submission that:

"Certain libraries (e.g., National, State Reference, University and Parliament Libraries) should be designated as depositories for all government publications. They should then automatically receive a complete set or, if unable to handle this, an agreed partial set which they undertake to retain. Other classes of libraries (e.g., Free Public Libraries of a certain size) might be designated as partial depositories to receive a limited group of publications on request.

The Library Boards of the various States might be asked to provide lists of the various Free Public Libraries, and of the publications which they might receive according to their size."

Your Committee is happy to endorse the Library Association's recommendation.

181. *It is therefore recommended that certain libraries should be designated as depositories for all Commonwealth publications and that the Government seek the advice of the Australian Advisory Council on Bibliographical Services and the State Library Boards when compiling its list.*

182. It should be required of those libraries that agree to be depositories for Commonwealth publications that they:

- (a) hold the various kinds of publications, e.g., serials, bound volumes, for certain periods of time;
- (b) store the material in such a way that it is readily available.

Exchange of Commonwealth publications with overseas countries

183. An important function of the National Library is its responsibility for negotiating and implementing the exchange of Commonwealth government publications with overseas countries. Under these exchanges, the publications of other governments are supplied to the National Library and deposited in its collections. In its submission, the Library mentioned that sometimes this was the only means of acquiring the documents of foreign governments. The Library's Annual Report for 1961-62 stated that almost half the total of government and other serials received were the result of exchange or deposit arrangements.

184. In order to make the Commonwealth exchange programme effective, the National Library requires access to a supply of Commonwealth publications to offer as reciprocal exchange material. In this respect, it relies at present upon the co-operation of the Parliament and Departments in adding its overseas exchange partners to their mailing lists.

185. The National Librarian spoke of a hesitancy on the part of some departments which issue publications requiring substantial compilation and very substantial printing costs to meet fully the Library's requirements for its exchange purposes. The Librarian indicated that the Library's task would be enormously eased if it

¹ *Report from the Select Committee on Publications and Debates Reports, July, 1915, Paragraph 28—H.M.S.O., London.*

² *First Report from the Select Committee on Estimates, Session 1956-57, Paragraph 23—H.M.S.O., London.*

could call on a central publishing office for co-operation in this field rather than the Library negotiating with all departments and authorities.

186. *Your Committee recommends that the proposed publishing office provide the publications needed to fulfill the National Library's exchange arrangements and that the publishing office be the responsible authority for the transmission of such publications.*

187. It is the intention of your Committee that this recommendation and the recommendation in paragraph 181 should also apply to the publications of the various Commonwealth authorities operating outside the Public Service Act. *It recommends that all authorities be required to supply the publishing office with sufficient copies of their publications to meet Australia's international exchange obligations and the needs of the depository libraries.*

188. To a large extent, the establishment of the proposed publishing office and the adoption of the recommendation in paragraph 186 should remove any existing difficulties to the Commonwealth's adherence to the international *Convention concerning the Exchange of Official Publications and Government Documents between States*. This Convention was adopted at the General Conference of UNESCO in 1958 to provide a framework within which nations might enter into bilateral agreements for the exchange of their official publications.

A GOVERNMENT PUBLISHER

189. Your Committee's main recommendation is the establishment of a central government publishing office to undertake the publishing function of departments.

190. In considering this recommendation, it must be remembered that there is a fundamental difference between a government publisher and a commercial publisher. In the words of the report of the Glassco Royal Commission in Canada "The publisher's role in government is to estimate the potential market, to provide technical assistance before and during production and to assist the department in achieving the best possible distribution". Unlike the commercial printer who "normally takes the financial risk of promoting the publication" and who "usually determines whether it will be printed", in government "publications are printed to further the programmes or objectives of a department or agency, and the originating department, as author, in this case pays most of the cost, thereby leaving it with the ultimate decision as to whether to print or not".¹

191. The position in Australia is, basically, no different to that in Canada. The following extract from the Royal Commission's report is also relevant:

"Departments . . . can benefit from expert assistance in planning, preparing, printing and distributing their publications. A central repository of this expert advice is more likely to lead to the best form of publication and the best means of distribution, both commercial and free. Departmental authors have varied talents, but not necessarily those of a publisher."

192. A central repository of expert knowledge in publishing is the aim of your Committee's recommendation.

193. *The main recommendation is supported by another, namely, that the proposed central government publishing office be the sole publisher of all departmental publications.*

194. These recommendations no doubt will be opposed by some departments which believe that the present arrangements should remain unchanged.

195. If your Committee's recommendations are accepted, some years must elapse before they can become fully effective. It would be foolish for the new office to endeavour to provide a full service for all departments until it is properly equipped, staffed and geared to undertake such a responsibility. Due consideration must be given at all times to the desires of the author departments, and to serving both them and the recipients of publications efficiently. It is desirable for the new office to have liaison officers in both Sydney and Melbourne as a great amount of printing will continue to be performed by printers in those cities for departments situated in Sydney and Melbourne.

196. Your Committee is confident that the cost of establishing the new office will be returned to the Commonwealth many times over by means of increased efficiency in administration and by increased sales of publications.

197. It is of the utmost importance to the successful implementation of the recommendations that the new office be directed and staffed by persons of ability, with the right degree of imagination, initiative and common sense. The representative of the Public Service Board, Mr. P. A. Nott, rightly warned that:

" . . . there would be nothing worse than launching some new form of machinery which would fall down simply because the people who were in control of it did not have a broad enough conception of what the total task really was."

198. *Your Committee considered a name for the new office and it recommends that it be called the Australian Government Publishing Service.*

199. A suggested organization for the Australian Government Publishing Service was submitted by the Government Printer and is attached for information as Appendix I.

¹ *The Royal Commission on Government Organization Report*, Vol. 2, pp. 298-299—The Queen's Printer, Ottawa.

200. The publishing role is much wider than the printing task. There must be no suggestion that the publishing section is just an off-shoot of the printing establishment. The printing works should operate solely to carry out the directions of the publishing staff and should be one section within the overall structure of the publishing office.

201. Your Committee believes that it is important for the proposed office to operate with a large measure of autonomy, and, though it may be placed administratively under the control of a department, its head should be directly responsible to a Minister of State.

202. *It is recommended that the Minister-in-Charge of the proposed publishing office should make an annual report to Parliament on the operation of the publishing office in which, inter alia, he should cite every instance in which the publishing office considered there was an unjustified departure by an author department from the standards and rules of the office.*

203. Finally your Committee believes the proposed publishing office might well emulate Her Majesty's Stationery Office in the United Kingdom. It has served the government and the people of Great Britain with notable success.

II. Parliamentary Papers

INTRODUCTION

204. The more specific section of your Committee's terms of reference called on it to inquire into and report on the printing, publication and distribution of Parliamentary Papers.

205. Parliamentary Papers are the documents which are presented to either House of the Parliament and which either House has "ordered to be printed".

206. Since Federation, the Parliament has ordered the printing of many of the papers presented to it. Those printed have been ones which the Parliament has considered of sufficient importance and/or general interest to warrant printing. When the printing of papers has been ordered, Parliament has ensured two things:

firstly, that adequate copies of a paper are available to all persons who wish to have a copy, and

secondly, that a paper is available to be bound into volumes and preserved in a convenient and accessible form as a permanent record.

207. The necessity for Parliament to be pursuing the first objective is queried today by some author departments and authorities as many papers are already printed in large numbers by them for presentation to Parliament and subsequent distribution to those persons known to have some interest in the papers. In their view Parliament is only duplicating the printing and distribution already undertaken.

208. It is to be regretted that the second objective is not always appreciated by the author departments and authorities.

209. Duplication of printing and distribution does occur. Your Committee believes the present position

needs to be rationalized and it makes recommendations with that aim in mind.

210. The right to publish papers presented to it is one which Parliament should preserve.

211. The value of publishing co-ordinated series of printed papers—as distinct from the publication of many individual papers of like nature having no connecting links—was strongly emphasised by librarians and universities. The National Librarian said that "the more you can mobilise material into series which become well known, and therefore indexed and bibliographically controlled as a whole, the easier it is for serious enquirers to get access to it".

212. The papers presented to Parliament have a particular importance among government publications as part of the national record. There is a continuing need for reference to be made to them. A Member of Parliament or ordinary citizen should be able to refer to them without difficulty despite any time lapse since publication.

213. However liberal the initial printing of an individual paper may be it eventually becomes out of print and if held in a library may, for many reasons, become unavailable. Indexed and bound in a series, the difficulties encountered with individual papers are not likely to occur.

214. Your Committee places a high value on the continuance of a comprehensive Parliamentary Paper series.

215. The Statement prepared by the Printing Committee, which was referred to in the introduction to your Committee's Report, pointed to a number of weaknesses that exist in the present arrangements for Parliamentary Papers.

216. The Statement suggested:
 that many important Commonwealth publications of importance to Parliament were not printed as Parliamentary Papers;
 that inordinate delays occurred in the publication of Parliamentary Papers; and
 that the format of Parliamentary Papers could be improved.

Your Committee will discuss each in turn.

THE PAPERS COMPRISING THE PARLIAMENTARY PAPER SERIES

217. The Statement advanced two reasons why all the papers which might be expected to form part of the series were not included in it. These were:

- not all the important papers presented to Parliament were being printed; and
- not all the papers of importance and interest to Members of Parliament were being tabled.

Papers presented to Parliament but not included in the series

218. Many kinds of documents are presented to Parliament. They range from the annual reports of many, but not all, statutory bodies and some departments, to treaties and agreements which Australia intends to ratify or accede to, notices of land acquired, returns showing bounties paid, Statutory Rules and the Ordinances and Regulations of the Territories.

219. Papers are presented:

- pursuant to the provisions of a Statute;
- at the wish of a Minister (these are formally recorded as being presented "by Command of His Excellency the Governor-General");
- by Order of either House (such as the reports of certain parliamentary committees); and
- by the Presiding Officers.

220. Such papers as Statutory Rules, Ordinances and Regulations, are printed and bound in special series. The text of others, such as the notices of land acquired and the by-laws of the Commonwealth Railways, appear in the Commonwealth Gazette. Others, such as the papers concerning certain appointments to the Public Service, have no great public interest. No one would suggest that papers in these categories should be printed as Parliamentary Papers.

221. There remains, however, a large group of papers presented to Parliament in which there is considerable political, public and academic interest. It is from these—the annual reports and returns, the financial documents,

the treaties and the reports of committees and commissions—that the Parliamentary Paper series has been compiled.

222. Appendix II lists the papers regularly presented to Parliament. In one column is listed the papers normally printed as Parliamentary Papers and in the other those documents which Parliament does not normally print. It will be clearly seen from the Appendix that many papers are not being printed which are of similar, if not greater, significance than some that are being printed.

223. For example, the annual report on the operations of the International Monetary Agreements Act is printed as a Parliamentary Paper whilst the annual reports of the National Debt and Commonwealth Grants Commissions are not. Similarly, the annual reports of the Department of Social Services, the Commonwealth Railways, the Atomic Energy Commission and the Australian Broadcasting Control Board are published in the parliamentary series whilst those of the Postmaster-General's Department, the Australian Coastal Shipping Commission, the Australian National Airlines Commission and the Australian Broadcasting Commission are not.

224. The responsibility for deciding which papers shall be printed as Parliamentary Papers has largely devolved upon the Joint Parliamentary Printing Committee. The Senate and the House of Representatives may themselves order the printing of papers presented to them, but normally most papers, other than reports of the Tariff Board, are printed by Parliament upon the recommendation of the Printing Committee.

225. Over the years, various reasons have deterred the Printing Committee from recommending the printing of papers as Parliamentary Papers. The exigencies of World War II, for instance, caused the discontinuance of the printing of many reports. Nowadays, the main reason why the Committee does not recommend the printing of many papers stems from the fact that there are few reports presented to Parliament that have not already been printed by the author department or authority.

226. In some such cases the Printing Committee, in considering the report, has assumed that sufficient copies of it have been printed to cater for all foreseeable requests and that an adequate distribution has been made. The parliamentary printing of such a report would only duplicate the measures already taken.

227. In other instances, the Committee has seen that a report has been printed by the author department or authority in a format—often that of a contemporary company report—which is unsuitable for subsequent publication in the standard foolscap, one colour format

of a Parliamentary Paper. Thus, the Committee, rather than be instrumental in incurring the substantial additional expense of having such a report recast and reset in Parliamentary Paper form, has had to allow the format of the report to determine whether or not it shall be published as a Parliamentary Paper.

228. In all such cases the Commonwealth has incurred the expense of their printing without having adequately ensured long term accessibility by all interested persons.

229. The overwhelming opinion of Parliamentary, State and University Librarians was that all reports presented to Parliament should be published in a series. It was stated that those reports which are not included in the Parliamentary Paper series "may be virtually unknown" or "largely inaccessible" to libraries.

230. The Library Association of Australia stated that since it is common practice in most Commonwealth countries to include all reports presented to Parliament in parliamentary volumes, the reader and the librarian tend to assume that this course is followed in Australia also. The Association added that the present position in Australia causes many research problems. Your Committee learned of a particular instance of this from Professor G. Sawyer of the Australian National University who mentioned that his work on parliamentary history to 1949 had been impeded by the non-inclusion of many reports in the Parliamentary Paper series.

231. The prospect of more and more of the papers of sufficient importance to be presented to Parliament, becoming relatively inaccessible to the Australian public and the research worker in the future must be viewed with some concern.

232. The Parliamentary Paper series should be a comprehensive collection of the papers of a substantial nature presented to Parliament.

233. *Your Committee accordingly recommends that all reports, returns and statements of departments, authorities, ad hoc committees of inquiry, delegates to conferences, Royal Commissions and the like, presented to Parliament, be published as Parliamentary Papers.*

234. This recommendation is not intended to cover the interim annual reports of departments and authorities.

Papers not presented to Parliament

235. This section of the report is concerned with those publications, of some interest to Parliament which, though often prepared primarily for the information of Senators and Members and circulated freely to them, are not formally presented to Parliament.

236. As mentioned previously, papers are presented: pursuant to Statute, and by Order of either House (all such papers are presented); and at the discretion and wish of a Minister for the information of Parliament (referred to as having been presented "by Command").

The papers that this section is concerned with would, if presented to Parliament, be tabled "by Command".

237. Some examples of such documents are:

the annual "Australian Economy" paper or "Economic Survey";

the statement circulated by the Minister for Social Services in August 1960 entitled "A New Means Test for Age, Invalid and Widows' Pensions"; the paper published by the Department of National Development in December, 1956 entitled "The Housing Situation";

the report by Commonwealth and State officers in January, 1953 on the resumption of Income Tax by the States;

the reports of the Committees appointed to consider what alterations are desirable to the Patent and Copyright laws of the Commonwealth;

the Stoller report on Mental Health Facilities and Needs of Australia;

the printed transcript of proceedings of the conferences of Commonwealth and State Ministers;

the annual report of the Director-General of Health and the annual summaries of activities now prepared by several departments;

the annual report of the Australian Wheat Board; and

the memorandum of the Policies and Intentions of the Government attached to the roneoed copies of the Treasurer's statement to the House in May, 1961 concerning the Drawing and Stand-by from the International Monetary Fund.

238. Your Committee was pleased to see that the Civil Works Programme which has been circulated with the Budget documents in past years, but not presented to Parliament, was tabled and printed as a Parliamentary Paper for the first time during the course of its inquiry.

239. Copies of these papers are available only while stocks last. At no stage are they available in a convenient and accessible series of public documents. Reprinting of such papers is rarely undertaken.

240. Your Committee is dismayed at the thought that these papers which are sometimes the subject of considerable discussion and controversy both in and outside of Parliament at the time of publication, may be extremely difficult to obtain in the future.

241. Your Committee believes that the features of the United Kingdom Command Paper series, which enables papers to be published in the parliamentary format on the authority of a Minister and be deemed to be presented irrespective of whether Parliament is sitting or not, could well be the solution to the present difficulties. The British Command Paper provisions are discussed at a later stage.

242. *Your Committee recommends that papers of immediate relevance and importance to Members of Parliament, which otherwise would not be permanently available elsewhere, should be presented to Parliament and published in the parliamentary series.*

Summaries of activities prepared by some departments

243. A group of papers, not presented to Parliament, to which your Committee makes special reference, are the annual summaries of activities prepared by several departments in recent years. The departments concerned are under no obligation to prepare an annual report.

244. Though distributed to Members of Parliament, they are not formally presented to Parliament.

245. The scope of the material contained in the summaries, their format, the readers for which they have been prepared and the extent of their circulation has varied.

246. In the case of the report of the Comptroller-General of Customs and Excise, the summary has grown from a 15 page roneoed document in 1954 to a report of 142 pages for the year 1962-63. Reference was made in the Boyer Report on Public Service Recruitment to the small number of departments which report annually to Parliament and to the "... widespread lack of knowledge and understanding among the community in general about the internal organization and operations of the Public Service". The Boyer Committee believed this deficiency was one of the factors adversely affecting recruitment to the Public Service.

247. The advent of these summaries and reports is welcomed but the information contained in them should be prepared in a more uniform manner and they should be permanently on record and more widely available.

248. *Your Committee recommends that any such reports and summaries be presented to Parliament and published in the parliamentary series.*

Command papers

249. As at Westminster, Command papers are tabled at the discretion and desire of Ministers. In the Commonwealth Parliament they form a large part of the total number of documents tabled. A list of Command papers that are tabled regularly, together with details of the

individual papers tabled by Command in the years 1959 to 1963, is shown in Appendix III.

250. In Great Britain, the presentation and printing of a Command paper is not as closely tied to the sittings, procedures and business of the Parliament.

251. The position in the United Kingdom has been described as follows:

"44. A Command paper is presented at the discretion of a Minister, whose title is entered on the title-page. Command papers are, in general, papers which are of importance and interest to Parliament but whose presentation is not required by statute. . . . It is laid down in Treasury Circular No. 38 of 1921 that the decision to present a new paper by Command should be taken only by the head of the department concerned.

45. In 1957, 293 papers were published in the Command series. About one-third of these were concerned in various ways with the relations of this country with foreign states. They recorded treaties, agreements, and exchanges of notes with foreign governments, or gave information concerning the relationship of Her Majesty's Government with international organizations. Other Command papers include the annual reports of certain government departments and other organizations, the reports of Royal Commissions and of some departmental committees, the annual Economic Survey, and statistical reports on a variety of subjects. . . .

46. *One important use to which a Command paper may be put is as a vehicle for a statement of government policy.* In the main, such statements are purely factual and do not include arguments in defence of the policy. Command papers may also be presented in response to requests made, or undertakings given, in the House for a White Paper on a particular subject. *A Command paper in this form will very often provide the necessary factual basis for a future debate.*

47. Command papers are normally printed; this is done on the authority of the Minister presenting them and they are then numbered in a separate series.

* * *

53. The main difference in the presentation procedure between House of Commons and Command papers is that while the printing of Command papers is authorized by the sponsoring departments, House of Commons papers can be printed only by order of the House. . . . The important practical effect of the rule is that while Command papers may be printed before presentation, House of Commons papers must be presented, ordered to be printed, and numbered by the House before they can be finally printed. Similarly, Command papers may be presented during a recess, but House of Commons papers may be presented only when the House is in session. During the interval between two Parliaments, however, no papers may be presented."¹

¹ *Official Publications*, a United Kingdom Treasury publication, pp. 8, 9 & 10—H.M.S.O., London.

The phrases appearing in italics have been printed in that manner by your Committee for emphasis.

252. The salient features of the British system are:

(a) The printing of a Command paper in the accepted parliamentary format can be authorized by the sponsoring Minister or his departmental head. Adequate copies of a paper to meet both government and parliamentary requirements can thus be printed simultaneously prior to the paper's presentation and public release.

(b) Command papers may be presented during a recess, while statute papers may be presented only when Parliament is in session. Standing Order 109 of the House of Commons states:

"If, during the existence of a Parliament, papers are commanded by Her Majesty to be presented to this House at any time, the delivery of such papers to the Votes and Proceedings Office shall be deemed to be for all purposes the presentation of them to this House."

Despite the fact that parliamentary adjournments are considerably shorter in Britain, compared with those of the Commonwealth Parliament, the ability to publish Command papers during an adjournment is an extremely useful procedure which prevents delay in the publication of important reports and statements of government policy.

(c) A Command paper used to state government policy may often provide the necessary factual basis for a future debate.

253. The position in Australia in respect to these features of the British system is:

(a) A Minister may authorise the printing of a document, but, if it is to be subsequently published as a Parliamentary Paper, a second printing is necessary. This often happens. Substantial savings both in money and printers' time could be achieved by adopting the British practice. Ministers, as members of the majority party and as Ministers of the Crown, are at the present time in a strong position to have ordered to be printed by Parliament any document they may table.

(b) It has been found necessary for Ministers to publish certain papers whilst Parliament is not sitting—the reports of Tariff Board inquiries are examples. Unless such reports are subsequently presented to Parliament and ordered to be printed, they remain as individual departmental documents, liable in time to become difficult to obtain.

(c) The general practice in Australia of making known statements of government policy has been by means of ministerial statements to Parliament and, if Parliament is not sitting, by way of a ministerial press

release. The statements made to Parliament, though often of considerable length, may be somewhat limited in scope and contain little statistical material because they are conveyed orally. Though these statements appear in Hansard, it is often found necessary to reprint them in pamphlet form.

254. Your Committee is sure that most Members of the Commonwealth Parliament are familiar with the British Command papers, or "White Papers" as they are often called. The publication of such a White Paper does not necessarily mean that a Minister does not make a statement concerning the government's policy on the matter directly to Parliament. Important statements of policy are made in the Parliament. However, they are supplemented, when appropriate, by a White Paper providing a factual background to the Minister's statement. Figures, diagrams and graphs may be included.

255. Several papers have been prepared in Australia on the lines of the British "background information" White Paper and have been widely appreciated, e.g. "The Commonwealth and Education", "A note on some aspects of Conciliation and Arbitration", "Documents on Cuba", and "Pay-roll Tax". Requests have been made both inside and outside Parliament for similar papers to be prepared on other topics which are the subject of current concern and debate.

256. The adoption of the British "Command" provisions was thoroughly considered.

257. It is recommended:

- (a) *that a Minister should authorise the printing in a form suitable for inclusion in a series (to be called the Parliamentary and Ministerial Paper series), of any document which a Minister proposes to present to Parliament and which he personally declares should be included in the series.*
- (b) *that such documents shall be called Ministerial Papers.*
- (c) *that the publication and distribution of a Ministerial Paper so printed be made only after it has been either presented in Parliament or lodged with the Clerks of each House.*
- (d) *that one copy of each Ministerial Paper so printed be sent to each Senator and Member on the day on which it is so presented or lodged (whichever first occurs).*
- (e) *that, as far as possible, Ministerial Papers be presented whilst Parliament is assembled in order that Parliament itself may have the opportunity of initiating public discussion on such Ministerial Papers.*

Numbering

258. In the United Kingdom, the Command Papers authorised by Ministers to be printed, are numbered in one continuing numerical series, while the Papers ordered to be printed by the House of Commons are printed in a separate sessional numerical series. Both groups of Papers are bound together in the one sessional group of volumes.

259. Your Committee was urged by a number of librarians to avoid increasing the number of printed series of documents. The Librarian of the Public Library of New South Wales submitted:

"Experience in the use of United Kingdom Command Papers . . . is very satisfactory, but there are disadvantages in proliferating series. For the convenience of the public who cannot be expected readily to distinguish between the contents of different series, it is suggested that the number of different series should be kept to a practicable minimum."

260. Your Committee, therefore, recommends that the Ministerial Papers authorised by Ministers to be printed in the parliamentary format, be numbered in the same series as those Papers ordered by Parliament to be printed and that, subject to any contrary order by Parliament, both groups be bound together in the Parliamentary and Ministerial Paper series.

Ministerial Papers and the privilege accorded by the Parliamentary Papers Act

261. Whilst the House of Commons Papers enjoy the absolute privilege accorded them by the British Parliamentary Papers Act, the United Kingdom Command Papers do not come within its ambit.

262. Little confusion can occur as to whether or not a paper enjoys absolute privilege as they are numbered in separate series, have different cover styles and are clearly labelled "*Ordered by the House of Commons to be printed*" or "*Presented to Parliament by the (Minister) by Command of Her Majesty*".

263. Your Committee has recommended that the Australian Ministerial Papers be numbered in the same numerical series as those papers ordered by the Parliament to be printed, i.e., those papers that are covered by privilege under the *Parliamentary Papers Act* 1908-1963.

264. To enable readers of the papers to know by what authority a document comes to be in the Parliamentary and Ministerial Paper series and to avoid any doubt as to whether or not the printing of a paper in the series has been authorised for the purposes of the *Parliamentary Papers Act*, it is recommended that on all Ministerial Papers:

- (a) the words "*For presentation by the (title of Minister) for the information of Parliament*" be clearly shown on the title-page or cover;
- (b) the words "*The publication of this paper has been authorised by the (Minister). The provisions of the Parliamentary Papers Act do not apply to its publication*" be shown at the foot of the inside front page or cover.

Method of numbering and binding the Parliamentary and Ministerial Papers

265. Since Federation, the Parliamentary Papers have been numbered in sessional numerical series—a new sequence of numbers commencing with each Session. They are indexed and bound into a group of volumes at the end of each Session.

266. As the papers of a Session cannot be bound until a Session has concluded, it could happen that the publication of the papers in volume form is delayed up to three years.

267. This delay could be avoided if the Parliamentary Papers were numbered in calendar year series and bound into yearly volumes as are the Acts of Parliament.

268. This course was recommended to the Committee by the Librarian of the University of Western Australia who submitted that such action would permit each paper to be referred to easily by its year and number.

269. Your Committee recommends:

- (a) That the Parliamentary and Ministerial Papers be numbered in calendar year series and bound into annual volumes.
- (b) That the change from the existing method of numbering and binding to the proposed method should take place at the same time as the size of Parliamentary Papers is changed. (see paragraph 327)

TREATIES

270. The Statement prepared by the Joint Parliamentary Printing Committee noted that the Department of External Affairs has, for some years, published an Australian "Treaty" series of documents. It drew attention to the practice of the Government in recent years of presenting to Parliament copies of the Treaties to which Australia is a party and suggested that an examination be made to see if the existing Treaty series could not be merged with advantage into the Parliamentary Paper series.

271. Your Committee recommends the retention of a separate "Treaty" series incorporating all international Treaties and Agreements in the making of which Australia has participated whether ratified by Australia or not.

DISTRIBUTION

272. At present some 400 to 500 copies of each Parliamentary Paper are distributed in accordance with a free list maintained under the joint control of the Presiding Officers. Distribution by this means is made to a wide variety of groups including Members and Senators, Commonwealth and State Departments and instrumentalities, diplomatic and consular representatives in Australia, Australian diplomatic posts abroad, public libraries, universities and overseas national, parliamentary and university libraries.

273. This distribution, as has been noted, often duplicates the earlier distribution accorded the documents by the author body.

274. The Committee envisages that the parliamentary distribution of its Papers will no longer be necessary when the proposed publishing office is firmly established and its policies in regard to the free distribution of publications has been determined.

275. The present arrangements for the distribution of publications to Members of Parliament are unsatisfactory: Members receive automatically many publications they do not require and at times they have difficulty in obtaining publications that they do require. It is suggested that the establishment of the publishing office will help to remedy this position.

276. *Your Committee recommends:*

- (a) *That the proposed publishing office should request Senators and Members, through the Records and Papers Offices of the two Houses, to indicate the publications they desire.*
- (b) *That there should be on display in a convenient place in Parliament House a comprehensive range of recent publications.*

277. Whatever new distribution arrangements are arrived at, your Committee believes that it is important for Senators and Members to continue to have the facility of the Records and Papers Offices of the two Houses where they can request a copy of any parliamentary document they require.

DELAY IN THE PUBLICATION OF
PARLIAMENTARY PAPERS

278. Under the existing arrangements, the printing and publication of a Parliamentary Paper can only take place after it has been ordered to be printed by either House. The motion to print a paper may be moved by a Minister or a Senator or Member on his own initiative or it may arise from a report of the Joint Parliamentary Printing Committee recommending that a certain paper or papers, be printed.

279. In recent years, the average time lapse between the date of presentation of a paper and the date when that paper is published as a Parliamentary Paper (if it is ordered to be printed) is 11½ weeks.

280. This delay may or may not cause considerable inconvenience to persons wanting a copy of a paper. It will depend on whether the author department has printed sufficient copies to meet all requests in the interim period, for it must be remembered, there are few reports presented to Parliament these days which have not already been printed by the author department or authority.

281. The delay in the publication of Parliamentary Papers is due to several factors, namely:

(a) The practice of the Senate—and until recently, of the House of Representatives—of debating the subject matter of a paper on the motion "That the paper be printed". Such a motion may be agreed to and the paper printed with little delay, but in practice, most motions of this kind remain unresolved on the Notice Paper for many months or even until they lapse at prorogation or dissolution. In such instances, the Printing Committee considers the papers at its first meeting in the new Session of Parliament. Whilst such a motion remains unresolved, printing cannot be undertaken or anticipated in any way.

(b) Infrequent meetings of the Joint Parliamentary Printing Committee may cause a delay of some weeks.

(c) Papers which are ordered to be printed and which are not in print at the time of presentation have to be proof-read before they can finally go to press. This proof reading is carried out by the staff of the parliamentary departments and cannot always be done without interruption and delay.

(d) Other work requiring immediate attention at the Government Printing Office has taken precedence over the reprinting for Parliament of reports which have already been printed by author departments.

282. Before discussing ways of overcoming these delays, it should be noted that the recommendation of your Committee for the adoption of the United Kingdom provision whereby Ministers may authorise the printing of certain papers (paragraph 257) should, with the odd exceptions, eliminate the delay in the printing of Ministerial Papers. If that recommendation is adopted, sufficient copies of the papers for all purposes will be printed prior to their presentation and the parliamentary printing of such papers will be eliminated resulting in substantial savings in Commonwealth expenditure.

283. In seeking ways of overcoming the delays in the publication of Parliamentary Papers thought was given

to the practice of discussing the subject matter of presented papers on the motion "That the paper be printed". It was noted by your Committee that, during its inquiry, the House of Representatives amended its standing orders to allow an alternative to this practice. The relevant House standing order now reads:

"322. On any paper being presented to the House . . . a Minister may move without notice either or both of the following motions—1. That the paper be printed; 2. That the House take note of the paper: Provided that if the motions are not moved by a Minister at the time of the presentation of the paper, they may be moved, on notice, on a subsequent day."

284. The report of the House Standing Orders Committee provided this explanation of the amendment that was made to this standing order 9:

"The amended Standing Order retains the provisions of the existing order but provides that, in addition to a motion for the printing of the paper, a motion may also be moved that the House takes note of the paper. This proposed motion is frequently used in the Commons and, apart from being a more suitable vehicle for debate, would allow the motion to print to be passed immediately if this be necessary."¹

285. The Statement prepared by the Printing Committee suggested that this amendment be adopted by both Houses.

286. The suggestion, however, bears on the rights of Senators. The Clerk of the Senate submitted:

"So far as the Senate is concerned, careful consideration would have to be given to this suggestion and it may be desirable to obtain the views of the Standing Orders Committee. I stress this because, in the Senate, any Senator may move without notice for the printing of a Paper and, according to practice debate may ensue. But a motion to take note of a Paper would require notice. It will be seen, therefore, that an important point of procedure, involving the rights of Senators, is involved."

287. Your Committee took oral evidence from the Clerk of the Senate and, following his appearance, the Chairman of the Committee wrote to the President of the Senate, Sir Alister McMullin seeking the assistance of the Senate Standing Orders Committee in finding out whether a practical solution to the problem could be found.

288. Subsequently, Sir Alister replied:

"This question has been considered by a Sub-Committee of the Standing Orders Committee and it has been decided to recommend that existing procedures, rather than amendment of the Senate Standing Orders, be used to avoid some of the delay that is now experienced by the use of the 'motion to print' method

as a means of debating the subject-matter of a Parliamentary Paper.

The Sub-Committee considers that, unless it is desired immediately to initiate a debate on the subject-matter of a Parliamentary Paper, use could be made of the procedure in Senate Standing Order 365, whereby a motion is moved that the consideration of the Paper be made an Order of the Day for the next day of sitting. When the Order is called on, a motion could be moved—That the Senate takes note of the Paper.

If a Senator desires to discuss the subject-matter of a Paper immediately following its presentation to the Senate, the usual motion to print would be moved and debate ensue. On the next day of sitting, however, appropriate steps would be taken to substitute a motion 'to take note' for the motion 'to print'. The Order of the Day for the adjourned debate on the latter could then be discharged and the document referred to the Printing Committee for consideration.

In addition, the Sub-Committee has decided to recommend the adoption of the new Standing Order of the House of Representatives under which a motion can be moved forthwith by a Minister of the Crown upon the presentation of a Paper, namely—That the House takes note of the Paper."

289. The Statement prepared by the Joint Parliamentary Printing Committee suggested that at the beginning of each year it recommend the printing of all reports due to be tabled during the year which the Committee normally recommends to be printed.

290. The adoption of this suggestion would mean the printing of the Parliamentary Paper copies of the reports at the same time as the departmental copies, again resulting in a saving of Commonwealth funds and printer's time. It would not eliminate in every instance delay in their publication, for, unless provision is made for Statute papers to be tabled during adjournments such papers might be printed and available for publication in the parliamentary format but have to wait some months for Parliament to meet before being tabled. Consideration was therefore given to the suggestion that certain Statute papers might be presented while Parliament was not sitting.

291. Consideration was also given to the suggestion that the Joint Committee, which it is proposed should undertake the function of the Printing Committee, might recommend the Statute papers it thought should be printed at the beginning of each Parliament rather than at the beginning of each year. If this were done, the confusion which could arise at the beginning of a year before the recommendations for that year were known would be avoided.

¹ *House of Representatives—Standing Orders Committee Report—* Parl. Paper H. of R. 1 of 1962-63, p. 57—A. J. Arthur, Commonwealth Government Printer, Canberra.

292. As changes occur in the number and titles of Commonwealth reports required by law to be presented to Parliament, there would be a need, from time to time, for the Joint Committee to recommend additional papers for printing.

293. *It is therefore recommended:*

(a) *That, early in each Parliament, and thereafter as necessary, the proposed Joint Committee on Publications consider the papers that are due to be presented by Statute and that it recommend those it considers should be printed; provided that the Committee shall not recommend, prior to its presentation, the printing of any Statute paper that Parliament may disallow, disapprove of or declare void (such as Statutory Rules, notices of the acquisition of lands, etc.).*

(b) *That in adopting the report of this Committee, the Houses, unless they otherwise order, authorize the printing of all papers listed in the Committee's report which are subsequently to be presented during the existence of that Parliament.*

(c) *That the publication of a Statute paper so printed be made only after it has been presented.*

294. *If this recommendation has the effect of delaying the publication of Statute papers it is recommended that consideration be given to an amendment of the necessary Acts and Standing Orders to provide that:*

(a) *the presentation of a Statute paper so printed may be made directly in either House or by delivery of a copy to the Clerk of each House.*

(b) *by delivery of a copy of a Statute paper so printed to the Clerk of either House, the paper shall be deemed for all purposes of that House to have been presented to that House on the day of delivery to the Clerk.*

(c) *a Statute paper so printed may be deemed to be presented by delivery to the Clerks at any time during the existence of a Parliament, i.e., during sittings, adjournment or recess.*

295. The acceptance of the recommendation in paragraph 293 should enable an important principle to be more closely adhered to than has been the case in the past. Though most reports required by Statute to be presented to Parliament are only published after their presentation, this is not always the case. On rare occasions, Statute reports have been publicly released and copies distributed while Parliament has been in recess, and, only subsequently, when the parliamentary sittings have resumed, have these papers been tabled.

296. This action is to be regretted. It is no meaningless courtesy for Statute papers to be released and circulated only after, or, at the same time, as they have been presented to Parliament. The adoption of your Committee's recommendation should enable this courtesy to be observed at all times.

297. The procedures recommended in paragraph 293 provide for Parliament to order the printing of papers prior to their presentation. Advice from the Attorney-General's Department indicates that if the order to print precedes the presentation of a document, an amendment of the Parliamentary Papers Act will be necessary to ensure the continuation of the protection in relation to publication at present given by section 4 of that Act.

STYLE AND FORMAT

298. Your Committee's comments in the first section of its report on the style and format of Commonwealth publications generally, apply equally to the Parliamentary Paper series. However, some further comment on the format of the Parliamentary Papers is necessary.

Typography

299. As mentioned earlier, many of the papers in the parliamentary series are printed before their presentation—the work being performed by the Commonwealth or a State Government Printer or a private firm. Whenever this happens, the Commonwealth Government Printer endeavours to utilize the type set for the earlier departmental copies in the subsequent parliamentary printing. As the format of the papers printed initially by departments varies considerably, these differences are repeated when the same type is used to print the parliamentary copies. Thus, the position of page numbers, the use of capitals, italics, abbreviations, the size of type used, the setting of the type in one or two columns and the width of margins varies from paper to paper.

300. It is hoped that some of these variations, such as the use of capitals, abbreviations and the size of type might be overcome by the formulation and general acceptance of a Commonwealth style.

301. It is not the wish of your Committee to see a dull uniformity imposed on the papers presented to Parliament. It nevertheless believes that worthwhile economies, and improvements in the appearance of the papers as a series of documents, can be achieved if the proposed publishing office draws up certain basic typographical standards for the printing of papers in the series.

302. *Your Committee recommends that the proposed publishing office draw up typographical standards for Parliamentary and Ministerial Papers.*

Use of colour printing, high quality papers, etc.

303. It has already been noted in this report (paragraph 227) that the format of some papers presented to Parliament—those presented in the style of a contemporary company report—is a reason for a number of reports not being printed as Parliamentary Papers. The Committee regrets that this should be so.

304. The Committee welcomes the efforts of author departments and instrumentalities to present their annual reports in an easily understandable and readable form. It believes, however, that the use of colour printing, art paper, photographs, graphs and other forms of pictorial representation, can be wasteful, unless carefully watched.

305. In many instances, papers presented to Parliament are prepared to fulfill a statutory obligation. Their importance as general public relations media should not be over-emphasised. It certainly should not overshadow the primary role which is to present a balanced and factual report to Members of Parliament.

306. In Canada, the Glassco Royal Commission Report states "... reports to Parliament should be factual and concise and, if well planned, should not require elaboration or artistic embellishment either in form or content to attract readers."¹

307. In Great Britain, a commentator has said "Parliamentary Papers ... must as a rule be in official style. There is a broad principle that one Parliamentary paper must not compete in format with another for Members' attention."²

308. *Your Committee recommends that, in listing certain basic typographical standards for Parliamentary and Ministerial Papers, the proposed publishing office include recommendations governing the use of colour printing, high quality papers and other materials and printing processes.*

309. The Committee would hope that the standards that are formulated will enable the papers presented to Parliament to be "modern and dignified".

Covers and stitching

310. The Statement prepared by the Joint Parliamentary Printing Committee noted that:

"With rare exceptions, all Parliamentary Papers are issued without any form of protective cover, regardless of their thickness or of the fact that they may contain maps or pages which fold out. Consequently, many of the papers are difficult to handle and suffer from the front and back pages pulling away from the staples easily."

311. The Government Printer supported the suggestion that covers be provided on the Parliamentary Papers of sufficient thickness. The Government Printer suggested that the Papers could be further improved by the use of

saddle stitching (stapling in the centre of the spine) in reports of a few pages and section sewing in the more bulky reports. This would replace the present practice of side-stitching (side-stapling) most papers.

312. These suggestions will mean a small increase in production costs but their adoption is fully justified by the greater ease with which the papers may be read and the greater wear they will withstand.

313. *Your Committee recommends, where appropriate, the provision of covers and the use of saddle stitching or section sewing in the publication of Parliamentary and Ministerial Papers, and, where practicable, the title of the document be printed on the spine.*

Size

314. The Commonwealth's Parliamentary Papers are, and always have been, published in foolscap folio size (13½" x 8½"). No doubt the practice of the Australian States and Great Britain in 1901 was the determining factor for the Commonwealth adopting the foolscap folio size for its official printing.

315. Modern times have brought a reduction in the size of official documents published in most overseas countries. In Great Britain, the size of Parliamentary Papers was reduced from foolscap folio to royal octavo (9½" x 6") in 1922, and New Zealand made a similar change in 1946.

316. It is beyond doubt that, at the present time, a size smaller than foolscap is favoured by many Commonwealth departments and authorities. Evidence of this can be seen in the growing number of reports being presented to the Parliament in various smaller sizes, despite the efforts of the Government Printer to keep them to the general standard. The two smaller sizes most frequently used are demy quarto (10½" x 8½"), e.g. the reports of Papua, New Guinea, the Australian National Airlines Commission, the Australian Coastal Shipping Commission and the Postmaster-General's Department; and royal octavo, e.g. the reports of the Commonwealth Grants Commission, the Committee on Australian Universities, the Decimal Currency Committee and the Royal Commissions on Television and Espionage. The annual report of the C.S.I.R.O. has recently been reduced from foolscap to a smaller size and it is known that other departments and authorities are contemplating similar action.

317. Whilst this trend is becoming more and more marked, the Commonwealth Parliament and the Australian States have held to the foolscap standard.

¹ *The Royal Commission on Government Organization Report*, Vol. 3, p. 94—The Queen's Printer, Ottawa.

² *"The Changing Face of Government Printing"* by John L. Young—*The British Printer*, June, 1962.

COMMONWEALTH BUREAU OF CENSUS AND STATISTICS,
CANBERRA.

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OFFICIAL

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67th ISSUE

DEPARTMENT OF STATISTICS
WELLINGTON



1962

WELLINGTON, NEW ZEALAND
BY AUTHORITY: R. E. OWEN, GOVERNMENT PRINTER

Plate 1. Reproductions of the title-pages of the Australian and
New Zealand Year Books

318. Your Committee's inquiry showed that librarians and universities strongly support a reduction in the size of Parliamentary Papers. Many recommended the adoption of the royal octavo size used in Britain and New Zealand. Neither the Department of the Treasury nor the Commissioner of Taxation, as the authors of documents containing large statistical tables and columns of figures, suggested that there would be any insuperable problems in accommodating their work in documents of a smaller size than foolscap folio.

319. If a comprehensive Parliamentary Paper series is to be maintained, reports prepared for presentation to Parliament should be printed in a uniform size which should be smaller than the present standard foolscap folio size.

New international paper sizes

320. Your Committee's attention was drawn to new international, metric paper sizes which are gaining acceptance overseas, particularly in Europe. It was thought that, in deciding on a new size for the Parliamentary Papers, consideration ought to be given to the possible acceptance of these new standard paper sizes in Australia and on the effect that this might have on Commonwealth printing.

321. The Committee was fortunate in having the advice of the Government Printer in this regard. In March, 1963, the Printer attended a conference arranged by the Standards Association of Australia to examine the question of paper sizes. He reported that the consensus of opinion at the conference was:

(a) Major difficulties preclude the early adoption of international sizes by the Australian paper and printing industries.

(b) If these difficulties were overcome and international sizes were adopted, their universal application would be a long-term process.

322. In the meantime, traditional paper sizes would remain the basis of Australia's standards. In choosing a smaller size for Parliamentary Papers, it would seem desirable nevertheless to choose one of the traditional paper sizes which, if metric standards were introduced in the future, would necessitate little alteration either in the size of the papers or to existing printing equipment.

323. The Government Printer prepared a comprehensive statement on the size of Parliamentary Papers in which he listed the various advantages and disadvantages which he saw in the adoption of each of the paper sizes generally used in Australia.

324. He pointed out that the size must be technically feasible, that is, able satisfactorily to accommodate statistical tables, it must lend itself to good typographical design, bind without difficulty, create few problems for librarians and booksellers, and it must be suited to the

equipment available in the Commonwealth Printing Office and any major commercial printery.

325. He recommended that the new size for the Parliamentary Papers be demy quarto (10½" x 8½").

326. The demy quarto size has all the features deemed desirable by the Government Printer. Its particular advantage is that it will comfortably accommodate the statistical tables which feature in many Parliamentary Papers without having to resort to tandem pages and folded insets. These would be necessary if the smaller royal octavo size were adopted. The demy quarto size is extensively used already both in Australia and overseas. It is the size commonly used for the publications of the United Nations and various international bodies.

327. *Your Committee recommends:*

- (a) *That, as soon as it is possible to do so, the Parliamentary Papers be printed in demy quarto size,*
- (b) *That, as from the time the demy quarto size is adopted, all papers that are, or are likely to be, ordered to be printed in the Parliamentary and Ministerial Paper series be prepared in the demy quarto size.*

DETAILS OF NUMBER OF COPIES PRINTED AND COSTS GIVEN

328. The House of Representatives on 2nd October, 1901, passed the following resolution:

"That, in the opinion of this House, every Paper, Petition, Return or other document, except Bills, presented to Parliament and ordered to be printed should, when printed, bear on the face thereof a statement showing—(a) Cost of preparation; (b) Number of copies printed; and (c) Approximate cost of printing and publishing the same."

329. Since then, this information, with the exception of the cost of preparation, has been given in respect of each Parliamentary Paper that has been published. The cost of preparation, no doubt, has not been shown either because the information on which the figure would be based has not been available or because the time it would take to arrive at a cost figure for the preparation involved could not reasonably be justified.

330. In recent times, the cost of printing Parliamentary Papers has, in most instances, been divided between the author department or authority and the Parliament and the figure shown on the title-page of these papers has not been the total cost of printing. Rather, it has been the approximate cost borne by Parliament.

331. *Your Committee believes that this requirement can conveniently be dispensed with and it recommends that, in future, the practice of showing this information should be discontinued.*

III. Other Matters

PUBLISHER'S IMPRINT AND COPYRIGHT

332. Your Committee's attention was drawn to variations in the wording of the imprint appearing on Commonwealth publications by Mr. Gavin Long's article in *Public Administration* which said:

"The uncertainty that surrounds Australian Commonwealth publishing is illustrated by the variety of the terms used by this authority or that to describe the act of issuing Commonwealth printed papers. In relatively few Commonwealth books, pamphlets and periodicals is the word 'published' used, or implied in the conventional way by placing the publisher's name and nothing more at the foot of the title page. It is true that, for instance, *Fisheries Newsletter* is 'published by the Director of Fisheries', the *Quarterly Review of Agricultural Economics* is 'published', and Hansard is 'published'—for the Commonwealth by the Government Printer. On the other hand the journal *South Pacific* is 'produced' by the Australian School of Pacific Affairs; *Current Notes* is 'issued' by the Department of External Affairs; the *Demography* bulletins are 'prepared under instructions' by the Acting Commonwealth Statistician."¹

In fact, during its inquiry, your Committee noticed several Commonwealth publications which showed no indication whatsoever as to their publisher or printer.

333. The Parliamentary Draftsman, Mr. J. Q. Ewens, expressed the view that it is most desirable for all Commonwealth publications to have an imprint on them.

334. Your Committee supports this view and recommends that an imprint stating concisely the name of the publisher and the printer should appear on all Commonwealth publications. This imprint need not necessarily appear on the title page.

335. The Committee noticed that the imprint appearing on the weekly issues of Hansard and on the Parliamentary Papers states that those documents are "Printed and Published for the Government of the Commonwealth of Australia. . . ." These words have their origin in the imprint used on Commonwealth publications printed by the Victorian State Government Printer when the Parliament met in Melbourne.

336. As the Parliamentary Papers Act enables each House to authorize the Government Printer to publish its Hansard and Parliamentary Papers, your Committee believes that these publications should not be described as being published for the Government.

337. It is recommended:

- (a) That the imprint used on the issues of Hansard be replaced by the phrases "By Authority of the Senate" and "By Authority of the House of Representatives" on the Hansards of those Houses, respectively.
- (b) That the imprint used on Parliamentary Papers be replaced by the words "By Authority".

338. The Parliamentary Draftsman reminded your Committee that the act of publishing is linked closely with the question of copyright. He explained that the copyright in Commonwealth publications is not owned by the Commonwealth Government Printer, or by any other issuing authority. Rather, it is owned by the Commonwealth of Australia. This follows the common practice with all forms of Commonwealth property insofar as it is not vested in individual persons or officers. Your Committee believes the wording of the imprint on Commonwealth publications should clearly express this position.

339. It is apparent that some confusion exists at present in the minds of some public servants and within the community generally as to the nature of the copyright in Commonwealth publications on the one hand and as to the office to which inquiries concerning the copyright in these publications should be made, on the other.

340. Your Committee recommends that a statement be issued clearly defining:

- (a) the copyright existing over Commonwealth publications, and
- (b) the office or offices to which inquiries should be directed concerning the copyright in Commonwealth publications.

ACTS AND STATUTORY RULES

Style

341. Several members of your Committee noticed that in some Commonwealth statutes considerable space is taken up by expressing in words rather than figures:

sums of money, e.g. "Six thousand seven hundred and fifty pounds",

dates, e.g. "the year of income that ended on the thirtieth day of June, One thousand nine hundred and fifty-two",

¹ "Governments as Publishers" by Gavin Long, *Public Administration*, June, 1957, p. 112.

section numbers, e.g. "under section one hundred and seven".

It is considered that this practice not only tends to make the legislation harder to read but also adds to the cost of printing. It was noted that references to sub-sections in Commonwealth statutes are already expressed in figures.

342. Your Committee discussed this question with the Parliamentary Draftsman, who stressed that once a drafting system was established, it was very difficult to change without producing all sorts of inconsistencies. The present rules in this particular regard were laid down by Sir Robert Garran in 1901 and had been adhered to ever since. The Draftsman also mentioned the general rule that abbreviations are not normally used in legal documents.

343. *Your Committee recommends that figures be used in place of words in Acts of Parliament, Statutory Rules and legislative and government publications.*

344. Similar assistance to the reader and savings in printing costs can be achieved if the short title of Acts is kept as brief as possible. Your Committee would be pleased to see Parliament agree to the shortening of the title of the Income Tax and Social Services Contribution Assessment Act, for instance.

Consolidations

345. The Commonwealth statutes were last published in a consolidated and annotated form to 1950. The question of the more frequent publication of consolidated Acts volumes was discussed by your Committee with the Parliamentary Draftsman. He said that it was the wish of the Attorney-General's Department to publish the consolidated Acts at fairly frequent intervals—the Department had hoped to do it every ten years—but a shortage of staff both within the Department and at the Government Printing Office had prevented this.

346. The Draftsman pointed out that the Department is continuously publishing pamphlet reprints of Acts, and that these have been found by some people to be a more convenient form of reprint than a consolidation of the whole body of Commonwealth statute law. Some of the pamphlet reprints are published each year as an appendix to the annual volume of Acts and, commencing with the volume of Acts for 1962, the Attorney-General's Department proposes to publish two volumes each year—the first volume containing the Acts passed in that year, and the second volume containing a number of reprints of Acts.

347. Despite these endeavours of the Attorney-General's Department, the present position is most unsatisfactory.

348. *Your Committee recommends:*

- (a) *That in all cases where Acts of Parliament are substantially amended, they should be published in pamphlet reprint form.*
- (b) *That annotated consolidations of both Acts and Statutory Rules be published at 5-year intervals.*

HANSARD

Daily edition

349. The daily production of Hansard was undertaken after a Select Committee of the House of Representatives had recommended in 1954 "that a daily Hansard be issued not later than noon following each sitting day . . ." In stating the need for the daily publication of the debates, that Committee mentioned *inter alia*:

"Your Committee was fully aware that over a number of years the press has progressively reduced the length of their published reports of the proceedings of the Parliament. This has increased the need to have the official report, unabbreviated and impartial, available as soon as possible to those persons interested in the political and parliamentary events of the day.

Whilst the present system may have fulfilled the needs in past years, the marked growth in the part played by governmental administration in the economic and social life of the community over recent years necessitates a speedy means of placing opinions expressed in the House before those engaged in the machinery of government as well as those responsible persons in the various sections of the community."¹

Your Committee strongly supports these views.

350. It was the intention of the 1954 Select Committee that, as soon as the Government Printing Office was able to do so, sufficient numbers of the daily edition should be printed to meet the needs not only of Members of Parliament and government departments and authorities, but also the general public. At the present time, the daily edition is still restricted to the following groups:

- Members of Parliament;
- Persons nominated by Members of Parliament, up to a maximum of 10 for each Member;
- Commonwealth departments and authorities;
- Diplomatic and Consular representatives;
- Metropolitan and provincial newspapers and their representatives in Canberra.

No copies are printed for sale and a limited number only is available each day to the general public by request to the Principal Parliamentary Reporter in Canberra.

¹ *House of Representatives—Report from the Select Committee upon the Hansard of the House of Representatives—Parl. Paper H. of R. 1 of 1954-55, p. 3—Government Printing Office, Canberra.*

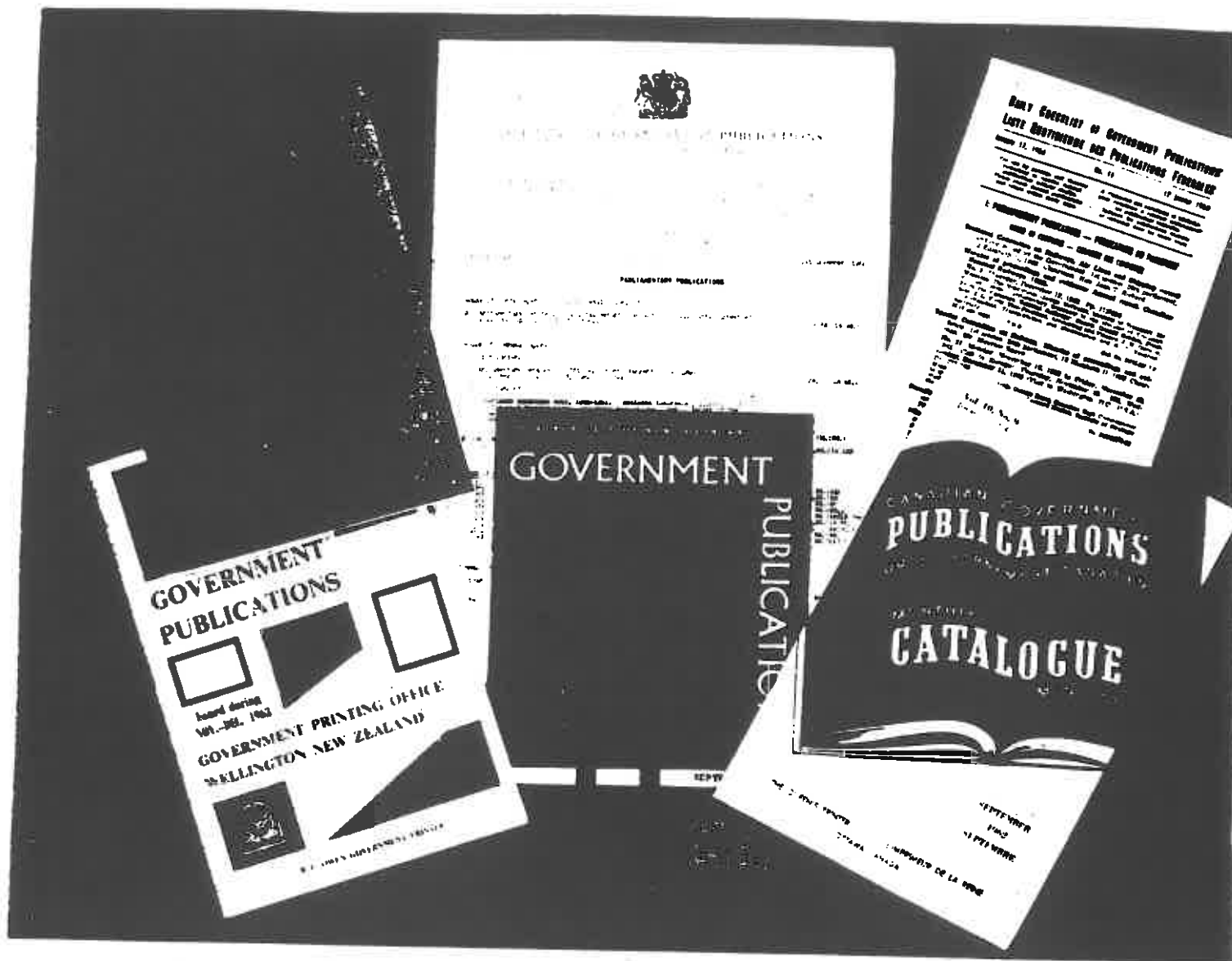


Plate II. Lists of Government Publications issued in the United Kingdom, Canada, New Zealand and New South Wales

351. Parliament itself has imposed this restriction on the circulation of daily Hansard as Senators and Members have felt it undesirable for large numbers of the uncorrected daily issue to be published. This restriction inconveniences persons outside Parliament who wish to keep themselves informed on the current parliamentary debates.

352. There is a strong demand for the daily edition by public relations consultants, business advisers and industries, and bodies affected by legislation before Parliament, as well as the public generally.

353. No difficulty would be experienced at the Government Printing Office in printing the additional numbers required to meet all likely demands for the daily issue. A high speed rotary press was bought following the 1954 investigation for the express purpose of catering for a greatly increased circulation.

354. It is felt that, as Senators and Members are given an opportunity to examine and correct the typescript copies of their speeches before the manuscript for the daily edition is sent to the Government Printer, the occasional disadvantage which a Member might suffer through an error appearing in the record would be outweighed by the great advantage that the daily Hansard would be to the persons who are deprived of receiving it at present. It is suggested that if an error occurs the United Kingdom custom of correcting the mistake by way of an Errata notice in the next daily issue be followed.

355. Your Committee recommends:

- (a) That the daily edition of Hansard be available to the general public by way of the sale of single copies and by annual subscription.
- (b) That the daily edition should cease to be considered a proof issue.

Weekly edition

356. The weekly edition of Hansard is published approximately three weeks after the debates which it contains take place. This time lag substantially reduces the usefulness of the weekly issues.

357. The 1954 Select Committee envisaged the publication of the weekly issues during the week following that to which the reports relate. Your Committee would like to see this done. It understands that the Government Printer is equipped for such a schedule. The rotary press on which the daily edition is printed has sufficient capacity to enable it to print in the one operation the number of copies required for both the daily and weekly issues. If this were done, very substantial savings in expenditure and printer's time could be achieved.

358. The reason the daily and weekly issues are not printed simultaneously is because Senators and Members are allowed one week from the day they speak in which to notify corrections to the transcript.

359. Your Committee believes that the opportunity which Members of Parliament have to correct the transcript of their speeches before it is initially sent to the Printing Office should be considered adequate for the purposes of the daily and weekly issues. The opportunity to suggest corrections for inclusion in the bound volumes of the debates would, of course, still remain.

360. It is recommended that the weekly issues of Hansard be published during the week following that in which the debates recorded in them take place.

Bound volumes and Indexes

361. The issue of the bound volumes is also unduly delayed. It is not unusual for a period of five months to elapse between the last sitting of the Parliament and the publication of the volumes of the debates for the sittings.

362. The issue of indexes to the debates are similarly delayed for some months. A more regular and speedy service is required. Your Committee noted with interest that the 1954 Select Committee agreed "that a progressive index should be issued as a separate pamphlet at intervals of approximately one month".

363. Your Committee recommends:

- (a) That the bound volumes of the Parliamentary Debates be published no later than two months after the conclusion of the sittings to which they relate.
- (b) That the indexes to the Parliamentary Debates be published as a separate pamphlet no later than two weeks after the conclusion of the sittings to which they relate.

COMMONWEALTH BODIES OPERATING OUTSIDE THE SCOPE OF THE PUBLIC SERVICE ACT

364. For convenience your Committee briefly wishes to summarize the effects of its recommendations on those Commonwealth bodies operating outside the scope of the Public Service Act.

365. The Committee's recommendations involve three requirements of these organizations, namely:

- (a) the reports of these bodies that are prepared for presentation to Parliament shall conform to the size and standards prescribed for Parliamentary Papers;

- (b) each body shall advise the publishing office of the publications it has issued so that they may be adequately listed in the daily and monthly lists of Commonwealth publications published by that office;
- (c) each body shall supply the publishing office with sufficient copies of its publications to enable that office to fulfill the exchange arrangements made for Australia by the National Library and the needs of libraries deemed to be Commonwealth depositories.

366. Apart from this, your Committee believes that these bodies should be quite free to make their own printing and publishing arrangements. The facilities of the publishing office should at all times be available to them if they so desire.

EFFECT OF RECOMMENDATIONS ON STATE GOVERNMENT PRINTERS

367. The State Government Printers, since Federation, have undertaken a considerable proportion of the Commonwealth's printing. Some have come to rely on Commonwealth printing in order that their plant may work close to capacity in what would otherwise be slack periods.

368. Printing for the Commonwealth Government in a continent as large as Australia must always be decentralized to a large extent. This fact has been accepted in the planning of the new Printing Office in Canberra for, even when working to full capacity in approximately 25 years time, it will not be capable of performing more than 40 to 50 per cent. of the Commonwealth's total printing requirements. It is logical that a portion of the remainder will continue to be performed by each of the State Government Printers.

369. As it has been recommended that the proposed publishing office should develop standards for the Commonwealth's printing, it is to be expected that these will include standards that will specify certain typefaces as suitable for Commonwealth publications. It will be necessary for the State Government Printing Offices, and for the commercial firms that wish to undertake Commonwealth printing, to meet these standards.

A CONTINUING PARLIAMENTARY REVIEW

370. Your Committee understands that its inquiry has been the first comprehensive investigation to be made into Commonwealth printing and publishing. During the course of its investigation, the Committee has become

convinced of the need for a continuing review not only of the printing and publishing arrangements but also of the publications themselves.

371. The existing Joint Parliamentary Printing Committee is severely restricted in its powers. Its sole authority is to examine the Petitions and Papers which have been presented to Parliament and to report as to which of these it considers should be printed. The Printing Committee has discussed at times, without authority, other matters such as Member's stationery and the size of Parliamentary Papers. The study undertaken by the Printing Committee prior to this Committee being appointed was outside its powers.

372. The Commonwealth's role as a publisher has been neglected. There is great scope for improvement and much is expected of the proposed publishing office. Nonetheless, it is felt that a committee of Parliament with the task of keeping under review the Commonwealth's publishing arrangements could and should provide a healthy stimulus to continuing reform in this field.

373. *Your Committee recommends, therefore, that a Joint Committee be appointed in each Parliament with power:*

- (a) *to perform the function of the existing Printing Committees,*
- (b) *to review the publications of Parliament and departments, their printing, publication and distribution,*
- (c) *to send for persons, papers and records.*

PARLIAMENTARY PRIVILEGE

374. During the course of the Committee's inquiry it was alleged by a witness that he had been threatened by another witness as a result of evidence he had given before the Committee. On the advice of the Clerks of the Senate and of the House of Representatives both persons were summoned to re-appear before the Committee and were further heard under oath. The Presiding Officers were then informed by the Chairman of the action taken by the Committee. The Chairman reported back to the Committee that the Presiding Officers were satisfied that the Committee had done all that was necessary to protect its witnesses and the privileges of Parliament. The Presiding Officers felt that the Committee had clearly and properly shown that a Committee of the Parliament does not tolerate interference or intimidation in respect of its witnesses and that the Parliament protects witnesses appearing before its Committees to the fullest extent. No further action was taken by the Committee.

APPRECIATION

375. Your Committee received many thoughtful written submissions. Public hearings were held in Canberra, Sydney and Melbourne at which 54 witnesses representing the various interested bodies gave oral evidence. A list of these witnesses is attached as Appendix IV. To all these persons and bodies, the Committee extends its grateful thanks for the time and thought they gave to the inquiry. The Committee's investigation could not have been undertaken without their co-operation.

376. The American Embassy and the New Zealand Government Printing Office also assisted the Committee. Their co-operation was greatly appreciated.

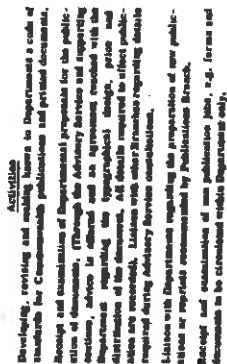
377. The Chairman and members of the Committee express their deep appreciation to Mr. I. C. Cochran, Parliamentary Officer, House of Representatives, who acted as Clerk to the Committee. Mr. Cochran's ability

and untiring devotion to his duties were particularly appreciated. The Committee's thanks and appreciation are likewise extended to Mr. A. R. Browning, Serjeant-at-Arms, House of Representatives and to those members of the staff, particularly Hansard, for their untiring efforts in assisting the Committee.

378. The Committee wishes to make special mention of the work done on its behalf by the Public Service Board and by the Commonwealth Government Printer, Mr. A. J. Arthur. The assistance they rendered the Committee was invaluable and the Committee is deeply indebted to them.

G. D. ERWIN
Chairman

Canberra,
May, 1964



APPENDIX II (paragraph 222)

Papers Presented to Parliament*

<i>Papers normally printed by Parliament in the Parliamentary Paper series</i>	<i>Papers not normally printed by Parliament in the Parliamentary Paper series</i>
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FINANCE AND BANKING

<p>Auditor-General's Report, accompanied by the Treasurer's Statement of Receipts and Expenditure Auditor-General's Supplementary Report Civil Works Programme Commonwealth Payments to or for the States Estimates of Receipts and Summary of Estimated Expenditure Government Securities on Issue Income Tax Statistics • International Monetary Agreements Act—Report by Treasurer National Income and Expenditure Taxation Commissioner's Report Taxation Statistics—Supplement to Commissioner's Report</p>	<p>Advance to the Treasurer—Statement of Expenditure Commonwealth Banking Corporation—Annual Report Commonwealth Grants Commission Report National Debt Commission—Annual Report Reserve Bank of Australia—Annual Report</p>
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NOTE. The Budget Speech, and accompanying Statements, and the Economic Survey are not tabled.

DEPARTMENTAL: ANNUAL REPORTS

<p>Air Navigation Act—Report on Civil Aviation by Minister • Commonwealth Office of Education Commonwealth Railways Commissioner National Library of Australia Council Public Service Board Repatriation Commission Social Services—Report of Director-General War Service Homes—Report of Director</p>	<p>Bankruptcy—Report by Attorney-General • Commonwealth Police Force—Report by Attorney- General • Commonwealth Scholarships Board Insurance Commissioner National Health and Medical Research Council National Fitness Act Postmaster-General's Department: Report Report by Auditor-General on Commercial Accounts • Science and Industry Endowment Act—Report by Auditor-General Superannuation Board • War Pensions Entitlement Appeal Tribunals</p>
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NOTE. The annual report of the Director-General of Health and the annual summaries of activities prepared by certain other Departments are not tabled.

* With the exception of those reports marked with a •, all these reports are normally published by the author department or authority in a printed form.

<i>Papers normally printed by Parliament</i>	<i>Papers not normally printed by Parliament</i>
STATUTORY AUTHORITIES AND INSTRUMENTALITIES: ANNUAL REPORTS	
Australian Atomic Energy Commission Australian Broadcasting Control Board: Report Reports on applications for commercial television licences Australian Wool Board Commonwealth Scientific and Industrial Research Organization National Capital Development Commission Snowy Mountains Hydro-electric Authority	Australian Broadcasting Commission Australian Coastal Shipping Commission (A.N.L.) Australian National Airlines Commission (T.A.A.) Australian Stevedoring Industry Authority Commonwealth Serum Laboratories Commission Export Payments Insurance Corporation Joint Coal Board Overseas Telecommunications Commission (Australia) Qantas Empire Airways Ltd. River Murray Commission Australian Apple and Pear Board Australian Canned Fruits Board • Australian Cattle and Beef Research Committee Australian Dairy Produce Board Australian Egg Board Australian Honey Board Australian Meat Board Australian Wine Board Australian Wool Testing Authority Dried Fruits Control Board • Fishing Industry Act—Report by Minister Fruit Industry Sugar Concession Committee • Tobacco Industry Act • Wheat Research Act • Wool Research Act

NOTE. The annual report of the Australian Wheat Board is not tabled.

REPORTS OF PARLIAMENTARY COMMITTEES

- | | |
|---|--|
| <ul style="list-style-type: none"> • Joint Committee on the Australian Capital Territory Joint Committee of Public Accounts Parliamentary Standing Committee on Public Works: <ul style="list-style-type: none"> General Report • Reports on matters referred to the Committee Select Committees | <ul style="list-style-type: none"> • Joint Committee on the Broadcasting of Parliamentary Proceedings |
|---|--|

ANNUAL RETURNS AND STATEMENTS

- Cellulose Acetate Flake Bounty
- Copper Bounty
- Cotton Bounty
- Gold Mines Development Assistance Act
- Gold-Mining Industry Assistance Act
- Nationality and Citizenship Act
- Petroleum Search Subsidy Acts
- Pyrites Bounty
- Rayon Yarn Bounty
- Sulphuric Acid Bounty
- Tractor Bounty

* With the exception of those reports marked with a •, all these reports are normally published by the author department or authority in a printed form.

Papers normally printed by Parliament	Papers not normally printed by Parliament
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DEFENCE: ANNUAL REPORTS

- Australian Military Forces Relief Trust Fund
- Defence Forces Retirement Benefits Board
- Defence Report
- R.A.A.F. Welfare Trust Fund
- R.A.A.F. Veterans' Residences Trust Fund—
Report by Auditor-General
- R.A.N. Relief Trust Fund
- Royal Military College
- Services Canteens Trust Fund

TARIFF: REPORTS

- Tariff Board:
- Annual Report
- Reports on Board's Inquiries
- Special Advisory Authority—Reports on Inquiries

TERRITORIES: ANNUAL REPORTS

- Christmas Island
- Cocos (Keeling) Islands
- Nauru
- New Guinea
- Norfolk Island
- Northern Territory
- Papua

- A.C.T. Soil Conservation Council
- A.C.T. Statement of Receipts and Expenditure
- Papua and New Guinea Superannuation Board

NOTE. The annual report prepared by the Department of the Interior on the Australian Capital Territory is not tabled.

OTHER PAPERS

- Australian National University Council—Annual Report
- Australian Universities Commission—Periodical Report
- Commonwealth Conciliation and Arbitration Commission—Annual Report by President
- Electoral:
 - Certificate of Chief Electoral Officer of the numbers of the people of the Commonwealth—after each Census
 - Determination of the Chief Electoral Officer of the representation of the States in the House of Representatives—after each Census
 - Elections and Referendums—Statistical Returns of voting
 - Electoral Commissioners' Redistribution Reports
- Inter-Parliamentary Union Conferences—Reports of Australian Delegations
- United Nations General Assembly Sessions—Reports of Australian Delegations

- Commonwealth Actuary—Reports of periodical investigations of:
 - Defence Forces Retirement Benefits Fund
 - Parliamentary Retiring Allowances Fund
 - Superannuation Fund
- Commonwealth Telecommunications Board—Annual Report
- International Labour Organization Conferences:
 - Reports of Australian Government, Employers' and Workers' Delegates
 - Statements in relation to Conventions and Recommendations adopted by Conferences
- National Radiation Advisory Committee—Reports
- Texts of Treaties and Agreements

The above division of the papers presented to Parliament into those normally printed as Parliamentary Papers and those that are not deals only with those papers that are tabled regularly or periodically. The Parliamentary Paper series contains other paper, such as the reports by Royal Commissions and *ad hoc* Committees of Inquiry, which are not listed.

March, 1964

* With the exception of those reports marked with a •, all these reports are normally published by the author department or authority in a printed form.

APPENDIX III
(paragraph 249)

Papers Presented to Parliament "by Command"*

THOSE TABLED REGULARLY

<i>Paper</i>	<i>Form in which Presented</i>	<i>Parl. Paper or not †</i>
Civil Works Programme	Printed	PP
Estimates of Receipts and Summary of Estimated Expenditure	Printed	PP
Government Securities on Issue	Printed	PP
Income Tax Statistics	Printed	PP
Commonwealth Payments to or for the States	Printed	PP
National Income and Expenditure	Printed	PP
The Annual Reports of the Territories of:		
Christmas Island	Printed	PP
Cocos (Keeling) Islands	Printed	PP
Nauru	Printed	PP
New Guinea	Printed	PP
Norfolk Island	Printed	PP
Northern Territory	Printed	PP
Papua	Printed	PP
The Annual Reports of the:		
Commonwealth Office of Education	Multilithed	PP
Commonwealth Scholarships Board	Multilithed	—
Commonwealth Telecommunications Board	Printed	—
National Radiation Advisory Council	Multilithed	—
Postmaster-General's Department	Printed	—
Qantas Empire Airways Ltd.	Printed	—
The Quinquennial Reports of the Commonwealth Actuary on:		
Defence Forces Retirement Benefits Fund	Multilithed	—
Parliamentary Retiring Allowances Fund	Multilithed	—
Superannuation Fund	Multilithed	—
The Statistical Returns showing the voting results in Commonwealth Elections	Printed	PP
The Reports of the Tariff Board and some of the Reports of the Special Advisory Authority	Usually printed	PP
The Reports of the Australian delegations to the Conferences of the:		
International Labour Organization	Multilithed	—
Inter-Parliamentary Union	Printed	PP
United Nations General Assembly	Multilithed	PP

* A list of possible Command Papers—papers which have been freely circulated to Senators and Members, but which have not been tabled is given in paragraph 237 of the report.

† PP indicates two printings of the paper, the first, a departmental printing, the second, parliamentary printing.

<i>Paper</i>	<i>Form in which Presented</i>	<i>Parl. Paper or not</i>
THOSE TABLED REGULARLY—continued		
The Reports of the Australian Broadcasting Control Board on applications for television licences	Printed	PP
Statements in relation to the Conventions and Recommendations adopted at the International Labour Conferences	Multilithed	—
Various international treaties and agreements	Various forms, later printed	—
The determinations made by Chief Electoral Officer on the representation of States in House of Representatives	Typescript	PP

THOSE NOT OF A REGULAR OR PERIODICAL NATURE**1959**

Navuneram Incident—Report of Commission of Inquiry into Native Fatalities	Duplicated	PP
Parliament—Report of Committee of Inquiry into the salaries and allowances of Members	Printed	PP
Public Service Recruitment—Report of Committee of Inquiry	Printed	PP
Australian Post Office: Progress—Policy—Plans	Printed	—
Australian Universities Commission—Report on Monash University Development	Duplicated	—
Fulbright Programme in Australia, 1949–1959 Report	Duplicated	PP
Economic Survey	Printed	PP
Various Ministerial Statements‡		

1960

Dairy Industry Committee of Inquiry—Report	Printed	PP
Decimal Currency Committee—Report	Multilithed, later printed	PP
Economic Survey	Printed	PP
Pay-roll Tax Paper	Multilithed	PP
Various Ministerial Statements‡		

1961

Commonwealth Prime Ministers' Meeting—Final communique	Multilithed	—
Report of Chairman of Board of Accident Inquiry into Fokker Friendship aircraft accident	Multilithed	—
SEATO Council Seventh Meeting—Resolution regarding Laos and Republic of Vietnam	Multilithed	—
Australian Universities Commission—Report of Committee on University Salaries	Multilithed	—
Commonwealth Committee on Taxation—Report	Printed	PP
Documents on Berlin and Germany	Multilithed	—
Nuclear Tests—Chronology of Tests by U.S.S.R. and U.S.A.	Duplicated	—
Radio Frequency Allocation Review Committee—Report	Multilithed	PP
Various Ministerial Statements‡		

‡ Not listed.

Joint Select Committee on Parliamentary and Government Publications

<i>Paper</i>	<i>Form in which Presented</i>	<i>Parl. Paper or not</i>
THOSE NOT OF A REGULAR OR PERIODICAL NATURE—continued		
1962		
ANZUS Council Canberra Meeting—Communique	Duplicated	PP
Australian Universities Commission—Report of Committee on Teaching Costs of Medical Hospitals	Multilithed	—
Minute by Acting Parliamentary Draughtsman as to whether a Message of Governor-General is required for Bills to increase payments out of National Welfare Fund	Typescript	—
Coal Utilization Research Advisory Committee—Report	Printed	PP
The Commonwealth and Education—Statement by Prime Minister	Multilithed	—
Commonwealth Education Conferences, New Delhi: Report of Conference	Printed	—
Report of Australian delegation	Multilithed	—
Statement by Prime Minister	Multilithed	—
Correspondence between the Minister for Trade and the Chairman of the Tariff Board	Typescript	—
Documents on Cuba	Multilithed	PP
Interim Report from the Select Committee of the Legislative Council for Papua and New Guinea on the Political Development of the Territory	Duplicated	PP
Sugar Enquiry Committee, 1960—Summary of Conclusions	Duplicated	—
Report of Chairman of Board of Accident Inquiry into Viscount aircraft accident	Multilithed	PP
Wool Marketing Committee of Enquiry—Report	Duplicated, later printed	PP
Various Ministerial Statements†		
1963		
Aboriginal Welfare—Conference of Commonwealth and State Ministers, Darwin, July, 1963—Statement of Policy and Resolutions of Conference	Duplicated	PP
Commonwealth Parliamentary Delegation—Report of visit to South-East Asia—June–July, 1963	Duplicated	—
Defence Report 1963	Printed	—
Legislative Council for Papua and New Guinea—Second Interim Report from Select Committee on Political Development of the Territory	Duplicated	PP
Post Office—Directive for prevention of use of post office facilities for illegal activities and for co-operation by the Postmaster-General's Department with State Police	Duplicated	—
Royal Commission on alleged improper practices and improper refusal to co-operate with the Victoria Police Force on the part of persons employed in the Postmaster-General's Department in Victoria in relation to illegal gambling—Report	Printed	PP
Various Ministerial Statements†		

† Not listed.

APPENDIX IV

List of Witnesses

- Adams, J. T., Sales Promotion Manager, B. J. Ball Ltd.
 Andrew, G. R., Chief Administrative Officer, Department of Shipping and Transport.
 Arthur, A. J., O.B.E., Commonwealth Government Printer.
 Bott, L. F., D.S.C., First Assistant Secretary (Policy and Co-ordination), Department of Supply.
 Brady, J. L., Assistant Inspector, Public Service Board.
 Brentwood, A. A. L., Assistant Secretary, Industrial Services Division, Department of Labour and National Service.
 Cahill, J. W., Director, Publications Branch, Department of Customs and Excise.
 Carroll, M., Deputy Assistant Secretary, Inspection and Administration Division, Department of Primary Industry.
 Caiden, G. E., Research Fellow, Department of Political Science, Australian National University.
 Caithness, D. A. S., Managing Director, The Law Book Company of Australasia Pty. Ltd.
 Cochran, I. C., Clerk of the Papers, House of Representatives.
 Cox, C. H., Acting Assistant Secretary, International Relations and Information Division, Department of Territories.
 Crebbin, A. E., Inspector (Organization and Methods), Administrative Division, Department of National Development.
 Ewens, J. Q., C.B.E., Parliamentary Draftsman, Attorney-General's Department.
 Fitzgerald, L. J., Acting Secretary, Australian National Airlines Commission.
 Fitzpatrick, J. M. B., Director, Revenue and Research Division, Taxation Branch, Department of the Treasury.
 Forbes, H. A., First Assistant Comptroller-General (General), Department of Customs and Excise.
 Gillespie, K. W., Secretary, Printing and Allied Trades Employers' Federation of Australia.
 Gordon, J., Director, B. J. Ball Ltd.
 Gothe, J. M., Assistant Secretary (Export Services), Department of Trade.
 Gresford, G. B., Secretary, Commonwealth Scientific and Industrial Research Organization.
 Hall, T. T., Inspector (Organization and Methods), Bureau of Meteorology.
 Hamilton, I. C., Editor, News and Information Bureau.
 Harris, A., Chairman, Publications Committee.
 Harris, L. L., Executive Officer (Policy), Department of Supply.
 Heathcote, J. R., Federal Councillor, Printing and Allied Trades Employers' Federation of Australia.
 Hewitt, C. L. S., O.B.E., Deputy Secretary (Supply and General), Department of the Treasury.
 Hunter, T. R., Manager, Publishing Section, Commonwealth Scientific and Industrial Research Organization.
 Jones, J. M., Editor of Publications, Bureau of Census and Statistics.
 Judson, F. C., Manager, Butterworth and Company (Australia) Ltd.
 Kennedy, K. M., Acting Supervising Geophysicist in charge of Publications and Information Section, Bureau of Mineral Resources.
 Krohn, F. W.
 Lillywhite, J. W., Assistant Director (Services), Bureau of Meteorology.
 Loof, R. H. C., C.B.E., Clerk of the Senate.
 Long, G. M., O.B.E., formerly General Editor, Official War History.
 Martin, J., Director (Administration and Personnel), Department of Civil Aviation.
 McDermott, N. J., Administrative Assistant, Bureau of Agricultural Economics.
 Miller, J. G., Acting Assistant Statistician (Administrative), Bureau of Census and Statistics.
 Nimmo, J. F., O.B.E., Deputy Secretary, Prime Minister's Department.
 Nott, P. A., Inspector, Public Service Board.
 O'Donnell, J. R. G., Acting New South Wales Government Printer.
 Osborne, R. N., Director (Organization and Methods), Postmaster-General's Department.
 Patterson, R. A., Acting Director, Bureau of Agricultural Economics.
 Phelan, B. K., Chief Administrative Officer, Department of Labour and National Service.
 Phillips, R., Inspector, Public Service Board.
 Phillips, R. D., First Assistant Director-General (Administration), Department of Civil Aviation.
 Richardson, G. D., Principal Librarian, Public Library of New South Wales.
 Scott, A. E., Editor-in-Chief, Commonwealth Scientific and Industrial Research Organization.
 Thyer, A. F., Assistant Director (Operations), Bureau of Mineral Resources.
 Turner, A. G., Clerk of the House of Representatives.

Walsh, J. E., Assistant Comptroller-General (Administration and Establishments), Department of Customs and Excise.

Westendorp, L. V., Manager, Government Division, Addressograph-Multigraph of Australia Pty. Ltd.

Whalen, R. J. C., Administrative Assistant, Bureau of Census and Statistics.

White, H. L., c.s.e., National Librarian and Commonwealth Parliamentary Librarian.

Wood, A. C., Director of Trade Publicity, Department of Trade.

Zerkel, D. L., Managing Director, Addressograph-Multigraph of Australia Pty. Ltd.

Extracts from the Votes and Proceedings of the House of Representatives

WEDNESDAY, 5th DECEMBER 1962

6. JOINT SELECT COMMITTEE ON PARLIAMENTARY AND GOVERNMENT PUBLICATIONS.—Mr. Holt (Treasurer) moved, pursuant to notice—

- (1) That a Joint Select Committee be appointed to inquire into and report on the printing, publication and distribution of Parliamentary Papers and all Government publications.
- (2) That the Committee consist of three Members of the House of Representatives appointed by the Prime Minister, two Members of the House of Representatives appointed by the Leader of the Opposition in the House of Representatives, two Senators appointed by the Leader of the Government in the Senate and two Senators appointed by the Leader of the Opposition in the Senate.
- (3) That every appointment of a member of the Committee be forthwith notified in writing to the President of the Senate and the Speaker of the House of Representatives.
- (4) That the Chairman be one of the members appointed by the Prime Minister.
- (5) That the Chairman of the Committee may from time to time appoint another member of the Committee to be Deputy Chairman, and that the member so appointed act as Chairman of the Committee at any time when the Chairman is not present at a meeting of the Committee.
- (6) That the Committee have power to appoint sub-committees consisting of three or more of its members, and to refer to any such sub-committee any matter which the Committee is empowered to examine.
- (7) That the Committee or any sub-committee have power to send for persons, papers and records, to move from place to place, and to sit during any recess or adjournment of the Parliament and during the sittings of either House of the Parliament.
- (8) That the Committee have leave to report from time to time and that any member of the Committee have power to add a protest or dissent to any report.
- (9) That four members of the Committee, including the Chairman or Deputy Chairman, constitute a quorum of the Committee, and two members of a sub-committee constitute a quorum of the sub-committee.
- (10) That, in matters of procedure, the Chairman or the Deputy Chairman, when acting as Chairman, have a deliberative vote and, in the event of an equality of voting, have a casting vote, and that, in other matters, the Chairman or Deputy Chairman have a deliberative vote only.
- (11) That the Committee report to the Parliament not later than 30th September, 1963.
- (12) That the foregoing provisions of this resolution, so far as they are inconsistent with the Standing Orders, have effect notwithstanding anything contained in the Standing Orders.
- (13) That a Message be sent to the Senate acquainting it of this resolution and requesting that it concur and take action accordingly.

Debate ensued.

Question—put and passed.

THURSDAY, 6th DECEMBER 1962

8. MESSAGE FROM THE SENATE—PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—JOINT SELECT COMMITTEE.—Mr. Speaker reported the receipt of the following Message from the Senate:

Message No. 90.

MR. SPEAKER,

The Senate, having considered Message No. 87 of the House of Representatives, has agreed to the following resolutions in connexion therewith:

- (1) That the Senate concurs in the Resolution transmitted to the Senate by Message No. 87 of the House of Representatives with reference to the appointment of a Joint Committee to inquire into and report on the printing, publication and distribution of Parliamentary Papers and all Government publications.
- (2) That the provisions of that Resolution, so far as they are inconsistent with the Standing Orders, have effect notwithstanding anything contained in the Standing Orders.

A. M. McMULLIN,

President.

The Senate,

Canberra, 5th December, 1962.

**EXTRACTS FROM THE VOTES & PROCEEDINGS
OF THE HOUSE OF REPRESENTATIVES**

**EXTRACTS FROM
THE JOURNALS OF THE SENATE**

MINUTES OF PROCEEDINGS

9. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—JOINT SELECT COMMITTEE.—Mr. Speaker informed the House of the following appointments of Members and Senators as members of the Joint Select Committee on Parliamentary and Government Publications:

Mr. Erwin, Mr. King and Mr. Wilson had been appointed by the Prime Minister, and Mr. Johnson and Mr. Stewart by the Leader of the Opposition in this House.

Senators Breen and Marriott had been appointed by the Leader of the Government in the Senate, and Senators Murphy and Toohey by the Leader of the Opposition in that House.

THURSDAY, 12th SEPTEMBER 1963

5. JOINT SELECT COMMITTEE ON PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—EXTENDED TIME FOR REPORT.—Mr. Holt (Treasurer) moved, by leave—

- (1) That the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to the 30th November, 1963.
- (2) That a Message be sent to the Senate requesting its concurrence.

Question—put and passed.

13. MESSAGE FROM THE SENATE—JOINT SELECT COMMITTEE ON PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—EXTENDED TIME FOR REPORT.—Mr. Speaker reported Message No. 160, dated 12th September, 1963, from the Senate concurring in the Resolution of the House that the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to the 30th November, 1963.

MONDAY, 28th OCTOBER 1963

5. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—JOINT SELECT COMMITTEE—REPORT (UNFINISHED INQUIRY)—STATEMENT BY MEMBER.—Mr. Erwin (Chairman) brought up a Report from the Joint Select Committee on Parliamentary and Government Publications stating that, in view of the impending dissolution of the House of Representatives, the Committee had been unable to complete its report on the subject matter of the inquiry.

Ordered to be printed.

Mr. Erwin, by leave, made a Statement with reference to the Report.

THURSDAY, 5th MARCH 1964

5. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—PROPOSED JOINT SELECT COMMITTEE.—Mr. McMahon (Minister for Labour and National Service) moved, by leave—

- (1) That the joint select committee known as the Joint Select Committee on Parliamentary and Government Publications that was constituted by resolutions of the House of Representatives and the Senate passed on the 5th December, 1962, be reconstituted under the name of the Joint Select Committee on Parliamentary and Government Publications with the same membership as the first-mentioned committee had immediately before the dissolution of the House of Representatives on the 1st day of November, 1963, namely:

House of Representatives

Mr. G. D. Erwin (Chairman), Mr. Johnson, Mr. King, Mr. Stewart and Mr. Wilson.

Senate

Senators Breen, Marriott, Murphy and Toohey.

- (2) That the function of the Committee be to report to each House of the Parliament on the inquiry undertaken and the work done by the Joint Select Committee on Parliamentary and Government Publications appointed in the Twenty-fourth Parliament.
- (3) That the Chairman of the committee may from time to time appoint another member of the committee to be Deputy Chairman, and that the member so appointed act as Chairman of the committee at any time when the Chairman is not present at a meeting of the committee.
- (4) That the committee have power to appoint sub-committees consisting of three or more of its members, and to refer to any such sub-committee any matter which the committee is empowered to examine.
- (5) That the committee or any sub-committee have power to send for persons, papers and records, to move from place to place, and to sit during any adjournment of the Parliament and during the sittings of either House of the Parliament.
- (6) That the committee have power to consider and make use of the minutes of evidence and records of the Joint Select Committee on Parliamentary and Government Publications appointed during the Twenty-fourth Parliament.
- (7) That the committee have leave to report from time to time and that any member of the committee have power to add a protest or dissent to any report.
- (8) That four members of the committee, including the Chairman or Deputy Chairman, constitute a quorum of the committee, and two members of a sub-committee constitute a quorum of the sub-committee.

- (9) That, in matters of procedure, the Chairman or the Deputy Chairman, when acting as Chairman, have a deliberative vote and, in the event of an equality of voting, have a casting vote, and that, in other matters, the Chairman or Deputy Chairman have a deliberative vote only.
 - (10) That the committee report to the Parliament not later than 30th April, 1964.
 - (11) That the foregoing provisions of this resolution, so far as they are inconsistent with the standing orders, have effect notwithstanding anything contained in the standing orders.
 - (12) That a message be sent to the Senate acquainting it of this resolution and requesting its concurrence.
- Question—put and passed.

17. MESSAGE FROM THE SENATE—PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—JOINT SELECT COMMITTEE.—Mr. Speaker reported message No. 6, dated 5th March, 1964, from the Senate concurring in the resolution of the House relating to the re-constitution of the Joint Select Committee on Parliamentary and Government Publications, and agreeing that the resolution have effect notwithstanding anything contained in the standing orders.

THURSDAY, 23rd APRIL 1964

5. JOINT SELECT COMMITTEE ON PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—EXTENDED TIME FOR REPORT.—Mr. McMahon (Minister for Labour and National Service) moved, by leave—

- (1) That the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to the 14th May, 1964.
- (2) That a message be sent to the Senate requesting its concurrence.

Question—put and passed.

20. MESSAGE FROM THE SENATE—JOINT SELECT COMMITTEE ON PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—EXTENDED TIME FOR REPORT.—Mr. Speaker reported, message No. 21, dated 23rd April, 1964, from the Senate concurring in the resolution of the House that the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to the 14th May, 1964.

Extracts from the Journals of the Senate

WEDNESDAY, 5th DECEMBER 1962

10. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—
PROPOSED JOINT COMMITTEE.—*Message from the House of Representatives.*—The following Message from the House of Representatives was received and read—

Message No. 87.

MR. PRESIDENT,

The House of Representatives transmits to the Senate the following Resolution which was agreed to by the House of Representatives this day, and requests that the Senate concur and take action accordingly:

- (1) That a Joint Select Committee be appointed to inquire into and report on the printing, publication and distribution of Parliamentary Papers and all Government publications.
- (2) That the Committee consist of three Members of the House of Representatives appointed by the Prime Minister, two Members of the House of Representatives appointed by the Leader of the Opposition in the House of Representatives, two Senators appointed by the Leader of the Government in the Senate and two Senators appointed by the Leader of the Opposition in the Senate.
- (3) That every appointment of a member of the Committee be forthwith notified in writing to the President of the Senate and the Speaker of the House of Representatives.
- (4) That the Chairman be one of the members appointed by the Prime Minister.
- (5) That the Chairman of the Committee may from time to time appoint another member of the Committee to be Deputy Chairman, and that the member so appointed act as Chairman of the Committee at any time when the Chairman is not present at a meeting of the Committee.
- (6) That the Committee have power to appoint sub-committees consisting of three or more of its members, and to refer to any such sub-committee any matter which the Committee is empowered to examine.
- (7) That the Committee or any sub-committee have power to send for persons, papers and records, to move from place to place, and to sit during any recess or adjournment of the Parliament and during the sittings of either House of the Parliament.
- (8) That the Committee have leave to report from time to time and that any member of the Committee have power to add a protest or dissent to any report.
- (9) That four members of the Committee, including the Chairman or Deputy Chairman, constitute a quorum of the Committee, and two members of a sub-committee constitute a quorum of the sub-committee.
- (10) That, in matters of procedure, the Chairman or the Deputy Chairman, when acting as Chairman, have a deliberative vote and, in the event of an equality of voting, have a casting vote, and that, in other matters, the Chairman or Deputy Chairman have a deliberative vote only.
- (11) That the Committee report to the Parliament not later than 30th September, 1963.
- (12) That the foregoing provisions of this resolution, so far as they are inconsistent with the Standing Orders, have effect notwithstanding anything contained in the Standing Orders.

J. MCLEAY,
Speaker.

House of Representatives,
Canberra, 5th December 1962.

The Minister for Civil Aviation (Senator Paltridge) moved, by leave—

- (1) That the Senate concurs in the Resolution transmitted to the Senate by Message No. 87 of the House of Representatives with reference to the appointment of a Joint Committee to inquire into and report on the printing, publication and distribution of Parliamentary Papers and all Government publications.
- (2) That the provisions of that Resolution, so far as they are inconsistent with the Standing Orders, have effect notwithstanding anything contained in the Standing Orders.
- (3) That the foregoing Resolutions be communicated to the House of Representatives by Message.

Question—put and passed.

11. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—
JOINT SELECT COMMITTEE.—The President announced the receipt of letters from the Leader of the Government in the Senate appointing Senators Breen and Marriott, and from the Leader of the Opposition in the Senate appointing Senators Murphy and Toohy, members of the Joint Select Committee on Parliamentary and Government Publications.

THURSDAY, 6th DECEMBER 1962

4. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—JOINT SELECT COMMITTEE.—The President announced the receipt of letters from the Prime Minister appointing Mr. Erwin, Mr. King and Mr. Wilson, and from the Leader of the Opposition in the House of Representatives appointing Mr. Johnson and Mr. Stewart, members of the Joint Select Committee on Parliamentary and Government Publications.

THURSDAY, 12th SEPTEMBER 1963

8. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—JOINT SELECT COMMITTEE.—*Message from the House of Representatives.*—The following Message from the House of Representatives was received and read—

Message No. 162.

MR. PRESIDENT,

The House of Representatives requests the concurrence of the Senate in the following Resolution which this day was agreed to by the House of Representatives:—That the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to 30th November, 1963.

J. McLEAY,
Speaker.

House of Representatives,
Canberra, 12th September, 1963.

The Vice-President of the Executive Council and Minister for National Development (Senator Sir William Spooner) moved, by leave—

(1) That the Senate concurs in the Resolution transmitted to the Senate by Message No. 162 of the House of Representatives, viz.—

That the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to 30th November, 1963.

(2) That the foregoing Resolution be communicated to the House of Representatives by Message.

Question—put and passed.

MONDAY, 28th OCTOBER 1963

4. PARLIAMENTARY AND GOVERNMENT PUBLICATIONS—JOINT SELECT COMMITTEE—REPORT.—Senator Marriott brought up a Report from the Joint Select Committee on Parliamentary and Government Publications reporting that, in view of the impending dissolution of the House of Representatives, the Committee was unable to complete its Report, and recommending that the Committee be reconstituted in the new Parliament.

Ordered to be printed.

THURSDAY, 5th MARCH 1964

8. JOINT COMMITTEE ON PARLIAMENTARY AND GOVERNMENT PUBLICATIONS.—*Message from the House of Representatives.*—The following Message from the House of Representatives was received and read—

Message No. 4.

MR. PRESIDENT,

The House of Representatives requests the concurrence of the Senate in the following Resolution which this day was agreed to by the House of Representatives:—

(1) That the joint select committee known as the Joint Select Committee on Parliamentary and Government Publications that was constituted by resolutions of the House of Representatives and the Senate passed on the 5th December, 1962, be re-constituted under the name of the Joint Select Committee on Parliamentary and Government Publications with the same membership as the first-mentioned committee had immediately before the dissolution of the House of Representatives on the 1st day of November, 1963, namely:

House of Representatives

Mr. G. D. Erwin (Chairman), Mr. Johnson, Mr. King, Mr. Stewart and Mr. Wilson.

Senate

Senators Breen, Marriott, Murphy and Toohey.

(2) That the function of the committee be to report to each House of the Parliament on the inquiry undertaken and the work done by the Joint Select Committee on Parliamentary and Government Publications appointed in the Twenty-fourth Parliament.

(3) That the Chairman of the committee may from time to time appoint another member of the committee to be Deputy Chairman, and that the member so appointed act as Chairman of the committee at any time when the Chairman is not present at a meeting of the committee.

(4) That the committee have power to appoint sub-committees consisting of three or more of its members, and to refer to any such sub-committee any matter which the committee is empowered to examine.

(5) That the committee or any sub-committee have power to send for persons, papers and records, to move from place to place, and to sit during any adjournment of the Parliament and during the sittings of either House of the Parliament.

(6) That the committee have power to consider and make use of the minutes of evidence and records of the Joint Select Committee on Parliamentary and Government Publications appointed during the Twenty-fourth Parliament.

- (7) That the committee have leave to report from time to time and that any member of the committee have power to add a protest or dissent to any report.
- (8) That four members of the committee, including the Chairman or Deputy Chairman, constitute a quorum of the committee, and two members of a sub-committee constitute a quorum of the sub-committee.
- (9) That, in matters of procedure, the Chairman or the Deputy Chairman, when acting as Chairman, have a deliberative vote and, in the event of an equality of voting, have a casting vote, and that, in other matters, the Chairman or Deputy Chairman have a deliberative vote only.
- (10) That the committee report to the Parliament not later than 30th April, 1964.
- (11) That the foregoing provisions of this resolution, so far as they are inconsistent with the standing orders, have effect notwithstanding anything contained in the standing orders.

J. McLEAY,
Speaker.

House of Representatives,
Canberra, 5th March, 1964.

Suspension of Standing Order No. 14.—The Vice-President of the Executive Council and Minister for National Development (Senator Sir William Spooner) moved—That Standing Order No. 14 be suspended to permit, before the Address-in-Reply is adopted, the appointment of the Joint Committee.

Question—put and passed, there being present an absolute majority of the whole number of Senators and no dissentient voice.

Senator Sir William Spooner moved, by leave—

- (1) That the Senate concurs in the Resolution transmitted to the Senate by Message No. 4 of the House of Representatives relating to the re-constitution of the Joint Select Committee on Parliamentary and Government Publications.

- (2) That the Resolution, so far as it is inconsistent with the Standing Orders, have effect notwithstanding anything contained in the Standing Orders.
- (3) That the foregoing resolutions be communicated to the House of Representatives by Message.

Question—put and passed.

THURSDAY, 23rd APRIL 1964

20. JOINT COMMITTEE ON PARLIAMENTARY AND GOVERNMENT PUBLICATIONS.—*Message from the House of Representatives.*—The following Message from the House of Representatives was received and read—

Message No. 37.

MR. PRESIDENT,

The House of Representatives requests the concurrence of the Senate in the following Resolution which this day was agreed to by the House of Representatives:—That the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to the 14th May, 1964.

J. McLEAY,
Speaker.

House of Representatives,
Canberra, 23rd April, 1964.

The Vice-President of the Executive Council and Minister for National Development (Senator Sir William Spooner), moved, by leave—

- (1) That the Senate concurs in the Resolution transmitted to the Senate by Message No. 37 of the House of Representatives, viz.—

That the time for bringing up the report of the Joint Select Committee on Parliamentary and Government Publications be extended to the 14th May, 1964.

- (2) That the foregoing Resolution be communicated to the House of Representatives by Message.

Question—put and passed.

Minutes of Proceedings

THURSDAY, 6th DECEMBER 1962
at Canberra, A.C.T.

Present:

Senator Breen	Mr. Erwin
Senator Murphy	Mr. Johnson
Senator Toohey	Mr. King
	Mr. Stewart
	Mr. Wilson

The entries in the Votes and Proceedings Nos. 65 and 66 of the 5th and 6th December, 1962, and the Journals Nos. 64 and 65 of the same dates, regarding the appointment of the Committee and the appointment of Members and Senators to the Committee, were read by the Clerk.

On the motion of Mr. King, Mr. Erwin was elected Chairman of the Committee.

The Chairman announced that in exercise of his power under paragraph 5 of the resolution of the House of Representatives he appointed Mr. Stewart as Deputy Chairman.

The Committee deliberated.

The Committee adjourned until Tuesday, 19th February 1963, at 11.00 a.m.

TUESDAY, 19th FEBRUARY 1963
at Canberra, A.C.T.

Present:

	Mr. Erwin (<i>Chairman</i>)
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Ordered—That Mr. Arthur (Commonwealth Government Printer) appear before the Committee on Monday, 11th March, at 2.00 p.m.

The Committee deliberated.

The Committee adjourned until Monday, 11th March, at 2.00 p.m.

MONDAY, 11th MARCH 1963
at Canberra, A.C.T.

Present:

	Mr. Erwin (<i>Chairman</i>)
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Chairman made a statement on the method of examination of witnesses.

The Committee deliberated.

Mr. A. J. Arthur (Commonwealth Government Printer) was called and examined.

The written submission of Mr. Arthur was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The Committee deliberated.

Ordered—That application be made to the Presiding Officers that a copy of the Minutes of Evidence be supplied to such prospective witnesses as the Committee may think fit.

Resolved—That the Committee meet on the Tuesday of each sitting week at 10.00 a.m.

Ordered—That Mr. A. Harris (Chairman of the Publications Committee) appear before the Committee on Tuesday, 26th March, at 10.00 a.m.

The Committee adjourned until Tuesday, 26th March, at 10.00 a.m.

TUESDAY, 26th MARCH 1963
at Canberra, A.C.T.

Present:

	Mr. Erwin (<i>Chairman</i>)
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

Mr. A. Harris (Chairman of the Publications Committee) was called and examined.

The written submission of Mr. Harris made on behalf of the Publications Committee, together with the statement concerning the applications dealt with by that Committee in 1962, were, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The Committee deliberated.

Ordered—That Mr. A. Harris (Chairman of the Publications Committee) re-appear before the Committee on Wednesday, 27th March, at 9.30 a.m.

The Committee adjourned until Wednesday, 27th March, at 9.30 a.m.

WEDNESDAY, 27th MARCH 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Marriott	Mr. Johnson
Senator Toohey	Mr. King
	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Ordered—That a representative of the Public Service Board appear before the Committee on Tuesday, 2nd April, and a representative of the Department of the Treasury on Tuesday, 9th April.

Resolved—That the first meeting of the Committee following Easter be held on Tuesday, 16th April, at 3.30 p.m.

Ordered—That a representative of B. J. Ball Ltd. be invited to appear before the Committee at its sittings in Melbourne.

Mr. A. Harris (Chairman of the Publications Committee) was re-called and examined.

Witness withdrew.

The Committee deliberated.

Ordered—That the Public Service Board be supplied with copies of the Minutes of Evidence taken before the Committee, subject to the approval awaited from the Presiding Officers.

The Committee deliberated.

The Committee adjourned until Tuesday, 2nd April, at 10.00 a.m.

TUESDAY, 2nd APRIL 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Ordered—That Mr. R. H. C. Loof (Clerk of the Senate) appear before the Committee on Wednesday, 3rd April, at 9.00 a.m.

Mr. P. A. Nott (Inspector, Public Service Board) was called and examined.

The written submission of the Public Service Board was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The Committee deliberated.

Resolved—That the Chairman and Senator Murphy have discussions with Mr. Nott regarding further information which the Public Service Board may be able to supply to the Committee.

The Committee deliberated.

Ordered—That Mr. A. G. Turner (Clerk of the House of Representatives) appear before the Committee on Tuesday, 9th April, at 10.00 a.m.

Ordered—That a representative of the Department of the Treasury appear before the Committee on Tuesday, 16th April, at 3.30 p.m., instead of the day previously ordered.

A draft programme was agreed to.

The Committee deliberated.

The Committee adjourned until Wednesday, 3rd April, at 9.00 a.m.

WEDNESDAY, 3rd APRIL, 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Toohey	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

Mr. R. H. C. Loof (Clerk of the Senate) was called and examined.

The written submission of Mr. Loof was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The Committee deliberated.

The Committee adjourned until Tuesday, 9th April, at 10.00 a.m.

TUESDAY, 9th APRIL 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

Mr. I. C. Cochran (Clerk of the Papers, House of Representatives) was called and examined.

Witness withdrew.

The Committee adjourned until Wednesday, 10th April, at 9.30 a.m.

WEDNESDAY, 10th APRIL 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson.

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Resolved—That the Public Service Board be asked to present forthwith to this Committee all information presently available to the Board regarding (a) the structure, organization and functions of the various administrative bodies relevant to this enquiry, e.g. The Government Printing Office, Commonwealth Stores Supply and Tender Board, News and Information Bureau, Reproduction Units in the various Departments, and (b) the procedures now available (either by way of preview or review) (1) to curb any tendency towards extravagance and (2) to improve standards in the printing, publication and distribution of parliamentary and government publications.

That the Board also be asked to undertake any studies which may be necessary to enable it to present information to the Committee regarding the changes in organization, procedures and costs which would result from:

- adding further publishing functions to the functions of the Government Printing Office,
- developing a separate central publishing organization,
- establishing a Ministry to be responsible for printing, publishing, news and information and allied activities,
- taking action to improve standards while curbing any tendency towards extravagance in the printing, publication and distribution of parliamentary and government publications,
- developing various alternative methods of holding and distributing publications.

The Committee deliberated.

In reply to the application made to the Presiding Officers that a copy of the Minutes of Evidence be supplied to such prospective witnesses as the Committee may think fit, Mr. President stated:

"No authority is vested in me by the Standing Orders to give the permission you seek. However, I am of the opinion that, notwithstanding the prohibition contained in Senate Standing Order No. 308, no disclosure or publication within the meaning of that Standing Order is involved where evidence is made available to prospective witnesses on the understanding that it is for their personal use only and that it is not to be published in the press or quoted from in a newspaper or any other document.

I feel that when future committees are appointed the matter should be clarified by the insertion of an appropriate clause in the Resolution appointing the Committee giving it discretionary power to make evidence available to prospective witnesses on the terms and conditions it may think fit."

Mr. Speaker stated—

"In accordance with the practice of the House of Commons (see May's Parliamentary Practice, 16th Ed., p. 627) the Joint Selection Committee on Parliamentary and Government Publications has my authority to supply prospective witnesses with copies of the evidence taken before it, in those instances where the Committee feels it desirable to do so."

The Committee deliberated.

Ordered—That a representative of the Department of the Treasury appear before the Committee on Tuesday, 30th April, at 10.15 a.m., instead of the day previously ordered.

The Committee adjourned until Tuesday, 30th April, at 10.00 a.m.

TUESDAY, 30th APRIL 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Mr. J. M. Gothe (Assistant Secretary, Department of Trade) was called and examined.

The written submission of the Department of Trade (omitting Appendix "B") was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The Committee deliberated.

The Committee adjourned until Tuesday, 7th May, at 10.00 a.m.

TUESDAY, 7th MAY 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Mr. J. F. Nimmo (Deputy Secretary, Prime Minister's Department) was called and examined.

Witness withdrew.

The Committee deliberated.

The Committee adjourned until Tuesday, 14th May, at 10.00 a.m.

TUESDAY, 14th MAY 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Portion of the written submission of the Department of National Development was, by leave, incorporated in the Minutes of Evidence.

The following witnesses, representing the Department of National Development, were called and examined together:

Mr. A. E. Crebbin (Inspector (Organization and Methods) Administrative Division).

Mr. A. F. Thyer (Assistant Director (Operations), Bureau of Mineral Resources).

Mr. K. M. Kennedy (Acting Supervising Geophysicist in charge of Publications and Information Section, Bureau of Mineral Resources).

Witnesses withdrew.

The Committee adjourned until Tuesday, 21st May, at 10.00 a.m.

TUESDAY, 21st MAY 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The written submission of the Department of Customs and Excise (omitting the attachments) was, by leave, incorporated in the Minutes of Evidence.

The following witnesses, representing the Department of Customs and Excise, were called and examined together:

Mr. H. A. Forbes (First Assistant Comptroller-General (General)).

Mr. J. E. Walsh (Assistant Comptroller-General (Administration and Establishments)).

Mr. J. W. Cahill (Director, Publications Branch).

Witnesses withdrew.

The Committee adjourned until Tuesday, 18th June, at 10.30 a.m.

TUESDAY, 18th JUNE 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The written submissions of the News and Information Bureau, the National Library and the Commonwealth Parliamentary Library, and the Bureau of Agricultural Economics (omitting the lists of publications included in the submissions) were, by leave, incorporated in the Minutes of Evidence.

Mr. I. C. Hamilton (Editor of the News and Information Bureau) was called and examined.

Witness withdrew.

The Committee deliberated.

Mr. H. L. White (National Librarian and Commonwealth Parliamentary Librarian) was called and examined.

Witness withdrew.

The following witnesses, representing the Department of Primary Industry, were called and examined together:

Mr. M. Carroll (Deputy Assistant Secretary, Administration and Inspection Division).

Dr. R. A. Patterson (Acting Director, Bureau of Agricultural Economics).

Mr. N. J. McDermott (Administrative Assistant, Bureau of Agricultural Economics).

Witnesses withdrew.

The Committee deliberated.

The Committee adjourned until Wednesday, 19th June, at 9.30 a.m.

WEDNESDAY, 19th JUNE 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

Mr. Wilson moved, That only the first written submission of Dr. G. E. Caiden (Research Fellow, Australian National University) be incorporated in the Minutes of Evidence at this stage.

Debate ensued.

Mr. Stewart moved, That further consideration of the motion be adjourned until after the hearing of Dr. Caiden.

Question put.
The Committee divided—

Ayes—4

Senator Murphy
Mr. Johnson
Mr. King
Mr. Stewart

Noes—3

Senator Breen
Senator Marriott
Mr. Wilson

And so it was resolved in the affirmative.

The written submission of the Department of Territories (omitting the list of publications) was, by leave, incorporated in the Minutes of Evidence.

Mr. C. H. Cox (Acting Assistant Secretary, International Relations and Information Division, Department of Territories) was called and examined.

Witness withdrew.

Part II of the written submission of the Commissioner of Taxation was, by leave, incorporated in the Minutes of Evidence.

Mr. J. M. B. Fitzpatrick (Director, Revenue and Research Division, Taxation Branch, Department of the Treasury) was called and examined.

Witness withdrew.

The Committee deliberated.

The written submission of the Bureau of Census and Statistics (omitting references to their list of publications) was, by leave, incorporated in the Minutes of Evidence.

The following witnesses, representing the Bureau of Census and Statistics, were called and examined together:

Mr. J. G. Miller (Acting Assistant Statistician (Administrative)).

Mr. R. J. C. Whalen (Administrative Assistant).

Mr. J. M. Jones (Editor of Publications).

Witnesses withdrew.

Dr. G. E. Caiden (Research Fellow, Department of Political Science, Australian National University) was called and examined.

Witness withdrew.

The Committee deliberated.

Debate on Mr. Wilson's motion, viz.:—That only the first written submission of Dr. G. E. Caiden, Research Fellow, Australian National University, be incorporated in the Minutes of Evidence at this stage—resumed.

Senator Murphy moved, as an amendment, that certain words be omitted from the motion and other words added, the amended motion thus reading—

That both submissions of Dr. G. E. Caiden, Research Fellow, Australian National University, be incorporated in the Minutes of Evidence.

Debate continued.

Question—That the motion, as amended, be agreed to—put.

The Committee divided.

Ayes—6

Senator Breen
Senator Marriott
Senator Murphy
Mr. Johnson
Mr. King
Mr. Stewart

Noes—1

Mr. Wilson

And so it was resolved in the affirmative.

The Committee deliberated.

The Committee adjourned until Thursday, 20th June, at 9.00 a.m.

THURSDAY, 20th JUNE 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

Mr. G. M. Long was called and examined.

An article by Mr. Long appearing in *Public Administration*, June, 1957 entitled "Governments as Publishers" was, by leave, incorporated in the Minutes of Evidence.

Mr. A. J. Arthur (Commonwealth Government Printer) was called and examined.

Witnesses withdrew.

The written submission of the General Editor, Official War History was, by leave, incorporated in the Minutes of Evidence.

The Committee deliberated.

The Committee was notified by the Clerk to the Committee that Dr. G. E. Caiden (Research Fellow, Department of Political Science, Australian National University) had informed him that he had been threatened since appearing before the Committee yesterday.

The Committee deliberated.

On the motion of Mr. Johnson, it was agreed, That in view of the communication from Dr. Caiden through the Clerk to the Committee, that Dr. Caiden be asked to re-appear before the Committee at 2.00 p.m. this day.

The minutes of the previous meeting were read and confirmed.

The Clerk to the Committee reported that submissions had not been received to date from the following bodies in response to the Committee's invitation:

Australian Book Publishers' Association.
Australian Booksellers' Association.
Amalgamated Printing Trades Employees' Union.
Printing Industry Union.

Mr. R. H. C. Loof (Clerk of the Senate) and Mr. A. G. Turner (Clerk of the House of Representatives) appeared before the Committee to advise it procedurally in respect of allegations by Dr. Caiden of threats made against him as a result of his evidence given to the Committee on Wednesday, 19th June.

On the motion of Senator Murphy, it was agreed, That the Committee proceed in accordance with the advice tendered by the Clerks.

Mr. Wilson moved, That the proceedings of the Committee be *in camera* at this stage.

Question put.

The Committee divided—

Ayes—3

Senator Breen
Senator Marriott
Mr. Wilson

Noes—4

Senator Murphy
Mr. Johnson
Mr. King
Mr. Stewart

And so it was negatived.

The Clerk to the Committee then advised that in accordance with Standing Orders Nos. 305 and 334 of the Senate and the House of Representatives respectively, strangers would be excluded as some members had so requested.

The hearing being held *in camera*—

Dr. Caiden was re-called, sworn and examined.

Witness withdrew.

The Committee deliberated.

The Committee adjourned until Tuesday, 25th June, at 10.30 a.m.

TUESDAY, 25th JUNE 1963
at Melbourne, Victoria.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Johnson
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson
Senator Toohey	

The minutes of the previous meeting were read, amended and confirmed.

The Committee deliberated.

Notes on the alleged threat to a witness were circulated.

Portion of the written submission of the Australian National Airlines Commission was, by leave, incorporated in the Minutes of Evidence.

Mr. L. J. Fitzgerald (Acting Secretary, Australian National Airlines Commission) was called and examined.

Witness withdrew.

The written submission of the Department of Shipping and Transport (omitting the list of publications) was, by leave, incorporated in the Minutes of Evidence.

Mr. G. R. Andrew (Chief Administrative Officer, Department of Shipping and Transport) was called and examined. Witness withdrew.

The written submission of the Department of Labour and National Service (omitting the list of publications) was, by leave, incorporated in the Minutes of Evidence.

The following witnesses, representing the Department of Labour and National Service, were called and examined together:

Mr. A. A. L. Brentwood (Assistant Secretary, Industrial Services Division).

Mr. B. K. Phelan (Chief Administrative Officer).

Witnesses withdrew.

Ordered—That a representative of the Printing and Allied Trades Employers' Federation of Australia be asked to appear before the Committee at 2.45 p.m., Thursday, 27th June.

The written submission of the Department of Supply (omitting the list of publications) was, by leave, incorporated in the Minutes of Evidence.

The following witnesses, representing the Department of Supply, were called and examined together:

Mr. L. F. Bott (First Assistant Secretary (Policy and Co-ordination)).

Mr. L. L. Harris (Executive Officer (Policy)).

Witnesses withdrew.

The Committee adjourned until Wednesday, 26th June, at 9.30 a.m.

WEDNESDAY, 26th JUNE 1963
at Melbourne, Victoria.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Johnson
Senator Marriott	Mr. Stewart
Senator Murphy	
Senator Toohey	

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The following witnesses, representing the Commonwealth Scientific and Industrial Research Organization, were called and examined together:

Mr. G. B. Gresford (Secretary).

Mr. A. E. Scott (Editor-in-Chief).

Mr. T. R. Hunter (Manager, Publishing Section).

Witnesses withdrew.

Mr. A. C. Wood (Director of Trade Publicity, Department of Trade) was called and examined.

An additional written submission of the Department of Trade was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The following witnesses, representing the Department of Civil Aviation, were called and examined together:

Mr. R. D. Phillips (First Assistant Director-General (Administration)).

Mr. J. Martin (Director, Administration and Personnel). Witness withdrew.

Mr. F. W. Krohn was called and examined.

The written submission of Mr. Krohn was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The Committee adjourned until Thursday, 27th June, at 9.30 a.m.

THURSDAY, 27th JUNE 1963
at Melbourne, Victoria.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson
Senator Toohey	

The minutes of the previous meeting were read and confirmed.

The following witnesses, representing B. J. Ball Ltd., were called and examined together:

Mr. J. Gordon (Director).

Mr. J. T. Adams (Sales Promotion Manager).

Witnesses withdrew.

The Committee deliberated.

Mr. R. N. Osborne (Director, Organization and Methods, Postmaster-General's Department) was called and examined.

The written submission of the Postmaster-General's Department (omitting the list of publications) was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The following witnesses, representing the Bureau of Meteorology, were called and examined together:

Mr. J. W. Lillywhite (Assistant Director (Services)).

Mr. T. T. Hall (Inspector (Organization and Methods)).

The written submission of the Bureau of Meteorology (omitting the lists of publications) was, by leave, incorporated in the Minutes of Evidence.

Witnesses withdrew.

The following witnesses, representing the Printing and Allied Trades Employers' Federation of Australia, were called and examined together:

Mr. K. W. Gillespie (Secretary).

Mr. J. R. Heathcote (Federal Councillor).

The written submission of the Printing and Allied Trades Employers' Federation of Australia was, by leave, incorporated in the Minutes of Evidence.

Witnesses withdrew.

The alleged threat to a witness was considered by the Committee.

Senator Murphy moved, That the Chairman obtain the further advice of the Clerks of the Senate and of the House of Representatives and if that advice is to proceed further in the matter, that Dr. Caiden and Mr. H. L. White be summoned to appear before the Committee at 10.30 a.m., Tuesday, 2nd July, in Sydney.

Question put.

The Committee divided—

Ayes—4

Senator Toohey
Senator Murphy
Mr. Johnson
Mr. Stewart

Noes—2

Senator Breen
Mr. Wilson

And so it was resolved in the affirmative.

The Committee adjourned until Tuesday, 2nd July, at 10.30 a.m.

TUESDAY, 2nd JULY 1963
at Sydney, N.S.W.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

On the motion of Senator Murphy, it was agreed, That the Committee authorizes the publication of all documents laid before it and of all evidence given before it.

The alleged threat to a witness was further considered by the Committee.

Advice from Mr. R. H. C. Loof (Clerk of the Senate) and Mr. A. G. Turner (Clerk of the House of Representatives) was submitted to the Committee.

On the motion of Mr. Stewart, it was agreed, That Dr. G. E. Caiden (Research Fellow, Department of Political Science, Australian National University) be called and further examined.

The hearing being held *in camera*—

Dr. Caiden was called, sworn and further examined.

Witness withdrew.

Senator Marriott moved, That no further action be taken in the matter.

Discussion ensued.

Motion, by leave, withdrawn.

Mr. Johnson moved, That Mr. H. L. White (National Librarian and Commonwealth Parliamentary Librarian) be called and examined.

Question put.

The Committee divided.

Ayes—5

Senator Breen
Senator Marriott
Senator Murphy
Mr. Johnson
Mr. Stewart

Noes—1

Mr. Wilson

And so it was resolved in the affirmative.

The hearing being held *in camera*—

Mr. White was called, sworn and examined.

Witness withdrew.

On the motion of Mr. Stewart, it was agreed, That no further discussion take place on the matter until the transcript of Mr. White's evidence is available to members of the Committee.

Mr. G. D. Richardson (Principal Librarian, Public Library of New South Wales) was called and examined.

The written submission of the Principal Librarian was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

Mr. D. A. S. Caithness (Managing Director, The Law Book Company of Australasia Pty. Ltd.) was called and examined.

The written submission of the Law Book Company was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

The alleged threat to a witness was further considered by the Committee.

Senator Murphy moved, That in obtaining further advice on the matter the Chairman should consult the President and the Speaker as well as the Clerks of the Houses.

Debate ensued.

Debate adjourned until the next day of sitting.

The Committee adjourned until Wednesday, 3rd July, at 9.30 a.m.

WEDNESDAY, 3rd JULY 1963
at Sydney, N.S.W.

Present:

	Mr. Erwin (<i>Chairman</i>)
Senator Breen	Mr. Johnson
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

Mr. F. C. Judson (Manager, Butterworth and Company (Australia) Ltd.) was called and examined.

The written submission of Butterworth and Company was, by leave, incorporated in the Minutes of Evidence.

Witness withdrew.

Mr. J. R. G. O'Donnell (Acting N.S.W. Government Printer) was called and examined.

Witness withdrew.

The Committee deliberated.

Consideration resumed of Senator Murphy's motion in relation to the alleged threat to a witness, viz.:

That in obtaining further advice on the matter the Chairman should consult the President and the Speaker as well as the Clerks of the Houses.

Question put.

The Committee divided—

<i>Ayes—4</i>	<i>Noes—1</i>
Senator Breen	Mr. Wilson
Senator Marriott	
Senator Murphy	
Mr. Stewart	

And so it was resolved in the affirmative.

The Committee deliberated.

Written submissions received from the following were, by leave, incorporated in the Minutes of Evidence:

The Librarian, Library of Parliament, Sydney.

The Librarian, Library of the Parliament, Melbourne.

The Parliamentary Librarian, Parliament House, Brisbane.

The Acting State Librarian, The Library Board of Western Australia.

The State Librarian, The State Library of Tasmania.

The Australian Advisory Council on Bibliographical Services.

The Library Association of Australia.

A Committee of members of the Professorial Board and the Librarian, The University of Melbourne.

The University of Adelaide.

Professors J. D. B. Miller, G. Sawyer, R. S. Parker and Mr. D. F. Wrigley, Australian National University.

The Librarian, University of Queensland.

The Librarian, University of Western Australia.

The Librarian, University of Tasmania.

Extracts from submissions of Departments and Authorities not called.

The Committee adjourned until Tuesday, 30th July, at 10.30 a.m.

TUESDAY, 30th JULY 1963
at Canberra, A.C.T.

Present:

	Mr. Erwin (<i>Chairman</i>)
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The written submission of the Clerk of the House of Representatives was, by leave, incorporated in the Minutes of Evidence.

Mr. A. G. Turner (Clerk of the House of Representatives) was called and examined.

Witness withdrew.

The Committee deliberated.

The written submission of the Department of the Treasury was, by leave, incorporated in the Minutes of Evidence.

Mr. C. L. S. Hewitt (Deputy Secretary, Department of the Treasury) was called and examined.

Witness withdrew.

The Committee adjourned until Wednesday, 31st July, at 9.30 a.m.

WEDNESDAY, 31st JULY 1963
at Canberra, A.C.T.

Present:

	Mr. Erwin (<i>Chairman</i>)
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

Mr. J. Q. Ewens (Parliamentary Draftsman, Attorney-General's Department) was called and examined.

Witness withdrew.

The Committee deliberated.

The following witnesses, representing the Public Service Board, were called and examined together:

Mr. P. A. Nott (Inspector).

Mr. R. Phillips (Inspector).

Mr. J. L. Brady (Assistant Inspector).

On the motion of Mr. Johnson, it was agreed, That this Committee place on record its deep appreciation of the outstanding work carried out on its behalf by Messrs. Nott, Phillips and Brady and that the Public Service Board be informed accordingly.

Witnesses withdrew.

The Committee deliberated.

The Committee adjourned until Thursday, 1st August, at 9.30 a.m.

The Committee adjourned until Monday, 12th August, at 8.00 p.m.

MONDAY, 12th AUGUST 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The Committee adjourned until Tuesday, 20th August, at 9.30 a.m.

THURSDAY, 1st AUGUST 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart

A further submission of the Commonwealth Government Printer was, by leave, incorporated in the Minutes of Evidence.

Mr. A. J. Arthur (Commonwealth Government Printer) was re-called and examined.

Witness withdrew.

The following witnesses, representing Addressograph-Multigraph of Australia Pty. Ltd., were called and examined together:

Mr. D. L. Zerkel (Managing Director).

Mr. L. V. Westende (Manager, Government Division).

Witnesses withdrew.

The minutes of the previous meeting were read and confirmed.

Written submissions received from the following were, by leave, incorporated in the Minutes of Evidence:

The Repatriation Department.

The Insurance Commissioner.

The section headed "General" from the Commonwealth Experimental Building Station.

Professor R. L. Sharwood, School of General Studies, Australian National University.

The statements of the Public Service Board in pursuance of the Committee's Resolution of 10th April, 1963.

On the motion of Senator Marriott, a vote of thanks was extended to the Hansard Reporters for the work carried out by them during the Committee's inquiry.

TUESDAY, 20th AUGUST 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The Chairman informed the Committee that, in accordance with the resolution of the Committee of the 3rd July, 1963, he had consulted the Presiding Officers and the Clerks of the Houses in relation to the alleged threat to a witness. The Chairman reported that the Presiding Officers are satisfied that the Committee has done all that is necessary to protect its witnesses and the privileges of the Parliament. The Presiding Officers feel that the Committee has clearly and properly shown that a Committee of the Parliament will not tolerate interference or intimidation in respect of its witnesses and that the Parliament will protect witnesses appearing before its Committees to the fullest extent.

On the motion of Senator Murphy, it was agreed, That, in accordance with the advice from the Presiding Officers, no further action be taken by the Committee in respect of the alleged threat to a witness.

Senator Marriott moved, That the evidence of Dr. G. E. Caiden, taken in public, together with the sworn evidence of Dr. Caiden and Mr. H. L. White taken *in camera*, be not tabled in the Parliament.

Debate adjourned until the next day of sitting.

Joint Select Committee on Parliamentary and Government Publications

The Committee adjourned until Tuesday, 27th August, at 10.30 a.m.

TUESDAY, 27th AUGUST 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

Consideration resumed of Senator Marriott's motion, viz.:

That the evidence of Dr. G. E. Caiden taken in public, together with the sworn evidence of Dr. Caiden and Mr. H. L. White taken *in camera*, be not tabled in the Parliament.

Motion, by leave, withdrawn.

On the motion of Senator Marriott, it was agreed, That of the evidence of Dr. G. E. Caiden, only the first submission be tabled, and that the evidence of Mr. H. L. White taken *in camera* be not tabled.

Mr. Wilson moved, That the references to Dr. Caiden's second submission on pages 502, 503 and 504 of the Minutes of Evidence be not tabled in the Parliament.

Debate adjourned until a later hour this day.

The Committee deliberated.

Consideration resumed of Mr. Wilson's motion, viz.:

That the references to Dr. Caiden's second submission on pages 502, 503 and 504 of the Minutes of Evidence be not tabled in the Parliament.

Question—put and passed.

The Committee deliberated.

The Committee adjourned until Wednesday, 28th August, at 4.00 p.m.

WEDNESDAY, 28th AUGUST 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The Committee adjourned.

THURSDAY, 24th OCTOBER 1963
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. King
Senator Murphy	Mr. Stewart
	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Chairman submitted a Draft Report (being a Report that the Committee have been unable to complete their Inquiry).

The Committee proceeded to the consideration of the Draft Report.

Paragraph 1 agreed to.

Paragraph 2 amended and agreed to.

Paragraph 3 agreed to.

New paragraph 4 submitted and agreed to in lieu of draft paragraph 4.

Paragraph 5 amended and agreed to.

Resolved—That the Draft Report, as amended, be the Report of the Committee.

On the motion of Senator Murphy, a vote of thanks was extended to the Chairman, Vice-Chairman and the staff of the Committee.

The Committee adjourned.

(The Committee ceased to exist with the dissolution of the House of Representatives on 1st November 1963. It was re-constituted by resolutions of the House of Representatives and the Senate on 5th March, 1964.)

TUESDAY, 17th MARCH 1964
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Toohey	Mr. King
	Mr. Stewart

The entries in the Votes and Proceedings No. 6 of 5th March, 1964 and the Journals No. 6 of the same date, regarding the re-appointment of the Committee and of Members and Senators to serve on the Committee, were announced by the Chairman.

The Chairman also announced that, in exercise of his power under paragraph 3 of the resolution of the House of Representatives, he appointed Mr. Stewart as Deputy Chairman.

The Chairman submitted his Draft Report.

Resolved—That the Draft Report be considered by the Committee at its next meeting.

The Committee deliberated.

The Committee adjourned until Tuesday, 7th April, 1964 at 10.30 a.m.

TUESDAY, 7th APRIL 1964
at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. King
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson
Senator Toohey	

The minutes of the previous meeting were read and confirmed.

The Committee proceeded to the consideration of the Draft Report.

Paragraphs 1-7 agreed to.
Paragraph 8 amended and agreed to.
Paragraphs 9-14 agreed to.
Paragraph 15 amended and agreed to.
Paragraphs 16-18 agreed to.
Paragraph 19 amended and agreed to.
Paragraphs 20-36 agreed to.
Paragraph 37 postponed.
Paragraph 38 amended and agreed to.
Paragraph 39 agreed to.
Paragraphs 40-47 postponed.
Paragraphs 48-51 agreed to.
Paragraph 52 postponed.
Paragraph 53 agreed to.
Paragraph 54 amended and agreed to.
Paragraph 55 amended and agreed to.
Paragraphs 56-65 agreed to.
Paragraph 66 amended and agreed to.
Paragraph 67 amended and agreed to.
Paragraphs 68-70 agreed to.
Paragraph 71 amended and agreed to.
Paragraphs 72-74 agreed to.
Paragraph 75 postponed.
Paragraphs 76-80 agreed to.
New paragraphs 80A and 80B agreed to.
New paragraph 80C amended and agreed to.
Paragraph 81 agreed to.
Paragraph 82 amended and agreed to.
Paragraphs 83-84 agreed to.
Paragraph 85 amended and agreed to.
Paragraph 86 amended and agreed to.
Paragraph 87 omitted.
Paragraph 88 amended and agreed to.
Paragraphs 89-95 agreed to.
New paragraph 95A amended and agreed to.
Paragraphs 96-98 omitted.
Paragraph 99 amended and agreed to.
Paragraph 100 agreed to.
Paragraph 101 amended and agreed to.
Paragraphs 102-108 agreed to.
Paragraph 109 amended and agreed to.
Paragraphs 110-116 agreed to.
Paragraph 117 amended and agreed to.
Paragraph 118 agreed to.
Paragraph 119 amended and agreed to.
Paragraph 120 amended and agreed to.
Paragraphs 121-128 agreed to.

Paragraph 129 omitted.

Paragraph 130 agreed to.

Paragraph 131 amended and agreed to.

Postponed paragraph 37 amended and agreed to.

The Committee adjourned until Wednesday, 8th April, 1964, at 4 p.m.

WEDNESDAY, 8th APRIL 1964
at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. King
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson
Senator Toohey	

The minutes of the previous meeting were read and confirmed.

The Committee continued with the consideration of the Draft Report.

Paragraphs 132-134 agreed to.
Paragraph 135 amended and agreed to.
Paragraphs 136-139 agreed to.
Paragraph 140 amended and agreed to.
Paragraphs 141-142 agreed to.
Paragraph 143 amended and agreed to.
Paragraphs 144-145 postponed.
Paragraph 146 amended and agreed to.
Paragraphs 147-149 agreed to.
Paragraph 150 amended and agreed to.
Paragraphs 151-160 agreed to.
Paragraph 161 amended and agreed to.
Paragraph 162 agreed to.
Paragraph 163 postponed.
Paragraphs 164-166 agreed to.
Paragraph 167 postponed.
Paragraphs 168-169 agreed to.
Paragraph 170 amended and agreed to.
Paragraph 171 amended and agreed to.
Paragraph 172 amended and agreed to.
Paragraphs 173-176 agreed to.
Paragraphs 177-178 postponed.
Paragraphs 179-183 agreed to.
New paragraph 183A agreed to.
Paragraphs 184-188 agreed to.
Paragraph 189 amended and agreed to.
Paragraphs 190-192 omitted.
Paragraph 193 amended and agreed to.
Paragraph 194 omitted.
Paragraph 195 amended and agreed to.
Paragraph 196 amended and agreed to.
Paragraphs 197-198 agreed to.
Paragraph 199 amended and agreed to.
Paragraph 200 amended and agreed to.
Paragraphs 201-204 agreed to.
Paragraph 205 amended and agreed to.
Paragraph 206 agreed to.
Paragraph 207 amended and agreed to.

Paragraph 208 agreed to.
 Paragraph 209 amended and agreed to.
 Paragraphs 210-211 agreed to.
 Paragraph 212 amended and agreed to.
 Paragraph 213 amended and agreed to.
 Paragraph 214 agreed to.
 Paragraph 215 amended and agreed to.
 Paragraphs 216-220 agreed to.
 Paragraph 221 amended and agreed to.
 Paragraph 222 amended and agreed to.
 Paragraph 223 agreed to.
 Paragraph 224 amended and agreed to.
 Paragraphs 225-227 agreed to.
 Paragraph 228 amended and agreed to.
 Paragraph 229 agreed to.
 Paragraph 230 amended and agreed to.
 Paragraph 231 amended and agreed to.
 Paragraphs 232-236 agreed to.
 Paragraph 237 postponed.
 Paragraph 238 amended and agreed to.
 Paragraph 239 agreed to.
 Paragraph 240 amended and agreed to.
 Paragraph 241 amended and agreed to.
 Paragraphs 242-243 omitted.
 Paragraphs 244-326 postponed.
 Paragraphs 327-329 agreed to.
 Paragraph 330 amended and agreed to.
 Paragraphs 331-334 agreed to.
 Paragraph 335 amended and agreed to.
 Paragraphs 336-339 agreed to.
 Paragraph 340 amended and agreed to.
 Paragraph 341 amended and agreed to.
 Paragraph 342 agreed to.
 Paragraph 343 amended and agreed to.
 Paragraph 344 agreed to.
 Paragraph 345 amended and agreed to.
 Paragraph 346 agreed to.
 Paragraph 347 amended and agreed to.
 Paragraph 348 omitted.
 Paragraph 163 agreed to.

The Committee adjourned until Thursday, 9th April, 1964, at 9.15 a.m.

THURSDAY, 9th APRIL 1964
 at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Stewart
Senator Marriott	Mr. King
Senator Murphy	Mr. Wilson
Senator Toohy	

The minutes of the previous meeting were read and confirmed.

The Committee continued with the consideration of the Draft Report.

Paragraphs 349-353 postponed.
 Paragraph 354 agreed to.
 Paragraph 355 amended and agreed to.
 Paragraph 356 amended and agreed to.
 Paragraph 357 amended and agreed to.
 Paragraph 358 agreed to.
 Paragraphs 359-360 agreed to.
 Paragraph 341 reconsidered.
 Consideration was given to the following paragraphs which had been postponed.
 Paragraph 244 amended and agreed to.
 Paragraph 245 amended and agreed to.
 Paragraph 246 amended and agreed to.
 Paragraphs 247-248 agreed to.
 Paragraph 249 amended and agreed to.
 Paragraph 250 amended and agreed to.
 Paragraph 251 amended and agreed to.
 Paragraph 252 agreed to.
 Paragraph 253 amended and agreed to.
 Paragraphs 254-255 agreed to.
 Paragraphs 256-263 reframed as four paragraphs, amended and agreed to.
 Paragraph 264 agreed to.
 Paragraph 67, as amended, was reconsidered.
 Consideration was resumed on the paragraphs which had been postponed.
 Paragraph 265 amended and agreed to.
 Paragraph 266 agreed to.
 Paragraphs 266A-266C omitted.
 Paragraphs 267-271 agreed to.
 Paragraph 272 amended and agreed to.
 Paragraph 273 amended and agreed to.
 Paragraphs 274-275 agreed to.
 Paragraph 276 amended and agreed to.
 Paragraphs 277-278 agreed to.
 Paragraph 279 amended and agreed to.
 Paragraph 280 agreed to.
 Paragraph 281 amended and agreed to.
 New paragraph 281A agreed to.
 New paragraph 281B amended and agreed to.
 New paragraphs 281C-281D agreed to.
 Paragraphs 282-284 agreed to.
 Paragraph 285 amended and agreed to.
 Paragraph 286 amended and agreed to.
 Paragraph 287 amended and agreed to.
 Paragraphs 288-293 agreed to.
 Paragraphs 294-296 postponed.
 Paragraph 297 agreed to.
 Paragraph 298 amended and agreed to.
 Paragraph 299 amended and agreed to.
 Paragraph 300 amended and agreed to.
 Paragraph 301 agreed to.
 Paragraph 302 amended and agreed to.
 Paragraph 303 amended and agreed to.
 Paragraphs 304-306 agreed to.
 Paragraph 307 omitted.
 Paragraph 308 amended and agreed to.
 Paragraph 309 amended and agreed to.
 Paragraphs 310-312 agreed to.
 Paragraph 313 amended and agreed to.
 New paragraphs 313A-313D agreed to.

Paragraphs 314-325 agreed to.
 Paragraph 326 amended and agreed to.
 The Committee adjourned until Tuesday, 14th April, 1964 at 10.30 a.m.

TUESDAY, 14th APRIL 1964
 at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. Johnson
Senator Marriott	Mr. King
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

The Committee continued with the consideration of the Draft Report.

Paragraphs 40-41 agreed to.
 Paragraph 42 amended and agreed to.
 Paragraph 43 amended and agreed to.
 Paragraphs 44-46 agreed to.
 Paragraph 47 amended and agreed to.
 Paragraph 52 amended and agreed to.
 New paragraph 52A amended and agreed to.
 Paragraph 67, as amended, was reconsidered, further amended and agreed to.
 Paragraph 75 amended and agreed to.
 Paragraph 77 was reconsidered, amended and agreed to.
 Paragraph 78 was reconsidered, amended and agreed to.
 New paragraph 80A omitted.
 New paragraph 80B was reconsidered, amended and agreed to.
 New paragraph 119A amended and agreed to.
 Paragraph 144 agreed to.
 Paragraph 145 amended and agreed to.
 Paragraph 167 amended and agreed to.
 Paragraph 177 agreed to.
 Paragraph 178 amended and agreed to.
 Paragraph 198 was reconsidered, amended and agreed to.
 Paragraph 199 was reconsidered and omitted.
 New paragraph 210A amended and agreed to.
 Paragraph 275 was reconsidered and omitted.
 New paragraph 281E amended and agreed to.
 Paragraph 326, as amended, was reconsidered, further amended and agreed to.
 Paragraph 347, as amended, was reconsidered, further amended and agreed to.
 Paragraph 356, as amended, was reconsidered, further amended and agreed to.
 Paragraph 357 was reconsidered and omitted.
 New paragraphs 349-353B were submitted to replace postponed paragraphs 349-353.
 Paragraph 349 amended and agreed to.
 Paragraph 350 amended and agreed to.
 Paragraph 351 agreed to.
 Paragraphs 352, 353 and 353A omitted.

Paragraph 353B amended and agreed to.
 Postponed paragraph 237 was reconsidered and again postponed.

Paragraph 265 as amended was reconsidered.
 Paragraph 273, as amended, was reconsidered, further amended and agreed to.

New paragraphs 294-296E were submitted to replace postponed paragraphs 294-296 and considered.

The Committee adjourned until Wednesday, 15th April, 1964, at 4 p.m.

WEDNESDAY, 15th APRIL 1964
 at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Breen	Mr. King
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson
Senator Toohey	

The minutes of the previous meeting were read and confirmed.

The Committee deliberated.

The Committee continued with the consideration of new paragraphs 294-296E.

Paragraph 294 amended and agreed to.
 Paragraph 295 amended and agreed to.
 Paragraph 296 amended and agreed to.
 Paragraph 296A amended and agreed to.
 Paragraph 296B amended and agreed to.
 Paragraph 296C amended and agreed to.
 Paragraph 296D agreed to.
 Paragraph 296E amended and agreed to.
 The Committee deliberated.

The Committee adjourned until Tuesday, 21st April, 1964, at 4 p.m.

TUESDAY, 21st APRIL 1964
 at Canberra, A.C.T.

Present:

Mr. Erwin (*Chairman*)

Senator Marriott	Mr. Johnson
Senator Murphy	Mr. Stewart
Senator Toohey	Mr. Wilson

The minutes of the previous meeting were read and confirmed.

Copies of the amended Draft Report were circulated.

The Committee deliberated.

The Committee adjourned until Thursday, 23rd April, 1964 at 9.30 a.m.

THURSDAY, 23rd APRIL 1964
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. Johnson
Senator Marriott	Mr. Stewart
Senator Murphy	Mr. Wilson
Senator Toohey	

The minutes of the previous meeting were read and confirmed.

The Committee proceeded to the consideration of the amended Draft Report and made further amendments.

The Committee deliberated.

On the motion of Senator Toohey, a vote of thanks was extended to the Chairman, Vice-Chairman and Clerk to the Committee.

The Committee adjourned until Tuesday, 5th May, 1964 at 4 p.m.

TUESDAY, 5th MAY 1964
at Canberra, A.C.T.

Present:

Mr. Erwin (<i>Chairman</i>)	
Senator Breen	Mr. King
Senator Marriott	Mr. Johnson
Senator Murphy	Mr. Stewart
Senator Toohey	

The minutes of the previous meeting were read and confirmed.

The Committee further considered the amended Draft Report.

Resolved—That the Draft Report, as amended, be the Report of the Committee.

The minutes of this meeting were read and confirmed.

The Committee adjourned *sine die*.

