

THE PARLIAMENT OF CANADA

JOINT COMMITTEE OF PARLIAMENT

NINETY-NINTH

DEPARTMENT OF

JOINT COMMITTEE OF PUBLIC ACCOUNTS

SEVENTH COMMITTEE

R. Cleaver, Esquire, M.P. (Chairman)

Senator J.F. Fitzgerald (Vice-Chairman)

Senator J.J. Webster

F.W. Collard, Esquire, M.P.

Senator Dame Ivy Wedgwood

J.F. Cope, Esquire, M.P. (1)

J.D.M. Dobie, Esquire, M.P.

E.M.C. Fox, Esquire, M.P.

G.H. Gray, Esquire, M.P. (2)

E.W. Peters, Esquire, M.P.

I.L. Robinson, Esquire, M.P.

The Senate and the House of Representatives appointed their
Members on 22nd February, 1967.

(1) Appointed 23rd August, 1967.

(2) Deceased 2nd August, 1967.

DUTIES OF THE COMMITTEE

Section 8 of the Public Accounts Committee Act 1951-1966 reads as follows :-

8. The duties of the Committee are -

- (a) to examine the accounts of the receipts and expenditure of the Commonwealth and each statement and report transmitted to the Houses of Parliament by the Auditor-General in pursuance of sub-section (1.) of section fifty-three of the Audit Act 1901-1950;
- (b) to report to both Houses of the Parliament, with such comment as it thinks fit; any items or matters in those accounts, statements and reports, or any circumstances connected with them, to which the Committee is of the opinion that the attention of the Parliament should be directed;
- (c) to report to both Houses of the Parliament any alteration which the Committee thinks desirable in the form of the public accounts or in the method of keeping them, or in the mode of receipt, control, issue or payment of public moneys; and
- (d) to inquire into any question in connexion with the public accounts which is referred to it by either House of the Parliament, and to report to that House upon that question,

and include such other duties as are assigned to the Committee by Joint Standing Orders approved by both Houses of the Parliament.

TABLE OF CONTENTSPART 1INTRODUCTORY AND GENERAL

<u>Chapter</u>		<u>Page</u>
1	The Scope and Conduct of the Inquiry	5
2	The History of Australian Migration Administration	9
	(a) Prior to 1945	9
	(b) The Post-war Period	13
	. Assisted Migration Agreements and Arrangements	16
	. Refugees, Displaced Persons and International Organisations	19
	. Unassisted Migration	21
	. Planning and Advisory Councils	22
	. Community Participation in Migrant Integration	25
3	The Legislation Administered by the Department	28
	(a) Aliens Act 1947-1966	28
	(b) Immigration (Guardianship of Children) Act 1946-1966	29
	(c) Migration Act 1958-1966	32
	. Entry Permits	33
	. Deportation	33
	. General Provisions	34
	. Control of Immigration Agents	35
	. Emigration of Children and Aborigines	35
	. Miscellaneous	35
	(d) Nationality and Citizenship Act 1948-1966	36
	(e) Nationality and Citizenship (Burmese) Act 1950-1966	37
	(f) Passports Act 1938-1966	39
	(g) Temple Society Trust Fund Act 1949-1965	40
	(h) Legal Proceedings Under Legislation Administered by the Department	42

PART IITHE ORGANISATION AND FUNCTIONS OF THE DEPARTMENT

4	General Structure of the Department	43
	(a) Functions of the Department	45
5	The Planning Branch	47
	(a) Research and Statistics Section	50
	(b) Secretariat Section	53
	(c) Special Projects Section	55

4(a)

<u>Chapter</u>		<u>Page</u>
6	The Operations Branch	60
	(a) British Section	61
	(b) Foreign Section	65
	(c) Transport Section	67
	(d) Development Section	67
7	The Entry Policy Branch	69
	(a) Non-European Section	70
	(b) Students and Visitors Section	71
	(c) Control Section	74
8	The Citizenship Branch	80
	(a) Integration and Education Section	81
	(b) Nationality, Citizenship and Passports Section	91
	(c) Good Neighbour Councils Section	99
9	The Publicity Branch	101
	(a) Press, Radio and Films Section	103
	(b) Publications and General Section	108
	(c) Office Services Section	111
10	The Special Reports Branch	113
11	The Establishments and Finance Branch	116
	(a) Training Section	118
	(b) Establishments and Services Section	119
	(c) Finance Section	122
	(d) Migrant Accommodation Section	124
	(e) Temple Trust Fund Section	125
12	Staff Recruitment	126
13	Staff Training	131
	(a) General Training	131
	(b) Training for Overseas Service	137
	(c) Foreign Language Training	138
	(d) Training in Accounting Procedures	141
14	State Offices	145
	(a) Office Accommodation	148
	(b) Designation of Executive Officers	150
	(c) Delegations	151
	(d) Operations Branch	152
	(e) Citizenship Branch	156
	(f) Entry Branch	162
15	Overseas Posts	179

<u>Chapter</u>	<u>PART III</u> <u>THE OPERATIONS OF THE DEPARTMENT</u>	<u>Page</u>
16	Planning the Immigration Programme	188
17	The Immigration Publicity Campaign	193
	(a) Films	194
	(b) Television	195
	(c) Radio	196
	(d) Stories and Articles	197
	(e) Other Publications	198
18	The Transportation, Reception and Accommodation of Migrants	201
	(a) Transportation	201
	(b) Reception	206
	(c) Accommodation	208
19	The Integration of Migrants	221
	(a) Education	224
	(b) Employment	233
	(c) Citizenship	239
20	The Problem of Returning Migrants	246
21	Financial Administration	256
	(a) Revenue 1959-60 to 1965-66	256
	(b) Expenditure 1959-60 to 1965-66	257
	. Assisted Migration Agreements and Arrangements	261
	. Publicity	264
	. Reception and Movement of Migrants upon Disembarkation	266
	. Migrant Accommodation	266
	. Financial Assistance to Good Neighbour Councils	270
	. Administration Costs	272
	. Overtime	272
	. Office and Other Accommodation	276
	. Telephone Facilities	281
	. Payments to Government Authorities for Services Rendered	284
	(c) Financial Control	287
	(d) Internal Audit	290
	<u>PART IV</u> <u>CONCLUSIONS AND FINDINGS</u>	
22	Conclusions	298
23	Findings	308

ChapterPageAPPENDICES

Appendix No. 1	Index to Exhibits	310
Appendix No. 2	Migration Schemes	311
Appendix No. 3	Legal Opinions	324
Appendix No. 4	Organisation Charts	335
Appendix No. 5	Publicity	364

JOINT COMMITTEE OF PUBLIC ACCOUNTSNINETY-FOURTH REPORTTHE DEPARTMENT OF IMMIGRATIONPART I - INTRODUCTORY AND GENERALCHAPTER 1THE SCOPE AND CONDUCT OF THE INQUIRY

In pursuance of section 8 of the Public Accounts Committee Act 1951-1966, Your Committee resolved on 28th February, 1967, to inquire into the accounts of the Department of Immigration. This decision was made, not because the Department has been the subject of censure, but because of the significance of immigration as an important element of population growth in an expanding Australian economy and because, in the discharge of their responsibilities, many Members of the Parliament find themselves engaged frequently with the Department of Immigration on behalf of migrants and organisations concerned with migration problems in their constituencies. Your Committee feels that this Report, which, in dealing with the accounts of the Department also of necessity traverses much of the Department's detailed administration, will prove to be a useful source of information for Members of the Parliament and the public.

2. In formulating its approach to this inquiry, Your Committee recognised that considerable benefit would be gained if evidence were to be taken not only from the Central Administration of the Department located in Canberra but also from a regional office located in a State where much of the actual detailed administration of the migration programme is performed and that the evidence taken in public inquiry would be enhanced further if inspections were carried out of migrant hostels and holding centres where many newly-arrived migrants live and where they experience their first practical contacts with their new environment.

3. For the purpose of the inquiry, we obtained a number of statements as Exhibits from the Department of Immigration as shown in Appendix No. 1 to this Report.

4. The statements referred to were made the subject of a public inquiry at the locations and on the dates shown below:

Parliament House - Canberra

Tuesday 4th April, 1967.	Monday 8th May, 1967.
Friday 7th April, 1967.	Tuesday 9th May, 1967.
Tuesday 11th April, 1967.	Thursday 11th May, 1967.
Friday 14th April, 1967.	Tuesday 16th May, 1967.
Tuesday 18th April, 1967.	Wednesday 24th May, 1967.
Tuesday 2nd May, 1967.	Friday 26th May, 1967.

Parliament House - Brisbane

Tuesday 23rd May, 1967.

5. The following witnesses, representing the Department of Immigration, were sworn and examined by Your Committee at the public inquiry:

Mr. R.E. Armstrong, O.B.E.	First Assistant Secretary, Planning and Operations Division
Mr. J.E. Blackie	Administrative Officer, Establishments and Finance Branch
Mr. H. Boardman	Director, Publicity Branch
Mr. W.K. Brown	Chief Migration Officer
Mr. E.L. Charles	Assistant Secretary, Entry Policy Branch
Mr. S.J. Dempsey	Assistant Secretary, Citizenship Branch
Mr. R.F. Harris	Assistant Secretary, Operations Branch
Mr. P.R. Heydon, C.B.E.	Secretary
Mr. G.E. Hitchins	Commonwealth Director of Migration, New South Wales

7.

Mr. T.T. McElroy	Finance Office, Establishments and Finance Branch
Mr. H. McGinness	First Assistant Secretary, Entry and Citizenship Division
Mr. J.C. McKellar	Officer-in-Charge, Establishments and Finance Branch, Queensland
Mr. J.D. Stanton	Officer-in-Charge, Operations Branch, Queensland
Mr. T.R. Sullivan	Officer-in-Charge, Citizenship Branch, Queensland
Mr. G.C. Watson	Assistant Secretary, Planning Branch
Mr. J.M.E. Williamson	Director, Establishments and Finance Branch
Mr. H.D. Winterbottom	Commonwealth Director of Migration, Queensland

6. During our inquiry we were assisted by the following observers:

Mr. V.J. Ayres	}	Auditor-General's Office
Mr. A.K. Regless		
Mr. H.W. Harper	}	Public Service Board
Mr. G.N. Vanthoff		
Mr. G.J. Balfour	}	Department of the Treasury
Mr. M.L. Salter		
Mr. G.R. Virtue		

7. As part of our investigations we carried out the following inspections:

Queensland

Tuesday 23rd May, 1967

The Commonwealth Migration Office,
224 Adelaide Street, Brisbane.
The International Air Terminal,
Eagle Farm.
The Vacol Hostel, Ipswich Road,
Wacol.

New South Wales

Wednesday 24th May, 1967

The Bunnerong Hostel, Bunnerong Road,
Matraville.
The Cabramatta Hostel, Alick Street,
Cabramatta.
The Villawood Hostel, Miowera Road,
Leighton Field.

Victoria

Wednesday 2nd August, 1967 The Holding Centre, Bonegilla
Thursday 3rd August, 1967 The Holding Centre, Benalla

8. In addition to these inspections, we also examined printed publications produced by the Department and on 2nd August, 1967, viewed a selection of films relating to life in Australia produced for showing in overseas countries.

9. Evidence submitted to Your Committee as at 26th May, 1967, and additional material prepared at our request subsequent to that date, constitutes the basis of the present Report.

10. For simplicity of presentation, the Report has been divided into four parts:

- | | | |
|----------|---|--|
| Part I | - | Introduction |
| Part II | - | The Organisation and Functions of the Department |
| Part III | - | The Operations of the Department |
| Part IV | - | Conclusions |

CHAPTER 2The History of Australian Migration AdministrationPrior to 1945

11. Although the migration function in Australia has its origins in the period of earliest colonial settlement, Commonwealth responsibility in this area did not commence until 1st January, 1901, when the Commonwealth was formed. Exhibit 94/1

12. During the first half of the nineteenth century matters affecting migration to Australia were decided in London. The flow of free settlers grew from 1820 onwards and in the years 1832 to 1841 the Australian population almost trebled. During that period, 60 per cent of voluntary migrants received free or assisted passages, for which funds were provided from the sale of crown land. The highest rate of migration to Australia occurred during the gold rush period. Over the years 1852 to 1854, for example, the population increased by 13 per cent. Long before Federation, the Australian Colonies were regulating immigration individually, particularly from Asian sources, and encouraging migration from Britain. Exhibit 94/1

13. Section 51 of the Commonwealth of Australia Constitution Act, 1900, empowered the Commonwealth to make laws with respect to:-

- (xix) naturalisation and aliens
 - (xxvi) people of any race other than the aboriginal race in any State for whom it was deemed necessary to make special laws
 - (xxvii) immigration and emigration
 - (xxviii) the influx of criminals
- Exhibit 94/1

The Commonwealth first legislated under these powers when, in 1901, the Parliament passed the Immigration Restriction Act and the Pacific Island Labourers Act.

14. We were informed that as the States were reluctant to withdraw from the Immigration field and as it was felt at the time that the newly-formed Commonwealth was not yet properly equipped to deal with matters which had been dealt with efficiently by the States, the Commonwealth and the States failed to reach agreement on a common policy of immigration during the decade following federation. In these circumstances the Commonwealth limited its activities in respect of encouraged migration to a general advertising campaign which was carried out under the supervision of the Department of External Affairs in Britain, Europe and the United States of America. Between 1909 and 1914, large numbers of assisted migrants came to Australia under various State schemes.

Exhibit
94/1 and Q.9

15. In 1920, following a post-war upsurge in Immigration, the Commonwealth and States reached agreement on the division of assisted migration functions. The Commonwealth undertook to select and grant financial assistance to migrants whilst the States retained responsibility for deciding on the numbers and categories of migrants required and for accommodating and employing them on arrival. In that year, the Commonwealth appointed a Director of Immigration in London and in 1921 took over all aspects of Australian migration work in Britain, thus eliminating, or at least reducing, competition between the States for available migrants.

Exhibit
94/1 and
Qs. 10 and 11

16. During the early 1920s the British and Australian Governments found an identity of interest in the promotion of British migration to Australia, particularly in connection with land settlement schemes and public works and in 1925 entered into an agreement whereby they contributed jointly an amount of 234 million (\$68 million) for migration promotion. In 1926 the Development and Migration Act constituted a Commission to stimulate development as a preliminary to attracting large numbers of migrants but by 1929, due to the intervention of the economic depression, the Commission had spent only £5.5 million (\$11 million) of its total funds available. In 1930 the Commonwealth Government decided that the depression had rendered the Commission redundant and it was abandoned. When the Government again entered

Exhibit
94/1 and
Qs. 12 to 15

the assisted migration field in 1938, the scheme which it then implemented with the co-operation of the British Government was suspended at the outbreak of World War II in 1939.

17. The Department of External Affairs was responsible for all migration matters in the early years of Federation. In 1919 this Department was absorbed into the Prime Ministers and External Affairs Departments, which retained control of assisted migration until 1925 when it was passed to the Department of Markets and Migration. In 1926 the function was transferred to the Prime Minister's Department where it remained until 1936 when it became a responsibility of the Department of the Interior. Migration functions, other than assisted migration, however, passed from the Department of External Affairs to the Department of Home and Territories. In 1928 this Department became the Department of Home Affairs, retaining the migration duties and passing them, in 1932, to its successor, the Department of the Interior.

Exhibit
94/1

18. Table No. 1 shows the distribution of migration functions between Commonwealth Departments from Federation until 1945 when the Department of Immigration was established.

Table No. 1

THE DISTRIBUTION OF THE MIGRATION FUNCTIONS BETWEEN
COMMONWEALTH DEPARTMENTS 1901 to 1945

Exhibit
94/1

Year	Assisted Migration	Immigration Regulations etc.	Passports	Aliens, Naturalization			
1901		Dept. of External Affairs	Dept. of External Affairs	Dept. of External Affairs			
1902							
1903							
1904							
1905							
1906							
1907							
1908							
1909							
1910							
1911	Dept. of External Affairs						
1912							
1913							
1914							
1915	Prime Minister and External Affairs Dept.	Dept. of Home and Territories	Prime Minister and External Affairs Dept. Dept. of Home and Territories	Dept. of Home and Territories			
1916							
1917							
1918							
1919							
1920							
1921							
1922							
1923							
1924							
1925	Markets & Migration						
1926	Prime Minister's Dept.	Dept. of Home Affairs	Dept. of Home Affairs	Dept. of Home Affairs			
1927							
1928							
1929							
1930							
1931							
1932		Dept. of the Interior	Dept. of the Interior	Dept. of the Interior			
1933							
1934							
1935							
1936							
1937	Dept. of the Interior						
1938							
1939							
1940							
1941							
1942							
1943							
1944	Dept. of Immigration	Dept. of Immigration	Dept. of Immigration	Dept. of Immigration			
1945							

19. Although in evidence we sought the causal factors underlying the changes in departmental responsibility for migration functions prior to 1945, there seemed to be no consistent underlying rationale in the changes that had occurred. It was suggested, however, that such political situations as the Prime Minister found himself in when allocating portfolios, the lack of an independent foreign policy in the early years of Federation and attempts to introduce "business methods" into the Commonwealth Administration were probably all casual elements in the changes made.

Q.17

The Post-war Period

20. The question of migration had been the subject of discussion between the Governments of Britain, Australia, Canada, New Zealand, the Union of South Africa and Southern Rhodesia, both by correspondence and at the meeting of Prime Ministers held in May, 1944 and subsequent meetings. In Australia, inter-departmental meetings were held in 1945 and the Ministry of Post-war Reconstruction contributed a great deal of work on the possibilities of immigration as part of its general studies of post-war policies in Australia.

Exhibit
94/1 and
Q.19

21. The Department of Immigration was established on 13th July, 1945, and assumed in entirety the functions of the Immigration Branch of the Department of the Interior. On the recommendation of the Committee of Review on Civil Staffing of Wartime Activities, which at that time was reviewing the staffing of Commonwealth Departments, the Department of Immigration assumed control also of the registration of aliens from the Security Service whilst certain officers of the Aliens Control Section of that Service were temporarily transferred to the new Department.

Exhibit
94/1

22. In a statement on Government migration policy in the House of Representatives in August, 1945, the first Minister for Immigration, the Hon. Arthur A. Calwell, stressed Australia's need to increase its population to satisfy the demands of defence and economic expansion. He informed the House that

the Government's immigration programme would be based on an accepted maximum absorption rate of about 2 per cent, including natural increase and stated the three following major problems which, at that time, threatened to thwart the country's migration aspirations:

Exhibit
94/1

- . the need to demobilize and rehabilitate Australian servicemen before introducing large numbers of migrants,
- . the lag in housing and
- . the shortage of shipping.

23. Also in 1945, the Commonwealth Immigration Advisory Committee, under the Chairmanship of Mr. Leslie Haylen, M.P., and comprising representatives of Trade Unions, Employers and the Government, visited Britain and Europe to examine and report on migration prospects. The terms of reference of this Committee were to determine:

- . The general attitude of trades union leaders, leading industrialists and other authorities to the question of migration to Australia of British ex-service personnel and civilians.
- . Any other aspects of British migration which may come under the notice of the Committee, including transfer of Trades Union membership of British migrants and the possibility of British industrialists bringing new industries to Australia.
- . Child Migration - Proposed Commonwealth scheme to bring 50,000 children, particularly war orphans, to Australia over a period of three years,
- . European migrants.
- . The types and numbers likely to be offering from different countries and the kind of occupations they are likely to follow on arrival.
- . The countries from which migrants most likely to adapt themselves to Australian conditions and to be readily assimilated can be obtained.

Exhibit
94/1 and
Qs. 20 to 26

- The desirability of granting assisted passages to British migrants from places other than the United Kingdom.
- Publicity - The most suitable media and type of publicity to be used in the United Kingdom and Europe to encourage people to emigrate to Australia.
- The time when sufficient shipping may be available to bring large numbers of migrants to Australia and the probable costs of passages which would be charged by shipping companies from the United Kingdom and Europe.

The Committee, which reported early in 1946, recommended that assisted passages be granted to British people inside or outside of the United Kingdom, that any selected migrant be granted a passage to Australia for £10 sterling and that migration agreements be negotiated with the various Governments concerned. The Committee also recommended that the Government should raise with the United Nations Organisation the question of displaced persons and advocated that a concentrated effort be made to educate the Australian public to the desirability of a large migration programme.

24. On 20th August, 1946, a Premiers' Conference was held in Canberra and endorsed immigration policies and procedures which had been proposed by a conference of Commonwealth and State Immigration Ministers on the previous day. We were informed that two main factors underlay the need for this Conference. One was that, at that stage, the Commonwealth Department of Immigration did not have any organisation of officials in the State capitals, and so, to achieve maximum promotion of the assisted immigration programme it was felt desirable that the resources of the State Governments should be drawn on. The second reason was that a considerable interest in immigration had developed in Australia and there was available in the State Public Services a number of officers who had some experience in this field. There was therefore a readily understood need by

Exhibit
94/1 and
Q.22 and 23.

the State Governments to participate in the operation. The Conference agreed that the Commonwealth should control overseas recruitment, processing and movement of assisted British migrants and their subsequent placement in employment. It was also agreed that the State Governments should arrange for the reception of migrants, their accommodation and after-care. Under the arrangements, the States were to be responsible for handling nominations of assisted British migrants and an annual intake of 70,000 was to be distributed among them according to their absorptive capacity at the time. Migration publicity was to be the province of the Commonwealth which would consult the States to ensure consistency of approach. The Conference also made arrangements for the sharing of financial responsibility for child migration schemes, the initial accommodation and maintenance of assisted British migrants and their fares from disembarkation points to ultimate destinations.

Assisted Migration Agreements and Arrangements

25. Since 1945, assisted immigration has relied on a series of agreements and arrangements with other governments and with international bodies. In that year the Government had under negotiation, two migration agreements with the British Government. One of these was a special scheme covering free passages for ex-servicemen and their families and involving equal financial contributions by the British and Australian Governments. It operated until 1950 when the number of ex-servicemen desiring to migrate to Australia had dwindled very considerably. The other scheme provided assisted passages for British civilians and this scheme has continued on a basis of re-negotiation at about five year intervals.

Exhibit
94/1 and
Q's. 32 to
35.

26. In 1945 the Department of Immigration established an office in London for attracting, interviewing, medically examining and moving British migrants to Australia. As the task grew, however, regional offices were opened in Manchester on 17th November, 1958, Edinburgh on 3rd February, 1959, Belfast on 7th April, 1959, Glasgow on 1st November, 1960, Birmingham on 31st January 1961 and Bristol on 1st May, 1967.

Exhibit
94/1, Q.36, and
Committee File
1967/2

27. The Australia/Malta agreement, which provides for joint financial assistance by the Australian and Maltese Governments towards the movement of approved migrants to Australia came into operation on 1st January, 1949. The agreement has been extended periodically by an exchange of letters between the two Governments, the most recent extension having been made in 1965.

Exhibit
94/1 and
Q's. 37 and 40

28. In 1947 an arrangement was made with the Netherlands Emigration Foundation for the movement of migrants to Australia from the Netherlands and in 1948 an Australian Immigration office was established there. Emerging from a re-arrangement of emigration administration in the Netherlands in which the Foundation was replaced by a Commissioner, the Australian and Dutch Governments concluded an agreement in 1950 under which the Australian Government was to obtain assisted migrants subject to the assumption of certain obligations towards the migrants concerned.

29. In 1952 the Commonwealth negotiated an assisted passage agreement with the Federal Republic of Germany. This Agreement, which established the willingness of both Governments to continue an assisted migration scheme and was initially to operate for a period of five years has been extended and now operates indefinitely, subject to one year's notice of termination by either party. The Agreement leaves the number of migrants to be moved and various other considerations to be settled by "supplementary" arrangements. The Department of Immigration established offices at Bremen, Munich, Hamburg and Berlin on 30th October, 1953, at Frankfurt on 1st June, 1962, and at Stuttgart on 2nd May, 1966.

Exhibit
94/1,
Q's. 44 to 48
and Committee
File 1967/2

30. During the post-war years a number of Italians living in Australia were anxious that their relatives should join them in this country. They were given the opportunity of sponsorship which was an unassisted arrangement. We were informed that the volume of this activity became such that in December 1948, the Department of Immigration opened an office in Italy. In October 1951, the Australian and Italian Governments entered into an assisted passage agreement which established,

Exhibit
94/1 and
Q's. 49 & 57

in general, the type of people who could be assisted, the machinery to be applied in Italy and the obligations to be met by the Australian authorities when the migrants reached this country. The agreement specified financial arrangements but left scope for variations to be made as time passed. In 1965 the Italian Government decided that it did not desire to renew that agreement but wished to negotiate a completely new agreement. An interim arrangement was made and at the time of our inquiry the terms of the proposed new agreement were under negotiation.

31. Although the Australian Government has no formal migration agreement with Greece, it agreed on 29th August, 1952 to a proposal made by the Intergovernmental Committee for European Migration (I.C.E.M.) and concurred in by the Greek Government, under which selected Greek nationals could be assisted to migrate to Australia subject to certain conditions. We were informed that the Australian Government had on two occasions proposed making a bilateral migration agreement with the Greek Government but had not received a favourable response. Emigration was said to be much more controversial in Greece than it is in some other countries due to the need for Greek economic development.

Exhibit
94/1 and
Qs. 53 to 55

32. In 1954 the Australian Government introduced a unilateral programme, the General Assisted Passage Scheme (G.A.P.S.), which provided assistance for nationals of most countries not already covered by specified agreements or arrangements. In July, 1966, this scheme was largely superseded by a more comprehensive scheme, the Special Passage Assistance Programme, which, we were told, approximately doubles the amount of assistance previously available under the G.A.P.S.

Exhibit
94/1

33. Details of the current Agreements and Arrangements relative to assisted migration are set out in Appendix No. 2 to this Report.

Refugees, Displaced Persons
and International Organisations

34. In July 1947, the Commonwealth signed an agreement with the International Refugee Organisation (I.R.O.) to facilitate the movement of displaced persons to Australia. Under that agreement the Department of Immigration contributed towards the cost of movement of each refugee coming to Australia under the scheme, the remainder of the cost being met from international funds. In 1951 the I.R.O. ceased to exist mainly because the large number of refugees for whom it had been created had been substantially reduced.

Exhibit
 94/1 and Q.65

35. In December, 1951, sixteen Governments, including the Australian Government, established the Provisional Intergovernmental Committee for the Movement of Migrants from Europe (P.I.C.M.M.E.) which began operations in February 1952. In March 1953, this became the Intergovernmental Committee for European Migration (I.C.E.M.) The prime purpose of the Committee was to facilitate by financial aid and the provision of technical services, including transport, the movement of European national migrants and refugees to countries offering opportunities for permanent settlement. The main source countries and numbers of national migrants who have moved to Australia under I.C.E.M. auspices up to the end of 1966 and Greece 80,000, the Netherlands 77,000, Germany 59,000, Italy and Malta 41,000 each, Austria 19,000 and other sources including Belgium and Spain 17,000. In 1966 Australia received 42 percent of I.C.E.M.'s. total migrant movement in that year compared with an average of 31.6 per cent of total I.C.E.M. migrant movements, during the years 1952 to 1966. Apart from migrant movement, arrangements also exist by way of agreement between the Commonwealth and the Governments of the countries of asylum concerned, for certain European refugees to be assisted, through I.C.E.M., to re-settle in Australia. We were informed that in the early period of I.C.E.M.'s. existence, movements of migrants to Australia were heavily subsidized from United States of America sources, Australia's contribution being regarded

Exhibit
 94 /1,
 Q's. 52, 66 to 73
 and Committee
 File 1967/2

primarily as one of providing resettlement opportunities. However, it was said that in recent years there has been an ever increasing tendency for this assistance to be withdrawn so far as movements to Australia are concerned and for it to be confined to movements between "non-affluent" countries. Currently there is virtually no subsidy from the United States of America in the financing of migrant movements to Australia.

36. As from 1st October, 1966, the Government increased substantially Australia's contribution towards assisted migration under I.C.E.M. from particular countries. As a consequence it became possible to both reduce and equalise the I.C.E.M. loans given to national migrants from Austria, Italy, and Greece and refugees and to avoid the necessity for Spanish assisted migrants to obtain I.C.E.M. loans. At the same time the Government decided that Australia should contribute, from 1st July, 1966, towards the costs of certain movements arranged under the auspices of the voluntary agencies. These movements consist of wives and children who, not being eligible to receive assisted passages, wish to join their breadwinners in Australia. In addition to the contributions made in respect of transport costs, Australia also makes a contribution to various other activities carried out by I.C.E.M. in relation to movements to Australia. For example, in 1966, contributions were made towards pre and post visa services for national migrants and refugees, language training, women's vocational training, training for Latin American officials and the financing of salaries and allowances for language training supervisors.

Exhibit
94/1, Qs. 66
to 73 and
Committee
File 1967/2

37. We were informed that Australia has taken an active part in the administration of I.C.E.M. Senior and middle range officers have been seconded to work in key positions in I.C.E.M. and Australia has provided strong delegations containing representatives of the Departments of External Affairs and Immigration to meetings of the various I.C.E.M. sub-committees and other organs. At the time of our inquiry Australia's Permanent Representative to the European office of the United Kingdom was also Chairman of the I.C.E.M. Budget Sub-Committee and the

Exhibit
94/1, Qs. 66
to 73 and
Committee
File 1967/2

I.C.E.M. Council.

38. Details of the I.C.E.M. budget arrangements and the nature of the Australian financial contributions are included in Chapter No 22.

39. To meet the demands made upon its selection and processing staff by the proliferation and extension of migration schemes, the Department of Immigration established offices additional to those mentioned previously, in Greece in 1951, Denmark in 1954, Austria and Hong Kong in 1955, Switzerland Exhibit 94/1 in 1957, Belgium in 1961, France, Spain, Sweden and the United Arab Republic in 1962, Lebanon in 1964 and Yugoslavia in 1966.

Unassisted Migration

40. British persons of European descent have always been eligible to enter Australia as unassisted migrants without formality providing they hold valid passports, are in good health and are of good character. Persons who are not British require visas for entry. The majority of these people who were said to travel under their own arrangements, are sponsored by relatives and friends already established in this country. Applications are also considered from persons seeking admission as unassisted migrants without sponsorship. Exhibit 94/1

41. In countries where Australian Immigration offices have not been established, visas are issued by officers of the Department of External Affairs or by Trade Commissioners. In the absence of Australian officers, British representatives act on behalf of the Department of Immigration. We were informed that services provided for the Department are generally satisfactory, any problems that emerge between the Australian Departments concerned being dealt with by inter-departmental discussions. Exhibit 94/1 and Qs. 69 and 70.

Planning and Advisory Councils

42. Planning and advisory councils responsible to the Minister for Immigration comprise the Commonwealth Immigration Planning Council, the Commonwealth Immigration Advisory Council and the Commonwealth Immigration Publicity Council. These councils had their origin in 1947 when the Commonwealth Immigration Advisory Council was established to advise the Minister on sociological and administrative aspects of the migration and integration programmes. The formation of the Commonwealth Immigration Planning Council in 1949 marked the formal integration of the Migration programme with long-term economic planning. The Council was formed to plan and review progress in absorbing migrants into industry and developmental projects, to advise on the ways and means by which immigration could contribute to a desirable development pattern and to examine the major problems and difficulties in the accommodation and employment of migrants. In May, 1962, the Commonwealth Immigration Publicity Council was established to advise on the public relations aspects of immigration and integration. Members of each of these Councils are appointed by the Minister for a term of three years and are eligible for re-appointment.

Commonwealth
of Australia
Directory
January 1967,
Exhibit
94 /1 and
Qs. 123
and 220

43. Members of the Commonwealth Immigration Planning Council are selected from executives in industry, employers organisations, trade unions and academics in the social sciences. The choice of members is based on their personal ability and capacity to contribute to the work of the Council, however, and not on their membership of any specific organisation. At the date of our Report, the Chairman of the Council was E.M.C. Fox, M.P., the Deputy-Chairman was A.E. Monk, C.M.G., and its members were -

Q.220

A.E. Monk, C.M.G., Hon. J.I. Armstrong,
Professor W.D. Borrie, MA., A.H. Christian,
Sir Arthur Coles, Sir Douglas Copland, K.B.E., C.M.G.,
D.M. Cullity, F.E. Foulis, W.G. Gerard, C.M.G.,
Sir Tasman Heyes, C.B.E., A.J. Keast, C.B.E., M.M.,
Professor J.N. Lewis, J.F. Rich, R.E.G. Shone,
H.J. Souter, A.H. Urquhart, C.B.E., T.B.C. Walker.

The functions of the Commonwealth Immigration Planning Council are to advise the Minister on -

- Planning of Australia's immigration programmes
- Ways in which immigration can contribute to a desirable pattern of national development
- Absorption of migrants into the Australian economy as distinct from absorption into the Australian community
- Migrant accommodation and employment

The Commonwealth Immigration Planning Council meets on several occasions each year and from time to time appoints committees to investigate more closely particular problems referred to it which are not suitable for investigation by the full Council. The Council meets in various parts of the country in an attempt to visit all areas which are significant for migration and the programme in general.

44. In the case of the Commonwealth Immigration Advisory Council it has been the practice for some years to appoint a Government Senator or Member of the House of Representatives as Chairman. At the date of our Report, the Chairman of the Council was Senator G.S. Davidson and its members were -

Q.123

R.W.C. Anderson, O.B.E., L.H. Barnard, M.P.,
 Mrs. F.C. Buttfield, R.J. Coombe, M.B.E., S.M.,
 Mrs. W.H. Cullen, O.B.E., Dr. J.R. Darling, C.M.G., O.B.E.,
 T. Dougherty, Hon. Mr. Justice W.R. Dovey, J. Glass,
 Major-General R.R. Gordon, C.B.E., D.S.O.,
 Mrs. H.M. Hallion, M. Harrison, O.B.E., G.M. Hastie,
 Sir Arthur Lee, K.B.E., M.C., A.K. Lines, W.M. Lippmann,
 F.J. McAvoy, Air Marshal Sir John McCauley, K.B.E., C.B.,
 E.D. Mills, A.E. Monk, C.M.G., W.F. Nicholas,
 Mrs. J.G. Norris, O.B.E., M.A., Brig. J.E. Pagan, M.B.E., E.D.,
 G. Polites, H.J. Souter, Mrs. R.N. Wardlaw, M.B.E.

45. The functions of the Commonwealth Immigration Advisory Council are -

- To advise the Minister on all public relations aspects of the immigration programme, including associated legislative and sociological matters; and
- To conduct investigations and report to the Minister on all aspects of the social integration of migrants into the Australian economy.

We were informed that the Commonwealth Immigration Advisory Council meets twice a year and that it makes greater use of the Committee system than do the other two councils. The activities of the Commonwealth Immigration Advisory Council are related to the social problems of migration and its members are nominated primarily from organisations contributing to the processes of integration.

Qs. 123
and 220

Q.123

46. The Commonwealth Immigration Advisory Council recommends to the Minister for Immigration the topic which is to be the theme of each Australian Citizenship Convention. We were informed that this Council has responsibilities over the whole field of integration of migrants. This is reflected by the topics reported on in recent years by the Council which have included the "Encouragement of Naturalization", "Acquisition of Australian Citizenship by British Subjects", "Simultaneous Acquisition of Naturalization of Husband and Wife" and "Renunciation of Former Nationality by Immigrants". In the field of adult education, the topics have included "Means of Increasing Enrolments", "Wastage of Students from Classes" and "Use of Radio and Television in Teaching English Classes at the Place of Employment of Migrants". The Council has also made recommendations on the registration of aliens, and the conditions of admission to Australia for the enrolment of non-European private students. Topics discussed include "Adoption of Vietnamese Orphans", "Incidence of Crime Amongst Migrants", "Special Problems of Migrant Women" and "Problems Affecting Social Service Benefits of Migrants". At the time of our Inquiry, the Council was conducting an inquiry into the causes of migrant departures from Australia. Officers of the Department and other specialists supply the facts as far as possible to the Committee of the Council conducting the Inquiry, which in turn makes its

Qs. 123 to 127

recommendations to the Council. The Council then accepts, rejects or modifies the recommendations before passing them on to the Minister.

47. At the date of our Report, the Chairman of the Commonwealth Immigration Publicity Council was
Dr. J.R. Darling, C.M.G., O.B.E., and its members were -

G.C. Adams, Dr. E. Costanzo, A.S. Cowan,
J.W. Cuming, J. Dunin-Karwicki, J.H. Horn,
H.J. Peake, W.T.G. Richards, A. Schuurman,
C.W. Semmler, E. Lloyd Sommerlad,
B.A. Williams, D.F.C.

The Council usually meets twice a year and its functions are to advise the Minister on all public relations aspects of the immigration programmes, and in particular on - Q.220

- . Publicity designed to attract migrants
- . Publicity to assist the integration of migrants into the Australian community
- . Informing the Australian people on immigration policy, programmes and procedures

Among the organisations represented on the Council are the Provincial Press Association, foreign language newspapers, commercial television and broadcasting services and the Australian Broadcasting Commission. Although metropolitan daily newspapers are not represented through their organisation, two editors, one each from Adelaide and Perth, are members of the Council.

. Community Participation in Migrant Integration

48. Apart from the Community participation in Migrant Integration inherent in the work of the State Governments in partnership with the Commonwealth, the work of the Planning and Advisory Councils and the work of individual members of the Community, there is a clearly defined area of community participation in the form of the Good Neighbour Councils.

49. By 1949 some of the problems of integration of migrants were beginning to appear in Australia and a meeting of the

Commonwealth Immigration Advisory Council held in January of that year expressed an opinion in the following resolution:-

"The minds of the Australian people, and particularly the Australians who are near neighbours of aliens, must be 'conditioned' to accept these people wholeheartedly into the community; and if this can be achieved we shall have gone a long way towards a solution of the problem."

Exhibit
94/1 and
Qs. 91 to 100

As a first step towards promoting such co-operation within the community the Department of Immigration organised the first Citizenship Convention in Canberra in 1950. This and subsequent conventions have had as their objectives

- to ensure appreciation by Australians of the privilege and obligations of their citizenship
- to encourage migrants to attain citizenship
- to co-ordinate the work of the churches and voluntary organisations engaged in integration activities and
- to increase public understanding of the significant role played by immigration in developing resources and ensuring future security.

Conventions have been held annually since 1950. Since 1956 each Convention has been organised with a specific theme which is usually determined by the Minister on the advice of the Commonwealth Immigration Advisory Council. Topics discussed by the delegates, who represented eighty-eight organisations at the most recent Convention in 1966, have included the "World Refugees Year", "The Way Ahead", "Citizenship", "Migrant Youth in the Australian Environment", "Every Settler a Citizen" and "Australia - New Dimensions".

50. So far, national groups have not been represented as such, at Conventions. We were informed that thought on this matter has undergone several changes. Originally there was a strong feeling that the organisation of national group societies was not to be encouraged because it militated against the processes of integration. In most recent years, however, all

Q.115

concerned have recognised that national groups can perform a useful function, particularly in the early stages of a migrant's life in Australia.

51. An immediate result of the first Convention was the development of the Good Neighbour Movement to encourage and co-ordinate community participation in migrant assimilation measures. The fundamental purpose of this Movement is to unite the efforts of societies, organisations and individuals who are prepared to devote time and energy to the task of migrant integration. The Movement comprises 7 co-ordinating (State) Councils which foster the activities of more than 400 registered Branches, committees and representatives. The Movement is entirely voluntary and is not subject to any direction by the Commonwealth Government. We were informed that the organisational emphasis of the Good Neighbour Councils varies from State to State due to differences between the States. Although there is no federal organisation of Councils, their Presidents and Executives meet each year to discuss their common problems. These office-bearers also have more than a full-day's conference at the close of each Citizenship Convention. Recently the Councils have expanded their field officer services. These officers work to promote co-ordination between the voluntary organisations within each State. Witnesses felt that the Movement had benefited greatly from this development.

Exhibit
94/1, Qs. 101
to 103, 115,
116 and
Committee
File 1967/2

Chapter 3

The Legislation Administered by the Department

52. The Legislation administered by the Minister for Immigration at the time of our inquiry comprised the following:

Aliens Act 1947-1966;	
Immigration (Guardianship of Children) Act, 1946-1966;	Exhibit
Migration Act, 1958-1966;	94/2
Nationality and Citizenship Act, 1948-1966;	
Nationality and Citizenship (Burmese) Act,	
1950-1966;	
Passports Act 1938-1966; and	
Temple Society Trust Fund Act, 1949-1965.	

Copies of these Acts and the Regulations made under them were submitted by the Department of Immigration in evidence. The main purposes and provisions of this legislation are set out below.

Aliens Act 1947-1966

53. The Aliens Act was passed by the Parliament in 1947 and came into effect on 1st January, 1948. It succeeded the wartime National Security (Aliens Control) Regulations of the National Security Act but was much less onerous in its effects in the sense that it did not seek to place restrictions on the movement of aliens within Australia or on their choice of employment as had been found necessary during the war years. The basic aims of the Aliens Act 1947 were to provide the Government with knowledge of aliens in the community for use in time of emergency and data which could be used for sound and scientific planning of the large scale immigration programme upon which Australia had already embarked.

Exhibit
94/2 and
Q's. 171-182

54. The main provisions of this Legislation are:-

- . a register of aliens (over sixteen years of age)
is to be maintained in each State and territory;
- . exempted categories include official
representatives of foreign countries and their
families, crews of ships and aircraft and persons
not intending to stay in Australia for more than
twelve months;
- . application for registration may be (and is
normally) made overseas in conjunction with an
application for a visa;
- . each alien must, in a prescribed month in each year
(September), notify to the Department of Immigration
his address, occupation and marital status;
- . an alien shall not change his surname without
permission of the Minister or the Minister's
delegate (excepting women assuming their husbands'
names on marriage and aliens adopting another name
on joining a religious order);
- . a contravention of the Act's provisions may result in
a fine of \$100 or three months imprisonment.

Exhibit
94/2

Immigration (Guardianship of Children) Act, 1946-1966

55. The purpose of this Act is to vest in the Minister for Immigration the legal guardianship of children under twenty-one years of age who come to Australia other than in the charge of or for the purpose of living in Australia under the care of a parent or a relative not less than twenty-one years of age. The Minister may delegate to any officer or authority of the Commonwealth, a State or Territory of the Commonwealth all or any of his powers and functions under the Act and has, in fact, delegated his powers and functions under the Act to those authorities in the States and the Territories usually responsible for child welfare matters.

Exhibit
94/2

56. The Minister may exempt from the provisions of the Act any child or class of children. A list of exemptions follows:

- . Persons aged 18 years and under 21 years who entered Australia as assisted migrants under:

the United Kingdom-Australia Assisted Passage Migration Agreement; and the Australia-Malta Assisted Passage Agreement except under approved child or youth migration arrangements;

the Australia-Netherlands Assisted Passage Migration Agreement;

the Australia-Italy Migration Agreement;

the Australia-West Germany Migration Agreement;

the Displaced Persons Scheme and subsequently the assisted passage arrangements between the Australian Government, ICEM and European Governments, O.G. Austria and Greece; and

the General Assisted Passage Scheme.

Other exemptions are:-

non-European children;

aliens aged 18 years and under 21 years who have been approved for entry as unsponsored unassisted migrants, or under the auspices of ICEM or have been selected under arrangements approved by the Commonwealth Government for the introduction of special groups of migrant workers;

children who are tourists or visitors;

children who are members of the crew of an overseas vessel and who enter Australia illegally by leaving that vessel without authority;

children introduced by the Big Brother Movement of N.S.W. upon attaining the age of 18 years; and

children placed in Victoria by the Big Brother Movement of N.S.W. whilst they remain in Victoria.

57. In regard to this legislation, we were informed that some of the matters which had been anticipated by the Act did not, in fact, occur. At that time there was a general impression that in the immediate postwar conditions there would be many thousands of war orphans available for migration to Australia. In the event, however, children were not available for migration to Australia in the numbers expected. Furthermore, special provision was made in the Legislation for evacuees from Britain. It had been believed that under wartime conditions a number of children would be evacuated during the war to countries such as Australia, Canada and New Zealand. In fact only about 300 British children who came within the definition of "evacuee child" arrived in Australia. Most of these children returned to their parents in Britain at the end of the war. Those who remained were covered by the Immigration (Guardianship of Children) Act. Q.184

58. So far as the exemptions under the Act are concerned, we were informed that, when the legislation was framed, it was not envisaged that the many thousands of non-European students under the age of 21 years who have come to Australia would be under the legal guardianship of the

Minister for Immigration. This group is one class of person exempt by decision of the Minister. It was also deemed inappropriate for the numbers that were coming to Australia under the formal agreements with other countries and under official assisted passage schemes. It was also believed that anyone over the age of 18 years (which would be the normal age for persons under 21 years to migrate under the assisted passage arrangements), if they were capable of migrating and seeking assisted passages, could not appropriately be placed under the guardianship of the Minister for Immigration on arrival in Australia. In such circumstances, exemptions were extended progressively to all children over 18 years of age even although they may have been under the age of 21 years when they came to this country under the various schemes as those schemes developed. It was stated that the exemptions made seem to be appropriate and justifiable because welfare legislation in most States does not apply to children over the age of 18 years.

Q.184

Migration Act 1958-1966

59. Australian law in relation to immigration and emigration is contained in the Migration Act 1958-1966. The Principal Act, which came into effect on 1st June, 1959, provides the machinery to enable the Government to implement policies through the Minister for Immigration and his Department. The essential provisions deal with immigration, deportation and the emigration of children and aborigines.

Exhibit
94/2 and
Q's. 185 & 186

60. In regard to immigration and deportation, the legislation provides authority for preventing the entry of persons who are not eligible for admission under policy; admitting persons temporarily for various purposes and ensuring their departure; and deporting persons who evade controls or who, having been admitted for indefinite stay, are later found unsuitable.

Exhibit
94/2

• Entry Permits

61. The actual authority to enter Australia is the issue of an entry permit at the point of arrival. The law provides that any immigrant entering Australia without having been granted an entry permit, and without being in an exempt class, is a prohibited immigrant and, as such, deportable. Temporary entry permits may be cancelled at the Minister's discretion. Upon the expiration or cancellation of a permit the subject becomes a prohibited immigrant and is deportable as such. There is no provision to cancel other entry permits.

Exhibit 94/2

62. If it is desired to prevent an immigrant from landing, he is restricted to the vessel (i.e. the issue of a permit is withheld and the master is warned that, if the person enters, the master and the ship's owners, agents and charterers become liable to a fine of \$1,000).

63. Members of the Diplomatic corps, the Consular and Trade Commissioner services, members of the armed forces of the Crown entering Australia in the course of their duties, crews of ships and aircraft entering Australia on leave from their vessels, are exempt from entry permit requirements. The Minister may also exempt certain classes of persons from these requirements. This occurs, for example, in the case of distinguished persons from overseas attending international conferences and the like.

• Deportation

64. The Minister has the authority to order the deportation of any person who is or who has become a prohibited immigrant and any alien convicted of a crime of violence or extortion or any attempt thereat, or of any other offence for which he has been sentenced to at least one year's imprisonment. The Minister may also order the deportation of any immigrant who, within five years of his arrival, has been convicted of an offence punishable by death or by imprisonment for one year or longer, or of an offence relating to prostitution; or who is (within five years after entry) an inmate of a mental hospital or public charitable institution.

65. In addition to the foregoing deportation provisions, the Act provides for the deportation of persons whose conduct is considered such that they should not be allowed to remain, or who advocate certain kinds of activity (e.g., the overthrow of Governments by force or violence). In such cases the potential deportee must be served notice of the grounds for deportation and given the opportunity of electing to have his case considered by a Commissioner appointed by the Governor-General; the Minister may proceed with deportation only if the Commissioner reports that the grounds have been established. Under Section 21 of the Migration Act the controllers of the vessel upon which the deportee arrived in Australia are in some circumstances obliged to effect his departure without cost to the Commonwealth. However, deportation is at Commonwealth expense in certain circumstances: -

General Provisions

66. The Act contains, in addition, provisions relating to control of crew members; offences in relation to entry; examination, search and detention; and control of immigration agents.

Exhibit
94/2

67. In regard to control of crew members, masters of vessels, other than war vessels, are required to possess an approved form of identification card for each crew member and to surrender this document when reporting the absence of a crewman who deserts or becomes absent without leave whilst the vessel is in Australia. This provides the Department with an adequate description of the person who has thereby entered illegally, and facilitates search action. In connection with offences relating to entry, it is an offence to enter Australia without an entry permit; to refuse to leave Australia after being required to do so upon the expiration or cancellation of a temporary entry permit; to enter Australia by resorting to malpractice such as use of false papers; to harbour or otherwise assist illegal entrants; and to incite persons to enter or remain in Australia in circumstances under which they would become prohibited immigrants. In certain circumstances

controllers of the vessel in which illegal entrants arrived are also liable to penalty.

. Control of Immigration Agents

68. In connection with the control of Immigration Agents a person is deemed to act as such an agent if he demands or receives a fee in relation to any application for the entry to Australia of a person as an immigrant; or to arranging or securing the passage of an intending immigrant to Australia. He may not demand, or receive, such fees unless he has first notified the Department of his intention so to act. The regulations under the Act prescribe maximum charges to be made for Immigration Agent services. An agent who overcharges may be prosecuted. It is also an offence for an agent to describe himself by words which suggest that he is registered or approved as a person who may act as an immigration agent. Where the Minister considers that a person is not a fit and proper person to act as an immigration agent he may direct that person not so to act.

Exhibit
94/2

. Emigration of Children and Aborigines

69. The provisions of the Act provide means for parents to ensure that children who are in their custody by reason of Court Orders or whose custody they are seeking are not taken out of the country without their consent or that of the Court, and that aborigines who are subject to disabilities or controls do not leave Australia without authority.

Exhibit
94/2

. Miscellaneous

70. In its general provisions the Act gives power for the taking of security for compliance with the provisions of the Act; and the establishment of immigrant (reception) centres and the control of such centres.

Exhibit
94/2

71. There is also provision for the making of regulations under the Act and for the requiring and taking of maintenance guarantees in such circumstances as the Minister thinks fit.

Nationality and Citizenship Act 1948-1966

72. The Nationality and Citizenship Act provides the legal basis for Australian citizenship and defines how such status may be acquired or lost. Prior to 1946 all British Commonwealth countries had identical laws regarding the acquisition and loss of the "common status" of "British subject". This system came to be known as the "Common Code" system of ensuring that a person who was a British subject in one country would be a British subject throughout the British Commonwealth.

73. Canada departed from the "Common Code" system when it introduced, in 1946, legislation to define what persons were Canadian citizens. In 1947 a conference of nationality experts met in London and decided to recommend to the Government of the countries represented that they adopt a new scheme which would combine the separate citizenship of each country with the maintenance of the common status of British subjects. This recommendation was accepted and the Governments concerned have since introduced their own citizenship laws.

Exhibit
94/2 and
Qs. 187 to
195

74. The Nationality and Citizenship Act 1948, which came into force on 26th January, 1949 created the status of Australian citizen, declared Australian citizens to be British subjects and recognised as British subjects the citizens of other Commonwealth countries.

75. Broadly, the Act is divided into two main parts, one relating to the permanent provisions under which citizenship may be acquired or lost after the 26th January, 1949; and the other relating to the transitional provisions under which certain classes of persons who were British subjects immediately prior to 26th January, 1949, automatically became Australian citizens on the commencement of the Act.

76. The permanent provisions of the Act provide for the acquisition of Australian citizenship by the following means :-

- . by birth in Australia - Section 10
- . by birth overseas - Section 11
- . by registration in the case of citizens
of other Commonwealth countries and
Irish citizens - Section 12

- . by naturalization in the case of aliens and protected persons - Section 15
- . by incorporation of territory - Section 33.

77. Provision is also made for Australian citizenship to be lost by the following means :-

- . the acquisition of the nationality or citizenship of another country, other than by marriage - Section 17;
- . the renunciation of Australian citizenship - Section 18;
- . service in the armed forces of a country at war with Australia - Section 19;
- . by deprivation of citizenship - Section 21;
- . in the case of children under the ages of 21 years, by the loss of Australian citizenship by the responsible parent - Section 23.

78. The practice of conferring Australian citizenship at public ceremonies is authorised by Sections 16 and 41. The Act gives the Minister a discretion to grant or refuse an application for citizenship (Section 40). Power for an authorized officer to issue certificates of citizenship granted by the Minister is contained in Section 46 while power to issue Evidentiary Certificates, i.e. proof of naturalization or registration, is contained in Section 46A. Penalties for offences under the Act are provided in Sections 48, 49 and 50. Power for the making of Regulations under the Act is contained in Section 43.

Nationality and Citizenship (Burmese) Act 1950-1966.

79. This Act resolves problems of nationality created by the departure of Burma from the British Commonwealth. Burma ceased to be a member of the Commonwealth on 4th January, 1948. On that date the Burma Independence Act of the United Kingdom Parliament came into operation and provided that a person born in Burma or whose father or paternal grandfather was born in

Exhibit
94/2

Burma and women who had become British by reason of marriage to persons who ceased under the Act to be British, should cease to be British subjects.

80. This United Kingdom Act did not affect the position of such persons under Australian law. In this country the effect of the common law (in the absence of statutory law on the subject) was that only those Burmese who were inhabitants of Burma on 4th January, 1948 and who remained there after that date, ceased to be British automatically by reason of Burma's departure from the British Commonwealth.

Exhibit
94/2 and
Q.211

81. The divergence between the United Kingdom and Australian law was abolished by the Nationality and Citizenship (Burmese) Act 1950 which came into force on 29th July, 1950. The effects of this Act were that:

- persons who ceased to be British subjects under the Burma Independence Act of the United Kingdom, but who had remained British under Australian law, became aliens under Australian law as from 29th July, 1950, unless they had exercised the right of election to remain British subjects under either the United Kingdom or Australian Act; or unless they were citizens of one of the other countries of the British Commonwealth
- British nationality was lost by any person who acquired that nationality between 4th January, 1948 and 29th July, 1950 by reason only of descent from, or marriage to, a person who ceased to be British under the Act;
- any person who was an Australian citizen immediately before 29th July, 1950 and who on that date ceased to be British by reason of the Act, had the right to make a declaration of election to remain an Australian citizen and British subject within two years after 29th July, 1950. Such declarations were of no effect until registered.

Passports Act 1938-1966Exhibit
94/2

82. This Act empowers the Minister for Immigration and authorized officers to issue or cancel Australian passports, other travel documents and visas. Provision is made in Section 7 of the Act for an officer authorized in that behalf by the Minister to issue Australian passports to Australian citizens and to British subjects who are not Australian citizens. This Section also provides that Australian passports shall be issued in the name of the Governor-General and shall be in such forms as are approved by the Minister. By Statutory Rules 1966 No. 100, the Passport Regulations were amended, with effect as from 1st July, 1966, to provide that the fee for an Australian passport shall be \$4.00 (previously it was \$2.00) and that the maximum period of validity of an Australian passport shall be five years as from the date of issue.

83. The Act provides, in Section 8, power for the Minister or an authorized officer to cancel a passport, or any visa, renewal or endorsement of a passport which thereupon becomes void. Section 9 requires that such a cancelled passport shall be delivered to an authorized officer on demand. Power to prosecute persons who make any false or misleading statement to obtain a passport, visa, renewal or endorsement of a passport is contained in Section 10 of the Act. Section 12 provides power to make Regulations under the Act. The Passport Regulations prescribe the fees which shall be charged for the various services under the Act and also authorize the Minister to grant exemption from payment of these fees in certain circumstances. Regulation 9 authorizes the issue of "Certificates of Identity" to aliens unable to obtain passports from their own countries' Consulates.

84. Regulation 10 provides power to issue Documents of Identity to British subjects in any case in which it is unnecessary or undesirable to issue a passport. Power to grant visas is contained in Regulation No. 12.

Temple Society Trust Fund Act 1949-1965

85. The purpose of this Act was to create a trust fund for the reception, administration and distribution of moneys recovered on behalf of former German Christian residents of Palestine who are now settled in Australia.

Exhibit
94/2

86.. A minority of these settlers is Lutheran, but the majority belong to the Temple Society, a lay religious society which from 1870 to 1940 developed flourishing urban and rural colonies in Palestine. Approximately 1500 former German residents of Palestine have settled in Australia and most are now Australian citizens. The State of Israel took over the assets of these persons in 1948 when it seized, as security for its claims against Germany, all the unliquidated German real estate and other assets in its territory. As a result of prolonged negotiations in which Australia played an important part, moneys have been received in the Fund under two main agreements:-

- . under an Australia-Palestine-United Kingdom agreement of 1948, \$2.6 millions, including interest, have been received as proceeds of assets realized during the Mandatory regime in Palestine;
- . under a German-Israel agreement of 1952, signed after Germany had agreed to pay restitution to Israel and Jewry, Israel agreed to pay compensation to Germany for German assets in its territory. Germany spent a considerable period of time in obtaining reports of legal and economic experts and finally on the basis of a proposal made in 1962 by a mediator, Israel agreed to pay approximately \$12 millions in compensation. \$7.4 millions was the share of persons living in Australia.

Exhibit
94/2

Approximately \$8.5 millions in total have already been received in the Fund and distributed to members of the Temple Society and others who have settled here. Eventually claimants here may receive between \$10 and \$12 millions in total for their former overseas assets.

87. The Temple Society Trust Fund Act 1949 was amended in 1965. We were informed that the need for this amendment, which did not change the principles or policies embodied in the principal Act, became apparent progressively over a long period as a result of actual experience in administering the Act. Legal technicalities had been found to exist which did not cover particular situations which existed when the original Act was passed or new situations which developed and which had to be covered.

Exhibit
94/2 and
Qs. 196
to 198

88. The moneys paid into the Trust Fund, like other trust moneys held by the Commonwealth Government, are subject to the provisions of the Audit Act 1901-1966.

89. Section 5 of the Act provides:-

"(1) There shall be an Advisory Committee consisting of -

- (a) a representative of the Department of Immigration
- (b) a representative of the Department of the Treasury; and
- (c) a representative of the Attorney-General's Department,

Exhibit
94/2

to advise the Minister with respect to the application of the moneys standing to the credit of the Fund.

(2) The members of the Advisory Committee shall be appointed by the Minister."

90. Section 6(1)(b) provides among other things that the moneys standing to the credit of the Fund may be applied by the Minister in meeting expenses incurred by the Commonwealth in connection with the administration of the Fund.

Legal Proceedings Under Legislation
Administered by the Department

91. We were informed that legal proceedings, mainly in relation to various tests under the Immigration Restriction Act of 1901 dated from 1906, and that, generally, the powers of the Commonwealth in these matters have been sustained, although at times, particular Acts of Parliament have been held to have failed to meet the tests on the facts. Qs. 5 to 8

92. At our request, the Department submitted a document relating to the twenty-one principal cases which had occurred between 1906 and 1965 in which the extent of the legislative powers conferred by Section 51 (XIX) and (XXVII) of the Constitution had been considered. This document is included as Appendix No. 3 to this Report.

PART IIThe Organisation and Functions of the DepartmentChapter 4General Structure of the Department

93. The Department of Immigration is located in Canberra with offices in each of the State capital cities, and regional offices in Wollongong, New South Wales and Townsville, Queensland. Holding Centres are maintained at Bonegilla and Benalla, Victoria. Seventeen posts and a number of regional offices are located in overseas countries while officers of the Department are located in some overseas establishments of the Department of External Affairs. Exhibit 94/3

94. We were informed that the range of the Department in its geographical spread is unlike any other department except the Department of External Affairs and Department of Trade and Industry and that it has a larger establishment than these two departments in the State capitals of Australia. The staff to fill this establishment, which is world-wide and involves a considerable number of transfers, is correspondingly larger. The dynamic nature of the immigration programme was said to have implications for staff and finance. One of these is the fact that the Department has a higher proportion of temporary positions and temporary employees than would be regarded as desirable either by the Public Service Board or the Department itself if the circumstances were different. For these and other reasons, the number of local employees is quite high in some posts and as the source countries of immigration widen, the number of posts tends to grow even though in the course of this process of change some posts may be closed. Q.3

95. To illustrate the growth in the activities of the Department in the five years ended 1965-66, selected departmental statistics are shown in Table No. 2.

Q.3

Table No. 2

Department of Immigration : Selected Statistics
1961-62 and 1965-66

	1961-62	1965-66
Settlers arriving	85,808	114,055
Short- and Long-term Visitors	115,600	198,321
Departure of visitors	120,376	199,517
Assisted migrants arriving	42,662	89,190
Nominations from all sources	48,656	110,590
Passports issued	44,481 (i)	85,713 (i)

(i) Calendar years 1961 and 1966.

Department of Immigration.

96. We were informed that the planning and execution of the assisted immigration programme accounts for a large proportion of the Department's expenditure whilst other activities of the Department relate to the integration of migrants, their education, progress to citizenship, assistance in the work of the Good Neighbour Council, the Citizenship Conventions, the Immigration Advisory Council, the Immigration Publicity Council, and what might be termed the emblems of citizenship, i.e. passports and questions of nationality. These activities, as well as the increasing numbers of visitors such as students, businessmen and tourists, were said to involve the Minister for Immigration in responsibility for the administration of many laws and for policies other than those of assisted immigration. This in turn involves considerable activity within the Department and a wide range of effort by its officers.

Q.3

Functions of the Department

97. The functions of the Department, as stated in the Administrative Arrangements Order of 10th March, 1967, are related to:-

- . Immigration and Emigration
- . Nationality
- . Naturalization and Aliens

98. The following detailed responsibilities are listed in the latest issue of the Commonwealth of Australia Directory -

Commonwealth
of Australia
Directory
January 1967

- . Administration of all aspects of immigration policy
- . Planning and development of immigration programmes
- . Negotiations and administration of bilateral assisted passage agreements and also unilateral schemes of assisted migration
- . Formulation of immigration policy in its relation to international organisations
- . Processing of all applications to enter Australia for permanent residence and for temporary stay
- . Investigation of economic and sociological effects of immigration
- . Responsibility for Australian citizenship and British Nationality matters
- . Responsibility for passports and travel documentation
- . Responsibility for Emigration policy and legislation
- . Responsibility for Aliens control
- . Responsibility for the integration of migrants, including the provision of facilities for non-British migrants to learn English and the encouragement of community participation in integration activities through the Good Neighbour Movement
- . Organisation of the Australian Citizenship Convention
- . Operation of Migrant Accommodation Centres

- . Prosecutions in respect of infringement of the Migration Act, 1958-1966 and the Aliens Act, 1947-1966
- . Implementation of the deportation provisions of the Migration Act, 1958-1966
- . The control of immigration agents
- . Administration of the Templar Trust Fund

99. The organisation of the Department and location of staff are shown in Charts Nos. 1 and 2 in Appendix No. 4 to this Report.

100. The Central office organisation consists of the following Q.214 seven branches which are examined in Chapters 5 to 11.

- . Planning
- . Operations
- . Entry Policy
- . Citizenship
- . Publicity
- . Special Reports
- . Establishments & Finance

All of the branches in the Central office have, in the larger State offices, branches and sections bearing similar titles. The Planning Branch is an exception to this due to the nature of its functions which are performed wholly within the Central Office of the Department.

101. The functions of the Department are discussed in more detail in the later chapters of this Section of the Report.

CHAPTER 5The Planning Branch

102. This Branch is concerned primarily with broad policy matters and has no counterpart in the Department's State Offices. The only overseas office concerned exclusively with its work is that of the Office of the Adviser on Professions in London. The Branch uses overseas or State Offices as required for its purposes, but its functions are such that it does not require officers stationed in the State Offices throughout Australia. We were informed that the Branch determines the numbers, categories and arrival rate for migrants and is responsible for developing new migration programmes up to the stage where they became operational. For example, a recent project undertaken by this Branch was the development of the special passage assistance programme. The Planning Branch carried the programme through to the stage where instructions for the initial implementation of the scheme were issued to overseas posts and a meeting held in London of Chiefs of Overseas Posts. At this point, the scheme became the responsibility of the Operations Branch in respect of the administration of the scheme. Exhibit 94/3 Qs.246 and 281 Q.281 Q.246
103. The functions of the Branch embrace all aspects of immigration planning, including policy and programme advising, policy aspects of the government's relations with international agencies on migration and refugee matters, executive assistance and liaison with the Immigration Advisory Committees and promotion and control of professional migration recruitment. Exhibit 94/3
104. We were informed that immigration must be co-ordinated with other aspects of the Stated objectives of Government economic and development policy and that in order to do this, the Minister and the Secretary of the Department must be informed, in considerable detail, on current trends and developments in the domestic economy and on developments, trends and policies in the main source countries and in potential source countries for migrants. The Department requires to know and to be able to advise the Minister Q.223

and Permanent Head on what may be described as the "chemistry" of immigration, i.e., how immigration affects individuals who happen to be migrants. It was also stated that if Australia is to continue to attract migrants, the reasons why people have migrated and if they are leaving the country, the reasons why they are doing so must be known. The Department also requires information about the composition of its programmes, in regard to their content in terms of workers, skills, family composition, the kind of impact they could make on community resources, productivity, and on the economic, demographic, and social health of the community generally. It was claimed that the Planning Branch could not accomplish these tasks alone and that its main task is to be informed on studies being undertaken by other departments and authorities, and in universities. It must also interpret these studies in terms of immigration planning.

105. The organisation of the Branch is shown in Charts Nos. 5 and 6 of Appendix No. 4 to this report. Details of the establishment and staff of the Branch as at 30th June, 1960 to 1966 and 13th March, 1967, are shown in Table No. 3.

Table No. 3
The Department of Immigration
The Planning Branch: Establishment and Staff
1960 to 1967

As at 30th June	ESTABLISHMENT			STAFF		
	Permanent	Temporary	Total	Permanent	Temporary	Total
1960	n.a.	n.a.	n.a.	17	4	21
1961	n.a.	n.a.	n.a.	17	8	25
1962	n.a.	n.a.	n.a.	20	7	27
1963	26	2	28	20	6	26
1964	23	4	27	22	8	30
1965	39	1	40	26	9	35
1966	39		39	24	14	38
1967	42		42	32	8	40

Exhibit
94/7

n.a. Not available

Source: Department of Immigration

106. It was stated that the increase in the establishment of this Branch from 28 to 42 positions between 1963 and 1967 was due to the need for more detailed analyses of migration prospects and requirements, the demand for additional statistical and research data, and entry by the Department into the specialised field of recognition of professional qualifications gained overseas.

Committee
File 1967/2
Q.1136

107. We were informed that due to its responsibilities, much of the work of the Branch is of an ad hoc nature ranging widely from the preparation of recommendations on the size and content of annual immigration programmes to the development of new assisted passage schemes.

Exhibit
94/3

108. Proposals made to the government which have a bearing on immigration but which are actually within the responsibility of another minister and department usually become the responsibility of the Planning Branch for examination and development of policy, while the Branch usually acts as the co-ordinator in projects affecting more than one branch of the Department. There are three Sections in the Planning Branch -

- . Research and Statistics
- . Secretarial
- . Special Projects

Research and Statistics Section

109. There are three sub-sections within this section, i.e. Research, Statistics and Library.

Research Sub-section

110. The duties of the Research Sub-section are, broadly, research into economic, social and demographic factors which affect migration to Australia and the formulation of policy recommendations arising from its investigations. Specific fields of research include:-

Exhibit
94/3

- . The capacity of the Commonwealth to attract and absorb migrants
- . Economic and demographic studies of present and potential migrant source countries
- . The effects of immigration on the economic, demographic and social structure of Australia
- . Analysis of problem areas requiring policy review and their implication for future immigration programmes

111. Other duties of the Sub-section include liaison and collaboration with Australian universities on research undertaken within the universities, and the conduct of surveys and provision of advice for the information of the Minister, State Offices and Overseas Posts. The Sub-section also prepares Agenda Papers and provides assistance to the Immigration Advisory Committees and their sub-committees.

112. An example of the analysis of problem areas undertaken by the Research Sub-section is the work currently being undertaken in collaboration with a Sub-Committee of the Immigration Advisory Council into the departure movement of migrants. An attempt is being made to establish the scope of the problem and investigations are directed to ascertaining why migrants leave Australia and whether their reasons for leaving could be avoided or prevented.

Q.226

It was indicated that this project involves a great deal of research work by the Planning Branch. Q.236

113. We were informed that authors of scholarly publications of a historical nature, in the field of migration, have obtained a great deal of assistance from the Department of Immigration and that this assistance continues to be given by the Research and Statistics Section to organisations outside the Department. Q.232

Statistics Sub-section

114. The duties of the Statistics Sub-section are to -

- Code and tabulate migration statistics supplementary to the figures published by the Commonwealth Statistician Exhibit 94/3
- Collect and tabulate statistics covering the operations of the Department
- Publish quarterly, Annual and Quinquennial statistics

115. It was stated that the Department has a special responsibility regarding statistics of assisted migrants because of its responsibilities in the administration of the assisted migration scheme and that the number of classifications maintained in the Sub-section has increased from about twenty when the Sub-section was formed in 1949 to some two hundred at the time of our Inquiry. Q.82 Q.229

116. We were informed that the Commonwealth Statistician has the primary responsibility for recording the statistics of arrivals in this country and that Australian immigration statistics are among the best available. There was said to be no overlapping of functions between the Department and the Bureau of Census and Statistics, however, the facilities of the Commonwealth Statistician are used to prepare the Department's internal statistics. The Commonwealth Statistician was said to collect statistics of arrival in and departure from Australia and other information concerning nationality and the stated intention as to the proposed length of Q.82 Q.228 & Q.229

residence in Australia. The statistics collected by the Department of Immigration were claimed to be more detailed than those collected by the Commonwealth Statistician and include for example, the number of migrants who arrive under each individual immigration scheme, the details of groups of people arriving under individual schemes in terms of occupation, family composition, the manner in which they were introduced to Australia, naturalisation, aliens registrations and categories of students.

117. A witness informed us that the Statistics sub-section maintains economic indicators, such as gross national product, gross fixed private investment, changes in investment stocks, indices of manufacturing and commerce, employment, wage rates, prices, overseas reserves, exports and imports, wool prices, retail sales, motor vehicle registrations, instalment credit balances outstanding, and building statistics. Q.224

118. Consolidated statistics for the previous five year period were first published by the Department of Immigration at the end of 1966. The Department expressed the hope that the regular publication of these statistics together with the quarterly statistical summary which it also publishes will clarify the position of Australia's migration programme to all who are interested or have a need to be familiar with the system. Q.83

The Library Sub-section

119. The Library Sub-section has the following functions:-

- Collection of books, periodicals and other library materials relating to immigration together with material on related social sciences Exhibit 94/3
- Collection of departmental publications and newspaper items regarding migration matters
- Provision of an information and reference service for officers of the Department in Canberra, in branch offices and at overseas posts

- Co-operation with the national library and the recommendation to it of items on the subject of immigration which may be suitable for its collection

Secretariat Section

- 120. This section comprises three Sub-sections - Councils, International Relations and Correspondence.

Councils Sub-section

- 121. The Councils Sub-section is responsible for -
 - Provision of executive assistance and secretarial service for the Immigration Planning Council, the Immigration Advisory Council and the Immigration Publicity Council and their sub-committees Exhibit 94/3
 - Preparation of agenda papers together with explanatory papers for the consideration of the advisory bodies
 - Maintenance of liaison with other branches and departments in relation to the provision of papers for the department's advisory bodies and their sub-committees
- 122. We were informed that there are usually several sub-committees drawn from the immigration advisory councils working at any particular time. Q.235

International Relations Sub-section

- 123. The duties of this Sub-section are to - Exhibit 94/3
 - Study the policies and activities of the Inter-governmental Committee for European Migration (I.C.E.M.), the United Nations High Commission for Refugees (U.N.H.C.R.) and other international bodies dealing with immigration or related matters

- . Formulate recommendations regarding departmental attitudes in relation to the bodies above and the preparation of briefs for Australian delegations as necessary
- . Formulate policy recommendations concerning particular aspects of the immigration programme other than those mentioned above
- . Maintain liaison with voluntary agencies concerned with the movement of migrants and associated co-ordinating bodies

Correspondence Sub-section

124. The duties of the Correspondence Sub-section are to -

- . Examine and distribute monthly reports received from overseas immigration posts, and compile statistics from these reports Exhibit
94/3
- . Assist the Secretarial Sub-section in some aspects of the preparation of agenda material and reports for the Department's advisory bodies
- . Assist in the preparation of briefs for I.C.E.M. and U.N.H.C.R. meetings
- . Assemble and distribute the "Information Bulletin"
- . Revise regularly, for the Minister, in consultation with other branches, the handbook on departmental functions and activities and also the official handbook for departmental officers
- . Prepare ministerial and other correspondence and answers to Parliamentary questions on matters within the area of competence of the Branch
- . Revise material for inclusion in Commonwealth and State Government Year Books and other publications

125. It was claimed that there is no overlapping of functions between the Correspondence and Statistics Sub-sections in relation to the processing of statistics and that the Correspondence Sub-section collates statistics compiled by overseas posts whereas the Statistics Sub-section is engaged in the compilation of statistics. Q.240

126. It was indicated that as the formulation of replies to parliamentary questions and correspondence often concerns more than one Branch of the Department, the Correspondence Sub-section is responsible for the co-ordination of replies. Q.242

127. It was indicated that the duties of three officers, for three to four weeks each year, would include the revision of material for inclusion in year books and other publications. Q.244
The official handbook "Facts and Figures About Migration" is generally revised for each session of Parliament to meet the requirements of members. Q.242

Special Projects Section

128. This Section comprises two sub-sections - Projects, and Professional Migration.

Projects Sub-section

129. The functions of this Sub-section are to -

- . Study, arrange and supervise special projects of a non-recurring nature
- . Assist in the development of new programmes until they are fully operational.

Exhibit
94/3

130. Projects undertaken by the Sub-section and the time involved in each are listed below:

- . Study of various intergovernmental conventions and an agreement relating to the status of refugees and stateless persons, including the preparation of ministerial submissions (July-October, 1965)
- . Examination of proposals for migration from Portugal (December 1965, December 1966)
- . Preparation of a paper on Assistance to migrants for the Immigration Planning Council (September 1965)
- . Preparation of a paper on the cost of travel to destinations within Australia for General Assisted Passage Scheme migrants (October 1965)
- . Visits to, and preparation of a report on a cotton-growing project in the Narrabri-Wee Waa area of New South Wales (November 1965). Follow-up work is continuing.
- . Study of population growth in the Rockhampton-Gladstone area of Queensland (January-February 1966). Follow-up work has since been carried out.
- . Study of a proposal to requisition land for migrant housing (June 1966)
- . Visit to, and preparation of a report on, areas of growth in North and Central Queensland (July 1966)
- . Arrangements for a visit by an Ecuadorian immigration official (January-February 1967)
- . Examination of a proposal for taxation concessions on private financial assistance to unassisted migrants (February 1967)

Q's. 247 to 260 and
Committee
file 1967/2

- Preliminary study of the supply of, and demand for, professionally qualified people in Australia (January-February 1967)
- Collection of data on areas of growth in Australia in relation to migrant absorption

131. We were informed that projects relating to the Q.272 following topics, which would normally have been undertaken by this Sub-section, were undertaken elsewhere in the Branch, due to staffing problems;

- Development of all aspects of the organisation, financing and implementation of Special Passage Assistance Programme (September 1964 to September 1966)
- Arrangements for air charter movement through London for Special Passage Assistance Programme migrants (July 1965-September 1966)
- Re-organisation of migrant loan repayments (June 1966-August 1966)
- Consideration of a proposal by the Northern Territory Employers' Federation for a special migrant recruitment scheme for skilled workers for the Northern Territory (November 1966 - still under consideration)

Professional Migration Sub-section

132. The functions of this Sub-section are to -

- Plan and administer the professional migration programme Exhibit 94/3
- Study and prepare reports on the recognition of overseas professional qualifications with a view to -
 - removing anomalies between the requirements of different States
 - obtaining appropriate recognition of professional qualifications of migrants
 - the recruitment of migrants with professional and academic experience and training of value to Australia
- Organise annual visits of British undergraduates

133. It was claimed that since December 1965, the pressure of work on the Professional Migration Sub-section has been growing rapidly and the services of the project officer, located in the Projects Sub-section, have been utilised in part in helping with the work of the Professional Migration Sub-section. In November 1966, the Public Service Board was approached for the creation of, and approved, two new Class 5 positions in the Professional Migration Sub-section. Q.272

134. We were informed that the Professional Immigration Section in London provides details of potential immigrants to the Central Office of the Department which are then made available to prospective employers and the Department of Labour and National Service. Q.251

135. It was stated that while most of the problems relating to the recognition of professional qualifications of migrants come within the jurisdiction of State authorities, the Commonwealth Department of Immigration is directly concerned with them because of its responsibility in their identification insofar as they concern prospective migrants. An example of the work of the Sub-section is the summarising of conditions for the acceptance of qualifications in the field of medicine in the States of the Commonwealth. Q.248

136. We were informed that the fifth annual visit of British undergraduates to Australia is being organised this year, some 120 students having been brought to Australia each year under the scheme. It was claimed that the Commonwealth contribution of \$16,000 annually on this venture was justified even if only one educated migrant returned to Australia each year as a result of the scheme. It was said that funds for the visits are provided from a variety of sources. The British Government, through the Commonwealth Office, makes a contribution, a number of British firms make contributions through the English Speaking Union, a number of Australian Qs. 252 and 259

companies contribute and the cost to each student is approximately £st.120. The English Speaking Union plays a prominent role in the organisation of these visits through a London Committee in which the Union probably plays the most prominent role and on which the Department is represented by its Chief Migration Officer.

Chapter 6The Operations Branch

137. The Operations Branch, which is part of the Planning and Operations Division, has the broad function of administering both in Australia and other countries, the Government's policy in relation to the admission to Australia of migrants of European descent. We were told that after a programme has been planned, the Operations Branch is responsible for the actual recruitment and transport of migrants to Australia. Exhibit 94/3

138. The organisation of the Branch is shown in Chart No. 7 of Appendix No. 4 to this Report and details of the establishment and staff of the Section as at 30th June, 1960 to 1966 and 13th March, 1967, are given in Table No. 4.

Table No. 4The Department of ImmigrationOperations Branch: Staff and Establishment1960 to 1967

As at 30th June	Establishment			Staff		
	Permanent	Temporary	Total	Permanent	Temporary	Total
1960	n.a.	n.a.	n.a.	24	3	27
1961	n.a.	n.a.	n.a.	24	3	27
1962	n.a.	n.a.	n.a.	26	3	29
1963	30	7	37	27	3	30
1964	30	7	37	32	3	35
1965	35	8	43	38	4	42
1966	40		40	48	4	52
1967	40	9	49	37	9	46

Exhibit
94/7

n.a.: Not Available

Source: Department of Immigration

139. We were informed that the increase in the establishment of this Branch from 37 to 49 positions between the years 1963 and 1967 was due to an increase in the complexity and volume of work generated by an increased number of overseas posts, extension of the benefits of the General Assisted Passage Scheme, and also because of increased responsibility for the

Q.1136 and
Committee
file 1967/2

negotiation and arrangement of air and other transport for migrants. There are four sections in the Operations Branch of the Department -

- . British
- . Foreign
- . Transport
- . Development

British Section

140. Within the British Section, there are two Sub-sections, United Kingdom, and British other than the United Kingdom. Exhibit
94/3

United Kingdom Sub-section

141. The functions of this Sub-section are to -

- . Direct assisted migration arrangements under the United Kingdom/Australia Assisted Passage Agreement
- . Maintain liaison with Immigration officers of the State Governments and with individuals, employers and community organisations concerning personal, group and "Bring-out-a-Briton" nominations lodged under the United Kingdom/Australia Assisted Passage Agreement
- . Maintain liaison with the Department of Labour and National Service and the Australian Migration Office, London, concerning
 - . categories and numbers of migrants to be recruited under Commonwealth nomination schemes; and
 - . the demand by migrants for temporary accommodation in Commonwealth hostels

- . Make submissions to the Minister regarding admission or the grant of assisted passages to British migrants
 - . from other countries
 - . through appeals lodged by applicants or sponsors; or
 - . through other representations made to the Minister or the Department
- . Maintain information, welfare and chaplaincy services on vessels carrying assisted migrants from Britain to Australia
- . Deal with requests by State Authorities for Commonwealth financial assistance towards the costs of initial migrant accommodation established by the States.

142. We were told that the Operations Branch is primarily responsible for the task of recruitment of migrants to Australia and also for transporting them to this country. Liaison with the Department of Labour and National Service regarding the placement of migrants in employment is on a continuing basis. The recruitment of the numbers and categories of migrant workers who can be absorbed satisfactorily into Australian industry was said to be a major consideration and for this reason the constant guidance of the Department of Labour and National Service is needed in order that the Chief Migration Officer in London may be kept aware of the position in Australia. The Department of Labour and National Service is given details of all migrant workers coming to Australia under Commonwealth nomination before the migrants leave London so that the volume of placement is known when a ship or plane carrying them arrives in Australia.

Q's. 279 and
281

143. It was said that there is constant liaison with the Chief Migration Officer in London whereby information is exchanged between the Department's Central Office and London on all matters affecting the British assisted migration programme. Instructions relating to assisted passages have been issued to overseas posts allowing officers to use their discretion in granting assisted passages, as an alternative to fixing a rigid means test, which would be inappropriate considering the variety of circumstances of applicants.

Q's. 279 and
285

144. It was indicated that representations are constantly being made to the Department by Australian sponsors and migrants themselves regarding the grant of assisted passages to British migrants, and that some of these result in submissions being made to the Minister for Immigration.

Q.283

145. Full-time information and welfare officers are engaged by the Department to travel on ships which are virtually carrying assisted migrants only. It was said that in cases where more than 750 assisted migrants are being carried on one vessel, welfare officers or assistant welfare officers may be appointed. In some cases, assistant welfare officers are appointed for one voyage only between Britain and Australia receiving their passage in return for their services on the voyage.

Q.291

146. It was claimed that the position in relation to full-time welfare officers is often such that it may not be possible to fill all positions with fully qualified people and that officers would be selected according to their general knowledge of Australia, personal qualities and ability to deal with people. An assistant welfare officer may be a qualified person depending on the qualifications of applicants at the time they were required by the Department. Information and welfare officers who are full-time employees of the Department return to Britain on migrant ships, but the return fare of assistant welfare officers is not paid by the Department.

Q's. 294, 298
and 316

147. Chaplaincy services are arranged by maintaining close liaison with representative church bodies in Australia and each ship carrying more than 750 assisted migrants would carry a Catholic and an Anglican Chaplain as well as one of another denomination. Should there be less than 750 migrants on a ship the Chaplains join the vessel in Fremantle and travel to the Eastern ports. During this time, a record is made of those passengers who are interested in being affiliated with a church on arrival and details are forwarded to relevant churches in the areas in which the migrants intend to settle.

Q.291

148. We were informed that requests for financial assistance by the States for initial migrant accommodation referred to transit accommodation, for example, Point Walter in Western Australia, Elder Park in South Australia, Dulwich Hill in Sydney, and Yungaba in Brisbane. It was said that these provide hostel type accommodation and are operated by the States for the initial reception of assisted British migrants who do not intend going immediately to accommodation provided by personal nominees or who may need only overnight accommodation in the hostel.

Q.301

British, other than United Kingdom Sub-section

149. The functions of this Sub-section are to -

- . Direct assisted migration arrangements
 - . from Malta under the Malta/Australia Migration Agreement
 - . for British applicants outside the United Kingdom and Malta under the General Assisted Passage Scheme
 - . for children and youths sponsored under child migration schemes
- . Direct British unassisted migration arrangements from all areas other than the United Kingdom

Exhibit 94/3

- . Implement the provisions of the Immigration (Guardianship of Children) Act, 1946-1966
- . Deal with applications for Commonwealth financial assistance in respect of establishments conducted by child migration organisations
- . Decide, or refer to the Minister for decision, submissions relating to either admission or grant of assisted passages
 - . from overseas posts
 - . through appeals lodged by applicants or sponsors
 - . through representations to the Minister or the Department

150. It was stated that the provisions of the Immigration (Guardianship of Children) Act applied to very few children arriving in Australia. For example, it provided for 399 in 1964-65, 354 in 1965-66 and for 160 between 1st June, 1966 and 31st December, 1966. We were told that responsibilities under the Act are delegated by the Minister to the appropriate State child welfare authorities.

Q's. 312, 313
and 320

Foreign Section

151. The functions of this Section are to -

- . Direct assisted migration arrangements under the Netherlands/Australia Migration Agreement, the West Germany/Australia Migration Agreement and under arrangements established with the Governments of Italy, Austria, Greece, Spain and Belgium
- . Direct assisted migration arrangements under the Special Passage Assistance Programme for non-British applicants in European countries and under the General Assisted Passage Scheme for non-British applicants in countries outside Europe

Exhibit 94/3

- . Direct unassisted migration arrangements for non-British applicants from Western Europe (operation Re-union) and from other countries
- . Make submissions to the Minister when necessary for admission or the grant of assisted passages to applicants
 - . from overseas posts
 - . through appeals lodged by applicants or sponsors
 - . through representations to the Minister or the Department

152. As shown in Chart No. 7 of Appendix No. 4 to this Report, the Foreign Section has two Sub-sections each containing two units. Migrant source countries are allocated to each of the units as follows -

Sub-section 1

Exhibit 94/3

- (Unit A) Greece, Turkey, Israel, Cyprus, Egypt, Lebanon, Other Middle Eastern Countries (this unit also deals with handicapped refugees)
- (Unit B) Germany, Austria, the Netherlands, Belgium, Switzerland, France, Communist Countries (including Operation Re-Union) and White Russians from mainland China

Sub-section 2

- (Unit C) Italy
- (Unit D) Denmark, Norway, Sweden, Finland, U.S.A., Central and South America, Africa, Spain, Portugal, other countries.

Transport Section

153. The duties of this Section are to -

- . Arrange sea and air transport for all assisted British migrants from the United Kingdom and for those assisted migrants under the Special Passage Assisted Programme who elect to use officially arranged transport
- . Examine and decide the transport proposals of the Inter-Governmental Committee for European Migration for assisted migrants from Malta, West Germany, Austria, Italy, Greece, Spain and Belgium and for assisted refugee migrants from Europe
- . Consult with the Netherlands authorities concerning their transport proposals for assisted migrants from the Netherlands
- . Co-ordinate reception arrangements at Australian ports and airports for assisted migrants
- . Arrange baggage contracts for the reception, clearance and transport within Australia of the baggage of assisted migrants
- . Examine and decide claims for financial reimbursement of travel costs by assisted migrants under the Special Passage Assistance Programme and the General Assisted Passage Scheme

Exhibit 94/3

Development Section

154. In general the function of this Section is to provide physical liaison between the Department and voluntary community organisations sponsoring migrants to Australia. Specific functions of the Section are the -

Exhibit 94/3
and Q's. 357
and 359

- . Co-ordination of activities of the State Offices of the Department responsible for migration promotion with the aim of stimulating greater interest in British and non-British migration to Australia by
 - . constant liaison with "Bring-out-a-Briton" Committees and other community bodies engaged in migration projects
 - . encouragement of employers and migrant workers and their families to sponsor new settlers
 - . liaison with Immigration Offices of the State Governments with a view to increasing the number of personal nominations lodged in the various States
 - . discussions with organisations and groups interested in community participation in the immigration programme
- . Processing of correspondence from persons overseas, in particular from the United States of America

155. It was stated that liaison with sponsoring organisations ensures that the Department is engaged in the promotion of co-operation on a continuing basis. An advantage of this was said to be that accommodation is provided by sponsoring groups for migrants on arrival in Australia thus reducing the demand on migrant hostels and the need for other accommodation provided by the Department. We were told that the field work of Development Officers involves liaison with community organisations and local officials in country areas in order to encourage the sponsorship of migrant families and to inform them of the procedures involved in sponsorship.

Q's. 357 and
359

Chapter 7.The Entry Policy Branch

156. The Entry Policy Branch is part of the Entry and Citizenship Division and its functions include the implementation of the provisions of the Migration Act, 1958-1966 (except part III) and the Aliens Act, 1947-66. In general, the Branch is responsible for the development and administration of the Government's immigration policy, as it relates to the private student programme, visitors and other short-term entrants, the entry and duration of residence of non-Europeans and of persons of mixed descent. It is also responsible for the administration of policy and control procedures in their application to persons prior to and subsequent to entry.

Exhibit
94/3

157. Chart No. 8 of Appendix No. 4 to this Report gives details of the organisation of the Non-European and the Students and Visitors Sections, while the organisation of the Control Section is shown in Chart No. 9. Details of the Establishment and staff of the Branch as at 30th June 1960 to 1966 and 13th March 1967, are given in Table No. 5.

Table No. 5The Department of ImmigrationEntry Policy Branch: Establishment and Staff.1960 to 1967

As at 30th June	Establishment			Staff		
	Permanent	Temporary	Total	Permanent	Temporary	Total
1960	n.a.	n.a.	n.a.	13	2	15
1961	n.a.	n.a.	n.a.	13	2	15
1962	n.a.	n.a.	n.a.	9	1	10
1963	14		14	10		10
1964	15		15	13		13
1965	34	6	40	25	1	26
1966	58	2	60	30	7	37
1967	54		54	39	15	54

Exhibit
94/7

n.a.: Not Available

Source: Department of Immigration

158. The increase in the establishment of this Branch from 14 to 54 positions between 1963 and 1967, was said to be due mainly to the liberalisation of entry policies, establishment of a Central Passenger Index, greater enforcement action in relation to deserters from overseas vessels, and the revision of policies and procedures relating to students and visitors. There are three Sections in the Entry Policy Branch:

Committee
file 1967/2
Q.1136

- . Non-European
- . Students and Visitors
- . Control

Non-European Section

159. This Section comprises two Sub-sections - the Non-European and Mixed Descent Sub-sections.

Exhibit
94/3

The Non-European Sub-section

160. The Non-European Sub-section is responsible for the administration and continual review of -

- . Australia's immigration policy in relation to the entry of non-Europeans as migrants, with a "view to settlement" or for limited temporary residence; and
- . The granting of resident status to non-Europeans admitted under temporary permits.

The Mixed Descent Sub-section

161. This Sub-section is responsible for the administration and continual review of -

- . Policy relating to entry of persons of mixed descent

162. We questioned the use of the expression "policy" used in this context and were informed that a reference to Immigration policy means policy decided by the Government. It was said that individual cases could suggest some adjustment of Government policy which would result in proposals for further consideration by the Minister or by the Government. For example, recent policy decisions relating to non-Europeans of mixed descent were based on a review of difficulties involved in the administration of previous policy in this field.

Q's. 388 and
389

Students and Visitors Section

163. The Section comprises two Sub-sections - Students, and Visitors.

Exhibit
94/3

Students Sub-section

164. The functions of this Sub-section are to -

- . Administer and continually review the Government's private student policy

- Consult the Departments of Education and Science, External Affairs and the Prime Minister's Department on the student programme in general and in individual cases on matters relating to entry and changes of course.

165. We were told the term 'private student' refers to students providing their own travelling expenses to Australia and their own education expenses. This is in contrast to those students who are in Australia under various forms of Government sponsorship. We were informed that at the time of our Inquiry, there were about 1,600 sponsored students in Australia as against some 11,000 private students. Q.391

Visitors Sub-section

166. The duties of this Sub-section are to - Exhibit 94/3

- Administer and continually review the Government's policy in relation to the short-term entry of all business and tourist visitors and long-term temporary entry of persons other than those dealt with under non-European policy
- Supervise compliance by visitors with conditions of short-term entry.

167. It was stated that the essential aspect of any application for a visitor's permit is that it be genuine. This was said to present a problem for any country which is attractive to and is seeking immigrants. It was said that unless some reasonably careful control is maintained, it would be found quickly that substantial numbers of people who have entered the country as visitors in good faith desire to remain, but may not be eligible to do so. However, should a visitor be able to convince the Department of the authenticity of a request, there would be no difficulty at all in the issue of a visa for six months initially and on application for extension of the period to twelve months. Q.401

168. It was indicated that the Visitors Sub-section in the Central Office is concerned mainly with the development of general rules and the consideration of the more difficult cases that may not comply with the general rules. Should a visitor wish to extend the period of a visit, and sponsorship by a friend or relative in Australia is involved, the application would generally be processed in the relevant State Branch Office of the Department. Q.402

169. We were informed that the basic document used in the control of the system is a passenger card completed by the visitor on arrival in Australia. This card has a dual purpose, being used for statistical purposes by the Bureau of Census and Statistics and also by the Department of Immigration. It is provided by an Immigration officer at the point of arrival in Australia and after endorsement is stamped to indicate conditions of entry. The passenger cards are sent to Central Office in Canberra and visitors cards are placed in a temporary entrants index. On leaving the country, a visitor completes an outgoing passenger card which is matched with the card completed on arrival. Should a record of exit not be received after six months, the entry card is sent to the State of intended residence of the visitor for further action by State officers of the Department. Q.403

170. The Visitors Sub-section, as well as being responsible for supervision generally through State branch offices and overseas posts, is responsible for the processing of all visitors visas. The number of visitors increased from about 84,000 in 1960 to some 190,000 in 1966. This growth in the volume of work has been responsible for the creation of a new position of Class 8 in the Sub-section which is equivalent to the salary paid to a senior migration officer. It was indicated that with the growth of tourism in Australia there would undoubtedly be a need for further development in this Sub-section. Qs. 406 and 409

Control Section

171. This Section comprises two Sub-sections - the Travel Exhibit and Entry Control Sub-section and the Residence Control Sub-section. 94/3

Travel and Entry Control Sub-section

172. The Travel and Entry Control Sub-section is responsible for -

- . Supervision of the visa and other entry control systems
- . Recognition of travel documents
- . Immigration examination of persons arriving in and departing from Australia.
- . Registration of aliens and ancillary functions required under the Aliens Act
- . Prevention of entry, temporary entry and departure of persons refused permission to land in Australia
- . Maintenance of a general index of all arrivals in and departures from Australia, and of the "Temporary Residents" index
- . Prosecutions under the Aliens Act
- . Transit of passengers and crews
- . Re-admission to Australia of deportees from other countries
- . Travel facilitation

173. We are informed that twenty of the twenty-seven Q.423 positions in this Section are designated Clerical Assistant, the duties of sixteen of which are concerned with the index of passenger cards and four with the Aliens Register.

174. The Department prefers to have the individual Q.428 applications which are processed by this Section determined at the branch office level, and for officers of the State branches at various levels to be given authority to take decisions as necessary with the proviso that reference be made to Central Office only if there is doubt on borderline matters.

175. The Migration Act provides that any person entering Australia without an entry permit becomes a prohibited migrant and as such is liable to deportation. It was indicated that a major responsibility of the Sub-section is the development of procedures which are to be followed in connection with the boarding operation, that is, the checking of incoming and outgoing passengers. Other responsibilities include the Aliens Register, and the reduction, as far as is possible, of travel documentation through Australia's responsibilities under the Convention on International Civil Aviation and the Convention on International Maritime Traffic. The Sub-section is also a reference point, if required, in difficult cases where the making of a decision is beyond the scope of the branch office.

Q.430

176. At the time of our Inquiry, there were 396,012 aliens registered in Australia and we were informed that the process of registration takes place largely at the point of visa issue abroad. It was indicated that the Department considers the system of registration to be comprehensive. It was claimed that only a percentage of those registered comply with their legal obligation of annual notification of address, marital status and occupation, and that while some offenders have been prosecuted, the physical task of prosecuting all offenders has been beyond the resources of the Department.

Q's. 432, 433
and 436

177. We were informed that the Register is not centralised in that it takes the form of individual State Registers, this being provided for by the Aliens Act.

Q.444

178. With regard to the administrative processes involved in compiling the Aliens Register, we were told that when an alien applies for admission to Australia, a form is completed for registration under the Aliens Act and when the visa is issued the form is sent to Canberra and becomes the entry for that person in the Register. It was stated that while the process had last been

Q's. 438 and
439

reviewed by organisation and methods techniques in 1959, officers of the Sub-section are expected to observe as a continuing process the basic principles of the organisation and methods technique in assessing the efficiency or otherwise of operative procedures. It was claimed that the procedures relating to the administration of the Aliens Act have, as an intra-departmental function, received a great deal of attention since 1963, resulting in the present procedure of alien registration at the point of visa issue. The Public Service Board Observer informed us that the Department's Aliens Register is being considered by the Management Services Section of the Public Service Board in conjunction with the Department for possible conversion to automatic data processing together with other potential applications within the Department. Aspects of the Aliens Register are discussed in more detail in Chapter 14 below which deals with State Offices in which the Register is located.

Q's. 440 and
443

179. We were informed that only 63 percent of aliens registered in 1966, and 119 prosecutions were executed. The question of whether or not more satisfactory methods of increasing the rate of annual registration should be implemented, was said to be under consideration.

Q.451

180. The procedure for control by the Sub-section of transit of passengers and crews is identical to that used for temporary visitors, that is, each passenger or crew member completes a passenger inwards card and a passenger outwards card and the two are matched.

Q.463

181. We were informed that deportees from other countries are usually Australian citizens being deported from those countries. The Department is notified by the Airline Company concerned or the Australian mission in the deporting country of the pending arrival of the deportee and checks are then made of his record in Australia. Should the deportee have a criminal record, the appropriate State police are informed. In some instances,

Q's. 464 and
465

the deportation arises from an overstayed visit in another country and documentation is not required. Should a deportee not hold a passport, the Department would check Australian citizenship records before agreeing to the return of a person to this country. The number of persons deported to Australia from other countries was claimed not to be large and the workload involved not great. We were told that there had not been an organisation and methods review of the processes involved.

Residence Control Sub-section

182. The functions of the Residence Control Sub-section relate to -

- Deportations
- The apprehension and custody of illegal entrants
- Prosecutions under the Migration Act
- The granting of re-entry facilities to Europeans admitted for settlement
- Political asylum
- Applications for resident status submitted by European temporary entrants
- The control of immigration and citizenship agents

Exhibit
94/3

183. With regard to deportation orders, it was said that the Minister for Immigration is the sole authority for these and the Sub-section is responsible for preparing a recommendation to the Minister on each order, based on information received from other offices of the Department. Examples of deported persons include illegal entrants and migrants who may be convicted criminals. Q.467

184. We were informed that the apprehension and custody of illegal entrants is largely a function of State Branch offices. Central Office involvement is principally of a supervisory nature in that it issues instructions under the Migration Act. It is responsible for ensuring that the procedures involved are generally Q.468

adequate in the prevention of any increase in the number of illegal entrants. It was said that prosecutions under the Migration Act are not numerous, and that they are generally instituted in the State concerned, the Central Office being concerned with any prosecutions in the Australian Capital Territory. The Migration Act confers the power of arrest on officers of the Department of Immigration and on State and Commonwealth police but we were told that, in practice, the Department enlists the services of the Commonwealth Police to apprehend persons who are illegal entrants. The names of persons known to have entered Australia illegally are placed on a search list which is circulated to both Commonwealth and State Police. State Police may be called upon if they are required, for example, in the apprehension of a person in a country area. We were informed that there is no reimbursement in respect of this service to either the Commonwealth or the State Police.

Q's. 469, 470
and 471

185. The granting of re-entry facilities to Europeans is also a function of the State offices while the Central Office is concerned mainly with the submission of policy recommendations for the Minister's consideration and the issue of instructions to branch offices. Specific cases such as the desirability of re-admission of undesirable immigrants are referred to Central Office for decision.

186. It was said that there have been occasional cases of persons temporarily resident in Australia seeking political asylum here and these involved a decision by the Government incorporating detailed instructions as to how each application should be handled. These cases are dealt with by the Central Office of the Department in consultation with other interested departments.

187. Applications for resident status submitted by European temporary entrants are processed in the branch offices without reference to the Central Office in Canberra apart from an occasional

difficult case. It was said that in such cases the Central Office would issue general instructions as to how to process similar cases in the future so that a uniform and impartial procedure would be adopted in any similar future circumstances.

188. The Migration Act and the Nationality and Citizenship Act provide that a person intending to act as an immigration or citizenship agent for monetary reward in dealing with applications by entrants to Australia or for citizenship, must give notice to the Secretary of the Department before so doing. It was said that these notices are sent to State Branch offices for investigation. An application is only returned to Central Office should any adverse report be received regarding an applicant. We were told that there were some 609 registered immigration agents, and that the Migration Act and the Nationality and Citizenship Act both provide for a maximum fee of \$2 to be charged.

Q's. 472
and 473

Q's. 473
and 974

Chapter 8.The Citizenship Branch

189. The Citizenship Branch is part of the Entry and Citizenship Division and is responsible for the implementation of the provisions of the Nationality and Citizenship Act, 1948-1966, the Nationality and Citizenship (Burmese) Act, 1950-1966, and the Passports Act, 1938-1966. Exhibit 94/3

190. The functions of the Branch, directed towards the successful settlement of migrants in Australia, fall into two categories, the integration of migrants into the community and the more formal manifestation of integration - citizenship. Details of the establishment and staff of the Branch as at 30th June, 1960 to 1966 and 13th March, 1967, are given in Table No. 6.

Table No. 6.The Department of Immigration.Citizenship Branch: Establishment and Staff1960 - 1967

As at 30th June	Establishment			Staff		
	Permanent	Temporary	Total	Permanent	Temporary	Total
1960	n.a.	n.a.	n.a.	19	15	34
1961	n.a.	n.a.	n.a.	19	17	36
1962	n.a.	n.a.	n.a.	25	24	49
1963	30	15	45	27	9	36
1964	32	14	46	27	6	33
1965	28	16	44	36	9	45
1966	51	1	52	36	28	64
1967	64	1	65	37	5	42

Exhibit
94/7

n.a.: Not Available.

Source: Department of Immigration

191. We were informed that the increase in the establishment of this Branch from 45 to 65 positions between 1963 and 1967 was due mainly to the establishment of the Surveys Sub-section, increased emphasis by the Department on integration policies and practices, the development of stricter procedures for passport control and the transfer of functions relating to the repatriation of migrants from the Operations Branch. There are three Sections in the Citizenship Branch -

Q.1136 and
Committee
File 1967/2

- . Integration and Education
- . Nationality, Citizenship and Passports
- . Good Neighbour Councils

Integration and Education Section

192. Details of the organisation of the Integration and Education Section are shown in Charts Nos. 10 and 11 of Appendix No. 4 to this Report. The Section consists of four Sub-sections - Integration, Education, Surveys, and Translations.

Integration Sub-section

193. The functions of this Sub-section are to -

Exhibit
94/3

- . Analyse migrant problems and enquiries
- . Determine factors which impede integration
- . In conjunction with the Good Neighbour Movement and other organisations, develop appropriate measures to encourage integration of migrants
- . Provide social welfare counselling and other assistance for migrants where necessary
- . Arrange, where justified, the repatriation of migrants at Commonwealth expense
- . Approve, where justified, the waiver of financial obligations in respect of assisted passages to Australia.
- . Plan and organise Citizenship conventions

194. We were informed that until 1965, when qualified people were recruited to the Section, the analysis of migrant social problems had not been undertaken in an acceptable scientific manner. Until that time, individual migrant problems of a personal nature, for

Qs. 478 and
479

example in relation to housing, health, and recognition of qualifications had been resolved by the Sub-section on an ad hoc basis, mainly by the direction of the migrants concerned to suitable voluntary agencies within the community for attention. Since 1965, however, a welfare counselling service has been available.

195. We were informed that migrants in need of counselling services could become the subject of consideration for repatriation to their home countries at Commonwealth expense and that, while repatriation may not be seen as a cure for a particular problem, it could be the only practicable course to follow. To qualify for repatriation, it would need to be shown that great personal hardship would be involved for the persons remaining in Australia and that a decision in such cases would generally be influenced by a medical opinion. We were told that decisions regarding the waiver of outward passage costs are determined ultimately by an Assistant Secretary of the Department. Q's. 481, 504 and 783

196. We were reminded that assisted migrants are obliged to remain in Australia for two years, but that towards the end of this period, an assisted migrant may be able to justify a return to the home country before this period has elapsed. In the financial year 1965-66, eighty-five requests for repatriation involving 265 persons were approved at a cost of some \$94,000. Q's. 482 and 483

Education Sub-section

197. The functions of this Sub-section are to - Exhibit 94/3
- . Control the teaching of English to foreign migrants
 - . in Europe prior to departure for Australia
 - . on board migrant ships
 - . in Australia by means of class, correspondence, and combined radio/television/correspondence instruction

- Provide orientation guidance for migrants during the voyage to Australia
- Examine current practices and develop policy measures to improve the scope and effectiveness of the migrant education programme
- Investigate and analyse the needs of certain categories of migrants, for example, those with lower basic education
- Generally control and supervise the policy, management and financial aspects of the programmes developed

198. It was stated that the Inter-governmental Committee for European Migration undertakes pre-embarkation language classes on behalf of the Department in Greece, Italy, Germany and Belgium. The method used, which was designed in Australia, is called the situational method and is suitable either to class tuition or correspondence courses. Officers supervising the courses in Germany and Greece are Australians who have been trained in this method of teaching. We were told that generally, the length of courses varies and there is not always a set programme of study. There is, however, a course of three months duration offering in Greece. In Germany, the practice is for an education officer to contact intending migrants and the course is conducted between the time approval to migrate is granted and embarkation, either the class or correspondence method being used. German and Belgian migrants are allowed to decide for themselves whether or not to undertake the course. In the case of Greek migrants however, the course is more obligatory in that completion of it determines whether or not approval to migrate will be granted.

Q's. 484
and 485

199. It was stated that occupants of positions of Shipboard Education Officer are not required to be trained school teachers. In practice, however, teachers who have also been trained in the situational method of teaching are usually appointed to these positions. The Commonwealth Office of Education which designed this method of language teaching, has indicated to the Department

Q. 486

of Immigration that teacher training is not a pre-requisite for teaching by this method.

200. We were told that television has not yet been used for teaching English to migrants, although it is expected that a series of classes in this medium, adapted from a series conducted by the British Broadcasting Commission, should commence this year. Q.487

201. We were informed that two measures may be used to judge the effectiveness of language classes conducted by radio. The first is "listener rating" procedures which are used by broadcasting stations, and secondly, the number of people applying for instruction books. The number of people applying for books, however, is not really a reliable guide because classes are not supervised and since the "listener rating" method has indicated that the courses are not being used, the programmes have been discontinued. Q.489

202. Guidance provided to migrants travelling on ships to Australia includes instruction in relation to coinage, Australian customs and structure of government. It was said that a special language course, based largely on spoken English, has been designed to teach English to people who are quite illiterate. Tuition costs for language instruction reimbursed to the States amounted to \$556,100 in 1965-66. While some 19,534 people were attending these classes in February 1967, the attendance rate generally tends to be poor and to decline markedly as the courses become more difficult. Q's. 491, 492, 494 and 499

Surveys Sub-section

203. Late in 1962, two field officers were appointed to the Assimilation Section of the Immigration Department to carry out surveys on various aspects of migrant integration. These positions were located in the Melbourne and Sydney Branch Offices. Q.520 and Committee file 1967/2

From 1962 until the Public Service Board conducted a review of the Field Officer Service in 1965 and the subsequent creation of the Surveys Sub-section staffed by psychologists, investigations were carried out on an 'ad hoc' basis in the fields of Migrant Education, Non-attendance at Naturalization Ceremonies, Orientation courses, Training Programmes, and Integration of British Migrants.

204. In October 1965, the Public Service Board reviewed the Departmental Field Officer Service and recommended the creation of the Surveys Sub-section staffed by psychologists as an appropriate organisation for psychological and associated work performed in the Department. The functions of the Sub-section are to -

Exhibit
94/3

- . Conduct sociological research studies into the problems of migrant integration in general and specifically into -
 - . the habits and behaviour of migrants within the community
 - . the practical difficulties experienced by migrants during the process of integration
 - . social adjustment
 - . the ability of migrants to understand and accept their obligations and responsibilities as members of the Australian community
 - . the attitudes of the Australian population to migrants
- . Analyse, evaluate and report on the findings of studies undertaken in order to provide terms of reference for the formulation of policy
- . Prepare papers on the sociological aspects of migrant integration for consideration by the Commonwealth Immigration Planning and Advisory Councils

Represent the Department of Immigration at meetings
with university bodies on matters connected with
research into the problems of migrant integration

Q.523

205. We were told that surveys conducted by the Sub-section are generally determined on the basis of their desirability, as assessed by the Sub-section itself, or other Sections within the Department. It has been accepted that psychological training is required for the work undertaken by the Sub-section and the Public Service Board observer, Mr. Vanthoff, assured us that the designation 'psychologist' is evidence of the fact that the Board has determined that professionally qualified psychologists are required in such positions.

Q's. 506, 507
and 519

206. Since 1965, surveys have been conducted by the Sub-section into Naturalization, British Migrants and Hostels and Migrant Youth, and three investigations have been made into the Departure Movement of British Migrants. Some of these surveys have been undertaken at the request of the Social Patterns Committee of the Immigration Advisory Council. An investigation of Occupational Adjustment of British Workers and a Survey of Welfare and Integration Work at the Melbourne and Sydney Branch Offices were in progress at the time of our Inquiry. It was stated that information gained from field surveys provides source material and guidance on the basis of which different kinds of action can be evaluated.

Q.520 and
Committee
file 1967/2

Translations Sub-section

207. In the early post-war years, the Commonwealth Investigation Service conducted a translation service for Commonwealth Departments and other organisations. An increase in the demand for translation facilities led the Commonwealth Investigation Service to suggest in December 1958 that the translation function might be more appropriately placed with

Q's. 531, 532,
553 and
Committee file
1967/2

the Department of Immigration. The Minister for Immigration agreed that translation work should be undertaken by the Department as part of its assimilation activities and a Departmental translation service was introduced in November 1959.

208: The new arrangement was based on the co-ordination of the linguistic ability of Departmental staff then employed. Initially facilities were restricted to Government Departments and approved organisations, for example, the Red Cross, and translation work was provided only where there was a direct connection with immigration. In the main, translation work, including the review of foreign language newspapers, was undertaken by officers of the Department in addition to their normal duties. In cases where a language was not covered by the departmental staff, or where the pressure of work demanded it, the service of outside translators was enlisted. Further attention was given to the newly introduced translation service when the Assimilation Division was re-organised in 1960. At that time a position was created in the Assimilation Activities Section in the Department's Central Office with the function of supervising and co-ordinating translation operations.

209: From 1960 onwards the scope of the service provided by the Department increased with usage to include any translation required by Commonwealth Departments or Agencies. Also, due to the continued increase and diversification of the migrant intake, and the consequent proliferation of foreign language newspapers, the demand for translations directly related to immigration grew significantly. During this time the Department's translations began to be invested with greater authority than the qualifications of the Department's staff handling them would always warrant. In effect, they were being treated by migrants and others as certified translations backed by the skill of professional translators. In the circumstances, it was considered that if the service was to continue, this should be corrected.

210. The Department, when submitting to the Public Service Board proposals for a general re-organisation of the Citizenship Branch, recommended an establishment which included a Translations Sub-section consisting of one senior translation officer and three translation officer positions. This proposal was based on the provision by the Department of Immigration of a proficient translation service for Commonwealth Departments as required, as well as meeting its own needs and those of community agencies directly associated with migration activities. The proposed Translations Sub-section was approved in March 1966. Mr. Vanthoff, the Public Service Board observer, indicated that he had no doubt that before the establishment of the Translations Sub-section was approved, the normal tests would have been applied by the Public Service Board to justify its enlargement.

Q.551

211. We were told that to qualify for appointment as a Translation Officer, an applicant must be able to translate from two or more European languages into English and from English into other languages. The qualifications for a position of Senior Translation Officer is the ability to translate from two or more European languages into English on specialised subjects and from English to foreign languages. However, the Department has sought to recruit translation officers whose range of languages is greater than this in order to cover the spread of languages with which it is confronted.

Q.539 and
Committee
file 1967/2

212. We were told that a literal translation of a foreign language into English is not satisfactory if it fails to express clearly what is in the mind of the writer. It was also stated that high quality translation work is often time-consuming and is dependent on the employment of well qualified people. It was said that the Department does not experience difficulties in obtaining suitable staff for the Sub-section, but that it is not always possible to find people who are fluent in three or four languages, the degree of fluency required if a wide range of languages is to be covered by the Sub-section.

Q's.538,539 and
Committee
file 1967/2

213. The functions of the Sub-section are to -

- . Translate from foreign languages into English
 - . departmental correspondence
 - . documents used by migrants in their work
 - . official documents and writings of a technical nature
 - . newspapers and other publications
- . Provide translation and interpreting services for the Department of Immigration, other departments and outside agencies where it is established that such service is in the interests of the migrants' integration or to the benefit of the Commonwealth
- . Certify translations where necessary
- . Analyse and evaluate matter relating to the work of the Department appearing in foreign language publications
- . Prepare an annual content analysis of the Australian foreign language press

Exhibit
94/3

214. It was claimed that reports and editorials appearing in the foreign language press are of particular interest in that they are representative of migrant opinion and also provide a measure of the level of migrant integration and of influences working against integration. We were informed that there is a need to know what is being printed in these papers so that corrective comment may be made if necessary. It was indicated that the content analysis of the Australian foreign language press is not a large part of the Section's work.

Q's. 535, 536,
538 and
Committee
file 1967/2

215. We were informed that the translation of letters and documents is concerned mainly with complaints, enquiries, or requests for assistance which are directed to the Department by, or on behalf of migrants lacking a command of English. It was claimed that discretion is used by the Department in the translation of documents used by migrants in their work, and that the service would not be used beyond its intended scope.

Q. 560 and
Committee
file 1967/2

216. Foreign language publications regularly reviewed by the Translations Sub-section comprise one Dutch weekly, six Greek weeklies, and one bi-weekly publication, one weekly each in Lithuanian, Russian, French and Spanish, a fortnightly Czechoslovakian publication, two German weeklies, one fortnightly and two weekly publications in Polish, one monthly and two weekly Yugoslav publications, and two weekly and one bi-weekly Italian publications. Committee file 1967/2

217. A substantial amount of the work of the Translations Sub-section is for other departments, and the opinion was expressed that this service is justified. We were informed that changes are not made for translation services provided to outside users. Details of translation services provided to outside agencies, by man hours involved, for selected periods in 1966 and 1967 are shown in Table No. 7, while details of user agencies are shown in Table No. 8. Q's. 530, 550 and 554

Table No. 7
Department of Immigration
Translation Service Workload Analysis

Q.553 and
Committee
file 1967/2

Man hours	Normal Duty	Percentage of outside work to total work	Extra Duty (b)	Percentage of outside work to total work	Total	Percentage of outside work to total work
<u>Quarter ending 31/12/66</u>						
Possible (a)	1764					
Worked	942		35		977	
For outside users	236	25.1	28	80.0	264	27.0
<u>Quarter ending 31/3/67</u>						
Possible (a)	1793					
Worked	915		115		1030	
For outside users	334	36.5	68	59.1	402	39.0

- (a) The difference between possible and actual man hours worked represents recreation leave, sick leave and special duties.
(b) Extra duty represents time involved in languages not covered by the staff of the Sub-section.

Source: Department of Immigration

Table No. 8
Department of Immigration
Translation Service
User Departments, Agencies, and Organisations

Q.553 and
 Committee
 file 1967/2

Departments	Agencies	Organisations
Air Attorney-General's Customs and Excise External Affairs Health Interior National Development Navy Prime Minister's Social Services Territories Trade and Industry Treasury Works	Australian Security Intelligence Organisation Australian War Memorial Bureau of Mineral Resources Commonwealth Police Force Government House National Capital Development Commission Public Service Board	Australian National University Australian Red Cross Society Good Neighbour Council

Source: Department of Immigration

Nationality, Citizenship and Passports Section

218. The organisation of the Nationality, Citizenship and Passports Section is shown in Chart No. 12 of Appendix No. 4 to this Report. The Section comprises two Sub-sections - Nationality and Citizenship, and Passports.

Exhibit
 94/3

Nationality and Citizenship Sub-section

219. The functions of this Sub-section are to -

- . Advise on matters relating to nationality and citizenship
- . Accept responsibility for the conferment of Australian citizenship
 - . by naturalisation in the case of aliens
 - . by registration in the case of British subjects
 - . by registration of the births of children born abroad of Australian parents
- . Issue declaratory certificates of citizenship, or evidentiary certificates of citizenship to persons who require proof of Australian citizenship

- . Register declarations of resumption, or of renunciation of Australian citizenship
- . Maintain indexes of persons acquiring or losing Australian citizenship
- . Present an annual return to Parliament of persons granted citizenship
- . Administer other provisions of the Nationality and Citizenship Act
- . Promote through suitable Publicity the acceptance of citizenship by migrants.

220. We were informed that the most common manner by which Australian citizenship is lost is by becoming a naturalised citizen of another country. Should an Australian adult voluntarily do so, Section 17 of the Nationality and Citizenship Act provides for automatic loss of Australian citizenship. As well, Section 21 of the Act provides that a person who, for the purpose of obtaining Australian citizenship has made false representations may, by order of the Minister, be deprived of Australian citizenship. Q's. 564 and 566

221. It was said that if there is any doubt as to the effect of the Nationality and Citizenship Act upon a person's status, the question would be referred to the Nationality and Citizenship Sub-section for an opinion. Questions in relation to citizenship may also be referred from other Departments, for example, the Electoral Office. Q.563

222. The heaviest workload involved in the Sub-section's responsibility for the conferment of citizenship was said to be in relation to the naturalisation of aliens. The procedure involved in naturalisation begins with completion of a simple application form, indicating a desire for Australian citizenship. An interview is then arranged at which further personal details of the applicant are obtained in the form of a statutory declaration and responsibilities and privileges of Australian citizenship are discussed. Character checks are then made to ascertain suitability for citizenship. Following satisfactory completion of routine checks the Commonwealth Director of Immigration acting under delegated Q.572

authority from the Minister approves the application and a certificate of naturalisation is then completed and sent to the local Government authority in the district in which the applicant lives for conferment at the naturalisation ceremony.

223. We were told that while most of the work involved in naturalisation is the function of branch offices, the Canberra staff is responsible for applications from aliens living in the Australian Capital Territory, the Northern Territory, and the Territory of Papua and New Guinea. Doubtful applications received in branch offices involving a possible refusal of citizenship are referred to the Central Office of the Department for consideration. Should an applicant be considered to be undesirable, a submission is made by the Central Office to the Minister who alone has power to refuse an application for naturalisation. Q.574

224. Details of Registrations of persons born abroad of Australian parents and Registrations of British Subjects as Australian Citizens in the period 1950 to 1966 are given in Table No. 9.

Table No. 9
Department of Immigration
Registration of Australian Citizenship other
than by Naturalisation
1949-1966

Year	Persons born Abroad of Australian Parents	Year	British Subjects as Australian Citizens
1950	141	1949-50	8
1951	131	1950-51	15
1952	224	1951-52	87
1953	324	1952-53	222
1954	380	1953-54	321
1955	427	1954-55	273
1956	473	1955-56	377
1957	654	1956-57	464
1958	803	1957-58	660
1959	950	1958-59	843
1960	1,144	1959-60	1,082
1961	1,058	1960-61	1,916
1962	1,269	1961-62	3,081
1963	1,438	1962-63	3,344
1964	1,322	1963-64	3,315
1965	1,624	1964-65	4,002
1966	1,709	1965-66	4,287
Total	14,138	Total	24,297

Q's. 525, 526 and
Committee
file 1967/2

Source: Department of Immigration

225. In the year ended 30th June, 1966, fifteen declaratory certificates were issued in Canberra and 675 in Sydney. In the same period, 6,642 evidentiary certificates were issued in Canberra to persons requiring proof of Australian citizenship. During the period 1st July to 31st December, 1966, a further 8,620 evidentiary certificates were issued in Canberra.

Q.567 and
Committee
file 1967/2

226. Section 20 of the Nationality and Citizenship Act, 1948, provided that a person who was an Australian citizen by naturalisation or registration lost Australian citizenship by

Q.527 and
Committee
file 1967/2

residence abroad for a continuous period of seven years unless he gave annual notice of his intention to retain citizenship. Section 20 was repealed on 8th October, 1958 and, as citizenship would not in future be lost in this way, provision was made in Section 23A for persons who lost Australian citizenship under Section 20 of the Act prior to October 1958 to regain Australian citizenship by making a Declaration of Resumption. Section 23B of the Act provides that where a person, whilst a minor, ceases to be an Australian citizen by reason of his father having ceased to be an Australian citizen, such a person may after attaining the age of twenty-one years make a Declaration of Resumption. Declarations are of no force or effect unless and until they are registered in the Department of Immigration. Details of Declarations of Resumption of Australian citizenship made in the calendar years 1962-1966 are shown in Table No. 10.

Q.527

Table No. 10
Department of Immigration
Declarations of Resumption of Australian Citizenship
1962-1966

Q.527 and
Committee
File 1967/2

Year	Declaration
1962	11
1963	3
1964	2
1965	4
1966	2
Total	22

Source: Department of Immigration

227. Registration with the Department of Immigration is also required for effective renunciation of Australian citizenship. Examples of renunciation of citizenship are -

Q.527 and
Committee
file 1967/2

- A person born in Australia whose parents are nationals of the United States of America has dual nationality and may renounce Australian citizenship upon reaching the age of twenty-one years.
- An Australian marrying a Greek national and acquiring Greek nationality may choose to renounce Australian citizenship.
- Australian citizenship may have been acquired by the inclusion of an individual's name on a certificate of Naturalisation granted to his father. As Australian citizenship was acquired involuntarily, it may be renounced on attaining the age of twenty-one years.

228. Details of Declaration of Renunciation of Australian citizenship during the period 1962 to 1966 are given in Table No. 11.

Table No. 11
Department of Immigration
Declaration of Renunciation of Australian Citizenship
1962-1966

Q.527 and
Committee
file 1967/2

Year	Declaration
1962	-
1963	1
1964	1
1965	1
1966	2
Total	5

Source: Department of Immigration

229. It was stated that about 495,000 persons have been naturalised in the post-war period and that a corresponding number of cards has been inserted in the central index of naturalised persons. Immediately after the war, the number of naturalisations was high but at the present time about 31,000 persons are naturalised annually and about 4,000 register for naturalisation which means that some 3,000 insertions are made in the index of Australian citizens by naturalisation or registration each month.

Q.570

230. Other duties of the personnel in the Central Office are of a kind which only the Central Office can perform, i.e. the preparation and issuing of instructions as to procedures and standards and also the issuing of general instructions to overseas posts on nationality matters generally and on the interpretation of the Nationality and Citizenship Act. These form the basis of consular instructions issued to all Australian posts. In addition, references come from overseas posts to the Central Office when applications are made for the registration of the birth of children of Australian citizens living overseas. An officer of the Sub-section is responsible for maintaining information on the legislation of other countries in the field of nationality. Q.574

Passports Sub-section

231. The functions of this Sub-section are to:-

Exhibit
94/3

- . Administer all aspects of passport issue and control in respect of Australian citizens and Australian protected persons
- . Arrange travel documentation for stateless persons, refugees and aliens who are unable to obtain a national passport
- . Exercise control over the emigration of children and of aborigines as provided for in Sections 62 and 64 of the Migration Act, 1958-1966
- . Perform passport and visa functions in Australia and the Territories on behalf of other Commonwealth countries
- . Prepare and issue lists of persons to whom visas should not be issued (Warning Lists) to be used by Australian passport and visa officers in Australia and overseas and by British consuls who issue visas for Australia

232. It was indicated that following an application for a passport, the process of approval and issue is one in which little delay is involved. The application is passed to the officers concerned with the preparation of passports, a passport is then prepared and the applicant notified that it is ready for Q's. 575 and 576

collection or the passport may be delivered by registered mail to the applicant.

233. The Sub-section maintains a warning list in order to ensure that persons who may be included on it are not given passports without reference to the list. People included on the list would be those who have lost citizenship status or who may have been guilty of some malpractice in respect to passports. Also on the list would be those whose spouses have objected to the issue of passports to a wife or husband. Q.575 Q.576

234. We were informed that the term "Australian protected person" refers to an indigenous native of a trust territory as distinct from a Territory of the Commonwealth. It was said that if such a person has residence status in Australia, he is entitled to an Australian passport. Should a protected person resident in his own territory wish to travel, the Administrator of the Territory will decide whether or not it is in the interests of the person concerned to travel and therefore this does not become a responsibility of the Department of Immigration. Q.577

235. We were told that many new settlers in Australia are stateless persons, and that there are people who do not wish to apply to the consular representative of their own country for a national passport. Provision is made for these people in the issue of certificates of identity in lieu of passports. The certificate is in the same form as a passport but the personal particulars given do not include national status. The issue of these certificates is a usual international practice and most countries will readily provide a visa on such a document especially if it is endorsed for re-entry to Australia. Q.578

236. There is no formal agreement for the performance of passport and visa functions by the Australian Government for other Commonwealth countries or for reciprocal arrangements. We were informed that a citizen of most Commonwealth countries wishing to travel urgently and unable to wait for his application to be processed by a High Commission in Canberra, may obtain a short-term Australian Q's. 579, 580 and 581

passport from a Branch office of the Department on the basis of informal arrangements with the British Government. It was said that similar functions were performed for Australia by Embassies of Commonwealth countries without Australian representation, including the issue of short-term British passports and that there is a "good offices arrangement" in this regard between Commonwealth countries in general.

Good Neighbour Councils Section

237. The organisation of this Section is shown in Chart No. 12 Exhibit of Appendix No. 4 to this Report and the functions of the Section 94/3 are to -

- . Interpret Government policy on migrant integration for the Good Neighbour Councils of Australia and guide the Councils in their efforts to implement that policy.
- . Through the agency of the Good Neighbour Councils of Australia
 - . enlist maximum voluntary community effort in the welcoming of and assistance to new settlers
 - . promote understanding on the part of the Australian community towards migrants
 - . co-ordinate the integration work of voluntary organisations in order to achieve maximum effectiveness
- . Stimulate expansion of Good Neighbour work by discussion with Good Neighbour Council officers, by addressing meetings and making radio broadcasts, and by interviewing influential persons and municipal and other authorities.
- . Supervise preparation of annual estimates of expenditure in budget form for the approval of Commonwealth Grants-in-Aid to the Good Neighbour movement
- . Study trends of migrant integration policy and requirements and enlist community support for migrant integration work, including migrant education,

citizenship, child and youth welfare, industrial conditions and information, and advisory services for migrants

- Supervise the expenditure of the Good Neighbour Councils of Australia

238. It was said that while the Good Neighbour Councils are fairly autonomous there would be consultation with the co-ordinator to ensure that in their formulation, new proposals do not contravene Government policy.

Qs. 586 and 587

239. We were informed that the Department of Immigration is interested in industrial relations, to the extent that they have a bearing on the integration of migrants into the Community and that Good Neighbour Councils are encouraged to be available with advice if necessary for migrants who may need assistance in this respect.

Q. 595 and Committee File 1967/2

240. We were informed that the primary influence on the integration of migrant children is their formal education among Australian children. However, membership of youth organisations is seen as an important aid in integration and for this reason, Good Neighbour Councils are encouraged to take an interest in child and youth welfare. An example of this interest was the sponsorship by the Victorian Good Neighbour Council of a survey of migrant youth in that State. The Councils are encouraged to promote the formation of new youth organisations or to extend existing organisations and to incorporate them as members of the Good Neighbour Movement.

Chapter 9The Publicity Branch

241. The Publicity Branch is part of the Entry and Citizenship Division. In the early years of the Department's immigration programme, information services were provided by officers seconded from the Australian News and Information Bureau. While the Department established its own Publicity section in 1955, the section continued to be staffed by officers of that Bureau. The Publicity Branch was established in 1964.

Exhibit
94/3 and
Q.601

242. The main function of the Branch is to provide information regarding Australia and its migration schemes to potential migrants, to provide information which may be helpful to new settlers in Australia and to inform the Australian community on the immigration programme. Officers of the Branch are expected to be familiar with publicity media other than that of their own special field. The Director of the Publicity Branch represents the Department of Immigration on the Australian National Film Board and on inter-departmental committees involved in the co-ordination of overseas publicity.

Exhibit
94/3, Q's.601.
664 and
Committee
file 1967/2

243. We were informed that it has been government policy for some time to employ journalists as temporary officers. The organisation of the Publicity Branch is shown in Chart No. 13 of Appendix No. 4 to this Report, and details of the establishment and staff of the Branch as at 30th June, 1960 to 1966 and 13th March, 1967 are given in Table No. 12.

Exhibit
94/3
and Q.604

Table No. 12
Department of Immigration
Publicity Branch
Establishment and Staff
1960-1967

as at 30th June	Establishment			Staff		
	Permanent	Temporary	Total	Permanent	Temporary	Total
1960	n.a.	n.a.	n.a.	2	9	11
1961	n.a.	n.a.	n.a.	2	9	11
1962	n.a.	n.a.	n.a.	4	10	14
1963	2	9	11	4	7	11
1964	2	10	12	3	12	15
1965	2	11	13	3	13	16
1966	9	10	19	5	11	16
1967	9	18	27	8	7	15

Exhibit
94 /7

n.a. Not Available
Source: Department of Immigration

244. It was stated that the increase in the establishment of the Publicity Branch from 11 to 27 positions between 1963 and 1967 was due mainly to an expanded publicity programme, the provision of information officers in Queensland, South Australia and Western Australia, developments in publicity media and an extension of the range of publications designed to meet the needs of the more discriminating migrants. There are three sections in the Branch -

Q.1136 and
Committee
file 1967/2

- . Press, Radio and Films
- . Publications and General
- . Office Services

Press, Radio and Films Section

245. There are three Sub-sections in this Section -
Press Liaison, Radio, and Television and Films.

Press Liaison Sub-section

Exhibit
94/3

246. The functions of this Sub-section are to -

- . Maintain close liaison with the national, regional and foreign language press in Australia
- . Prepare replies in consultation with appropriate branches to enquiries about immigration received from representatives of press, radio and television news organisations in Australia and overseas
- . Prepare drafts of news statements and articles for the press, including special articles for the foreign language, Australian and overseas press

247. We were told that the Director and the Assistant-Director of the Branch and also the Press Liaison Officer, are required to be acquainted with press executives and journalists and to be accepted by them as fellow journalists. The Branch's Press Liaison Officer handles an average of ten press inquiries of substance each day, mainly from newspapers and radio and television stations. It was stated that inquiries received during and outside normal working hours include informal requests for background information, guidance on departmental policy and requests from overseas posts. Press inquiries and answers are distributed to the Department's State Branch Offices and overseas posts as a form of background information.

Q.669 and
Committee
file 1967/2

248. It was said that the Press Liaison Officer assists in the drafting of Ministerial and Departmental press statements and arranges for their distribution throughout Australia and other countries. The number of press statements issued by the Department has increased from 40 in 1962 to 51

Q.669 and
Committee
file 1967/2

in 1966. We were told that the press liaison officer and other officers of the Publicity Branch, provide assistance to overseas journalists whose visits to Australia are sponsored by the Department. The press liaison officer also assists in the preparation of draft Ministerial articles for publication in Australia and overseas and in the preparation of speech notes for the Minister and others associated with migration.

Radio Sub-section

Exhibit
94/3

249. The functions of this Sub-section are to -
- . Produce and distribute to the national and commercial broadcasting networks in Australia, regular weekly short featurettes and interviews with migrants designed to highlight the activities of new settlers or to present new developments and trends in the immigration programme.
 - . Distribute news flashes based on Ministerial or departmental releases to Australian radio stations.
 - . Supply to broadcasting organisations in other countries radio programmes mostly in the form of short features, interviews with new settlers, documentaries, school broadcasts and music programmes.
 - . Provide assistance to the representatives of the British Broadcasting Corporation in Australia in the production of radio programmes.

250. A radio journalist was appointed to the Publicity Branch, Central Office, in June 1963 in order to provide a weekly Immigration Report to commercial broadcasting stations throughout Australia, to provide radio material relating to immigration to the Australian Broadcasting Commission and to produce radio publicity material for broadcasting stations in migrant source countries. At the time of our Inquiry a radio journalist Grade B attached to the Sub-section was located in Sydney and the

Q.669 and
Committee
File 1967/2

functions of a journalist Grade B, located in Melbourne, were said to be equally divided between radio and other work. It was stated that all officers of the Publicity Branch, particularly those in Capital Cities are required to contribute to the production of radio material. The department also employs freelance radio correspondents in each State of the Commonwealth.

251. Prior to the appointment of a radio journalist, German language programmes had been supplied at regular intervals to Radio Graz, Austria, and at irregular intervals, foreign language programmes had been provided for other European broadcasting networks. Since the appointment of a radio journalist the number of programmes produced for these radio networks has increased considerably. Material is also supplied by the Sub-section to the British Broadcasting Corporation.

Q. 615

Television and Films Sub-section

Exhibit
94/3

252. The functions of this Sub-section are to -
- . Supervise the production, purchase and distribution of prints of films made for the Department
 - . Manage and promote departmental and other suitable Australian films
 - . Distribute film for use on television within Australia and overseas countries
 - . Produce and supervise the Department's advertising campaigns in Australia
 - . Arrange and supervise visits to Australia by overseas publicists

. Television

Q. 646

253. We were informed that visits by television teams from other countries are sponsored by the Department and that television teams visiting Australia independently often ask for guidance from the Department. It was indicated that the amount of guidance given to visiting television teams was

generally in accordance with that requested.

254. Visiting television teams or producers have come from Britain, the United States, the Netherlands, the Federal Republic of Germany, Austria, France, Spain, Sweden and Malta. The duration of visits by visiting teams has been within a range of three weeks to three months. Q.669, and Committee File 1967/2
255. Assistance given by the Department to television units visiting Australia has taken the form of financing of travelling expenses, the provision of professional services and equipment, and transport within Australia. In consultation with other Departments and Qantas return air travel has in some instances also been subsidised by the Department. An itinerary is often suggested to visiting television teams by officers located in the Department's overseas posts, and an escort officer from the Publicity Branch is often made available to supervise the itinerary and to offer advice on local conditions. It was said that the Department arranges the processing of film and provides stock film and other technical facilities for visiting teams in order to ensure the production of good quality material. Q.669
256. We were informed that films produced by visiting units are generally used twice and often three times on the television network for which they are produced. It was indicated, however, that in spite of the assistance given it is unusual for copies of films produced in these circumstances to be given to the Department of Immigration although they are often shown to officers of the Department located in overseas posts before being shown publicly. Q.647
257. Assistance is given by the Department to religious and community service organisations in the production of films relating to migrant activities. For example, it has financed and assisted in the production of a Christian Television Association film on the work of the churches in this field which has been used throughout Australia. A series of programmes featuring the work of the Good Neighbour Movement has also been Q.647 Q.669 and Committee File 1967/2

produced for an Adelaide television station. Assistance is also given to television stations throughout Australia in the selection and production of films relating to migration,

. Films

258. We were informed that a position of Films Officer has been approved by the Public Service Board, and that at the time of our Inquiry, an officer had been appointed to but had not occupied the position. The duties of this position which had been included in the functions of the Director and Assistant Director of the Publicity Branch include the initiation of scripts, preparation of commentaries, production, management, promotion and distribution of films for the Department.

Q.669 and
Committee
File 1967/2

It was said that the Department is responsible for the content of its films and that officers of the Branch prepare draft scripts, edit final scripts and check all phases of production of films, produced for the Department by the Commonwealth Film Unit. The Publicity Branch is also responsible for the placing of orders for, promotion and distribution of the Department's films. It was said that for effective distribution, at least 65 and sometimes 74 prints of a film would be required. Prints are widely distributed by overseas posts and have recently been supplied to twelve State film libraries in the Federal Republic of Germany, and to the Netherlands Information Service. At the time of our Inquiry, the Department was negotiating for the introduction of its films to the International Council for Educational Films, for distribution in schools throughout Europe.

Q.630 & 631

Q.669 and
Committee
File 1967/2

259. It was claimed that criticism of the Departments films, to the effect that too much emphasis is placed on film content which could be classed as tourist in nature rather than informative social data, was due to the fact that some films purchased by the Department are produced as tourist material and adapted to departmental needs. These films are generally intended for use on ships and at information meetings in other countries.

Q.631

260. We were told that the Publicity Branch maintains close liaison with other Commonwealth departments, Authorities, State Governments, Local Government Authorities, business organisations and private film companies in order to acquire prints of films for appraisal screenings. An examination is also made of the monthly bulletin of new Australian films issued by the Film Division of the National Library.

Q.669 and
Committee
File 1967/2

261. We were informed that the Australian National Film Board, on which the Department of Immigration is represented, advises the Minister for the Interior on all films produced by the Commonwealth Film Unit. It was said that the Department of Immigration enjoys close co-operation with other departments represented on the Board, and that it is expected that there will also be close co-operation with the Australian Tourist Commission. The Australian National Travel Association was said to be of great assistance to the Department of Immigration since through it and Qantas, a large number of displays are arranged in Europe, particularly in those countries in which the Department's activities are rather restricted.

Q.640

Q.649

Publications and General Section

Exhibit
94/3

262. There are three Sub-sections in this Section - Publications, Stories and Articles, and Pictorial and Displays.

Publications Sub-section

263. The functions of this Sub-section are to -

- . Select, prepare and assemble material for departmental publications
- . Direct publication and arrange distribution of departmental publications
- . Produce material for Citizenship Conventions
- . Produce a digest of proceedings of Citizenship Conventions
- . Revise departmental publications as necessary

PB/9

264. The Department's publications are printed in fourteen languages for distribution in Australia, Britain, Europe and the United States of America. However, British editions are published in London, European editions in The Hague and those for distribution in the United States of America are published in New York. It was said that the Department's monthly journal 'The Good Neighbour' which is distributed in Australia has a circulation of some 50,000 copies. The Department's main publications are those in the 'Fact' series which provide information on topics such as housing, employment, education, wage and taxation rates, price indices, and social service benefits.

Q's.665,669 and
Committee
File 1967/2

Q.655

Stories and Articles Sub-section

Exhibit
94/3

265. The functions of the Sub-section are to -

- Collect stories and photographs featuring migrants in Australia
- Edit stories and distribute them throughout Australia and in other countries.

266. We were informed that the Department commissions stories and articles from freelance journalists who submit their work to the Department on an accept or reject basis. Approximately 1,000 stories received in this manner are accepted each year.

Q.663

267. The journalist employed in this Sub-section is responsible for the assignment of journalists and photographers to cover stories. While all articles and photographs are finally edited by the Director of the Branch, it was said that the Journalist is responsible for sub-editing and the assessment of and payment for articles and photographs accepted by the Department. We were told that in each of the past three years more than 600 stories submitted by the Department to publications in other countries have been accepted for distribution, and that between June 1966 and March 1967, thirty three feature articles had also been accepted for distribution in other countries.

Q.669 and
Committee
File 1967/2

268. We were told that while the Department has a photographer located in Melbourne who travels fairly extensively, the services of artists and photographers of the Australian News and Information Bureau are used to a considerable extent. It was said that additional sources are required to maintain the Department's Pictorial library and for this reason private artists, photographers and printers are also employed.

Q.663

Pictorial and Displays Sub-section

Exhibit
94/3

269. The functions of this Sub-section are to -

- . Maintain an up-to-date pictorial library of black and white photographs, colour transparencies and 35 mm. colour slides
- . Distribute prints of photographs and copies of transparencies for overseas publications and for use in Australian displays and exhibitions
- . Arrange displays and exhibitions in Australia and other countries
- . Arrange publicity for conferences, annual meetings, and other projects of the Good Neighbour Movement
- . Advise the Good Neighbour Movement on publications, displays, exhibitions and posters
- . Advise and assist the Good Neighbour Movement in public relations aspects of its activities

270. We were informed that the Department's pictorial library contains more than 16,000 black and white negatives, as well as some 4,000 colour transparencies and 35 mm. colour slides on a wide range of subjects. This material is used to illustrate stories distributed in Australia and overseas. It is also used in display projects, in the Department's publications, and for presentation to visiting journalists. Sets of 35 mm. colour slides on cities, towns and various subjects are used by the Department's officers while on lecture tours in other countries and on migrant-carrying ships.

Q.669 and
Committee
File 1967/2

Colour slides are also loaned to schools and community organisations for use at Australian gatherings. We were informed that the Department mounts five or six major displays and exhibitions in other countries each year as well as 200 to 300 smaller displays for travel and other agents.

Q.666

271. A Good Neighbour Publicity Liaison Officer was appointed to the Sub-section in 1962. Prior to this, the pooled resources of the Publicity Branch were used to provide liaison with the Good Neighbour Movement. The Liaison Officer attends conferences of the Good Neighbour Councils and if possible, also attends annual general meetings and regional conferences of the Good Neighbour Movement.

Office Services Section

Q.669 and
Committee
File 1967/2

272. The functions of this Section are to -

- . Advise the Branch on the dissemination and physical distribution of all publicity material
- . Prepare, revise and maintain an inter-office distribution index for publicity and information material
- . Prepare and maintain from the index appropriate distribution lists for publications, films, press statements, feature articles, success stories, texts for overseas printing, photographs and colour slide series
- . Maintain an index of all material despatched from the Publicity Branch, with details of quantities, dates of despatch, acknowledgement of receipt and return, if appropriate
- . Maintain close liaison with bulk distribution facilities of the Australian News and Information Bureau in Melbourne, the Government Printer and other printers to ensure speedy distribution of bulk orders of publications
- . Maintain an index of some 20,000 negatives, colour

- slides, colour transparencies and other photographic material held in the Central Office Pictorial Display Sub-section and at libraries in interstate offices and overseas posts
- Maintain adequate supplies of immigration publicity material
- Control storage of publicity material for distribution in Australia
- Maintain records of Publicity Branch publications including binding and storage
- Maintain supplies of material for distribution on request
- Maintain records of progressive expenditure and commitments under the publicity vote
- Assist in the preparation of Publicity Branch estimates
- Process claims for payment, purchase orders, requisitions and other procedures connected with the payment of correspondents and other contributions to publications
- Control internal distribution of all Publicity Branch material, newspapers and magazines
- Make all travel arrangements in consultation with the Personnel Section
- Receive, open and distribute mail
- Maintain a correspondence filing system
- Process and circulate newspaper clippings
- Maintain stationery stores
- Ensure maintenance of office equipment (typewriters, filing cabinets, recording equipment)
- General messenger and other duties as required.

Chapter 10.The Special Reports Branch

273. While the Special Reports Branch had been formally created at the time of our Inquiry, it had not been staffed as the Department was, at that stage, in the process of selecting a Director for the Branch. The Branch will be concerned with the analysis and assessment of breaches of laws administered by the Minister for Immigration and for establishing systems for the prevention and detection of breaches of these laws. The main functions of the Branch will be to - Q.677

- Examine in depth and define various forms of malpractice and circumvention of immigration laws and policies
- Examine the effectiveness of present deterrents and detection methods and devise improved methods
- Study individual cases brought to notice by officers of the various Branches, where malpractice is suspected, and develop such cases to the point where Commonwealth Police investigation is warranted
- Provide briefing and other assistance required by Commonwealth Police in connection with their investigations where organised circumvention of immigration laws or policies is indicated, and
- Co-operate with other investigation authorities in matters of common interest

274. We were reminded that, under the authority of Ministers, all departments administer laws and therefore have problems of law enforcement in greater or lesser degree. It was indicated that as the movement of people into and out of Australia increases and as the numbers of people who come here to settle increase, the Government has a duty to contain the problems of enforcement within Australia of its immigration laws and policies, whether the breaches of those laws are by Australian born persons or by migrants. In

Q's. 677
and 685

this regard, it was said that prosecutions in 1967 had, at the time of our inquiry, included more Australian born people than those born outside Australia.

275. In the course of an administrative review undertaken in the Department several years ago, it was found that many officers were being diverted from their regular executive and administrative functions whenever they were called on to analyse and report on serious and sometimes carefully organised breaches of the law. A recommendation was therefore made in 1966 for the establishment of a small Special Reports Branch.

276. It is planned that eight officers will be appointed to the Branch and it has been estimated that it will cost some \$51,400 per annum. The position of Director of the Branch, which is directly responsible to the Secretary of the Department, has been classified as Class 9. With regard to the fact that the position of Director is responsible to the Secretary, we were told that Departments have differing arrangements in this respect and that in this instance, a reason for its being directly responsible to the Head of the Department is the experimental nature of its functions. Q's. 677 and 680

277. It was indicated that officers to be appointed to the Branch may be given special training. The backgrounds of applicants for positions in the Branch have included police work, the law, and accountancy. We were told that occupants of the new positions should perhaps be specialists in various fields, for example, accounts work, foreign languages, or have had experience of similar work in other countries. It was said that the training to be given has yet to be determined, and that some officers of the Unit may be sent abroad for training in other countries. Q. 678

278. We were told that the services of the Commonwealth Police Force would be required whenever a prosecution is being Q. 683

undertaken. For example, people have been charged and committed for trial for conspiracy to defeat immigration laws in the matter of bogus marriages in Sydney. In these cases, interviews with those involved would be conducted by the Police. The Police officers would need briefing from law officers, and also from officers of the Department of Immigration (Policy Branch), on current policies in general and in particular on the case under investigation.

279. At the time of our inquiry, it was intended that the Branch would be nominally based in Canberra but, given the estimated work to be undertaken, some officers may be located in Sydney and Melbourne. It was indicated that the functioning of this Branch should provide for a more efficient handling of its specific tasks than is possible while they are being processed by already overworked officers having wide and detailed responsibilities. It was stated that over the years the work of the Unit should have a deterrent effect in the matter of breaches of the Laws administered by the Department. Q.677 Q.677

280. It was stated that the possibility of the investigatory functions of the Branch being performed by existing authorities had been carefully considered before the recommendations concerned had been made to the Cabinet and the Public Service Board. We were told that the Department was not attempting to build up a group of specialist officers for this work, but that work in the Special Projects Branch would provide training for other migration work. We were informed that the work of the Branch would mean the Department calling on the Commonwealth Police, and where appropriate, the State Police to a greater extent than previously and that data would be supplied to them in a more orderly form than is at present possible. It was claimed that the Branch will in no sense be an immigration police force. Q.681

CHAPTER 11The Establishments and Finance Branch

281. The Director of this Branch is directly responsible to the Secretary of the Department. In general, the Branch is responsible for the promotion of efficient administrative procedures throughout the Department and to implement the provisions of the Public Service Act (1922 - 1966), Regulations and General Orders; the Superannuation Act (1922 - 1966); the Commonwealth Employees Compensation Act (1930 - 1964); the Commonwealth Employees Furlough Act (1943 - 1959); the Audit Act (1901 - 1966); the Treasury Regulations and the Temple Society Trust Fund Act (1949 - 1965).

Exhibit
94/3 and
Q.677

282. It was stated that in the promotion of efficiency, particular attention is given to organisation, methods, financial, recruitment, and staff training programmes. We were informed that the main functions of the Branch are to -

- . Review regularly departmental procedures to ensure the most efficient methods are being undertaken.
- . Undertake systematic reviews of machines in use and processes where mechanisation could be applied.
- . Consider possible applications of electronic data processing methods to the departmental workload, and to consult with authorities who specialise in these processes.
- . Supervise procedures concerned with departmental registries and records.

- Review existing and proposed forms in relation to methods and procedures; determine the suitability of the design and content of forms in conjunction with operational branches of the Department. Exhibit 94/3
- Co-operate with the Training Sub-section by suggesting areas where training could improve work performance.
- Provide the Chairman and executive officers for the departmental "Forms Committee" and "Suggestions Committee".

283. The organisation of the Establishments and Finance Branch is shown in Charts Nos. 15 to 19 in Appendix No. 4 to this Report, and details of the establishment and staff of the Branch as at 30th June, 1960 to 1966 and 13th March, 1967 are given in Table No. 13.

Table No. 13
Department of Immigration
Establishments and Finance Branch
Establishment and Staff
1960 - 1967

as at 30th June	ESTABLISHMENT			STAFF		
	Permanent	Temporary	Total	Permanent	Temporary	Total
1960	n.a.	n.a.	n.a.	75	37	112
1961	n.a.	n.a.	n.a.	73	37	110
1962	n.a.	n.a.	n.a.	63	36	99
1963	100	6	106	67	34	101
1964	114	5	119	65	43	108
1965	108	19	127	64	38	102
1966	151	7	158	61	49	110
1967	160	4	164	80	69	149

n.a. not available

Source: Department of Immigration

Exhibit
94/7

284. It was stated that the increase in the establishment of this Branch from 106 to 164 positions between 1963 and 1967 was to provide for an increased demand by the Establishments and Finance and other branches of the Central Office for services such as typing, registry, personnel and accounts. In this period, there was also an increase in specialist services provided to state and overseas offices, examples of the former being methods and training, and of the latter, an overseas personnel unit. There are five Sections in this Branch -

Q.1136 and
Committee
File 1967/2

- . Training
- . Establishments and Services
- . Finance
- . Migrant Accommodation
- . Temple Trust Fund

Training Section

285. The functions of the Training Section are to -

- . Devise and carry out the departmental training programme which includes -
 - . planned induction for new entrants
 - . general training such as supervisory skills and correspondence
 - . courses for officers proceeding to overseas posts
 - . the organisation of training in foreign languages
 - . the arrangement of seminars conducted by officers returning from overseas posts
 - . assistance to management in the development of specific training for executive groups
 - . training in departmental operational procedures

Exhibit
94/3

- Advise officers of the Department in such matters as study, and in-service problems
- Maintain liaison with the Organisation and Methods Section, and Establishments and Personnel Sub-sections to ascertain additional areas requiring training attention
- Consult with the Public Service Board regarding general developments in training

286. The training functions of the Department are discussed in more detail in Chapter 13 of this Report.

Establishment and Services Section

287. There are three Sub-sections in this Section, Establishments, Overseas, and Personnel and Office Services.

Exhibit
94/3

Establishments Sub-section

288. The functions of this Sub-section are to -

- Examine and/or initiate proposals for variations to departmental establishments in Australia and overseas on a cyclical basis, or as the need arises.
- Examine requests for the provision of temporary assistance and extra duty work in the light of workloads, approved norms and other factors.
- Examine requests for re-classification of positions
- Review regularly the departmental establishment in relation to workload and classification; maintain organisation charts and records.

- Prepare submissions to the Public Service Board

289. With regard to salary reclassifications, we were informed that while each officer has the right to seek a reclassification of his position, the majority of requests in this respect are submitted by the senior officer of a Section or Branch. It was said that such requests could be based on a number of criteria, for example, a change in duties and functions of a position, or a comparison of the classification of a position with similar positions in the same or other departments. The approval of the Public Service Board is required before the classification of any position can be altered and there is a need for the Department, and in particular the Establishments Section, to undertake a comprehensive examination of the relative aspects of positions in order that a sound case may be made to the Public Service Board. Although the number of successful reclassification proposals which had been made to the Public Service Board was not available, it was indicated that more than 70 per cent of these submissions had been approved.

Q's. 1370
to 1374

290. Recruitment of staff to the Department is discussed in Chapter while extra duty worked by officers of the Department is discussed in Chapter 21 of this Report.

Overseas Sub-section

291. The functions of this Sub-section are to -

Exhibit
94/3

- Implement the provisions of the "Determinations Relating to Overseas Service".
- Administer overseas personnel functions, undertaking the examination of matters arising from conditions of service in overseas countries and investigating matters of policy and principle concerned with the management of overseas personnel.

- . Take necessary action in connection with the appointment, promotion and transfer of officers overseas.
- . Supervise the control of Commonwealth leased property overseas and the purchase of equipment

292. As shown on Chart No. 16 of Appendix No. 4 to this report, the Overseas Sub-section has an establishment of five positions. The functions of the Sub-section relate to all overseas posts of the Department, which at the time of our Inquiry had a total establishment of some 762 officers, including those on the establishment of the High Commissioner's Office, London. We were informed that in addition to the implementation of conditions relative to overseas service the Sub-section is also responsible for the briefing, and movement of officers to overseas posts. Q.1375

293. The overseas offices of the Department are discussed in Chapter 15 of this Report.

Personnel and Office Services Sub-section

294. There are three units within this Sub-section, Personnel, General Services and Typing.

295. The functions of the Personnel Unit are to -

- . Implement the provisions of the Public Service Act and Regulations and General Orders, Awards and Determinations, the Superannuation Act, the Commonwealth Employees' Compensation Act and the Furlough Act.

- . Arrange for the recruitment, promotion and transfer of staff and for the allocation of relief staff.
- . Arrange payment of salaries of Central Office and overseas (other than United Kingdom) staff

296. The functions of the General Services Unit are to -

- . Control and supervise the provision of general office services relating to office accommodation, alterations, repairs and maintenance, furniture and fittings, office supplies, transport and amenities.
- . Supervise departmental requirements in regard to repairs and maintenance, allocation of accommodation, printing, office amenities, furniture and equipment, telephone and communication facilities, duplicating and photocopying services.

297. The function of the Typing Unit is to provide stenographic and typing services within Central Office and maintain the teleprinter service.

Finance Section

298. There are five Sub-sections in the Finance Section, Treasury Accounts, Recovery, Internal Audit, and Bonegilla and Denalla Sub-sections.

Treasury Accounts Sub-section

299. The functions of this Sub-section are to -

- . Prepare annual, revised and additional estimates

- Maintain a master ledger of expenditure for the Department and cost dissections required for the review of expenditure; review the rate of expenditure.
- Obtain funds approval from the Department of the Treasury, and issue Warrant Advices and Overseas Funds Advices to Central, State and Overseas offices.
- Examine and certify vouchers for overseas offices and Central Office expenditure; classify and dissect expenditure for the appropriation ledger.
- Receive public monies and pay wages, salaries, allowances and petty cash in Central Office.

Recovery Sub-section

300. The function of the Recovery Sub-section is to recover amounts due by sundry debtors.

Internal Audit Sub-section

301. The functions of this Sub-section are to -

- Implement the internal audit programme and take action arising therefrom.
- Conduct stooltakes and take appropriate action.
- Prepare, review and maintain accounting manuals.
- Investigate matters relating to accounting control.

Bonegilla and Bonalla Sub-sections

302. There is a Sub-section for each of these Holding Centres, the functions of each being the

- . Responsibility for the financial management of the Holding Centre
- . Raising and collecting of accommodation charges from Holding Centre residents
- . Preparation and payment of salaries and wages for the centre staff
- . Provision of a member for Boards of Inquiry and Surveys appointed to investigate deficient and unservicable stores respectively.

303. Receipts, Expenditure and aspects of financial management and internal audit within the Department are discussed in Chapter 21 of this Report.

Migrant Accommodation Section

304. The functions of this Section are to -

- . Review the operation and management of migrant accommodation and detention centres.
- . Prepare works proposals for centres
- . Review and report on matters related to Commonwealth hostels, e.g. acquisition of sites; financial outlays; new hostels proposals and accommodation charges; future standards of transient migrant accommodation.

- . Prepare briefing information for the departmental representative on the Commonwealth Hostels Limited Board of Directors.

305. The financing of migrant accommodation is discussed in Chapter 21 and other aspects of Migrant Hostels are discussed in Chapter 18 of this Report.

Temple Trust Fund Section

306. The functions of this Section are to -

- . Administer the provisions of the Temple Society Trust Fund Act.
- . Maintain records of amounts received from other countries in compensation for assets of claimants, and arrange disbursements to claimants.
- . Provide the Secretary for the Temple Trust Fund Advisory Committee.
- . Maintain liaison with claimants' representatives (Templar Committee, Melbourne).

CHAPTER 12Staff Recruitment

307. The Department informed us in its submission that the greater number of positions throughout the Department is staffed by clerical and administrative personnel and that active participation in recruitment campaigns has been necessary in attempts to maintain the staff establishment. Delays have also been experienced in obtaining staff outside seasonal periods when recruits are usually available. However, it was stated in evidence that, although vacancies had existed on occasions for undesirable periods, recent recruiting campaigns designed to attract base grade clerical staff have produced results very quickly. In fact, in at least three States, i.e., Queensland, South Australia and Western Australia, there exist waiting lists of people who wish to enter Commonwealth employment.

Exhibit
94/5

Q.1099

308. The Public Service Board Observer, Mr. Vanthoff, did not feel that there are any factors which would adversely affect the Department in its efforts to recruit staff. The Commonwealth Public Service as a whole was benefiting from the high birth rate in the post war years as evidenced by the fact that, in 1965, six hundred more recruits had been attracted to clerical positions in the Service than in the previous year.

Q.1101

309. It was also stated that it has been found necessary on occasions to advertise vacant positions outside of the Commonwealth Public Service when specialised qualifications or experience was required. During the three calendar years 1964-66, forty-one positions had been advertised, typically in respect of positions such as psychologists, journalists and research officers.

Exhibit
94/5
and Q's. 1103
and 1104

310. We were informed that the Department had recruited its quota of six graduates who qualified during the 1966 academic year but that opportunities must occur increasingly for graduates to undertake a wide range of work in the Department. In addition, the Public Service Board usually attaches one or two graduate

Exhibit
94/5
and Q.1102

administrative trainees to the Department annually for periods of from three to six months. The practical experience gained by such trainees has proved to be sufficiently interesting to induce them to seek appointment to the Department at the conclusion of their traineeship and two trainees from the 1966 programme were permanently appointed to the Canberra Office. During the process of planning the immigration programme, graduates are required to conduct research into economic, sociological and demographic conditions, in Australia and overseas, which are likely to affect both current and future migration programmes. Graduates are also expected to furnish the Department with authentic information, upon which future integration policies may be based, such as the customs and behaviour of migrants within the community and the practical difficulties they experience during the process of integration.

311. Details of appointments to the staff of the Department of Immigration during the years 1961-66 are given in Tables 14 and 15.

Exhibit.
94/5

Table No. 14.

Department of Immigration

Staff Appointments: Third Division

1961 to 1966

Year	ACT	NSW	VIC	QLD	S.A.	W.A.	TAS.	TOTAL
1961	6	11	11	1	7	1	2	39
1962	7	12	26	1	5	1	2	54
1963	11	11	20	1	5	2	2	52
1964	14	30	28	4	8	4	1	89
1965	19	28	28	2	7	3	1	88
1966	31	41	30	1	5	8	3	119
	88	133	143	10	37	19	11	441

Source: Department of Immigration

Table No. 15.Department of ImmigrationStaff Appointments: Fourth Division1961 to 1966

Year	ACT	NSW	VIC	QLD	S.A.	W.A.	TAS.	TOTAL
1961	9	26	9	4	4	3	1	56
1962	10	17	6	-	6	3	1	43
1963	15	23	18	4	3	3	2	68
1964	21	25	11	1	3	3	3	67
1965	11	32	12	3	6	7	1	72
1966	32	35	24	4	7	3	1	106
	98	158	80	16	29	22	9	412

Source: Department of Immigration

312. During our examination of the Department's annual establishment and staff strengths, we noted that during the years 1961 to 1965 inclusive, 215 officers were appointed to the New South Wales Branch and 169 officers to the Victorian Branch. In response to our questions as to why the New South Wales Branch should require 46 appointees in excess of the Victorian Branch, the Department could only suggest that a variety of reasons might exist, the most significant of which might be higher staff turnover rate. The inadequacy of this reply became more significant to us when the Department later stated in evidence that the statistical tables, relative to appointments (see Tables Nos. 14 and 15) had been extracted from figures provided by the Public Service Board and that the tables were not maintained in that form by the Department.

Exhibit
No. 5 and
Qs. 1105 to
Q.1107

313. During our examination we also noted an apparently disproportionate trend between the number of positions in the Central Office and the aggregate number of positions in the State Branch offices. This trend is illustrated in the Table No. 16 in which the staff of migrant accommodation

centres have been excluded from the State figures:-

Table No. 16
Department of Immigration
Comparison of number of positions
existing in Central Office and
State Offices
1960 to 1967

Year	Positions in Central Office	Total positions in State Offices	Percentage of C.O. to States
			%
1960	257	575	44.7
1961	232	577	40.3
1962	234	586	39.9
1963	252	610	41.3
1964	267	626	42.7
1965	317	634	50.0
1966	378	702	53.8
1967	409	737	55.5

Exhibit
94/7

Source: Department of Immigration

314. In response to our questions on the trend reflected in the movement of staff figures, the department suggested that a clear distinction existed between the functions performed by the Central Office in Canberra and each of the State offices and that the latter offices were not replicas of the Central organisation. The two elements of the Department therefore would not necessarily develop in relation to one another or even in relation to some external factor common to both. It was indicated that any change in the staff strengths would be in direct relation to factors affecting only their respective functions.

Q.1136 and
Committee
File
1967/2

315. We were informed that matters such as the consideration of policy issues, the preparation of instructions for the implementation of policy, the consideration of review cases and other similar functions which may be more economically discharged from a central point are the responsibilities of the Central Office. On the other hand, operational functions serve the community and, because of their nature, are decentralised in Australia and overseas.

Q.1136 and
Committee
File
1967/2

An example of this decentralisation is the Central Office organisation in Canberra, which performs a branch office function concerning operational matters relative to the expanding migrant population in the Australian Capital Territory and which also includes responsibilities relative to the reception of migrants, the registration of aliens and the issue of passports. The difference in functions between the Central and State offices is epitomised by the presence in the Central Office of a Planning Branch and in the State offices by the existence of establishments concerned with operational duties such as travel facilitation for settlers and visitors, the sponsorship and reception of migrants, interviews relative to applications for citizenship and the issue of passports.

CHAPTER 13.Staff TrainingGeneral Training.

316. We were informed that, although training of staff members has been undertaken on an ad hoc basis since the inception of the Department, regular and formal staff training courses did not begin until 1963, after the appointment of a Senior Training Officer. This officer undertook an extensive survey of the training needs of the Department and produced a report in which he made recommendations in respect of such matters as the job rotation of officers; training in dictation; correspondence preparation and interviewing techniques; training for overseas positions and lingual training. The report also recommended the short term exchange of officers of the Central Office and State Branches and further suggested that officers should be provided with the reasons for precedent decisions in order that they might more readily appreciate departmental policies.

Q.978 and
Exhibit 94/5

317. As a result of the survey of training needs, training functions were allocated to the Administrative Officer or Personnel Officer in each of the five mainland State offices, each officer assisting the Senior Training Officer in arranging and conducting training courses, including the induction of new entrants in their respective offices. In the Brisbane, Adelaide and Perth offices, this arrangement is still being implemented.

318. In 1963, eight courses of seven types were prepared and presented at which 145 officers attended from Central Office, New South Wales, Victoria and Queensland. The courses conducted included training for the Commonwealth Directors of Migration, a selection officer course and a boarding operations course. Training was also provided to External Affairs officers and trainee Trade Commissioners.

Exhibit
94/5 and
Q981

319. By 1965, the training establishment had been expanded to three officers and specialised training activities had been extended to include the Central Office and the five mainland States. In that year, nineteen courses of six types were conducted at which approximately 230 officers received formal training. After the appointment of Training Officers in the Sydney and Melbourne offices in 1966, the number of courses increased to eleven types which were attended by 578 officers from the Central Office and all State Offices.

Exhibit
94/5

320. The Department informed us that the training programme for 1967 provides for fifty-four courses of thirteen types at which, it was estimated, 600 officers from the Central Office and all States would attend. The staff training programme for 1966-67 appears in Table No. 17.

Table No. 17

Department of Immigration

Staff Training

1966 and 1967

Type of Course	1966						1967							
	C.O.	H.S.W.	VIC.	W.A.	Q'LD.	S.A.	Total	C.O.	H.S.W.	VIC.	W.A.	Q'LD.	S.A.	Total
Induction	3	1	2	-	-	-	6	2	1	2	-	-	-	5
Third Division new entrant	-	-	1	-	-	-	1	-	-	1	-	-	-	1
Fourth Division new entrant	1	-	-	-	-	-	1	-	-	-	1	-	1	2
Departmental policy														
Clerical and office skills	7	4	5	2	3	2	23	7	2	5	2	2	1	19
Correspondence	-	4	1	-	1	-	6	-	2	1	-	-	-	3
Interviewing techniques	-	4	1	-	-	-	5	-	2	1	-	-	-	3
Special interviewing techniques	-	-	3	-	-	-	3	1	2	3	1	1	-	7
Dictation techniques	-	-	2	-	1	-	3	1	2	2	-	-	-	5
Basic administration	-	-	1	-	-	-	2	1	1	1	-	-	-	3
Supervision	-	1	1	-	-	-	2	1	1	1	-	-	-	3
Public relations	-	1	-	-	-	-	1	1	1	-	-	1	-	3
Procedural														
Overseas training	2	-	-	-	-	-	2	1	-	-	-	-	-	1
For other departments														
External Affairs Officers, Grd. 1	1	-	-	-	-	-	1	1	-	-	-	-	-	1
Others														
Study methods	1	-	-	-	-	-	1	2	1	1	-	1	-	5
Total number of courses	15	11	15	2	5	2	50	17	10	16	4	5	2	54
Number of officers attending	173	237	78	25	46	19	578	210	120	130	50	60	30	600

S Officers from South Australia also attended

T Officers from Tasmania also attended

Source: Department of Immigration

321. It was stated that each year's training programme is planned in Central Office at a meeting of the five full-time Training Officers. The programme, which includes a limited degree of flexibility to permit changes in emphasis should an unforeseen need arise, is prepared after informal discussions have been held with section heads, supervisors and staff and after work studies have been conducted. After establishing that a training need exists in a given area, the Training Officer examines the problems involved and prepares an appropriate course. His role in the actual presentation ranges from employing departmental officers who are specialists in their particular fields (e.g., during the conduct of a New Entrant course) to delivering all lectures, leading all discussions and conducting all practical sessions.

Exhibit
94/5

322. The responsibilities borne by the Training Officers prompted us to seek evidence of their own training and qualifications. It was indicated to us that the five officers were adequately experienced for their task and that the qualifications held by four officers included two degrees in Arts (with honours), a degree in Law and a Diploma of Business Administration. The fifth officer possessed the New South Wales Leaving Certificate, had worked in all Branches of the Department and had been a personal assistant to a First Assistant Secretary.

Q.991

323. It was stated that the Sydney Training Officer is responsible for training in the Sydney and Brisbane offices while the Melbourne officer attends to the needs of the Melbourne, Adelaide and Hobart offices. The Central Office training staff is responsible for the Perth Office, an arrangement effected in the interests of economy, but the situation could be foreseen in which, as a result of increasing needs for training, additional Training Officers would be required.

Qs. 988,
989 and
1006

324. The Senior Training Officer visits the Sydney and Melbourne offices every two months and the remaining mainland State offices once each year. During his visits, he conducts training sessions and also discusses training matters with the State Training Officer and Branch section heads. By these means, he is kept informed of State Office problems and is given the opportunity to supervise the training programme.

Exhibit 94/5
and Q.990

325. We were informed that a pilot Training Committee has been established in the Melbourne office to enable section heads to suggest to the Training Officer the direction which instruction might take and to also give the Training Officer the opportunity to explain the principles of training. At the time of our inquiry, the pilot Committee had met on four occasions with the practical results that training was being well received in the Department. It was claimed that the favourable reception was due to the fact that line and supervisory officers now understand the importance of training while the Training Officers now realise that there are day to day problems which must be considered during the preparation of a training course.

Exhibit 94/5
and Q.992

326. The Department indicated that support for departmental training programmes is sought predominantly from the Public Service Board but that, on occasions, officers of other departments, both Commonwealth and State, and representatives from the banking profession, had addressed a number of courses. The Public Service Board has not only undertaken training on behalf of the Department in a number of fields since 1954 but has also been particularly helpful in the establishment of the Training Section and by providing advice relative to modern equipment and general training policies. During 1966, the Public Service Board's Training Section arranged regular meetings of departmental Training Officers in both Sydney and Melbourne but acute staffing difficulties in the Board's Central Office prevented similar meetings being held in Canberra. However, the Public Service Board Observer, Mr. Vanthoff, informed us that the Board's staffing position is now satisfactory.

Exhibit 94/5
Qs. 974, 976,
977 and 993

327. We were informed that 27 officers had been selected to attend the Public Service Board's Training Courses in 1966. The most advanced of the Board's courses are the Management Conferences, which were attended by eleven departmental officers in 1966, but the Board also processes Commonwealth Public Service nominations for attendance at the Australian Administrative Staff College, Mt. Elizabeth, Victoria, which presents probably the most advanced management course in Australia.

Exhibit 94/5
& Q.1014

328. In response to our questions seeking information on the precise nature of the Administrative Staff College and the courses conducted, we were informed that the College was founded in 1955 as a private non-profit making company sponsored by leading Australian businesses. Each sponsor designates an individual, usually its senior executive, who is admitted as a "member" (i.e., a shareholder) of the College. These members elect the Council whose 20 members come from the senior ranks of business and Government. The sponsor bodies agree to contribute \$1,000 a year for three years and are also invited to make a gift to the capital expenses of setting up the College; however, no contribution to these expenses is made by the Commonwealth Public Service because it is believed that tangible and continuing assistance to the College is provided through the nomination of a number of officers for attendance at each advanced course conducted. From the time the first session of the advanced course was conducted by the College, the Commonwealth Service has nominated, in almost every instance, four officers of senior status and by 30th June, 1966, a total of 104 officers had attended the course.

Qs.1091,1092 and
Committee
file 1967/2

Training for Overseas Service

329. It was stated that, of the twelve types of courses presented by the Department in 1966, only the Overseas Training Course was of a procedural nature. The course, which was designed to train officers to become more efficient for overseas service, is the Training Section's largest single undertaking and the first course of twelve days duration was conducted in 1963. By 1966, the duration of the course had been expanded to four weeks and consideration was being given to its further extension,

Exhibit 94/5

330. The Overseas Training Course, which is attended by officers of a status ranging from classes 2 to 5, consists of five stages. The first stage involves attendance at the Central Office for one week during which time the Department's policies and practices are outlined. During the second stage, industrial enterprises, developmental projects and other businesses usually employing migrants are visited in order that working conditions might be observed. The Department of Labour and National Service conducts a number of the sessions on the subject of employment in Australia and offices of the Commonwealth Employment Service are visited so that the processes of placement in employment may be observed. In the third stage of the course, hostels and housing areas are visited and banking representatives provide lectures on housing finance. Education, hospital and medical benefits and social services in Australia are covered during the fourth stage after which, in the fifth and final stage, the group undergoes intensive procedural training with the emphasis on the subject of selection interviewing. During this final stage, case studies are discussed and the ways in which particular migrants might best be interviewed and selected are determined.

Exhibit 94/5
and Q.1048

331. After the conclusion of the Overseas Training Course, several months may elapse before the time of an officer's departure to an overseas post. During the weeks immediately prior to his departure, he undergoes individual briefing for a period of one to several weeks to equip him for the tasks peculiar to the post and to refresh his memory of the topics covered in the course.

Exhibit 94/5

332. We questioned the Department as to whether it had been able to assess the practical results of its Overseas Training Course, especially in the light of the not infrequent complaints by some migrants that they had been misinformed about conditions in Australia. We were informed that, on the one hand, the reaction of Chief Migration Officers to trainees who had undergone the course had been moderately favourable; on the other hand, the Department has repeatedly endeavoured to investigate the complaints which have been made but, because of their general nature, it has not been possible to identify any officer who had allegedly provided misleading information. Assurances are sought from the overseas posts from time to time as to the nature of the information provided to migrants and the Department was unable to see what other steps could be taken to safeguard itself from such complaints. In this respect, the Department noted that research undertaken by Dr. R.T. Appleyard of the Australian National University had revealed that among Commonwealth nominated migrants, those not having relatives or friends in Australia are consistently better informed on conditions to be expected in Australia than those who have been personally nominated and have not sought information from the Department.

Foreign Language Training

333. Another departmental course which we felt to be of significance is that of training in foreign languages. The Department informed us that the Language Training Programme commenced in 1965 under the provisions of the Public Service Board's Overseas Determinations. These provisions authorise the training of officers in accordance with a departmental programme based on the overall language requirements of the Department. Unless otherwise approved by the Board, annual programmes, indicating the extent and direction of the training which is proposed for each coming financial year, are to be forwarded to the Board for approval. Individual cases outside the scope of the programme, or cases arising where no departmental programme has been prepared, must be submitted to the Board for approval. The provisions also state that

Q's.1066,1070
to 1072

Q.1031 and
Determinations
relating to
Overseas Service

authority to implement the annual training programme will be specifically delegated to Departments from time to time but that, in the absence of such delegation, all proposals are to be submitted to the Board for determination prior to the commencement of training.

334. We were informed that the Department's language training programme is divided into three schemes. Under the first, the reserve scheme, eleven officers who have been selected for overseas service, but who have not been allocated a specific post, study for a total of seven hours each week. Five hours of each week's study is devoted to learning from tape recordings or gramophone records while the remaining two hours are spent, during the students' own time, with a tutor for whose services reimbursement is made by the Department. The second part of the programme, known as the Australian scheme, provides for officers to continue their studies prior to departure, but after they have been allocated specific posts. During this time, the tutorial instruction is increased to three hours each week and wives may commence to study under the same conditions as their husbands. Finally, under the third part of the programme, known as the overseas scheme, tuition is continued at the overseas post up to a total period of eighty hours with a tutor from the time training first began for the officer and up to forty hours for the officer's wife.

Exhibit 94/5 &
Q.1037

335. We were informed that the language training activities of the Department are restricted to internal operations and that no liaison is undertaken with other Departments which might be pursuing similar activities. It was also indicated that, in the light of the number of personnel in the Department who are competent in speaking foreign languages and the restricted need for expert linguistic ability on the part of the Department's overseas officers, the Department felt that the scope of the training programme was adequate. No incentive payments are offered to the

Q's.1032, 1033
and 1039

Department's language trainees and no full time courses, apart from a proposed course in Mandarin, have been considered.

336. In the light of the evidence that annual programmes relative to departmental language training courses are to be submitted to the Public Service Board for approval and that the Department of Immigration does not maintain liaison with other departments in the implementation of its own programme, we sought evidence from the Board relative to language training throughout the Administration.

337. We were informed that formal language training is undertaken within the Commonwealth Administration only at the R.A.A.F. School of Languages at Point Cook. The Board understands that during 1967, primary courses, each of 47 weeks duration, are being conducted at the School in Vietnamese, Indonesian, Chinese, French, French (colloquial) and Thai. Ad hoc courses lasting up to 12 weeks have also been planned for the teaching of Malay, Italian and Thai. In addition, refresher courses of 2 weeks duration have been arranged in Chinese, Indonesian, Vietnamese, Russian and Thai. The Board expects that approximately 220 persons will receive some language training at the School during 1967, of which number the great majority will be armed services personnel. However, some officers from the Commonwealth Service, mainly from the Department of External Affairs, will also be given language training at the School.

Q.1031 and
Committee
file 1967/2

338. It was stated that depending upon such factors as location, language requirements of the Department and the availability of appropriate language instruction facilities, officers and their wives, prior to leaving Australia, may undertake language training at either the Australian National University, at the R.A.A.F. School of Languages (officers only) or from private tutors. After arrival at an overseas post, the training may be continued with the aid of the most appropriate form of language training facility available. However, overseas language training is usually undertaken in the form of private tuition.

339. The board also invited our attention to the fact that the more extensive degree of language training usually required by diplomatic officers is subject only to the periodic review of the progress of individual officers to ensure that satisfactory progress is maintained. However, non-diplomatic officers from all departments, are limited to an initial training period of 40 hours which, after review at the end of that period, and if in accordance with departmental needs, may be extended to 80 hours. Whether or not training for non-diplomatic officers is to be continued after the aggregate of 80 hours, is determined after reference to the long-term language requirements of the Department. A period of language tuition to a maximum of 40 hours may also be approved when it is necessary for officers' wives; the training is invariably approved when it is necessary for everyday purposes or imperative in the interests of personal security.

340. The Public Service Board estimated that in excess of 700 personnel from the Commonwealth Administration would have undertaken some form of language training both within Australia and overseas in the 12 months ending 30th June, 1967. This figure includes officers from the Commonwealth Public Service (and their wives) and members of the armed services studying at the R.A.A.F. School of Languages at Point Cook.

Training in Accounting Procedures

341. The Department stated that it is also developing formal training courses in accounting procedures. A measure of such training has always been carried out within the Department but, during the financial year 1965-66 and because it was felt that the estimating and financial control procedures could be strengthened, an Assistant Inspector from the Organisation and Methods Section had been given the task of determining how the procedures could be improved. The resulting report has recommended, inter alia, that accounting training techniques should be improved; that circulars relative to the preparation of the annual, revised and

Exhibit 94/5 and
Q.1074

additional estimates should contain clearer explanations and that there should be closer consultation between Branch heads and the officers responsible for the preparation of the Estimates. It was also recommended that officers due for posting overseas should receive more intensive pre-departure briefing than has been received previously. These suggestions had led to the proposed introduction of two sessions, each of one hour's duration, into the Overseas Training Course.

Q.1081

342. In addition to the course training, it is expected that the officer in charge of a post would usually have some general accounting knowledge but that he would spend one or two days observing and discussing accounting matters with the senior staff of the Accounts Section. The second in charge of a post (who would normally hold the Treasurer's delegation of Certifying Officer) and the Administrative Officer, being the officers most intimately involved in a post's accounting work, would be employed in the Accounts Section for a week in order to learn each operation. Other migration officers spend some time in the Accounts Section in case they should be promoted, while overseas, to a position involving accounting duties.

343. The Department's potential Certifying Officers have among many other duties the responsibility to establish that expenditures have been approved in writing; that they have been in accordance with the laws and regulations applicable thereto; that the accounts are correct in every particular; and that they have been charged to the correct head of expenditure. The duty to exercise the Treasury's delegated authority to certify that expenditures are in accordance with the laws and regulations, in itself, demands a detailed knowledge of the Audit Act, the Treasury regulations and the Treasury directions. In the light of the apparent limited degree of accounting training given to officers likely to fill such positions, we questioned the Department on the adequacy of its training programme relative to accounts procedures.

Audit Act,
1901-1965

344. The Department informed us that the expanded programme of accounting training is still in its developmental stages but that, if a greater degree of training were to be required by a particular officer, the Department would ensure that his earlier experience would be supplemented to an adequate degree. Two factors were stressed by the Department; the training programme is not meant to be of an inflexible nature and the former experience and qualifications held by the officer would govern the amount of training to be given. Q.1075

345. We also asked whether the Department has experienced a situation in which an officer has been promoted to the position of Certifying Officer while serving at an overseas post. The witness could recall no such case but predicted that such an event was more likely to occur in the future than previously due to the Department's expanding overseas operations. Q.1079

346. We drew the Department's attention to the fact that the Department of Trade and Industry provides, for its trainee Trade Commissioners, a course of eighteen months duration in which is included a period of three weeks relative to accounting procedures. In addition, that Department has prepared an accounting manual, phrased in a simple manner, for the benefit of its locally engaged staff at overseas posts. In reply, the witness suggested that the circumstances existing in his own Department and the Department of Trade and Industry are of a different nature since trainee Trade Commissioners are not usually recruited from within the Commonwealth Public Service and may not be familiar with departmental accounting processes. However, officers selected by the Department of Immigration for overseas service are largely experienced in immigration work by virtue of their on the job training. The Department of Immigration also has its own accounting instructions at overseas posts and, prior to their departure, officers are asked to read copies which are made available to them. During their formal training Q's.1083 and 1084

periods, they are invited to ask questions on accounting matters about which they might be uncertain before they are sent to the Accounts Section. As far as locally engaged staff with accounting duties at overseas posts are concerned, the question of availability of accounting manuals is one within the prerogative of the officer in charge of the post. Senior officers abroad develop training of an ad hoc nature after considering the quality and experience of the local staff.

Q.1086

CHAPTER 14State Offices

347. The State Offices of the Department are located in each of the Capital Cities of the Commonwealth. Each operates under the direction of a Commonwealth Director of Migration who is responsible to the Secretary of the Department. In general, the State Offices are responsible for the daily administration of the Department's policies. The establishments of the State Offices correspond broadly to that of the Central Office, except that the Central Office Planning Branch has no counterpart in the States.

Exhibit
24/3

348. In our examination of State offices we questioned witnesses on State Offices in general and specifically in respect of the New South Wales and Queensland Offices as being representative of the Department's larger and smaller State Office establishments.

349. Details of the establishment of State Offices at the time of our Inquiry are given in Table No.18 below and the organisation of the New South Wales Office is shown in Charts Nos. 20 to 28 at Appendix No.4 to this Report.

Table No. 18
Department of Immigration
State Offices
Establishment: March, 1967

Exhibit
94/7

Branch	N.S.W.			VIC.			Q'LD.			S.A.			W.A.			TAS.			N.T.		
	P.	T.	To- tal	P.	T.	To- tal	P.	T.	To- tal	P.	T.	To- tal	P.	T.	To- tal	P.	T.	To- tal	P.	T.	To- tal
Executive	2		2	2		2	2		2	2		2	2		2	2		2			
Operations	18		18	22		22	8		8	10		10	10		10	(a)		4	5		(5)
Citizen- ship	42		42	50		50	13		13	13		13	13		13						
Entry Policy	78		78	72		72	14		14	18		18	14	4	18						
Establish- ments & Finance	112	2	114	85		85	34		34	29	1	30	37	1	38	9	1	(b) 10			
Migrant Accommo- dation Centres				11	174	185															
Regional Offices	3		3				3		3												
TOTAL	255	2	257	242	174	416	74		74	72	1	73	76	5	81	15	1	16	5		5

P = Permanent.

T = Temporary.

(a) Functions of operations and citizenship Branches are combined

(b) Functions of the Entry Policy and Establishments and Finance Branch are combined.

(c) Functions of all Branches are combined.

Source: Department of Immigration.

350. The organisation of State Offices, as between States, is standardised as far as possible apart from some quite significant differences in the number of positions on State Office establishments. For example, there is a much greater compression of functions into one position on the Hobart office establishment than is the case with establishments of the New South Wales or Victorian offices. Q.740

351. It was said that a function of the Public Service Board is to ensure that the establishment of a Department is adequate for the conduct of its activities. Mr. Harper, the Public Service Board Observer, informed us that a proposal for the reorganisation of a Branch office could originate within the Branch or at Central Office depending on the reason for the request. If, however, an additional function is introduced into each State office simultaneously, a request for a change in the establishment would probably come from the Central Office. In practice, however, it was said that most reorganisation proposals originate in the State branch office and in some instances are cleared by the Central Office. Q.1653

352. We were informed that there is inevitably some delay in the processing of organisation proposals from departments by the Public Service Inspector. After the approval of that Board has been obtained, there is often some delay in the receipt of advice from the Department of the Treasury regarding the availability of funds. Q.1654

353. We were advised that the Queensland Branch establishment of 74 had been determined on the basis of the activity of the Office. It was said that the Public Service Board has not had occasion to conduct a methods review of the Queensland Branch in recent years, and that changes in the establishment of this Branch between 1960 and 1965 were virtually negligible. Since the end of 1965, however, a number of proposals have been submitted to the Public Service Inspector. One of these led to an increase of three positions in the Establishments and Finance Branch and another to an Q's.1651
& 1652

increase of three in the Citizenship Branch. At the time of our Inquiry a proposal involving an increase of two positions in the Entry Policy Section had been submitted to the Public Service Board.

Office Accommodation.

354. Authority to rent or lease premises and to arrange leases for the Department of Immigration is vested in the Department of the Interior. We were reminded that in any large organisation office accommodation is constantly under review. It was said that the Department of Immigration occupies a large proportion of Commonwealth Office accommodation in the States, and that its present accommodation is superior to that previously occupied by the Department. It has recently occupied additional space provided by extensions to the Commonwealth Centre in Melbourne, and it is expected that the Department will benefit from a re-arrangement of accommodation in the Commonwealth Centre, Sydney.

Qs. 1286,
1287 and 687

355. The Sydney Office of the Department is located in the Commonwealth Centre where it occupies 16,500 square feet on the ground and first floors. It is expected that additional space of some 7,300 square feet located on the second floor of the building will be made available to the Department later this year. The Department occupies 527 square feet on the fifth floor of the C.H.L. Building, Wollongong, the lease of which provides for monthly tenancy arrangements. The annual rental for the Wollongong office is \$1,449, and cleaning costs amount to an additional \$185 per annum. These charges are considered to be equivalent to those paid for adjacent accommodation of a similar standard.

Q. 607 and
Committee
File 1967/2

356. The Department has three locations in Melbourne. It occupies 19,664 square feet at the Commonwealth Centre in Latrobe Street comprising areas on the ground and first floors and a small area in the basement of Block 1 of the Centre. It has been estimated, however, that an additional 2,000 to 2,500 square feet is required by the Department at this location and we were

informed that the Department of the Interior has been advised accordingly. A total of 3,100 square feet is occupied by the Department in the Commonwealth Building, Little Lonsdale Street, which consists of a Shipboard Education equipment store on the ground floor, and an old records repository on the first floor. Premises totalling 1,440 square feet is leased for the Department in Collins Street to provide accommodation for the Accounts Section and the Temple Society Trust Fund staff office. These premises are leased on a monthly basis at an annual rental of \$2,600. It was said that this accommodation is not of a high standard and that while there are no comparable buildings adjacent, accommodation of a high standard in the same vicinity would involve a rental charge of \$5,000 to \$5,500 per annum.

Q. 687 and
Committee File
1967/2

357. In Brisbane, the Department occupies 7,358 square feet in the Commonwealth Buildings, all of which, except for a small storeroom in the basement, is on the ground floor. The Department's regional office in Townsville is located in the Centenary Arcade where 750 square feet on the first floor was leased for three years commencing on 1st December, 1966, at a monthly rental of \$141.15, or \$1,694 per annum. We were told that the Department has the option of a further two years' rental on these premises at a rate to be redetermined. The rental for these premises is at the rate of \$2.26 per square foot per annum, while the rental charged to other tenants in the same building is \$2.24 and \$2.62 per annum. Rental charges for similar accommodation in the vicinity are \$3.00 and \$2.42 per square foot per annum.

358. The Department's premises in Adelaide are in Cresco House, North Terrace, where it occupies 10,070 square feet on the ground floor and portion of the first floor. The lease for these premises expires on 1st September, 1975, and the rental charge is \$9,280 per annum, that is 92 cents per square foot per annum. This rate is to be redetermined in 1969 and 1972. This accommodation was said to be of a satisfactory standard and the current rental charge was said to compare favourably with other leased accommodation of a similar standard in the same

vicinity. The location was said to be convenient to rail and air terminals, and to have reasonably good parking facilities. It was said, however, that this accommodation is below the standard of other Commonwealth office accommodation in Adelaide.

359. The Department of Immigration is the sole occupant of the Commonwealth Building in Perth which consists of three floors and a basement, the area of which is 9,606 square feet.

360. The Department occupies 2,278 square feet on the ground floor of the C.M.L. Building in Hobart. This was leased for five years commencing on the 21st January, 1967, at a rate of \$3.50 per square foot, or \$7,973 per annum. The rental charge for this accommodation includes air conditioning, linoleum floor coverings, curtains, acoustic ceilings and cleaning charges. It was stated that the Department of the Interior considers this charge to be reasonable and that the relatively high rental charge for this office may be accounted for by the recent date of commencement of the lease.

Q. 1322 and
Committee
File 1967/2

361. The Department occupies 1,000 square feet on the ground floor of the Commonwealth Building in Darwin which is under the control of the Northern Territory Administration.

Designation of Executive Officers.

Q's. 688 and 689

362. With regard to the designations of Secretary of the Department and Commonwealth Director of Migration in each of the States, it was said that the designation of Director of Immigration emerged from a general review of the administration undertaken some years ago. We were told that it had been thought that the word 'Officer' in the former designation of Commonwealth Migration Officer suggested much less authority than a Director in fact enjoyed. Mr. Vanthoff, the Public Service Board Observer indicated that the Board is very concerned with the standardising of designations throughout the Commonwealth Service, and that departmental reorganisations

in recent years, had resulted in a far greater use of common titles.

Delegations.

363. We were informed that as each Commonwealth Director of Immigration has served both abroad and in Canberra, this fact has helped considerably in co-ordination between the Central Office in Canberra and the State Branch Offices. Q. 688

364. We were informed that the implementation of the Government's immigration policy in various fields has been delegated to Commonwealth Directors of Migration by virtue of their offices. Examples of delegated authority in the field of British assisted migration are initial receipt and approval of personal nominations. However, nominations rejected by Directors are referred to Central Office for a final decision. In the field of Foreign migration, delegated authority allows Directors of Migration to receive and to approve acceptable nominations and to refer them to overseas offices, if necessary. Q. 688 and Q. 1110 and Committee File

This delegation includes discretionary powers involving compassionate or other special circumstances and power to reject nominations. A Commonwealth Director may defer an application for citizenship should the applicant be unable to meet the prescribed residential or language requirements.

365. Commonwealth Directors of Migration have delegated authority in regard to the issue of passports to the extent that the majority of passports and travel documents are issued without reference to Central Office. Other delegated authority in this field includes the granting of visas on behalf of other Commonwealth countries which are not represented in Australia, or as in the case of Ceylon, are not represented in all States, and the issue of emergency travel documents to citizens of Commonwealth countries.

366. The operation of new or amended policies or procedures is generally supervised in the initial stages from the Central Office, in Canberra. However, it was stated that when these policies or procedures are firmly established, the authority of Commonwealth Directors is progressively increased and

policy delegations extended whenever possible. Examples of this practice are that in November, 1966, Commonwealth Directors of Migration were given increased authority in procedures relating to applications by non-Europeans for resident status, and in March, 1967, instruments of delegations were executed by the Minister to allow Commonwealth Directors, other than the Commonwealth Director of Migration, Darwin, to approve the issue of Certificates of Registration and Certificates of Naturalisation. We were informed that there has also been a tendency to extend, where the need exists, statutory delegations to Commonwealth Directors of Migration. There are four branches in State offices -

- . Operations
- . Citizenship
- . Entry
- . Establishments and Finance

Operations Branch

367. There are three Sections in this Branch - Reception, Sponsorship and Migration Promotion.

Exhibit
94/3

368. The establishment and staff of this Branch has remained fairly stable in recent years. It was said that the slight decline in numbers which is evident in the New South Wales and Victorian Branch Offices has been due to a refinement of procedures and the transfer of certain repatriation functions to the Citizenship Branch. There has been little variation between establishment and staff in relation to numbers of permanent and temporary employees in State Branches except in the Victorian office where there were seven temporary officers above the establishment provided in 1961, five in 1966 and two in March 1967. Details of Staff and Establishment for selected State Offices as at 30th June, 1960 to 1966 and 13th March, 1967 are given in Table No. 19.

Table No. 19
Department of Immigration
Operations Branch
Establishment & Staff Selected State Offices
1960 - 1967

as at 30th June	N.S.W.						VICTORIA						QUEENSLAND					
	Establish- ment			Staff			Establish- ment			Staff			Establish- ment			Staff		
	P	T	To- tal	P	T	To- tal	P	T	To- tal	P	T	To- tal	P	T	To- tal	P	T	To- tal
1960	21	1	22	19	1	20	22	2	24	14	8	22	7	1	8	8	1	9
1961	19	1	20	19	1	20	22	1	23	15	8	23	7	1	8	8		8
1962	20	1	21	19	2	21	22	1	23	6	6	22	8		8	8		8
1963	20	1	21	19	2	21	20	1	21	18	5	23	8		8	8	1	9
1964	18	1	19	18	1	19	22	1	23	20	3	23	8		8	8	1	9
1965	18	1	19	18	1	19	21		21	18	5	23	8		8	8	1	9
1966	18		18	17	1	18	22		22	17	5	22	8		8	8		8
1967	18		18	15	3	18	22		22	18	2	20	8		8	8		8

Exhibit
94/7

P - Permanent

T - Temporary

Source: Department of Immigration

369. We noted that while the staff of the Operations Branch, Central Office numbered 52, as at 30th June, 1966, the total number of officers in this Branch of the State Offices numbered 67. We were informed that the relatively large Central Office staff of this Branch was due to the very wide range and heavy load of its functions in respect of the assisted Immigration programme.

Q.690

Reception Section

Exhibit
94/3

370. The functions of this Section are to -
- Perform all administrative tasks associated with the disembarkation of assisted passage migrants including reception, onward transportation, baggage handling, and temporary accommodation if required

- . Co-operate with and co-ordinate the activities of other Departments and organisations concerned with the reception of migrants.

Sponsorship Section

371. The functions of this Section are to -
- . Determine acceptability of nominations lodged in the State for the admission of relatives and friends
 - . Forward details of all approved nominations to overseas posts, Central Office, and the Intergovernmental Committee for European Migration
 - . Prepare submissions for Central Office on cases involving special consideration
 - . Recommend changes to procedures where considered necessary

372. We were informed that the officer who determines the acceptability of nominations in the Sponsorship Section of the Sydney Office is a Class 2 Officer. It was said that while an officer at this level could not reject an application, the State Commonwealth Director has a fairly wide discretion in accepting applications which may not conform to normal policy requirements. We were assured that rejected applications are not dealt with arbitrarily since individual consideration is given to each application. It was indicated that no central index is maintained of rejected applications of nominations for the admission of relatives and friends.

Q's. 713, 715
and 718

Migration Promotion Section

Exhibit
94/3

373. The functions of this Section are -
- . Liaison with organisations for the provision of assistance to newly arrived migrants without relatives or friends in Australia
 - . The promotion of interest in migration and
 - . Liaison with community bodies engaged in migration projects

- Encouragement of employers and migrants to sponsor new settlers
- Co-operation with migration officers of the State Government in efforts to increase the number of personal nominations for British migrants lodged with State Immigration Authorities
- Discussions with organisations and groups interested in community participation in the immigration programme.

374. In the encouragement of sponsorship of new settlers, Q.723
officers of the New South Wales Branch maintain contact with a number of firms seeking migrants as employees as well as the State Government Immigration Advisory Committee. The Commonwealth Director of Migration in that State is a member of the State Government Immigration Advisory Committee which includes representatives of employers' Associations, commerce and government departments. Through the Committee, the Department has associations with the Metal Trades Federation and Printing Industry Organisations.

375. It was said that the recruitment of skilled Q's.750 to
workers through employer sponsorship has generally been more 753
successful in Britain than in other countries. Nominations are usually lodged with State Government authorities which are responsible for the approval of housing and terms and conditions of employment offered to migrants. It was said that liaison between State and Commonwealth offices in this regard is such that conditions offered to migrants by either Departments would be similar. Literature provided by firms recruiting employees in other countries is usually submitted in draft form to the Department of Immigration for advice and approval and that an agreement has been reached with the British authorities to the effect that this procedure be adhered to. We were told that the Department is concerned to ensure that information regarding conditions of employment supplied by employers is correct since some governments have prescribed conditions relating to the recruitment of migrants in their countries. Q's.750 and 751

376. An example given of co-operation with New South Wales State Government Officials in the promotion of personal nominations was a campaign which at the time of our Inquiry had been planned for the Parramatta District. Q.727

Citizenship Branch

377. This Branch has three Sections - Passports, Nationality and Citizenship, and Integration and Education.

378. At the time of our Inquiry there were some 130 positions on the State Office establishment of this Branch compared with sixty five in the same Branch of Central Office. We were informed that the reason for the relatively large establishment of State Branch Offices is that the Branch is responsible for many activities specifically related to State Branch functions such as naturalisation and the granting of passports. Q.690

379. There has been an increase of 45 positions in the State office establishment of this Branch since 1960. We were informed that the reasons for this, particularly since 1963, include the transfer to the Citizenship Branch of waiver and repatriation functions from the Operations Branch, the implementation of more positive integration policies including naturalization campaigns and an increase of some 97 per cent in the number of passports issued in Australia. Exhibit 94/3 and Q.1136

380. In general, there has been little variation between Staff and establishment of the State Offices in the Citizenship Branch since 1960 except for the Victorian office. While the Victorian State Office establishment, at the time of our inquiry, did not provide for temporary positions in this Branch, there were thirteen temporary officers on its staff. Details of the establishment and staff of this Branch in selected State Offices as at 30th June 1960 to 1966 and 13th March 1967 are given in Table No. 20. Exhibit 94/7

Table No. 20Department of ImmigrationCitizenship BranchEstablishment & Staff: Selected State Offices

Exhibit 94/7

1960 - 1967

as at 30th June	N.S.W.						VICTORIA						QUEENSLAND					
	Establish- ment			Staff			Establish- ment			Staff			Establish- ment			Staff		
	P	T	To- tal	P	T	To- tal	P	T	To- tal	P	T	To- tal	P	T	To- tal	P	T	To- tal
1960	32		32	29	1	30	26		26	14	12	26	9		9	10		10
1961	30	2	32	29	2	31	26	2	28	16	13	29	8		8	10		10
1962	33	2	35	31	2	33	28	3	31	17	10	27	8		8	10		10
1963	33	4	37	31	5	36	31	4	35	24	12	36	10		10	10		10
1964	23	5	28	23	5	28	32	5	37	28	9	37	10		10	10		10
1965	26	5	31	25	5	30	30	5	35	26	8	34	11		11	10		10
1966	42		43	40	3	43	50		50	46	4	50	10		10	9	1	10
1967	42		42	36	4	40	50		50	41	13	54	13		13	14	2	16

P = Permanent

T = Temporary

Source: Department of Immigration

Passports SectionExhibit
94/3

381. The functions of this Section are to -

- . Issue passports, documents of identity and certificates of identity
- . Renew documents of identity and certificates of identity
- . Issue visas and passports on behalf of the British and British Commonwealth Governments.

382. Evidence received by your Public Accounts

Q.583

Committee during its Inquiry into Expenditure from the Advance to the Treasurer financial year 1965-66 indicated that the number of applications for passports in the Melbourne Office at that time was some 50 per cent in excess of the number which could be handled adequately by the Section in normal working hours. We were told that this position had improved to the extent that at the time of this Inquiry the Melbourne

Office was able to issue a passport within four days of the receipt of an application. It was said that a delay of four days in the processing of passport applications was reasonable when compared to the time involved in similar procedures in other countries.

383. Details of passports issued in New South Wales in the period 1960 to 1966 are given in Table No. 21.

Table No. 21
Department of Immigration
Passports Issued: New South Wales
1960 to 1966

Year	Passports Issued
1960	17,519
1961	18,260
1962	19,024
1963	20,819
1964	25,574
1965	32,174
1966	33,308
Total	166,678

Q. 728

Source: Department of Immigration

384. While the Passports Section of the Sydney Office issued 17,519 passports in 1960 with a staff of eight officers, 33,308 passports were issued by the Section in 1966 when its staff comprised nine officers. At the time of our Inquiry, some 200 passports were being processed daily by the Sydney Office. This was said to be double the number which could be adequately handled by the Section in normal working hours. It was indicated that should a request be made by a member of the public for a passport within two hours, it would be made available provided there are no obstacles to its issue. If a request should be made for one within two days it would also be available. However, without a time being specified by the person concerned, the issue of a passport would take six to

Qs. 728, 729,
741 and 745

seven days. We were told that proposals for increased staff had been submitted to the Public Service Inspector, Sydney, and should they be granted, the waiting time for the issue of a passport could be reduced to three days.

385. At the time of our Inquiry, the period of time between application for and issue of a passport in Queensland was three to four days. Details of Passports issued in Queensland between 1961-62 and 1965-66 are given in Table No. 22.

Table No. 22
Department of Immigration
Passports Issued: Queensland

1961-62 to 1965-66

Q.1568

Year	Passports
1961-62	4,394
1962-63	5,183
1963-64	5,847
1964-65	6,900
1965-66	7,864

Source: Department of Immigration

Nationality and Citizenship Section

Exhibit
94/3

386. The functions of this Section are to -
- . Process applications and interview applicants for Australian citizenship
 - . Issue declaratory certificates of citizenship to Australian citizens as required
 - . Prepare and sign naturalization and registration certificates in approved cases
 - . Assist local government authorities in arranging naturalization ceremonies

387. Should an application for citizenship submitted to the Sydney Office not be acceptable the application would not be

rejected in the State Office but would be referred to Central Office for a decision. Details of selected naturalization statistics for New South Wales and Western Australia are given in Table No. 23.

Table No. 23
Department of Immigration
Selected Statistics
New South Wales and Western Australia
1965 and 1966

				1966		
	N.S.W.	W.A.	Total	N.S.W.	W.A.	Total
Interviews conducted	13,348	3,015	16,363	11,061	2,634	13,695
Naturalisation certificates issued	9,037	1,954	10,991	8,504	1,896	10,400
Registration certificates issued	1,236	484	1,720	1,379	498	1,877
Declaratory certificates issued	614	149	763	750	163	913
Naturalisation ceremonies conducted	620	214	834	649	233	882

Q's.731 to
734 and
Committee
File 1967/2

Source: Department of Immigration

Integration and Education Section

Exhibit
94/3

388. The functions of this Section are to -

- . Participate in the programmes and investigations of the Integration, Education, and Surveys Sub-sections of Central Office
- . Counsel migrants experiencing integration problems, provide social welfare aid where this is needed and refer cases to specialised community agencies
- . Encourage migrants to attend English classes; analyse reasons for non-attendance and submit recommendations designed to obtain increased attendance

- . Confer with government departments and community organisations concerned with the integration of migrants
- . Consider, and make recommendations, to Central Office on applications for repatriation and waiver of outward passage costs by migrants leaving Australia
- . Submit recommendations on applications for re-admission to migrant centres
- . In conjunction with the Department of Labour and National Service, consider applications by migrants for re-admission to hostels

389. It was said that integration activities designed by the Central Office are undertaken at two levels. First, there are those of a general nature related to problems such as accommodation, housing, or those requiring direction to a community agency for advice. Secondly, there are problems of a psychological nature which require counselling by trained social workers. We were told that people requiring the latter service, are referred to agencies in the community which are able to offer assistance of a continuing nature after their problems have been identified.

Q.735

390. There is no formal entitlement to repatriation nor is there any routine form of application for this type of assistance. Migrants seeking assistance in repatriation to their country of origin are regarded as welfare cases and in many instances practical assistance given by the Department results in effective settlement in this country. In October 1966, a survey of welfare workload was commenced by the Department and at the time of our Inquiry, an examination of the New South Wales and Victorian Offices had been completed. It was said that in both Sydney and Melbourne, about 170 applications per month were being received from migrants seeking welfare assistance of one form or another, including repatriation. Preliminary estimates indicated that in Brisbane, the monthly average of requests for welfare assistance was less than 150.

Qs. 1601 and
1602 and
Committee
File 1967/2

We were informed that similar requests received by State Immigration authorities and established community welfare agencies are not usually referred to the Department of Immigration unless there are reasons to believe that settlement is unlikely. Table No. 24 gives details of effective repatriation approvals in Queensland since 1961.

Table No. 24
Department of Immigration
Repatriation Approvals
Queensland
1961-62 to 1965-66

Qs.1601 and
1602 and
Committee
File 1967/2

Year	Applications	Persons Involved	Cost
1961-62	4	10	\$ 1,367
1962-63	3	11	2,139
1963-64	5	5	672
1964-65	8	15	4,115 (1)
1965-66	19	59	16,607 (1)
Total	39	100	24,900

(1) Includes a proportion of cost borne by recipients.

Source: Department of Immigration

Entry Branch

391. There are three Sections in this Branch - Control, Non-European, and Students and Visitors Sections.

392. There has been an increase of 61 positions to 205 positions on the establishment of this Branch since 1960, as against an increase of 40 to a total of 54 on the Central Office establishment of the Branch since 1963. It was said that the difference in staff numbers between the States and Central Office in this Branch is accounted for by the fact that State Offices have to deal with a large number of applications by visitors wishing to extend their stay in

Exhibit 94/7 and
Q.691

Australia and from overseas students who are interviewed annually to report on their examination results and in some instances to have their visas extended. A substantial amount of time in State Offices is involved in conducting interviews and in the maintenance of the Aliens Register. In contrast to this, it was said that the Central Office functions of the Branch are related essentially to broad policy matters.

393. We were informed that the main reasons for the increase in State Office establishments, particularly since 1963, have been the introduction of revised alien notification requirements and the implementation of revised procedures relating to the documentation of students and visitors.

Q.1136 and
Committee
File 1967/2

394. Notable variations between establishment and staff in this Branch in the period under review have been in the New South Wales Office in 1960, 1966 and 1967 and in the Victorian Office in all years excepting 1963 and 1964. While the establishment of the New South Wales and the Victorian Branches, at the time of our Inquiry did not provide for any temporary staff, there were twelve temporary officers on the staff of the former and sixteen on the staff of the latter. Details of Establishment and Staff as at 30th June 1960 to 1966 and 13th March, 1967, for selected State offices are given in Table No. 25.

Table No. 25Department of ImmigrationEntry BranchEstablishment & Staff: Selected State Offices1960 to 1966

as at 30th June	N.S.W.						VICTORIA						QUEENSLAND					
	Establish- ment			Staff			Establish- ment			Staff			Establish- ment			Staff		
	P	T	Total	P	T	Total	P	T	Total	P	T	Total	P	T	Total	P	T	Total
1960	46	10	56	33	21	54	36	14	50	20	38	58	12		12	13		13
1961	44	10	54	43	11	54	39	20	59	21	38	59	11		11	13		13
1962	47	9	56	43	10	53	40	20	60	22	35	57	11		11	13		13
1963	46	11	57	43	12	55	42	20	62	38	20	58	13		13	13		13
1964	43	11	54	42	12	54	46	20	66	36	22	58	13		13	13		13
1965	44	12	56	41	14	55	45	21	66	31	36	67	14		14	13		13
1966	57	12	69	46	23	69	53	21	74	38	32	70	13		13	13		13
1967	78		78	67	12	79	72		72	55	16	71	14		14	5		15

P = Permanent

T = Temporary

Source: Department of Immigration

Exhibit
94/7Control Section

395.

The functions of this Section are to:

- . Implement provisions of Aliens Act, 1947-1966 in respect of aliens residing in the State
- . Exercise authorities delegated under the Migration Act, 1950-1966
- . Arrange apprehensions and departures of persons against whom the Minister has made deportation orders
- . Arrange where necessary, with the Commonwealth Police for the apprehension of persons suspected of being prohibited immigrants, and where appropriate, arrange custody and continued detention
- . Authorise the signing-off of seamen who do not have Australian citizenship or domicile in Australia

Exhibit
94/3

- Implement provisions of the Migration Act in relation to the obligations of masters of vessels from overseas
- Determine or refer to Central Office cases of individuals who have become liable to be deported
- Initiate inquiries in conjunction (where appropriate) with Commonwealth Police and the Deputy Crown Solicitor's Office, and whenever appropriate, arrange prosecution of persons who harbour prohibited immigrants or who assist in the illegal entry of persons
- Deal with applications for permanent residence from Europeans with temporary residence
- Issue re-entry visas and endorsements to Europeans, Asians, Cypriots and Maltese
- Attend to notifications by persons who intend to act as agents under the Migration and Citizenship Regulations.

396. It was indicated that the creation of the Special Reports Branch in Central Office Canberra may not reduce the establishment of the Control Section of the New South Wales Office. On the other hand the methods devised by the Special Reports Branch could lead to an increased volume of work for this Branch.

Qs. 778 and
779

397. In accordance with the provisions of the Aliens Act 1947-1966, the Aliens Register is divided into eight parts, the two larger of these being in Melbourne and Sydney where approximately 170,000 and 140,000 cards are held for Victoria and New South Wales respectively. We were informed that in the event of any one of the Registers being destroyed, in whole or in part, there would be difficulties in replacing it, since it would involve liaison with other departments, and research in other countries. It was indicated that documents available from all sources would not enable the Department to fully replace the Aliens Register.

Q. 1843 and
Committee
File 1967/2

398. It was stated that the application of automatic data processing to departmental procedures would enable duplicate records to be maintained and we were informed that at the time of our Inquiry its introduction was being considered by the Department.

Q.1843 and
Committee
File 1967/2

399. We were informed that because of the introduction of annual notification procedures in 1965, a departmental staffing proposal was submitted to the Public Service Board on August 1st, 1966, as a result of which the following establishment for the New South Wales Aliens Registration Section was approved - one Clerk, Class 5 to be in charge of the Section, two Clerks Class 4, five Clerks Class 1, one Clerical Assistant Class 4, sixteen Clerical Assistants Grade 2, and four Clerical Assistants Grade 1.

Qs.774, 775
and
Committee
File 1967/2

400. It was indicated that the feasibility of automatic processing of the register was not examined by the Department prior to its 1966 submission to the Public Service Board. However, automatic processing of the register was included in the departmental investigation of the practicability of the introduction of automatic processing of data within the Department as a whole. Recommendations in this regard were made to the Public Service Board in 1966.

401. We were informed that the Aliens Register in New South Wales is manually operated by clerical assistants. The introduction of a punched card system was first given serious consideration by the Department in 1952 and since that time, various investigations relating to the Aliens Register have been conducted by individual officers and departmental committees. It was said that recommendations made have always rejected the use of punched card equipment for the following reasons:

Qs.765, 774,775
and
Committee
File 1967/2

The information needed would require 150 to 200 coded characters, that is, two or three punched cards.

- The reduction in the number of cards obtained by printing names and addresses would exclude machine searching between State Office registers, an important tangible benefit of automatic processing, and would not allow group extraction of addresses for regional surveys.
- Processing by punched cards would be economical only as a replacement for the existing manual register because of the time and effort involved in coding and punching the information on the register.
- Punched cards could not provide a satisfactory operational register because
 - each up-dating would necessitate the punching of a new card, which would make the maintenance of a current register time consuming and laborious.
 - the register would be incomplete while cards were being up-dated.
 - an alien's photograph and signature could not satisfactorily be included on a punched card, and if it could be it would be lost during processing.
 - a punched card could not be prepared economically at overseas posts, as the present registration cards are.
 - the average number of daily references made to the register being some 462 could cause deterioration to the extent that the cards would not be suitable for automatic processing.

402. We were informed that in 1966 the Department consulted Qs.774, 775 and two computer companies concerning the introduction of automatic data processing within the Department as a whole. Both Committee File 1967/2 companies submitted proposals to the Department, one of which was recommended to and rejected by the Public Service Board.

We were informed that the Board, in rejecting the Departmental recommendation agreed to an officer from its staff working with an officer of the Department of Immigration on a detailed study of automatic data processing within the Department. The study was to have commenced in July 1967. It was indicated that the introduction of a mechanised system of data processing as an interim measure will be considered by the Department after the completion of its automatic data processing study.

403. With regard to the Clerical Assistant staff employed in the processing of the New South Wales Aliens Register, we were told that the Grade 4 Officer has supervisory functions while the Grade 2 officers process the index and the Grade 1 officers sort and distribute the cards to indexers.

Q's. 769 and
770

404. At the time of our Inquiry there were 21,970 entries in the Queensland Branch Aliens Register which was said to be approximately 80 per cent accurate. It was stated that while approximately 60 per cent of aliens registered in Queensland in September, 1966 had complied with the notification requirements for that year, it was felt that the majority of those who failed to notify the Department would be at their previous addresses and would be unaware of the requirement for annual notification. We were told that some 8,000 aliens, nine of whom were prosecuted, failed to register in Queensland in 1966. During our inspection of the Department's State Office in Brisbane we examined the manual operations of this Register and noted that when cards were removed for notation purposes, officers who removed the cards did not employ any marking card in the Register to indicate the withdrawal or the position to which the card should be returned. On our return to Canberra we questioned the Central Office staff as to whether this practice gave rise to the loss of cards through misfiling and were informed that this problem had not been brought to the notice of the Central Office. The Aliens Act provides that a register of aliens be maintained in each State and Territory of the Commonwealth. We were informed that in order to ensure that an alien's card is not removed from the Register, unless the person concerned leaves Australia, becomes naturalised, or dies, the Department has issued instructions to the effect that if a card which is not to be replaced immediately should be removed from the Register, then a copy of it is to be made for the purpose for which it is required.

Q's. 1603 -
1606, 1610,
1619, 1832
and 1833

405. The provisions of the Migration Act apply to vessels - including aircraft. We were told that the master of a ship, on arrival at a port, is required to provide documentation in relation to passengers as well as any other relevant information, for example, in relation to stowaways and people who may require hospitalisation. The Department of Customs and Excise was said to perform functions in relation to these matters on behalf of the Department of Immigration at Brisbane airport and shipping terminals. Q.1633

406. We were informed that reports on prohibited immigrants are obtained from various sources and apprehension of individuals is arranged with Commonwealth Police Officers. It was said that if it is proven that a person is a prohibited immigrant, he is placed in custody and charged before a magistrate. A full report on the matter is forwarded to Central Office for submission to the Minister for Immigration. If the facts of the case are proven, a deportation order is issued against the prohibited immigrant and an order is served on a travel agency to make adequate arrangements for the removal of the person concerned, normally within a period of thirty days. While these arrangements are being made, it is confirmed that the person holds valid travel documents and conforms to health requirements. The person is eventually escorted to a vessel and placed in the master's custody until it clears Australia. Q.1634

Non-Europeans Section

Exhibit
94/3

407. The functions of this Section are to -

Deal with applications in relation to the entry of non-Europeans as migrants with a "view to settlement" or for limited temporary residence

- Maintain a non-European index comprising British and Alien non-Europeans and children (other than students and visitors) resident in the State
- Conduct investigations in relation to applications for the admission of non-Europeans on a staff rotation basis or as specialists, and for extensions of stay for those already admitted under previous temporary residence rules
- Deal with applications in relation to the entry of persons of mixed descent
- Issue re-entry visas and endorsements to non-Europeans, other than students and visitors.

408. We were informed that the non-European Index in New South Wales is a loose card manually operated system containing 4,640 entries. This Index does not provide a register of non-European students. Details of Re-entry visas issued in 1966 by the Sydney Office are shown in Table No.26. Q.788

Table No. 26
Department of Immigration
Re-entry Visas Granted
Non-Europeans (other than Students)
Sydney : 1966

Issued to	Number
Persons granted Resident Status	127
Overseas Trade Executives	37
Assistants in other Firms	34
Other holders of Long-term temporary Entry Permits	85
Tourist and Business Visitors	51
Diplomatic Personnel	8
Total	342

Q.707 and
 Committee
 File 1967/2

Source: Department of Immigration

Students and Visitors SectionExhibit
/3

409. The functions of this Section are to -
- . Interview students and consult with the Departments of Education and Science, External Affairs, and other authorities in matters relating to entry, extension of visit and changes in educational programmes.
 - . Implement procedures in relation to the short-term entry of all overseas business and tourist visitors and the long-term temporary entry of persons other than those dealt with under non-European policy.
410. Table No. 27 gives details of the Establishment of the Students and Visitors Section of the Various State Offices as at 13th March 1967.

Table No. 27Department of Immigration
Students and Visitors Section
Establishment, State Offices
as at 13th March, 1967

Designation	MSU	VIC	QLD	W.A.	S.A.	TAS	N.T.	Q.793 and Committee file 1967/2
Clerk Class 6						1(a)		
" Class 5	1	1						
" Class 4	5	4	1	1	1		1(b)	
" Class 3	4	4		1				
" Class 2						1		
" Class 1	3	3	1	1	1			
Clerical Assistant Grade 3	1	2						
Clerical Assistant Grade 2	2			1				
TOTAL	16	14	2	4	2	2	1	

- (a) This position is held by the officer who is second in charge of the Hobart Office and who is also responsible for the functions of this Section.
- (b) This position is held by the officer who is second in charge of the Darwin Office, and who is also responsible for the functions of this Section.

Source: Department of Immigration

411. We were advised that there is no duplication of effort between the State and Central Offices in the Students and Visitors Section. It was said that the procedures of the State Office involve the oversight of maintenance and accommodation guarantees which are examined and sent to overseas posts, guarantors of maintenance and accommodation, and the validity of passports belonging to people applying for an extension of the period of a visit.

Q's. 789 and 790

412. Visa warning lists are maintained by the Sub-section and we were informed that it is a common practice in most countries to maintain similar records. Should a person with a bad record be deported, his name is given to the passport section at Central Office which also maintains a visa warning list. A copy of this list is issued to all officers who have the power to issue visas for the Australian Government. It was said that there is co-operation between Governments in the matter of exchanging information contained in these lists.

Q's. 791 and 792

413. At the time of our Inquiry the overseas student population in Australia was said to be approximately 11,000, most of whom are dealt with in the State Offices. Because of their academic progress a considerable proportion of these students require sympathetic consideration. We were informed that there is continuing liaison with the Departments of Education and Science, and External Affairs in relation to students from other countries. Other authorities consulted regarding the academic progress of students include the Commonwealth Department of Health in relation to trainee nurses, Accounting Institutes regarding accountancy students, the Department of Labour and National Service, and State authorities.

Q's. 80, 795 to 799 and 802

Establishments and Finance Branch

414. There are five sections in this Branch - Personnel and Accounts, Typing, Internal Audit, Enquiry, and Registry. Charts Nos. 15 to 19 in Appendix No. to this Report give details of the organisation of the Branch.

Exhibit
94/3

415. At the time of our Inquiry the Central Office establishment of this Branch numbered 164 while that of the State Offices numbered 306. We were informed that since the establishments of certain state office branches are quite large, the number of services required by them which are functions of the Establishments and Finance Branch are proportionate in size. Q.692

416. The variation between establishment and staff in this Branch was quite marked in both the New South Wales and Victorian offices at 13th March, 1967, the former having fourteen temporary officers in excess of its establishment. While the establishment of the Victorian office at this time did not provide for temporary staff, the Branch employed 31 temporary officers. Details of establishment and staff for selected States as at 30th June, 1960 to 1966 and at 13th March, 1967, are given in Table No. 28.

Q.1136 and
Committee
file 1967/2

Table No. 28
Department of Immigration
Establishments and Finance Branch
Establishment and Staff: Selected States

(1960-1967)

as at 30th June	New South Wales						Victoria						Queensland					
	Establish- ment			Staff			Establish- ment			Staff			Establish- ment			Staff		
	P	T	Total	P	T	Total	P	T	Total	P	T	Total	P	T	Total	P	T	Total
1960	68	28	96	65	30	95	66		66	53	24	77	32		32	33	1	34
1961	74	16	90	62	28	90	66	3	69	53	20	73	31		31	28	1	29
1962	75	6	81	64	25	89	70	4	74	55	20	75	31		31	31	1	32
1963	83	5	88	71	15	86	72	4	76	43	33	76	31		31	31	1	32
1964	98	6	104	83	22	105	76	2	78	51	26	77	32		32	30	2	32
1965	99	8	107	94	15	109	74	2	76	53	20	73	33		33	27	1	28
1966	115	2	117	92	24	116	85	1	86	60	18	78	32		32	32	1	33
1967	112	2	114	98	16	114	85		85	54	31	85	34		34	31	2	33

P = Permanent

T = Temporary

Source: Department of Immigration

Personnel and Accounts Section

417. The functions of this Section are to -

- Carry out in consultation with the Training Section, Central Office, the departmental training programme including planned induction for new entrants, general training (supervision, correspondence), encourage on the job training and job rotation, advise officers in such matters as study and in service problems

Exhibit
94/7Exhibit
94 /3

- . Examine and/or initiate proposals for variations to establishments and review regularly establishments in relation to workload and classification; prepare submissions to the Public Service Board on these matters
- . Review regularly current methods being employed to ensure that the most efficient methods are being used
- . Consider the application of machine methods to processes and undertake systematic reviews of machines in use
- . Review existing and proposed forms in relation to methods and procedures, consulting with Central Office where necessary
- . Implement the provisions of the Public Service Act, Regulations, and General Orders, awards and determinations, the Superannuation Act, the Commonwealth Employees Compensation Act and the Furlough Act
- . Arrange for the recruitment and transfer of staff and for the allocation of relief staff
- . Arrange the movement of officers to and from overseas posts
- . Provide staff welfare and amenities facilities
- . Requisition staff transport and accommodation
- . Maintain departmental translation and interpreter services
- . Record and control expenditure for the Branch
- . Prepare and pay salaries and allowances
- . Prepare annual revised and additional estimates
- . Receive monies due and on trust
- . Maintain stores and arrange minor repairs to furniture and fittings as required.

Typing Section

418. The function of the Typing Section is to provide typing and stenographic services for the Branch.

Exhibit
94/3

Internal Audit Section

419. The functions of this Section are to -

- . Implement the internal audit programme
- . Conduct stocktakes
- . Investigate matters relating to accounting control

420. We were informed that internal audit is carried out on a part-time basis in the Queensland, South Australian, Western Australian, Tasmanian, and Northern Territory offices of the Department. It was stated that in Tasmania, Queensland, South Australia and Western Australia, the approximate percentage of time involved in audit work of the officer concerned ranges between 10 and 20 percent.

Q.1152 and
Committee
file 1967/2

421. In Queensland, South Australia and Western Australia, the Personnel Officers who occupy Class 3 positions, are directly responsible for internal audit functions. The internal auditor in Tasmania is the Officer-in-Charge of the Operations and Citizenship Section who occupies a Class 4 position. The Commonwealth Director of Migration personally undertakes the internal audit function in the Northern Territory

422. We were informed that the Department is currently reviewing its internal audit programme. It was indicated that the programme to be introduced will provide for increased attention to this function and that should there not be sufficient work to justify full-time auditors in all States, consideration would be given to the appointment of travelling auditors located either in State Offices or in the Central Office in Canberra.

Q.1152 and
Committee
file 1967/2

423. Mr. Ayers, the Audit Observer, informed us that in the last five years, there have been no grounds for critical comment by the Auditor-General's Office of the Queensland Branch in respect to the Department of Immigration. He said that the Department's accounts are inspected regularly and in addition a special investigation is conducted of sundry debtors, extra duty pay and the use of official transport. He indicated that the Auditor-General's Office is satisfied with the controls exercised by the Department of Immigration in relation to extra duty worked by its officers.

Q's. 1663
and 1666

Enquiry Section

424. The function of this Section is to supervise administrative arrangements in connection with the enquiry counter.

Exhibit
94/3

Registry Section

425. The functions of this Section are to -

- . Provide all registry services including the receipt and despatch of mail, registration of papers, creation and custody of files and the care and maintenance of indexes and registers
- . Provide messenger services
- . Cull and process files for archival purposes
- . Operate telex service
- . Provide special arrangements for the handling of classified material.

Regional Offices

426. We were informed that a regional office is located at Wollongong, New South Wales because of the large proportion of migrants in the area. The office has a staff of three, one Class 5 Officer, one Class 2 Officer and one Clerical

Q.478

Assistant. The functions of the office include the processing of initial sponsorship applications, the conducting of interviews, procedures associated with naturalisation, processing of passport applications and accounting procedures, as well as answering general inquiries from the area. It was indicated, however, that the procedures undertaken by this office in relation to its functions are of a preliminary nature only, most of the procedures involved being carried out in the Sydney Branch Office.

427. We were told that in some instances the Brisbane Office has dealt with matters involving people in northern New South Wales, as far south as Murwillumbah. It was said that interviews are frequently arranged and passports issued to people in this area of New South Wales, and also that there is no reason why this service could not be extended for the benefit of residents of northern New South Wales.

Q's. 1704 to
1706

428. The Department has a regional office located in Townsville, Queensland, the establishment of which provides for one Clerk Class 6, one Clerk Class 3 and one typist.

Exhibit
94/14

CHAPTER 15
Overseas Posts

429. The Department of Immigration has seventeen overseas posts which, at the time of our Inquiry, had an establishment of 181 permanent and 294 temporary employees. Exhibit 94/3
Commonwealth
of Australia
Directory,
January 1967

Overseas posts are located in Austria, Belgium, Britain, Denmark, France, Germany, Greece, Hong Kong, Italy, Lebanon, Malta, The Netherlands, Spain, Sweden, Switzerland, United Arab Republic and Yugoslavia. Regional overseas offices are located in Britain at Manchester, Edinburgh, Belfast, Glasgow, Birmingham and Bristol, and in the Federal Republic of Germany at Bremen, Munich, Hamburg, Berlin, Frankfurt, and Stuttgart. Q's. 36, 38 and
Committee
file 1967/2

430. Details of the organisational structure at the Department's offices in selected overseas countries are shown in Chart Nos. 38 to 41 at Appendix No. 4 of this Report. The primary tasks of the overseas posts are -

- . To report regularly on the migration potential of its area of responsibility and on any special factors affecting its prospects of obtaining migrants in the categories and numbers provided for in the migration programme
- . To negotiate and consult with the representatives of Governments, in co-operation with the senior Australian Government representative in the country, on all matters relating to the Department's activities
- . To ensure that all persons coming to Australia meet the requirements for entry

Typical functions of an overseas post were said to be -

- . Administration of the Australian Government's migration policy
- . Report on all aspects of the post's activities, particularly those relating to migrant potential and recruitment progress
- . Maintenance of close association with appropriate agencies of the Government of the country in which the post is located
- . Determination of eligibility of persons applying for entry to Australia as assisted or unassisted migrants after suitability screening has been completed
- . Migration promotional activities
- . Provision of information to potential migrants regarding social conditions in Australia
- . Supply of information to intending migrants in relation to reciprocity of qualifications
- . Co-operation with the Inter-governmental Committee for European Migration in the provision of pre-embarkation instructions and with the travelling arrangements of assisted-passage migrants
- . The maintenance of liaison with voluntary agencies and other organisations concerned directly or indirectly with migration to Australia
- . The planning of travel to Australia for assisted migrants
- . The processing of applications for short term visits to Australia
- . Administration of the provisions of the Passports, and Nationality and Citizenship Acts

431. It was stated that following a direction from the Minister for Immigration relating to promotional activity in a new area, administrative procedure includes consultation with the Department of External Affairs and the Department of Trade to

Committee
file 1967/2

assess the need for a post, the possibilities of common efforts and common services and the appropriate form of representation. There is liaison with the Public Service Board to secure an adequate establishment and suitable conditions of service and with the Treasury to justify the funds and to meet the budgetary implications. Departments such as the Department of Health and the Department of Labour and National Service are consulted as to how far existing posts can serve new ones by visits from officers or whether fresh appointments of medical officers and technical advisers are necessary.

Establishment and Staff

432. Examples of the staff employed at overseas posts are given in Table No. 29. Committee file 1967/2

Table No. 29

Australian Based and Locally Engaged Staff

Selected Overseas Posts

Location	STAFF EMPLOYED ^(a)	
	Australian Based	Locally Engaged
London	43	225
Rome	22	76
Athens	15	35
Malta	5	12

(a) includes staff on the establishment of other Departments

Source: Department of Immigration

433. The establishment of overseas posts declined from 418 to 401 between 1962 and 1963. We were informed that this was the result of a fall in the level of migration and followed Public Service Board inspections of posts in Italy, Scandinavia, Austria and Spain. An increase in the establishment of 54 positions in the following three years

Q's. 1121 and 1122

was due to the expansion of the Department's British programme at that time and the establishment of an office in Beirut which involved 21 positions.

Overseas Branch

434. Mr. Vanthoff, the Public Service Board observer, indicated that the Board's Overseas Branch which is responsible for the general oversight of the Commonwealth's departmental posts overseas, is responsible for regular inspections of posts and that while overseas posts are generally inspected at three yearly intervals, the Board's interest in them extends beyond inspections to the control of establishments and the classification of offices. These are dealt with in the same manner as are those in Australian establishments.

Q.955

435. It was said that progress had been made in co-ordinating the departmental organisation in Australia with that of its overseas posts. In this regard, training methods have been introduced which, it was claimed, should ultimately result in officers at overseas posts being more proficient in the execution of their duties. It was said however, that there had been difficulties from time to time in attracting applications from the type of people sought by the Department.

Q's. 936 and 937

436. We were informed that Commonwealth officers who are abroad for the purpose of migration, are under the general control of the Department of Immigration. Mr. Vanthoff assured the Committee that the Public Service Board is aware of the importance which attaches to conditions of service for officers employed at overseas posts and that it accepts this as part of its basic responsibility to ensure that allowances paid are reasonable and appropriate. With this in mind it has given specific responsibility to its Overseas Branch Section.

Q's. 154 and 970

437. We were told that there is an interdepartmental committee known as the Committee on Conditions of Overseas Service. Mr. Vanthoff described this as a 'two tier committee', and indicated that at its operational, or sub-committee level, the Public Service Board's information is made available to its members who represent the Departments of External Affairs, Trade and Industry, Immigration, and the Prime Minister's Department. The Department of the Treasury and the Public Service Board are also represented on the Committee, the Board's representative being Chairman. We were told that the purpose of the Committee is to thoroughly investigate material supplied to it, and to satisfy itself of the adequacy of the decisions made by the Public Service Board.

Q.970

438. It was stated that allowances are provided for officers located at overseas posts. One of these is a local allowance designed to provide Australian based officers with an adequate standard of living. Allowances were said to vary according to cost levels in various countries.

Q.947

439. We were informed that on the occasions when the Permanent Head of the Department visits other countries, as many posts as possible are included in his itinerary and that while inspections of overseas posts are made by the Minister and the Permanent Head, there is no regular system of inspections of posts by officers of the Department of Immigration.

Q.935

440. A typical Australian migration mission contains several elements. It was claimed that since Europe is prosperous and politically stable, prospective migrants from that source must first be attracted to the idea of settling in Australia. This is carried out through the media of publicity in one form or another and is usually directed by one of the Department's specialist publicity officers. It was said that medical criteria are designed to ensure the selection of healthy migrants and that medical examinations are generally carried

Committee
File 1967/2

out by Australian doctors, usually either permanent or temporary officers of the Department of Health, or otherwise by approved local doctors under the general supervision of Australian doctors. Since all assisted migrants, other than personal nominees of Australian residents, are recruited on an occupational basis to accord with known and anticipated demands for labour in Australia, workers' qualifications and experience must be evaluated to ensure that these will be recognised in this country. We were informed that this work is performed by men with industrial experience who are carefully selected for the purpose.

441. It was stated that the Department's advisor on professions located in London not only sends details of individual qualifications to Australia but also is available to advise people who may be considering employment in Australia. He engages in promotional visits to universities where he advises undergraduates on the opportunities existing for professional people in Australia and also provides liaison for Australian employers or their representatives who may be visiting Britain and who wish to recruit professionally qualified people in that country. Q.251

Co-operation within Governments

442. It was claimed that migrants cannot be recruited on any substantial scale without the consent, either explicit or tacit, of the government of the source country. This implies the existence of some kind of arrangement, formal or informal. The first of Australia's post-war migration agreements was with the Government of Britain, with whom our arrangements are naturally easier and freer than with European countries. For example, we have positive co-operation with the British Ministry of Labour.

443. In other countries there is constant, though more formal, administrative contact between Australian officials and those of the emigration country, usually a combination of those representing the agencies responsible for foreign relations, emigration, labour and social affairs. We were told that emigration countries often require applications to pass through their own labour offices to protect themselves against an excessive drain of key workers, especially in time of high demand for labour. This involves exacting discussion with labour officials who, in turn, are subject to pressure from employers, who are naturally concerned to discourage emigration. It was claimed that at all times there is considerable discussion of occupational classifications, while other matters such as residential qualification, nationality, suitability for immigration, information and training of migrants, publicity, have continually to be settled with the appropriate authorities.

Committee
File 1967/2

The Work of Migration Officers

444. It was stated that officers at the Department's overseas posts have special responsibilities, not only as immigration technicians, but as representatives of Australia. It was claimed that their responsibility for the image of Australia abroad is of a special kind. For example, in many cases, the only Australian a prospective migrant ever meets before he arrives in this country is the selection officer who interviews him. We were told that in addition to being knowledgeable and resourceful, the immigration officer must also be sympathetic with prospective migrants in regard to their problems and must have genuine interest in people as well as a strong conviction of the responsibility and value of his work.

Committee
File 1967/2

445. It was claimed that in many countries British representatives give a great deal of their time to the representation of Australian interests. It was said that the increase in the number of applications from potential migrants to the extent that it was unreasonable to expect the British representative in Yugoslavia to process them, had been a determining factor in the establishment of an Australian Embassy

Q.69

in that country. We were again reminded of the real advantage in applicants for migration to Australia being interviewed by Australians, but that as there is not enough migration work to justify the establishment of an Australian mission migrants are, in some cases, interviewed by British representatives.

446. We were informed that the principal authority delegated to overseas posts relating to the selection of migrants provides that the senior officer at the post, whatever his classification, may approve the acceptance of migrants who satisfy the determined criteria. It was said that Senior Officers are given discretionary power under their standing instructions to accept migrants who are classified into certain categories. We were told that while doubtful applications are referred to the Central Office of the Department for decision, officers are expected to exercise their discretion rather than reject an application at the post. Q.959

Processing of Migrant Applications

447. Although procedures vary between one overseas post and another, depending upon local circumstances, in general the procedure involved in the processing of migrant applications is common to all posts and to sponsored and unsponsored applications. Committee File 1967/2

448. Upon receipt of an application or nomination, the post arranges an appointment by letter for a selection interview, and gives details of the documents which should be brought to the interview. Apart from the fact that no person may be granted a visa whose admission to Australia would create a health hazard to the Australian community, the criteria in relation to health standards vary according to the nature of the applications or nominations. While high standards of health are required of applicants intending to work in Australia relaxed standards apply in the case of close relatives who are dependants of Australian residents. Nominees and applicants are therefore required to attend a nominated doctor and radiologist for physical examination

before the date of interview. If the applicant is a married man his wife and unmarried children below the age of 21 must be examined; if however, the nominee is a single male or female under 18 years of age, the nominee's parents and unmarried brothers and sisters below the age of 21 must also be examined. Results of clinical radiological examinations are forwarded to the post for review in order to determine whether the health of the applicant is of an acceptable standard. This review may involve a further examination by an Australian medical officer and/or reference of the reports to a specialist for a further opinion.

449. During each selection interview an assessment is made of the applicant's general suitability for settlement in Australia and, in unsponsored cases, whether the movement to Australia is likely to result in a "migration gain". In making this assessment appearance, literacy, educational qualifications, personal attitudes and general background are considered. In addition, inquiries are made to establish whether the nominee is of good character.

450. If the results of the examinations and inquiries prove to be satisfactory, the post may issue a "migrant" visa for sponsored applicants or nominees. While unsponsored cases may be approved or rejected at the post, sponsored cases may only be rejected if close relatives of Australian residents are not involved. Should sponsored migrants fail to conform with accepted standards at overseas posts, reports are referred to Central Office, Canberra, for further consideration and decision.

Part IIIThe Operations of the DepartmentCHAPTER 16Planning the Immigration Programme

Q.3 and
Committee
file 1967/2

451. The Department informed us that the post-war immigration programme has, in very general terms, aimed at adding one percent to the Australian population each year. The concept of a one percent increase through net migration was first referred to by Mr. A.A. Calwell, M.P., as Minister for Immigration, in a policy statement made in the House of Representatives on 2nd August, 1945. Mr. Calwell said -

"People who talk glibly about bringing millions of people to Australia in relatively short periods have no conception of either the physical or economic factors that operate in an expanding population. It has been proved by hard experience over long periods that the maximum effective population absorption capacity in any expanding country is usually somewhere about two percent of its numbers. This figure includes the net increase of population, either by the excess of births over deaths or the excess of arrivals over departures, or a combination of both. Two percent of the present Australian population is approximately 140,000 people. The net increase being the excess of births over deaths has averaged during the last 5 years approximately 70,000 a year. This would leave therefore a migration ceiling of 70,000 a year assuming that the economy was fully expanded to take the maximum number. It is obvious therefore that any suggestion to treble or even double the population within a generation is not likely to be realised. In view of the alarming fall in the birth rate and the decline of the average Australian family from 6 children in 1875 to 3 children in 1925 and then to slightly over 2 children at present, our immediate problem will be to hold our population figures without some migration."

This concept of a one percent increase in the population was subsequently reiterated by two Commonwealth Treasurers (Sir Arthur Fadden and Mr. Harold Holt, M.P.) in their Budget Speeches in 1956 and 1959 respectively.

452. It was stated that the maintenance of the one per cent. concept has had many advantages particularly in that it has established a broad target which has achieved public acceptance at a level slightly below the level of population gained through natural increase. It has also provided a planning basis for expansion by the Federal and State Governments and by private enterprise and it has been accepted by trade unions throughout Australia as representing a level of immigration which can be absorbed without detriment to the welfare of Australian workers.

Q.3 and
Committee
file 1967/2

453. In conjunction with its intention of achieving a one per cent. increase in the population through migration, it has been the Government's practice to determine annually the size and composition of each year's actual programme. It was stated that in formulating the programme, account must be taken of the following factors:

Committee
file 1967/2

- . the Government's overall immigration policy
- . the attitudes of overseas Governments
- . Australia's ability to obtain migrants
- . Australia's capacity to absorb migrants
- . the measures which can and need to be taken to ensure the success of the programme.

454. Estimates are prepared, within the Department of Immigration, of the numbers of settlers who may be expected to come to Australia without the benefit of the Government's financial assistance and of the number of persons who might be expected to depart. These estimates provide the Department with the information necessary to assess the number of assisted migrants required to achieve the one per cent. population increase. The resultant theoretical target is then reviewed in the light of short-term factors likely to affect the prospective year's programme.

Committee
file 1967/2

455. In an address* to the Royal Institute of Public Administration, the Secretary of the Department stated that it is possible, within relatively narrow limits, to vary the content of the immigration programme to accord with economic fluctuations without interfering with total targets. In times when consumer demand has lagged and employment opportunities for migrants have become fewer, it has been possible to concentrate recruitment activities toward the dependants of migrants who have become established in Australia and toward large families where the breadwinner has assured employment. Conversely, in times when heavy demands for labour have threatened the stability of the cost and price structure, the recruiting emphasis has been placed on producers rather than consumers. In this manner, production shortages, which might otherwise have had to be made good by imports, can be relieved by the more efficient use of capital equipment while, in addition, the pace of Australia's development is maintained.

456. It was stated that Australia's capacity to absorb migrants involves both economic and sociological issues, and that the immigration programme must be sufficiently flexible, in both its size and content, to take account of changes in the employment situation, the availability of accommodation and the balance of the sexes. It was also stated that because the Immigration programme is closely related to economic policy and development, its direction requires a series of administrative relationships involving Cabinet, the Department of the Treasury, the Prime Minister's Department and the Department of Labour and National Service. The Department of Housing and the State housing authorities are concerned with the impact upon the demand for and supply of housing while the establishment and maintenance of medical criteria and the admission of physically handicapped migrants concern the Department of Health. The Department of Social Services is involved in the determination

Committee
File 1967/2

Q.215

* "Co-operative Administration in Immigration": A paper presented at the conference of the Australian Regional Groups of the Royal Institute of Public Administration by P.R. Heydon, C.B.E., Secretary, Department of Immigration, in November 1964.

of eligibility of migrants to receive social service benefits.

457. We were informed that there is no formal interdepartmental machinery involved in the formulation of the immigration programmes. It was said that it has not been found necessary to formalise the relationship between departments in this regard and the opinion was expressed that it would be unfortunate if the Department was obliged to do so. A witness said that any Minister for Immigration would have his own views on the prevailing economic situation and would, no doubt, have consulted his Ministerial colleagues prior to authorising any approach to the Department of the Treasury for funds. In addition, the Minister would have the benefit of the advice tendered by his own departmental Permanent Head. It was said that within the Department of Immigration itself, consultations between individual officers within the Department of Immigration and with officers of other Departments were of such frequency that contacts could be readily and personally identified. Q.217

458. It was indicated that the relationship with the Department of Labour and National Service is one of a special nature. A close degree of co-operation exists between the two Departments as an assessment of the required number of people and their occupations must be made as a basis of the migration programme. Each year, the Department of Labour and National Service provides advice relative to the employment situation and indicates the desirable limits to be accorded to each category of the overall migrant intake. The variations in the national employment level prevent any forecast from achieving a precise degree of accuracy but, it was stated, that it is essential to reach a reasonable degree of accuracy since nothing provided a greater impediment to the success of the programme than migrant arrivals who report to their friends and relatives at home that they are unable to find employment. Accordingly, the immigration programme has been prepared on the basis of requests made by the Department of Labour and National Service which conducts continuous surveys of the demand for manpower within the economy. Q's. 24 and 216

459. With regard to the Immigration Planning Council, it was stated that perhaps the most outstanding of its contributions has been its insistence upon the value of maintaining a stable immigration intake with any necessary adjustments being made to the composition of the intake rather than to its total size. However, although the stability of the immigration programme has provided a firm planning foundation for both private industry and governments, no restrictive limitations have been established. In its recommendations to the Minister, the Planning Council has invariably commented that the suggested programme represents a series of targets, not quotas, and that, if favourable conditions exist, available migrants in excess of the target figure should be recruited. The Department of the Treasury has subscribed to this interpretation of intake targets and has provided additional funds under the Additional Estimates where the excess has been of a relatively small margin. When large programme changes have been involved, such as during the course of the 1964/65 financial year when the United Kingdom assisted programme was increased from 55,000 to 70,000 passages, it is usual for the Minister to seek Cabinet approval.

Committee
File 1967/2

CHAPTER 17The Immigration Publicity Campaign

461. In view of the emphasis placed by the Department on the need to achieve effective and widespread publicity in the implementation of the migration programme and having regard to the expenditure incurred on this facet of the Department's work as set out in Chapter 22, we sought evidence on a widescale relative to the Department's publicity campaign.

462. We were informed that at the Australian Citizenship Convention in Canberra in January 1961, the late Sir Richard Boyer, former Chairman of the Commonwealth Immigration Advisory Council and of the Australian Broadcasting Commission, spoke of the publicity needs of the immigration programme during the following 5 years. Sir Richard said -

Q.669 and
Committee
file 1967/2

"I think that we can speak with proper modesty when we say that no such plan can succeed in Australia through various vicissitudes of the economic ups and downs that we may have to encounter during that period without public acceptance by our people. This acceptance can be conditioned by the co-operation of press, radio and television.

No plan for attracting migrants from other lands can succeed without a proper use of the advertising and mass media of those countries."

The Department believes that direct publicity and advertising are essential in order to arouse the initial interest of potential migrants but that no immigration programme could succeed without adequate and imaginative publicity services which were constantly maintained and refreshed. These services are necessary both in the countries from which migrants are drawn and in the receiving country, and it is vital that the services should be supported by a flow of current and detailed information to those who have been sufficiently attracted to make inquiries. It was also stated that new resident migrants attracted to Australia and people concerned with their welfare require publicity and information services. Hence, it is necessary that services of a high order should be maintained within Australia.

Committee
file 1967/2

463. The Department of Immigration employs all of the mass media of communication in promoting the immigration programme. These media include television, films, radio service, newspaper articles and various publications. Detailed information relative to these activities was made available to us during the inquiry.

Q's. 601
to 676

Films

464. The Department has long appreciated that one of the most effective ways of projecting Australia's image overseas is by the use of film on television, in cinemas, and at specially arranged film and information meetings. In this manner, intending migrants and other interested persons are informed of the general conditions existing in this country and are provided with an insight into the Australian way of life. The Department has been active in the production and purchase of films since the early days of the post-war immigration programme. Details of these films are given in Appendix No. 5 to this Report.

Committee
file 1967/2

465. The Department's 'Life in Australia' series of films produced in 1959-60 deals with a typical family showing how they live at home, where the father works, what the mother does in her home and how she goes shopping, how the children go to school and the way in which the family spends its general leisure time. Hospitals, churches, recreation facilities, community and social organisations, and town and country life in general are woven into the story to provide the information on life in Australia that, it was claimed, potential migrants seek. The series was based generally on reports from Australian overseas posts, from officers of the immigration organisations of the migrant source countries, from migrants themselves and observations made by the Department's Publicity Branch officers who wrote the original script. The Commonwealth film unit arranged for the twelve films in the series to be shown on commercial cinema circuits throughout Australia.

Q.634

466. It was claimed that significant use is made of all Australian films at official film meetings organised by the Department's posts throughout Europe. Two specially arranged evening showings of films from the 'Life in Australia' series held at a West End hall in London in January and March, 1967, were said to have attracted audiences of 2,000 on each occasion. These film showings were in addition to a considerable number of film meetings held by Departmental officers who tour Britain constantly. It was claimed that in May 1967, 2,400 people saw these films at London's Festival Hall but another 2,000 were

Committee
file 1967/2

turned away with promises that more screenings would be held. Many similar film evenings were held in Europe during the winter months and crowds of 800 to 900 have attended film and information meetings organised in Amsterdam (population 900,000) to provide would-be migrants with information on Australia. Meetings in Brussels were said to have been attended by between 400 and 700 people while similar crowds attended film screenings in Germany.

467. One of the major film distribution agencies in Sweden has accepted 35 mm. prints of a film entitled 'Melbourne' together with the Commonwealth film unit's latest general film on Australia, entitled 'Australia Now', for screening at 800 cinemas throughout that country. In addition, it is expected that the entire 'Life in Australia' series and 'Weekend Fishing' will be shown to audiences totalling 5 million people. Other Australian films will be offered later and negotiations have been conducted for the screenings to extend to Finland, Norway and Denmark.

Committee
file 1967/2

468. In Belgium the Flemish Language television channel, which serves the north of Belgium, the southern provinces of the Netherlands and the western part of Germany, screened two films entitled 'Perth' and 'Cairns' using the theme that here were two films of different cities in one country as far apart as London and Moscow.

Television

469. The Department stated that in the last three years, it has assisted twelve overseas television film production units during their visits to Australia. It was stated that visiting television film units approached their subject in different ways, but the Department's attitude has always been that, if a proposal is fair and honest and presents a balanced picture of conditions and life in this country, Australia must benefit from the showing of the films on television networks throughout the world. In only one instance, throughout the years, has the result been unfavourable after assistance was provided to the producers by the Department of Immigration. The visiting units have usually made either one long documentary of an hour's length or a series of half hour films. The nature of the material screened on television in recent years is set out in Appendix No. 5 to this Report.

Committee
file 1967/2

470. The Department has an arrangement with the Television News Division of the Australian Broadcasting Commission to acquire prints of film stories on migrants not sent overseas in the A.B.C.'s usual film syndication services. These films are sent to the Department's overseas Information Officers who offer them to local television networks for their use and who also use them at official Australian film meetings.

471. Film is also being supplied to other television stations in Britain and the Netherlands for inclusion in programmes about migration and Australia and, whenever possible, immigration publicity officers make segments of other Australian films available for such use. It was claimed that the newly commenced Greek television service and the Maltese television service are both making full use of the film made available. In Australia, television stations are advised of likely newsfilm subjects which have a migration interest and the Department has made several films for use on Australian television. Details of these are given in Appendix No. 5 to this Report.

Q.632

Radio

472. In 1965, a radio journalist toured migrant source countries with the task of ascertaining the style of presentation appropriate to different countries, to establish a liaison between the Department and broadcasting organisations and to study new production techniques. The tour included visits to Lebanon, Greece, Italy, Malta, Spain, France, Germany, Austria, the Netherlands, Switzerland, Britain, Denmark, Norway, Sweden, Finland and the United States and many producing services in those countries indicated their desire to receive material from Australia. The types of programmes that have been produced and distributed in recent years, mostly in the appropriate languages, to migrant source countries are set out in Appendix No. 5 to this Report.

Committee
file 1967/2

Q.615

473. It was stated that many of the programmes do not have an outright migration emphasis due to the expected reluctance of overseas radio networks to use such material. However, it was claimed that there is an element of the "migration message" in every programme because of the favourable manner in which Australia is always presented.

474. The programmes for commercial radio in Australia comprise a series of six five-minute talks, interviews and featurettes. These are distributed every six weeks to the radio stations and items used in a typical programme include such material as an interview with the Minister for Immigration on the aims of citizenship conventions; a talk with a former member of the Dutch Swing College Band who has migrated to Australia; and a short featurette on the Greek Migrant Information Centre in Sydney.

Committee
file 1967/2

475. Initially, some 60 radio stations responded to a survey in which the Department sought their views on the suitability of the programmes, indicating that they were using the material at regular times. Some stations were using the material on an ad hoc basis, while others were using the programmes but did not advise the manner of use. Other stations which were sent the survey questionnaire did not respond but continued, nevertheless, to use the programmes.

Committee
file 1967/2

Stories and Articles

476. It was claimed that for many years one of the Department's most effective and least costly means of gaining favourable publicity about Australia and migration has been the placement of stories of successful migrants in publications throughout Australia's migrant source countries.

477. Material is gathered throughout Australia for stories which are written by officers of the Publicity Branch, or by contributing correspondents. Several copies of each story, with sets of illustrating photographs, are sent by airmail to the Department's overseas information officers who arrange for placement in newspapers. Each story sent overseas indicates the former address of the migrant family who is the subject of the story and this device enables editors to identify the people as former residents of their circulation areas and therefore subjects of reader interest. The information provided to the editors also includes the present address of the migrants in order that the editors may check the authenticity of the stories with the migrants themselves. In this way, relatives and former friends of the migrant and other readers learn of his successful migration. If the migrant has a trade, profession or interesting hobby, the story is offered to a publication that circulates to people of similar interests.

Q.669 and
Committee
file 1967/2

478. In addition to sending stories on migrants, the Publicity Branch also prepares many migration theme features on Australia and its development for overseas placement. These stories, with illustrating pictures, are sent to the overseas Information Officers for offer to various publications. The acceptance rate of these was said to have been 100 percent and, during 1964-65, a total of 614 different stories about migrants was prepared and despatched overseas. In 1965-66, 685 stories were despatched and it is estimated that more than 600 would have been sent during 1966-67.

Q.663 and
Committee
file 1967/2

479. Many of the stories on migrants and feature articles are published in the Department's monthly publication, 'The Good Neighbour'. These are also sent with photographs to the foreign-language press in Australia which uses them regularly and seeks additional articles.

480. The Department also informed us that it utilises the services of Foreign Language Newspapers in Australia of which 49 appear on the departmental mailing list. However, many of these are small papers and some are roneoed sheets with comparatively little circulation.

Q.605 and
Committee
file 1967/2

481. The Department of Immigration's Publicity Branch supplies the Foreign Language Press with items, articles and photographs through its normal mailing facilities and also in direct consultation with the newspapers on individual and topical requirements. It was said that close liaison is maintained with this Branch of press activity through the association of Foreign Language Newspapers representatives on the Commonwealth Immigration Publicity Council. The Foreign Language Newspapers were said to enjoy a readership well beyond the proportions of their circulations since single copies are handed from person to person and family to family to a degree far more extensive than in the Australian community generally.

Other Publications

482. The Department produces regularly revised publications in 13 different languages in Britain, Europe and the United States of America, and Australia. The total number of copies

Q.669 and
Committee
file 1967/2

published each year is approximately seven million comprising circulations of two million in Britain, four million in Europe, and one million in Australia. It is expected that the total will increase to eight million during 1967-68 when the full range of American publications is produced.

483. The overseas publications are designed to inform prospective settlers, through a series of 'fact pamphlets', on conditions in Australia generally, and to give specific information on matters of special importance to migrants, such as assisted passages, customs and quarantine, employment, housing, education, health and social services, reception centres and hostels, national service, the Good Neighbour Movement, and women's interests. The information is given in a series of pamphlets rather than in a single book since a change in one set of facts could render a whole book expensively redundant. With the pamphlets, it may be necessary to reprint only one section.

484. Material issued overseas, while carrying generally the same basic information about Australia, varies in approach from country to country in accordance with assessed local information needs. It was stated that, for example, the United States of America publications are not merely amended reprints of the British editions, but have been prepared after a careful study of questions asked by potential migrants, and after close consultation with official sources in that country and in Australia.

485. The growth in the range of publications, the number of foreign language editions produced, and the increased circulation figures follow the Department's intensified publicity efforts to attract migrants in the more prosperous Europe of recent years. The Department believes that these efforts must continue and it would like to see further growth, not so much in the range of its publications, but in their distribution throughout Europe. It was claimed that this has already been achieved to some extent by the complex distribution and usage of foreign language editions beyond the countries for which they were designed, following the pattern of 'guest migration' in Europe. However, although the total number of individual copies printed in Europe each year has now

Q.655

Q.656

Committee
file 1967/2

risen to four million, the Department believes that as they are distributed in sets or groups they are probably not reaching more than a million readers a year. It was suggested that this is a small circulation within the 200 million population of Western Europe among which there are probably many millions of people who would be barely conscious of Australia, or who have its image out of focus. The Department stated that it is known statistically that, even in the most prosperous times, a minimum of 1 percent of any population will consider emigration. The problem is one of reaching this potential audience with the limited funds available."

CHAPTER 18The Transportation, Reception and Accommodation
of MigrantsTransportation

486. The Department stated that a major development in post-war migration has been provision of transport for assisted passage migrants. At a time when a world-wide shortage of shipping existed, the Department negotiated for the use of vessels to carry British migrants travelling under assisted passage agreements but, as the programme increased in size, the Department turned to transportation by aircraft. Initially, a few migrants were carried on commercial flights but later the entire seating capacities of aircraft were chartered to the extent that the number of British assisted migrants travelling by air has risen from a few hundred in the early 1950's to approximately 35,000 per annum in recent years. This figure is approximately one half of all assisted migrants travelling to Australia. Exhibit 94/1

487. We were informed that all commercial flights transporting British assisted migrants from the United Kingdom terminate in Sydney although some flights are scheduled via Perth and Brisbane. From time to time, it becomes necessary to supplement the seats obtained on these commercial flights by special charter but it was said that the arrangements made by the Department ensure that migrants are moved to the state of final destination by the most economical method. Non-British assisted migrants travel on either chartered flights or commercial flights arranged by I.C.E.M. Q.1808

488. Referring to the sea transportation of assisted British migrants, the Department informed us that during the early post-war period, the vessels used were either owned by or chartered to the British Ministry of Transport but the Australian Government paid the operating cost of each voyage. In addition, a restricted number of berths on commercial services of two major shipping lines was also acquired. Between 1952 and 1957 the transport required was largely provided by the commercial shipping lines at normal passage rates but in February, 1957, a flat rate charge was introduced and in recent years the Department has progressively expanded its sea transport arrangements with several companies.

Q.150

489. Although the Department assumes the responsibility for the transport of British assisted migrants, other assisted migrants travel under the auspices of the Inter-Governmental Committee for European Migration which is also responsible for the transport of some unassisted migrants. One of the benefits of the I.C.E.M. organisation is that it provides, among other benefits, a transport service which obviates competition among governments in effecting transport arrangements.

Q.52

490. It was stated that voluntary agencies exist which also aid migrants with the financial assistance necessary to travel to other countries. These voluntary agencies are international, non-governmental bodies which are generally, but not exclusively, based on church affiliations. For example, in Australia the work of the World Council of Churches is furthered by the Australian Council of Churches and that of the International Catholic Migration Commission by the Federal Catholic Immigration Committee.

Q.349 and
Committee
file 1967/2

In the present context, the importance of the voluntary agencies is their work in arranging and assisting the migration of people, including refugees, who could not otherwise migrate because they had not come within the scope of the regular migration programmes operated by the receiving countries and thus had not received assisted passages and the benefits of other government provided services. The agencies' work in the field is to a large extent based on co-operation with the United Nations' High Commissioner for Refugees and I.C.E.M.

491. Since 1952, I.C.E.M. and the individual agencies have co-operated under the terms of formal basic agreements and supplementary agreements. Broadly, the details of the arrangements pursuant to those agreements are:-

Q.349 and
Committee
file 1967/2

- The agencies have established capital funds from which individual migrants receive interest-free loans to cover their passage costs (in practice, sponsors frequently provide 30-40 percent of the costs).
- The agencies also provide a range of services such as counselling, documentation and baggage arrangements while their national counterparts in other countries provide reception facilities and after-care services as well as undertaking the collection of loan repayments.
- The capital funds are derived from three main sources -
 - (i) the agencies own resources;
 - (ii) lump sum grants by I.C.E.M. derived from the member governments (not including Australia); and
 - (iii) per capita payments by I.C.E.M. amounting to \$US100 of which \$25 is for administrative costs and \$75 for operational costs including the non-collection of loans.

- Repayments of loans are returned to the capital fund to finance further loans (giving rise to the description "revolving fund").
- I.C.E.M. provides similar passages for voluntary agency cases as for its migrants under government programmes, thus giving the former the benefit of reduced fares.

492. It was stated that because the essence of the voluntary agencies work in the migration field is humanitarian, the collection of re-payments of its loans to migrants has not been rigidly administered. In any case, the type of people it assists could not be expected to yield a 100% repayment and, in fact, losses on loans have been high. A more important factor in the financing of the revolving fund arrangements has been the gradual diminution of capital grants. The United States of America was the chief source of the grants to the agencies but for a number of years has been decreasing its contributions and especially withdrawing those in respect of movements to "affluent countries" such as Australia.

Q.349 and
Committee
file 1967/2

493. By early 1966, it became apparent that the operation of the revolving funds scheme was in serious jeopardy and that migrant movements were being curtailed. The Australian Government had not contributed previously to the revolving funds although attaching great importance to the work of the voluntary agencies both because of its humanitarian value and because it enabled many refugees and others to come to Australia who otherwise may have been unable to do so.

494. In 1966, when the Australian Government reviewed the level of its financial assistance and its different areas of the migration movement, it decided, inter alia, that it would make a per capita grant of \$A90 towards the cost of the movement of voluntary agency cases. Specifically, this grant would apply to wives and children who did not qualify for assisted passages and who were joining heads of families already in Australia. The payments, which commenced on 1st July, 1966, are made as lump sum grants to I.C.E.M. as a matter of convenience but are made available in full to the various agencies.

Q.349 and
Committee
File 1967/2

495. Payments in respect of assisted migration under the auspices of I.C.E.M. for Maltese, Germans, Dutch, Italians, Austrians, Greeks, Spaniards, Belgians and Refugees, are made directly to that organisation.

Exhibit 94/11

496. The Department informed us that under the General Assisted Passage Scheme, claims by migrants or shipping companies are met by the Department after the arrival of the migrants in Australia. The contribution to the cost of transport amounts to \$A144 per adult migrant with proportionate amounts for children according to the percentage of the adult fee paid. However, from 1st July, 1967, the new Special Passage Assisted Programme has provided for payments of up to \$A360 for certain migrants arriving under unilateral arrangements from Europe.

Exhibit 94/11
and Q.328

497. We were informed that all ships carrying migrants whose transport had been arranged by I.C.E.M. call at Melbourne. Ships arriving with assisted British migrants normally call at Fremantle, Melbourne and Sydney although some call at Adelaide and Brisbane.

Q.1808

498. All migrants travelling under assisted passage arrangements receive free transportation to their destination after their arrival in Australia and consequent upon the increasing use of international airline facilities, consideration has been given to these internal travel arrangements. The arrangements currently provide for assisted migrants arriving by air to be provided with air transportation to their destination wherever practicable. Migrants arriving by sea continue to travel to their final destination by rail.

Committee
File 1967/2

499. The adjustment of charges for the internal transportation of migrants differs between arrivals under the United Kingdom/Australia Assisted Passage Scheme and other assisted passage schemes. British personal and group nominees (being persons sponsored by relatives or friends and workers and their dependants sponsored by Government or private organisations), are the responsibility of the Commonwealth if disembarkation takes place in a State other than that for which they are bound. On arrival in the state of destination, further reception facilities and movement become the responsibilities of the State authorities. The cost of reception and transport provided upon arrival for other British assisted migrants (i.e. travelling by virtue of Commonwealth nomination) is met by the Commonwealth. The Commonwealth is also responsible for arranging and meeting the cost of internal transportation from the point of disembarkation to destination for all other assisted British migrants (i.e. Maltese and British from other than the United Kingdom) and non-British assisted migrants. The Commonwealth is not responsible, however, for arranging transportation to Australia or within this country, for unassisted migrants.

Committee
File 1967/2

Reception

500. It was indicated that the varying categories of migrants arriving in Australia sometimes create a complex situation at air and shipping terminals, but the Department claimed that it makes every effort to provide a smooth and satisfactory reception for all migrants. The migrants travelling under Commonwealth nomination schemes are met on arrival by Commonwealth officers

Q.711

while others travelling under that known as the GG500 scheme (i.e. single people and married couples without children) are processed by State officers. However, other migrants travelling under the GG510 scheme (i.e. nominated families with a minimum capital of £Stg.1000) and those included in nominations sponsored by various employer organisations, are treated as Commonwealth nominees. There are also migrants nominated under the "Bring Out a Briton" scheme who are met by State Immigration Officers as they leave the terminals. To overcome any initial confusion associated with the mass arrival of different categories of migrants, a system of coloured badges is used by the Department to distinguish the various types of nominees. It then becomes a matter of receiving them, ushering them through the Customs clearance to ensure they have no problems with their baggage and thereafter directing them from the Customs point to the awaiting buses.

Q.711

501. In response to our questions on the nature of the arrangements effected for the handling of baggage, it was stated that baggage agents, holding their agency by virtue of period contracts, are always advised in advance of the arrival of any large group of migrants. Baggage within the free allowance granted by international carriers is delivered to the migrant's ultimate destination without charge to him.

Q's.1508 and
1515

502. The Department claimed to be always aware in advance of the numbers and identity of migrant arrivals and where applicable the nature of the accommodation which is awaiting them. This information is derived from nominal rolls forwarded from overseas posts, copies of which are sent to State Immigration Offices and the Department of Labour and National Service. Copies are also provided to baggage agents, the Good Neighbour Council, and sponsoring organisations such as Rotary or Apex.

Q.1496

503. During our Queensland hearings, we were informed that the Good Neighbour Council in that State, consisting of some 64 organisations and 170 representatives, possesses an extensive contact worker system in the Brisbane metropolitan area. As soon as a migrant is placed in his initial residence, the contact worker is advised and supplied with some detail of that person. The contact worker then calls on the migrant to advise him that the Good Neighbour Council exists and to offer any help the migrant may require. The migrant is also informed of the Council's address or telephone number and invited to make full use of its facilities.

Q.1498

Accommodation

504. The nature of accommodation, if any, made available to migrants on arrival in Australia depends primarily upon the category to which each migrant belongs. For example, arrangements for private accommodation for personal and group nominees, who are the responsibility of State Immigration authorities, is effected at the time of nomination.

Q's. 67 and 830

505. Commonwealth nominees, on the other hand, are provided with accommodation in hostels but the nature of the hostel accommodation depends on the nationality of the migrants arriving in this country. British migrants are accommodated by Commonwealth Hostels Limited, while other migrants sponsored by the Commonwealth are provided with accommodation at the Departmental holding centres at Bonegilla and Benalla in Victoria. Because the Commonwealth's responsibility to provide accommodation is restricted to Commonwealth nominees, we directed our inquiry primarily to the nature of the facilities provided and the expenditures incurred on accommodation for Commonwealth nominees.

Exhibit 94/3
and Q.814

506. Temporary accommodation for assisted migrants upon arrival in Australia is provided for three distinct groups, namely, migrants in transit, migrants who are ineligible for Government accommodation and migrants who are accommodated in private guest houses pending the availability of accommodation in Commonwealth hostels.

Q.710 and
Committee
File 1967/2

507. Migrants arriving at the main airports in transit to either the Bonegilla holding centre or another State are sometimes necessarily accommodated overnight by Commonwealth Hostels Ltd. This situation generally occurs when a charter aircraft scheduled for Melbourne or Sydney arrives too late for connection to be made with internal transport intended to take migrants to their final destination. In these cases, the cost of accommodation is paid to Commonwealth Hostels Ltd. by the Department of Immigration as a charge against the Department's vote "Maintenance of migrants in hostels - contribution to Commonwealth Hostels Ltd."

508. In the case of migrants arriving under schemes which provide no entitlement to holding centre or hostel accommodation, e.g., single British persons and family groups selected as unannounced migrants, the Department arranges for private guest house accommodation. These arrangements are made only in cases where migrants are unable to secure their own initial accommodation but the help thus accorded ensures that new arrivals are not subjected to hardship while seeking accommodation of a more permanent nature. Migrants pay the normal tariff without Government subsidy to the proprietor and the small administrative costs in which the Department of Immigration is involved are absorbed in the salaries and administrative expenses of the State offices concerned.

509. Arrangements for the initial accommodation of Commonwealth nominated migrants in private accommodation has proved to be necessary only in respect of Western Australia when, at various times since February 1966, the Commonwealth Hostel at Graylands (near Perth) has been filled to capacity. Migrants accommodated in this manner are required to pay the usual hostel tariff, the difference between such tariff and the tariff charged by the guest house being met from a vote especially provided for this contingency.

Q's. 707, 710 and
Committee
file 1967/2

510. By May 1967, 99 families comprising 468 persons had been accommodated in this manner, each family spending an average of 19.1 days in such accommodation. The total subsidy amounted to \$9,296 providing an average of \$34 per family or \$7.28 per person per week. The average subsidy paid to Commonwealth Hostels Ltd. is about \$4 per person per week.

511. Of the 99 families mentioned, 34, representing 161 persons moved directly from guest houses to permanent private accommodation thus eliminating the subsidy which would have been payable by the Commonwealth should they have entered Graylands Hostel. It was estimated by the Department that this saving had more than offset the cost of additional subsidy paid in respect of all families placed initially in Commonwealth found private accommodation during the period.

512. Referring to the origin and subsequent use of the departmental holding centres, the Department stated that, after Cabinet had determined that migrant reception and training centres should be established, former Army and R.A.A.F. camps and similar establishments were converted to holding centres. By 1951, three reception centres and twenty holding centres had been established providing a total capacity of 47,000 beds. Subsequently, the Department of Labour and National Service began to provide hostels to enable workers to reside near centres of employment. Some of these hostels were adapted to accommodate family units and this adaption, together with the cessation of the Displaced Persons Scheme, resulted in a reduction in the number of holding centres of which only Bonogilla and Benalla now remain.

Exhibit 94/1,
Q's. 67 and 812

513. In 1952 a limited company, Commonwealth Hostels Ltd., was formed to take control of the hostels formerly administered by the Department of Labour and National Service.

Exhibit 94/1

514. In regard to the retention of the departmental centres at Bonogilla and Benalla, we were informed that although there has been an increasing tendency for assisted migrants to enter either private accommodation or hostels maintained by Common-

Q.849

wealth Hostels Ltd., the Department could foresee an increased usage of the holding centres due to the efforts being made to recruit migrants from countries other than Britain. The Department estimated that, during 1967-68, some 20,000 migrants would need the type of accommodation provided at Bonegilla and Benalla. Bonegilla had been specifically retained because of its status as the Department's main reception centre. By definition, the centre is to be distinguished from any other hostel providing accommodation over a long term, but was said to be adequately equipped to cater for migrants newly arrived in this country. The facilities available at the centre include medical and hospital services provided by the Department of Health; the Commonwealth Employment Service; postal facilities and a school operated by the Victorian Education Department.

Q's. 812, 859
and 865

Committee
File 1967/2

515. The migrant population at the Bonegilla holding centre has been subject to wide variations as evidenced by the following statistics of the maximum and minimum number of residents during the last seven years -

Q.848

Table No. 30

Department of Immigration

Bonegilla Holding Centre

Maximum & Minimum Population

1960 to 1966

Year	Maximum Population	Minimum Population
1960	3,053	811
1961	3,483	925
1962	1,772	643
1963	1,779	550
1964	1,490	403
1965	835	328
1966	1,133	358

Source: Department of Immigration

As the capacity of earlier years has been reduced by transferring blocks to the Department of the Army, the present capacity of the Bonegilla holding centre is 1,800 beds.

Q.850

516. The Department of Immigration informed us that, as at the time of our inquiry, the following accommodation charges applied at both the Bonegilla and Benalla holding centres -

Q's.842,907
and 921 and
Committee
file 1967/2

	<u>Charge per week</u>
	\$
Adult male worker	10.85
Adult female worker	9.10
Junior worker	5.00
Adult dependant female	7.50
Dependant children	
(i) Aged 16-20 years	4.75
(ii) Aged 11-15 years	3.60
(iii) Aged 5-10 years	3.50
(iv) Aged 1-4 years	2.25
(v) Aged less than one year	Free

517. The Department does not apply, without exception, the aggregate of the charges above to a family constituted by members belonging to each category. The charge for a family with a non-working wife and non-working children up to 15 years of age does not exceed \$11.50 per week, plus 20 cents for every 50 cents by which the breadwinner's weekly wage exceeds \$25, up to \$40 per week. If the weekly wage exceeds \$40, the charge for dependants is increased by 25 cents for each 50 cents of the excess, provided however, that after paying charges for himself and dependants, the breadwinner will have a minimum remainder from his wages of the amounts in the following scale:-

	<u>\$ per week</u>
Breadwinner and wife with -	
One child	8.00
Two children	9.50
Three children	11.00
Four children	12.00
Five children	13.00
Six children	14.00
Seven or more children	15.00

518. We questioned whether the accommodation charges recovered from the residents of the departmental holding centres are sufficient to meet the operating and maintenance costs of the establishments. We were informed that per capita costs amount to \$19.19 per week but the amounts recovered average only \$3.00 per week. Because of the nature of the nature of the holding centres, however, it was suggested that the two figures could not be compared validly as, if the centres were compared with other boarding establishments, consideration would need to be given to the following factors:-

Q's. 847, 859,
907 and
Committee
file 1967/?

- Migrants, unemployed on arrival, do not qualify for Social Service benefits until they have been in Australia for one week. After the first week, and until such time as they become employed, reduced charges are deducted from the Social Service benefits received. Because of the limited stay of only 21 days in the holding centre, this factor alone is significant in reducing the average recoveries.
- A thirty-one bed hospital service is maintained for the treatment of migrants during the initial period in Australia. Although the medical and hospital staff belong to the establishment of the Department of Health, many facilities are supplied by the Department of Immigration to allow the hospital to operate.
- The cost of transport, the irregular hours of arrival and departure of transients and the frequent issue and return of stores all add significantly to overhead costs.
- Creches are maintained for the benefit of working mothers but the per capita charges, which average annually 8 cents per week, do not equate the expenditures incurred.

Q.911

Q's. 901 to
903

Q. 859

Q.1865

519. In a supplementary submission, the Department supplied us with the detailed calculation of the weekly per capita cost at the Bonegilla and Benalla holding centres. This information appears in Table No. 31.

Q.701 and
Committee
file 1967/2

Table No. 31
Department of Immigration
Weekly Per Capita Cost at Bonegilla and
Benalla Holding Centres
6th March, 1966 to 5th March, 1967

Component	Bonegilla W.P.C. Cost	Benalla W.P.C. Cost	Average W.P.C. Cost
	\$	\$	\$
Salaries and Wages	11.60	13.20	11.86
Rations	3.02	3.15	3.04
Fuel	0.40	0.53	0.42
Electricity	1.54	1.53	1.53
Consumable Stores	0.69	0.46	0.65
Transport	0.26	0.33	0.27
Laundry	0.25	0.15	0.22
Sewerage	0.21	0.16	0.20
Water	0.13	0.11	0.12
Medical Stores	0.11	-	0.11
Service Maintenance	-	0.35	0.35
Equipment	0.46	0.21	0.42
	18.67	20.18	19.19

Source: Department of Immigration

520. We also sought from the Department information relative to the accommodation provided at the departmental holding centre at Benalla. It was stated that this centre accommodates migrant families where the male breadwinners are employed in or near Benalla, and have been unable to secure private housing. Where employment and other circumstances warrant, some women and children without a male breadwinner are also accommodated there. At the time of our inquiry, and since 1st January, 1967, admissions to this holding centre had numbered 63, while departures had numbered 57.

Exhibit 94/3 and
Q's. 812, 832
and 833

521. We were informed that the Benalla centre serves a humanitarian purpose in accommodating families without a breadwinner. However, the existence of these families constitutes a difficult problem for the Department and, despite the activities of departmental social workers, it is expected that some assistance will be required from community organisations in order that these people might be moved into private accommodation in the community. The Department's difficulties in this respect were illustrated in statistics made available to us indicating that of the 102 residents at Benalla in June 1967, only 35 were adults. These adults included 9 mothers with a total of 16 children who have been resident at Benalla for more than 12 months. These women depend for their employment on local industry situated in Benalla, and are distinct from other families merely in transit through the centre.

Q's. 910 and
920 and
Committee
file 1967/2

522. The weekly tariffs for working widows residing at Benalla are as follows:

Q. 921 and
Committee
file 1967/2

- . If employed as a member of the centre
wages staff - \$7.00, as governed by the
Public Service Board's Determination
covering conditions of employment.
- . If working outside the centre - \$9.10.

523. The rates for each age category of dependant children are the same as those applying to families with male breadwinners but the maximum total charge for dependants is limited to \$4.65. After payment of their own and children's accommodation charges, women in this category are permitted to retain the following minimum amounts from their normal wages:-

Mother with -	\$
Two children	8.00
Three children	9.50
Four children	11.00
Five children	12.00
Six children	13.00
Seven children	14.00
Eight or more children	15.00

No concessions are available to a woman with one child.

524. In the light of the cost of the facilities provided at the Bonegilla and Benalla holding centres, the tariff concessions extended to migrants and the substantial difference between the centres' operating costs and the sums recovered, we sought evidence from the Department to ensure that an adequate degree of economy consistent with efficiency was being exercised in the administration of each centre.

525. The Department informed us that during the years 1959-60 to 1965-66, the cost of stores and services for the Bonegilla and Benalla holding centres amounted to \$6,525,334. These stores and services include rations, consumable stores, electricity and transport and laundry services for which payment is made by the Melbourne State Office of the Department. Expenditure on purchase of equipment is met by the Central Office.

Exhibit
94/13

Exhibit
94/11

526. The annual estimates of expenditure under this item are calculated by applying per capita costs incurred during the year to the anticipated average population during the following financial year. The estimated expenditure on purchases of equipment is based upon the expected requirements assessed by the migrant centre Directors after a review has been made of the existing equipment holdings.

Exhibit
94/11

527. The control of departmental stores is exercised in a manner largely governed by the provisions of the Audit Act, the Treasury Regulations and Treasury Directions. However, in addition to these provisions, the Department has compiled a stores accounting manual for its holding centres, the provisions of which are being reviewed, setting out the detailed procedures to be followed in the control and accounting for stores.

Exhibit 94/6

528. Foodstuffs for the migrant centres are purchased under period contracts (i.e. contracts for specific periods which do not commit the Department to the purchase of specific quantities) which are arranged by the District Contracts Board of the Department of Supply, Melbourne. The issue of foodstuffs to kitchens was said to be subject to strict control by the catering staff and rations may be drawn only in accordance with the daily ration strength entitlements. Recurring requirements of consumable stores and items of equipment for the centres are purchased either under contracts arranged by the District Contracts Board or under existing State Government contracts. We were informed that the Department makes every effort to ensure that surplus stores are not acquired or accumulated. However, because of the diminishing number of holding centres operated by the Department, the existence of surplus stores is sometimes unavoidable. Such stores of better quality are transferred to Bonegilla or Benalla but items which are of no further use are transferred to the Department of Supply for disposal.

Q.1280

Q.1274

529. Equipment such as bedding, crockery, cooking utensils and other accommodation stores in holding centres was said to be supervised constantly by the staffs of the centres. At quarterly intervals, Boards of Survey, comprising the Director or Administrative Officer, Supply Officer and Accountant at the Centres, review unserviceable items in order to determine the cause of unserviceability and to recommend appropriate disposal action to Central Office. Items with no residual value are burnt or destroyed in order to prevent their resubmission as stock but items of residual value are declared to the Disposals Section of the Department of Supply. We were informed that during the

Exhibit 94/6
and Q.1276

Q.1276

financial years 1963-64 to 1965-66, items to the original value of \$30,158 had been destroyed at the Bonegilla and Benalla holding centres while, during the same period, items to the original value of \$321,374 had been declared to the Disposals Section. The extent of these disposals was said to be a reflection of the Department's policy of replacing items of wooden furniture, many of which had been in use for from ten to fifteen years, with steel furniture.

530. We questioned whether it is necessary to initiate financial recovery action in respect of store issues. It was explained that such action is mainly associated with the loss of personal issue items such as blankets, sheets and eating utensils in respect of which a signed acknowledgement of receipt is required from migrants upon issue. However, it was claimed that the charges raised in this respect have not been excessive. Q.1277

531. A mobile internal audit and stocktaking team of two officers visits the centres at irregular intervals during each year after which reports are submitted to the Central Office. The holding centres are required to furnish explanations relative to any deficiencies and to convene a Board of Inquiry consisting of the Centre's Director, Administrative Officer and Accountant where such deficiencies exceed \$100. The Board of Inquiry is also required to establish whether there is any defect in existing systems of controls and, if so, to propose a remedy. Exhibit 94/6

532. We also questioned the Department relative to the origin of and the necessity for the hospital services maintained at the Bonegilla Holding Centre. We were informed that the need for such hospital services arose at the time when the Displaced Persons Scheme was implemented. The factors necessitating the services were said to include the indigent state of many of the original migrants, their poor physical condition and the fact that local facilities near the then existing holding centres were generally inadequate for large numbers of migrant admissions. In discussions between the Minister for Health and the Minister for Immigration during Q.1415 and Committee File 1967/2

1947, it had been agreed that while the management and operation of medical and hospital facilities at Centres would come within the jurisdiction of the Department of Health, the costs would be provided in appropriations under the control of the Department of Immigration.

533. Medical and hospital facilities are provided in Centres primarily for the treatment where necessary of breadwinners awaiting placement in employment and for migrant dependants residing in such establishments. In addition, persons who are employed either as Centre staff, or outside of the Centre, are given minor first-aid treatment. If it is found necessary to prevent the spread of infection, such people are also admitted to holding centre hospitals. The extent of medical and hospital facilities maintained in the various Centres has been reviewed over the years and, by September 1963, only first-aid treatment was being provided at the Centres then operating. The treatment of transient migrants and compassionate cases was arranged within the normal facilities available in the community, and this arrangement still applies in the case of the Benalla Centre. On 15th February, 1965, the facilities at Bonegilla were reduced by the withdrawal of the medical officer and the appointment of a panel of local doctors on a visiting basis.

Q.1415 and
Committee
File 1967/2

534. Since the date on which the facilities at Bonegilla were reduced, free medical services have been available to migrants awaiting initial employment and their dependants in accordance with instructions issued periodically by the Director-General of Health. The services are not available if the breadwinner has refused offers of employment and if special benefits have been withdrawn by the Department of Social Services. Staff members, outside workers and their dependants, may arrange to be treated as private patients by the visiting medical practitioner, but emergency first-aid treatment only is available at other times.

535. On 10th August, 1967, the Minister for Immigration, the Hon. B.M. Snedden, Q.C., M.P., indicated that the Department of Immigration is taking progressive steps to close the Benalla Migrant Centre by 8th December, 1967. The Minister indicated that since 1949, when the Centre came into operation, the need for the type of accommodation provided there has progressively declined as private and hostel accommodation has become more readily available in Australia. He described the closing of the Centre as a sign that a phase of the post-war immigration programme has ended.

536. The Department informed us that hostels owned and operated by Commonwealth Hostels Ltd. are expected to continue their role in Australia's immigration schemes for many future years. New hostels are being built at Randwick, New South Wales and Springvale, Victoria at an estimated cost of \$8,361,000 to replace existing hostels where, in the Department's own words, the "tenancy is insecure". The Government has also adopted an extensive programme of replacing existing buildings in other hostels with improved permanent, low maintenance constructions. It is expected that in 1967-68 more than \$3,500,000 will be spent in this manner and on other improvements to migrant hostels resulting in savings of approximately \$50,000 in 1967-68 and \$300,000 in 1968-69 on maintenance expenditure.

Q.1736 and
Committee
file 1967/2

CHAPTER 19The Integration of Migrants

537. In an address* to the Royal Institute of Public Administration, the Secretary of the Department stated that although the settlement of over a million and a half post-war migrants has been accomplished with a remarkable absence of friction, many of their problems have been hidden. These problems need to be identified and analysed before they can be solved, and their causes either eliminated, or largely reduced. The Department must develop its capacity to answer questions such as why some migrants cease attending English classes, why some appear reluctant to seek naturalisation, why some choose to return to their former homelands, how the formation of colonies of migrants in Australia can be avoided and what steps can be taken to encourage the balanced movement of the sexes.

538. The address continued that field officers were appointed within the Department in 1963 in an effort to extend the range of contact with migrants and as a basis for future work. In addition to those employed by Commonwealth and State Departments, special social workers are also required in the Department of Immigration and will continue to be required in increasing numbers until the reception of new settlers and their integration become much more spontaneous. The Department was said to be working towards the day on which the arrival of young migrants would be followed by increasingly rapid integration although it realised that with older people who do not speak English this would not be possible.

* An address presented at the conference of the Australian Regional Groups of the Royal Institute of Public Administration by Mr. P.R. Heydon in Public Administration, Vol. XXIV, No. 1, March 1965, Sydney.

539. The Department's efforts to promote the successful integration of migrants commence during the sea voyage to Australia. Departmental information and welfare officers travel on migrant ships while chaplaincy services are arranged in consultation with a Commonwealth inter-church immigration committee. The information and welfare officers were said to be adequately equipped with current publications and films and they are constantly available to migrants seeking advice and information.

Q.291

Q.295

540. In order to encourage the effective settlement of new arrivals, a social welfare service is provided to migrants who encounter problems in the process of settling in Australia. It was stated that the scope of problems encountered in the field of migrant welfare has proved to be extremely wide and covers matters falling within all the recognised areas of social work and welfare. The main problem areas in which the assistance of the Department is sought are as follows:-

Exhibit
94/3
and Q.735

Q's.478 and
1549 and
Committee
file 1967/2

- . Employment.
- . Accommodation.
- . Social isolation and the inability to accept the new environment.
- . Financial and legal problems.
- . Ill health, including mental disturbances, and
- . Death of a breadwinner.

541. Depending on the nature and complexity of a problem, Departmental social workers and/or welfare staff provide remedial counselling and assistance. Alternatively, migrants are referred to specialist institutions or established welfare agencies for treatment.

Q.162

542. Because the success of the integration process rests ultimately on the interaction between migrants and the community, the Department attaches a great deal of significance to developing the role of the latter in migrant welfare. To this end, and whenever possible, the welfare problems are referred to community agencies together with a detailed appraisal of the case. However, if the problem proves to be beyond the resources of an agency, the Department reassumes responsibility for continued treatment. It was stated that as far as non-naturalised migrants are concerned, there is no point beyond which the Department refuses to provide counselling or referral facilities. Experience had suggested, however, that by far the greater proportion of the Department's work in the welfare field is undertaken on behalf of migrants who have been in Australia for a period of less than five years.

Committee
File 1967/2

Q's. 480
and 737

Q.1551 and
Committee
File 1967/2

543. It was stated that, during their early years in Australia, migrants can benefit to a greater degree than the average Australian from contact with voluntary bodies. In this regard specific reference has been made in Chapter 2 of this Report to the formation of the Good Neighbour Movement and reference to the financing of the Movement is contained in Chapter 21.

544. The first duty of a State Council of the Good Neighbour Movement is to enlist the support of church organisations, philanthropic bodies, commercial associations, trade unions, educational and sporting bodies, national groups, the press, radio and TV agencies and to co-ordinate the efforts of those organisations to the best advantage so that the purpose of the Movement may be fully achieved. Organisations affiliated with the Movement pursue its objectives by such means as migrant reception, hospitality (especially in connection with naturalisation ceremonies), youth activities, organisation of cultural exhibitions, advice bureaux and assistance to migrants in difficulties. These activities are conducted on a voluntary basis.

Q.589 and
Committee
File 1967/2

Education

545. We were informed that upon the introduction, in July, 1947, of a scheme to admit refugees and displaced persons from Europe to Australia, it was realised that a policy would need to be formulated in connection with the teaching of English to migrants and their appreciation of the Australian way of life.

Q's. 142
and 502 and
Committee
File 1967/2

546. With the approval of the Minister for Immigration and with the technical assistance of the Commonwealth Office of Education, plans were initiated in 1947 to provide training for migrants in Europe, while awaiting embarkation for Australia, on board ships travelling to Australia, and after arrival in this country. Details of the scheme were announced by the Minister for Immigration in a press statement issued on 5th March, 1948.

547. In December, 1948, following a report from the Commonwealth Office of Education on the success of experimental classes conducted in Australia, the Government decided to extend the scheme to include any alien in Australia, above school leaving age, who has not had an opportunity to learn the English language. From 1947, until late in 1951 when the number of refugees coming to Australia was reduced, the Department of Immigration also operated a shipboard education service.

548. In 1951, the State Governments agreed to accept responsibility for administering the migrant education scheme in Australia while the Commonwealth undertook to reimburse them for expenditure incurred and to provide text-books, teaching aids, vacation schools for teachers and an advisory service.

549. Since 1956 the Intergovernmental Committee for European Migration has organised Correspondence Courses and classes in English in Europe for intending migrants. The Department of Immigration, in contributing to I.C.E.M. funds, includes a component for the cost of training and under the arrangements, Australian instructors are recommended to I.C.E.M. as Language Training Supervisors at the training centres at Athens in Greece and at Bad Godesberg in Germany.

550. We were informed that the best example of the instruction of English in overseas countries is that provided by the Intergovernmental Committee for European Migration to Greek single girls who intend to emigrate to Australia. The girls spend approximately two months at the school learning English, while also being provided with guidance relative to the Australian way of life, and during the voyage to this country they are given the opportunity to continue their studies with the assistance of shipboard education officers. In other countries, the instruction is less organised and attendances at classes are not as high as the Department would desire due to the wide regional dispersion of individual migrants and the fact many are mothers with young children.

Q.117

551. From the inception of the migrant education scheme in 1947 until 30th June, 1966, 1,171,500 non-British migrants arrived in Australia, and of this number, 42,000 were citizens of the United States of America. Some 1,129,500 could therefore be said not to have had English as their native language.

Q's.142 and
502 and
Committee
File 1967/2

552. Statistics maintained by the Department of Immigration do not show details of age groups for non-British arrivals. However, of the total arrivals, 25.5% have been under 14 years of age and therefore under the statutory school leaving age. On this basis, of the 1,129,500 arrivals who could be expected not to have English as their mother tongue, 75% or 847,100 would be eligible to participate in the migrant education scheme, although the Department expressed the view that some proportion of these would have a working knowledge of English on arrival and would not need instruction under the programme. Notwithstanding this exception, in the period between the commencement of the migrant education programme and the 30th June, 1966, 580,000 migrants have been enrolled for instruction representing 68.5% of the total of 847,100 eligible.

553. The Department also stated that, in 1965/66, an average of 12,743 students per month were on course at evening classes and an average of 6,850 students per month were undertaking correspondence courses. On this basis, an average of 19,593 students were undertaking some form of instruction under the scheme throughout that year. Costs for the Australian programme totalled \$819,828, or slightly under \$42 per head.

Committee
File 1967/2

554. Statistics returned by the States show that the percentage attendance level at evening classes was 70.05% during 1965/66. On this basis, of the average 12,743 students per month on course at evening classes, the average attendance was 8,926. Adding this total to the average 6,850 students undertaking correspondence training (for whom no attendance element can be taken into account), the average number of students actually receiving instruction throughout that year would have been 15,776 for which the cost per head on this basis was slightly under \$52.

555. The Department informed us that, as a comparison of costs, the Worker's Educational Association of N.S.W. charges \$38 for a 40 weeks' course in French with two lectures of two hours each week. At this rate, a 52 weeks' course, similar to that available under the migrant education scheme, would cost \$49.40.

556. The basic agreement between the Commonwealth and the States on migrant education provides that a student is to be removed from the roll if he is absent from four consecutive class sessions without adequate reason, while similar arrangements prevail in relation to correspondence students. The incidence of student wastage from English courses is high and is a cause of constant concern to all associated with adult migrant education. For example, during the year 1965-66, 40,600 new students enrolled under the migrant education scheme but 35,277 students abandoned training during the same period.

Q500 and
Committee
File
1967/2

557. We were informed that it is not possible to give a definitive answer concerning the stages at which abandonments occur since statistics returned by the States provide this information only in respect of correspondence students and not for class students. However, a survey of abandonments from classes in Victoria, conducted in 1963 by the Department of Immigration Survey Section, indicated that 30.3% of students abandon classes within one month of commencing and 89.6% withdraw within 9 months of commencing. These findings are generally reflected throughout the country, as evidenced by statistics returned for abandonments from correspondence training and from discussions with Officers-in-Charge of migrant education in the States. State authorities generally agree that many students brought to classes

Committee
File
1967/2

or encouraged by friends to begin correspondence training become discouraged quickly when they realise that they will not learn English in a few weeks. If students can be encouraged to persevere for the first two months, State Education authorities consider that they can more likely be persuaded to complete the course.

558. The Department expressed the view that a variety of factors could influence students to abandon training in the latter stages of courses, such as the opinion that they have already acquired sufficient English for their purposes, a change of employers and working different hours, or even moving to a new location and not bothering to re-enrol. Because of these factors, efforts to reduce the abandonment rate have tended to be concentrated on the early stages of courses where it appears that nearly one third of abandonments occur, and special efforts have been made to help those students who might be expected to experience most difficulty at the beginning of a course in English instruction. Greek students, who are confronted with an entirely new alphabet, are supplied with a booklet entitled "The Letters and Sound of English," which uses their own language to introduce them to the English alphabet and English pronunciation. Italian, Greek, German, and Dutch students, who enrol for correspondence training, are given introductory booklets in their own language to explain how the course operates. For Italian and Greek students who experience more difficulty with early correspondence lessons than do other nationals, the first two and three lessons of the Correspondence Course were split up into four preliminary Italian lessons and six preliminary Greek lessons respectively. Work has already been completed on developing this simplification of early correspondence lessons still further, and in the financial year 1967/68 the first ten lessons of the Correspondence Course will be split up into 20 simpler lessons, with special versions for Italian and Greek students.

Q.500 and
Committee
file 1967/2

559. We asked whether there has been any criticism of the methods of instruction and it was admitted that criticisms had been voiced. The witness indicated, however, that the Department has taken active steps to improve the service. Two officers of the Department have conducted a survey in Melbourne over some months during which migrants have been frank in their suggestions for improvement. The report prepared by the officers has been considered carefully and subsequently there has been regular consultations with the Commonwealth Office of Education.

Q.159 and
Committee
File 1967/2

560. In regard to evening classes, consideration has been given to suggestions that beginners' classes composed of only one nationality, with an instructor able to speak the native language of the students, might ease the way in the early stages until students learned sufficient English to be absorbed into a normal multi-national class. Recent experiments, which have been conducted at Quesanbeyan, New South Wales, with beginners' classes of Greek migrants, have held students on course at better than the average rate and thus indicated some merit in the idea. However, further experiments on a wider scale will be necessary to confirm these preliminary indications as there are difficulties apparent in the way of establishing classes of only one nationality, other than in areas of high population density.

561. It was claimed that every effort is made to encourage migrants to avail themselves of the facilities provided by the migrant education programme and, once having enrolled, they are encouraged as much as possible to complete the full course. Advertisements are placed in selected local and foreign language newspapers to notify the availability of courses and the commencement of new classes, and enrolment cards, which invite migrants to complete and return a postage-paid enrolment form, are distributed widely throughout the country in banks, post-offices, factories, or any location where numbers of migrants are likely to gather. On

enrolment, students are sent a letter in their own language congratulating them on their decision and encouraging them to persevere with their training while students who retire from the course are sent a letter encouraging them to resume their studies. Members of the Good Neighbour Movement are also asked to encourage migrants to learn English whenever possible and a booklet, "Learn English - How the Good Neighbour can help," has been produced to inform members of the various ways in which they might assist.

562. As cumulative statistics of abandonments and completions are not kept, the Department has not found it possible to arrive at an overall percentage of completions. However, during 1965/66, 1,129 students completed evening class courses and 1,653 completed correspondence courses. Since an average student could be expected to take approximately 15 months to complete either the evening class course or the correspondence course, enrolments over the 12 months' period April, 1964 to March, 1965 - i.e., 15 months prior to July, 1965 to June, 1966 - were taken as a base figure on which to calculate a percentage indicated in Table No. 32.

Committee
File
1967/2

Table No. 32
English Classes for Migrants

	Enrolments	Completions	
	April '64 - March '65	July '65 - June '66	Percentage of Comple- tions
Evening Classes	25,376	1,129	4.4
Correspondence Courses	8,451	1,653	19.6
Total:	33,827	2,782	8.2

Source: Department of Immigration

563. The cost of educating migrants in the English language amounted to \$6,107,097 in the financial years 1959-60 to 1965-66 and payments have been effected by both the Central and State Offices of the Department. Expenditures have been directed primarily to the reimbursement of State Departments of Education of the costs of conducting classes, correspondence classes, the printing of educational publications, shipboard education costs and administrative expenses.

Exhibits
94/11 and 13

564. In response to our request for additional information relative to the cost of migrant education, the Department informed us that the annual budget prepared by the Migrant Education Section of the Department of Immigration includes provision for three components - Pre-embarkation training (in countries not covered by I.C.E.M.), the shipboard education services (not including salaries of Shipboard Education Officers who are paid from the Department's normal salaries vote), and the Australian programme.

Q142 and
Committee
File
1967/2

565. Since I.C.E.M. accepted responsibility for supervising pre-embarkation training in Europe in 1956, there has been virtually no direct expenditure under the pre-embarkation component of the Migrant Education Vote. However, as an example of what can occur, Finnish authorities approached the Senior Migration Officer, Stockholm, in 1965, with a request for material to assist intending Finnish migrants to learn English before their departure for Australia. As Finland is not a member of I.C.E.M., arrangements are presently being made to produce a short recorded course of English instruction which can be lent to intending Finnish migrants. It is intended that this will be on a repayable deposit basis.

Q142 and
Committee
File
1967/2

566. Provision is made under the shipboard education component of the budget for payments to Assistant Teachers who are recruited by Shipboard Education Officers from among passengers on ships and paid at a casual rate of 83 cents an hour as approved by the Public Service Board. In addition, new equipment for shipboard education kits such as typewriters, film and slide projectors, lock-up cabinets for valuable materials, tape-recorders, slide magazines; and the replenishment of such items as library books, text-books, newspapers and magazines, stationery, etc., are budgeted for under this component. Similar materials used at the Film and Study Centre, Bonegilla, are also added to costs under this heading partly for ease of accounting, and partly because the Film and Study Centre can be regarded as an extension of the shipboard service. During the financial year 1965/66, payments to Assistant Teachers, and the cost of items for shipboard education kits to service an average of six ships throughout the year, was \$5,801.

Q.142 and
Committee
File 1967/2

567. After a migrant leaves Bonegilla, further training in English is provided under the normal programme administered by the State Education Departments. These programmes include evening classes, correspondence courses, and radio/correspondence courses. Since administrative expenses such as salaries for supervisory teachers, the provision of teaching aids and text-books, travelling expenses, salaries of office staff, fuel, light and power, postage, telephones, and the provision of vacation schools for teachers, cannot be apportioned between the various forms of tuition provided, it is not possible to give an accurate indication of costs for any particular type of training such as evening classes.

Q.142 and
Committee
File 1967/2

568. For the financial year 1965/66 the States were reimbursed \$799,653 for tuition costs and administrative

expenses incurred under the migrant education scheme. To this must be added a further \$20,175 expended by the Department of Immigration for text-books, other teaching aids, and advertising. The cost of the Australian programme for 1965/66 was, therefore, \$819,828.

569. Summarised, the cost of language training provided by the Commonwealth Government in 1965/66 was:-

Pre-embarkation language training	Nil
Shipboard Education Service	\$ 5,801
Australian Programme	<u>\$819,828</u>
Total:	<u>\$825,629</u>

This total does not take into account the language training component of the annual contribution to I.C.E.M. funds, nor does it include the salaries of Shipboard Education Officers.

Employment

570. A substantial number of migrants from Britain (25 to 30 percent), and the majority of assisted migrants from other overseas countries, travel under a Commonwealth nomination scheme. Under this arrangement, the responsibility for the after-care of the migrants, including the provision of assistance in their placement in employment, devolves upon the Commonwealth authorities.

Q318 and
Committee
File
1967/2

571. Recruitment is carried out by Australian Migration Offices overseas primarily on occupational grounds with a view to satisfying general labour requirements throughout Australia. Guidance concerning the number in each occupational category to be recruited is provided by the Department of Immigration, Canberra, to the overseas Migration Offices, after consultation with the Department of Labour and National Service. That Department maintains a close survey of the general employment situation, particularly shortages or excesses in individual occupations,

Committee
file 1967/2

and the employment absorptive capacity in Australia on both short term and long term bases.

572. We were informed that the Department's recruiting activities in the professionally qualified migrant field were confined to the United Kingdom because less difficulty is experienced in the recognition of the qualifications held by British migrants. The Professional Immigration Section in London directs a constant stream of documents to Australia containing details of the qualifications, background and experience of professionally qualified people who desire to migrate to Australia. These details are made available to prospective employers through the Professional Migration Section in the Central Office in Canberra and the Higher Appointments Branch of the Department of Labour and National Service. It was said that approximately 30 migrants are being placed in employment each month by virtue of these activities although this is not the total of the professionally qualified migrants travelling to Australia. Professionally qualified migrants are arriving in Australia constantly from a great variety of countries other than the United Kingdom. Q.251

573. Citing an example of the activity of the Professional Migration Section, we were informed that, on a recent occasion, an Australian industrial organisation had advertised in the United Kingdom for professionally qualified personnel and had subsequently received 160 applications. The Departmental Advisor on Professions in London, with his knowledge of the standard of United Kingdom qualifications, was able to assist by compiling "short lists" to facilitate the selection of applicants suitable for interview. Our attention was also drawn to the fact that the Professional Migration Section in the Central Office deals, by correspondence, with between 60 and 100 inquiries each month made by professionally qualified people residing in the United States of America. Q.251

The people inquiring are given carefully prepared and specific replies to the questions raised and are advised to contact the Australian Consul-General in the United States of America.

574. In response to our questions relative to the Department's endeavours to remove anomalies in the degree of recognition offered to professional qualifications by the various States, we were informed that some valuable work has been undertaken. The Section responsible for this activity has been established only recently but listings have been prepared of the various types of overseas professional qualifications associated with each discipline. It was stated that the Department's direct concern is how the degree of recognition offered to overseas professional qualifications affects migrants arriving in Australia. The Department itself has no real authority in the matter as most of the problems encountered are within the jurisdiction of the State authorities. Questioning on the degree of success which had been accorded to the Department's efforts, we were informed that rapid progress could not be expected but that, for example, the opportunities for qualified doctors to practice in Australia are currently very much wider than they were at the commencement of the post-war immigration programme. At the time of our inquiry, the Department had placed before the State Authorities the results of its surveys into the variety of conditions that apply to professions such as medicine, dentistry and the registration of nurses, but so many instrumentalities were said to be involved that it would be optimistic to expect rapid progress. It was suggested that a review of the progress made in the past twenty years would reveal that currently there are wider opportunities in Australia for people with overseas qualifications but not to the extent that the Department of Immigration felt to be desirable.

Q.1492

575. In the United Kingdom and in most of the Department of Immigration offices throughout Europe, the services of an Australian technical officer are available to assist in questions of trade classifications. These officers, who are normally seconded from the Department of Labour and National Service for the period of their overseas duty, have had practical experience in the metal or electrical trades and have been closely associated with local trade committees in Australia. Wherever possible, each application and any supporting qualifications are examined by these technical officers and the applicant is accorded a trade classification, in conformity with Australian standards, of which he is informed. In some cases, the applicant's occupational classification may be dependant upon a trade test conducted either overseas or after arrival in Australia.

Committee
File
1967/2

576. The technical officers, serving with Australian Migration Missions overseas, assess whether applicants from the metal and electrical trades are likely to be granted tradesmen status in Australia. Although this departmental assessment is used for migration purposes only, and this fact is made plain to all concerned, the technical advisers employ the same criteria as those that migrants will be required to meet in Australia. Therefore workers accepted as tradesmen for migration purposes, on applying for appropriate recognition of their trade status, may look forward to acceptance in this country. Intending migrants who are interviewed by Australian Migrant Missions are cautioned that they should take to Australia all possible evidence of their occupational training and experience.

577. Referring to the recognition of trade qualifications the Department stated that the (Commonwealth) Tradesmen's Rights Regulation Act provides for the certification of metal

and electrical tradesmen and authority under the Act is vested in Central and Local Trades Committees. The Committees, which are comprised of representatives of employers and employees under the Chairmanship of officers of the Department of Labour and National Service, and which are located in the capital cities, are concerned not only with migrants, but with all claims for tradesman status.

578. The possession of a Tradesman's Certificate issued by a Local Trades Committee is not necessarily a pre-requisite to securing work as a tradesman but lack of one may limit opportunities for employment in particular locations. However, migrants may qualify for such a certificate if they have been recognised as tradesmen in their own countries and their training and experience has provided them with the skill necessary to perform work to the standards of Australian tradesmen.

579. Commonwealth Nominees travelling under the United Kingdom/Australia assisted passage scheme may settle in the State of their choice. Each applicant completes a detailed employment form at the time he applies for an assisted passage and this form is available in Australia before the migrant arrives. The Department of Labour and National Service arranges for the forms to be examined by the Commonwealth Employment Service in the State in which the migrant has expressed a wish to settle. Steps are taken to ensure that the migrant is placed in a Commonwealth hostel that is situated in an area where the type of employment sought by him will be available and, wherever possible, action is taken to make some initial arrangements for a position. However, should enquiries indicate that the migrant might experience difficulty in obtaining employment of his choice in the State of his preference, he will be counselled, without insistence, to settle in another area.

580. In respect of migrants travelling under other assisted schemes, the arrangements may vary slightly but, generally, they proceed initially to Bonegilla Reception Centre where there is an office of the Commonwealth Employment Service which has full information recorded on employment vacancies throughout Australia. Migrants are interviewed, employment offers are made and, on acceptance of such an offer, the migrant is moved at Commonwealth expense to the appropriate area.

581. When potential, unsponsored migrants overseas make specific inquiries upon arrival in Australia relative to their employment opportunities in a particular field of employment or with a particular group of companies, they are usually informed that most Australian employers are unwilling to offer employment without a personal interview. They are informed that an inquiry directed to the Australian Department of Labour and National Service, accompanied by full details of their education, experience, employment background and documentary evidence of qualifications, would elicit a reply providing specific answers to the questions they ask.

582. We asked the Department whether its interest in migrant employment is limited to satisfactory placement or whether the Department is also concerned with the industrial conditions encountered by the migrants. We were informed that the Department is interested in such conditions only to the extent of any bearing they may have upon the integration of the migrant into the community. It follows that the interest of the Good Neighbour Councils in industrial conditions is similarly motivated and that it is part of the Co-ordinator's function to encourage the Council's interest in this respect. In particular, such matters as the place of trade union membership in Australian industrial relations, workers' compensation, insurance, sick, recreation and long service leave

Q.595 and
Committee
File 1967/2

and the general conditions of employment as they may differ from those encountered in the countries of origin are promoted for the attention of Councils.

Citizenship

583. One of the stated intentions of the Australian Citizenship Conventions is the promotion of a nation-wide movement towards the deeper appreciation of the privileges and obligations of citizenship and the provision of encouragement and facilities to migrants in order that they might attain a standard of integration necessary to enable them to become British subjects and Australian citizens. In this respect we note that citizenship may be acquired in the following ways:-

- (a) by birth in Australia;
- (b) by birth, outside Australia, of a father who is an Australian citizen provided that the birth is registered at an Australian consulate;
- (c) by registration (Certificate of Registration as Australian citizens may be granted by the Minister to British subjects or Irish citizens who make application and satisfy the Minister that they can comply with specified requirements as to residence in Australia, good character and intention to reside permanently in Australia; and
- (d) by naturalisation. Certificates of Naturalisation as Australian citizens may be granted by the Minister to aliens who make application and who can comply with the following requirements -
 - (i) as a rule, 5 years residence in Australia is required, but residents in other British countries or service under a British Government may be accepted.
 - (ii) the applicants must have an adequate knowledge of the responsibilities and privileges of citizenship.

Q91

Official
Year Book
Australia
(No.52) 1966

- (iii) certificates do not take effect until the applicant takes the oath of allegiance.

584. The Department expressed the view that the acquisition of citizenship by an alien settler provides ultimate evidence of the successful integration of that person into the Australian community. We therefore examined the procedures followed by the Department to encourage alien migrants to seek naturalisation and for the processing of applications after they are received by the Department.

585. It was stated that the present rate of naturalisation is approximately 32,000 persons per year but that this figure is increasing annually. Of those persons eligible to apply, five out of every seven have done so but there are still approximately 222,000 eligible aliens over the age of 16 years who have not applied for citizenship.

Committee
File 1967/2

586. We were informed that the results of a survey of naturalised and non-naturalised migrants in Sydney had indicated that the reasons why migrants, otherwise eligible on grounds of residence, fail to be naturalised points to the existence of two distinct groups with differing attitudes to naturalisation. The first group comprises migrants predominantly of Northern European origin and the second consists of migrants of southern European origin. It was claimed that members of the northern group tend to be better educated, to speak better English and to be more acculturated but that they also tend to be more critical of Australian society. Those belonging to the southern group were claimed to live more within their own national group and have less contact with Australians.

Q.520 and
Committee
File 1967/2

587. The average length of residence in Australia at the time of naturalisation is in the vicinity of 8 years, indicating that many migrants take much longer than the residential qualifying period for citizenship of 5 years to learn English, establish their homes and businesses, and generally to reach the stage where they have made up their minds that they will stay in Australia and wish to become Australian citizens.

Committee
File
1967/2

588. It was stated that in order to inform migrants of their eligibility to apply for citizenship, each adult alien, who has lived in Australia or New Guinea for $4\frac{1}{2}$ years, receives a letter from the Minister for Immigration reminding him that he has become eligible to apply for citizenship. A simple form of application is enclosed with the letter together with an instructional pamphlet and a reply paid envelope. If the migrant takes advantage of the offer, the administrative action necessary in connection with the application is, where possible, completed before the migrant qualifies for the grant of naturalisation at the end of 5 years residence. A similar letter is sent to minors between the ages of 16 and 21 years after they have lived in Australia for two years, informing them that they are eligible to apply for citizenship while they are under 21 years of age without the need to comply with the usual 5 years residential requirement. If no response is forthcoming to the initial invitation, a second letter is sent to aliens when they have resided in Australia for a period in excess of $6\frac{1}{2}$ years. The decision to send a second letter is based on the fact that the average length of residence in Australia at the time of the grant of citizenship is about 8 years.

Committee
File
1967/2

589. It was stated that in the event of a migrant responding to the Department's invitation to apply for citizenship, an interview is arranged at which further personal details of the applicant are obtained, in the

Q572

form of a statutory declaration, and during which the migrant establishes his knowledge of English and his responsibilities and privileges of citizenship. After these personal details have been checked and approved by the Department, the Commonwealth Director of Immigration, acting under a delegated authority from the Minister, approves the application. A Certificate of Naturalisation is then prepared and sent to the local Government authority in the area in which the person lives for conferment at a naturalisation ceremony.

590. It was stated that the Department of Immigration has appointed a Naturalisation Promotion Officer in New South Wales and in Victoria. The activities of these officers place them in touch with national groups, employer and employee organisations, the Good Neighbour Council and other organisations interested in the integration of migrants. Many employers encourage their migrant employees to become citizens and some arrange facilities for departmental officers to interview applicants at their place of work.

Committee
File 1967/2

591. With the co-operation of local government, night interviews have been arranged in a number of town halls. Immigration officers have interviewed as many as 300 applicants on one evening, providing an opportunity for migrant couples to complete formalities at the same time and obviating the need for the breadwinner to absent himself from work in order to attend. In addition, a number of migrants who have attended merely with the intention of inquiring about naturalisation have decided to apply for citizenship.

Q.1580 and
Committee
File 1967/2

592. In Sydney a mobile citizenship unit has operated at a number of suburban shopping centres to provide ready information on citizenship and other departmental activities, accept applications and conduct interviews. It was claimed that the service has been well received by migrants and, in

Committee
File 1967/2

the light of experience gained during the early operation of the unit, the Department proposes to extend its activities particularly in those areas where local government and/or the Chamber of Commerce have requested that the unit be stationed in their area for a period.

593. In addition to the direct methods of communication described above, the Department also arranges for display posters and information leaflets to be distributed to migrants through Post Offices, offices of the Department of Labour and National Service, various State and Local Government offices, Good Neighbour Councils and places of employment throughout Australia. In addition, the Department also arranges where-ever possible for feature articles on the subject to appear in newspapers and other publications, including staff journals published by private organisations.

Committee
File 1967/2

594. Referring to the administrative processes adopted in dealing with applications for naturalisation, the Department stated that during 1967, it had embarked on a programme designed to streamline the procedures and to shorten the period lapsing between lodgment of an application and its subsequent approval. It claimed that this programme has proved to be successful, more particularly in the larger offices in Sydney and Melbourne, and the time now taken to deal with applications has been reduced substantially.

Committee
File 1967/2

595. We questioned whether the Department was satisfied with the type of naturalisation ceremonies that are conducted and whether the information and advice imparted to migrants at those ceremonies is of a satisfactory nature. We also sought information on the contribution made toward the cost of such ceremonies. In a subsequent submission,

Q's. 195 and
203 and
Committee
File 1967/2

the Department stated that public naturalisation ceremonies which were introduced by the Nationality and Citizenship Act in 1949 were conducted initially in the Courts and were presided over by Magistrates. Because the Courts were not the most suitable venue, the ceremonies were transferred in 1953 to town halls where, however, the Magistrates still presided.

596. Early in 1954 Mayors in Victoria, who were Magistrates by reason of their office, asked that they be allowed to conduct naturalisation ceremonies in their own town halls. The Government thereupon made a policy decision that the local authorities should be used extensively in the naturalisation ceremonies in order to give the new citizen a sense of identity with his community. Local Governments throughout Australia were requested to conduct ceremonies as civic functions of their own local government halls and they readily agreed to do so.

Q203 and
Committee
File
1967/2

597. During the year 1956-57, there was an upsurge in the rate of naturalisation and some councils found that their council chambers were inadequate. In the absence of town or city halls, these councils were required to hire other premises in which to hold the ceremonies. After consultation with the Department of the Treasury, it was agreed that, if a council were required to hire other halls for ceremonies, the Department of Immigration would provide reimbursement for the cost of hiring the hall. This is the only direct financial assistance given to local government in this respect and in the months from July 1966 to February 1967, the sums expended amounted to only \$276.

Q203 and
Committee
File
1967/2

598. The Department informed us that, some years ago, assistance had been offered to councils in the metropolitan areas of the capital cities in regard to the despatch of letters of invitation to approved applicants and by the completion of that portion of the certificate which, up to that time, had been completed by town clerks. In addition, the attendance of departmental officers at naturalisation ceremonies was offered in order that assistance might be provided in the arrangement of each function. The offer was accepted by all councils in Melbourne and by the Brisbane City Council. There was not a great demand elsewhere for this assistance but, more recently, a few councils have sought assistance in Sydney while Wollongong readily accepted an offer late in 1966. Under the arrangements, no direct payment is made to the councils but the Department relieves those organisations of the clerical work associated with the ceremonies while departmental officers assist in the reception and seating of candidates, the distribution of bibles and other miscellaneous activities.

Q.203 and
Committee
File 1967/2

CHAPTER 20The Problem of Returning Migrants

599 We suggested to the Department that a particular difficulty obstructing the successful implementation of the migration programme is the decision taken by many migrants to return to their former homeland rather than to settle permanently in Australia. The Department informed us that the upsurge in the departure movement of migrants is a relatively recent phenomenon. No statistics are available which distinguish between settlers who return to their own country and those who move on to other countries. The information in Table No. 33 refers to permanent departures of former settlers irrespective of their destination.

Q's.236 and
262 and
Committee
File 1967/2

Table No. 33Former Settlers Departing Permanently

(by Period Spent in Australia)*

1959 to 1965

Q's.1812 and
1813 and
Committee
File 1967/2

Year	1 year and less than 2 years		2 years and less than 3 years		3 or more years		Total	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1959	791	13.1	1,762	29.2	3,481	57.7	6,034	100
1960	799	14.4	1,775	31.9	2,977	53.6	5,551	100
1961	1,465	17.8	3,014	36.6	3,761	45.6	8,240	100
1962	1,229	14.4	3,042	35.7	4,247	49.8	8,518	100
1963	1,372	15.1	3,366	36.9	4,364	47.9	9,102	100
1964	1,321	16.9	2,234	28.5	4,273	54.6	7,828	100
1965	2,154	14.5	5,579	37.7	7,070	47.8	14,803	100

* Statistics are not available in respect of intending settlers who have departed during their first twelve months in Australia.

Source: Department of Immigration

600 At the beginning of 1966, the Commonwealth Immigration Advisory Council recommended to the Minister for Immigration that a thorough inquiry be made into the extent and significance of the departure movement of the various national groups in Australia. The Council considered that the inquiry was essentially a matter to be undertaken by its Committee on Social Patterns and that the question of applications for second assisted passages was an aspect of the departure problem which should also be examined as part of the overall inquiry.

Q236 and
Exhibit
No. 10

601 The Committee's recommendation was accepted by the Minister who approved the following terms of reference:-

Exhibit
94/10

- to investigate and report upon the departure from Australia, taking into consideration such aspects as:
 - (i) the rate of departure
 - (ii) the pattern of departure movement
 - (iii) the causes of return migration, and
 - (iv) applications for second assisted passages.
- to suggest any measures which might be taken to remove or ameliorate the situation revealed by the inquiry as contributing materially to the departure of settlers.

602 As a result of its inquiry, the Advisory Council published, in October 1966, a progress report in which an attempt was made to establish the size and pattern of return movements, the experience of other countries, and the reasons why migrants depart. Although the report is of an interim nature, and its subject matter too comprehensive to be covered in this report, we feel that certain aspects relative to the reasons why migrants depart are of sufficient significance to be worthy of inclusion here.

Exhibit
94/10

603 During its preliminary examination of the reasons for migrant departure, the Social Patterns Committee made note of the following aspects:-

Exhibit
94/10

- . Dr. Price's report⁽¹⁾ on departing migrants, who were formerly resident in the A.C.T., embraced a group of eighty-four former settlers and dependants who had departed or were departing from Australia. Although Dr. Price had emphasised in his report that it was not the product of a scientifically conducted research investigation, he found, in general terms, that
 - . pure economic factors had little to do with the departure of the group but,
 - . economic difficulties could have influenced other given reasons;
 - . language difficulties were not given as a major factor, and
 - . in relation to duration of stay in Australia, the first three or four years emerged as the most critical.
- . As a result of a shipboard survey⁽²⁾ of 32 returnees on route to the United Kingdom, who were re-interviewed in the United Kingdom 12 months later, Dr. Appleyard reported that, aboard ship, the returning migrants appeared to be principally concerned with developing acceptable stories to be

(1) "Report on Departing Migrants Formerly Resident in the A.C.T.". C.A. Price, 1962.

(2) "Shipboard survey of 32 Returnees on T.V. Fairsea", R.T. Appleyard, 1958.

told to relatives and friends on return. He found on re-interview 12 months later that most of the stories had changed and the reasons given for leaving Australia were dissimilar to those given on the ship. His main conclusion was that causes of return migration, ascertained from a survey conducted among migrants returning to their country of origin, were unreliable. This conclusion would probably apply to any survey carried out in isolation without regard to the background of departing settlers in both Australia (prior to return) and in the United Kingdom (after return).

- In a sample⁽¹⁾ of 81 returnee units comprising married couples and single males and females interviewed in 1959, Dr. Appleyard found that, of 21 married couples, (of which only 3 had been assisted passage migrants)

- Six returned to Britain because they thought Australian employment conditions and prospects were bad
- another five returned because of housing difficulties
- a further ten returned because of the wife's homesickness.

The remaining 60 units (married couples and single persons), or 74 per cent of the sample, gave the following reasons -

- for a working holiday in Britain (19)
- the death illness of a relative (11)
- recalled by a United Kingdom employer or to further their professional career (11)

(1) "Determinants of Return Migration". R.T. Appleyard in "The Economic Record", September, 1962.

- . personal reasons, such as an intention to be married or because of a broken engagement in Australia (10)
- . the completion of a stay in Australia after fulfilling their intention of having a working holiday (9).

Altogether 86 per cent of these migrant couples gave economic reasons for their return and this was confirmed by several indices of their economic circumstances in each country. For example, in Australia they had all earned higher incomes, accumulated more capital than they had brought with them and had either bought, for the first time, or replaced, such consumer durables as a car, a washing machine or a refrigerator. The two principal points which emerged from the study are that the decisions to return to Britain were economically irrational and that only 8 former assisted migrants and their families felt that they would be better off in Britain. (All were families, with one exception, which had been nominated by the Commonwealth Government and had spent varying periods in hostel accommodation.)

Exhibit
94/10

604. The Social Patterns Committee also examined a document (1) prepared by Mrs. B. Cullen, Chairman of the Committee on Long-Term Residents of Migrant Hostels, on migrants living in hostels who proposed to return to their homelands. Mrs. Cullen discussed at length with that Committee the variety of reasons outlined in her paper in respect of the departure of both British and European settlers. She felt that one of the

Exhibit
94/10

(1) "Reasons for Migrants Departing", Mrs. B. Cullen, a paper presented to the Social Patterns Committee at its first meeting.

major reasons why British migrants return to Britain is that of unhappiness among the women due to immaturity and consequent home sickness. Among Europeans, the difficulty of language, recognition of qualifications and the difficulty in making friends with intellectual equals were said to be predominant causes. In this respect, we noted the statistics shown in Table No. 34.

Table No. 34

Departures after more than five years'
but less than six years' Residence (by Birth-Place Groups)

Birthplace	Percentage (1) who had Departed	Percentage (1) still in Australia
British Commonwealth	13.6	86.4
German born	9.3	90.7
Dutch born	7.8	92.2
Yugoslav born	3.1	96.9
Italian born	1.4	98.6
Greek born	1.3	98.6
Total Non-British	5.5	94.5
All Settlers	8.9	91.1

(1) Percentages represent average experience of departures during 1960 to 1965.

Source: Department of Immigration.

605 In the summary conclusions of the progress report, the Committee on Social Patterns published, inter alia, the following broad conclusions:

Exhibit
94/10

- . Because of difficulties of interpretation of the published statistics provided by the Commonwealth Statistician and because of other complicating factors about which no exact information was available, great difficulty had been experienced in establishing the exact magnitude of departure movement.

The available information had suggested, however, that over the last six years, the proportion of settlers who depart permanently appeared to be not less than 9% and not greater than 16% of the settler intake.

- Available information on the experience of other countries had shown that the departure problem of Canada, New Zealand, and South Africa was probably greater than that of Australia but those countries had not, as yet, considered this problem to be of significance to them.
- An analysis of previous studies which had been made was not sufficiently conclusive to justify a broad picture to emerge about the reasons motivating settlers to depart from Australia because the reasons appeared to be a combination of, and an inter-action between, economic and psycho-social factors.
- Apart from personal motivation, there were other broad factors which contributed to the volume of the departure movement. These were a new world-wide mobility; the use of assisted passages for working holidays; the use of assisted passages as a means of on-migration to other countries and the recruitment of skilled workers in Australia by employers in Europe.
- Avenues of investigation which would throw additional light on the reasons for migrant departure are -
 - the third stage of a survey by the Australian National University on the settlement of British immigrants in Australia, and

- a proposed survey by the Department of Immigration in consultation with Dr. Appleyard, and Dr. Alan Richardson of the University of Western Australia, to assess the determinants of contemporary return migration in relation to British settlers leaving Australia for Britain.

606 It was stated that the second part of the Advisory Council's inquiry will be directed to the determination of the reasons for migrant departures and the action that could be taken to dissuade those migrants who do not, in fact, have compelling reasons to depart. Before reaching its final conclusion, the Council wished to examine the results currently being collated from -

Q.262 and
Committee
file 1967/2

- recent shipboard surveys of departing migrants;
- the third stage of the inquiry undertaken by Drs. Appleyard and Richardson, and
- a series of consultations currently nearing completion with social workers, voluntary agencies, Good Neighbour Councils and others in the community who are in close contact with migrant problems.

607 The Department indicated its reluctance to anticipate the results of these inquiries but from an analysis of the studies it hopes to establish additional guide lines for the selection of migrants and to decide the most appropriate course of action which will aid the early establishment of migrants after their arrival. Earlier studies undertaken have been based on the material and economic situations encountered by migrants and it was said that no attempt had been made at that time to

Committee
file 1967/2

relate these situations to the personality characteristics of the migrants themselves. The most recent studies, the results of which were not available, will attempt to establish such a relationship since it is believed that in identical economic and material situations, some migrants would succeed and others would fail.

608 We questioned the Department in regard to the steps which might be taken to reduce the outflow of former migrants from Australia. It was indicated that the Department would be in a better position to determine the most appropriate course of action after the analyses of the results of earlier inquiries have been completed. However, it was felt that one course might be desirable - if homesick wives could visit relatives in the United Kingdom, say for 2 or 3 months, and be permitted then to return to Australia under a transport arrangement suitable in terms of cost, many difficulties faced by migrant wives during the settling-in period would be obviated. Q.263

609 We were informed that a study made by Dr. Appleyard and other reports indicated that almost 70 per cent of the migrants who returned to their own countries would migrate to Australia a second time if they had the means and the opportunity to do so. More specifically, Dr. Appleyard's study revealed that in 1959 9 percent of 91 returnees to the United Kingdom, returned to Australia within 9 months, another 73 per cent indicated that they were "undecided". Only 18 per cent had indicated that they would not re-settle in Australia. A later study made by Dr. Appleyard embraced a sample of about 900 assisted migrant families from the United Kingdom of which approximately 140 families had returned to that country between 1961 and 1966. Of this number, 65 families had remained in the United Kingdom while the other 75 families had re-emigrated to Australia. Q.1818 and Committee file 1967/2

610 We were also informed that settlers who have been granted an assisted passage on a previous occasion do not qualify for a second assisted passage in other than exceptional circumstances. Because this fact is well-known, most of the inquiries are made informally and very infrequently result in application. For this reason, the Department's overseas posts have not kept a regular record of the incidence of such inquiries.

Q.1818 and
Committee
file 1967/2

611 In the case of Britain, re-emigration to Australia of former assisted settlers can take place without any reference to the Department's offices since British subjects migrating to this country without passage assistance merely require a valid passport. However, the Chief Migration Officer, London, has estimated that, during the first three months of 1967, about 938 inquiries by an unspecified number of persons were received throughout Britain. This estimate, we were informed, may include some double counting as a result of persons making inquiries in more than one locality, but a system was being devised where a record might be kept of inquiries by persons not eligible for a second assisted passage.

612 On arrival in Australia the second time, a migrant would be recorded either as a "Settler" or as an "Australian Resident Returning" depending on the manner in which he described his movement on the Incoming Passenger Card. In many cases, a traveller is uncertain in his own mind whether to describe himself as either a "Returning Resident", a "Second Time Settler" or a "Visitor on an Extended Stay". Because these stated intentions are the only measure, the task of accurately identifying the number of former settlers who have returned to Australia was believed to be impracticable and potentially misleading.

CHAPTER 21Financial Administration

613. As a part of our inquiry we sought from the Department details of its revenue and expenditure for the financial years 1959-60 to 1965-66 inclusive. These aspects of the Department's administration are considered in this chapter.

(a) Revenue 1959-60 to 1965-66.

614. Prior to 1963-64 there was no separate item for revenue of the Department. Those immigration receipts which were classified as revenue (passports fees, visa fees, sale of surplus equipment etc.) were included with revenue from other departments under "Other Revenue - Miscellaneous Receipts." At the same time receipts arising from British assisted passage contributions and repayments by returning migrants were not classified as revenue but were regarded as reductions of expenditure on the respective migration schemes under which the migrants travelled to Australia and were therefore credited to the expenditure items concerned.

Exhibit
94/12

615. In 1963-64 and 1964-65 all revenue of the Department was credited to Revenue - Department of Immigration - Miscellaneous and as from 1965-66 this revenue has been included as "Other Revenue - Department of Immigration" and dissected into three components covering British assisted passage contributions, repayments by returning migrants and miscellaneous. The revenue received in 1965-66 and 1966-67, is set out in Table No. 35.

Exhibit
94/12Table No. 35Department of ImmigrationEstimated and Actual Revenue
1965-66 and 1966-67

Other Revenue	1965-66	1966-67
British Assisted Passage Contribution	996,193	980,552
Repayments by returning Migrants	615,266	637,863
Miscellaneous	699,365	1,003,061
Total	2,311,423	2,621,477

Exhibit
94/12

Source: Department of Immigration

The miscellaneous revenue includes receipts from passport and visa fees; sale of surplus equipment; and migrant Holding Centre accommodation receipts.

616. We were informed that the estimates of revenue compiled by the Department are based on the rate of receipts in the current financial year and any known factors which are expected to cause deviations in the following financial year. Such factors would include any changes made in the British Migration programme which would result in variations in the British assisted passage contribution and variations in the charges for passports which would cause variations in the miscellaneous revenue.

(b) Expenditure 1959-60 to 1965-66.

617. In common with the form of appropriation for all departments of the Commonwealth Administration, the expenditures made by the Department of Immigration are segregated under Divisions, Sub-Divisions and Items. In 1966-67, funds were appropriated, for purposes other than works and services, in eighteen divisions: one division for administrative expenditure; another for expenditure relative to the movement of departmental officers to and from overseas posts; and sixteen divisions from which the operations of the department's overseas posts are financed. Funds were also expended on behalf of the Department in five divisions under the control of other Departments such as Interior and Works.

Exhibit
94/11

618. A summary of expenditure by the Department of Immigration for the years 1959-60 to 1966-67 is set out Table No. 36.

Expenditure by the Department of Immigration

1959-60 to 1966-67

	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
Administrative Salaries and Payments in the Nature of Salary	\$ 1,998,262	\$ 1,925,474	\$ 2,009,190	\$ 2,003,362	\$ 2,224,356	\$ 3,033,212	\$ 3,240,017	\$ 4,058,542
Administrative Expenses	3,176,916	3,303,150	3,618,405	3,440,782	3,155,426	2,933,994	3,166,734	3,573,528
Other Services	1,964,812	2,172,698	3,216,180	3,092,072	3,427,060	3,879,745	4,518,463	5,425,595
Embarkation and Passage Costs	13,782,296	13,494,632	10,617,799	13,205,198	17,745,530	25,457,548	26,185,648	26,331,961
Total Administrative	20,922,286	20,895,954	19,461,574	21,741,374	26,552,372	35,304,500	37,110,862	39,399,617
Overseas Transfers	129,580	163,006	161,932	173,598	251,354	353,978	253,586	329,993
Migration Offices - Overseas								
Salaries and Payments in the Nature of Salary	1,313,832	1,534,849	1,466,680	1,536,414	1,675,910	1,854,684	2,050,276	2,542,621
Administrative Expenses	421,550	449,050	586,096	703,728	670,120	756,754	885,854	1,153,834
Total Migration Offices - Overseas	1,735,382	1,983,908	2,052,776	2,240,142	2,346,030	2,611,438	2,936,130	3,696,455
Capital Works and Services								
Overseas Establishments	17,318	15,964	21,330	45,006	30,544	3,460	5,979	..
Commonwealth Hostels Limited	550,000	546,000	586,000	620,000	700,000	624,000	935,000	1,479,000
Total Capital Works and Services	567,318	561,964	607,330	665,006	730,544	627,460	940,979	1,479,000
Total Expenditure by Department of Immigration	23,554,566	23,604,832	22,283,612	24,820,120	29,880,300	38,897,376	41,241,557	44,895,065

Source: Department of Immigration

619. This table shows that whilst expenditure by the Department has increased by approximately 92 per cent between 1959-60 and 1966-67, Administrative expenditure (in Australia) has increased by 88 per cent, overseas transfers by 155 per cent, migration offices overseas by 113 per cent and capital Works and Services (mainly expenditure for Commonwealth Hostels Ltd.) by 161 per cent.

620. Table No. 37 shows expenditure made by other Commonwealth Departments - Interior and Works - on behalf of the Department of Immigration over the same years.

Table No. 37

Expenditure on Behalf of the Department of Immigration

1959-60 to 1966-67

	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
Expenditure on behalf of the Department By: <u>Department of the Interior</u> Acquisition of sites for Hostels and Migrant Centres	\$ 24 39,602	\$ 134 41,570	\$ 156,895 45,972	\$ 70,608 51,056	\$ 26,028 80,304	\$ 128,266 67,790	\$ 24,000 85,360	\$ 439,438 96,604
Total	39,626	41,704	202,668	121,664	106,332	196,056	109,360	536,042
<u>Department of Works</u> Repairs and Maintenance Buildings and Works (State and Central Offices and Migrant Centres) Furniture and fittings	425,996 363,382 (a)	327,250 349,912 (a)	298,614 261,246 (a)	333,498 318,916 (a)	232,982 144,316 (a)	200,918 95,838 24,928	178,270 58,549 50,036	176,091 149,952 24,332
Total	759,378	671,162	559,860	652,414	377,298	321,684	276,855	350,375
Total Expenditure on behalf of the Department	829,004	718,866	762,728	774,078	483,630	517,740	386,215	886,417

(a) Included in Buildings and Works.

Source: Department of Immigration

621. This Table indicates a considerable rise in respect of acquisition of sites for Hostels and Migrant Centres and rent costs met by the Department of the Interior. On the other hand repairs and maintenance expenditure and expenditure on buildings and works for Central and State Offices and Migrant centres has declined.

622. While all funds expended by the Department may be described as contributing directly or indirectly to the furtherance of the Australian immigration programme, an examination of the details of expenditure by the Department and on its behalf reveals that some items are more directly identifiable with the initiation and implementation of the programme. It is certain of these expenditures and certain other facets of the financial administration of the Department which have attracted our attention and which are reported on in this chapter.

Assisted Migration Agreements and Arrangements.

623. Table No. 38 sets out the expenditure by the Department of Immigration from 1959-60 to 1966-67 in connection with the Agreements and other arrangements under which direct financial contributions are made to assist migration to Australia.

Table No. 39

Expenditure on Assisted Migration Agreements and Arrangements

	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
British Migration General Assisted Passage Scheme:								
British Other than United Kingdom) and Irish	9,615,470	9,336,164	8,158,238	10,590,138	14,876,256	21,831,802	22,446,634	21,526,463
Maltese Migration	65,156	133,884	137,322	81,876	108,850	106,202	102,956	1,708,361
General Assisted Passage Scheme (non-British)	59,480	77,504	48,010	126,040	249,094	325,926	242,128	(a)
German Migration	490,184	355,340	159,774	132,428	246,800	322,514	484,299	(a)
Dutch Migration	879,374	953,088	197,228	300,134	432,360	482,918	507,894	(a)
Italian Migration	877,578	701,582	227,040	162,952	236,234	334,216	302,564	(a)
Austrian Migration	269,500	316,728	107,998	18,722	36,106	9,906	26,636	(a)
Greek Migration	148,366	174,994	227,812	26,706	85,754	102,758	132,344	(a)
Spanish Migration	207,866	205,522	21,652	196,804	259,748	495,280	514,192	(a)
Belgian Migration	48,958	121,660	136,974	379,240	28,928	13,278	14,777	(a)
Refugee Migration	(b)	(b)	35,240	35,056	38,830	28,032	14,785	(a)
Danish Migration	385,738	337,918	50,044	134,090	190,772	249,784	303,614	(a)
I.C.E.M.	43,638	(c)	(c)	(c)	(c)	(c)	(c)	(a)
	690,988	760,218	816,820	677,886	495,948	739,440	680,313	2,643,845
Total	13,782,296	13,494,632	10,324,152	12,862,772	17,283,680	25,046,056	25,773,076	25,878,669

(a) Included in the amount of \$2,643,865 (I.C.E.M.).

(b) Provided under the General Assisted Passage Scheme (non-British) until 31st January, 1961.

(c) Included in the General Assisted Passage Scheme (non-British).

Source: Department of Immigration

624. This table shows that expenditure in respect of these schemes has increased by about 88 percent between 1959-60 and 1966-67. Over these years expenditure on British Migration has risen from \$9,615,470 in 1959-60 to \$21,526,463 in 1966-67. In the latter year this figure accounted for approximately 83 percent of the total expenditure on assisted migration.

625. Details of the financial basis adopted under each of the Agreements and Arrangements made with overseas countries were submitted in confidence by the Department of Immigration. In each case the information supplied indicated the nature of the assistance provided and the contributions made by the Australian Government and the overseas Governments concerned. From this information, we were able to make comparisons as to the degrees of assistance provided by the Australian Government in each case. Q.50 and Committee file 1967/2

626. Expenditure made to I.C.E.M. each year is in two parts - one relating to contributions in respect of the administrative budget of I.C.E.M. (\$195,865 in 1966-67) and the other relating to contributions towards passage costs and assistance of migrants (\$2,447,980 in 1966-67).

627. The administrative budget of I.C.E.M. comprises cash contributions from each member Government, determined on a basis of agreed percentages of requirements. The percentage scale of contributions by member Governments is fixed from time to time by the Council of I.C.E.M. and the Australian contribution has been fixed at 7.5 percent of the budget since 1962. The funds so provided are required to meet the administrative expenses of the operations of I.C.E.M. in the form of salaries and other emoluments for administrative officers, office rents and taxes, communications, transport costs, Council, Executive Committee and Sub-Committee meetings, office expenses and maintenance and similar financial expenses involved in the daily operation of the organisation. The Australian contribution to the I.C.E.M. Administrative Budget in 1966-67 amounted to \$195,865. Committee file 1967/2

Committee
file 1967/2

628. The operational budget of I.C.E.M. deals with the financial aspects of the arrangements for the movement of people from Europe to the country of resettlement or other allied activities such as vocational or language training. Australia's contributions to this budget are pledged annually, usually prior to the commencement of the I.C.E.M. financial year which is on a calendar year basis. The Australian contribution comprises two distinct elements, one relating to transport activities and the other to activities other than transport. In regard to the first of these elements, contributions towards the passage costs of movements from most countries in which I.C.E.M. arrangements apply are made by the country of emigration, the migrant and Australia, the Australian contribution being generally the greater amount. In certain cases where contributions by Governments and the migrant have been insufficient to cover such passage costs, loans have been provided by I.C.E.M. with the Australian Government assisting to maintain the capital of the loan funds.

629. In respect of activities other than transport, Australia contributes also to other activities carried out by I.C.E.M. in relation to movements to Australia, including pre and post visa services for national migrants and refugees; the direct costs of language training, women's vocational training; training for Latin American Officials and costs of salaries and allowances of language training supervisors. In 1966-67, the Australian contribution to the I.C.E.M. Operational Budget amounted to \$2,447,980.

Publicity

630. Details of the Australian Immigration Publicity Programme are set out in Chapter 17. Expenditure by the Department on this aspect of its work is set out below in Table No. 39.

Table No. 39
Expenditure on Publicity

	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
Printing and publications	\$ 159,300	\$ 160,000	\$ 104,610	\$ 133,080	\$ 151,980	\$ 212,800	\$ 285,300	\$ 422,500
Purchase of publications	40,000	-	-	26,400	27,700	11,000	29,000	15,000
Production of films	7,000	25,200	20,000	2,000	56,000	60,000	60,000	29,000
Purchase of Prints of Films	6,000	16,000	11,000	27,000	22,000	40,000	38,000	86,000
Photographs, success stories and articles	-	-	15,200	30,000	34,000	34,000	24,000	40,000
Broadcasting services	-	-	-	-	-	4,000	8,000	-
Advertising	73,600	160,230	184,550	251,000	145,000	244,200	222,500	309,100
Displays	8,600	20,280	26,080	37,800	74,500	75,000	65,100	45,100
Visiting Journalists	-	-	5,000	5,500	6,000	8,000	8,000	10,000
Translation fees	-	-	1,000	1,400	2,400	2,280	11,600	12,500
Film evenings, information days, sub-filming and dubbing of films and school projects	-	-	-	19,100	20,600	16,000	26,700	15,600
Long term teenage campaign	-	-	5,000	4,000	15,000	15,000	5,000	-
Citizenship naturalization project	-	-	-	20,000	10,000	11,500	14,500	16,000
Promotional visit by U.K. undergraduates	-	-	-	15,892	20,012	1,982	8,703	9,568
Miscellaneous (a)	5,128	4,258	17,900	15,892	20,012	1,982	8,703	9,568
Total Expenditure	259,628	385,968	350,340	573,172	585,192	735,762	806,403	1,018,368

(a) Items of expenditure in Australia and overseas posts comprising such items as purchase of special publicity equipment; Departmental participation in tour of "Miss Australia"; distribution costs; customs charges and contribution to Commonwealth Institute lecturing fellowship for Australian teachers in Britain.

Source: Department of Immigration

Reception and Movement of Migrants upon Disembarkation

631. The costs of this movement were not recorded separately prior to 1961-62. Details of these costs from that year to 1966-67 are set out in Table No. 40.

Table No. 40Reception and Movement of Migrants upon Disembarkation

Year	Reception and Movement Costs	Baggage Handling Charges	Total
	\$	\$	\$
1961-62	233,240	60,406	293,646
1962-63	282,968	59,418	342,386
1963-64	372,248	89,602	461,850
1964-65	471,540	98,820	570,360
1965-66	451,725	103,799	555,524
1966-67	(a)	(a)	628,291

(a) Dissection not available

Source: Department of Immigration

Migrant Accommodation

632. Expenditure by and on behalf of the Department of Immigration on migrant accommodation for the years 1959-60 to 1966-67 is set out in Table No. 41.

Table No. 41
Expenditure on Migrant Accommodation (a)(b)
 1959-60 to 1966-67

	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67
<u>Under the Control of the Department of Immigration</u>	\$	\$	\$	\$	\$	\$	\$	\$
Migrant Holding Centres - Operational Stores and Services	1,350,764	1,201,072	1,349,364	1,212,580	865,612	295,570	250,372	310,448
Hostel Accommodation and Associated Services for Migrants - Contribution to Commonwealth Hostels Ltd.	1,900,000	2,100,000	3,134,000	3,004,000	3,320,000	3,752,000	4,380,000	5,239,985
Commonwealth Hostels Ltd. - Buildings, Works and Plant and Equipment	550,000	546,000	586,000	620,000	700,000	624,000	935,000	1,479,000
<u>Under the Control of the Department of the Interior</u>								
Acquisition of Sites (Hostels and Centres)	24	134	156,096	70,608	26,028	128,226	24,000	439,438
Total Expenditure	3,800,788	3,847,206	5,226,260	4,907,188	4,911,640	4,799,796	5,589,372	7,468,871

(a) In addition, expenditure on temporary accommodation for migrants amounted to \$5,903 in 1965-66 and \$8,622 in 1966-67.

(b) Over the years 1959-60 to 1966-67, expenditure amounting to \$1,742,111 was incurred by the Department of Works on behalf of the Department of Immigration in respect of Central and State Office buildings, works and Migrant Holding Centres.

Source: Department of Immigration

633. This table shows that over the years 1959-60 to 1966-67, the main items of expenditure on migrant accommodation have related to payments to Commonwealth Hostels Ltd. for hostel accommodation and associated services and buildings, works plant and equipment for hostels owned by that company. Expenditure on these two items combined rose from approximately \$2.5m. in 1959-60 to \$6.7m. in 1966-67 and over the same years increased in significance from about 66 percent to 90 percent of total expenditure shown in the Table. During the same period, expenditure by the Department on operational stores and services for Migrant Holding Centres declined from about \$1.4m. to \$310,000.

Exhibit
94/13,
Q. 1424 and
Committee
file 1967/2

634. We were informed that the contributions to Commonwealth Hostels Ltd. for hostel accommodation and associated services which amounted to approximately \$5.2m. in 1966-67, comprise subsidies which are required to meet the difference between hostel tariff charges for migrant dependants and operating costs. They are also required to meet the difference between the hostel tariff and amounts received by Commonwealth Hostels Ltd. from the Department of Social Services representing portion of unemployment benefit due to migrant families until the breadwinners have been placed in initial employment and special Christmas fare costs approved by the Minister for Immigration each year for hostel residents. Of the amount of \$5.2m. expended in 1966-67, \$4.9m. related to the difference between hostel tariff charges and operating costs, \$251,000 related to initial unemployment and \$15,000 was for Christmas fare. It was stated that estimates in respect of subsidies to cover the difference between tariffs and operating costs are based on projected receipts and expenditure for the financial year prepared by Commonwealth Hostels Ltd. and submitted to the Department of Immigration through the Department of Labour and National Service. Estimates relating to the other two elements mentioned are based on information prepared by Commonwealth Hostels Ltd. which is checked in the Central Office of the Department of Immigration against records of past expenditure.

Exhibit
94/11
and Q's.
1424 and 1425

635. We were informed that, during the financial year 1966-67, a sum of \$4,200,000 was originally appropriated as a Department of Immigration vote for payment to the Department of Labour and National Service as the annual subsidy towards the operating costs of migrant hostels. However, an additional sum of \$940,000 was appropriated in the Additional Estimates, of which some \$410,000 was said to represent arrears in subsidy payments for the period 1958-59 to 1966-67. In this regard, we were informed by the Treasury Observer, Mr. Virtue, that the deficiency incurred by Commonwealth Hostels Ltd. year by year had not been exactly equal to the amount of subsidy paid by the Commonwealth through the Department of Immigration and that, in fact, the deficiency had been somewhat higher than the subsidy each year. In these circumstances, the Company's original working capital which it requires to provide migrant accommodation had diminished progressively until the Department of Labour and National Service and the Department of Immigration drew the attention of the Department of the Treasury to the fact that the company was in need of working capital. The amount required to reimburse Commonwealth Hostels Ltd. exceeded \$410,000 but it was decided that the company should not be reimbursed beyond the level necessary to restore its liquidity.

636. In addition to the \$940,000 obtained in the Additional Estimates, an amount of \$99,985 was provided from the Advance to the Treasurer to enable urgently required maintenance work to be carried out during the year.

Q's. 1429
to 1449 and
Committee
file 1967/2

637. Reference was made in Chapter 18 to the extensive programme adopted by the Government for the construction of new hostels and the replacement of existing buildings in other hostels with improved permanent, low maintenance constructions. It is expected that in 1967-68, more than \$3,500,000 will be spent in this manner and on other improvements to migrant hostels resulting in savings of approximately \$50,000 in 1967-68 and \$300,000 in 1968-69 on maintenance expenditure.

Financial Assistance to Good Neighbour Councils

638. Expenditure by the Department of Immigration in connection with the Good Neighbour Council Movement for the years 1959-60 to 1966-67 is set out in Table No. 42.

Table No. 42

Department of Immigration
Contributions to Good Neighbour Councils
1959-60 to 1966-67

Year	Expenditure
	\$
1959-60	59,746
1960-61	72,698
1961-62	82,180
1962-63	88,072
1963-64	107,060
1964-65	121,746
1965-66	126,560
1966-67	170,978

Source: Department of Immigration

639. We were informed that, in addition to providing a Co-ordinator to assist the Movement, the Department meets the cost of salaries of the Secretary and Field Officers in each State, rent of premises for each Council and minor out-of-pocket expenses for executives of their Councils.

Exhibit
94/1

640. The salaries of Secretaries and Field Officers are determined by the Department after consultation with the Good Neighbour Movement and the Public Service Board, and are based on a "work value" concept.

Q's. 108
and 110.

641. It was stated that the Good Neighbour Councils are required to submit estimates of expenditure to the Department for consideration in the preparation of its estimates for inclusion in the Budget each year. The Department applies a careful examination to claims made by the Councils for reimbursements of salaries and other expenses.

Q's. 104 and
1762

642. The audited Good Neighbour Council expenditure in 1965-66, on a State basis, was as follows:-

Q.105

Table No. 43
Good Neighbour Councils
Audited Expenditure
1965-66

State	Expenditure
New South Wales	\$ 23,695
Victoria	22,010
Queensland	19,915
South Australia	27,990
Western Australia	12,380
Tasmania	12,890
A.C.T.	9,480
Total	128,360

Q.1756

Source: Department of Immigration

In seeking to reconcile the total expenditure of \$128,360 with expenditure of \$126,560 shown in Table No. 42 for that year, we were informed that the figures concerned do not necessarily agree. The main accounting reason for the difference was said to arise from the fact that it is necessary for the Councils to be paid in advance to enable them to finance their expenditure, but any adjustment is made at the end of the financial year and carried forward into the next financial year. The amount is deducted from the first payment to the Councils for the following financial year if they have a surplus. If they have a deficit, however, the extra amount required would be made up in the following financial year.

Q.1756

643. We were informed that variations in the levels of payments to the Councils as between States depend partly on the relative levels of Council activity in each State and partly on comparative salary levels of Secretaries and Field Officers. Q.105

644. In regard to the Audit of Good Neighbour Council accounts, it was stated that the responsibility for auditing the individual state sections of the Movement is placed on the sections themselves and that they employ recognised auditors for the purpose. As Commonwealth funds are employed in grants to the Councils, we questioned whether the employment of private auditors was an acceptable practice and were informed by the Treasury Observer, Mr. Balfour, that under the provisions of Treasury Direction No. 8, annual financial statements of any State organisation are required to be accompanied by an audit certificate of the State Auditor-General concerned. For other statements, however, the certificate of a qualified public accountant is required. The Audit Observer, Mr. Ragless, indicated that his office would be satisfied if the certificate of such an auditor had been duly received. Q's. 1757 to 1761

Administration Costs

645. Within the area of departmental administration costs, four matters - Overtime, the leasing of Office and other Accommodation, Telephone facilities and Interdepartmental Payments - attracted our attention in particular.

Overtime

646. Evidence of expenditure submitted by the Department relative to extra duty pay is set out in Table No. 44.

Table No. 44
Department of Immigration
Extra Duty Pay
1959-60 to 1966-67

Year	Central and State Offices	Overseas Posts	Total
	\$	\$	\$
1959-60	62,592	9,530	72,122
1960-61	58,164	7,194	65,358
1961-62	51,986	4,350	56,336
1962-63	58,678	6,588	65,266
1963-64	86,862	5,028	91,890
1964-65	131,170	7,756	138,926
1965-66	191,956	11,482	203,438
1966-67	209,554	12,101	221,655

Source: Department of Immigration

647. Over the eight years since 1959-60, expenditure on extra duty pay rose from \$72,122 to \$221,655 representing an increase of approximately 206 percent and was accounted for almost wholly by overtime worked in Australia.

648. Because of the inter-relationship between staff levels and the extent of overtime duty, we examined closely the Department's activities in this respect. We noted that the expenditure on overtime in Australia during the years 1959-60 to 1962-63 had averaged \$58,000 per annum but that in the next three years, the annual expenditure increased to \$86,862, \$131,170 and \$191,956. On the question of whether this increase was a reflection of understaffing within the Department, we were informed that overtime was worked only when it was found to be essential but that two factors had contributed to the creation of a need to do so. Although there had been a progressive

Exhibit
94/13

Q.1341

re-organisation within the Department, substantial increases in the workload had demanded overtime employment until the re-organisation plans in each sector of departmental activity had been implemented. The increasing workload was, in part, due to a greater degree of migration activity but other factors such as an increasing demand for passports, the promotion of naturalisation, and the adoption of responsibilities formerly handled by the Department of Customs and Excise had also been contributing factors.

Q's. 1343
and 1369

649. It was stated that overtime within the Department could be categorised into that of a recurring and non-recurring nature. Recurring overtime was an inherent feature of the Department's activities and was prompted by such factors as the need to meet migrants on arrival in Australia, the attendance of officers at naturalisation ceremonies and the work associated with these typical functions as they affected the various other parts of the Department. Non-recurrent demands for overtime could be prompted by the introduction of a new policy followed by a flood of applications to the Department. The demand for extra activity on the part of officers filtered throughout the Department from the point where the Registry received the letters to the action officers who provided the replies.

650. Our attention was also invited to the statistical evidence of the increased workload borne by the Department. Between 1962-63 and 1965-66, the number of short and long-term visitors arriving in Australia rose from 133,609 to 198,321, the number of settlers arriving increased from 101,888 to 144,055 and the number of all nominations increased from 66,730 to 110,590. In addition, an increasing proportion of the migrants arriving in this country now travel by air rather than by sea resulting in an increased density of aircraft arrivals outside of normal office hours.

Q.1346

651. The Department could not predict the pattern of overtime expenditure for future years. It was stated that because of cyclical reviews of staff establishments which were to be introduced, not only in Australia but in overseas posts as well, it was hoped that it would be possible to keep abreast of the workload to an extent sufficient to provide some reduction in the current level of overtime being worked. We were informed that although it could not be said that the staff establishment was equal to the present demands being made upon it, the Department does not make a practice of applying to the Public Service Board for additional positions as soon as a need beings to emerge. It had been the practice to experiment with the existing organisation for a period sufficient to demonstrate that a permanent need existed for a change in the number of available officers. Q.1343

652. It was suggested that in order that the Department's overtime may be seen in its proper perspective, it should be noted that an extensive degree of unpaid overtime was worked within the Department by officers of a status of Class 9 and above. The Public Service Board Observer, Mr. Vanthoff, explained that the various conditions governing overtime payments in the Commonwealth Public Service had been determined by the Public Service Arbitrator. Under present conditions, officers of a status of Class 9 and above are not entitled to extra duty payments except with the special approval of the Public Service Board. Officers below that level receive payments for overtime, but the maximum hourly rate for any such officer is based on the overtime rate of payment applicable to an officer of Class 4 status. For some time, the staff associations had been presenting claims to the Public Service Board for the re-assessment of both the maximum hourly rate and overtime eligibility barrier but, although the Board had made some slight changes recently, the staff associations had been unable to prove their claims to the Board's satisfaction and the matter was likely to be heard and determined by the Public Service Arbitrator in the near future. In arriving Q.1348 Q.1365

at its decision, the Public Service Board had considered the current levels of payment and practices in the State Public Services in Australia and in large comparable industries, and it had been satisfied that, by comparison, the current conditions applicable to the Public Service were appropriate. However, the Board wished to make clear that in fixing the salaries of senior officers, there was no identifiable component or loading included which would cater for the employment of senior officers beyond the ordinary hours of duty. The Board had noted the comments made by officers of the Department of Immigration about the afterhours employment of its senior officers but it was not a situation which was promoted by the Board.

Expenditure on Office and other Accommodation

653. A further feature of financial administration which attracted our attention and which was referred to in part in Chapter No. 14, is the Department's practice of leasing certain office and other accommodation. We were informed that the State offices in Sydney, Brisbane and Melbourne are in Commonwealth owned premises which are shared with other departments and are therefore under the control of the Department of the Interior. The State office in Perth is in Commonwealth owned property controlled by the Department of Immigration as the sole occupying department. The Darwin office is in premises controlled by the Northern Territory Administration but the State offices in Adelaide and Hobart and the Regional offices in Wollongong and Townsville are in leased premises. In addition, all overseas premises under the direct control of the Department of Immigration are leased.

Exhibit
94/6
and Committee
file 1967/2

654. We questioned the Department as to whether efforts had been made to acquire its own premises for each of its Australian offices and we were informed that this is entirely a function of the Department of the Interior arising from that Department's expert and wider knowledge of the problems involved.

Q.1293

Requests for accommodation are made to the Department of the Interior which considers the position in all the capital cities during the formulation of its long-term plans. The Department of Immigration's primary interest is that, regardless of the nature of the tenancy, the best possible location should be sought for office premises. It was stated that no Department is charged rent for the occupancy of Commonwealth owned buildings and that, in the event of accommodation being occupied under the terms of a lease agreement, the charges for rent appear in the estimates of the Department of the Interior.

655. Expenditure by the Department in overseas countries on rent and maintenance of office and other accommodation for the years 1959-60 to 1966-67 is set out in Table No. 45. These figures do not include comparable expenditure incurred by other Departments which share accommodation overseas with the Department of Immigration.

Table No. 45

Department of Immigration
Expenditure on Rent and Maintenance of Office and Other Accommodation
1959-60 to 1966-67

Year	Expenditure
	\$
1959-60	95,534
1960-61	101,014
1961-62	259,174
1962-63	329,992
1963-64	317,874
1964-65	371,968
1965-66	365,207
1966-67	487,009

Source: Department of Immigration

656. In view of these annual expenditures, we questioned whether the Department has given sufficient consideration to the construction of accommodation in overseas countries. We were informed that the question provided some difficulty in that the Department of Immigration could never be sure of the extent or permanency of its operations in a new area. The case of the Paris Office was cited as an example in which Immigration operations had been commenced, later abandoned and subsequently resumed. In addition, the Department had to avoid the situation in which it was committed to premises that were either inadequate or in excess of its accommodation requirements. Other practical difficulties have become clear during the Department's recent consideration of a proposal for the purchase of apartments for the private accommodation of officers. The rotation of staff in overseas offices means that, if one bedroom or two bedroom apartments are acquired to meet the needs of existing staff, officers later taking up duty at the post might find the accommodation provided to be inadequate because of a larger family.

657. We sought the assistance of the Treasury Observer and asked whether the Department of the Treasury had stipulated a general policy which was to be followed in the acquisition of accommodation at overseas posts. In a subsequent submission we were informed that, basically, it is the responsibility of individual Departments to initiate and put forward expenditure proposals, and that of the Treasury to assess these proposals against the background of the claims which continually compete against each other for the allocation of limited funds. The Department of the Treasury considers individual cases which Departments put to it in connection with the Estimates discussions and during the course of each year. At present, Departments probably lease most of their office accommodation, mainly because of the flexibility these arrangements provide and because of the difficulties involved in building by the Commonwealth in overseas countries.

Q.941 and
Committee
file 1967/2

658. It was stated that an Inter-departmental Committee on Overseas Building Projects was established by the Government late in 1964. The Committee, which comprises representatives of the Department of External Affairs, the Public Service Board, the Department of Works and the Department of the Treasury, examines building projects referred to it in connection with overseas posts.

659. The Treasury submission continued that the problems in building overseas, even when it appears to be economically justifiable, are considerable and that the acquisition of a suitable site is, in itself, frequently a task of some magnitude. The planning and construction of a building imposes a heavy call on administrative resources, not only of the Department of External Affairs and other Departments with offices overseas, but also on the Department of Works which is responsible for the supervision and construction. To a lesser extent, demands are also made upon the Public Service Board in relation to projection of staff numbers in the post for many years ahead, and on the Department of the Treasury.

660. The Commonwealth's experience of building projects which have been completed, or which are now under construction as part of the overseas building programme, has shown the considerable difficulties involved. As an example, it was mentioned that it had been necessary to postpone one project when the preliminary design had been completed, because of political disturbances in the country concerned. Nevertheless, construction is undertaken when it is warranted. Chanceries have been built in Tokyo, New Delhi and Djakarta and a Chancery is now being constructed in Washington. Several other projects are currently in the planning stage under the supervision of the Inter-departmental Committee.

661. Purchase or construction may be embarked upon depending on the following factors -

- (a) cost;
- (b) security of tenure (in some countries difficulties have been encountered in obtaining secure tenancies of leased accommodation);
- (c) availability of land;
- (d) permanency of residence (e.g., the recent move from Karachi to Islamabad and the various moves that have occurred in Immigration offices in Europe); and
- (e) relative suitability of existing leased accommodation from the functional and representational aspects.

662. Purchasing an existing building is sometimes preferred to undertaking the construction of a new building, although difficulties also arise in this course but, once having built or bought, the flexibility inherent in leasing accommodation is lost or at least severely diminished. There is also the property management aspect which, in an overseas country, can present difficulties.

663. The Department of the Treasury added that, in arranging overseas office accommodation generally, the Commonwealth's choice in the first instance is for leased accommodation, provided that this can be obtained at a reasonable rate. The Department involved (in most cases the Department of External Affairs) is required to make a thorough investigation of the state of the market for office accommodation in the city concerned. The Department would confer also with real estate interests and with a selection of other institutions which are tenants of office accommodation in the city. The Commonwealth's need for accommodation in a particular locality varies from time to time (and this applies not only to the Department of Immigration but to others with representation abroad, e.g., Department of External Affairs and the Department of Trade and Industry), so that flexibility is an important consideration.

664. It was stated that every effort is made to co-ordinate the accommodation and administrative requirements of departments at overseas posts. The rule is that the Head of Mission at each post assumes general responsibility for all staff at the post, whatever may be their parent Department, and as far as possible arranges accommodation and administrative services for them. In most overseas posts the Head of Mission is an officer of the Department of External Affairs and that Department assumes responsibility, as far as practicable, for the provision of accommodation and administrative services. For example, the Chancery in Washington is being planned and supervised under the direction of the Department of External Affairs and the funds for its construction are being provided on the votes of that Department. The Chancery will accommodate all Australian staff located in Washington, representing some fifteen departments and authorities.

665. The Department of the Treasury emphasised that each proposal in relation to overseas accommodation referred to it is carefully examined to ensure that the Commonwealth obtains the best value for its money spent. The overall position might best be summarised by saying that a comparison of lease rentals with the capital cost and maintenance of Commonwealth owned buildings in overseas localities must be tempered by the factors referred to above, including the desirability of maintaining flexibility, the inherent difficulties (and therefore costs) in supervising the construction and management of office buildings overseas and the availability of resources, both in terms of man-power and finance, within the Commonwealth administration.

Telephone Facilities

666. During the course of our inquiry, we questioned witnesses on the administrative controls applied by the Department to ensure that telephone usage, especially in respect of trunk calls is Q's. 1256, limited to official business. We were informed that arrangements 1257 and 1262 had been made for certain officers to authorise the use of telephones for trunk line calls, particularly calls made through the Subscriber Trunk Dialling (S.T.D.) system.

667. In a subsequent submission, the Department informed us that the ratio of telephone extensions to staff in its Central Office in Canberra is one telephone to slightly less than two officers. All instruments are able to be used to speak to any other extension in the Department in Canberra and all except one have facilities for dialling outside lines and therefore have access to the S.T.D. system. Q.1263 and Committee file 1967/2

668. The Department stated that it controls the use of telephones by close supervision and by the use of office instructions. In regard to supervision, it indicated that telephones available to junior staff are usually located in large open-plan working areas under the direct supervision of Section and Sub-section leaders. It claimed that this arrangement enables supervisors to ensure that departmental instructions on the proper use of telephones are followed and provides a restraint on officers using telephones unnecessarily. The current office instruction in Canberra states that direct trunk dialling is not permitted, approval to authorise trunk calls is confined to senior officers and the telephonist has been instructed that a trunk line telephone call must not be booked unless it has been initiated by an authorised officer. Q.1263 and Committee file 1967/2

669. The Department submitted the following information relative to telephone costs for its switchboard in Canberra for the four six-month periods prior to the introduction of S.T.D. facilities and the subsequent ten six-month periods.

Table No. 46
Department of Immigration
Central Office Telephone Costs
June 1960 to December 1966

Six Months Ending	Telephone Costs
	\$
30th June, 1960	16,305
31st December, 1960	12,085
30th June, 1961	17,791
31st December, 1961	16,863
30th June, 1962	16,702 ^(a)
31st December, 1962	17,675
30th June, 1963	19,531
31st December, 1963	15,912
30th June, 1964	17,383
31st December, 1964	24,658
30th June, 1965	27,184
31st December, 1965	26,864
30th June, 1966	20,615
31st December, 1966	24,696

Q.1263 and
Committee
file 1967/2

(a) S.T.D. was introduced on 17th March, 1962

670. The Department stated that the increase in costs for the two year period subsequent to the introduction of S.T.D. is relatively small and claimed that this would have been attributable to normal work expansion. It also claimed that the greater rate of increase for the three-year period commencing two years after the introduction of S.T.D. reflects an increase in Central Office staff at that time which was caused by a very substantial growth in all phases of the Department's work.

671. Submissions were also tendered by the Department of the Treasury and the Auditor-General's Office in confidence, relative to S.T.D. facilities. From these submissions, we were able to examine the general problems associated with the control of such facilities and action that has been and could be taken to improve departmental control in this area of administration.

Q.1263 and
Committee
file 1967/2

Payments to Government Authorities for Services Rendered

672. Expenditure by the Department of Immigration to Government Authorities for services rendered during the years 1959-60 to 1966-67 is set out in Table No. 47.

Table No. 47

Department of Immigration

Payments to Government Authorities for Services Rendered

1959-60 to 1966-67

Year	Expenditure
	\$
1959-60	24,264
1960-61	19,004
1961-62	24,190
1962-63	27,098
1963-64	25,974
1964-65	88,000
1965-66	78,459
1966-67	46,781

Source: Department of Immigration

673. In view of the sharp rise that occurred in expenditure under this Item : subsequent to 1963-64, we questioned the Department on the nature of expenditure involved. We were

informed that the increase concerned was due to the transfer of the cost of caretaking closed hostels from another item which had been discontinued as a result of a review of the Estimates made by the Department of the Treasury. Notwithstanding this explanation, we questioned whether these payments were, in fact, inter-departmental transfers of appropriated funds. In a supplementary submission tendered previously to the Committee, we noted that during the period from 1st July, 1966, to 5th April, 1967, the Department of Immigration had received from other Departments various sums aggregating \$10,704. During the same period, payments made by the Department of Immigration to other Departments (excluding business undertakings) amounted to \$230,374. This sum excludes payments to the Department of External Affairs and the Department of Trade and Industry for costs incurred at overseas posts where the Department of Immigration is not represented. It was indicated that some of these inter-departmental transfers were of a nature which made payment unavoidable. For example, thirteen accounts amounting to \$4,900 had been paid on behalf of the Commonwealth Superannuation Board as pensions and refunds of surplus contributions to personnel in Malta, Beirut, Cologne, Madrid and The Hague. The Treasury Observer, Mr. Balfour, stated that it was an accepted practice in the Commonwealth Service for one Department to use another as an agent in a country where the former Department is not represented. We noted, however, that the Department of Immigration had recovered from other departments individual amounts of \$14, \$13, \$11 and \$8 and in one instance, an amount of \$2 was paid to the Department of Repatriation for laundry services.

Q's.73, 1390
and
Committee
file 1967/2

Q.1391

Q.1392

Q.73 and
Committee
file 1967/2

674. Mr. Balfour indicated that whilst the Department of the Treasury had not declared any firm rules with respect to such transactions, it had noted the content of a report issued by a British Committee on the form of Government accounts which was issued in 1950 and is generally known as the "Crick Report". Paragraphs 108 and 109 of that Report had discussed

Q.1397

the arguments for and against what is called in Britain "Allied Services". Paragraph 110 of the Report had concluded -

"In our view, the weight to be attached to these arguments varies according to the nature of the particular allied service under consideration. Where the supplying department is in a position to exercise adequate control over the demands made upon it by other departments, we think that the case for the Allied Services System is established. Where, on the other hand, the service is such that the supplying department is not in a position to exercise adequate control over the demands, there is ground for considering that economy would best be served by requiring the receiving department to bear the cost on its own vote."

Mr. Balfour referred also to the Fifty-fifth Report of Your Committee in which it had been concluded that administrative controls generally were preferable to transfer payments between departments. The Department of the Treasury is currently considering each type of payment on its merits, as cases come to Q.1397 notice, with a view to avoiding inter-departmental payments where they are not necessary for proper control. The Department of the Treasury was said to be conscious, however, that where a department is operating a service in the nature of a departmental business undertaking through the medium of a trust account, inter-departmental payments cannot reasonably be avoided.

675. Prior to 1956, the Australian Government reimbursed the British Government at a rate of £1.2.6 stg. for each ordinary visa, and 2s.6d. stg. for each transit visa issued on its behalf. These fees were payable in respect of visas issued to nationals of countries with which Australia had agreements for the issue of free visas, that is, in cases Q.70 where the British representatives were unable to recover the usual fees from applicants. During 1956-57 and subsequent years, approval was given for additional payments to be made in respect of salaries for secretarial staff required to process

work for the Australian Government in Yugoslavia, Russia, Poland, Hungary, Portugal, Finland and Algeria. Following discussions between the British Foreign Office and the Commonwealth Department of the Treasury, it was decided that as from 1st April, 1966, amounts debited to the Australian Government would be based on the British standard visa fee of £1.2.6 stg. per visa for all types of visas issued on its behalf.

676. As 1962-63 was the only year for which the British Government had recorded details of Australian visas which its representatives had issued, the charge has been based on the number issued in that year, with the proviso that either government may request a review at any time within the three year period for which the current arrangements are operative. The number of visas issued in 1962-63 was 7,819 involving payment of \$A22,000, representing an increase of approximately \$A3,000 per annum on the total amounts payable to the British Government under the previous arrangements. This arrangement does not affect the arrangements whereby visas are issued free of charge to nationals of countries with which Australia has reciprocal agreements.

Financial Control

677. We were informed that on only two occasions within the past three years had the Department exceeded the level of funds made available to it, and that in both cases the matter had been the subject of examination by Your Committee. However, after that inquiry, the Department's Organisations and Methods Section had examined the current accounting procedures in order to safeguard against future over-expenditures.

Q's. 1205
and 1206

678. It was stated that the Department had experienced difficulty in equating the level of its expenditures with the amounts made available in the Additional Estimates. It was indicated that although these Estimates were usually approved

Q.1213

by the Parliament in April of each year, the Department could not obtain Warrant Authority for such estimated expenditure until such time as the approval of the Parliament had been obtained. These circumstances resulted in a situation in which the overseas posts would be informed of the level of funds sought in the Additional Estimates but would be unable to finance their operations until a date in May when Warrant Authority became available. These delays presented a situation in which the Department could underspend the additional funds appropriated on its behalf.

679. In regard to these stated circumstances, the Treasury Observer, Mr. Balfour, informed us that, despite the fact that the appropriations relative to the Additional Estimates are not approved by Parliament until May, Warrant Authority can be made available to Departments from the Advance to the Treasurer. In response to our observation that the preparation of accurate estimates of expenditure should largely obviate the use of the Advance to the Treasurer in the latter part of each year, Mr. Balfour noted that his Department does not issue Warrant Authority unless a Department has an immediate need for additional funds. If, although a liability has been approved for inclusion in the Additional Estimates, funds are not required immediately, the Department of the Treasury will not issue a Warrant Authority for expenditure from the Advance to the Treasurer.

Q's. 1214
and 1216

680. Questioned in regard to its physical record of expenditure, the Department stated that a master appropriation ledger and a Canberra ledger are maintained in order to record departmental receipts and expenditures. We asked whether these ledgers are maintained within the Department of the Treasury and, if so maintained, whether the A.D.P. facilities would print out "Alarms" in the event of over-expenditure. We were informed that the master appropriation ledger, in which the expenditure of all States and the Central Office is recorded, is maintained within the Department, but the Canberra ledger is maintained by A.D.P. processes within the Commonwealth Treasury.

Q.1201

681. In a subsequent submission, the Department of the Treasury informed us that the accounting service provided to a Department by the Department of the Treasury makes available to the departmental Authorising Officer accounting data which previously would have been prepared within the Department either by accounting machines or by handwritten records. The facility permits expenditure to be recorded down to sub-item level (e.g., a dissection of the appropriation item "Incidental and Other Expenditure" into a number of categories). At whatever level it desires to control expenditure, the Department may advise the Department of the Treasury of the amount of the appropriation available. Thereafter a tabulation, showing the total of expenditure to date, the total of the outstanding commitments and the balance of funds remaining, is provided daily to the Authorising Officer of the Department. The Treasury submission also indicated that, under the punchcard system presently employed, each Authorising Officer may indicate a minimum funds figure so that, should the balance of funds remaining fall below the stipulated minimum, an indicator will appear on the daily tabulation. However, because the device has some limitations in practice and because the balance of funds available will still be advised to Authorising Officers daily, the A.D.P. system to come into operation in 1967-68 will not include provision for warning indicators. It will, however, include a control comprising an "exception reporting" technique under which an indication will appear on the tabulation that a cheque should not be despatched because over-expenditure would result. The Department of the Treasury commented that, in providing this accounting service to Departments, it was not removing the statutory responsibility for funds control from departmental Authorising Officers.

Committee
file 1967/2

Internal Audit

682. The Department informed us that it expects its internal audit organisations to provide independent evidence to management of the efficiency with which its accounting functions are being discharged. The internal audit system was designed to provide protection against possible losses caused by fraud, theft, loss or error, and to disclose any instances of irregular or wasteful expenditure or the improper use of property.

Exhibit
94/6

683. Internal Audit programmes have been designed in order to ensure a comprehensive coverage but the internal audit staff is not expected to restrict its activities to the precise terms of each programme. The officers engaged in the work are expected to report any improvements to existing procedures, or upon new methods of operation, which may appear to be desirable. In addition, where systems of internal check are being employed, the internal audit staff is expected to examine the efficacy of the procedures. The Internal Audit organisation provides for three positions in the Central Office, two positions of mobile internal auditor headquartered in the Central Office and one position in each of the States of New South Wales and Victoria. In the other State offices, the role of internal auditor is undertaken by officers who have other functions as well.

684. We were informed that none of the officers of the Central Office internal audit staff possess accountancy qualifications but that each possesses varying degrees of experience in accounts work. It was stated while it is considered desirable for at least the officer in charge of the section to possess accountancy qualifications, the salary classification is such that qualified officers are not attracted to the position.

Q.1144

695. The Public Service Board Observer, Mr. Vanthoff, indicated that the Board is currently conducting a general review of internal audit organisations throughout the Commonwealth Administration and that copies of a report prepared by an inter-departmental committee have been distributed to all departments for comment. The Public Service Board is anxious that the inquiry should be completed as soon as possible and departments have been requested to submit their comments by a specified date after which it is expected that questions of internal auditors' qualifications and classifications vis-a-vis responsibilities will be settled. Q.1148

696. Referring to the functions of the officers of the internal audit staff, the Department informed us that an Inspector (Finance) is responsible to the Chief Accounting Officer for the supervision of the Finance Inspection and Internal Audit Sub-section. This Officer is responsible for the development and direction of internal audit programmes, the investigation of accounting methods, the continuous revision of stores and other accounting procedures and the preparation of procedural manuals relating to accounting matters. In these tasks, the Inspector (Finance) is assisted generally by the two Central Office internal auditors who also have the specific duty of implementing the Central Office internal audit programme including the examination of overseas accounting transactions. The two officers comprising the mobile internal audit team undertake stocktakes in the Central, New South Wales and Victorian offices and regularly visit the Department's holding centres situated at Bonegilla and Benalla, Victoria, in order to conduct a comprehensive audit of the accounts and stock records. Exhibit 94/6 Q.1160 Q.1174

697. The reports prepared by the Central Office and the mobile internal audit staff are submitted initially to the Inspector (Finance) while those reports prepared in the States are submitted to the Administrative Officers in each State office. Exhibit 94/6

The reports, which include the auditor's comments on any discrepancies or matters of significance arising from his examination, are examined in detail and further action taken as required. Any matters of importance are drawn to the attention of the Chief Accounting Officer.

688. The Internal Audit and Finance Inspection Sub-section is also responsible for the examination of all stocktaking results, the review of the findings of Boards of Inquiry and the preparation of submissions to competent authority relative to the write-off of unserviceable items. In elaboration of the reference to stocktaking results, it was stated that stocktaking at overseas posts is conducted by the administrative staff at each post and annual returns prepared for submission to the Central Office. The Boards of Inquiry are convened only in respect of cash losses exceeding \$100 and stocktaking deficiencies exceeding \$400. During the normal stocktaking process, a large number of small deficiencies amounting to \$400 might be revealed but in such circumstances it is necessary only for the officer in charge to furnish explanations and no Board of Inquiry is required.

Exhibit
94/6

689. In a supplementary submission tendered to the Committee, it was stated that, in the three year period to 31st March, 1967, stocktakes at Australian Offices and centres and Overseas offices of the Department of Immigration revealed deficiencies on 41 occasions and surpluses in 23 instances.

Q.1184 and
Committee
file 1967/2

690. The total values of these discrepancies were -

	\$
deficiencies	2,569
surpluses	1,605
Total	<u>4,174</u>

On the estimated total value of stores held, i.e., \$1,300,000, the discrepancies represent 0.32 percent or approximately 0.1 percent per annum.

691. We were informed that the First Assistant Secretary (Planning and Operations Division), possesses the authority within the Department to write off losses and deficiencies to the value of \$100, and unserviceable stores to the value of \$400. However, any submissions relative to values in excess of these figures must be considered by a higher authority. The Treasury Observer, Mr. Balfour, explained that the power to write off losses and deficiencies is vested in officers to whom the delegations have been extended by the Treasurer. The extent of their authority under these delegations appears in detail in Section 2 of the Treasury Directions. Q.1185

692. In its submission relative to the internal audit functions, the Department also outlined the procedural arrangements under which specific accounting operations are carried out and described the manner in which the related audit examinations are undertaken. We examined each of these aspects in detail and consider that there are two matters - the maintenance of an Advance Register and a Sundry Debtors Ledger, which require specific comment. Exhibit 94/6

693. We were informed that an Advance Register is used within the Department to record all advances which are made principally to officers to cover travelling expenses. During his examination, the internal auditor examines all paid vouchers to establish the value of the advances, ensures that they are properly recorded in the Register, and that each advance has been adjusted in the prescribed time. It was stated that the balance outstanding in the Register at any time is subject to continuous scrutiny and that no difficulty has been experienced in adjusting the outstanding amounts, although some advances at overseas posts have not been adjusted for periods up to 14 days, Exhibit 94/6 and Q's.1193 to 1199

a period which it was felt is longer than desirable. However, the Treasury Observer, Mr. Balfour, indicated that the provisions of the Regulation stipulate that advances must be adjusted within a period of seven days. Treasury Regulation 77(2)(b) indicates that unless the Treasurer, in any case, otherwise directs, the person to whom an advance is made for the purpose of travelling expenses shall furnish acquitted vouchers to the Authorizing Officer within seven days after completion of the journey in respect of which the advance was made.

694. In a supplementary submission, the Department informed us that as at 9th April, 1967, there were nine advances on the Central Office Register where the adjusted claims had not been received from the officer within two weeks of completion of the journeys for which the advances had been made. These advances had been followed up by the Department and the necessary claims had been received in all except two cases involving officers stationed at an overseas post. In both cases, memoranda had been forwarded to the post seeking early adjustments.

Q.1198 and
Committee
file 1967/2

695. Despite the Department's statement that the Advance Register is used principally to record advances made for travelling expenses, the balance of the Central Office Register at 9th April, 1967, was made up as follows -

Q.1194 and
Committee
file 1967/2

§

- (i) Standing advances within the Department for postage, petty cash and counter cash (for payment such as advances to officers for travelling allowances and salaries when proceeding on recreation leave)

1,582

		\$
(ii)	Advances to other Commonwealth Departments, State Departments and other authorities for services being rendered on behalf of the Department of Immigration (Commonwealth Film Unit, State Department of Education, Department of Trade, etc.)	67,700
(iii)	Advances to officers for travel and sustenance. (Central Office staff, officers on overseas posting and officers at overseas posts where payments are not made through the sub-Treasury at Geneva.)	<u>4,269</u>
	Total	<u>73,551</u>

696. The Department also informed us that a Sundry Debtors ledger is maintained to record accommodation charges owing by migrants who have moved from holding centres, departmental sundry debtors, cable charges and other miscellaneous debts. The ledger is subjected to a complete examination by the internal auditors and, in the process, comparisons are made with the control accounts, transfer schedules, receipt books, collection schedules and an adjustment journal.

Exhibit
94/6

697. It was stated that, at the time of our inquiry, the balance of the Sundry Debtors ledger stood at approximately \$30,000 of which \$28,659 was the sum of accounts owing by former residents at migrant centres. An analysis of the ledger transactions appears in Table No. 48, and an age analysis of the amounts constituting the outstanding balance appears in Table No. 49.

Q's. 1239
and 1261

Table No. 48Department of ImmigrationSummary of Transactions in Sundry Debtors

Ledger (Migrant Debtors) - Period 1st April, 1966
to 11th April, 1967

	Number of Transactions	Amount
		\$
<u>Debits</u>		
Balance as at 1st April, 1966		36,088
New accounts transferred from migrant centres	184	3,186
Miscellaneous debits and adjustments	61	1,019
		40,293
<u>Less Credits</u>		
Cash received from debtors	988	7,354
Irrecoverable debts written off	39	4,260
Miscellaneous credits and adjustments	7	20
		11,634
Debit balance as at 11th April, 1967		28,659

Source: Department of Immigration

Table No. 49Department of ImmigrationSundry Debtors Ledger (Migrant Debtors) -Age Analysis of Outstanding Accounts

Age of Account	Number of Accounts	Value of Accounts
		\$
Less than 1 month	29	772
1 month to 3 months	21	292
3 months to 6 months	8	210
6 months to 1 year	43	953
1 year to 2 years	17	959
Over 2 years	178	25,515
	296	28,701
<u>Less unidentified credits</u>		42
Debit balance as at 11th April, 1967		28,659

Source: Department of Immigration

698. Referring to the amounts written off, the Department informed us that some migrant families experience difficulty due to such factors as illness and unemployment and that it is not possible to recover amounts outstanding until the circumstances of the families have improved. However, write off action is not taken while the possibility exists of recovery of some or all of the amounts outstanding. Whilst this procedure results in amounts remaining owing for extended periods, the Department believes it to be clearly preferable to the premature writing off of the amounts in question.

Q.1262 and
Committee
file 1967/2

699. The recovery procedure in Central Office provides for a series of follow-up letters to be sent to debtors. Where possible, payment is secured by arrangements for deductions from wages to be made by employers but, if these steps do not result in the accounts being paid, the matter is placed in the hands of the Deputy Crown Solicitor who communicates with the debtor. If the amount still remains unpaid, every endeavour is made to secure payment by legal action.

670. In cases where amounts are considered to be irrecoverable or where the amount is so small that the cost of legal action would not be warranted, approval for write off is sought from an officer delegated by the Treasurer to approve such action. Within the Department, authority has been delegated to the Permanent Head to write off sums of up to \$100 and to the Finance Officer to write off sums up to \$20. However, amounts over \$100 are submitted to the Department of the Treasury for approval to write off.

Part IVConclusions and FindingsCHAPTER 22Conclusions

671 Your Committee's inquiry into the accounts and operations of the Department of Immigration under Section 8 of the Public Accounts Committee Act, 1951-1966, constitutes the first comprehensive inquiry into that Department by a Parliamentary Committee.

672 Our inquiry showed that while Immigration has been a function of the Commonwealth since Federation in 1901, the recognition during World War II of Australia's post-war population needs had been seen clearly and in 1945, the Department of Immigration had been established to give administrative effect relevant to Government policies then emerging. From January 1947, when post-war assisted migration began in Australia until June 1967, no less than 1,328,000 assisted migrants have been brought to this country under arrangements entered into by the Government with overseas countries and in collaboration with the State Governments of Australia and voluntary organisations set up to assist in their assimilation. At the same time, unassisted migrants have also benefited from the assistance provided by the Department and the agencies established in this country to pave the way for migrant absorption into the normal life of the Australian community (paras. 11-41).

Organisation of the Department

673 The structure of the Department of Immigration comprises a Central Office located in Canberra and State Offices located in each State capital city with regional offices in Wollongong, New South Wales and Townsville, Queensland. Migrant holding centres are currently maintained at Bonegilla and Benalla in Victoria. In addition, the Department maintains seventeen posts and a number of regional offices of the Department are located in overseas countries while officers of the Department are located in some of the overseas establishments of the Department of External Affairs (para. 82).

The Aliens Register

674 Under the provisions of the Aliens Act, 1947-1966, the Department is required to maintain a Register of Aliens in each State and Territory. Several features of this arrangement attracted the attention of Your Committee. First, while aliens resident in Australia are required to notify the Department in September of each year of their address, occupation and marital status, only some 63 percent of aliens had registered in 1966, and 119 prosecutions had been executed. The Department considered that, of those who failed to notify it, as required, the majority would not have changed their addresses during the previous twelve month period and would be unaware of the requirement to re-register. In view of the legal requirements imposed on aliens to register at twelve monthly intervals, Your Committee considers that, while these requirements exist, the Department has a clear responsibility to ensure that aliens are made fully aware of the need to register and that prompt and positive action should be taken in cases where registration is not made. In this regard, we are disturbed to find that in the State of Queensland alone, 8,000 aliens failed to register in 1966 and of this number only, 9 were prosecuted as a consequence (paras. 53, 179, 404).

675 A further feature of this register to which attention should be directed is its form and method of operation. The register comprises a loose card index which is manually operated. During our inspection of the Department's Queensland Office, we observed officers in their work on the register and noted that when cards were removed for notation purposes, the officer concerned did not employ any marking device to indicate the withdrawal or the position in the register to which the card should be returned. We were later informed that the loss of cards through misfiling had not been reported to the Central Office of the Department. We regard this method of operation as most unsatisfactory (para. 404).

676 Your Committee was surprised to discover that the Aliens Register had not been converted to punched card operation but the Department indicated that a punched card system would not provide a satisfactory operational register. However, automatic processing of the register was included in a departmental investigation of automatic data processing within the Department which was submitted to the Public Service Board in 1966. As the register in its present form would be difficult to replace if destroyed and as the application of automatic data processing to departmental procedures would enable duplicate records to be maintained, Your Committee trusts that early action will be taken to enable the Aliens Register to be converted to a mechanised system of processing (paras. 379, 400-402).

Inspections of Overseas Posts

677 Although it is noted that inspections of overseas posts are conducted by the Minister and the Secretary of the Department, there is no regular system of inspections of posts by officers of the Department. Your Committee regards this state of affairs as unsatisfactory and believes that an effective system of inspection of overseas posts to be essential in the interests of departmental efficiency particularly in the migrant source countries (para. 439).

Staff Training - Accounting Procedures

678 Your Committee notes that whilst a measure of staff training has always been carried out within the Department, the Organisation and Methods Section had recommended in 1965-66 that accounting training techniques should be improved, that circulars relative to the preparation of the annual, revised and additional estimates should contain clearer explanations and that there should be closer consultation between Branch heads and the officers responsible for the preparation of the Estimates. We would commend the Department for undertaking the Organisation and Methods review referred to and trust that early positive action will ensue to implement the recommendations concerned. In this regard, we are re-inforced by an apparent lack of clear understanding that manifested itself in evidence relative to the use of the Advance to the Treasurer prior to the passage through the Parliament of the Additional Estimates. In this regard, the Department stated that it was unable to obtain Warrant Authority for estimated expenditure until such time as the approval of the Parliament had been obtained. It claimed that in such circumstances, situations arose in which the overseas posts would be informed of the level of funds sought in the Additional Estimates but would be unable to finance their operations until May when Warrant Authority became available and that delays could occur in which the additional funds appropriated could be underspent. The Treasury Observer, however, indicated that despite the fact that the appropriations relative to the Additional Estimates are not

approved by the Parliament until May, Warrant Authority can be made available to departments from the Advance to the Treasurer providing, of course, there is an immediate need for additional funds (para. 341, 678-679).

The Accommodation of Migrants

679 During the course of its inquiry, Your Committee took a considerable amount of evidence relative to the accommodation provided for assisted migrants. It also conducted inspections of hostels owned and operated by Commonwealth Hostels Ltd. in New South Wales and Queensland and holding centres owned and operated by the Department of Immigration at Bonegilla and Benalla in Victoria.

680 In regard to the hostels operated by Commonwealth Hostels Ltd., Your Committee was disturbed by the poor standard of much of the accommodation provided in converted war-time Army huts, particularly as a period of twenty-two years has now elapsed since the conclusion of World War II. On the other hand, we were impressed by the standard of service provided by Commonwealth Hostels Ltd. in these facilities and we were also impressed by the standard and quality of new building work that has recently been undertaken at the Migrant Hostel at Wacol in Queensland. In Your Committee's view, there is a strong case for the substantial replacement of much of the accommodation currently provided for migrants by Commonwealth Hostels Ltd. In this regard, Your Committee would commend the building of new hostels to replace existing hostels, and the adoption by the Government of its extensive programme of replacing existing buildings in other hostels with improved, permanent, low maintenance constructions.

681 With regard to the Benalla and Bonegilla holding centres operated by the Department of Immigration, Your Committee notes the announcement by the Minister for Immigration on 10th August, 1967, of the intention to close the Benalla centre by 8th December, 1967, on the ground that the need for the type of accommodation provided there has declined progressively as private and hostel accommodation has become more readily available in Australia. Following on inspections of these centres and having regard to our remarks relating to some hostel accommodation provided for migrants by Commonwealth Hostels Ltd., we trust that as new hostels are constructed and existing hostels improved in quality, the Department will see its way clear to close the holding centre at Bonegilla (paras. 535)

Subsidies to Commonwealth Hostels Ltd.

682 We were informed in evidence that payments are made each year by the Department of Immigration to Commonwealth Hostels Ltd. which are required to meet the difference between hostel tariff charges for migrant dependants and operating costs. In 1966-67, an additional amount of \$410,000 was provided through the Additional Estimates representing what was claimed to cover arrears in the subsidy for the years 1958-59 to 1966-67. On examination, however, it became clear that whilst this amount certainly related to such arrears, it related only to that part of the arrears necessary to restore the liquidity of Commonwealth Hostels Ltd. The need for this adjustment did not become apparent to the Department of the Treasury until its attention was drawn by the Department of Immigration and the Department of Labour and National Service to the fact that the company was in need of working capital. Your Committee believes that if the annual costs of operation of Migrant Hostels are to be maintained accurately and realistically, it is necessary for the subsidy payable by the Department of Immigration each year to equal the difference between the charges for migrant dependants resident in the hostels and operating costs. Your Committee also believes that unless this is achieved, the commercial

accounts of Commonwealth Hostels Ltd. will also fail to reflect properly the commercial operations of that company. Accordingly, Your Committee is of the opinion that current arrears in subsidy should be paid by the Department of Immigration to Commonwealth Hostels Ltd. and that the Department of the Treasury, the Department of Labour and National Service and the Department of Immigration should examine critically the basis of the present arrangement under which Commonwealth Hostels Ltd. is subsidised in respect of migrant hostel accommodation (paras. 634-635)

Overtime

683 During our inquiry we noted that extra duty payments made by the Department had increased from \$72,122 in 1959/60 to \$221,655 in 1966/67. As the Auditor-General in his reports for 1965/66 and 1966/67 had found it necessary to draw attention to a significant escalation in overtime payments for the whole Commonwealth Public Service we sought specific comment on this matter. The Department informed us that recurring overtime was an inherent feature of its activities and that non-recurrent demands for overtime could be prompted by the introduction of new policies. It stated that it does not make a practice of applying to the Public Service Board for additional positions as soon as a need begins to emerge. Whilst Your Committee would commend the Department for this conservative approach to the question of staffing, it would make the comment that, unless carefully controlled, overtime can result in a diminution in the quantity and quality of output per man-hour worked and, at the same time can create a sense of false values as to the work output that can be reasonably expected from the officers concerned and, perhaps more importantly, from officers who replace them on promotion or transfer (paras. 648-652)

Telephone Facilities

684 During the inquiry, we examined the Department on its costs and control of telephone facilities with particular reference to Direct Subscriber Dialling (S.T.D.). We were informed that the Department controls the use of its telephones by close supervision and by the use of office instructions. It explained that the increase in its Central Office telephone account for the three-year period commencing two years after the introduction of S.T.D. reflected an increase in Central Office staff at that time which was caused by a very substantial growth in all phases of its work. Your Committee believes that while a direct responsibility rests with every Permanent Head to maintain proper administrative supervision of the use of telephone facilities installed in his Department, there would be merit in the Department of the Treasury outlining the broad measures of control which should be considered by departments in approaching this problem. (paras. 666-671)

Inter-departmental Transfers

685 Our inquiry revealed that the Department of Immigration had received payments from other Commonwealth departments and had made payments to them. While some of these payments were said to be unavoidable due to their nature, Your Committee does not readily accept the necessity for amounts ranging from \$5 to \$14 to be recovered from other departments and an amount of \$2 to be paid to the Department of Repatriation for laundry services. In this regard, we would quote our Fifty-fifth Report where, at paragraph 100 it was stated -

"At present a number of services are provided by departments without transfer payments being involved. Obvious examples are the Audit Office and Attorney-General's Department. In the case of survey work and the use of the facilities of the Department of Works, Your Committee consider that where Commonwealth departments are involved control through administrative processes would be preferable to the use of transfers in the Appropriation Acts."

Pp.87 of
1961

686 In the circumstances, Your Committee is of the opinion that the Department of the Treasury and the Departments concerned should examine the desirability of continuing the inter-departmental transfer payments revealed in this Inquiry (paras. 673-674)

Internal Audit

687 We were informed in evidence that while the Department considers it desirable for at least the officer-in-charge of its Internal Audit Section to possess accountancy qualifications, the salary classification is such that qualified officers are not attracted to the position. The problem of the appropriate classifications for accounting positions in the Commonwealth Public Service was considered by Your Committee in its inquiry into the Department of Social Services in 1964-65 and again, in connection with the Department of Primary Industry, in its Report into the Auditor-General's Report for the financial year 1965-66. In his Report for that year, the Auditor-General had stated that early in 1966 an inter-departmental committee appointed by the Public Service Board commenced a review of the functions and duties of Third Division officers engaged in internal audit work in Departments with a view to recommending to the Board whether any change in work levels was necessary and whether qualifications should be prescribed.

Pp.221 of
1964-65

Pp.361 of
1964-65-66

688 In the present Inquiry, the Public Service Board Observer, Mr. Vanthoff, indicated that the inter-departmental committee had made its report to the Board and it had been distributed to all departments for comment. When the views of the departments have been obtained, the questions of internal auditors' qualifications and classifications vis-a-vis responsibilities will be settled. Your Committee must express concern at the time involved in bringing this matter to finality, particularly as the effectiveness of internal audits carried out by departments has a direct and material bearing on the work of the Auditor-General. (Paras. 684-685)

Adjustment of Travelling Allowances

689 We were informed that the balance outstanding in the Department's Advance Register at any time is subject to continuous scrutiny and that no difficulty has been experienced in adjusting the amounts, although some advances at overseas posts have not been adjusted for periods of up to 14 days, a period which the Department felt to be longer than desirable. As at 9th April, 1967, there were 9 advances on the Central Office Register where the adjusted claims had not been received from the officer within two weeks of completion of the journeys for which the advances had been made. The matter of adjusting travelling allowances was the subject of inquiry by Your Committee in connection with the Reports of the Auditor-General for the years 1962-63 and 1964-65. The requirement covering these Advances is set out in Treasury Regulation 77(2)(b) which indicates that unless the Treasurer in any case otherwise directs, the person to whom an advance is made for the purpose of travelling expenses shall furnish acquitted vouchers to the Authorizing Officer within seven days after completion of the journey in respect of which the advance was made.

1964 No.47
and
1964-65-66
No.274

690 Your Committee would emphasise that Departments must at all times adhere to the provisions of Treasury Regulation 77(2)(b) (Para. 692)

CHAPTER 23Findings

691 Your Committee finds that -

1. While the Aliens Registration Act remains in its present form, more positive action should be taken by the Department to ensure that all aliens register at twelve monthly intervals.
2. A marking device should be used to indicate the position in the Aliens Register from which a card has been removed.
3. The Aliens Register should be converted to a mechanised system of processing as soon as possible.
4. The Department should institute without delay an effective system of inspection of its overseas posts.
5. The Department should implement as soon as possible the recommendations contained in the Organisation and Methods review conducted in 1965-66 relative to accounting training techniques.
6. A strong case exists for the substantial replacement of much of the accommodation currently provided for migrants by Commonwealth Hostels Ltd.
7. Action should be taken by the Department as soon as possible to close the Bonegilla Holding Centre.
8. Arrears should not be permitted to accumulate in subsidy payments made by the Department of Immigration to Commonwealth Hostels Ltd. in respect of accommodation provided by the Company for migrants.
9. The existing arrangement under which Commonwealth Hostels Ltd. is subsidised and which does not include a maintenance component should be examined critically by the Department of the Treasury, the Department of Labour and National Service and the Department of Immigration.

10. The Department of the Treasury should outline for departments the broad measures of control which should be considered in relation to the use of subscriber trunk dialling telephone facilities.
11. The Department of the Treasury, the Department of Immigration and the other Departments concerned should examine the desirability of continuing the inter-departmental payments revealed in this Inquiry.
12. The Public Service Board should bring its review of internal audit work in the Commonwealth Public Service to completion with minimum delay and then resolve as quickly as possible the questions of auditors' qualifications and classifications.
13. Departments must at all times adhere to the provisions of Treasury Regulation 77(2)(b) which prescribes that, unless the Treasurer in any case otherwise directs, the person to whom an advance is made for the purpose of travelling expenses shall furnish acquitted vouchers to the Authorizing Officer within seven days after completion of the journey in respect of which the Advance was made.

For and on behalf of the Committee.

David N. Reid

Richard Cleaver

(Richard Cleaver)

Chairman

David N. Reid,
Secretary,
Joint Committee of Public Accounts,
Parliament House,
CANBERRA. ... A.C.T.

26th October, 1967.

APPENDIX NO. 1INDEX TO EXHIBITS

Exhibit No.	Title
1	History of the Department
2	Acts and Regulations Administered by the Department
3	Organisation and Functions of each Division, Branch, and Section of the Department
4	Staff and Establishment of each Branch of the Department
5	Training and Recruitment
6	Internal Audit
7	Maintenance and Control of Stores and Assets
8	Australian Immigration - Consolidated Statistics No. 1 - 1966
9	Australian Immigration - Quarterly Statistical Summary No. 1 Vol. 3.
10	Progress Report after an Inquiry by the Immigration Advisory Council into the Departure Movement of Migrants
11	Estimating Procedures in Relation to Annual Expenditures
12	Estimated and Actual Revenue for the Financial Years 1959/60 to 1965/66 inclusive and Methods of Estimating Revenue.
13	Estimated Expenditure (including Additional Estimates) and Actual Expenditure by Division, Sub-division and Item each year from 1959/60 to 1965/66 inclusive.
14	Organisation and Functions of the Queensland State Branch Office.
15	Estimated Expenditure (including Additional Estimates) and Actual Expenditure, by Division, Sub-division and Item, each year, from 1959-60 to 1965-66, Inclusive in Respect of the Queensland State Office.

APPENDIX NO. 2.MIGRATION SCHEMES

As at 31st July, 1967, the position in respect of Agreements and Arrangements relative to assisted migration was as follows:-

British Assisted Migration.

- United Kingdom/Australia Assisted Passage Agreement

The United Kingdom/Australia Assisted Passage Agreement came into operation on the 31st March, 1947. It has continued in operation by renewal from time to time and the current agreement remains in operation until the 31st May, 1972.

The Agreement provides for:-

- a migrant contribution of £10 Stg. towards passage costs by all persons 19 years of age and over;
- the provision of transport for the migrant from his home to final destination in Australia;
- reception, placement and after-care in Australia.

By a decision of a Premiers' Conference in 1946 the State Governments agreed to accept responsibility in regard to reception, placement and after-care of migrants travelling under this scheme. Under this arrangement each State government maintains a State Migration Office and (with the exception of Tasmania) has a reception centre in which British nominees sponsored through the State office may be temporarily accommodated. Capital expenditure involved in the establishment of State reception centres is shared equally by the Commonwealth and State governments.

The rules under which assisted passages may be granted have been agreed to jointly between the British and Australian Governments. They provide for eligibility for the grant of assisted passages to be confined to citizens of Britain normally resident in Britain.

Applicants are required to be of good character and to be able to meet a medical examination (including X-ray) of an acceptable standard. The maximum age limits for applicants travelling under the scheme are:-

- parents joining or accompanying children
 - close relatives personally nominated by residents of Australia
- } maximum not applicable

- . single persons
 - . married couples without children
 - . breadwinners of families: under 51 years
- } under 46 years

Within the framework of the Agreement the following nomination arrangements operate:

- . Personal nominees - persons sponsored by relatives or friends already established in Australia;
- . Group nominees - workers and their dependants sponsored or selected to fulfil nominations lodged by public and private employers.
- . Commonwealth nominees - workers and their dependants selected to meet labour requirements within the Australian economy.
- . 'Bring out a Briton' nominees - migrants sponsored by special voluntary committees formed throughout Australia to stimulate the flow of British migrants through community effort.
- . Single men and women and married couples without children - migrants with a minimum capital of £25 Stg. each, selected without specific nomination who are prepared to make their own accommodation arrangements upon arrival.
- . 'Nest-egg' families - un-nominated families having a minimum capital of £1,000 Stg. and prepared to make their own accommodation arrangements on arrival.
- . Child and youth migrants - nominated by approved voluntary and religious organizations; the Commonwealth and State Governments have contributed towards the capital expenditure in setting up homes for the reception and care of child and youth migrants.

The nominator of personal nominees and group nominees accepts responsibility to provide accommodation for the nominee and his family and the State authorities are responsible for these groups in respect of reception, placement and after care.

Recruitment of Commonwealth nominees is in accordance with requirements determined by the Departments of Immigration and Labour and National Service. Commonwealth nominees may be accommodated temporarily if desired in a Commonwealth hostel.

Australia/Malta Migration Agreement

This Agreement became operative on the 1st January, 1949 and has been extended progressively. A new Agreement became effective for five years from 1st July, 1965.

Persons normally resident in Malta who come within agreed age limits may be nominated by relatives in Australia for assisted passages. In addition, provision is made for Commonwealth nominated workers and their families to be selected according to employment prospects in Australia.

Age limits agreed to are 18 to 45 years for unmarried males, 18 to 35 years for unmarried females, a maximum of 45 years for each spouse in the case of married couples without children, and a maximum of 50 years for each spouse in family units. There is no age limit placed on parents nominated by persons in Australia.

Details of arrivals under the United Kingdom/Australia Assisted Passage Agreement and the Australia/Malta Migration Agreement are given in Table No. 1 below.

Table No. 1

Arrivals under Selected Assisted Migration Schemes
(1947-1948 to 1966-1967)

Year	United Kingdom	Malta
1947-1948 (a)	10,209	1
1948-1949	31,567	1,917
1949-1950	37,032	4,226
1950-1951	39,234	3,364
1951-1952	42,954	1,537
1952-1953	24,222	1,630
1953-1954	14,729	2,692
1954-1955	25,041	4,943
1955-1956	25,232	1,867
1956-1957	23,576	475
1957-1958	29,969	729
1958-1959	28,506	1,005
1959-1960	33,897	1,028
1960-1961	34,700	1,099
1961-1962	27,070	931
1962-1963	41,700	1,501
1963-1964	54,630	2,665
1964-1965	70,688	3,655
1965-1966	70,754	2,368
1966-1967 (b)	70,570	754
Total	736,280	38,386

(a) January 1947 to June 1948

(b) Preliminary estimates

Source: Department of Immigration

Other British Schemes

The provisions of the Special Passage Assistance Programme and the General Assisted Passage Scheme are available to British citizens outside the United Kingdom and Malta under the same general conditions as determined for non-British persons.

Foreign Assisted Migration

Netherlands and Italian Agreements

By late 1950 it was apparent that the Displaced Persons problem had been largely solved and that no further large-scale movements under the Displaced Persons Scheme could be expected. Having this in mind in early 1951 the Australian Government negotiated assisted passage agreements with the Governments of the Netherlands and Italy (both countries then having a large-scale unemployment problem) under which selected Dutch and Italian migrants could be moved to Australia under assisted passage arrangements with financial contributions being made by the Governments concerned and the migrants.

These two assisted passage projects were subsequently brought within the I.C.E.M. framework, and have since continued on this basis.

The 1951 Netherlands Agreement continued until the signing of a new Agreement on 1st August, 1956, and this continued until 1st June, 1965. On that date a new "Arrangement" under the Australia-Netherlands Migration and Settlement Agreement of 1965 was signed and Dutch movement to Australia continues on this basis.

The 1951 Italian Agreement was progressively extended to 31st January, 1964, when it was decided that a new Agreement should be negotiated but that until a new Agreement should be signed Italian assisted migration should continue on the old Agreement terms subject to certain conditions.

The German Agreement

The first Australian agreement negotiated for the provision of assisted passages for national migrants with I.C.E.M. participation was with the Government of Western Germany in August 1952. This Agreement was extended and re-negotiated and the most recent Agreement was signed on 21st June, 1965, to run indefinitely subject to one year's notice of termination by either Party.

Austrian Assisted Passage Scheme

Australia has no Migration Agreement with the Government of the Federal Republic of Austria but, on 29th August, 1952, agreed to a proposal by I.C.E.M. and concurred in by the Austrian Government, under which Austrian nationals (and "Volksdeutsche") resident in Austria could be assisted to re-settle in Australia.

While the "Volksdeutsche" problem in Austria has long been solved, Austrian nationals are still assisted to re-settle in Australia on the basis of the 1952 proposal.

Greek Assisted Passage Scheme

Australia has no Migration Agreement with the Government of Greece but, on 29th August, 1952, agreed to a proposal by I.C.E.M. and concurred in by the Greek Government under which selected Greek nationals resident in Greece could be assisted to re-settle in Australia. Assisted Greek movements to Australia are continuing on the basis of the 1952 proposal.

Migration from Trieste

In 1953 arrangements were made for the migration of refugees from Trieste. These arrangements continued until what was formerly the Free Territory of Trieste became part of the Italian Republic. Since then migrants from Trieste have proceeded under the Italian Assisted Passage Scheme. Altogether 4,745 Triestians arrived in Australia as assisted migrants up to 30th June, 1955.

Belgian Assisted Passage Scheme

Until 31st January, 1961, Belgian nationals were eligible for passage assistance under the General Assisted Passage Scheme. As from 1st February, 1961, however, in co-operation with the Belgian Government and I.C.E.M., the Australian Government introduced arrangements under which Belgian nationals resident in Belgium could be assisted to re-settle in Australia.

Spanish Assisted Passage Scheme

Australia has no formal Migration Agreement with Spain but, in August 1958, in co-operation with the Spanish Government and I.C.E.M., made provision whereby Spanish nationals resident in Spain could be assisted to re-settle in Australia.

Details of movements under national assisted passage schemes in the period 1950 to 1967 are given in Table No. 2 below.

Table No. 2

National Passage Assistance Schemes
Movements to Australia

(1950-51 to 1966-67)

Year	Source Countries						
	Netherlands	Italy	Germany	Austria	Greece	Belgium	Spain
1950-51	276	(a)	(a)	(a)	(a)	(a)	(a)
1951-52	3,456	5,384	(a)	(a)	(a)	(a)	(a)
1952-53	6,318	4,586	3,419	81	488	(a)	(a)
1953-54	2,152	Nil	9,792	673	3,371	(a)	(a)
1954-55	3,092	3,319	11,304	3,182	9,593	(a)	(a)
1955-56	11,103	9,285	5,973	4,623	4,002	(a)	(a)
1956-57	7,773	4,805	4,701	2,333	3,059	(a)	(a)
1957-58	5,402	2,781	4,218	1,007	1,907	(a)	(a)
1958-59	7,222	3,014	6,541	1,289	2,099	(a)	328
1959-60	8,842	3,006	9,514	1,841	2,191	(a)	447
1960-61	5,728	3,013	10,151	1,494	2,086	232	1,230
1961-62	2,349	1,255	2,234	227	2,761	506	1,549
1962-63	1,352	227	1,967	372	2,051	414	4,326
1963-64	1,585	195	2,987	594	2,633	318	78
1964-65	1,551	158	2,870	769	3,507	155	49
1965-66	1,652	281	3,266	824	2,673	201	70
1966-67 (b)	1,383	287	2,931	556	2,888	237	91
Total	71,236	41,596	81,868	19,865	45,309	2,063	8,168

(a) Not applicable

(b) Preliminary estimates

Source: Department of Immigration

Refugee Assisted Passage Scheme

Until 1955-1956 refugees were moved under the national assisted passage schemes applying in the countries in which they had been granted asylum and were eligible for movement under those schemes virtually on the same basis as nationals. From 1955-1956 however, special arrangements have existed for refugees. Arrivals in Australia under the Refugee Scheme since 1956/57 including Hungarian refugees following the Hungarian revolt are given in Table No. 3 below.

Table No. 3

Refugee Assistance Schemes
Movements to Australia
 (1955-56 to 1966-67)

Year	Source Countries		
	Austria	Italy	Hungary
1955-56	203	318	(a)
1956-57	1,133	375	9,562
1957-58	2,103	960	3,696
1958-59	1,476	2,057	585
1959-60	1,161	2,594	162
1960-61	1,445	1,902	55
1961-62	444	481	(a)
1962-63	667	655	(a)
1963-64	1,118	913	(a)
1964-65	850	759	(a)
1965-66	1,080	1,096	(a)
1966-67 (b)	1,460	332	(a)
Total	13,140	12,442	14,060

(a) Not applicable

(b) Preliminary estimates

Source : Department of Immigration

Operational Pattern under National and Refugee Schemes

While there are special features associated with migrant recruitment in different countries the general pattern is for -

- applicants to be considered under Commonwealth nomination arrangements against worker requisitions; and
- wives and dependent children, unmarried sisters and fiancées of individual sponsors already resident in Australia to be considered under Dependents' Nomination arrangements.

With regard to Commonwealth Nominees no sponsorship is necessary and applications are considered on the basis of direct application. In most instances there is some form of pre-selection, either by I.C.E.M. or by the local national authorities in the country concerned. In general applicants are required to meet the standards applicable to unsponsored unassisted migrants. Where the applicants seek consideration as tradesmen, they must satisfy a Technical Adviser with regard to their qualifications.

Nominated Dependents are considered in the light of the criteria applicable to sponsored unassisted migrants. Applicants and nominees who meet requirements are granted "Migrant" visas and are then moved to Australia by transportation arranged by I.C.E.M. (except with regard to the Netherlands Scheme where transportation is arranged by the Netherlands Emigration Service).

On arrival in Australia, Nominated Dependents are usually moved to the place of residence of their sponsors while Commonwealth Nominees are provided with temporary accommodation in a Migrant Centre or Migrant Hostel, and are then assisted to find suitable employment through the Commonwealth Employment Service. The cost of movement to the Migrant Centre or Hostel and then to the place of first employment is met by the Australian Government.

General Assisted Passage Scheme

In 1954 Australia decided upon a scheme of assisted migration which would be available to selected persons from other countries who were not eligible for consideration under a national or refugee assisted passage scheme. Financial assistance under this General Assisted Passage Scheme is provided solely by the Australian Government. On nationality grounds eligibility for consideration is restricted to -

- . British subjects other than Australians and New Zealand citizens;
- . nationals of any non-communist European country;
- . U.S. Americans and nationals of Central and South American countries;
- . citizens of the Republic of South Africa; and
- . nationals and former nationals of European communist countries.

Special conditions apply concerning the country of residence of an applicant as follows -

- . he should be resident in a country in which he could be examined by an authorised Australian officer;
- . he should be resident in a country other than -
 - . a communist country;
 - . one of the following countries to which, for various reasons, the provisions of the Scheme have not been extended -

Canada
Luxembourg
New Zealand
Gibraltar
Cyprus;

- Turkey, Lebanon, Israel and other Middle Eastern countries (unless the applicant is a British subject);
- Mexico (unless the applicant is other than a Mexican national);
- if a resident of a Central or South American country who came to that country as a migrant from Europe - he should have been resident there for at least two years.

Approved applicants are required to be capable of ready integration into the Australian community and to represent a useful addition to the work force. The intention is that a high proportion of skilled and semi-skilled workers should be selected.

Applicants who are able to finance their passage costs without difficulty will not, as a general rule, be approved under G.A.P.S. Financial assistance would, however, not be withheld from a suitable applicant who has funds sufficient only to establish his family in a home in Australia.

Upon arrival in Australia, accommodation in a Migrant Centre is made available, if required, and employment assistance is available through the Commonwealth Employment Service. Details of arrivals under the General Assisted Passage Scheme since 1954-55 are given in Table No. 4 below.

Table No. 4
General Assisted Passage Scheme Movements
(1954-55 to 1966-67)

Year	Arrivals
1954-55	137
1955-56	995
1956-57	2,459
1957-58	1,511
1958-59	3,275
1959-60	4,176
1960-61	3,527
1961-62	2,234
1962-63	1,874
1963-64	3,327
1964-65	3,605
1965-66	4,924
1966-67	2,738(a)(b)
Total	34,782

(a) Preliminary estimate

(b) Includes 425 British subjects

Source: Department of Immigration

Special Passage Assistance Programme

The Special Passage Assistance Programme was introduced with effect from 1st July, 1966 and since then it has largely replaced the General Assisted Passage Scheme in Europe. The Scheme provides unilateral assistance to selected applicants, resident in Britain, Ireland and a number of Western European countries who are not eligible to apply for assistance under existing bilateral or international migration arrangements. The criteria for acceptance under S.P.A.P. is identical with that under G.A.P.S., the only difference between the two projects being the higher level of assistance available under S.P.A.P. and the fact that the operation of S.P.A.P. is at present limited to Western Europe.

However, under S.P.A.P., approved applicants may either make their own booking arrangements or they may seek official travel arrangements, whereas under G.A.P.S. approved applicants make their own travel arrangements. While provisional estimates only are available at this stage, it is estimated that 471 British and 4,037 non-British European migrants moved to Australia under S.P.A.P. in the year ended June 1967.

Unassisted Migration

In addition to the assisted migration schemes and arrangements, non-British Europeans may be considered for the grant of "migrant" visas for movement to Australia on an unassisted basis either by being sponsored by a permanent Australian resident or by personal application.

Committee
File
1967/2

A nomination by an Australian sponsor is lodged at the nearest branch office of the department in the State in which the sponsor resides. The basic considerations for the acceptance of this type of nomination are -

- (a) The nominee must live in a country in which he could be interviewed by an Australian or British representative;
- (b) If he lives in Yugoslavia, he must be at least a first cousin of his nominator but, if he resides in any other communist country, the relationship must be closer than that of first

- cousin. An exception is that single women aged 18-35 may be sponsored by a friend and that fiances may also be nominated.
- (c) If the nominee is resident in a communist country (or in Israel, having recently arrived from a communist country) and is not related to his sponsor, the sponsor must evidence "personal knowledge" of his nominee.
 - (d) If the nominee is either a parent accompanying a child; a national of Bulgaria, Czechoslovakia, Hungary, Poland, Roumania, Yugoslavia or the U.S.S.R. living in one of those countries; is a Greek resident of the U.S.S.R.; is a White Russian resident in the mainland, or is being sponsored by an approved voluntary organisation, then he or she, unless a close relative, must be within the following age limits -
 - (i) married couple with children; under 50 years of age,
 - (ii) married couples without children, single males and single females under the age of 45.
 - (e) If the nominees are family groups, including children under 21, or are males aged 55 or females aged 50, suitable accommodation must be guaranteed in Australia.
 - (f) If the nominees appear unlikely to be able to maintain themselves in Australia, such maintenance must be guaranteed.

If local inquiries establish that the bona fides of the nomination, the standing of the nominator and his ability to meet his responsibilities under the nomination are of a satisfactory nature, the nomination is submitted to the Central Office of the Department of Immigration for transmission to the overseas posts concerned and the nominator is informed accordingly. If the nominee is resident in a country where there is no Australian representation, the nominations are forwarded to the British post in that country.

Committee
File
1967/2

If a non-British European is resident in a non-communist country in which he may be interviewed by an Australian or British representative, and desires to migrate to Australia on an unassisted, unsponsored basis, he may lodge a personal application for the grant of a "migrant" visa at the nearest British or Australian post. These applications will be accepted if the applicant appears likely to meet the requirements applicable to a sponsored migrant and if, in addition, he has qualifications or personal attributes which suggest that re-settlement in Australia would represent a positive "migration gain." Details of unassisted settler arrivals, by nationality, are given in Table No. 5.

Source: Exhibit 94/8
Committee File 1967/2
Department of Immigration

Table No. 5
Nationality of Unassisted Settler (a) Arrivals
1959-1967

	1959 (b)	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	Total
Austrian	68	161	181	128	125	177	149	121	98	1,208
British	4,997	9,740	10,317	9,934	11,701	14,636	15,358	16,084	16,308	108,975
Dutch	439	849	841	688	538	872	688	635	565	6,115
French	78	160	174	86	83	108	90	124	108	1,011
German	340	692	741	701	635	640	571	506	574	5,400
Greek	2,171	4,322	5,658	9,179	9,500	13,198	14,032	12,758	6,998	77,816
Hungarian	135	181	266	163	180	191	122	125	96	1,481
Israeli	248	432	224	205	187	144	121	147	220	1,928
Italian	5,111	13,200	15,408	15,588	13,299	12,770	10,267	10,961	12,210	108,814
Lebanese	134	530	681	432	562	666	1,045	1,680	1,788	7,518
Polish	956	1,439	1,347	1,232	914	879	945	1,054	442	9,208
Portuguese	44	93	143	150	140	214	302	351	531	1,968
Russian	707	367	824	816	775	163	84	231	120	4,087
Spanish	54	82	226	248	287	401	634	673	526	3,131
Stateless	1,136	2,089	1,414	639	1,054	609	875	461	240	8,517
U.A.R.	7	12	20	23	303	669	498	672	959	3,183
U.S. American	122	371	454	595	670	693	895	1,238	1,183	6,221
Yugoslav	709	1,328	1,536	2,151	3,023	3,021	3,573	5,509	5,306	26,156
Other	258	522	838	768	753	1,195	1,287	1,535	1,680	8,836
TOTAL	17,614	36,570	41,295	43,746	44,729	51,266	51,536	54,865	49,952	391,573

(a) Settlers are persons who on arrival in Australia indicate that they have come intending to settle.

(b) January, 1959 - June, 1959.

Source: Department of Immigration

APPENDIX NO. 3.Principal cases in which the extent of
legislative powers conferred by Section 51
(xix) and (xxvii) of the Constitution have been considered

For the information of the Committee and at the request of the Secretary, Department of Immigration, the principal cases involving consideration of the legislative powers of the Commonwealth as conferred by section 51(xix) and (xxvii) of the Constitution have been summarized and commented on by the Senior Legal Officer, Immigration Sub-office of the Attorney-General's Department as follows:

(1) Chia Gee v Martin (1906) 3 C.L.R. 649

Appeals to the High Court against convictions on charges of being prohibited immigrants in contravention of the Immigration Restriction Act 1901. Appeals dismissed and the validity of provisions requiring immigrants to undertake dictation test upheld. The word "immigrant" not restricted to a person who intended to remain in Australia for a definite period of time.

(2) Robtelmes v Brennan (1906) 4 C.L.R. 395

Appeal from an order of a magistrate confirming the deportation of an alien kanaka labourer under the Pacific Islands Labourers Act 1901. Held that Parliament's power with respect to aliens included the power to determine the conditions under which aliens may be admitted to the country, the conditions under which they may be permitted to remain in the country and the conditions under which they may be deported from it.

(3) Attorney-General v Ah Sheung (1907) 4 C.L.R. 949

The defendant failed to pass a dictation test under the Immigration Restriction Act 1901-05 and was ordered to be deported. A writ of habeas corpus was issued out of the Victorian Supreme Court and on the return of the writ CUSSEN J. found that Ah Sheung was a domiciled Victorian and a resident of Victoria. He held, accordingly, that the Act did not apply to Ah Sheung.

An appeal to the High Court was abandoned when the naturalization of Ah Sheung was proved. The High Court observed, however, that 'there is much force in the view which commended itself to CUSSEN J that the term "immigration" does not extend to the case of Australians - to use for the moment a neutral word - who are merely absent from Australia on a visit *anumus revertendi*'.

(4) Ah Yin v Christie (1907) 4 C.L.R. 1428

Ah Yin failed to pass an education test under the Immigration Restriction Act 1901-05, and was convicted in that, being a prohibited immigrant, he entered the Commonwealth. On appeal to the High Court, the validity of the legislation and the action taken under it, were upheld. Per GRIFFITH C.J. at page 1432 'Whether such permission (to enter and remain) shall be given or not, and on what conditions it shall be given, if at all, are matters entirely within the discretion of the supreme power of the State, and the exercise of that discretion cannot be reviewed by a Court of Law'.

(5) Potter v Minahan (1908) 7 C.L.R. 277

Minahan, who failed to pass a dictation test, was charged in that, being a prohibited immigrant, he was found within the Commonwealth in contravention of the Immigration Restriction Act 1901-1905. The magistrate found that Minahan was born in Victoria where he lived until 5 years of age, was taken to China where he remained for 26 years and then returned to Australia. He found that the defendant was not an immigrant and dismissed the information. On appeal by the informant, the High Court held that Minahan was a person who was entitled in the circumstances of his birth to regard Victoria as his home and he had not done anything to deprive him of that right. Per GRIFFITH C.J. '..... his return to the Commonwealth was not immigration within the meaning of section 51 (xxvii) of the Constitution'.

(6) Ferrando v Pearce (1918) 25 C.L.R. 241

The Aliens Restriction Order 1915, made under the War Precautions Act 1914-1916, empowered the Minister for Defence to 'order the deportation of any alien'. The High Court upheld the validity of the Regulations and a deportation order against Ferrando. Per BARTON J. at 253 'It is trite law that any country is entitled

to determine by its Parliament of what persons the community is to be composed. Hence sub-sec. (xix) of section 51 of the Constitution. But it is scarcely necessary to call that power in aid of the power conferred by sub-sec. (vi) of the same section.'

(7) Myer v Poynton (1920) 27 C.L.R. 436

Section 11 of the Naturalization Act 1903-1917 provided that where 'the Governor-General is satisfied that it is desirable for any reason that a certification of naturalization be revoked, he may revoke it'. Myer sought to restrain the Minister for Home Affairs from proceeding in respect of a revocation and the Minister of Defence from exercising his powers under the Aliens Restriction Order 1915 to deport him. The High Court upheld the revocation of naturalization as being within the power conferred by section 51 (xix) of the Constitution. Per STARKIE J. at page 441, 'It seems to me that if the power given by the Naturalization Act to admit to ... citizenship is within the power to make laws with respect to naturalization, so must authority to withdraw that citizenship on specified conditions be also within that power.'

(8) R v Macfarlane, ex parte O'Flanagan and O'Kelly
33 C.L.R. 518

O'Flanagan and O'Kelly, who were British subjects born in Ireland, were arrested and charged with being engaged in a seditious enterprise. While the charge was pending they were summoned before a Board appointed under Section 8A of the Immigration Act 1901-1920 to show cause why they should not be deported. They sought an injunction from the High Court restraining the Board from proceeding with the summons. The High Court refused the application, holding that section 8A was a law with respect to immigration and, therefore, within the legislative power conferred by section 51 (xxvii).

(9) Ex parte Walsh and Johnson (1925) 37 C.L.R. 36

The Minister for Home and Territories served on Walsh and Johnson notices issued under section 8AA of the Immigration Act 1901-1925 calling upon them to appear before a Board to show cause why they should not be deported. Rules nisi for habeas corpus were obtained by Walsh and Johnson from the Supreme Court of New South Wales and, on the application of the Attorney-General for the Commonwealth, the rules were removed to the High Court which upheld the validity of

section 8AA. However, the Court further held that the immigration power does not authorise the Parliament to legislate with respect to persons who, having immigrated to Australia, have made their permanent homes there and so have become members of the Australian community. In this respect, the Court held that the detention of Walsh and Johnson, both of whom had emigrated to Australia some years earlier, had made their homes there and had become members of the community, was unlawful.

(10) Williamson v Ah On (1926) 39 C.L.R. 95

Ah On was charged with having evaded an officer and being a prohibited immigrant, having been found within the Commonwealth. The magistrate found that certain of the facts alleged could only be proved by recourse to section 5 of the Immigration Act 1901-1925 which provided for averments of the prosecutor to suffice, in certain circumstances, as proof, in the absence of proof to the contrary. The magistrate found that he was precluded from applying those provisions and dismissed the charge. On appeal, the High Court held that the provisions were within Commonwealth Power. The court was of opinion that the Parliament had power under section 51 (xxvii) and (xxxix) to cast upon a person prosecuted upon a charge of being a prohibited immigrant found within the Commonwealth the burden of proving that he was an immigrant, as well as that he had not evaded an officer of Customs.

(11) Orient Steam Navigation Co. v Gleeson (1939) 44 C.L.R. 254

The applicant company was convicted and fined on informations alleging that the company was the agent of a certain vessel and that, in contravention of section 9 of the Immigration Act, a prohibited immigrant entered the Commonwealth from the vessel. An appeal to the High Court was dismissed and section 9 held to be within Commonwealth power. Per DIXON J. at page 261, 'Such a provision is directed to promoting in those who control the ship, or who may affect its control, care to prevent entry of persons from the ship as immigrants; and is therefore a law with respect to immigration.'

(12) R v Carter, ex parte Kisch (1934-1935) 52 C.L.R. 221

Kisch was prevented from landing in the Commonwealth by the master of a vessel on the ground that he believed Kisch to be a prohibited immigrant. Kisch made application to the High Court for a writ of habeas corpus. He contended (inter alia) that section 3 (gh) of the Immigration Act was ultra vires the Commonwealth Parliament. In upholding the validity of the section, but not the validity of the particular declaration made under it, EVATT J. expressed the view, at page 230, that 'Section 3 (gh) operates only upon persons who are in fact immigrants or visitors - that is to say persons who are not members of the Australian community. Such persons may lawfully be excluded from Australia for a short time, or for a long time, or for ever'.

(13) O'Keefe v Calwell (1949) 77 C.L.R. 261

The plaintiff arrived in Australia from the Celebes in 1942 and was registered as an alien. She was accompanied by her husband and children. Her husband returned to active service and was killed in 1944. In 1947 she applied for a certificate of exemption under section 4 of the Immigration Act and was given a certificate for 3 months. The exemption was extended twice, ultimately to 31 December, 1948. Meanwhile, in 1947 she married a British subject O'Keefe. In 1949 a notice in writing was given to her requiring her to leave the Commonwealth. Section 4(5) of the Act rendered a person who failed to comply with such a notice liable to deportation. She sought an injunction to restrain the defendant from deporting her. The High Court granted the injunction and in so doing held that a person 'liable to be prohibited from entering and remaining in the Commonwealth' in section 4 (1) meant a person whose immigration into the Commonwealth is prohibited on any of the grounds mentioned in section 3. An immigrant is not 'liable to be prohibited' within the meaning of section 4 (1) merely because, having been in the Commonwealth for less than five years, he may under section 5(2) be given a dictation test and will, if he fails to pass, be 'deemed to be a prohibited immigrant offending against' the Act.

- (14) Koon Wing Lau v Calwell (1949) 80 C.L.R. 535

These were actions against the Minister for Immigration by persons against whom deportation orders had been made under the Wartime Refugees Removal Act 1949 and the Immigration Act 1901-1949. It was argued (inter alia) that the former legislation could not be supported under any legislative power. The High Court held that the Wartime Refugees Removal Act 1949 was a valid exercise of the legislative powers of the Commonwealth Parliament.

- (15) R v The Governor of the Metropolitan Gaol; Ex parte Molinari (1961) 2 F.L.R. 477

Molinari, an immigrant, entered and lived in Australia for over five years. During that period he was convicted and sentenced for having lived on or received part of the earnings of prostitution. During the same period and while he was serving his sentence, an order for his deportation under section 13 of the Migration Act was made on the ground that he had been so convicted. On an application to the Victorian Supreme Court for a writ of habeas corpus, SHOLL J., in rejecting the application, held, inter alia, that Molinari was 'not beyond the reach of section 13'. Adopting the narrow view of the power conferred by section 51 (xxvii), SHOLL J. held that the Commonwealth Parliament has power to pass legislation applicable to an immigrant at least for a reasonable time after his first entry into Australia imposing conditions upon his ultimate absorption into the Australian community.

- (16) R v The Governor of the Metropolitan Gaol; Ex parte Tripodi (1961) 3 F.L.R. 134

Tripodi, within five years of his arrival in Australia, was convicted of having lived on the earnings of prostitution and while he was serving his sentence an order was made by the Minister for Immigration, under section 13 of the Migration Act, for his deportation. On an application to the Victorian Supreme Court for a writ of habeas corpus, O'BRYAN J., in discharging the order nisi, and rejecting the argument that the making of the order was a judicial function and that Tripodi was, accordingly, entitled to be heard upon the exercise of the discretion to deport, held that 'The Minister acting under section 13 is an executive officer bound to act in the public interest but the legislature has left it to his judgment upon

the facts before him to determine whether it is desirable that he should make a deportation order. It is his responsibility, and his judgment in the matter cannot be called in question in the courts and he is not bound expressly or implicitly to inform his mind in any particular way about the subject in hand or to hear what the immigrant may have to say against an order being made'.

(17) R v Liveris; ex parte Da Costa (1961) 3 F.L.R. 249

During the visit of a Portuguese naval vessel to the port of Darwin, the applicants, crew members serving in the Portuguese Navy, went ashore on leave from time to time. Having previously formed the intention of so doing, the applicants deserted their ship the evening before she was due to sail and evaded pursuit until the ship left Australian waters. Thereafter the applicants surrendered themselves to the Australian authorities and sought political asylum. The Minister for Immigration ordered their deportation as prohibited immigrants under section 8 of the Act and the applicants were arrested. The applicants obtained rules nisi for habeas corpus and sought to challenge the orders for their deportation in the Supreme Court of the Northern Territory. BRIDGE J., in discharging the rules, held that the discretion conferred upon the Minister by section 18 of the Act is a wide executive discretion unassailable on judicial examination upon any considerations of political asylum.

(18) R v Governor of The Metropolitan Gaol; Ex parte Di Nardo (1962) 3 F.L.R. 271

Di Nardo, being a person not born in Australia, to enter Australia, produced a forged visa. The Minister for Immigration ordered his deportation as a prohibited immigrant under section 16(1) of the Migration Act 1958. The applicant, who was held in custody pending deportation, obtained an order nisi for habeas corpus out of the Supreme Court. The order was attacked on the ground that it was not made after due inquiry and after the Minister was satisfied of the facts alleged in it. For the Minister it was argued that section 55 established a presumption of proof of the matter alleged in the order, namely that, for the purpose of securing entry, Di Nardo produced to an officer a visa which was forged. In discharging the order nisi, SHOLL J. held that while the onus of proof of lawful detention otherwise thrown on the Minister at common law was an ultimate onus, or an

onus in law, section 55(1) of the Act, as to any matter falling within its terms, reversed that onus and threw on the applicant the ultimate or legal onus of negating any relevant statement in the deportation order. If, when all the evidence was in, the matter would otherwise be in dubio, the statutory presumption prevailed, and the stated ground of the deportation order must be upheld.

- (19) R v Green; Ex parte Cheung (Cheuk To) (1965) 113 C.L.R. 506

Cheung entered Australia in 1958 for temporary residence as a student. He was unsuccessful in his studies and was refused any further temporary entry permit and required by the Department of Immigration to leave Australia before 31 December, 1962. Cheung did not comply with the request and in 1965, when Cheung was located, the Minister made an order under section 18 of the Migration Act for his deportation. The applicant obtained an order nisi for habeas corpus from the Supreme Court of Victoria and, as the application raised an inter se question, the matter was removed to the High Court where the rule was discharged and (inter alia) the validity of sections 6(5), 6(6) and 7 of the Migration Act upheld. It had been argued on behalf of Cheung that these sections purported to authorize the grant of temporary entry permits, carrying the consequences of section 7(3), to people who have ceased to be migrants because they have been absorbed into the Australian community. In rejecting this agreement the Full Court, at page 517, said '(This) reason was disposed of in the decisions of this Court in O'Keefe v Calwell and Koon Wing Lau v Calwell. The submission is based upon the fallacious view that the Commonwealth cannot impose such conditions upon entry into Australia for temporary residence as will prevent the immigrant becoming a member of the Australian community so long as he is in Australia under these conditions.'

- (20) Ex parte Lee Yum Bo (1964) 6 F.L.R. 235

In order to obtain entry into Australia the applicant produced to an officer a document which was obtained by a false representation. He, afterwards, disclosed the false representation and was granted a permanent entry permit but the permit did not make reference to the false representation as required by section 16(1) of the Migration Act. The applicant's deportation was ordered under this section. He challenged the order in habeas corpus proceedings instituted in the Supreme

Court at New South Wales. McClemens J. held that the circumstances of the case did not exclude the applicant from the provisions of section 16(1) of the act and accordingly, the permanent entry permit, not having been endorsed as required by this section, the applicant remained a prohibited immigrant notwithstanding the period of his residence in Australia.

(21) Ex parte Black; (1965) 83 N.S.W. W.N. 45

Black, born in Ireland, entered Australia in 1947 as a seaman by deserting his ship. He claimed that in 1948 he was granted permission by an immigration officer to remain in Australia. In 1963 Black entered the United States but was shortly after deported to Ireland. He re-entered Australia in 1965. His deportation was then authorized under section 16 of the Migration Act on the ground that he had been deported from another country. In habeas corpus proceedings instituted by Black challenging the deportation order, it was held

(1) that a person is not an immigrant within the meaning of the Migration Act if he is at the time a member of the Australian community;

(2) that Black on the evidence had been absorbed as a member of the Australian community;

(3) that Black was not, on returning from abroad an immigrant within the meaning of the Act;

(4) that on the evidence Black, by departing from Australia for the United States had not abandoned his membership of the Australian community.

2. A consideration of the more important of these decisions provides a better appreciation of the scope of the present legislation on the subject of immigration, the Migration Act 1958-1966..

3. In its ordinary sense immigration connotes entry into a country for the purpose of settling there, more or less, permanently. But in Chia Gee v Martin (1906) the High Court rejected an argument that the term "immigrant" was limited to a person who arrived in Australia with the intention of becoming a permanent resident. The word "immigrant" is defined in the Migration Act to include a person intending to enter Australia for a temporary stay only.

4. Although a person may be an immigrant despite the absence of an intention to settle in Australia or remain here for an indefinite period of time, not every person who enters the country does so as an immigrant. It was finally decided in Potter v Minahan (1908) that a person whose permanent home is in Australia and who, therefore, is a member of the Australian community is not, on arrival in Australia from overseas, an immigrant in respect of whose entry Parliament has the power to legislate under the immigration power. Some of the members of the Court in subsequent decisions took the view that it followed from the reasons given in Potter v Minahan that a person who had originally entered Australia as an immigrant could in the course of time and by force of circumstances cease to be an immigrant and become a member of the Australian community and thus pass beyond the scope of the immigration power. This has been called the "narrow view" of the immigration power. On the other hand other members took the view that every person who arrived in Australia as an immigrant was always liable to Commonwealth legislation under the immigration power even though the legislation was retrospective in its application. See Ex parte Walsh and Johnson (1925) and O'Keefe and Calwell (1949). The High Court has never resolved the question as to which of these competing views is the correct one. Those members of the Court who accepted the narrow view emphasised that Parliament did, nevertheless, have the power to impose conditions on an immigrant's entry into the country so that he could never become a member of the Australian community during the operation of those conditions and also that it would be within power to fix a reasonable period of probation during which immigrants should continue to be subject to the risk of becoming prohibited immigrants and liable to deportation. A probationary period of five years was regarded by the Court as reasonable. O'Keefe v Calwell (1949).

5. The Migration Act in its recognition of the narrow view acknowledges the right of an immigrant to become absorbed into the Australian community. It imposes conditions upon an immigrant whose entry has been authorized for settlement so that the immigrant is liable to deportation only on the occurrence of certain eventualities within a period of five years from his arrival. (Section 13 and 14(2)). If the immigrant completes the probationary period of five years without any of these eventualities occurring he becomes assimilated into the Australian community and on the narrow view of the immigration power, passes beyond the scope of the Migration Act. If the immigrant's entry has been authorized for a limited period only, e.g. as a visitor or as a student, he is granted a temporary entry permit under section 6 which may be cancelled at any time in the absolute discretion of the Minister rendering the immigrant liable to deportation. Ex parte Cheung Cheuk To (1965). If the immigrant's

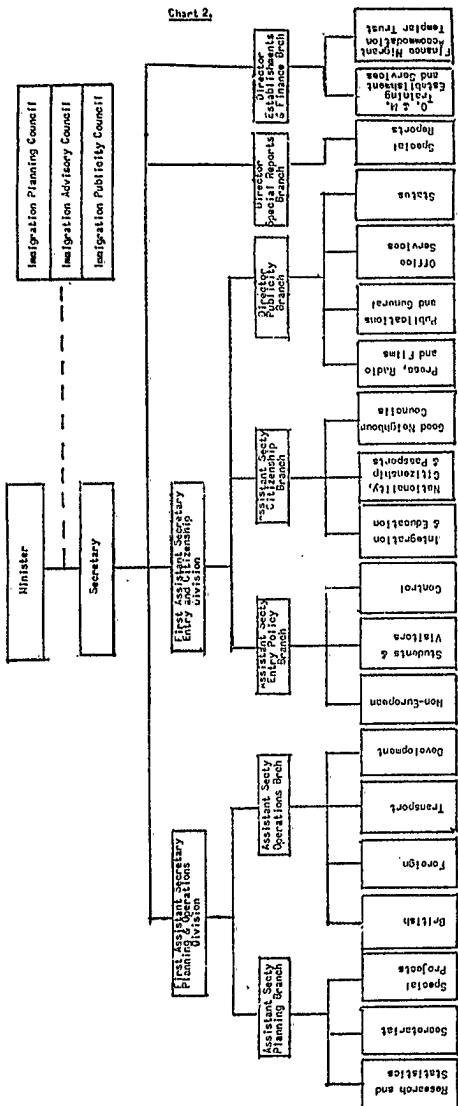
entry is obtained by evasion or by fraud or the immigrant at the time of his entry does not disclose certain specified information he may be deported at any time by virtue of section 16 of the Act. Ex parte Lee Yum Bo (1964).

6. The power to legislate on the subject of aliens, unlike that in respect of immigration, is a power to deal, not with an act or status, but with persons of a particular kind. It is, therefore, a power of the widest ambit under which Parliament may pass any provision affecting aliens in their character as such. Robtelmes v Brennan (1906). Since the High Court's decision in this case the power of the Commonwealth Parliament to order the deportation of an alien, under the aliens power, has never been in doubt. The power to deport an alien under the Migration Act is given in sections 12 and 14(1). These sections authorize deportation in certain circumstances at any time after the alien's entry into Australia.

DEPARTMENT OF IMMIGRATION - ORGANISATION: - CENTRAL OFFICE

336

Chart 2.



Sheet 1

DEPARTMENT OF IMMIGRATION		ORGANISATION AS AT: 13.3.67.	
PERM. □ TEMP.		SPECIAL OFFICE MASON AND OPERATOR OFFICER	
DESIGNATION		SALARY SCALE	
		R	T
SENIOR INSPECTOR		1	
ASSISTANT SECRETARY		5000	1
SENIOR INSPECTOR			
CHIEF IMMIGRATION OFFICER		7054 - 7765	1
SENIOR INSPECTOR OFFICER		6208 - 7147	1
SENIOR INSPECTOR OFFICER		6208 - 6533	1
SENIOR INSPECTOR OFFICER CL. 2		5713 - 6123	2
SENIOR INSPECTOR OFFICER CL. 1		5098 - 5508	2
CLERK		5098 - 5508	1
INSPECTOR OFFICER CL. 2		4508 - 4944	1
INSPECTOR CLASS 1		3143 - 4615	1
CLERK		3143 - 4258	1
INSPECTOR OFFICER CL. 1		3143 - 4258	1
CLERK		3143 - 4258	1
CLERK		2622 - 3077	5
SENIOR INSPECTOR			
SENIOR-INSPECTOR (2) CL. 1		2153 - 2415	1
SENIOR-INSPECTOR CL. 3		2153 - 2471	1
SENIOR-INSPECTOR CL. 2		2021 - 2155	6
POSITION NO.			
SENIOR-INSPECTOR			
SENIOR			
SENIOR			
TOTAL NO. OF OFFICES		21	25

Sheet 6

DEPARTMENT OF IMMIGRATION		ORGANISATION AS AT 12.1.67.	
CENTRAL OFFICE			
EXAMINE AND SERVICES DIVISION			
TRAINING BRANCH		SHEET 2 OF 2	
DESIGNATION	SALARY SCALE	2	1
HEAD DIVISION	8		
CHIEF EXAMINING OFFICER	744 - 774 2	1	
SENIOR EXAMINING OFFICER	645 - 714 1	1	
SENIOR EXAMINING OFFICER	528 - 633 2	1	
EXECUTIVE OFFICER (PERSONNEL MGT)	528 - 633 1		
TRAINING OFFICER	373 - 612 1		
CLERK	508 - 558 1		
CLERK	438 - 604 2		
CLERK	372 - 438 1		
CLERK	303 - 333 1		
POSSIBLE DIVISION			
CHIEF ASSISTANT CL. 3	232 - 257 1		
POSITION NO.			
EXP. SERVICE			
SERVICE			
TOTAL NO. OF OFFICES		21	13

[illegible]

57

Chart 17

DEPARTMENT OF IMMIGRATION		ORGANISATION AS AT 1-1-67.	
CENTRAL OFFICE			
REGULATIONS AND TRAVEL BRANCH		SHEET 3 OF 3	
DESIGNATION	SALARY SCALE	1	2
HEAD OFFICE	\$		
CLERK	3712 - 4328	1	
CLERK	2847 - 3303	1	
POST OFFICE			
CLERICAL ASSISTANT CL. 4	2547 - 2814	2	
CLERICAL ASSISTANT CL. 1	2325 - 2521	3	
TRAVEL CLERK CL. 2	2562	1	
TRAVEL TRIP	2298	1	
STENOGRAPHER CL. 1 (P)	1812 - 1970	10	
TRIP (P)	377 - 1025	5	
STENOGRAPHER CL. 1	271 - 294	3	
STENOGRAPHER CL. 1	1825 - 1810	2	
POSITION NO.			
POST OFFICE			
STENOGRAPHER			
STENOGRAPHER			
TOTAL NO. OF OFFICES		1	2

Chart 13

DEPARTMENT OF IMMIGRATION			ORGANISATION AS AT 13.3.67																																																																																																														
GENERAL OFFICE			STATISTICS AND FINANCE BRANCH																																																																																																														
PERM.			TEMP.																																																																																																														
SHEET 3 OF 3																																																																																																																	
DESIGNATION	SALARY SCALE	R.T.	TO MEMORANDUM (GROUP NO. 1)																																																																																																														
SMP OFFICE																																																																																																																	
FINANCE OFFICER	6040 - 7147	1																																																																																																															
CLERK	6040 - 7147	1																																																																																																															
FINANCE OFFICER	6218 - 6333	1																																																																																																															
CONFIDENTIAL	6218 - 6333	1																																																																																																															
CLERK	5098 - 5508	2																																																																																																															
ACCOUNTANT	5098 - 5508	1																																																																																																															
PERSONNEL (FINANCE)	5098 - 5508	1																																																																																																															
CLERK	4218 - 4244	2																																																																																																															
ACCOUNTANT	4218 - 4244	1																																																																																																															
CLERK	3718 - 4208	4																																																																																																															
ACCOUNTANT	3718 - 4208	1																																																																																																															
CLERK	3180 - 3712	2																																																																																																															
CLERK	2821 - 3153	6																																																																																																															
CLERK	2422 - 3097	5																																																																																																															
FINANCE OFFICER																																																																																																																	
CLERICAL ASSISTANT CLASS 3	2305 - 2507	1																																																																																																															
ACCOUNTING MANAGER CLASS 2 (b)	2153	1																																																																																																															
POSITION NO.																																																																																																																	
<table border="1"> <tr> <td>36</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													36	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100
36	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100													
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td> <td>61</td> <td>62</td> <td>63</td> <td>64</td> <td>65</td> <td>66</td> <td>67</td> <td>68</td> <td>69</td> <td>70</td> <td>71</td> <td>72</td> <td>73</td> <td>74</td> <td>75</td> <td>76</td> <td>77</td> <td>78</td> <td>79</td> <td>80</td> <td>81</td> <td>82</td> <td>83</td> <td>84</td> <td>85</td> <td>86</td> <td>87</td> <td>88</td> <td>89</td> <td>90</td> <td>91</td> <td>92</td> <td>93</td> <td>94</td> <td>95</td> <td>96</td> <td>97</td> <td>98</td> <td>99</td> <td>100</td> </tr> </table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100														
<table border="1"> <tr> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> <td>6</td> <td>7</td> <td>8</td> <td>9</td> <td>10</td> <td>11</td> <td>12</td> <td>13</td> <td>14</td> <td>15</td> <td>16</td> <td>17</td> <td>18</td> <td>19</td> <td>20</td> <td>21</td> <td>22</td> <td>23</td> <td>24</td> <td>25</td> <td>26</td> <td>27</td> <td>28</td> <td>29</td> <td>30</td> <td>31</td> <td>32</td> <td>33</td> <td>34</td> <td>35</td> <td>36</td> <td>37</td> <td>38</td> <td>39</td> <td>40</td> <td>41</td> <td>42</td> <td>43</td> <td>44</td> <td>45</td> <td>46</td> <td>47</td> <td>48</td> <td>49</td> <td>50</td> <td>51</td> <td>52</td> <td>53</td> <td>54</td> <td>55</td> <td>56</td> <td>57</td> <td>58</td> <td>59</td> <td>60</td></tr></table>													1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60																																									
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60																																																						

Sheet 21

DEPARTMENT OF IMMIGRATION			ORGANISATION AS AT 11.1.61.	
<input type="radio"/> PERM. <input type="checkbox"/> TEMP.			REP. NAME EMP. NAME	
SHEET 2 OF 2				
DESIGNATION	SALARY SCALE	DATE		
NO. 1. JUNIOR NO. 2. JUNIOR				
	3			
CLERK	5 098 - 5928	1		
CLERK	4 038 - 4944	2		
CLERK	3 712 - 4528	6		
CLERK	3 712 - 3712	10		
CLERK	2824 - 3572	2		
CLERK	2432 - 3072	7		
JUNIOR INVESTIGATOR				
CHIEF CLERK	2595 - 3247	1		
CHIEF CLERK	2253 - 2832	4		
POSITION NO. QUOTING NO. NOT TO BE ALLOTTED BY PUBLIC OFFICE BOARD				
NO. 1. JUNIOR			12	13
NO. 2. JUNIOR			14	15
NO. 3. JUNIOR			16	17
NO. 4. JUNIOR			18	19
NO. 5. JUNIOR			20	21
NO. 6. JUNIOR			22	23
NO. 7. JUNIOR			24	25
NO. 8. JUNIOR			26	27
NO. 9. JUNIOR			28	29
NO. 10. JUNIOR			30	31
NO. 11. JUNIOR			32	33
NO. 12. JUNIOR			34	35
NO. 13. JUNIOR			36	37
NO. 14. JUNIOR			38	39
NO. 15. JUNIOR			40	41
NO. 16. JUNIOR			42	43
NO. 17. JUNIOR			44	45
NO. 18. JUNIOR			46	47
NO. 19. JUNIOR			48	49
NO. 20. JUNIOR			50	51
NO. 21. JUNIOR			52	53
NO. 22. JUNIOR			54	55
NO. 23. JUNIOR			56	57
NO. 24. JUNIOR			58	59
NO. 25. JUNIOR			60	61
NO. 26. JUNIOR			62	63
NO. 27. JUNIOR			64	65
NO. 28. JUNIOR			66	67
NO. 29. JUNIOR			68	69
NO. 30. JUNIOR			70	71
NO. 31. JUNIOR			72	73
NO. 32. JUNIOR			74	75
NO. 33. JUNIOR			76	77
NO. 34. JUNIOR			78	79
NO. 35. JUNIOR			80	81
NO. 36. JUNIOR			82	83
NO. 37. JUNIOR			84	85
NO. 38. JUNIOR			86	87
NO. 39. JUNIOR			88	89
NO. 40. JUNIOR			90	91
NO. 41. JUNIOR			92	93
NO. 42. JUNIOR			94	95
NO. 43. JUNIOR			96	97
NO. 44. JUNIOR			98	99
NO. 45. JUNIOR			100	101
NO. 46. JUNIOR			102	103
NO. 47. JUNIOR			104	105
NO. 48. JUNIOR			106	107
NO. 49. JUNIOR			108	109
NO. 50. JUNIOR			110	111
NO. 51. JUNIOR			112	113
NO. 52. JUNIOR			114	115
NO. 53. JUNIOR			116	117
NO. 54. JUNIOR			118	119
NO. 55. JUNIOR			120	121
NO. 56. JUNIOR			122	123
NO. 57. JUNIOR			124	125
NO. 58. JUNIOR			126	127
NO. 59. JUNIOR			128	129
NO. 60. JUNIOR			130	131
NO. 61. JUNIOR			132	133
NO. 62. JUNIOR			134	135
NO. 63. JUNIOR			136	137
NO. 64. JUNIOR			138	139
NO. 65. JUNIOR			140	141
NO. 66. JUNIOR			142	143
NO. 67. JUNIOR			144	145
NO. 68. JUNIOR			146	147
NO. 69. JUNIOR			148	149
NO. 70. JUNIOR			150	151
NO. 71. JUNIOR			152	153
NO. 72. JUNIOR			154	155
NO. 73. JUNIOR			156	157
NO. 74. JUNIOR			158	159
NO. 75. JUNIOR			160	161
NO. 76. JUNIOR			162	163
NO. 77. JUNIOR			164	165
NO. 78. JUNIOR			166	167
NO. 79. JUNIOR			168	169
NO. 80. JUNIOR			170	171
NO. 81. JUNIOR			172	173
NO. 82. JUNIOR			174	175
NO. 83. JUNIOR			176	177
NO. 84. JUNIOR			178	179
NO. 85. JUNIOR			180	181
NO. 86. JUNIOR			182	183
NO. 87. JUNIOR			184	185
NO. 88. JUNIOR			186	187
NO. 89. JUNIOR			188	189
NO. 90. JUNIOR			190	191
NO. 91. JUNIOR			192	193
NO. 92. JUNIOR			194	195
NO. 93. JUNIOR			196	197
NO. 94. JUNIOR			198	199
NO. 95. JUNIOR			200	201
NO. 96. JUNIOR			202	203
NO. 97. JUNIOR			204	205
NO. 98. JUNIOR			206	207
NO. 99. JUNIOR			208	209
NO. 100. JUNIOR			210	211
NO. 101. JUNIOR			212	213
NO. 102. JUNIOR			214	215
NO. 103. JUNIOR			216	217
NO. 104. JUNIOR			218	219
NO. 105. JUNIOR			220	221
NO. 106. JUNIOR			222	223
NO. 107. JUNIOR			224	225
NO. 108. JUNIOR			226	227
NO. 109. JUNIOR			228	229
NO. 110. JUNIOR			230	231
NO. 111. JUNIOR			232	233
NO. 112. JUNIOR			234	235
NO. 113. JUNIOR			236	237
NO. 114. JUNIOR			238	239
NO. 115. JUNIOR			240	241
NO. 116. JUNIOR			242	243
NO. 117. JUNIOR			244	245
NO. 118. JUNIOR			246	247
NO. 119. JUNIOR			248	249
NO. 120. JUNIOR			250	251
NO. 121. JUNIOR			252	253
NO. 122. JUNIOR			254	255
NO. 123. JUNIOR			256	257
NO. 124. JUNIOR			258	259
NO. 125. JUNIOR			260	261
NO. 126. JUNIOR			262	263
NO. 127. JUNIOR			264	265
NO. 128. JUNIOR			266	267
NO. 129. JUNIOR			268	269
NO. 130. JUNIOR			270	271
NO. 131. JUNIOR			272	273
NO. 132. JUNIOR			274	275
NO. 133. JUNIOR			276	277
NO. 134. JUNIOR			278	279
NO. 135. JUNIOR			280	281
NO. 136. JUNIOR			282	283
NO. 137. JUNIOR			284	285
NO. 138. JUNIOR			286	287
NO. 139. JUNIOR			288	289
NO. 140. JUNIOR			290	291
NO. 141. JUNIOR			292	293
NO. 142. JUNIOR			294	295
NO. 143. JUNIOR			296	297
NO. 144. JUNIOR			298	299
NO. 145. JUNIOR			300	301
NO. 146. JUNIOR			302	303
NO. 147. JUNIOR			304	305
NO. 148. JUNIOR			306	307
NO. 149. JUNIOR			308	309
NO. 150. JUNIOR			310	311
NO. 151. JUNIOR			312	313
NO. 152. JUNIOR			314	315
NO. 153. JUNIOR			316	317
NO. 154. JUNIOR			318	319
NO. 155. JUNIOR			320	321
NO. 156. JUNIOR			322	323
NO. 157. JUNIOR			324	325
NO. 158. JUNIOR			326	327
NO. 159. JUNIOR			328	329
NO. 160. JUNIOR			330	331
NO. 161. JUNIOR			332	333
NO. 162. JUNIOR			334	335
NO. 163. JUNIOR			336	337
NO. 164. JUNIOR			338	339
NO. 165. JUNIOR			340	341
NO. 166. JUNIOR			342	343
NO. 167. JUNIOR			344	345
NO. 168. JUNIOR			346	347
NO. 169. JUNIOR			348	349
NO. 170. JUNIOR			350	351
NO. 171. JUNIOR			352	353
NO. 172. JUNIOR			354	355
NO. 173. JUNIOR			356	357
NO. 174. JUNIOR			358	359
NO. 175. JUNIOR			360	361
NO. 176. JUNIOR			362	363
NO. 177. JUNIOR			364	365
NO. 178. JUNIOR			366	367
NO. 179. JUNIOR			368	369
NO. 180. JUNIOR			370	371
NO. 181. JUNIOR			372	373
NO. 182. JUNIOR			374	375
NO. 183. JUNIOR			376	377
NO. 184. JUNIOR			378	379
NO. 185. JUNIOR			380	381
NO. 186. JUNIOR			382	383
NO. 187. JUNIOR			384	385
NO. 188. JUNIOR			386	387
NO. 189. JUNIOR			388	389
NO. 190. JUNIOR			390	391
NO. 191. JUNIOR			392	393
NO. 192. JUNIOR			394	395
NO. 193. JUNIOR			396	397
NO. 194. JUNIOR			398	399
NO. 195. JUNIOR			400	401
NO. 196. JUNIOR			402	403
NO. 197. JUNIOR			404	405
NO. 198. JUNIOR			406	407
NO. 199. JUNIOR			408	409
NO. 200. JUNIOR			410	411
NO. 201. JUNIOR			412	413
NO. 202. JUNIOR			414	415
NO. 203. JUNIOR			416	417
NO. 204. JUNIOR			418	419
NO. 205. JUNIOR			420	421
NO. 206. JUNIOR			422	423
NO. 207. JUNIOR			424	425
NO. 208. JUNIOR			426	427
NO. 209. JUNIOR			428	429
NO. 210. JUNIOR			430	431
NO. 211. JUNIOR			432	433
NO. 212. JUNIOR			434	435
NO. 213. JUNIOR			436	437
NO. 214. JUNIOR			438	439
NO. 215. JUNIOR			440	441
NO. 216. JUNIOR			442	443
NO. 217. JUNIOR			444	445
NO. 218. JUNIOR			446	447
NO. 219. JUNIOR			448	449
NO. 220. JUNIOR			450	451
NO. 221. JUNIOR			452	453
NO. 222. JUNIOR			454	455
NO. 223. JUNIOR			456	457
NO. 224. JUNIOR			458	459
NO. 225. JUNIOR			460	461
NO. 226. JUNIOR			462	463
NO. 227. JUNIOR			464	465
NO. 228. JUNIOR			466	467
NO. 229. JUNIOR			468	469
NO. 230. JUNIOR			470	471
NO. 231. JUNIOR			472	473
NO. 232. JUNIOR			474	475
NO. 233. JUNIOR			476	477
NO. 234. JUNIOR			478	479
NO. 235. JUNIOR			480	481
NO. 236. JUNIOR</				

CHART 34

DEPARTMENT OF IMMIGRATION		ORGANISATION AS AT 1-1-1987	
<input type="radio"/> PERM. <input type="checkbox"/> TEMP.		SHEET 1 OF 1	
DESIGNATION	SALARY SCALE	1	2
HEAD OFFICE			
TO DETERMINE GRADE OF EMPLOYEE			
SERIES MIGRATION OFFICE	628-653	1	1
CLERK	595-108	1	1
CLERK	435-644	2	1
CLERK	371-138	6	1
CLERK	316-312	3	1
CLERK	287-153	3	1
CLERK	242-341	1	1
SOCIAL WORKER GRADE 2	447-471	1	1
SOCIAL WORKER GRADE 1	316-400	3	1
OPEN OFFICE			
TEMP. OFFICE (P)	476-561	2	1
CLERICAL ASSISTANT GRADE 5	351-470	2	1
CLERICAL ASSISTANT GRADE 4	282-564	1	1
CLERICAL ASSISTANT GRADE 3	235-597	5	1
CLERICAL ASSISTANT GRADE 2	223-535	9	1
CLERICAL ASSISTANT GRADE 1	177-182	2	1
POSITION NO.			
SECTION			
SECTION			
TOTAL NO. OF OFFICES		1	2

[illegible]

PUBLICITY

Details of the radio, television, and film programmes and publications submitted in evidence by the Department of Immigration are given below.

RADIOA.B.C. Programmes:

The Department provides special radio programmes to the A.B.C. which have included -

- . Six dramatisations on migration which were broadcast by the A.B.C.'s Education Service in Perth and Melbourne.
- . Two documentaries on migration which were broadcast by the A.B.C.'s Education Service in Melbourne.
- . Three series of twelve interviews, each of which was used on the national programme 'Monday Showcase'. The three series were entitled 'Meet the Migrants', 'Musical Migrants' and 'Migrant Recipes'.
- . Items for use in the 'Scope' radio documentary programme.

Service to European radio stations:

The following are examples of the types of programmes produced by the radio journalist, mostly in the appropriate languages, and distributed in migrant source countries in the last two years:-

Italy:

- . One folk song programme and one jazz programme with Australian artistes.
- . A direct broadcast in Italian from the ringside of the Gattellari-Buzzoni world title fight in Sydney in December, 1965. During the description many favourable references were made to the large Italian community in Australia. The famous Italian film star, Walter Chiari, who was then in Australia for the making of the film 'They're a Weird Mob', spoke on the broadcast about his favourable impressions of Australia.

- Four general talks about Australia and three special interviews with Italian migrants have also been sent to the Italian Radio Broadcasting Service for use.

Malta:

- A folk song programme and a jazz programme.
- Six interviews with Maltese migrants.
- A special documentary on wool research in Australia.
- Three half-hour news specials were sent to Radio Malta on Compac Cable during the visit of the Maltese Prime Minister in November, 1966.

The Netherlands:

- A folk song programme and a jazz programme.
- Twelve interviews with Dutch migrants and many talks in Dutch.
- A Compac Cable broadcast in Dutch of the Eldo rocket launch was arranged and produced in November, 1966. This was used on all Dutch radio stations and also in Belgium. Interviews with Dutch migrants working on the project were included in the programme.

Belgium:

Assistance with 20 programmes prepared for Flemish Radio by Miss Verbeke, Belgian-born Departmental Officer.

Switzerland:

A folk song programme, a series of eight interviews with migrants and several talks.

Britain:

Twelve interviews have been sent and used on various talks programmes of the B.B.C. These have included direct Compac Cable reports such as the opening of the Honeysuckle Creek Tracking Station in March, 1967, and an interview with the winner - a British migrant - of the Gertrude Kumm Award at the 1966 Citizenship Convention in Canberra. There is also regular consultation and work with B.B.C. representatives in Australia who send their own programmes to Britain.

Norway:

A folksong programme and two short talks.

Sweden:

- . A folk song programme and a jazz programme.
- . Three half-hour dramatisations in English on life in Australia which were broadcast on Swedish Radio to high school students. The Swedish Educational Broadcasting authorities produced 40,000 booklets containing a large section on Australia, which were used in conjunction with the broadcasts.

A by-product of the folk song programme was the recent release in Sweden by a leading record company of a long-playing record of Australian Folk Songs sung by a Swedish pop group, Sten and Stanley. Their interest in Australian folk songs was stimulated after hearing the programme the Department had produced for Swedish Radio.

- . Assistance for Radio Sweden officers on visits to Australia sponsored by the Department.

Spain:

- . A folk song programme and two special interviews with Spanish migrants.
- . Two documentaries on life in Australia have also been sent and used.

Finland:

A folk song programme and a documentary programme on how Finnish children live in Australia.

Germany:

- . Thirty talks and interviews with German migrants sent to the different radio stations.
- . A folk song programme and a jazz programme.
- . A documentary on the Eldo rocket launch was sent in June, 1966, by Compac Cable and used on all German, Austrian and Swiss radio networks.

TELEVISION

Favourable film about Australia, which has resulted from recent visits by television film units assisted by the Department, has been shown on television networks in:

- . Britain: A 60-minute documentary about emigration to Australia from Britain - made by Michael Grigsby for the Granada network - was seen by an estimated 10 million viewers, particularly in the north of England and Scotland.

- . France: Two 20-minute documentaries made by Daniel and Nicole Bertolina were used in the highly-rated French Television network's programme 'Camera Stop'.
- . Austria: Two documentaries made by Messrs. T. Podgorski and H. Schreiber were shown on the Austrian National Television System.
- . Britain: A special film made by well-known television personality Nancy Wise was shown on the popular B.B.C. programme 'Town and About'. Miss Wise's visit to Australia was entirely sponsored and financed by the Department.
- . Malta: The Department, with Mr. J. Darmanin, of Malta, produced a series of television films of life in Australia and of Maltese migrants last year. These were shown in half-hour and hour series during peak viewing times in Malta.
- . The Netherlands: Visits by film crews from three of the different television production companies in the Netherlands have resulted in seven long documentary films being shown at different periods to the four-million Dutch television viewers. (Many favourable stories of these films were also published in Dutch television magazines.)
- . Germany: Film crews from four different television channels in West Germany have made between two and three different films each during visits to Australia.
- . United States: The two largest television production companies in the United States have both made documentary films about Australia which were shown during peak viewing times attracting wide attention. The Department worked with an Intertel team and with C.B.S. to produce T.V. films for showing in the United States. These had a large migration content.

Late last year it financed and helped produce a Christian Television Association T.V. film on the work of the churches for migrants. This film has been used widely by television stations throughout Australia.

Last December-January the Department produced ten special programmes for an Adelaide television station on how members of the Good Neighbour Movement help migrants to settle in the Australian community and is now assisting with a monthly programme for this station.

The Department has made several special films for use on Australian television networks including a film on a naturalisation ceremony, a featurette on migrants being instructed how to learn English, entitled 'Breaking the Language Barrier', which the A.B.C. has just accepted for use over the next three years, and a film on the Good Neighbour Movement in general. This was 'The Helping Hand' which was shown in all States on the A.B.C. 'Australia Today' programme and which is now being used by commercial stations.

The Department frequently provides special film for overseas television networks to use in programmes about Australia. Film about Australia's contenders for the America's Cup was shot featuring migrants working on the yachts. This was sent to Britain and Sweden. Australia was the only country to reply to a request from the East Anglia television channel in Britain for film about former residents of that area who had migrated to different countries. The station used our contribution as a special feature.

Film was despatched and televised in Austria within one week of the Department's receiving a request from Kosmo-film of Vienna for a newsreel item on Australians celebrating Christmas. Film sent to a West German television station to balance a critical film about Australia, which it proposed to screen, was judged so interesting by the producer that, instead of using only five minutes as planned in a half-hour programme, he used 20 minutes and cut the proposed critical film content of 25 minutes to 10 minutes.

FILMS

The Department's first major colour film, 'The Way We Live', designed specifically to inform migrants overseas was not produced until 1959-1960. This 56-minute documentary-type film told the story of what happened to a migrant family in the first few years of their new life in Australia. On film and by commentary most of the questions that potential migrants were then asking were answered. As well as the English version, a European edition was dubbed in various languages, including Dutch, German, French, Danish, Finnish and Swedish. Prints were distributed throughout Britain and Europe and were also shown on ships carrying migrants to Australia. This film had several different voices in the sound track, and shorter up-to-date versions have since been made.

During 1961-62 and 1962-63 film production expenditure mainly involved making informative films such as a featurette on a naturalisation ceremony (mainly for use on television), a film on sponsored migrants travelling by plane from London to Australia entitled 'Thirty Hours to Australia', and assistance towards the production of the film 'A World for Children', (made by the Children's Library and Crafts Movement) which showed migrant children at Bonegilla Reception Centre.

In 1963-64 two general 'service' films, 'Arriving in Australia', and 'The Helping Hand', were completed and work was started on producing the first of 12 films in the Department's 'Life in Australia' film series.

The film 'Arriving in Australia' was designed for showing to migrants on ships just before they arrived in Fremantle and again before Melbourne. It shows official disembarkation procedures, transportation to Bonegilla Reception Centre and assistance given them before families join the Australian community.

'The Helping Hand' is a film showing how members of the Good Neighbour Movement assist migrants in their early years in Australia to settle and find their way in the community. (This has been used on A.B.C. television as well as having general distribution to organisations in Australia interested in immigration.)

In the Department's 'Life in Australia' film series twelve 20-minute colour films were made, one on the capital city of each State and one on a provincial centre in each State. (Brisbane-Cairns, Sydney-Wagga Wagga, Melbourne-Geelong, Adelaide-Mount Gambier, Perth-Geraldton, Hobart-Launceston.)

Production of these films continued throughout 1964-65 and 1965-66. The first five films made in the series (Brisbane, Cairns, Mount Gambier, Wagga Wagga and Geraldton) were made first with English commentaries. A total of six foreign language versions of each of these films was later made. They were in Dutch, German, Italian, Greek, Spanish and French.

The translations of the English script and the recording of the foreign language commentary were arranged and supervised in each case by officers of the Department in the countries concerned, usually the Information Officers. The recorded commentaries were later returned to Australia for the Commonwealth Film Unit to arrange the final mixing of sound tracks and to make the release prints.

Because of the unavoidable cost and delay in obtaining foreign-language dubbing, the Publicity Branch recommended to the Department that the remaining seven films should be made with sound and music but without commentary. Careful scripting, good colour photography, sharp editing from one sequence to another and the use of specially composed music enabled the production of films which are fully abreast of the overseas trend towards documentaries that depend entirely upon the visual to tell their story.

During 1965-66 production of a general 10-minute colour film entitled 'Weekend Fishing' was also completed. Fishing as a sport in Britain and Europe is extremely popular but opportunities are limited; and it was hoped to show that fishing for anyone in Australia was a simple expedition, requiring little preparation or formality, and promising a great measure of comparative success. A large proportion of men thinking of migration often ask if they can fish in Australia. One series of fishing photographs taken at a beach fishing competition in Australia by the Department and shown in Europe is known to have helped influence the migration of many families. The film shows many of the different kinds of fishing available here. By using various locations for filming, the different kinds of fishing in many parts of Australia were shown. The general treatment of the film also allowed it to be used as a pleasant 'opener' at official Australian film and information meetings for potential migrants in Britain and Europe.

The television stations in both Malta and Greece have screened several of the films in the 'Life in Australia' series and have indicated they will accept prints of other films about Australia for screening. Arrangements have been made for prints to be supplied to these stations.

The Dutch television service has screened some of the early films in the 'Life in Australia' series, but rejected later offerings because it felt it was showing too many films on Australia.

Prints of films acquired from most non-government sources are provided on the condition that they are used only at non-commercial screenings. Copyright on music and distribution rights prohibit placement of these films on television networks.

The Department places no fee on the use of its films, and the Department's overseas Information Officers take advantage of every opportunity to get film of Australia used. Television producers overseas have been encouraged to come to Australia after screenings of Australian films.

PUBLICATIONS

The following publications are issued by the Department in Australia and overseas -

1. The Good Neighbour: The Department's monthly journal for migrants. Circulation: 49,500.
2. Welcome to Australia: This leaflet lets new arrivals know at once that the services of the Good Neighbour Movement are available to them. It lists addresses of the Good Neighbour offices and issues a friendly invitation to new arrivals to bring their problems to them. The leaflet is published in 13 languages: English, German, French, Dutch, Italian, Spanish, Serbo-Croat, Finnish, Swedish, Danish, Norwegian, Greek and Maltese.
3. Learn English - How the Good Neighbour can help: This booklet, distributed to members of Good Neighbour Councils, seeks their assistance in encouraging the learning of English among members of their community. It advises Good Neighbours on how best this may be achieved, both through publicity media and by personal approach.
4. Dear Student leaflets: These comprise a series of three leaflets, the first of which is given to all students when they enrol for English lessons, explaining details of the course. The second is a similar leaflet for students enrolling in correspondence courses. The third is sent to students who have ceased either attending classes or posting in their correspondence lessons. This seeks to rekindle their interest by stressing to them the advantages of continuing with the course.
5. Learn English - reply-paid cards: These invite migrants to enrol for classes or correspondence lessons by merely filling in the card and posting it. The text is presented in eight languages: English, German, Finnish, Dutch, Spanish, Serbo-Croat, Italian and Greek. A poster is used in association with the cards.
6. Walter and Connie: These books have been prepared in seven languages (Dutch, German, Italian, French, Greek, Finnish, Serbo-Croat) for use in association with the forthcoming television English lesson programme 'Walter and Connie'.

7. The Good Neighbour Movement: This booklet gives practical advice on helping new arrivals to people who might be potential members of the Good Neighbour Movement, or who may be interested in starting a branch of the Movement themselves.
8. Hospital and Medical Benefits Schemes: These leaflets give detailed information on the schemes. They are published in eight languages (German, Greek, Dutch, Italian, Spanish, Serbo-Croat, French, Maltese).
9. A Handbook of Tools of Trade: This booklet illustrates with line drawings the various types of tools used by tradesmen in Australia and identifies them with their English names. It is out of circulation but material has been prepared for a completely new edition.
10. Citizenship Literature: This comprises an integrated series of folders, leaflets, application forms, reply paid envelopes, posters, and letters from the Minister.

It consists basically of two folders 'An invitation to Australian citizenship' (distributed to migrants) and 'You can help someone to become an Australian citizen' (distributed to Australians).

Both folders are filled with the same contents - a leaflet, 'How to become an Australian citizen', an application form for naturalization, and a reply-paid envelope.

These are made available throughout Australia at all times and are so designed that, when used in conjunction with the series of posters and advertising, they may take the form of a special promotional campaign to encourage naturalization in a certain area.

11. These are Yours: This booklet is presented as a gift from the people of Australia to all candidates at naturalization ceremonies. It includes sections on the Crown, the Government, Australia and its citizens, and their rights and responsibilities.
12. Australia's Naturalization Ceremonies: This is a reference book on naturalization, produced for the guidance of civic authorities called upon to conduct naturalization ceremonies. It deals with the motives and feelings involved in the decision to seek citizenship, outlines the correct procedure for a ceremony, advises on publicity, and suggests the form which speeches might take.
13. Australia and Immigration: Designed primarily as project material for students, this 28-page booklet also serves a useful purpose in answering general inquiries on immigration. The booklet tells the story of the post-war immigration programme and is profusely illustrated with charts, graphs and pictures.
14. Citizenship Convention printing: Printed material produced for the Australian Citizenship Convention includes programmes and agenda papers delivered by prominent speakers. A Digest of the Convention proceedings also is produced.

15. Special publications: From time to time statements or debates of especial importance in the House, or Ministerial statement: which are significant from the policy point of view, are reproduced for distribution in booklet form. Examples of these are: The Ministerial statement and the debate on immigration in the House of Representatives on the 9th, 24th and 29th March, 1966; the address-in-reply speech by the Minister on the Governor-General's speech, on March 7, 1967; the paper, 'Australia's Immigration Policy' by the former Minister for Immigration, Mr. Opperman; the paper, 'Co-operative administration in Immigration', by the Secretary of the Department, Mr. P.R. Heydon; and the booklet, 'The Immigration Planning Council'.

Projected Publications

1. Australia Invites You: Four-colour picture booklet with text, for use in Britain and Europe.
2. Assisted passages: For use in Europe.
3. Electoral Procedure: The Department, working with the Commonwealth Electoral Office, is now producing a booklet to instruct migrants on electoral procedures in Australia, both Commonwealth and State. This will be an expansion of the material which is in 'The Good Neighbour' immediately before Federal elections.
4. Naturalization ceremonies - guide to speakers: This small booklet is being prepared as part of a speaker's kit to give an outline of immigration facts and suggested themes for speeches at naturalization ceremonies. This is intended largely for distribution to Parliamentarians and others likely to be called on at short notice to speak.
5. State and Regional publications: The Department proposes to produce pamphlets giving information in depth about States or regions. These will be for distribution to migrants when their destinations are known.

Publications in Britain

The following range of Fact pamphlets is distributed in Britain:

1. Australia Invites You
2. Facts about Australia
3. Wages, Prices and Taxes in Australia
4. Employment in Australia
5. Housing in Australia
6. Health and Social Services in Australia
7. Education in Australia
8. Women's Angle on Australia
9. National Service in Australia
10. Assisted Passages to Australia
11. Migrant hostels in Australia
12. Getting to know Australians
13. A Welcome Awaits
14. Preparing for your journey
15. Professional Opportunities in Australia (Printed in The Netherlands)

- | | |
|---|------------------------------------|
| 16. Books and Writers in Australia (Printed in The Netherlands | } To be printed in The Netherlands |
| 17. Special Passage Assistance to Australia | |
| 18. Shorter version of 'Professional Opportunities' and series of 20 leaflets on individual professions | |

Publications in Europe

The following Fact pamphlets are produced in The Netherlands in 12 European languages (Dutch, French, German, Italian, Spanish, Swedish, Finnish, Norwegian, Danish, Serbo-Croat, Greek, Maltese). Portuguese editions are in preparation.

1. Facts about Australia
2. Employment
3. Wages, Prices and Taxes
4. Housing
5. Woman's Angle
6. Education
7. Health and Social Services
8. Customs and Quarantine
9. Getting to Know Australians
10. Centres and Hostels
11. A Welcome Awaits
12. National Service

Special Publications

In addition to the pamphlets listed above, the following special publications have been produced in Holland for use in Britain and Europe.

1. Professional Opportunities: In English, for use in Britain, and all Australian overseas posts.
2. Australian Books and Writers: In English, for use in Britain. Special German edition produced for use at Frankfurt Books Fair.
3. Portrait of a Home } In English, Dutch, French, German, Swedish, Finnish, Norwegian, Danish, for use in
4. The Middletown Story } conjunction with model home and town display.
5. People of Australia } Picture books for use in Britain and Europe.
6. Children of Australia }
7. Film Catalogue: In Dutch
8. Maps of Australia: For use in Britain and Europe
9. Posters: Series of 6 in Dutch
10. Fact pamphlet wallets: For use in Europe
11. Visa Registers: For official Departmental use at European posts.
12. Form M300: Produced in 19 languages for official Departmental use at posts throughout the world

New Publications in Production

The following new publications are now in production:

1. 'Avenues' booklet: Comprising part of 'Professional Opportunities' and designed for separate use. For distribution in Britain.
2. 'Professions' leaflets: A series of 21 'break-out' leaflets from 'Professional Opportunities'. For distribution in Britain.
3. Australia - Land of surprises: A special Fact pamphlet for children, to be produced in all languages. (This has just been completed.)
4. Film Catalogue: In Swedish.
5. Special Assisted Passages leaflet: For distribution in Britain and Europe.

Publications in the United States of America

The following publications were produced, as an interim measure, while more specialised texts were in preparation:

1. 'Australia': A composite Fact pamphlet which includes sections on geography, climate, government, the economy, the standard of living, the cost of living, housing, education, employment, health, social services, and immigration.
2. Interim leaflets:

How you Can Get to Australia:

Listing shipping and air services to Australia and including advice on vaccination, etc.

Australian Automobile Retail Price Guide:

A list of car prices in Australia, supplied by the I.R.M.A., plus brief notes on traffic regulations, cost of registration, running costs, and a warning about possible costs of converting left-hand drive vehicles for Australian use.

Education in Australia:

Actually comprising three separate leaflets, 'Schools' (primary and secondary), 'Technical Education' and 'Universities', outlining Australia's education system at these levels.

For Americans Going to Australia:

Outlining visa requirements, sponsorship system, passage assistance available and travel arrangements (including hostels).

Projected Publications

For 1967-68, material in the booklet 'Australia' and the interim leaflets will be absorbed in a range of Fact pamphlets. The interim leaflets will then be discontinued. 'Australia' will be presented with a more generalised text. The publications (for which material is now with the printers in New York) will be:

1. Australia
2. Professional Opportunities in Australia
3. Opportunities on the Land in Australia
4. Commercial and Business Opportunities in Australia
5. Job Opportunities in Australia
6. Your Journey to Australia
7. Employment in Australia
8. Wages, Prices and Taxes in Australia
9. Housing in Australia
10. Health and Social Services in Australia
11. Education in Australia

Source: Department of Immigration