

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

1970—Parliamentary Paper No. 67

*Joint Committee on the
Australian Capital Territory*

REPORT ON
THE MILK INDUSTRY OF
THE AUSTRALIAN CAPITAL TERRITORY

*Brought up and
ordered to be printed 22 May 1970*

COMMONWEALTH GOVERNMENT PRINTING OFFICE
CANBERRA: 1970

JOINT COMMITTEE ON THE AUSTRALIAN CAPITAL TERRITORY

1. The Committee was appointed for the life of the 27th Parliament by Resolutions of the House of Representatives and the Senate on 25 November 1969. It was first appointed by Resolutions of both Houses of Parliament on 8 November 1956 and re-appointed in succeeding Parliaments. The Resolutions appointing the Committee on 25 November 1969 gave it power to consider and make use of the minutes of evidence and records of the Joint Committee on the Australian Capital Territory appointed in the previous Parliament relating to any matter on which that committee had not completed its inquiry.

2. The duties of the Committee are to:

- (a) examine and report on all proposals for modifications or variations of the plan of lay-out of the City of Canberra and its environs published in the *Commonwealth of Australia Gazette* on the nineteenth day of November 1925, as previously modified or varied, which are referred to the Committee by the Minister for the Interior; and
- (b) examine and report on such other matters relating to the Australian Capital Territory as may be referred to the Committee by the Minister for the Interior.

3. PERSONNEL OF THE COMMITTEE

Chairman	..	Senator John E. Marriott
Deputy Chairman	..	Mr F. M. Daly, M.P.
Members	..	Senator D. M. Devitt
		Senator C. R. Maunsell
		Senator R. G. Withers
		Senator B. R. Milliner
		Mr J. R. Fraser, M.P. ¹
		Mr E. M. C. Fox, M.P.
		Mr J. M. Hallett, M.P.

All, with the exception of Senator B. R. Milliner and Mr J. M. Hallett, M.P., who replaced Senator J. P. Toohey and Mr J. A. England, E.D., M.P., respectively, served on the Committee appointed by the 26th Parliament.

¹ Deceased 1.4.70, formerly Deputy Chairman.

CONTENTS

<i>Paragraphs</i>		<i>Page</i>
	Summary of Principal Recommendations	v
1-2	The Inquiry	1
3	Introductory	1
4-20	Economic and Marketing Factors affecting the Milk Supply Industry	1
21-38	Extent to which Elements of Cost included in these factors affect the Price of Milk	4
39-56	Economic and Marketing Factors affecting the Milk Distribution Industry	7
57-71	Extent to which Elements of Cost included in these factors affect the Price of Milk	10
72-90	Total Profit of the Industry and its Distribution	11
91-116	Aspects of the Industry adversely affecting the Community and steps which should be taken to remedy them	15
117-120	Acknowledgments	18
	Appendix—List of Witnesses	19

SUMMARY OF PRINCIPAL RECOMMENDATIONS

- (1) That an independent Milk Authority be established in the A.C.T.
- (2) That the economics of the present competitive situation should be investigated by the proposed Milk Authority.
- (3) That *Public Health (Dairy) Regulation Number 63* be amended to allow milk processed and packaged to acceptable standards outside the A.C.T. to be sold in Canberra.
- (4) That consideration be given to reducing the price of milk in the A.C.T. by one cent a pint.
- (5) That further investigation take place into the packaging of milk with a view to marketing it in the future in more convenient and less costly containers.
- (6) That discounts in price be allowed to householders for quantity purchases.
- (7) That prices paid for milk delivered to Canberra factories should be based on the prices quoted by available suppliers.
- (8) That milk companies purchase more milk from areas which experience less marked fluctuations in output due to seasonal conditions, e.g. North Eastern Victoria and Southern Riverina districts.
- (9) That there be more direct transport of milk by road tankers.
- (10) That the closest liaison be maintained with all bodies outside the A.C.T. which have influence over its supplies of milk, both now and in the future.
- (11) That the *Public Health (Dairy) Regulations* be amended to permit the sale of special types of milk and cream such as those with a low fat content.
- (12) That the *Public Health (Dairy) Regulations* be amended to reduce the substantial wastage when milk is tipped on being returned to the factory unsold from a milk run.
- (13) That a system of one brand zoning be introduced to rationalise the vending sector of the industry.
- (14) That everything possible be done to make milk vending attractive as a full-time occupation.
- (15) That the price of milk runs should reflect the profitability of their operation.
- (16) That the allocation of new milk runs be administered by the Milk Authority.
- (17) That where milk runs become uneconomic there be a reorganisation of runs to provide vendors with a viable business.
- (18) That procedures ensure that lessees of milk runs and labour employed by licensed vendors satisfy the same requirements as to personal health and character as do licensed vendors and conform to industrial regulations.
- (19) That the *Public Health (Dairy) Regulations* be amended to allow other dairy products and fruit juices to be distributed by vendors.
- (20) That nothing in official regulations should prevent the adoption of technically acceptable types of containers which would facilitate the distribution of milk to households in bulk.

- (21) That the period over which milk can be delivered should be restricted to the evening concluding not later than midnight.
- (22) That closer liaison be maintained between the milk supply companies and city planning authorities in respect of location of distribution depots.
- (23) That the *Public Health (Dairy) Regulations* be amended to eliminate the requirement for a licensed milk vendor to have a permanent garage for his vehicle.
- (24) That the number of deliveries to retail outlets be reduced.
- (25) That milk and cream containers (or caps) should be marked with a code number being the date of the month on which the contents were pasteurised.
- (26) That a system of tokens be adopted to facilitate payment for milk.
- (27) That deliveries of milk be restricted to six days a week.

JOINT COMMITTEE ON THE AUSTRALIAN CAPITAL TERRITORY

REPORT ON THE MILK INDUSTRY OF THE AUSTRALIAN CAPITAL TERRITORY

THE INQUIRY

1. On 16 July 1969, in a letter to the Committee, the Minister for the Interior, the Hon. P. J. Nixon, M.P. requested it to examine and report upon the milk industry in the Australian Capital Territory in respect of the following:

- (i) what are the economic and marketing factors affecting the milk supply industry within the Australian Capital Territory;
- (ii) to what extent do the elements of cost included in these factors affect the price of milk in the Australian Capital Territory;
- (iii) what are the economic and marketing factors affecting the milk distribution industry within the Australian Capital Territory;
- (iv) to what extent do the elements of cost included in these factors affect the price of milk in the Australian Capital Territory;
- (v) what is the total profit of the industry and is that profit being distributed equitably;
- (vi) are there any aspects of the industry which adversely affect the community of the Australian Capital Territory;
- (vii) if so; what steps should be taken to remedy them in the best interests of the Australian Capital Territory.

2. On 22 July 1969 the Committee agreed to undertake the inquiry.

INTRODUCTORY

3. The Committee advertised in newspapers throughout south eastern Australia inviting submissions from interested persons and organisations. Additional witnesses were also called by the Committee. The Committee took evidence from representatives of associations in the Canberra community and from private citizens. In all twenty-seven submissions were received by the Committee.* Evidence was taken at twelve public hearings and, in addition, the Committee held twelve deliberative meetings during its consideration of the reference.

(i) What are the economic and marketing factors affecting the milk supply industry within the Australian Capital Territory?

4. It appears to your Committee that successive Ministers for the Interior have been concerned primarily to ensure that the people of the Australian Capital Territory have available to them adequate quantities of good quality milk at all times. This has been achieved so far through the supply and distribution of milk and cream by two independent milk processing companies competing for business. The responsibility for ensuring that the milk and cream provided is of the highest standard is that of the Department of Health which is also the sole government authority regulating this industry in the A.C.T.

* See Appendix for list of witnesses.

5. As in the case of other large urban communities Canberra is unable to produce sufficient milk to meet the requirements of its population. Apart from seasonal conditions which produce fluctuations in the output of dairy herds located within the A.C.T. and which necessitate the importation of milk from other areas at certain times of the year, Canberra's difficulty has been exacerbated by the unusual nature of its development. The population of the city is increasing at an abnormal rate annually. In addition, this population has at present an uneven age distribution with a large proportion in the younger age groups whose milk consumption is greatest. This tendency is expected to persist for some time in the future.

6. To meet the increasing demand for land and to bring to fruition the plans for a national capital, the area of existing farm land is being progressively reduced. The impact of this has been particularly severe on dairy farms and has led to a steady decline in local milk production.

7. Bearing in mind that there are no acceptable substitutes for milk, your Committee is mindful of the need to ensure that alternative sources of supply are forever available to meet the requirements of the rapidly growing community.

8. Despite the termination of their leases a number of former Australian Capital Territory dairymen have re-established themselves across the border in nearby areas of New South Wales. Already several of the new farms are sending milk to Canberra and the outlook for steadily rising production from these farms is promising.

9. The policies of the two processing companies supplying milk to Canberra are designed to ensure that there will be no shortage of milk. One of the companies has, since its entry to the local market, undertaken to purchase all milk produced in the A.C.T. In addition both companies have permanent links with dairy factories supplied from major milk producing areas outside the A.C.T., yet close enough for milk to be transported to Canberra with little difficulty.

10. Major sources of supply are the North Eastern Region of Victoria, the nearby Albury district and also the Bemboka and Tumut districts in N.S.W. Increasing quantities of milk are coming from the South Coast of N.S.W., particularly from the area centering on the Bega Valley. In this area many farmers are now in the process of converting to the production of greater supplies of market milk. Milk is also obtained from the Goulburn, Moss Vale and Camden districts in exceptional circumstances such as dislocation of supply from the established areas. Your Committee has ascertained that the major milk producing areas of the Goulburn Valley in Victoria and of the Southern Riverina District in N.S.W. could become suppliers of milk to the A.C.T.

11. Transport of milk to Canberra is normally by rail in special bulk containers. Substantial quantities also come by road from the Bega Valley as there is no rail link with this region. Your Committee has heard evidence which indicates that the movement of milk by road tankers direct from the Kiewa district in North Eastern Victoria is feasible. At present some of this milk is taken by road tanker to Albury where it is transferred to rail tankers. It should be noted that rail is the cheaper means of transporting milk in New South Wales. However, in the case of milk coming from the Kiewa district, savings in transport costs could be effected by eliminating the transshipping stage at Albury.

12. Evidence has been given that milk could be transported to the A.C.T. by road in cartons and delivered more economically to shops and households. However, implementation of the Department of Health regulations (paragraph 28 refers) preclude this at present.
13. An important factor which will continue to influence the supply of milk to Canberra will be the policies of the N.S.W. Government, such as the recent legislation setting up a state-wide dairy industry authority. Your Committee has heard evidence from an officer of the N.S.W. Department of Agriculture and is assured that the cordial co-operation extended during this Inquiry will be maintained. In Victoria also, where government policies influence the production of milk destined for the A.C.T., the Committee is confident that similar relations can be established when the occasion arises.
14. Your Committee has noted that the policies of both companies at present supplying milk to the A.C.T. are directed towards ensuring regular and adequate supplies of milk. It foresees the time when even these may not satisfy the demand of a far larger market. Consequently attention is drawn to the declared intentions of other dairy companies to participate in the milk processing industry in the A.C.T. should this become economically feasible.
15. Areas even further afield than those already referred to are willing to participate in this market. Consequently your Committee has no fears concerning the maintenance of supplies of adequate quantities of milk to the A.C.T.
16. Your Committee is confident also that milk of the highest quality will continue to be supplied and notes with satisfaction the careful supervision exercised by the Department of Health over the conditions under which milk and cream are produced on the farms in the A.C.T. and processed by the factories. However, your Committee draws attention to the increasing quantities of milk entering the A.C.T. from areas over which the Department of Health has no jurisdiction. It is pleasing to note that the quality of this milk is eminently satisfactory due to the co-operation existing between the local authorities and the N.S.W. Department of Agriculture.
17. Your Committee notes the desire of some consumers for special types of milk, such as those with a low fat content and those having undergone special treatment processes, e.g. Ultra Heat Treated (U.H.T.) and flavoured milk.
18. Milk and cream are at present supplied to the Australian Capital Territory by only two processing companies. Both companies are co-operatives and many of their shareholders are the farmers who provide milk to the respective factories located at Griffith, A.C.T., from local farms directly or via factories in recognised dairy districts. Both companies obtain most of their requirements from areas outside the A.C.T., the milk being brought to Canberra in bulk either by rail or in road tankers. As both companies exist primarily for the benefit of their shareholders, they draw their milk whenever possible from them. In both instances their activities in the A.C.T. constitute part of complex business organisations with their principal fields of operation in New South Wales. The larger of the two, Dairy Farmers Co-operative Limited, is one of the two major suppliers within the Sydney Milk Zone and as such is also an agent of the N.S.W. Milk Board. The other company, The Bega Co-operative Society Limited, does not at present have access to the Sydney market. Both companies have available to

them considerable quantities of high quality milk, and are able to offer their producers sufficient financial inducement to ensure a continuing supply of market milk to their processing factories in the Australian Capital Territory. The companies, while in competition with one another for the local market, have a registered agreement whereby they do not compete on the basis of price.

19. Since entering the Canberra market both companies have expanded their processing plants and both claim to have considerable excess capacity which they expect to utilise as the market increases.

20. Evidence has been given that other milk companies are interested in selling milk processed outside the A.C.T. in cartons to Canberra consumers. However, the application by the Department of Health of its regulation concerning processing (Paragraph 28 refers) has so far excluded these suppliers from the market. Leases for additional sites for processing plants were made available in 1969 by the Department of the Interior but these have not been taken up.

(ii) To what extent do the elements of cost included in these factors affect the price of milk in the Australian Capital Territory?

21. Your Committee recognises that the present price of 12 cents per pint bottle and 14 cents per pint carton of milk paid by the Canberra consumer are the highest paid in any capital city. The Committee has also noted that neither company supplying milk in the A.C.T. allows a discount to householders for large quantities of milk purchased, although this practice obtains in the Sydney Milk Zone where the parent company of one of the Canberra suppliers conducts the greater part of its activities.

22. Throughout the Inquiry considerable evidence was heard from both producers and processors contending that there are abnormal costs involved in maintaining regular supplies of milk to the A.C.T.

23. The principal single component in the present price is that paid to the producer for raw milk and this forms the basis for the price structure. In addition to the normal costs of production which the dairy farmer must meet, the Committee draws attention to the special allowance he receives from the supply companies to ensure that sufficient quantities of market milk are available to meet the demands of the market throughout the year. This loading must be sufficient to induce him to commit his assets to produce milk for household consumption rather than for manufacturing purposes. Your Committee recognises that this incentive does in fact add to the price the householder must pay.

24. The Committee emphasises that the price paid by both local processors to their producers is related to that paid to dairy farmers supplying the Sydney Milk Zone as determined by the N.S.W. Milk Board. In this regard your Committee, recognising the need to ensure all the year round supplies of milk to the A.C.T., also notes that significant quantities are brought to Canberra from areas where the minimum seasonal production is already sufficient to meet foreseeable demands.

25. Your Committee has previously noted the relationship existing between the two local supply companies and their dairy farmers. As the farmers are shareholders in the supply companies it is natural for the companies to attempt

to maximise the return to the producer. The Committee notes that much milk entering Canberra is paid for at the price related to the N.S.W. Milk Board price (though not necessarily the same price) irrespective of its place of origin.

26. Producers who are not shareholders of either company and who do not have access to markets where the N.S.W. Milk Board price obtains, have stated they could supply the A.C.T. at a price significantly lower than the present price. They have indicated that considerable quantities of this milk of high quality would be available throughout the year.

27. A further factor influencing the price of milk is the cost of transporting it to Canberra. Milk is brought from as far afield as Kiewa in North Eastern Victoria and the Bega Valley, distances of 240 and 140 road miles respectively. Despite substantially lower rates available on the N.S.W. Government railways, bulk transport of raw milk by both rail and road to processors in the A.C.T. adds appreciably to the price to the consumer. Evidence indicates that it may be possible to effect some savings by eliminating the transfer of milk from road tankers to rail tankers at Albury. Witnesses from the principal supplier in this region have stated that this could be done.

28. A major cost component in the price of milk is the *Public Health (Dairy) Regulation (Number 63)* as now applied requiring all milk sold in the A.C.T. to be processed here. Witnesses from both companies have claimed that the costs of establishing processing plants in Canberra have been abnormal and that these in part are responsible for the higher price charged to the householder. The companies state that they are at present overcapitalised and that this situation stems in part from the higher building costs in the A.C.T. and from the requirements of the Department of the Interior in respect of site developments within specified periods. As evidence of this, they have pointed to the considerable excess capacity at each plant. While recognising that this will be progressively absorbed as the size of the market increases, they have emphasised that this is a very real cost to them now. A witness from the National Capital Development Commission has confirmed that it is within the power of the Minister for the Interior to modify the regulation relating to site development.

29. The effect of this regulation can be further demonstrated through the reluctance of additional milk supply companies to enter this market. Two suppliers have given evidence that they could draw on supplies of milk produced at a cost substantially lower than that now available. However, neither was prepared to state that this would result in a lower price to the consumer. In their explanations they referred specifically to the cost of establishing a processing plant in Canberra.

30. Other costs which must be taken into account in determining the price of milk are those of handling and processing. The Committee recognises that labour costs to the A.C.T. are higher than in many other parts of the Commonwealth.

31. Your Committee has noted that there is a difference of two cents per pint in the retail price as between milk sold in bottles and milk sold in cartons. It was the widely held view of witnesses that a higher price was justified for milk sold in cartons. It was claimed that cartons are more expensive because the material must be imported. The Committee is not satisfied that the present price difference of

two cents is justified and notes that the price differential in other areas is rarely more than one cent per pint.

32. It is a requirement of the *Public Health (Dairy) Regulation (Number 81)* that milk unsold on a milk run may not be taken out again. It is returned to the factory and tipped. While some of this milk is salvaged for manufacturing purposes, substantial quantities are wasted. The additional handling involved and the loss of the product are cost factors and in the case of cartoned milk the cost of the carton is additional.

33. Owing to the absence of local manufacturers a further cost to the Canberra processor is that of importing most types of equipment and all supplies.

34. Because there is no rail link between the Bega Valley and Canberra, the Committee recognises that The Bega Co-operative Society Limited incurs additional transport costs. Cost of depreciation and of replacement of road tankers is abnormal. This cost is accentuated because of the terrain over which the vehicles travel.

35. Dairy Farmers Co-operative Limited claim to have a special cost situation because of their undertaking to purchase all milk produced on dairy farms in the A.C.T. While the Committee recognises the high degree of efficiency achieved by these local farmers in a difficult environment, it has already drawn attention to their declining numbers and to the reduced production in the area. The Committee is aware that many of the displaced farmers have re-established on farms located variously from 20 to 50 miles from Canberra. This has added to the cost of the milk they produce despite attempts by several to diversify production to offset delivered costs over this period. Apart from the increased cost of transporting their milk to the factory, there have been the costs of purchasing land, construction of farm buildings and installation of new equipment, together with some additional labour costs and costs due to disturbance. Your Committee has noted that farmers required recently to relinquish leases in the A.C.T. have received compensation in accordance with the value of improvements. Until full production is reached on their properties some of these farmers are for the present high cost producers. Dairy Farmers Co-operative Limited has continued to purchase their total output.

36. The presence of two companies supplying milk in the A.C.T. may also be considered a cost factor which could be affecting the price of milk at present. Both companies have testified to the existence of significant unused capacity in their processing plants and include this as a cost when determining the price to be charged. The Committee has already noted that they do not compete on the basis of price.

37. Areas of competition are limited mainly to the semi wholesale and retail vending sectors of the industry. Neither company has referred specifically in its evidence to the costs of identifying its product in the eyes of the consumer. However, the Committee notes that The Bega Co-operative Society Limited purchases its milk on the basis of butterfat content, while Dairy Farmers Co-operative Limited purchases milk on a per gallon basis. This suggests that The Bega Co-operative Society Limited attaches significance to the sale of milk

with a high solid content. The company has emphasised the 'look' aspect of its milk in its attempt to increase its share of the Canberra market.

38. The Committee acknowledges that the milk sold by both companies exceeds the required minimum butterfat content.

(iii) What are the economic and marketing factors affecting the milk distribution industry within the Australian Capital Territory?

39. Your Committee has established that it is not the policy of either company supplying milk to the A.C.T. to engage in household delivery of milk, cream or other dairy products. On entering the Canberra market The Bega Co-operative Society Limited did distribute milk to households but, once the milk runs were established on a firm basis, they were sold to licensed milk vendors who were not employees of the company. Your Committee is aware that some years ago Dairy Farmers Co-operative Limited in Sydney disposed of the milk runs which it then operated. The reluctance of its Canberra branch to distribute milk to households is seen as an extension of company policy.

40. It is recognised that both companies are engaged in distributing milk, cream and other dairy products to semi wholesale and retail outlets and it appears that there is an element of competition in this. Both companies are also concerned to ensure that they are able to compete for trade in the local domestic market. To this end they have entered into contracts with licensed milk vendors to distribute their milk and cream.

41. The distribution sector of the industry claims to operate on a competitive basis. The Department of Health issues licences to vendors. In doing this its sole concern is to ensure that health standards are maintained and it is in no way responsible for the administration of this sector.

42. The negotiation of a contract to distribute milk to Canberra households is a private matter between the company and the individual vendor. Under the contract the company agrees to supply milk to the vendor subject to his agreeing to meet certain conditions. In the case of the contract negotiated with Dairy Farmers Co-operative Limited this does not confer the right to deliver in any defined area but relates to Canberra as a whole.

43. Evidence indicates that the milk vendors of each company have formed separate associations to co-ordinate their dealings with their respective companies. The Committee was told of the formation of the A.C.T. Milk Vendors' Association which includes members of both associations and which has indicated that it aims to further the interests of milk vendors in the A.C.T. as a whole.

44. Within the vending sector of the industry it is possible to discern several types of vendor. There are a number for whom this activity is their sole income. They operate on a family basis and though in the minority, their numbers are increasing. A second type is the vendor who has another job. Some employ outside assistance, others operate with the aid of their families. Some vendors claim to have taken a second job as an economic necessity because of the poor return from their milk runs. Others are supplementing their regular income by delivering milk in their free time. The third type of vendor may be involved on a part-time or full-time basis and usually owns several milk runs. These

he may operate personally with the assistance of hired casual labour employed on a part-time basis, or he may lease them to other vendors in return for a share of the profits. Persons wishing to enter the household vending sector of the industry can only do so by purchasing an existing milk run. It is maintained by some witnesses that part-time vendors are not required to bear the risk inherent in vending as a full-time occupation and, consequently, they are competing unfairly. Many witnesses maintained that milk vending should be a full-time occupation if stability in this sector of the industry is to be achieved.

45. Individual vendors and representatives of the A.C.T. Milk Vendors' Association drew attention to a number of problems confronting vendors. These affect the distribution of milk within the A.C.T. While the contract between the vendor and the milk supply company is one for private negotiation, the vendors believe that in the event of failure to reach agreement it should be possible to refer the matter to an independent arbitrator. They claim that at present they either accept the terms laid down by the company or leave the industry thereby incurring financial loss.

46. Some vendors have also expressed concern over the way in which newly created milk runs are allocated. Once a new residential area is available only some vendors from each association may participate in separate ballots for the right to service the area. This system was instituted by vendors themselves to enable them to share in the benefits from increased sales in new areas. To participate in the ballot the vendor must already hold a run of at least sixty gallons per day. Evidence showed that a vendor whose run had dropped below sixty gallons, for example in one of the older suburbs, and consequently became uneconomical to operate on its own, would be excluded from this ballot.

47. The Committee has also had the speculative aspect of milk vending as a business brought to its attention. On being allocated a new area a vendor may immediately sell the right to develop it, such sales realising in the vicinity of \$1,400. Alternatively, the vendor may develop the run to a capacity of eighty to one hundred gallons over a period of some four years and then sell the run for approximately \$80 per gallon. Your Committee notes the substantial financial gain which can accrue here. Nevertheless, it recognises that the tendency of government authorities to stockpile houses in new areas in anticipation of the movement of departments to Canberra may cause the vendor to operate the new run at a loss for some time.

48. The Committee's attention has also been drawn to alleged irregularities in the ballots. Once a vendor has won a run he is excluded from further ballots until all other eligible members have had an opportunity to participate. Normally a period of from three to eight years will elapse. However, it is alleged that there have been instances of members of a vendor's family also participating in the ballots and difficulties have arisen when attempts have been made to prevent this. Once again vendors have claimed that they have no independent authority to whom they can appeal.

49. Your Committee has noted that a significant difference between the milk industry in the A.C.T. and some other capital cities, e.g. Sydney and Hobart, is the existence of competition in the vending sector. Witnesses have generally criticised the fact that it does exist and have maintained that stability will not be

achieved until vending is rationalised through the introduction of zoning. Under such a proposal residential areas in Canberra would be divided into zones each to be served by a particular vendor. This would preclude any choice of vendor by the consumer. It would, however, further safeguard the vendor's business interest by providing him with a largely guaranteed market. Vendors also maintain that this would reduce costs of operation as they would have less distance to travel than at present. The vendors have not made it clear to your Committee whether they will pass this saving on to the householder in the form of a price reduction.

50. Neither company at present accepts openly the principle of informal zoning, arranged through the co-operation of individual vendors. It is your Committee's view that this does exist to a large extent in the newer suburbs of the Woden Valley and the Belconnen area. As the companies do not share the market evenly and as they are both anxious to increase their share through a competitive process, they are in varying degrees reluctant to embark on this form of 'rationalisation'. Neither company favours a vendor carrying the products of both companies. Both have emphasised that the alternative zoning of one vendor—one brand—could only operate successfully under the direction of an independent authority.

51. Some witnesses representing consumers gave the impression that they wish to retain the choice of vendor and would be opposed to the type of zoning advanced by the vendors. There were also expressions supporting the right of the consumer to choose either brand. The Committee points out that it is possible to purchase the preferred brand at a local store or supermarket as an alternative if one brand zoning is introduced.

52. The distribution of milk in the A.C.T. is affected by the layout of the city of Canberra. The location of the two processing plants in relation to the newly developing areas involves vendors travelling considerable distances before commencing their deliveries. Greater distances are involved for vendors whose initial supplies are exhausted prior to completing their rounds. This problem could be reduced now that sites for distribution depots have been let to the companies in these new areas. Vendors have maintained that the unique street patterns and the size of the home blocks in some of the suburbs involve the vendors having to travel longer distances on foot than is the case in other urban communities.

53. Your Committee recognises that a major factor affecting the distribution of milk is the preference of the local householder as to the time, frequency and point of delivery. Most witnesses favoured delivery either in the early part of the evening or in the morning in time for breakfast. Evidence showed that neither consumers nor vendors would object to deliveries on six days a week. Some favoured the provision by the householder of 'dark boxes' or serveries out of reach of pets for the delivery of milk.

54. Another factor affecting the distribution of milk is the container used. While there appears to be little difference in the effectiveness of either bottle or carton in preventing deterioration due to sunlight, the introduction of cartons exclusively would significantly reduce delivery costs.

55. Your Committee has previously drawn attention to the supervisory role of the Department of Health through the licensing of vendors. The Committee is concerned that under the regulations where a vendor leases his run the then operator

is not under the control of the Health Department. This also applies to casual labour employed by a licensed vendor.

56. The Committee has noted that the vending sector of the industry is in a state of disarray and that a significant proportion of complaints voiced by witnesses relate to this sector.

(iv) To what extent do the elements of cost included in these factors affect the price of milk in the Australian Capital Territory?

57. Attention has already been drawn to the unusual competition in the distribution of milk to Canberra householders, and it has been noted that the policy of each company is to avoid becoming involved in distribution to households. These policies are apparently based on a wish to reduce costs. Presumably the saving on the purchase and maintenance of vehicles and on the employment of additional staff outweighs the advantages of having their own salesmen (vendors) operating in the community.

58. When the vendors decided to impose a delivery fee on each pint of milk a major public issue developed. Had this happened the price paid by the householder would have arisen.

59. Further examination of the extent to which the costs incurred by these vendors affect the price of milk now and could do so in the future will be deferred until a later section of this report. It is sufficient at this stage to emphasise that the cost of distribution to households will continue to be an important factor affecting the price of milk.

60. The Committee recognises that some features of the layout of Canberra may impose additional costs of distribution on the community and that these may be reflected in the price charged for milk. If it is accepted that the developing street pattern involves vendors travelling excessive distances as compared with vendors elsewhere, then this would normally be reflected in the price unless unusual savings can be achieved elsewhere to compensate for this type of cost.

61. Similarly the Committee concedes that the size of the average home block in the older suburbs of Canberra is larger than those found in some other cities requiring vendors to take more time in walking (or running) from their trucks to the point of household delivery. In this regard however, the Committee notes that the terrain of Canberra is predominantly flat and does not present the difficulties that exist in some other metropolitan areas, such as Sydney or Hobart.

62. The distance travelled by vendors in the A.C.T. becomes all the more significant when it is realised that both milk processing plants are located at Griffith (A.C.T.) and only now are measures contemplated to establish distribution depots in the newly developing satellite communities.

63. Vendors who acquire milk runs in these areas may also find themselves confronted with the additional cost of operating two milk runs separated from one another by a considerable distance. If the new run contains a significant number of houses stockpiled for future occupancy the acquisition becomes all the more costly for that period.

64. The Committee draws attention to the *Public Health (Dairy) Regulations* relating to the distribution of milk which preclude the vendor from selling products other than milk and cream from his vehicle. Some witnesses have stated that the vendor's financial position would improve if he were permitted to distribute fruit juices, yoghurt and other dairy products. This is permitted in most other capital cities.

65. The vendor is also required to have a permanent garage for his vehicle before he may be granted a licence. This imposes an unnecessary additional cost.

66. Earlier in the report your Committee referred to that section of the *Public Health (Dairy) Regulations* (Paragraph 32 refers) which prohibits unsold milk taken on a round from being returned for later sale. The Committee notes that one of the supply companies limits to 1% the amount of milk which can be credited to the vendor on its return to the factory. (The other credits him with the full amount returned). This vendor must necessarily include the balance of this unsold milk in his costs. Witnesses have testified that unsold milk averages approximately five per cent of total daily gallonage, though the amount varies considerably over holiday periods. By contrast, evidence reveals that both companies credit all unsold milk returned by retail shops which are serviced by the companies.

67. Retail shops are serviced twice daily by each company. While this in part reflects active competition between the companies (who use their own delivery facilities), it seems unnecessary because of the keeping quality of milk. The practice is said to be warranted by the attitude of the shopkeepers who allegedly are not prepared to stock any milk coded with the previous day's date.

68. The Committee draws attention to the fact that the spread of hours during which milk may be delivered to households in Canberra is far greater than is permitted in other capital cities. While this may be convenient to some householders, it requires processing factories to operate for longer periods than would otherwise be necessary.

69. Your Committee notes that the vending sector of the industry is heavily dependent upon part-time casual labour, usually at penalty rates.

70. Your Committee is also concerned that the speculative element in the vending sector is having an adverse effect on costs. There is a noticeable trend for some vendors to maximise their profits as quickly as possible through the sale of partially developed milk runs.

71. In view of the fact that milk supply companies charge vendors for bottles and breakages, attention is drawn to the possible saving in costs which could be effected by converting to cartons or some other single service container.

(v) What is a total profit of the industry and is that profit being distributed equitably?

72. In examining this aspect of the industry the Committee was concerned basically with the way in which the retail dollar spent on milk and cream is distributed between the sectors, and with the net profits accruing to each one. In particular, the Committee wished to determine whether these were reasonable and whether any sector of the industry had the capacity to absorb increasing costs for any length of time.

73. The dairy farmers, carriers, processing companies, vendors and retail shops are considered to be the sectors each requiring a share of profit. This profit is the net return to each sector of the industry, but in the accounts of the individual firms comprised in each sector the net profit of course stems from their entire activities. To assess the profitability of the milk enterprise it is necessary to apportion income and costs between this and the other activities of the firms. The estimated profit on milk can then be considered as a total per firm engaged, per dollar of capital, or per gallon of milk sold.

74. The Committee recognised a number of difficulties in estimating these net returns. A major difficulty was the allocation of costs and returns shown in the financial accounts of firms which failed to separate their milk and cream activities. Another major problem arose from the need to isolate the operations of the two local processing plants from their main organisations outside the A.C.T. Coupled with this was the extent of milk supply activities outside the A.C.T. for which separate income and cost data was not obtainable. It should also be remembered that the two processing companies follow a policy of maximising their returns to their suppliers (shareholders) both through payments for milk production and through dividends arising from company profits. Hence for a time a lowering of company profits may be acceptable provided that benefits accrue to suppliers by way of an enhanced return on milk deliveries. These companies are therefore not normally profit-motivated in the usual sense. Furthermore the vending sector of the industry presented a special difficulty owing to the failure of vendors to provide their spokesmen with adequate details of their financial operations. The Committee could only conclude from this that comprehensive information simply was not available and this reflects poorly on the business efficiency of many vendors. The Committee made no attempt to inquire into the profitability of retail shops since the cost of milk and cream sales could not be easily isolated from the cost of other sales.

75. To calculate the net profit for each sector the Committee examined financial accounts over a period of time. While most information related to the financial year (or to a series of these) this was not entirely appropriate. Preferably this period should extend between price changes which tend to occur in steps at extended intervals. Costs which tend to change continuously over time could then be related to a uniform price level. However this assessment of profit in a past period would only be useful if conditions subsequently remained similar. This estimate of profit is more relevant when used as a basis for projecting subsequent profits, taking into account foreseeable changes, considerations of economic efficiency, and some concept of 'normality' in seasonal and other conditions. In order to calculate unit costs and to assess the effects of current and possible future price levels upon financial returns as a whole, it was also necessary for the Committee to know something of the quantities of milk and cream involved in the local situation. Finally, to evaluate the gross margins applying in each sector the Committee examined the price structure and the changes in the prices for milk and cream over the period since the entry of Dairy Farmers Co-operative Limited into the local industry.

76. The two companies use Dairy Farmers Co-operative Limited Sydney price structure as the basis for determining the retail price level. The return to farmers

and subsequent margins in Sydney are based on information about quantities of milk produced or handled, incomes and costs examined by the New South Wales Milk Board. It is claimed by the companies that A.C.T. prices have been fixed on the basis of Sydney prices after taking account of estimated additional costs peculiar to Dairy Farmers Co-operative Limited processing plant and to vendors in Canberra. A.C.T. farmers received the same price as the N.S.W. Milk Board's prices at country factories until July 1969. Since then the price has been 1.3 cents a gallon higher. However, the two prices are by no means comparable. Farmers supplying Canberra milk via factories outside the A.C.T. at the same Canberra price as local A.C.T. producers have had their own factories' treatment costs and the cost of transport to Canberra deducted. The N.S.W. Milk Board allows 2.75 cents a gallon for country factory treatment and 2.37 cents a gallon for transport to Sydney, neither of which are deducted. Hence the on-farm return to Canberra suppliers delivering via country factories is considerably less than for Sydney suppliers delivering via country factories. Moreover the A.C.T. branch of Dairy Farmers Co-operative Limited has without apparent justification added 2.75 cents a gallon to its own processing margin for services not carried out by the Canberra branch.

77. The resulting retail price structure is accepted by The Bega Co-operative Society Limited which allows its vendors 1.4 cents a gallon over the Sydney vendors' margin. The returns to its farm suppliers are then calculated as a residual after meeting costs. In estimating these costs the Committee has had difficulty in separating operating costs from the amortization of capital account.

78. In considering the distribution of profit among the various sectors of the industry the Committee wished to ascertain whether each was receiving a fair return for its efforts. The approach to this was largely a comparative one. Taking into account estimated differences in conditions, services rendered and cost levels, the Committee sought to compare gross margins obtaining in the A.C.T. with those elsewhere. Related to this, it compared the proportion of the retail price absorbed by the various sectors of the local industry with those elsewhere.

79. Following on this, the Committee considered the net returns to operators over a recent financial year with the resources of labour and capital used. While the Committee appreciates that these could be adjusted to allow for any known increases in prices or costs during the year, it realises that the milk enterprise of a particular firm may be more or less profitable than other enterprises included in the overall figures.

80. Additional indicators of the profit distribution were obtained from an examination of the prices paid for milk runs by vendors and of the extent of competition between them.

81. The Committee has already drawn attention to the fact that the retail price of milk in the A.C.T. is determined by Dairy Farmers Co-operative Limited and this price is adopted by The Bega Co-operative Society Limited. Indeed, your Committee believes that The Bega Co-operative Society Limited was pleased to abandon price competition because of the high costs it had incurred to gain entry to the market. Hence, in the absence of competition to control the level of milk prices determined by these companies, the only restraints imposed have been their

concern about the effects of price rises on consumption and in the longer term over the possibility of official reaction against profiteering.

82. An examination of statistics from Dairy Farmers Co-operative Limited reveals that this company's gross margin of 16.11 cents a gallon is 13% higher in Canberra than in Sydney. When the 2.75 cents a gallon for factory treatment is included it is in fact 32% higher. The Committee believes that it is unjustified since the evidence shows that the Canberra factory does not perform the services provided for by the N.S.W. Milk Board.

83. Confidence in the level of prices is undermined by the manner in which the last price increase of 1 cent a pint (8 cents a gallon) was distributed by Dairy Farmers Co-operative Limited. The Committee recognises the difficulty of making adjustments of less than one cent a pint. The Committee again draws attention to the need to consider profitability in relation to the total period elapsing between price changes rather than over a set period such as a financial year or at a particular point of time. It notes that the company appropriated four cents of the increase to compensate for anticipated losses and to provide for any rises in costs, particularly labour costs for some time ahead. Two cents of the increase were granted to the vendors, although it was their situation which in the main was the cause of the rise. However, the Committee sees little justification for the rise of two cents a gallon to producers when only 0.8 cents was necessary to restore parity with the Sydney price payable at country factories. It may be argued that this was necessary to compensate for increased costs due to the termination of leases of some A.C.T. producers but this disturbance is temporary. For producers delivering to factories outside the A.C.T. the rise does not seem justifiable.

84. The Committee has already noted that the price paid to producers of milk sent from factories outside the A.C.T. is lower than the corresponding Sydney price. Evidence from the Murray Goulburn Co-operative and the Southern Riverina Dairy Farmers' Association indicates that they are prepared to supply increased quantities of milk to Canberra at about six cents a gallon less than the prevailing cost. As a more than adequate surplus of milk is available from these areas for Canberra's foreseeable needs, your Committee believes that the wholesale price of milk delivered to Canberra factories should be more closely related to quotes from available suppliers, rather than the Sydney price.

85. As 2.75 cents a gallon is included as the cost of factory treatment and no such treatment is carried out, this when considered with the six cents referred to above indicates to the Committee that the price of milk could be reduced by at least one cent a pint (i.e. eight cents a gallon) in Canberra.

86. While such reduction may result in lowered returns per gallon for market milk any resultant increase in consumption would tend to have favourable effects on average returns by reducing the surplus to be disposed of at manufacturing prices.

87. Even accepting that the various premiums over the Sydney Milk Zone margins—which includes the milk vendors—are justified, an offsetting factor in the future could be the cost savings likely to be effected if the Department of Health's Regulations were amended in respect of coding and delivery hours and if the milk vendors' runs were rationalised.

88. The Committee acknowledges the high costs incurred by The Bega Co-operative Society Limited entering the Canberra market. This company amortized the debts incurred as a result of its investment in a very short time (4-5 years). It also provided a substantial increase in its return to the producers by the adoption of the N.S.W. Milk Board price basis.

89. Future capital requirements are not likely to be great as it will take many years before the factory is fully utilised. The only expansion will be in distribution depots and minor plant, for which provision can be made over a longer period. Meanwhile the company has already paid for substantial assets in Canberra and has provided improved gross returns to farmers and is likely to continue to do so.

90. The Committee believes that the returns to the suppliers of The Bega Co-operative Society Limited were depressed during the early years of the company's operations in Canberra due to attempts to amortize the debts in the shortest possible time. The high butterfat content of the milk which is paid for on a butterfat basis must also have depressed returns well below the Sydney market equivalent. Now that the Canberra factory and its equipment are paid for and the rising throughput allows more efficient operation, the Committee sees no reason why the company and its suppliers should not continue profitably if the retail price is reduced by one cent a pint as recommended in this report.

(vi) Are there any aspects of the industry which adversely affect the community of the Australian Capital Territory;

and

(vii) If so, what steps should be taken to remedy them in the best interests of the Australian Capital Territory?

91. There has been a decline in competition between the two milk companies who have an agreement whereby they do not compete on the basis of price. (Paragraphs 18, 36, 37, 81 refer). *The Committee believes that the economics of the present competitive situation should be investigated by the proposed milk authority because the cost to the community of having more than one plant operating below full capacity has been clearly demonstrated.*

92. The absence of a regulating body other than the Department of Health has restricted the community's access to redress of grievances and has denied the various sectors the benefit of an independent arbitrator in disputes. (Paragraphs 4, 41, 45, 48 refer). *An independent milk authority in the A.C.T. could stabilise the vending sector, mediate between vendors and the dairy companies, promote sales, act as a clearing house for complaints and information, and take such action as is considered necessary to regulate the milk trade in the A.C.T.*

93. The conditions of land use, soil and climate in the A.C.T. make it unsuitable for the production of sufficient quantities of low cost milk to meet the needs of a rapidly expanding population. (Paragraph 5 refers).

94. The interpretation of *Public Health (Dairy) Regulation (Number 63)* has precluded the importation of lower cost milk processed outside the A.C.T. (Paragraphs 12, 28 refer). *Your Committee recommends that the regulation be amended to allow milk processed and packaged to acceptable standards outside the A.C.T. to be sold in Canberra.* Your Committee believes that close liaison

with the appropriate authorities in New South Wales and Victoria would ensure that milk of the highest quality would continue to be supplied.

95. The price of milk in Canberra is higher than in all other capital cities and this is most marked in respect to milk sold in cartons. (Paragraphs 21, 31, 72-90 refer). *While it is recognised that costs of processing and distributing are unavoidably higher than in other cities, your Committee believes that this price is too high. The Committee recommends that consideration be given to reducing it by one cent a pint.* (Paragraph 85 especially refers).

96. Your Committee draws attention to the high price charged for milk sold in cartons in the A.C.T. The price of 14 cents for a one pint carton is the highest of any Australian capital city. The price differential between bottled and cartoned milk is also much greater than in Sydney and Melbourne. (Paragraphs 21, 31, 71 refer). *The Committee believes that this price is too high and that the difference between the prices of bottled and cartoned milk is too great. Your Committee recommends that further investigation take place into the packaging of milk with a view to marketing it in the future in more convenient and less costly containers.*

97. There is no discount to householders for quantity purchases, although it is cheaper to deliver milk this way. (Paragraph 21 refers). *Your Committee believes that discounts would lead to increased milk consumption and would in the long run serve the interests of the community and all sectors of the industry.*

98. The determination of the A.C.T. price is not specifically linked to that obtaining in the areas from which supplies are mainly drawn. (Paragraphs 24, 25, 76, 81, 84 refer). *Prices for milk delivered to Canberra factories should be based on the prices quoted by available suppliers.*

99. There are abnormal costs involved in maintaining regular supplies of milk to the A.C.T. (Paragraphs 11, 22, 23, 27, 30, 34, 35 refer). *The Committee believes that these could be substantially reduced if the milk companies were to purchase more milk from areas which experience less marked fluctuations in output due to seasonal conditions, e.g. North Eastern Victoria and Southern Riverina districts. The Committee also believes that some costs could be eliminated through the use of more direct transport by road tankers.*

100. The A.C.T. is dependent for its milk supplies ultimately on the policies of the governments of New South Wales and Victoria. It has no jurisdiction over these supply areas. (Paragraph 13 refers). *The Committee recommends that the closest liaison be maintained with all bodies outside the A.C.T. which have influence over its supplies of milk, both now and in the future.*

101. There is an absence of varieties of milk normally available in large urban communities. (Paragraph 17 refers). *Your Committee believes that the Public Health (Dairy) Regulations should be amended to permit the sale of special types of milk and cream such as those with a low fat content and those having undergone special treatment processes.*

102. *Your Committee believes that the Public Health (Dairy) Regulations should be amended because of modern developments in refrigeration techniques to reduce the quantity of milk tipped.* There is a substantial wastage when milk is tipped on being returned to the factory unsold from a milk run. (Paragraphs 32, 66 refer).

103. Competition in the vending sector has often involved costly duplication of services and has led to instability in this sector. (Paragraphs 41, 49, 56 refer). *The Committee recommends that a system of one brand zoning be introduced to rationalise this aspect of the industry.*

104. Many vendors have second jobs and have come to regard milk vending as a part-time occupation. This together with the lack of business experience of some vendors has contributed to instability in this sector. (Paragraphs 44, 69 refer). *The Committee recommends that everything possible be done to make milk vending attractive as a full-time occupation.*

105. The acquisition of a milk run has become an important form of capital gain for some vendors. Speculators have become active and the price of a milk run has risen steadily. (Paragraphs 46-48, 70 refer). *The Committee believes this is not in the best interests of the community and maintains that the price of milk runs should reflect the profitability of their operation. The Committee regards the present balloting system as unsatisfactory. It recommends that the allocation of new milk runs be administered by the milk authority.*

106. With the development of Canberra some milk runs have become uneconomic. (Paragraph 46 refers). *The Committee recommends that where necessary there be a re-organisation of runs to provide vendors with a viable business.*

107. There is no direct control over lessees of milk runs or over labour employed by licensed vendors. (Paragraph 55 refers). *The Committee recommends that procedures ensure that they satisfy the same requirements as to personal health and character as do licensed vendors and conform to industrial regulations.*

108. Vendors are at present not permitted to carry other products such as yoghurt and fruit juices. (Paragraph 64 refers). *The Committee believes that the use of the vendor's vehicle solely for the cartage of milk and cream is uneconomical and too restrictive and recommends that the Public Health (Dairy) Regulations be amended to allow other dairy products and fruit juices to be distributed as is the practice in other large urban centres.*

109. Milk is not distributed to households in bulk although the half gallon cartons are becoming available through retail outlets. *It is considered that the decision to supply milk in larger containers rests with the dairy companies who must gauge the public demand, but that nothing in the official regulations should prevent the adoption of technically acceptable types of containers.*

110. The spread of hours in which milk can be delivered is too great and results in increased costs. (Paragraphs 53, 68 refer). *The Committee recommends that this be restricted to the evening commencing at the same time as at present, namely at 7 p.m. from May to September inclusive, and at 8 p.m. in the remaining months of the year, concluding at not later than midnight.*

111. Decentralisation of distribution depots has not kept pace with the growth of Canberra. (Paragraph 62 refers). *The Committee recommends that closer liaison be maintained between the milk supply companies and the city planning authorities to ensure that distribution depots are so located as to reduce the transport cost component in the price of milk in the future.*

112. A milk vendor is required to have a permanent garage for his vehicle. (Paragraph 65 refers). *The Committee recommends that Public Health (Dairy) Regulations be amended to eliminate this requirement.*

113. Retail outlets are serviced by the milk companies too frequently bearing in mind modern storage conditions. (Paragraph 67 refers). *The Committee recommends that milk companies themselves take steps to reduce the need for so many costly deliveries.*

114. The system for coding milk and cream to ensure its freshness is ambiguous to many householders. *The Committee believes that coding of these products is in the community interest. However, it recommends that milk and cream containers (or caps) should be marked with a code number bearing the date of the month on which the contents were pasteurised.*

115. The Committee is aware of problems affecting vendors and householders alike. Thefts of money, bad debts and slow payment of accounts are common. Many vendors are required to devote extra time to collecting money. These problems are not peculiar to the A.C.T. *Your Committee believes that these difficulties would be eliminated if a system of tokens such as that operating in Wellington, New Zealand, were adopted here. This would have the further advantage that it lends itself to milk price changes of less than one cent a pint.*

116. *Your Committee recommends that restriction of deliveries to six days a week would be of benefit to the vendors and would be acceptable to householders.* Such a system operates effectively in Brisbane where the problems of storing milk in refrigerators during the summer months are at least as great as in the A.C.T.

ACKNOWLEDGMENTS

117. The Committee gratefully acknowledges the long and devoted service of the former Deputy Chairman, Mr J. R. Fraser, whose death on Wednesday, 1 April 1970, saddened us all. When this Committee was set up Mr Fraser became a member of it and was appointed Deputy Chairman, a position he held throughout its history. He worked strongly and unremittingly for the rights of all sections of the A.C.T. community. Mr Fraser was vitally interested and involved in this Inquiry until the time of his death. He will be greatly missed by the Committee.

118. The Committee expresses its thanks to all witnesses for their valuable contributions and to the various State Ministers who made officers available to assist the Committee. The Committee is also grateful for the many thoughtful submissions placed before it.

119. The Committee also records its appreciation to its technical consultant, Mr I. Macfarlane, Investigation Officer, Bureau of Agricultural Economics, and is grateful to the Secretary, Department of Primary Industry, for making his services so readily available.

120. Finally the Committee places on record its acknowledgment of the splendid manner in which the Clerk of the Committee, Mr Peter Allmond, has so cheerfully and efficiently carried out his duties.

JOHN E. MARRIOTT
Chairman

12 May 1970

APPENDIX

LIST OF WITNESSES

BARKER, Mr C. McC., General Manager, Dairy Farmers Co-operative Limited.
BLACKLOW, Mr H. R., Managing Secretary, Milk Board of Tasmania.
BOURKE, Mrs K. A., Representative, National Council of Women of the A.C.T.
BROOKS, Mr P. F., Vice-President, Southern Riverina Dairy Farmers' Association.
BROWN, Mrs V. F.
CAMPBELL, Mr H. D., Committee man, Southern Riverina Dairy Farmers' Association.
CARGILL, Mr G. D., A.C.T. Milk Producers' Association.
COSTELLO, Mr J. A., Acting Assistant Secretary, Projects and Legislation Branch, Department of the Interior, Canberra.
CROWFOOT, Mr D. W., Chief, Division of Dairying, N.S.W. Department of Agriculture.
DAKES, Mr K.
DALGARNO, Mrs A. P.
FITZGERALD, Mr G. P., Secretary, Amalgamated Milk Vendors' Association of N.S.W.
FLAHERTY, Mr D. M., Milk Vendor.
GREEN, Mr J. J. H., Managing Director, Hygienic Containers Pty Ltd.
HABERFIELD, Mr J. N., Partner, Haberfield's Dairy Company, Albury.
HARRIS, Mrs F. E.
HILL, Mr B. J., Assistant General Manager, The Bega Co-operative Society Limited.
HUNT, Mr G., Milk Vendor.
HUTHNANCE, Mr K. C., Secretary, The Bega Co-operative Society Limited.
IZATT, Mr J. G., Secretary, A.C.T. Milk Vendors' Association.
KRUGER, Mr H. D., Chief Health Inspector, Department of Health, A.C.T.
LYNEHAM, Mr N. L., Acting Director, Planning, National Capital Development Commission.
MCLENNAN, Mr L. J., Secretary, North Eastern Dairy Company Limited, Kiewa, Victoria.
MCROBERT, Mr J. H., Assistant Company Secretary, North Eastern Dairy Company Limited, Kiewa, Victoria.
MARTIN, Mr L. D., Representative, Canberra Consumers Incorporated.
MERTIN, Mr R. G.
MURRAY, Mr J. A., Secretary, A.C.T. Milk Producers' Association.
NADIN, Mr J. B.
NICHOLL, Mr W. K.
O'HANLON, Mrs M.
O'REGAN, Mrs V.
PHILLIS, Mr G. L., Executive Officer (Special Projects), Projects and Legislation Branch, Department of the Interior, Canberra.
PIETRUCHA, Mr G., Milk Vendor.
RATFORD, Mr O. J., A.C.T. Milk Producers' Association.
REILLY, Mr D. A., Australasian Marketing Manager, Hygienic Containers Pty Ltd.
ROSS, Mr A. A., Chairman, Brisbane Milk Board.
RUSK, Mr J. J., Local Manager, Dairy Farmers Co-operative Limited.
RYAN, Dr M., Medical Officer of Health, Department of Health, A.C.T.
SINCLAIR, Mr P. M., Assistant General Manager and Director of Bakers Milk (Tasmania) Pty. Ltd.
SNAPE, Mr L. M., Secretary, Brisbane Milk Board.
SNELLEMAN, Mr H., Financial Controller, Murray Goulburn Co-operative Co. Ltd.
STEVENSON, Mr R. N., Milk Vendor.
STINSON, Mr B. J., President, A.C.T. Milk Vendors' Association.
TROWBRIDGE, Mrs H. A.
WEBB, Mr H. K.
YEOMANS, Mr R. J., Partner, F. W. Duesbury & Company, Chartered Accountants.