



*Joint Committee on Publications*

**REPORT RELATING TO THE  
DISTRIBUTION AND PRICING OF  
PARLIAMENTARY PUBLICATIONS**

**together with appendixes and extracts  
from the minutes of proceedings**

**(FIRST SPECIAL REPORT)**

**THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA  
1971**

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AUSTRALIAN GOVERNMENT PUBLISHING SERVICE  
CANBERRA: 1971

## JOINT COMMITTEE ON PUBLICATIONS

*Standing Order 36 of the Senate (operative from 12 June 1970) states, in part:*

36. (1.) A Publications Committee, to consist of seven Senators, shall be appointed at the commencement of each Parliament, with power to confer or sit as a Joint Committee with a similar Committee of the House of Representatives.

• • • • •  
(3.) When conferring with a similar Committee of the House of Representatives, the Committee shall also have power:

- (a) to inquire into and report on the printing, publication and distribution of Parliamentary and Government Publications and on such matters as are referred to it by the Treasurer, and
- (b) to send for persons, papers and records.

*Standing order 28 of the House of Representatives (operative from 11 June 1970) states, in part:*

28. A Publications Committee, to consist of seven Members, shall be appointed at the commencement of each Parliament with power to confer with a similar committee of the Senate . . . In addition, when conferring with a similar committee of the Senate, the Committee shall have power—

- (a) to inquire into and report on the printing, publication and distribution of Parliamentary and Government Publications and on such matters as are referred to it by the Treasurer, and
- (b) to send for persons, papers and records.

### Personnel of the Committee:

Chairman: Hon. G. D. Erwin, M.P.

Deputy Chairman: Senator the Hon. J. E. Marriott<sup>1</sup>

Members: Senator N. T. Bonner<sup>2</sup>

Senator H. W. Young<sup>7</sup>

Senator G. S. Davidson

Mr J. Corbett, M.P.

Senator P. D. Durack<sup>3</sup>

Mr N. K. Foster, M.P.

Senator G. Georges

Mr D. J. Hamer, D.S.C., M.P.

Senator C. R. Maunsell<sup>4</sup>

Mr L. R. Johnson, M.P.

Senator B. R. Milliner

Mr L. J. Keogh, M.P.

Senator C. F. Ridley<sup>5</sup>

Dr R. J. Solomon, M.P.

Senator R. G. Withers<sup>6</sup>

<sup>1</sup> Discharged 15 September 1971

<sup>6</sup> Retired 30 June 1971

<sup>2</sup> Appointed 15 September 1971

<sup>7</sup> Appointed 19 August 1971

<sup>3</sup> Appointed 19 August 1971

<sup>8</sup> Discharged 19 August 1971

## SUMMARY OF PRINCIPAL RECOMMENDATIONS

### Free Distribution Lists

That university libraries be supplied with one free copy of Parliamentary Papers, Bills and Tariff Proposals, Notice Papers, *Journals* and *Votes and Proceedings* and the weekly *Hansard*, as of right; that college of advanced education, teachers' college, other tertiary institution and secondary school libraries be eligible to receive one free copy, on request; that foreign embassies retain their present entitlement; that all State and municipal libraries be eligible to receive them free on request; that trade, business, employer, employee, professional, commercial and similar organisations (with the exception of newspapers and the Parliamentary Press Gallery) not receive them free; that the political parties referred to in paragraph 38 receive them free on request; and that the Standing Orders and the *Short Description of Business and Procedures of the House of Representatives* be made available according to the abovementioned principles.

(Paragraphs 54, 74 and 81)

That all university, college of advanced education and teachers' college libraries be eligible to receive one free set of the bound volumes of *Hansard*, *Journals*, *Votes and Proceedings* and Parliamentary Papers.

(Paragraphs 56 and 75)

That the free and subscription lists be rationalised and maintained so that persons and organisations eligible for free receipt are not included on the paying subscription lists.

(Paragraph 23)

### Sale Price of Publications

That the annual subscription rate for *Hansard*, Parliamentary Papers, Bills and Tariff Proposals, Notice Papers, *Journals* and *Votes and Proceedings* correspond to the run-on production costs plus postage, labour and overhead costs and that the single copy prices for Standing Orders and the *Short Description of Business and Procedures of the House of Representatives* be priced according to this policy.

(Paragraphs 62, 64, 67, 73 and 81)

That the bound volumes of *Hansard*, *Journals*, *Votes and Proceedings* and Parliamentary Papers be priced in accordance with the annual subscription plus an allowance for binding expenses.

(Paragraphs 55 and 75)

### Daily Hansard

That the daily *Hansard* be made a 'for sale' item as soon as it is possible.

(Paragraph 44)

### Commonwealth Government Printer

That the Commonwealth Government Printer's application for new computer-controlled equipment be reconsidered in the light of the savings which would emanate from the purchase of this equipment.

(Paragraph 43)

## CONTENTS

<i>Paragraph</i>	<i>Page</i>
Summary of Principal Recommendations . . . . .	iii
1 The Joint Committee . . . . .	1
2-4 The Inquiry . . . . .	1
5-81 The Report . . . . .	2
5-17 Introduction . . . . .	2
7-10 Scope of the Inquiry . . . . .	2
11-17 Historical background . . . . .	2
18-23 Distribution of Parliamentary Publications . . . . .	3
24 Pricing of Parliamentary Publications . . . . .	4
25-30 Financial arrangements of the AGPS . . . . .	5
31-33 Educational Institutions . . . . .	6
34-35 Libraries . . . . .	6
36 Executive Government Departments . . . . .	6
37-38 Private organisations . . . . .	6
39-56 <i>Hansard</i> . . . . .	7
39-45 Daily <i>Hansard</i> . . . . .	7
46-54 Weekly <i>Hansard</i> . . . . .	8
55-56 Bound Volumes . . . . .	9
57-75 Principal Parliamentary Publications . . . . .	10
58-62 Parliamentary Papers . . . . .	10
63-65 Bills and Tariff Proposals . . . . .	10
66-70 Notice Papers . . . . .	11
71-73 Journals and Votes and Proceedings . . . . .	12
74-75 General recommendations . . . . .	12
76-81 Miscellaneous Publications . . . . .	13
77 The Australian Senate— <i>An Introduction</i> . . . . .	13
78 The House of Representatives . . . . .	13
79 The Parliament of the Commonwealth of Australia . . . . .	13
80 The Parliamentary Handbook . . . . .	13
81 Standing Orders and Business and Procedures of the House of Representatives . . . . .	14
82-83 Acknowledgements . . . . .	14
Appendix 1—Minutes of Proceedings . . . . .	15
Appendix 2—List of Witnesses . . . . .	25
Appendix 3—List of persons making submissions . . . . .	26
Appendix 4—The cost of subscription issues of Parliamentary Publications . . . . .	27
Appendix 5—Submission from the Clerk of the Senate . . . . .	29
Appendix 6—Submission from the Clerk of the House . . . . .	34
Appendix 7—Submission from the Principal Parliamentary Reporter . . . . .	46
Appendix 8—Submission from the Controller, AGPS . . . . .	50
Appendix 9—Submission from Professor L. F. Crisp, A.N.U. . . . .	61
Appendix 10—Submission from Mr T. D. Sprod, Chairman of the Committee of Australian University Librarians . . . . .	65

## THE JOINT COMMITTEE

1. The Joint Committee on Publications was created in its present form in June 1970 as a result of recommendation 67 of the Joint Select Committee on Parliamentary and Government Publications of 1964.<sup>1</sup> The Joint Committee is constituted by the Publications Committee of the Senate and the Publications Committee of the House of Representatives which usually meet jointly but report separately to their own House. This is the first joint report to the Parliament under the investigatory powers granted by Senate Standing Order 36 and House of Representatives Standing Order 28.

## THE INQUIRY

2. On 15 January 1971 the then Treasurer, Mr Bury, wrote to both Presiding Officers outlining his reasons for wishing the Committee to inquire into a matter which encroached on their domain. In this letter he said:

As a general rule it seems desirable that the selling operations of the publishing service [the Australian Government Publishing Service] should be self-sustaining. A Publications Trust Account has therefore been opened and the normal basis will be to charge to that account the cost of publications accepted for sale and to determine a selling price which will allow the account to recover the cost of acquiring publications plus the incidental expenses of running bookshops, warehouses, the mail order service, etc. It seems equitable that all publications handled through the publishing service should bear a share of the overhead expenses involved in acquisition, stocking and sale and some variations to present arrangements may be necessary to achieve this.

Special arrangements will, of course, be necessary where, for policy reasons, a publication is sold at a price which does not cover all printing and distribution costs. To avoid a continual drain on the Publications Trust Account, any short-fall must be recovered in some other way, usually from the department or authority which originated the publication . . .

Parliament would, of course, wish to continue making widely available at reasonable prices the verbatim records of the proceedings of both Houses, but it is, I think, questionable, whether these prices should be permitted to remain static over a period of some years while prices generally have been rising. It is interesting to note that the price of the weekly Hansards for the British House of Commons is at present 8s 6d<sup>2</sup> per copy and an annual subscription costs £17 6s.<sup>3</sup>

It would seem to me to be opportune to review the whole question of the pricing of Parliamentary publications and the associated financial arrangements. Perhaps this would be an appropriate subject for consideration by the Parliamentary Publications Committee and, if you agree, I shall refer it to the Committee in accordance with Standing Order 28.

3. The Presiding Officers were in favour of the inquiry and on 5 March 1971 Mr Bury wrote to the Committee asking it to consider 'the whole question of the pricing of Parliamentary publications and the associated financial arrangements'.

4. In response to an inquiry by the Committee, Mr Bury's successor as Treasurer, Mr Snedden, wrote:

It will be necessary to take into account the effects of free distribution and I therefore confirm that questions on this matter fall within the ambit of the reference.

<sup>1</sup> Joint Select Committee on Parliamentary and Government Publications—Report dated May 1964, page 40, para 373; Parliamentary Paper No. 32, 1964-65-66, (Vol. IX, p. 35).

<sup>2</sup> Recently increased to 10s (50p) per copy.

<sup>3</sup> Recently increased to £20 10s.

## REPORT OF THE COMMITTEE

### Introduction

5. The Committee invited submissions from interested persons and organisations including the permanent head of each Parliamentary Department; the Controller of the Australian Government Publishing Service; Australian Parliamentary Librarians; University Librarians; Professors of Political Science, Government and Public Administration at Australian Universities; and the parties represented in the Parliament.

6. In all, thirty-eight written submissions were received and verbal evidence was taken from eleven persons.<sup>1</sup> In addition, information concerning current practices in Great Britain, the United States, Canada and New Zealand was provided by the Clerk of the House of Representatives and the Committee received letters from a number of other persons and organisations whose advice it had sought on specific issues which arose during the inquiry.

#### *The Scope of the Inquiry*

7. The Committee investigated the pricing and the distribution arrangements for three classes of Parliamentary Publication. Into the first class falls *Hansard* (the daily, and weekly editions and the bound volumes).

8. The second class of publication will be referred to by the term 'Principal Parliamentary Publications'. This class comprises Parliamentary Papers; Bills; Tariff Proposals; the *Journals* of the Senate; the *Votes and Proceedings* of the House of Representatives; and the Notice Papers of the two Houses.

9. The third classification covers the miscellaneous items which are published by the various Parliamentary Departments for the information of the public, Members and Officers of the Parliament and the Executive. This class includes such publications as the *Parliamentary Handbook*; the *Parliament of the Commonwealth of Australia*, which is sold at the front door of Parliament House for 10 cents; *Business and Procedures of the House of Representatives—A Short Description*; the many pamphlets on the two Houses; lists of Members and Senators and the like.

10. The Committee considered two principal and separate questions: (a) the desirable extent of free distribution of all of these publications and (b) the price which purchasers should be expected to pay for them. The Committee had to bear in mind many different considerations, such as the desirability of providing the public with easily available and inexpensive material relating to the Parliament; the desirability that the Australian Government Publishing Service and the Parliamentary Departments run their publishing operations as economically as possible and the concern that increasing prices or removing certain classes of persons from the free distribution lists might merely cause a reduction in the number of copies of a publication that have to be printed rather than represent a worthwhile saving.

#### *Historical background*

11. Free distribution lists for Parliamentary Publications are maintained separately from the paid lists (referred to below as the 'subscription lists'). Free issues of Parliamentary Publications are authorised by the Presiding Officers and the lists are administered by the permanent heads of the relevant Parliamentary Departments. Application to be placed on a free list is made by writing to them. The subscription lists are maintained by the Controller, Australian Government Publishing Service.

<sup>1</sup> See Appendixes 2 and 3.

12. No attempt appears to have been made to rationalise these systems which have operated in parallel for some years. In evidence to the Committee the Assistant Director (Sales and Distribution), AGPS (Mr Davis) stated that although his staff effected the physical distribution of free issues of Parliamentary Publications he was not aware of the criteria which recipient persons and organisations had to meet to be accepted for the lists. As a result he was not able to suggest to applicants for inclusion on the subscription lists that they might be eligible for free issue of Parliamentary Publications.

13. In the past, it appears that there has been no simple means of revising the free distribution lists for the various Parliamentary Publications or the prices which should be charged for these publications.

14. The situation in respect of most Parliamentary Publications was put succinctly by the Clerk of the House of Representatives in his submission to the Committee when he stated, concerning the free distribution lists maintained jointly by the Clerks of the House and the Senate:

It is probably not since 1930 that they have been seriously re-evaluated . . . Recommendations by your Committee concerning these lists will be appreciated by the Presiding Officers as the lists must be accepted as having 'fossilised' to some extent. This is not to say that they are not continually updated and kept accurate. But I am pointing out that the criteria of eligibility have not been challenged for many years.

15. The Clerk of the House pointed out that it had always been the practice of the Parliamentary departments to accept requests for important working documents at face value and to provide 'adequate' free copies to Members and Officers of the two Houses; executive departments; the press; State parliaments and departments; educational institutions; political and business organisations and representatives of foreign governments. He said:

This practice stems from instructions by the Presiding Officers of the early Parliaments. Distribution lists grew up for all publications. In each specific instance the Presiding Officers gave (or withheld) approval for free issue to applicants. Thus there arose certain classes of persons and organisations for whom this approval became automatic.

16. The Principal Parliamentary Reporter pointed out in his submission that the principles underlying the present distribution of *Hansard* are somewhat more modern, having been laid down by the House of Representatives Select Committee on *Hansard* of 1954.<sup>1</sup>

17. The recommendations of that Committee relating to the daily *Hansard* approximated the categories listed by the Clerk of the House in his submission. The distribution of the weekly edition of *Hansard*, however, is still based on a general instruction given to the then Principal Parliamentary Reporter by the Presiding Officers of the First Parliament.

### The Distribution of Parliamentary Publications

18. The Committee was obliged to consider conflicting factors when discussing the philosophical basis of distribution arrangements for Parliamentary Publications. It was pointed out to the Committee by Professor L. F. Crisp of the Australian National University that there was a natural conflict between a desire on the part of the Government for economy and an obligation on the part of the Parliament to inform the public and the Parliament as fully as possible.

<sup>1</sup> Report from the Select Committee appointed to inquire into the preparation, production and distribution of the 'Hansard' of this House, together with Minutes of Proceedings, and Statements submitted for the information of the Committee. H.R. 1, 1954-55, p. 399.

19. Professor Crisp proposed three basic reasons for the acceptance of broad free distribution criteria for Parliamentary Publications. His first point was that the Parliament should disseminate amongst its own Members all the material essential to their best functioning. The second point Professor Crisp made was that the wide dissemination of Parliamentary Publications is:

essential to the general public's understanding of the transactions, discussions and concerns of Parliament and its committees and to the welfare and guidance of particular sections . . . of the public . . .

Thirdly, Professor Crisp pointed out that the publication of this material would: assist the rising generation of Australians to understand the nature and purposes of Parliament . . . and the issues it is confronting and dealing with.

20. Professor Crisp's suggestion that Parliamentary Publications should be widely distributed free, or at a nominal cost was echoed by Mr T. D. Sprod, Chairman of the Committee of Australian University Librarians, who wrote:

there has been a general concern amongst Librarians that all proper measures be taken to ensure effective distribution of Commonwealth Publications of all kinds to the major libraries . . . Present arrangements for the gratis supply of publications are greatly valued and are a rapid, simple and relatively inexpensive way for the Commonwealth Parliament to disseminate information on its operations and decisions not only to [academics] . . . but . . . to the Australian community at large.

21. With respect to the actual mechanics of distribution the Committee established that parallel systems existed for the distribution of (a) free and (b) subscription copies of Parliamentary Publications. These systems have not been rationalised so that persons and organisations who are eligible for free receipt would be placed on the free lists, even though they apply in the first place for inclusion on the wrong lists (the subscription lists).

22. The Committee found, for example, that the Librarians at the Commonwealth Departments of Health and Labour and National Service pay for annual subscriptions to the Senate and House of Representatives Notice Papers, the *Journals* of the Senate and the *Votes and Proceedings* of the House of Representatives and that the library of the University of Queensland also pays for *Votes and Proceedings*. As well, some 47 educational institutions, 10 libraries and 64 'government' organisations pay an annual subscription for *Hansard*.<sup>1</sup> The Committee considers this to be an unnecessary expense on the part of these organisations which should be eligible for free issue.

23. *The Committee recommends that the free and subscription lists be rationalised and maintained so that persons and organisations eligible to receive publications free be so advised if they inadvertently attempt to subscribe to them.*

### The Pricing of Parliamentary Publications

24. A number of witnesses and persons making written submissions, proposed that a nominal cost should be levied against most Parliamentary Publications in order to separate souvenir hunters from the genuinely interested. But they were concerned that these should not be high enough to discriminate against certain sectors of the community which might be disadvantaged. Accordingly, it was necessary to distinguish carefully between unreasonable impositions on deserving persons and organisations and the reasonable requirement that some organisations and persons might be expected to pay not only a nominal sum for such publications but might be expected to cover a 'fair' proportion of the production and distribution costs. As a

matter of principle, the Committee considered that charging these last-mentioned persons and organisations the run-on production cost plus postage, labour and overhead charges for single copy and subscription purchases of *Hansard* and the Principal Parliamentary Publications would be reasonable.

### Financial Arrangements of the Australian Government Publishing Service

25. Although the short-fall experienced in the Publications Trust Account was one of the reasons for instituting this inquiry, the Committee has not made any recommendations concerning the present financial arrangements of the Australian Government Publishing Service or the administration of this Trust Account. It might be pointed out, however, that the financial arrangements of the AGPS, Treasury and the Parliamentary Departments are complex and at times not clearly logical. The Committee is of opinion that considerable administrative expenses are incurred by one branch of the Publishing Service billing another branch of the Publishing Service for work which it has performed and because of the requirement that the Sales and Distribution Branch work within the capital provided by the Trust Account. This second requirement means that the Sales and Distribution Branch (which is, to all intents and purposes, a retail bookseller) is often seriously under-capitalised and unable to adequately use promotion and advertising techniques to increase sales and profit. The Committee refers the AGPS to the Fifty-fifth, Ninety-ninth and similar reports of the Public Accounts Committee which stressed that inter- and intra-governmental accounting procedures be streamlined, and, if possible, eliminated.<sup>1</sup>

26. The arrangements for the sale of Government Publications have recently been varied by the AGPS. Under the new arrangements the Sales and Distribution Section purchases 'for sale' copies, through the Publications Trust Account, from the Printing Branch of the AGPS at the run-on production cost. These copies are sold either direct to the public at a mark-up of 300 per cent or to booksellers at a mark-up of 300 per cent minus either 33½ per cent or 40 per cent trade discount. These receipts are then paid into the Trust Account. If the Trust Account is not to show a loss the Sales and Distribution Section must necessarily obtain sale revenue sufficient to offset the acquisition and handling costs of the publications they deal with.

27. This requirement can have two possible effects. The first is that the Sales and Distribution Section might deliberately under-stock on a publication because the Trust Account is not sufficiently liquid for it to purchase stocks in large quantities. This can result either in missing a lot of potential purchasers or in necessitating a more expensive re-printing of the publication when stocks run out. The second effect that this practice has is to prohibit the development of further sales centres and the development of adequate marketing techniques. This also leads to a diminution of turnover and profit.

28. In the case of parliamentary publications, the Sales and Distribution Section does not incur any acquisition expenses, their copies being paid for entirely by the Parliamentary Departments.

29. In the case of all of the major parliamentary publications, the Sales and Distribution Section meets the handling, overhead and postage costs, which are considerable, from the Trust Account and is reimbursed by receiving only 25 per cent of the incoming revenue, the remainder being paid into Treasury Miscellaneous

<sup>1</sup> AGPS submission, attachment B3 (Appendix 8, page 56).

<sup>1</sup> Joint Committee of Public Accounts reports Nos 55 and 99 (Parliamentary Papers Nos 87 of 1961 and 54 of 1968).

Revenue. The Controller stated, in evidence given before the Committee, that this has contributed to a short-fall in the Trust Account of about \$50,000 in the last year or so because 25 per cent is not sufficient to cover the handling, overhead and postage costs.

30. The Committee has made certain recommendations concerning the sale price of parliamentary publications which should have the effect of decreasing this short-fall. If this is not the case and the short-fall continues to be substantial, thus producing the problems mentioned above, the Committee suggests that the arrangement whereby only 25 per cent of the sale revenue is paid into the Trust Account be reviewed. In fact, it seems most desirable that revenue from sales of parliamentary publications be directly utilised to extend the operations of the Sales and Distribution Section of the Publishing Service.

### **The Requirements of Educational institutions**

31. During the course of the inquiry the Committee became increasingly aware of the special needs of tertiary institutions for Parliamentary Publications and agreed that in some cases a need for free access to certain publications of the Parliament existed in secondary schools.

32. Certain inconsistencies were found to exist in the distribution lists for the weekly *Hansard*. Some educational institutions, it was discovered, paid an annual subscription for copies of *Hansard*, whilst others received them free of charge.

33. The Committee could find no reason for educational institutions, which are often funded to a large extent by the Commonwealth Government, being required to reimburse an instrumentality of the Government for publications which they receive.

### **Libraries**

34. Between 5 and 10 per cent of those parliamentary publications which are issued free are provided to Australian and overseas libraries. The Committee heard evidence from the National Librarian and received written submissions on various aspects of libraries' requirements from a large number of librarians.

*35. The Committee recommends that steps be taken, through the State Library Authorities, to advise State and municipal libraries that they are eligible to receive principal parliamentary publications and 'Hansards' free, on request.*

### **Executive Government Departments**

36. Outside of the Parliament itself, the principal users of parliamentary publications are the various government departments and instrumentalities. The Committee was concerned that the requirements of these departments were being more than adequately met by the Parliament and in August wrote to the Clerks of the two Houses suggesting that Government Departments be circularised and asked to justify the receipt of more than 10 copies of any parliamentary publication. So far, several replies have been received from departments stating that they are able to reduce their requirements.

### **Private Organisations**

37. The Committee established that a number of private individuals and private organisations were receiving copies of parliamentary publications on the various free distribution lists when it seems perfectly reasonable that they should be asked

to purchase them. *The Committee recommends that the provision of 'Hansards' and principal parliamentary publications free to private individuals and to trade, business, employer and employee, professional, commercial and similar organisations (with the exception of newspapers and the Parliamentary Press Gallery) be discontinued.*

38. In the case of provision of parliamentary publications to the officers of Political Parties the Committee recommends that 'Hansard' and principal parliamentary publications should be made available free, on request, to Federal and State officers of political parties which contest Federal elections and which have a recognised National Secretariat.

### **Hansard**

#### *Daily Hansard*

39. At present approximately 2,700 copies of the daily *Hansard* of each House are printed by the Government Printer and issued free on the morning after the sitting reported. No copies of the daily *Hansard* are sold.

40. In giving evidence to the Committee, the Principal Parliamentary Reporter stated that it had always been his understanding that the 1954 Select Committee intended the daily *Hansard* to be a saleable item. He said:

I know that Members did urge a wider circulation of *Hansard*—particularly the daily—in 1954-55. Dr Evatt said 'this ought to be on bookstalls and for sale at railway stations'. But at that time the Printer (could only) produce 2,000 copies of the House of Representatives daily and 1,500 copies of the Senate daily.

Mr Bridgman went on to explain that at the moment it would not be possible for the Commonwealth Government Printer to produce a larger quantity of the daily *Hansard* as promptly as it is produced now. He also said that although the daily *Hansard* is marked 'proof' almost all of the changes made between its printing and the time of printing the weekly *Hansard* were typographic rather than editorial in nature.

41. In his evidence to the Committee Mr W. G. Murray, Commonwealth Government Printer, advised the Committee that Mr Bridgman's information was correct but that with the provision of new equipment, the funds for which he had applied on two previous occasions without success, producing a larger number of *Hansards* would not create any problems.

42. Mr Murray suggested that the savings which would accrue from the installation of this new equipment, which he estimated to cost some \$755,000 would be substantial and that the equipment would probably pay for itself in the first two years of operation.<sup>1</sup> In a letter to the Principal Parliamentary Reporter which has been made available to the Committee, Mr Murray wrote:

the costs of producing the present quantity of the daily *Hansard* using the old equipment were also estimated and compared to the costs using the new equipment. It was estimated that savings of 52.4 per cent would be obtained using the new equipment to produce the daily *Hansard*. Similar reductions in costs would obtain for most printing produced on the new equipment.

43. *The Committee recommends to the Government that the Commonwealth Government Printer's application for the new equipment which would enable him to set publications such as 'Hansard', Commonwealth Electoral Rolls, the Notice Papers, etc. by computer process, be reconsidered in the light of the savings which would emanate from the purchase of this equipment.*

<sup>1</sup> A reduction of over \$200,000 per annum would be obtained for the cost of printing *Hansards* alone.

44. Bearing in mind that it would not be possible, for some years yet, for the Commonwealth Government Printer to produce a sufficient number of daily *Hansards* for wide public sale on the day following the debates, *the Committee recommends that, as soon as it is possible, the daily 'Hansard' be made a 'for sale' item* which would be expected, in many respects, to compete with newspaper coverage of the previous day's events in the Parliament. The Committee adverts to paragraph 355 of the report of the Joint Select Committee on Parliamentary and Government Publications (1964) which contains a similar recommendation.

45. The Committee considered that the weekly *Hansard*, which is at present produced to the extent of some 9,500 copies for each House, would become a reference document and be produced in more limited quantities with the innovation of the sale of the daily *Hansard*.

#### *Weekly Hansard*

46. The weekly *Hansards* for the two Houses are produced approximately three weeks after the last sitting day in the week which they cover. Some 9,500 copies of the weekly *Hansard* for each House are printed for free issue and sale. At present there are about 1,400 annual subscribers (paying 60 cents per annum for each *Hansard*) and some 8,000 persons or organisations on the free distribution list for each *Hansard*.

47. In accordance with the recommendations in paragraphs 23 and 37 the Committee feels that a number of these subscribers should be informed of their eligibility to receive *Hansard* free and that a number of those on the free distribution lists might be expected to pay an annual subscription for *Hansard*. Into this last category fall, *inter alia*, 691 employee's and employer's organisations and 98 'businesses'.<sup>1</sup>

48. The Committee established that some 2,942 'individuals'<sup>2</sup> receive the weekly *Hansard* free of charge with the compliments of either a Member or a Senator. This represents about 60 per cent of the possible total entitlement of Members and Senators to nominate free recipients.<sup>3</sup> The Committee, whilst not wishing to deprive them of this right of nomination, suggests that all Members and Senators carefully review their lists regularly to ensure that the *Hansards* are being used. The cost to the Commonwealth of these free lists is about \$85,000 per annum.

49. The Committee considered the financial arrangements for the printing and distribution of the weekly *Hansard*. The Appropriation Bill (No. 1) 1971-72 shows an estimated printing cost for the current financial year of \$475,000 for the *Hansards* of the two Houses. This figure represents the charges levied on the Principal Parliamentary Reporter by the Government Printing Office. These charges relate only to actual printing costs and do not cover distribution, labour and postage or other handling charges. As a result, the AGPS absorbs a considerable expense into its miscellaneous distribution vote.

50. The AGPS operates under a Trust Account and under present arrangements, 25 per cent of the retail sale price of publications which it sells is credited to this account. In the case of *Hansard* the reimbursement to the Trust Account is 30 cents per annum for each subscriber to both Houses' *Hansard* whereas the actual distribution and handling costs incurred by AGPS average about \$13 per annum.<sup>4</sup> In view of the necessitous situation of the AGPS's finances and bearing in mind that present subscribers to *Hansard* do not pay a figure which is remotely related to the cost of

<sup>1</sup> AGPS Submission, attachment B1 (Appendix 8, page 55).

<sup>2</sup> AGPS Submission, attachment B1 (Appendix 8, page 55).

<sup>3</sup> Other such recipients could be recorded under the other headings in attachment B1.

<sup>4</sup> See Appendix 4 (page 28).

production of a *Hansard*, but that at the same time such a document should be subsidised, in the interests of a distribution as wide as possible, the Committee has agreed that the price of the weekly *Hansard* should correspond with the total of its run-on production cost,<sup>1</sup> postage, labour and overhead costs.

51. *The Committee therefore recommends that the weekly 'Hansard' of each House be priced at a figure which corresponds with the run-on production cost, postage, labour and overhead costs.*

52. It is expected that the implementation of this recommendation would lead to an increase in the annual subscription cost to about \$27.40 per annum for both weekly *Hansards*.<sup>2</sup> Whilst the Committee is aware that this represents a tremendous percentage increase over the current subscription rate of \$1.20 per annum, it is pointed out that these rates have not been varied for almost 20 years and that the present subscription rate compares most unreasonably with the subscription rate in 1901 (4s per Session). It is pointed out that the weekly *Hansard* of the British House of Commons is sold for ten shillings or 50 new pence per issue as compared to a projected total cost of \$1.27 for the two Australian weeklies. The U.S. *Congressional Record* costs \$45 per annum, and the New Zealand House of Representatives *Hansard* costs \$11.50 per annum for the unbound copies or about \$20 per annum for the bound volumes.<sup>3</sup>

53. If the changes recommended above are effected there will be raised at least an extra \$50,000 per annum in revenue, 25 per cent of which will be credited to the AGPS Trust Account.

54. In considering the distribution arrangements for the weekly *Hansard* (during the period prior to the introduction of a widely available daily *Hansard*) the Committee recommends:

- (1) *that university libraries be supplied with one free copy of the weekly 'Hansard' for each House, as of right; that colleges of advanced education, teachers' colleges, all other tertiary institutions and secondary school libraries be eligible to receive one free copy of the weekly 'Hansard' of each House on request;*
- (2) *that trade; business; employer; employee; professional; commercial and similar organisations (with the exception of newspapers and members of the Parliamentary Press Gallery) be not eligible to receive free copies of the weekly 'Hansard'; and*
- (3) *that in all other respects the present distribution practices be retained.*

#### *Bound Volumes of 'Hansard'*

55. Present practices for the production, distribution and sale of bound volumes of *Hansard* appear to be adequate. However, *the Committee recommends that the purchase price of the bound volumes of 'Hansard' should be raised to a figure corresponding to the annual subscription price for the weekly 'Hansard' plus an allowance for binding.*

56. With regard to the necessity of providing educational institutions with volumes which are adequately indexed and securely bound, *the Committee recommends that all university, college of advanced education and teachers' college libraries be eligible*

<sup>1</sup> The cost of producing copies from the commencement of the actual printing operation. This figure does not contain typesetting costs.

<sup>2</sup> See Appendix 4 (page 28).

<sup>3</sup> See also Appendix 7 (page 49).

to receive one free set of the bound volumes of the 'Hansard' of each House. Apart from the above recommendation the present arrangements should continue.

### Principal Parliamentary Publications

57. The Committee has classified a number of the major publications of the Parliament as 'principal parliamentary publications'.

#### Parliamentary Papers

58. Responsibility for publishing Parliamentary Papers lies with the Clerk of the Senate and the Clerk of the House of Representatives. There are approximately 250 papers ordered to be printed as Parliamentary Papers by one or both of the Houses each year. The average cost of producing one copy of a Parliamentary Paper is estimated by the AGPS at 39 cents for the free issue copies and 44 cents for subscription copies.<sup>1</sup> At the moment approximately 600 copies are issued to persons and organisations on the free distribution list which is maintained by the Clerks of the two Houses on behalf of the Presiding Officers. As well, there are some 95 subscribers who pay \$5 per annum. It is estimated that the production, postage, labour and overhead costs total more than \$100 per annum for each set of Parliamentary Papers.

59. As with the other principal parliamentary publications the Committee was surprised to discover that the cost of an annual subscription was quite unrelated to the production and distribution costs. The annual subscription rate of \$5 has not been revised for many years and it represents about 25 per cent of the postage costs for subscription issues or approximately 5 per cent of the total cost of production.

60. The Committee agreed that tertiary and secondary educational institutions should be entitled to receive, free, one copy of each Parliamentary Paper and that most classes of organisations on the free distribution list should reasonably remain on this list. (See paragraphs 74 and 75).

61. The Committee was somewhat concerned about the production costs incurred by the Commonwealth Government Printer in producing Parliamentary Papers and a special sub-committee has been formed to separately investigate printing standards and to inquire into methods of production. It is expected that with the acquisition of more modern equipment by the Commonwealth Government Printer and the rationalisation of the printing processes, such costs could be considerably reduced.

62. *The Committee recommends that the annual subscription rate for Parliamentary Papers correspond to the run-on production costs plus postage, labour and overhead costs.* It is expected that this will increase the annual subscription rate to approximately \$85 per annum.<sup>2</sup> Whilst the Committee appreciates that this is a considerable increase in percentage terms, it is pointed out that the subscription rates have not been varied for many years and that those persons and organisations which might reasonably be subsidised have all been recommended for inclusion on the free list. The Committee considers it paradoxical that at present the cost of a Parliamentary Paper when purchased singly can often exceed the annual subscription rate (as is to be found in the case of the Minutes of Evidence and Reports of certain Select Committees).

#### Bills and Tariff Proposals

63. The responsibility for printing Bills lies with the Clerk of the House in which the Bill is introduced. As a result, a large proportion of the expense incurred in printing Bills is met by the House of Representatives Department. It is estimated that, on average, each copy of a Bill costs 45 cents to produce.<sup>3</sup> There are some 635 persons

<sup>1</sup> AGPS submission, attachment C2 (Appendix 8, page 58).

<sup>2</sup> See Appendix 4 (page 27).

and organisations on the free distribution list and some 164 subscribers to Bills. All Tariff Proposals are presented in the House of Representatives and the production cost of Tariff Proposals has been estimated at 10 cents per copy. It has been estimated that the cost of producing a set of Bills and Tariff Proposals for one year is more than \$70. The subscription price is currently \$3.50 per annum.

64. *The Committee recommends that the subscription costs be related to the run-on production cost, plus postage, labour and overhead costs in the case of subscribers to Bills and Tariff Proposals.*

65. Again, the Committee is aware that this represents a considerable increase (from \$3.50 to approx. \$38 per annum)<sup>4</sup> but points out that the majority of subscribers are business organisations which can reasonably be expected to bear this charge. As in the case of Parliamentary Papers, it is not uncommon for particularly large Bills to be priced for sale as single copies at a figure equal to or greater than the annual subscription.

#### Notice Papers

66. Both Houses produce a Notice Paper on each sitting day.<sup>5</sup> It is estimated that the Notice Papers of the Senate cost 17 cents and 20 cents per copy for free and subscription issues, respectively, and that the Notice Papers of the House of Representatives cost 22 cents and 25 cents for free and subscription issues.<sup>6</sup> There are some 950 persons and organisations on the free list for both the House of Representatives and the Senate Notice Papers and approximately 20 paying subscribers. The annual subscription for the Notice Papers of both Houses is \$3.50. The production cost of the Notice Papers of both Houses is estimated at some \$35 per annum.

67. In order to bring them into line with other principal parliamentary publications, *the Committee recommends that the subscription cost of Notice Papers of the two Houses correspond to the run-on production cost, plus postage, distribution and handling costs.* This represents an increase to about \$30 per annum.<sup>6</sup>

68. The Committee heard evidence from the Commonwealth Government Printer, the Clerk of the Senate and the Deputy Clerk of the House of Representatives on the production of the Notice Papers. It was established that in 1970 the Printer had put a proposal to the Houses suggesting that if the Notice Papers for the Houses were only printed on the first sitting day each week and that Notice Papers for the later days contained only the Government and General Business and the new questions, a saving of 54 per cent would be realised. This represents some \$33,000 per annum. The Committee was advised that this proposal had been put before the Standing Orders Committee of the Senate which rejected it and that the political parties represented in the House of Representatives had been unable to reach agreement on implementing the proposal. The Committee regrets that it has not been possible to reach agreement on this procedure.

69. The Government Printer also advised that the Notice Papers could be produced in their present form by the new equipment which he has requested, with a saving of 46.8 per cent. This would represent a saving of about \$28,000 per annum. Furthermore if the Printer was to produce a full Notice Paper on the first sitting day of a week and an abbreviated Notice Paper on other sitting days with the new equipment the savings would be between 66 and 68 per cent (i.e. about \$40,000 per annum).

<sup>1</sup> AGPS submission, attachment C2 (Appendix 8, page 58).

<sup>2</sup> See Appendix 4 (page 27).

<sup>3</sup> With the exception of the first day of a new Session.

<sup>4</sup> AGPS submission, attachments C1 and C2 (Appendix 8, pages 57 and 58).

<sup>5</sup> See Appendix 4 (page 27).

70. Accordingly, the Committee again refers the Government to the recommendation contained in paragraph 43 of this Report.

*Journals of the Senate and Votes and Proceedings of the House of Representatives*

71. The *Journals* of the Senate, which are the responsibility of the Clerk of the Senate, are estimated to cost 14 cents and 18 cents per copy for free and subscription issues, respectively.<sup>1</sup> There are approximately 300 persons and organisations on the free list and eight subscribers to the *Journals*. It is estimated that the cost of producing the *Journals* is \$12 per annum per set. The subscription is \$3.50.

72. The *Votes and Proceedings* are the responsibility of the Clerk of the House of Representatives. Approximately 400 copies are provided to persons and organisations on the free issue list and there are thirteen subscribers. The annual subscription to the *Votes and Proceedings* is \$3.50. It is estimated that the costs of production of free and subscription issues are 13 cents and 17 cent per copy, respectively.<sup>2</sup> This adds up to approximately \$10 per annum for a set.

73. The Committee has little comment to offer concerning the present free distribution and subscription arrangements except to reaffirm its recommendation in paragraph 23. However, to bring them in line with the other principal Parliamentary Publications the Committee recommends that the annual subscription rates for the 'Journals' and the 'Votes and Proceedings' be increased to accord with the run-on production costs plus postage, labour and overhead costs. This represents an increase to about \$7 per annum<sup>3</sup> for each, an increase of approximately 100 per cent. Again the Committee points out that those persons and organisations which can justifiably be subsidised have been recommended to be eligible for free access to the publications and that the prices for subscribers have been unrelated to the cost of producing and distributing their copies for many years.

*General Recommendations*

74. The Committee recommends that the free issue lists for principal parliamentary publications be retained in a form substantially the same as at present; that all university libraries receive one copy of each publication, as of right; that all colleges of advanced education, teachers' colleges, other tertiary institutions and secondary schools be eligible to receive them free, on request; that foreign embassies retain their present entitlement; that all State and municipal libraries be eligible to receive principal parliamentary publications free, on request; and that trade, business, employer, employee, professional, commercial and similar organisations (with the exception of newspapers and the Parliamentary press gallery) not receive these publications free; and that the political parties referred to in paragraph 38 receive them free, on request.

75. The Committee recommends, in respect of the bound volumes of 'Journals', 'Votes and Proceedings' and Parliamentary Papers, that university, teachers' college and college of advanced education libraries, be eligible to free receipt, as of right, and that the cost of these volumes to subscribers be in accord with the annual subscription plus an allowance for binding expenses.

<sup>1</sup> AGPS submission, attachments C1 and C2 (Appendix 8, pages 57 and 58).

<sup>2</sup> AGPS submission C2 (Appendix 8, page 58).

<sup>3</sup> See Appendix 4 (page 28).

**Miscellaneous Publications**

76. This category includes:

- Standing Orders (Senate);
- Standing Orders (House of Representatives);
- The Australian Senate—An Introduction* (Senate);
- List of Senators (Senate);
- List of Members (House of Representatives);
- Short Description of Business Procedures* (House of Representatives);
- The House of Representatives* (Pamphlet) (House of Representatives);
- Senate Committees* (Senate);
- The Mace* (House of Representatives);
- Business of the Session* (Senate);
- Work of the Session* (House of Representatives);
- An Introduction to the Australian Federal Parliament* (Joint House Department);
- The Parliament of the Commonwealth of Australia* (Joint House Department) and
- Parliamentary Handbook* (Library).

Of these publications, the majority are sold at subsidised prices and/or are for free issue. The Committee considered the present arrangements for the publication, sale and distribution of most to be satisfactory. Some of the publications deserve comment, however. These are the information pamphlets produced by the Senate, House of Representatives and Joint House Departments which are distributed or sold in large quantities each year, and the *Handbook*.

*The Australian Senate—An Introduction*

77. An 8 page booklet containing a seating plan of the Senate this is a good brief introduction to the Senate.

Approximately 125,000 copies are distributed free, to visitors to Parliament and interested applicants, each year. Information about the cost of this publication was not supplied but the Committee estimates that this exceeds \$6,000 per annum.

*The House of Representatives* (information pamphlet)

78. This is an 8 page booklet outlining the functions of the House. Approximately 70,000 copies are distributed, free, to visitors to Parliament and interested inquirers each year. This booklet costs a little less than 5 cents to publish—an annual expense of \$3,000.

*The Parliament of the Commonwealth of Australia*

79. This is a 24 page booklet containing a number of photographs. About 50,000 copies are sold each year at 10 cents each. This revenue covers the Joint House Department's costs of less than 8 cents per copy. A good complement to the above-mentioned two pamphlets this booklet is good value for school children, especially. In 1968 some 10,500 copies were distributed free to secondary school libraries in Australia.

*The Parliamentary Handbook*

80. This Publication, published once each Parliament, is an extremely expensive production costing perhaps \$20 per copy for the 1971 edition. There is a limited free distribution along the lines of most principal parliamentary publications. As well some 200 copies are distributed overseas and about 500 of the 1971 edition will be put on sale (out of a production run of about 1,300). The Committee agrees with the

Parliamentary Librarian that the *Handbook* should be priced within the reach of the widest possible public and that secondary schools, municipal libraries and interested individuals should be able to purchase it. This question has been referred to the Chairman of the Library Committee.

*Standing Orders; and Business and Procedures of the House of Representatives*

81. In the case of the Standing Orders of both Houses and of the *Short Description of Business and Procedures of the House of Representatives* the Committee found the current free distribution arrangements to be more limited than it thought desirable. *The Committee recommends that the Standing Orders and the Short Description of Business and Procedures should be made available according to the principles recommended for principal parliamentary publications.*

**ACKNOWLEDGEMENTS**

82. The Committee wishes to express its thanks to all those who made written submissions or gave verbal evidence. Lists of witnesses and persons making submissions are attached in Appendixes 2 and 3.

83. The Committee also expresses its gratitude to the *Hansard* reporters who recorded evidence verbatim, and to Mr G. Horsfield, secretary to the Committee, for his invaluable assistance during the course of the inquiry.

G. D. ERWIN  
(Chairman)

Parliament House,  
Canberra.  
September 1971

**APPENDIX 1**  
**EXTRACTS FROM MINUTES OF PROCEEDINGS**

Monday, 15 March 1971

(Twenty-seventh Parliament—5th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Davidson	Mr Foster
Senator Georges	Mr Keogh
Senator Marriot	Mr L. R. Johnson
Senator Milliner	Mr Solomon
Senator Ridley	
Senator Young	

The Minutes of the previous meeting were read and confirmed.

\* \* \*

**Inquiry into the Distribution and Pricing of Parliamentary Publications:**

The Chairman reported the receipt of a letter dated 5 March from the Treasurer asking whether the Committee would consider 'the whole question of the pricing of Parliamentary publications and the associated financial arrangements'. After discussion, the Committee agreed to accept the reference and the Chairman advised that he would inform the Treasurer accordingly.

*Resolved:*

- (i) That the Chairman write to the Controller, AGPS, asking for full information on the distribution of Parliamentary publications to (a) subscribers and (b) persons on free lists and requesting the Controller to make a submission to the Committee on the subject.
- (ii) That the Chairman write to the Clerk of the Senate and the Clerk of the House of Representatives requesting information on the (a) paid and (b) free distribution of parliamentary publications under their control and asking them to make submissions on the subject.
- (iii) That the Chairman write to the Principal Parliamentary Reporter asking for information about (a) paid and (b) free distribution of publications under his control and asking for a submission on the matter. This letter should also ask whether the Principal Parliamentary Reporter experiences any problems in effecting free distribution of *Hansard* and, if so, what the problems are and what might be done to remedy them.
- (iv) That the Chairman write to the Party leaders in the Parliament asking for submissions on the matter of principle involved, i.e. whether the free issue of parliamentary publications is justified and whether the pricing of parliamentary publications should be geared to production costs or whether pricing should be determined so as to make the publications available to the greatest number of people as possible.
- (v) That the Chairman write to the Librarians in all Australian universities and to the head of each Political Science department or Government department in each Australian university asking whether they wish to make any submission on the matter and inviting them to do so if they wish.
- (vi) That Mr P. A. Nott, Controller, AGPS be requested to supply a more detailed description of the reference submitted by the Treasurer and that this description be incorporated in the abovementioned letters.

*Adjournment:*

The Committee adjourned until Monday, 5 April at 9.30 a.m. or such other time as the Chairman should notify to members of the Committee.

Tuesday, 6 April 1971  
(Twenty-seventh Parliament—6th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Davidson	Mr Hamer, D.S.C.
Senator Georges	Mr L. R. Johnson
Senator Marriott	Mr Keogh
Senator Milliner	
Senator Young	

An apology was received from Mr Solomon.

The Minutes of the previous meeting were read and confirmed.

**Appointment of Deputy Chairman:**

*Resolved:*

That the Deputy Chairman of the Joint Committee be the Chairman of the Publications Committee of the House other than that from which the Chairman is drawn.

**Inquiry into the Distribution and Pricing of Parliamentary Publications:**

At the request of the Chairman, the Clerk made a statement concerning correspondence ensuing from the decisions made at the previous meeting. The Clerk also notified the Committee that the Parliamentary Librarian, Parliament House, Sydney had requested that he and other Parliamentary Librarians in Australia be asked to make submissions on this matter.

The Committee deliberated.

*Resolved:*

That a letter be sent to the Librarian of each Australian Parliamentary Library in the same terms as the letters addressed to the Librarians in Australian universities.

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**Adjournment:**

The Committee adjourned until Tuesday, 27 April at 9.30 a.m.

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Wednesday, 16 June 1971  
(Twenty-seventh Parliament—10th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Milliner	Mr Hamer, D.S.C.
	Mr L. R. Johnson
	Mr Keogh
	Mr Solomon

**Inquiry into the Distribution and Pricing of Parliamentary Publications:**

The Committee deliberated.

*Resolved:*

That the Clerk to the Committee write to all university colleges, colleges of advanced education and institutes of technology for information about their needs for Parliamentary Publications and their reasons for having such requirements.

*Resolved:*

That Mr P. A. Nott (Controller, AGPS) and Mr G. B. Davis (Assistant Director (Sales and Distribution), AGPS) be asked to appear before the Committee at its next meeting.

On the motion of Mr Solomon—

*Resolved:*

That the Committee recommend to the Presiding Officers that they write to Government Departments in receipt of more than 10 copies of any Parliamentary Publication requesting them to justify their receipt of the extra copies.

On the motion of Mr Solomon—

*Resolved:*

That the weekly *Hansard* for each House be sold at 25 cents per copy or on an annual subscription of \$5.00.

**Adjournment:**

The Committee adjourned until 9.30 a.m. on Monday, 19 July 1971.

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Monday, 19 July 1971  
(Twenty-seventh Parliament—11th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Marriott	Mr Corbett
Senator Milliner	Mr Hamer, D.S.C.
	Mr L. R. Johnson
	Mr Keogh
	Mr Solomon

An apology was received from Senator Maunsell.

The Minutes of the previous meetings were read and confirmed.

\* \* \*

**Inquiry into the Distribution and Pricing of Parliamentary Publications:**

Philip Anthony Nott, Controller, AGPS; Neil Arthur Boyle, Assistant Controller; Bernard Phillip Shurman, Director (Publishing); and George Bonnar Davis, Assistant Director (Sales and Distribution) appeared before the Committee, and were examined.

The witnesses withdrew.

The Committee deliberated.

**Adjournment:**

The Committee adjourned until 9.30 a.m. on Tuesday, 20 July 1971.

Tuesday, 20 July 1971  
(Twenty-seventh Parliament—12th meeting)

Present:

The Hon. G. D. Erwin (Chairman)

Senator Marriott	Mr Corbett
Senator Milliner	Mr Hamer, D.S.C.
	Mr L. R. Johnson
	Mr Keogh
	Mr Solomon

An apology was received from Senator Maunsell.

**Inquiry into the Distribution and Pricing of Parliamentary Publications:**

On the motion of Mr Hamer—

Resolved:

That Mr W. J. Bridgman, Principal Parliamentary Reporter, be asked to appear before the Committee, at its next meeting, to provide information concerning the distribution of *Hansard*.

*Principal Parliamentary Publications (excluding Hansard): Parliamentary Papers; Bills and Tariff Proposals; Notice Papers of the Senate and the House of Representatives; Journals of the Senate; and Votes and Proceedings of the House of Representatives;*

On the motions of Mr Johnson—

Resolved:

That this Committee recommends that all university libraries be supplied with one free copy of each of the principal parliamentary publications.

Resolved:

That this Committee recommends that the libraries of colleges of advanced education (including institutes of technology) be eligible to receive one free copy of each principal parliamentary publication on request.

Resolved:

That this Committee recommends that the library of each teachers' college be eligible to receive one free copy of each principal parliamentary publication on request.

On the motion of Mr Hamer—

Resolved:

That this Committee recommends that all tertiary institutions, other than those referred to in Mr Johnson's motions, be eligible to receive one free copy of each principal parliamentary publication, relevant to their sphere of activity, on request.

On the motion of Mr Johnson—

Resolved:

That Mr A. P. Fleming, O.B.E., National Librarian, or an officer deputed by him, be asked to appear before the Committee, at its next meeting, to provide information concerning the requirements of libraries, other than those attached to educational institutions.

Resolved:

That the Clerk to the Committee write to the representatives of metropolitan and provincial press, broadcasting and television, asking for their comments on the availability of Parliamentary Publications and requesting them to advise of their need for them and the reasons for their requirements.

On the motion of Mr Hamer—

Resolved:

That Mr Allan Barnes, President of the Parliamentary Press Gallery be asked to appear before the Committee.

Senator Marriott moved—That this Committee is of the opinion that principal parliamentary publications should be made available free, on request, to Federal and State officers of political parties represented in the Federal Parliament.

Debate ensued.

Question—put.

The Committee divided.

*Ayes, 3*

Senator Marriott
Mr Corbett
Mr Solomon

*Noes, 4*

Senator Milliner
Mr Hamer
Mr Johnson
Mr Keogh

And so it was negatived.

Mr Hamer moved—That in the opinion of this Committee, principal parliamentary publications should be made available free, on request, to Federal and State officers of political parties which contest Federal elections and which have a recognised National Secretariat.

Question—put.

The Committee divided.

*Ayes, 6*

Senator Marriott
Senator Milliner
Mr Corbett
Mr Hamer
Mr Johnson
Mr Keogh

*Noes, 1*

Mr Solomon
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And so it was resolved in the affirmative.

On the motion of Mr Hamer—

Resolved:

That in the opinion of this Committee, Foreign Embassies should be eligible to receive principal parliamentary publications free, on request.

On the motion of Senator Marriott—

Resolved:

That in the opinion of this Committee there could be no justification for providing parliamentary publications free to trade, business, employer and employee, professional, commercial and similar organisations.

*Bound Volumes:*

On the motion of Mr Johnson—

Resolved:

That a letter be written to university librarians in receipt of a set of bound volumes of the *Votes and Proceedings* of the House of Representatives, *Journals* of the Senate or Parliamentary Papers, asking them to justify this receipt.

*The Standing Orders (House of Representatives and Senate) and the Short Description of Business and Procedures:*

On the motion of Mr Keogh—

*Resolved:*

That in the opinion of this Committee, Standing Orders and the *Short Description of Business and Procedures* should be made available, on request, according to the principles laid down for principal parliamentary publications.

*Other Parliamentary Publications:*

*Resolved:*

That in the opinion of this Committee, present practices relating to the distribution of lists of Members and Senators, seating plans, the House of Representatives pamphlet, *The Mace*, Senate Committee Reports and other Senate pamphlets are satisfactory.

*Pricing of Parliamentary Publications:*

On the motion of Mr Hamer—

*Resolved:*

That the Clerk to the Committee write to the Controller, AGPS, requesting information concerning the run-on production costs of subscription issues of parliamentary publications.

*Adjournment:*

The Committee adjourned until 9.30 a.m. on Tuesday, 10 August 1971.

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Tuesday, 10 August 1971

(Twenty-seventh Parliament—13th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Davidson	Mr Corbett
	Mr Hamer, D.S.C.
	Mr Keogh
	Mr Solomon

Apologies were received from Senators Georges, Marriott, Maunsell, Milliner and Young, Mr Foster and Mr L. R. Johnson.

The Minutes of the previous meetings were read and confirmed.

*Publication of Evidence:*

On the motion of Mr Hamer—

*Resolved:*

That pursuant to the powers conferred by section 2 (2.), of the *Parliamentary Papers Act 1908-1963*, this Committee authorises publication of the evidence given before it at its previous public hearing.

*Inquiry into the Distribution and Pricing of Parliamentary Publications:*

William John Bridgman, Principal Parliamentary Reporter, Parliament House, appeared before the Committee, and was examined.

The witness withdrew.

The Committee deliberated.

On the motion of Mr Keogh—

*Resolved:*

That the Clerks of the Senate and the House of Representatives, or officers deputed by them, and the Commonwealth Government Printer be invited to appear before the Committee at 10 a.m. on Wednesday, 11 August.

Allan Percy Fleming, O.B.E., National Librarian, and Dulcie Joy Penfold, Principal Librarian (Development Services), National Library of Australia appeared before the Committee, were sworn and examined.

The witnesses withdrew.

The Committee deliberated.

On the motion of Mr Hamer—

*Resolved:*

That in the opinion of this Committee, municipal libraries should be entitled, on application, to receive parliamentary publications free and that all State library authorities should be requested to so advise them.

Allan Roy Barnes, President of the Parliamentary Press Gallery, appeared before the Committee, made an affirmation and was examined.

The witness withdrew.

The Committee deliberated.

On the motion of Mr Solomon—

*Resolved:*

That in the opinion of this Committee the current arrangements for the distribution of parliamentary publications to the Press are satisfactory but some copies of Bills might be provided, at the time of their introduction, to the Press Gallery.

*Publication of Evidence:*

*Resolved:*

That pursuant to the powers conferred by section 2 (2.), of the *Parliamentary Papers Act 1908-1963*, this Committee authorises publication of the evidence given before it at its public hearing this day.

*Adjournment:*

The Committee adjourned until 9.30 a.m. on Wednesday, 11 August 1971.

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Wednesday, 11 August 1971

(Twenty-seventh Parliament—14th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Davidson	Mr Corbett
	Mr Keogh
	Mr Solomon

Apologies were received from Senators Georges, Marriott, Maunsell, Milliner and Young, Mr Foster, Mr Hamer and Mr L. R. Johnson.

**Inquiry into the Distribution and Pricing of Parliamentary Publications:**

James Rowland Odgers, C.B.E., Clerk of the Senate, appeared before the Committee and was examined.

The witness withdrew.

Norman James Parkes, O.B.E., Deputy Clerk of the House of Representatives, appeared before the Committee and was examined.

The witness withdrew.

William Gauld Murray, Commonwealth Government Printer, appeared before the Committee, was sworn and examined.

The witness withdrew.

The Committee deliberated.

On the motion of Mr Solomon—

*Resolved:*

That in the opinion of this Committee the current practice of providing university libraries with bound volumes of parliamentary publications should be continued.

On the motion of Mr Solomon—

*Resolved:*

That this Committee strongly favours increasing the printing capacity of the Commonwealth Government Printing Office for the production of daily *Hansards* as the daily *Hansards* provide a prime means of disseminating information concerning the parliamentary process to the public.

On the motion of Mr Solomon—

*Resolved:*

That in the opinion of this Committee the daily *Hansard* should be sold.

On the motion of Mr Solomon—

*Resolved:*

That this Committee recommends the adoption, as a principle, of charging run-on printing cost plus postage plus labour plus overhead costs for sale copies of all parliamentary publications except *Hansard*.

**Publication of Evidence:**

*Resolved:*

That pursuant to the powers conferred by section 2 (2), of the *Parliamentary Papers Act* 1908-1963, this Committee authorises publication of the evidence given before it at its public hearing this day.

**Adjournment:**

The Committee adjourned until 10 a.m. on Monday, 23 August 1971.

Monday, 23 August 1971

(Twenty-seventh Parliament—15th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Davidson

Mr Corbett  
Mr Foster  
Mr Hamer, D.S.C.  
Mr L. R. Johnson  
Mr Keogh  
Mr Solomon

An apology was received from Senator Marriott.

The Minutes of the previous meetings were read and confirmed.

**Appointment of Senators:**

The Chairman advised the Committee that he had received a letter from the Clerk of the Senate containing an extract from the *Journals* relating to the appointment of Senators Durack and Withers in the places of Senators Maunsell and Young.

**Inquiry into the Distribution and Pricing of Parliamentary Publications:**

On the motion of Mr Hamer—

*Resolved:*

That the Committee's previous resolution of 16 June 1971 concerning the pricing of *Weekly Hansard* be rescinded and that in the opinion of this Committee single copies of the *Weekly Hansard* for each House should be priced at a figure which corresponds to the total of the run-on production cost, postage, labour and overhead costs.

On the motion of Mr Hamer—

*Resolved:*

That in the opinion of this Committee secondary schools should be eligible to receive Parliamentary Publications on the same basis as colleges of advanced education and teachers' colleges.

**Adjournment:**

The Committee adjourned until 9.30 a.m. on Monday, 13 September 1971.

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Friday, 24 September 1971

(Twenty-seventh Parliament—17th meeting)

*Present:*

The Hon. G. D. Erwin (Chairman)

Senator Davidson  
Senator Milliner

Mr Foster  
Mr Hamer, D.S.C.  
Mr Keogh

Apologies were received from Senators Georges and Withers, Mr Corbett, Mr Johnson and Mr Solomon.

The Minutes of the previous meeting were read and confirmed.

**Inquiry into the Pricing and Distribution of Parliamentary Publications:**

***Consideration of the Chairman's Draft Report***

Paragraphs 1-9 severally agreed to.

Paragraph 10 amended and agreed to.

Paragraphs 11-36 severally agreed to.

Paragraph 37 amended and agreed to.

Paragraphs 38-79 severally agreed to.

Paragraph 80 amended and agreed to.

Paragraphs 81 and 82 severally agreed to.

Paragraph 83 amended and agreed to.

***Resolved:***

That submissions substantially referred to in the report be incorporated as appendixes to the report.

Appendices agreed to.

***Resolved:***

That the Draft Report as amended be the Report of the Committee.  
Mr Hamer, supported by other members, expressed appreciation for the assistance given to the Committee by Mr G. Horsfield, Clerk to the Committee.

**Parliamentary Handbook:**

***Resolved:***

That in accordance with Paragraph 80 of the Report of the Committee on the pricing and distribution of parliamentary publications, the Chairman write to the Chairman of the Library Committee concerning the problems being experienced in the production of the *Parliamentary Handbook* and the probable sale price of this article.

**Adjournment:**

The Committee adjourned *sine die*.

**APPENDIX 2**

**List of Witnesses<sup>1</sup>**

Barnes, A. R.	President, Parliamentary Press Gallery, Parliament House, Canberra
Bridgman, W. J.	Principal Parliamentary Reporter, Parliament House, Canberra
Boyle, N. M.	Assistant Controller, Australian Government Publishing Service
Davis, G. B.	Assistant Director (Sales and Distribution) Australian Government Publishing Service
Fleming, A. P., O.B.E.	National Librarian
Murray, W. G.	Commonwealth Government Printer
Nott, P. A.	Controller, Australian Government Publishing Service
Odgers, J. R., C.B.E.	Clerk of the Senate, Parliament House, Canberra
Parkes, N.J., O.B.E.	Deputy Clerk of the House of Representatives, Parliament House, Canberra
Penfold, Miss D. J.	Principal Librarian (Development Services), National Library of Australia
Shurman, B. P.	Director (Publishing), Australian Government Publishing Service

<sup>1</sup> Copies of the evidence given before the Committee are available from the Papers Offices of the Senate and the House of Representatives.

### APPENDIX 3

#### List of Persons Making Submissions<sup>1</sup>

Borchardt, D. H., Chief Librarian, La Trobe University, Victoria
Bridgman, W. J., Principal Parliamentary Reporter, Parliament House, Canberra
Buick, W. G., Librarian, University of Papua and New Guinea
Casson, S. E., Librarian, Parliament House, South Australia
Cope, R. L., Librarian, Parliament House, New South Wales
Corbett, Professor D. C., School of Social Sciences, Flinders University of South Australia
Crisp, Professor L. F., Political Science Department, School of General Studies, Australian National University
Crittenden, V., Librarian, Canberra College of Advanced Education
Gunthorpe, S. G., Librarian, Parliament House, Queensland
Hillyer, R., Secretary, Joint House Department, Parliament House, Canberra
Hinchen, Mrs Nora, Secretary, Sydney Chief Librarians Committee
Horton, A., Librarian, University of New South Wales
Hughes, Professor C. A., Department of Government, University of Queensland
Jolley, L., Librarian, University of Western Australia
Lodewycks, K. A., Librarian, Melbourne University
Moore, A. L., Parliamentary Librarian, Parliament House, Canberra
Nott, P. A., Controller, Australian Government Publishing Service
Odgers, J. R., Clerk of the Senate, Parliament House, Canberra
Pickup, E., Librarian, Parliament House, Tasmania
Raymond, J., Librarian, University of Adelaide, South Australia
Reid, Professor G. S., Political Science Department, School of General Studies, Australian National University
Roberts, J. B., Clerk of the Legislative Council, Western Australia
Spann, Professor R. N., Department of Government, University of Sydney
Sprod, T. D., Chairman, Committee of Australian University Librarians
Stockdale, N., Librarian, Flinders University of South Australia
Townsley, Professor W. A., Department of Political Science, University of Tasmania
Turner, A. G., Clerk of the House of Representatives, Parliament House, Canberra

<sup>1</sup> This list contains the names of persons making submissions to the Committee at its request. Other persons and organisations who replied to specific inquiries of the Committee have not been listed above.

### APPENDIX 4

#### The Cost of Subscription Issues of Parliamentary Publications<sup>1</sup>

##### Notice Papers (House of Representatives)<sup>2</sup>

		Cents per copy	Dollars per annum
Run-on printing cost	.	17	11.90
Postage <sup>3</sup>	.	7	4.90
Labour	.	3	2.10
Overhead	.	2	1.40
<b>Total</b>	.	<b>29</b>	<b>20.30</b>

##### Notice Papers (Senate)<sup>4</sup>

Run-on printing cost	.	6.5	4.55
Postage <sup>5</sup>	.	3	2.10
Labour	.	3	2.10
Overhead	.	2	1.40
<b>Total</b>	.	<b>14.5</b>	<b>10.15</b>

##### Parliamentary Papers<sup>6</sup>

Run-on printing cost	.	18	45.00
Postage	.	8	20.00
Labour	.	4	10.00
Overhead	.	4	10.00
<b>Total</b>	.	<b>34</b>	<b>85.00</b>

##### Bills<sup>7</sup>

Run-on printing cost	.	6	9.00
Postage	.	6	9.00
Labour	.	5	7.50
Overhead	.	5	7.50
<b>Total</b>	.	<b>22</b>	<b>33.00</b>

##### Tariff Proposals<sup>8</sup>

Run-on printing cost	.	10	2.00
Postage	.	6	1.20
Labour	.	5	1.00
Overhead	.	5	1.00
<b>Total</b>	.	<b>26</b>	<b>5.20</b>

<sup>1</sup> These estimates have been prepared by the Committee from information supplied to it and are based on a year of 70 sitting days or 20 sitting weeks.

<sup>2</sup> Based on an average of 85 pages per copy and a run-on printing cost of 0.2 cents per page.

<sup>3</sup> Based on an average size having regard to other publications such as Senate (or H. of R.) Notice Papers with which this publication is despatched.

<sup>4</sup> Based on an average of 32 pages per copy and a run-on printing cost of 0.2 cents per page.

<sup>5</sup> Based on an average of 68 pages per copy, run-on printing cost of 0.2 cents per page and 250 issues per annum.

<sup>6</sup> Based on an average of 15 pages per copy, run-on printing cost 0.4 cents per page and 150 issues per annum.

<sup>7</sup> Based on an average of 22 pages per copy, run-on printing cost 0.4 cents per page and 20 issues per annum.

## APPENDIX 5

### SUBMISSION FROM THE CLERK OF THE SENATE

AUSTRALIAN SENATE  
Canberra, A.C.T.  
18 June 1971

Hon. G. D. Erwin, M.P.,  
Chairman,  
Joint Publications Committee,  
Parliament House,  
Canberra, A.C.T.

Dear Mr Erwin,

I refer to your letter of 19 March 1971 requesting information regarding publications authorised by this Department.

The parliamentary publications under the control of the Department of the Senate fall into the following general categories:

- (a) Notice Papers and Journals
- (b) Parliamentary Papers
- (c) Committee reports
- (d) Information booklets
- (e) Miscellaneous

#### 1. Distribution and cost-price structure

Distribution of publications is carried out by the following methods:

- (a) *Free distribution list:* The content of this list is authorised jointly by this Department and the House of Representatives. It has been the practice to accept requests from organisations or individuals in certain categories for the free supply of parliamentary publications. This is in accordance with the policy of affording the widest distribution possible of these documents. The AGPS administers this distribution and bears handling and postal charges (with the exception of the distribution of Lists of Senators, which costs are reimbursed by this Department).
- (b) *Sales:* All sales, by subscription or single copy, are conducted by AGPS which retains a percentage of the returns, the balance being paid to Commonwealth Revenue (miscellaneous).
- (c) *Free distribution by this Department:* In addition to any distribution made under (a) and (b) above, this Department receives supplies of all publications for stock and distribution to Senators, on request.

	Cents per copy	Dollars per annum
<i>Votes and Proceedings</i> <sup>1</sup>		
Run-on printing cost	3	2.10
Postage <sup>2</sup>	1	0.70
Labour	4	2.80
Overhead	2	1.40
<b>Total</b>	<b>10</b>	<b>7.00</b>
<i>Journals of the Senate</i> <sup>3</sup>		
Run-on printing cost	2.5	1.75
Postage <sup>4</sup>	1	0.70
Labour	5	3.50
Overhead	2	1.40
<b>Total</b>	<b>10.5</b>	<b>7.35</b>
<i>Weekly Hansard (House of Representatives)</i> <sup>5</sup>		
Run-on printing cost	38	7.60
Postage	24	4.80
Labour	7	1.40
Overhead	7	1.40
<b>Total</b>	<b>76</b>	<b>15.20</b>
<i>Weekly Hansard (Senate)</i> <sup>6</sup>		
Run-on printing cost	20	4.00
Postage	18	3.60
Labour	7	1.40
Overhead	6	1.20
<b>Total</b>	<b>51</b>	<b>10.20</b>

<sup>1</sup> Based on an average of 7 pages per copy and a run-on printing cost 0.4 cents per page.

<sup>2</sup> Postage estimated as for Notice Papers.

<sup>3</sup> Based on an average of 6 pages per copy and a run-on printing cost 0.4 cents per page.

<sup>4</sup> Postage estimated as for Notice Papers.

<sup>5</sup> Based on an average of 378 pages per copy and a run-on printing cost of 0.1 cents per page.

<sup>6</sup> Based on an average of 199 pages per copy and a run-on printing cost of 0.1 cents per page.

The following information relates only to the free distribution list and departmental requirements. No details can be submitted regarding sales by AGPS.

*Notice Papers and Journals*

	Notice Papers	Journals		A	B	C	D	E	F	G	H	I
		Proof	Final									
Senators . . . . .	72	59	28									
Members . . . . .	177	128	18									
Parliament House . . . . .	155	121	67									
Commonwealth Parliament Offices . . . . .	7	3	7									
Commonwealth Departments . . . . .	477	63	87									
State Parliaments . . . . .	8	1	10									
State Departments . . . . .	7	..	5									
Libraries and universities . . . . .	13	2	22									
Banks . . . . .	13	1	1									
News media . . . . .	18	7	8									
Political parties . . . . .	8	6	10									
Embassies . . . . .	15	2	9									
Chambers of Commerce, etc. . . . .	7	..	3									
Employees'—Employers' Associations . . . . .	5	..	1									
Miscellaneous Associations . . . . .	14	3	8									
Overseas . . . . .	4	1	43									
	1,000	397	327									
Retained by Printers for binding . . . . .	..	..	200									
Departmental requirements . . . . .	120	30	60									
	1,120	427	587									

*Parliamentary Papers*

For the purposes of distribution, Parliamentary Papers are classified in nine groups:

- Group A. Tariff Board
- B. Finance
- C. Trade, Commerce, Primary Industry
- D. Defence
- E. Foreign Affairs
- F. Scientific, Industrial and Geological Research, Education
- G. Territories
- H. Internal Affairs
- I. Miscellaneous

	Groups								
	A	B	C	D	E	F	G	H	I
Senators . . . . .	56	57	56	58	58	55	55	57	57
Members . . . . .	110	119	118	115	117	119	113	111	113
Parliament House . . . . .	22	22	22	22	22	22	22	22	22
Commonwealth Parliament Offices . . . . .	7	7	6	6	6	6	6	7	6
Commonwealth Departments . . . . .	55	85	70	60	64	65	53	60	58
State Parliaments . . . . .	11	14	14	13	14	13	13	13	13
State Departments . . . . .	13	15	12	6	7	11	7	10	10
Libraries and universities . . . . .	36	42	38	38	38	37	46	40	40
Banks . . . . .	3	3	3	3	3	3	3	3	3
News media . . . . .	29	31	33	29	29	34	30	30	30
Political parties . . . . .	14	14	14	13	13	13	13	13	14
Embassies . . . . .	29	31	34	24	29	25	15	23	24
Chambers of Commerce, etc. . . . .	16	14	16	7	8	12	8	11	11
Employees'—Employers' Association . . . . .	11	15	16	7	10	10	9	10	10
Miscellaneous Associations . . . . .	10	11	12	6	8	10	11	9	9
Overseas . . . . .	66	72	75	67	70	70	64	70	67
	488	552	539	474	496	505	468	486	487

In addition to the abovementioned free distribution, additional copies of each Paper are ordered for stock and distribution to Senators. It is not possible to give an average of this requirement, the number varying from perhaps 20 to 500, depending upon this Department's assessment of likely demand.

*Committee Reports*

Committee reports are made available to all Senators and Members, and the Press, on the day of tabling, and it is the practice to forward a copy to each witness who appeared before the Committee. In addition to these requirements, copies are printed for distribution, on request by interested persons or organisations within approved categories, and for Senate stocks.

It is again the practice to distribute these reports as widely as possible to those legitimately interested.

The total number of a Report printed varies according to the extent of the Committee's inquiry, its subject matter and general interest. For example, 2,000 copies of the Report of the Senate Select Committee on Drug Trafficking and Drug Abuse were ordered to be printed by this Department, the AGPS printed an additional 2,000 copies for sale.

*Information Booklets*

Two information pamphlets for free distribution to the public are printed for this Department—

- (a) 'An Introduction to the Australian Senate'
- (b) 'Senate Committees'

These pamphlets are issued in Kings Hall to the public visiting Parliament House and, on request, supplied to Senators, Members, schools or other interested inquirers.

The current distribution rate is:

- (a) Approximately 125,000 per annum; and
- (b) approximately 40,000 per annum.

#### *Miscellaneous Publications*

This category would include a number of publications printed from time to time, such as:

- Lists of Senators
- Members of the Senate—Standing, Statutory, Joint, Estimates and Select Committees
- Standing Orders
- Rulings of the President
- Estimates Committees

*Lists of Senators*—It is the policy of the Department to supply this publication free on request to be added to the distribution list. This distribution is arranged through AGPS in a similar manner to Notice Papers, Journals and Parliamentary Papers.

Stocks are maintained within the Department for further distribution as requested.

Other publications within this category are usually of limited distribution, to Senators, Members, Commonwealth Departments and the Press.

All production costs in connection with the printing of publications ordered to be printed by the Senate, or arranged by this Department, are charged to the Senate.

This Department determines the number to be printed of each publication in respect of departmental requirements. The AGPS adds to this figure any requirements for its free distribution lists, sales and stock, and so determines the final number printed.

The costing and pricing of all publications is a function of the AGPS.

#### **2. The principles underlying present distribution and pricing criteria**

It is a long-established policy to seek the widest possible dissemination of information regarding the activities of the Parliament.

For this reason it has been the practice of this Department to accept requests for free issues of parliamentary documents from organisations or individuals, as detailed in 1. above.

Although the establishment of a cost/price structure on all publications is a function of the AGPS, it is the view of this Department that the pricing of these documents should be maintained at as low a level as possible.

#### **3. The adequacy of distribution**

The present methods of distribution would appear adequate in that publications are available to all interested persons by—

- (a) application to this Department;
- (b) application to the AGPS; or by
- (c) purchase through AGPS bookshops.

To enlarge the scope of distribution to reach the notice of academic staff in faculties particularly interested in parliamentary affairs, on 11 December 1970 this Department contacted the heads of the faculties of Law and the Departments of Political Science in all Australian universities. Certain documents, including Committee reports, were forwarded and an invitation issued regarding the dispatch of future similar reports and other documents relating to or originating in the State.

#### **4. Basis of financing the production and distribution of publications**

All production costs are a charge on this Department under Division 101, Sub-division 2, Item 02—Printing, binding and distribution of Papers. The amount appropriated for 1970-71 is \$75,000.

As previously mentioned, the cost of handling and distribution of copies by sale or posted to 'free list' recipients is borne by the AGPS. The cost of distribution of those copies issued by this Department is borne by departmental vote.

#### **5. Discrepancies between costs and prices**

No sales are conducted by this Department and the entire cost/price structure is established by AGPS

##### *Summary*

The public importance of documents detailing the deliberations and activities of the Parliament and the desire of this Department to achieve the widest possible distribution of this information is an increasing problem.

The growth of the Senate committee system has resulted in an increasing flow of committee reports on a variety of subjects. This trend is expected to continue.

The subject matters under examination by these committees are generally within the public knowledge. This awareness of Senate activities is fostered by increasing publicity of the committees' proceedings and activities by press and television coverage.

In order to further the desired circulation of these documents it is considered desirable that—

- (a) Reports be presented in a form and style that is attractive to the public;
- (b) they continue to be readily available; and
- (c) further consideration be given to methods of advising those likely to be interested of the availability of Reports.

Yours sincerely,

(Signed) J. R. ODGERS

*Clerk of the Senate*

## APPENDIX 6

### SUBMISSION FROM THE CLERK OF THE HOUSE OF REPRESENTATIVES

House of Representatives  
Parliament House  
Canberra, A.C.T. 2600  
8 June 1971

Hon. G. D. Erwin, M.P.,  
Chairman,  
Joint Publications Committee,  
Parliament House,  
Canberra, A.C.T.

Dear Mr Erwin,

I refer to your letter of 18 March 1971 requesting information concerning House of Representatives publications. The delay in replying is regrettable. However, the pressure of work during the recent sittings of the House made it impossible to reply to you during that time.

The information I am supplying in the attached Appendix A relates only to free distribution and departmental copies of our publications. Generally, the data provided in Appendix A relate to the calendar year 1970, whilst details of 'free issue' apply as at 1 April 1971.

You will get a general indication of the extent of the publishing this department is concerned with, by noting that the total expenditure in 1970 on publications dealt with in Appendix A totalled about \$240,000. This figure is expected to be greater in 1971.

The free distribution lists are maintained jointly by the Clerk of the Senate and myself on behalf of the Presiding Officers. It is probably not since 1930 that they have been seriously re-evaluated. Comments in Appendix A will make it clear that recommendations by your committee concerning these lists will be appreciated by the Presiding Officers as the lists must be accepted as having 'fossilised' to some extent. This is not to say that they are not continually updated and kept accurate. But I am pointing out that the criteria of eligibility have not been challenged for many years.

I am enclosing copies of each document referred to in Appendix A.

The method of calculating 'unit cost' of items in Appendix A should be explained. When this department receives an account for a publication the account is usually for the copies printed by the AGPS for its own use as well as for the copies we require for free issue, departmental use and binding in volumes. However, we are not aware of how many copies the AGPS has printed. Thus, rather than estimate their quantities, unit costs have been calculated on the basis of the account being for our copies alone. This suggests that the AGPS copies cost nothing, which is, in effect, correct as they do not pay for them.

I will be pleased to add to the comments and information supplied hereunder should you require.

Yours sincerely,

(Signed) A. G. TURNER

*The Clerk of the House*

### A The Notice Paper:

#### A1 Free distribution

1,160 copies, made up of:

Members and Senators	.	.	.	.	.	.	231
Parliamentary Officers	.	.	.	.	.	.	103
Commonwealth Departments	.	.	.	.	.	.	426 (range 1 to 89)
State Parliaments and State Departments	.	.	.	.	.	.	15
Universities and Libraries	.	.	.	.	.	.	17
Newspapers	.	.	.	.	.	.	21
Political Organisations	.	.	.	.	.	.	8
Embassies in Canberra	.	.	.	.	.	.	14
Miscellaneous	.	.	.	.	.	.	45
Bulk stock	.	.	.	.	.	.	280

The bulk stock for the House of Representatives Department, totalling 280 is distributed as follows:

Press Gallery	.	.	.	.	.	.	52
Bills and Papers Office*	.	.	.	.	.	.	72
Chamber (for Members)	.	.	.	.	.	.	129
Officers	.	.	.	.	.	.	27

#### A2 Free distribution criteria

It appears to have been the policy of the Department, since 1901, to approve free issue of the Notice Paper on a fairly wide scale. In 1903 the free list totalled 270. This rose to 650 by 1929.

The increase since then has probably occurred as a result of the growth of the Executive Departments which now receive 426 copies.

It has always been the practice of this Department to accept requests for important working documents at face value and to provide adequate free copies to Members and Officers of the two Houses; Executive Departments; the Press; State Parliaments and Departments; political and business organisations; and representatives of foreign governments. This practice stems from instructions by the Presiding Officers of the early Parliaments. Distribution lists grew up for all publications. In each specific instance the Presiding Officers gave (or withheld) approval for free issue to applicants. Thus, there arose certain classes of persons and organisations for whom this approval became virtually automatic. These are represented in the above break-up of recipients.

#### A3 Adequacy of the criteria and distribution

The low number of paying subscribers to the Notice Paper suggests that the free distribution almost meets the total need for them, I understand that in 1970 there were only about a dozen subscribers.

Whether our free distribution should be so extensive is another matter. Wide discrepancies in Department's requirements exist. For instance, the Departments of the Treasury, Foreign Affairs and Primary Industry receive 89, 40 and 28 copies, respectively, whilst the Departments of Labour and National Service, Health and Army receive only 5, 3 and 2 copies.

Distribution appears to include all persons and organisations likely to use the Notice Paper, either immediately or as an historic document to be preserved. Perhaps the lack of use that universities and libraries put them to is surprising—only 10 go to universities and five go to the public libraries other than the National Library.

\* These copies are available, on request, to persons connected with the Parliament and to interested members of the public. Perhaps half might be given away on the relevant sitting day. The remainder are kept in the Departmental archives.

#### A4 Financing production and distribution

The House of Representatives Department pays for all setting costs of the Notice Paper and for the production of all copies, whether they be for free issue, House use, AGPS subscribers or AGPS stock. The handling costs cannot be isolated with any certainty. In 1970 the AGPS charged \$22,529.55 for the production of seventy-two separate editions of the Notice Paper. Handling charges were not included as they fall under the Treasury vote (543.205) for all publications, both Parliamentary and Government.

Thus, for 880 issue copies, plus 280 stock copies per issue (1,160) for 72 issues the average cost per unit was:

$$\frac{\$22,529.55}{1,160 \times 72} = 26.9 \text{ cents}$$

No doubt, handling costs increase the real 'issue' cost. Again, no allowance has been made for the salaries of House Officers engaged in the preparation of the Notice Paper in this costing.

Thus, the Notice Paper is financed in three separate ways. This department pay the salaries of relevant officers and the actual printing costs, and AGPS provides for handling costs. The total cost to the Commonwealth is not clear but would have been at least \$30,000 in 1970 (or more than 36 cents for each of our 1,160 copies of each issue).

#### A5 Cost/price discrepancies

As no attempt is made to recoup printing costs through sale it can only be pointed out that everything is done to cut costs without sacrificing accuracy or speed of printing or the need to supply such a document wherever it is genuinely needed.

### B Votes and Proceedings: (proof and final)

#### B1 Free distribution

	Proof (395)	Final (597)
Members and Senators	177	41
Parliamentary Officers	121	56
Commonwealth Departments	55	90
State Parliaments and Departments	3	13
Universities and Libraries	8	23
Newspapers	4	8
Political Organisations	6	7
Embassies in Canberra	2	8
Miscellaneous	7	51
Stock retained for binding in volumes	200 (see part E)	

As well, bulk stocks of 12 proof and 100 final Votes and Proceedings are received in the Bills and Papers Office for: Officers; binding purposes; retention in the departmental archives; and supply to any inquirer.

#### B2 Free distribution criteria

The criteria for free supply are the same as those for the Notice Paper. (See part A2.)

The 'growth' of the free lists can be seen from the following table:

Year	No. proof Votes	No. final Votes
1903	271	271
1929	125	630
1971	383	597

#### B3 Adequacy of these criteria and distribution

As there are very few paying subscribers the free issue list presumably meets the total demand for copies of the *Votes and Proceedings*.

#### B4 Financing production and distribution

The House pays for the setting of Votes and Proceedings and the production cost of all copies of proof and final Votes, whether they be for free issue, House stock, AGPS subscribers, AGPS stocks or binding in the sessional volumes. Again the distribution costs are unavailable.

Production of the *Votes and Proceedings* in 1970 cost \$6,218.07. Unit cost is difficult to calculate, as the final are produced at a 'run-on cost'. However, a per unit cost for the final (including proof costs) can be calculated as follows. In 1970 there were 73 issues, so per unit cost is:

$$\frac{\$6,218.07}{73 \times 597} = 14.20 \text{ cents}$$

Handling costs could well increase this figure to 20c. But, this can only be estimated. Similarly, departmental officers' salaries would need to be considered.

#### B5 Cost/price discrepancies

As with the Notice Paper, no attempt is made to recoup the cost of producing the *Votes and Proceedings*.

### C Bills and Tariff Proposals:

#### C1 Free distribution

About 850 copies of Bills and 700 copies of Tariff Proposals are printed. These figures are made up as follows:

Members and Senators	.	.	.	174
Parliamentary Officers	.	.	.	84
Commonwealth Departments	.	.	.	98
State Parliaments and Departments	.	.	.	36
Universities and Libraries	.	.	.	35
Newspapers	.	.	.	33
Political organisations	.	.	.	12
Embassies in Canberra	.	.	.	27
Miscellaneous	.	.	.	96
				595

plus a bulk stock of 250 Bills (usually) for the House of Representatives Department which is used for filling requests by Senators, Members, the press, public and Government Departments for extra copies. Of these, 120 are sent to the Senate when the Bill passes the House. The bulk supply of Tariff Proposals is 100, making a total print of about 700.

#### C2 Free distribution criteria

As with other Parliamentary publications the criteria were laid down in the early years of the century and no record of them is retained. Over the years changes in the list have probably been mainly the result of growth in the Executive Departments. The following table gives the number of free issue copies for 1903, 1929 and 1971:

Year	Number free issue copies
1903	412
1929	620
1971	595

#### C3 Adequacy of these criteria and distribution

There is no reason to believe that free copies of Bills are not available to deserving persons and organisations. There are over one hundred paying subscribers on the AGPS's books,

I understand. It may well be that some of these subscribers are eligible to be placed on the free list. Similarly, it is possible that some 'free' recipients such as Chambers of Commerce or employees associations could well pay for them. But, on the whole, arrangements appear to be fair and adequate.

#### C4 Financing production and distribution

**Bills.** The House pays for the setting of all Bills introduced into the House of Representatives and all Bills set up, but never introduced in the Parliament. The production costs are paid by the House whether the Bills be for free issue, House stocks, AGPS subscribers, AGPS over-the-counter sales, or AGPS stocks. The House continues to pay all costs for a Bill until the point at which the publication copy for printing the Bill as an Act is sent to the Printer. At that point, the Attorney-General's Department pays a run-on production cost for the Act. Distribution costs cannot be isolated amongst these categories.

**Tariff Proposals.** The House pays all setting and production costs for tariff proposals whether or not they are introduced into the House. This covers copies for free issue, House stocks, AGPS subscribers, AGPS sale purposes, AGPS stocks and those copies which the Department of Customs and Excise obtains. Distribution costs cannot be isolated amongst these categories.

In 1970 accounts from the AGPS totalling \$43,603.27 were met for printing of Bills and Tariff Proposals (including some that were still in the Draftsman's hands and never introduced). During 1970, 148 Bills and 22 Tariff Proposals were introduced in the House. Accounts for 129 Bills, totalling \$40,996.90 and for 21 Proposals, totalling \$2,606.37 were received.

Working on the basis of average orders of 850 and 700 copies of Bills and Tariff Proposals respectively, for this Department's purposes the unit costs in 1970 were:

(a) Bills . . .	\$40,996.90	850 x 129	= 37.3 cents
(b) Tariff Proposals . . .	\$2,606.37	70 x 21	= 17.7 cents

#### C5 Cost/price discrepancies

Again, as no attempt is made by this Department to recoup the cost of producing Bills and Tariff Proposals, this section is not applicable.

### D Parliamentary Papers:

#### D1 Free distribution

The figure varies depending upon (a) the nature of the Paper (there are different distribution lists for different classes of papers) and (b) the projected demand over the next decade or so (according to which House stocks ordered might vary between 40 and 300 copies).

There are nine classes of Parliamentary Paper and the distribution lists, for each class, total:

Class A (Tariff)	. . . . .	488
B (Finance)	. . . . .	552
C (Trade, Commerce, Primary Industry)	. . . . .	539
D (Defence)	. . . . .	474
E (Foreign Affairs)	. . . . .	496
F (Scientific, Industrial Research)	. . . . .	505
G (Territories)	. . . . .	468
H (Internal Affairs)	. . . . .	486
I (Miscellaneous)	. . . . .	485

The break-up for Group B (the most popular group) is as follows:

Senators and Members	. . . . .	176
Parliamentary Officers	. . . . .	29
Commonwealth Departments	. . . . .	85
State Parliaments and Departments	. . . . .	29
Universities and libraries	. . . . .	42
Newspapers	. . . . .	31
Political organisations	. . . . .	14
Embassies in Canberra	. . . . .	31
Miscellaneous*	. . . . .	115
		552

As well, an average of 100 copies are received by the Parliamentary departments as stock for future inquiries and 220 copies are stored for binding in annual volumes (see part E). Thus, a total of at least 870 copies is printed for House purposes.

#### D2 Free distribution criteria

As with other publications, the criteria were gradually laid down in the early years of the century to cover governmental organisations, political organisations, newspapers, libraries, banks, employer and employee organisations, etc., as well as members of the Parliament.

#### D3 Adequacy of the criteria and distribution

As with other publications the distribution appears to be broad enough to meet the needs of eligible organisations. The question that remains relates to criteria of eligibility. Any person or organisation sufficiently similar to one already on the free list would be *prima facie* eligible for inclusion. The Presiding Officers can, of course, always admit new categories of recipients to the list, and could, if justification was offered, delete, say, Banks or political organisations or Chambers of Commerce, etc.

#### D4 Financing production and distribution

Parliamentary Papers fall into two categories:

- (1) Those which are pre-printed by a Government Department or Authority and tabled in printed form.

- (2) Those which are not tabled in printed form.

In the case of (1) the initial publisher pays setting costs and pays for the production of his own copies. The House pays run-on printing costs for Parliamentary Paper copies and pays for setting and production of the cover and title pages. The House pays these costs for free issue, House stock, AGPS subscribers, AGPS sale purposes and copies retained for binding in annual volumes.

In the case of (2) the House pays all costs for all purposes.

Again, distribution costs cannot be isolated, although there is a presumption that it is cheaper to distribute copies for free issue and House stock than it is to distribute copies for AGPS subscribers.

Of about 250 Parliamentary Papers each year approximately two-thirds are issued by my Department and one-third by the Senate. So far, accounts have been received for 135 Parliamentary Papers of 1970. The total cost of these was \$26,863.27. The average cost of a paper thus being \$217. Unit cost can be calculated by dividing the number of copies this department orders into the average cost of a Paper. Hence \$217, or 25.0 cents.†

870

\* Includes seventy-two overseas addresses, mostly libraries and universities.

† Early accounts are probably for the smaller jobs. Thus, the figure for the whole year could easily be greater.

Handling costs cannot be included in this figure, as they are borne by the AGPS.

#### **D5 Cost/price discrepancies**

As no attempt is made to recoup printing costs no comment can be offered.

### **E Bound Volumes (Votes and Proceedings and Parliamentary Papers)**

#### *E1 Free distribution*

A total of 110 sets of bound volumes of Votes and Proceedings and 95 sets of bound volumes of Parliamentary Papers are issued free. Recipients fall into the following categories:

	<i>Votes and Proceedings</i>	<i>Parliamentary Papers</i>
Parliamentary Officers and Members	28	14
Commonwealth Departments	20	19
State Parliaments and Departments	9	8
Public Libraries	8	8
University Libraries	19	20
Overseas Libraries and Parliaments	26	26
	<hr/> <b>110</b>	<hr/> <b>95</b>

As well, 40 spare sets of each series is bound for future requests.

#### *E2 Free distribution criteria*

As with documents in classes *A* to *D* the criteria were laid down in the early years of the century and have varied little by usage. The breakdown of recipients gives a good indication of them.

#### *E3 Adequacy of distribution and criteria*

As pamphlet copies of *Votes and Proceedings* and *Papers* are freely available it seems unnecessary to have a wide distribution of them again in bound form. It appears to have been the intention of the early Presiding Officers to carefully limit this duplication.

#### *E4 Financing production and distribution*

The cost of production of indexes and explanatory matter for these volumes is met by the House of Representatives Department entirely, although much of this is prepared in common with the Senate. The printing of the contents proper (*Votes and Proceedings* or *Parliamentary Papers*) is paid for at the time of their printing as individual items. Binding costs are met by this Department for free issue volumes but not for sale volumes, for which the AGPS pay.

The last bound volumes issued were for the Session 1964-65-66. No estimate of their cost is available. But the volumes for 1962-63 (a series of 14) cost \$10,710. It would be reasonable to expect one year's volumes to cost about that much now. Thus a set of volumes would cost this Department about \$65-870. Or, about \$4 or \$5 per volume.

#### *E5 Cost/price discrepancies*

As no attempt is made to recoup costs, this section is not relevant.

### **F Standing Orders:**

*Last Total Print:* 350 copies

#### *F1 Free distribution*

350 copies made up of:

Members	.	.	.	.	125
Officers of the House of Representatives	.	.	.	.	45
Parliamentary Departments	.	.	.	.	44

Commonwealth Departments	.	.	.	56
State and Overseas Parliaments	.	.	.	75
Universities	.	.	.	3

The last print of the Standing Orders was not a typical one, as it was a revised print. When a new edition is printed it is usually about 1,000 copies and copies are provided to AGPS for sale purposes. These copies have been provided free to AGPS and sold at 50 cents in the past.

#### *F2 Free distribution criteria*

Copies are provided free to persons closely associated with this Parliament, other Parliaments in the British Commonwealth and Commonwealth Government Departments.

#### *F3 Adequacy of the criteria and distribution*

Interestingly, copies are not provided to Universities or Public Libraries. However, a member of University staff or Library would automatically be supplied free of charge should application to be placed on the distribution list be made.

Otherwise, *Standing Orders* appear to be available free to most persons who will be interested in them. As a result the AGPS sells very few copies each year (I understand that the figure would be less than 50).

#### *F4 Financing production and distribution*

The House pays all setting and production costs for all copies of the standing orders. Unlike items under categories *A* to *E*, the free distribution arrangements are made at the House and copies are posted out from Parliament House. If this Department were to instruct the AGPS to issue them to a nominated free list, there would be no charge for this, and the cost would be absorbed anonymously into Treasury Vote 543.205. Any copies which are held by AGPS for sale are copies which are given to them by this Department. As with categories *A* to *E* they incur no costs whatsoever in obtaining copies which they will sell over the counter or to subscribers. The 1970 reprint cost \$406.64.

Thus for the 350 copies the unit cost was \$1.16.

#### *F5 Cost/price discrepancies*

As no attempt is made to recoup printing costs through sale no comment is required other than to point out that the AGPS sells copies of the standing orders at 50 cents per copy which is clear profit for that organisation.

### **G List of Members and Officers:**

*Total Print:* Ranges between 5,000 and 7,500.

#### *G1 Free distribution*

Free distribution is made up as follows:

Commonwealth Parliament	.	.	.	470	(plus remainder of stock)
Other Parliaments	.	.	.	88	
Government Departments	.	.	.	2,380	
Foreign representatives in Australia	.	.	.	107	
Universities and Libraries	.	.	.	241	
Private organisations and individuals	.	.	.	222	

This totals 2,814. Of the remaining copies the majority are provided free of charge to visitors to the Parliament and interested inquirers.

#### *G2 Free distribution criteria*

It is the policy of the Department to distribute this list free of charge to any person whatsoever who applies to be added to the distribution list. The 2,800 odd copies which are

distributed free of charge go to about 330 separate recipients. Obviously the biggest users are Government Departments which might require as many as 100 copies of each list.

#### *G3 Adequacy of the criteria and distribution*

The broadness of the distribution criteria is such that one would expect distribution to be totally adequate. The AGPS does have copies of the list for sale but would be unlikely to sell many copies.

#### *G4 Financing production and distribution*

The House pays all setting and production costs for the list of Members.

Up until July 1970, the Government Printer was reimbursed for the postage costs incurred in distributing this material. This practice has now ceased and the costs are covered under the miscellaneous Treasury Vote 543.205. Some copies are retained for the Printer for sale over the counter. Again the AGPS is not charged for these copies.

In 1970, the AGPS charged \$881.36 for the production of six different lists (totalling 40,600 copies) producing an average of 5,800 copies of each list. Distribution costs are met by the AGPS. Per unit cost is thus a little over 2 cents.

#### *G5 Cost/price discrepancy*

Again, no attempt is made to recoup printing costs through sale. Like most of our publications the majority of copies are provided to Government Departments and similar organisations, the charging of which would not be reasonable.

### **H Seating Plan of Chamber:**

*Total Print:* Ranges between 2,000 and 15,000.

#### *H1 Free distribution*

In 1970, 33,250 copies of the Seating Plan were printed in six separate prints. These copies were made available to visitors to the Public Galleries of the Chamber and to any interested inquirers.

#### *H2 Free distribution criteria*

Any person may obtain a copy of the plan free of charge.

#### *H3 Adequacy of the criteria and distribution*

The plan is seen as a document of public interest and is thus made freely available to visitors to the House. It also incorporates information about the strength of the Parties in the House and about State representation.

#### *H4 Financing production and distribution*

All setting and production costs incurred are paid by the House of Representatives. There is no distribution list and the AGPS does not retain any copies of this document.

In 1970 AGPS charged \$793 for the 33,250 copies printed (4,750 were reprints involving no resetting of type). The unit cost was about 2½ cents.

#### *H5 Cost/price discrepancy*

Again, no attempt was made to recoup printing costs through sale.

### **J Short Description of Business and Procedures:**

#### *Total print:*

The fourth edition was revised in late 1970 and reprinted in 1971. The total print was 1,450 (1,250 for House of Representatives, 200 for sale by AGPS).

#### *J1 Free Distribution*

Free distribution is made up as follows:

Commonwealth Parliament (Members, Senators, Officers, etc.)	282
Overseas Parliaments	77
State Parliaments	49
Government Departments	116
University Libraries	22
University Staff	23
Public Libraries	22
The Press	47
Total	637

The remaining 600 odd copies will be given away to Members, at request, and to eligible inquirers such as University or senior High School students and teachers.

#### *J2 Free distribution criteria*

At the moment the free distribution criteria cover any person with a legitimate need for or interest in the publication. To some extent this must affect AGPS sales potential.

#### *J3 Adequacy of the criteria and distribution*

The criteria are certainly wide enough to be adequate.

The distribution, of what I feel to be a very important publication, is probably not adequate. This is a matter for AGPS, however, as it has the facilities to publicise the book amongst schools and libraries, etc.

#### *J4 Financing production and distribution*

In the past, this Department has paid all setting and production costs for this document, and has administered its own distribution list. The cost of this distribution is hidden under the general postage cost of this department. Any copies retained by AGPS for sale purposes were paid for by this department and the revenue from sales was paid directly to the Treasury miscellaneous receipts account. In the case of the last reprint of the Short Description, this House paid all setting costs and the production costs for its own copies (i.e. for free issue copies and House stock), whilst the Sales and Distribution Section, AGPS, paid run-on production cost for its own sale copies. This new procedure has the effect of entitling AGPS to set its own sale price and to retain 25 per cent of the receipts.

In the case of the last issue in March 1971 AGPS charged \$1,866 for our stock of 1,250 copies (per unit cost thus being about \$1.49). However, for their 200 copies for sale they allowed some \$89.00 as production cost (about 45 cents per unit).

Distribution costs (postage and packing) would have averaged about ten cents per copy for the 637 copies distributed free from this office.

#### *J5 Cost/price discrepancy*

Again, no attempt is made, by this Department, to recoup printing costs by sale of the publication. However, negotiations are still going on with the AGPS which wishes to sell the books at about \$1.50 (after paying itself 45 cents per copy). I feel that this price is too high and that this is a publication that should be freely available at a nominal (or cost only) price.

Here, of course, we reach one crucial point of the inquiry. If publications of this nature are to be freely available by sale through AGPS outlets and warrant subsidised prices, who should subsidise them and how should it be done?

## **K House of Representatives Pamphlet:**

*Total Print:* The last revised reprint of this pamphlet totalled 35,000 copies.

### *K1 & 2 Free distribution (and criteria)*

All copies are distributed free. All visitors to the Public Galleries of the House are entitled to one copy. Inquirers also receive a copy if they request 'information on Parliament'.

Members are entitled to obtain up to 500 copies on request. These requests are usually for distribution at schools or meetings.

School teachers are given the number of pamphlets they require, on request.

In all, over 1,000 copies are given away each week.

### *K3 Adequacy of the criteria and distribution*

This is a very difficult question. Those people who make their requirements known usually obtain the copies they want. To state that distribution is adequate is another matter. This question involves an assumption about a hypothetical demand from persons who are unaware of the existence of the pamphlet. Overall, though, there are, no doubt, people who would like to obtain a copy of the pamphlet if they were aware of its existence. Short of a major publicity programme (involving, at least, all educational institutions in the Commonwealth) this can hardly be remedied.

### *K4 Financing production and distribution*

At the moment all copies which are printed are paid for, in total, by the House. They are all distributed free at Parliament House by the House of Representatives Department. No copies are retained by AGPS for sale or free distribution.

The last print of the pamphlet cost \$1,579—a unit cost of 4.51 cents. This stock should last about 6 months.

### *K5 Cost/price discrepancies*

Again, no attempt is made to recoup printing costs through sale of the publication.

## **L 'The Mace'**

### *L1 Free Distribution*

294 copies, made up of:

Members and Senators	.	.	.	185
Parliamentary Officers	.	.	.	63
State Parliaments	.	.	.	16
The Press	.	.	.	30

A run of 15,000 copies was printed. Of these 2,000 were given to the AGPS for sale purposes and the remainder were retained by the House of Representatives Department for the above free issue, occasional free issue to Senior Officers and Members, on request, and for sale at the front door of Parliament House.

### *L2 & 3 Free distribution criteria*

It was decided to distribute this publication free of charge to a limited number of persons very closely connected with this and other Australian Parliaments.

### *L4 Financing production and distribution*

The House of Representatives Department paid all printing costs for this booklet. The unit cost was 17.74 cents. Handling costs were very low.

### *L5 Cost/price discrepancies*

The booklet is sold at the front door of Parliament House and through AGPS bookshops for 20 cents. AGPS receipts fall, presumably, into the same class as their other receipts. That is, they retain 25 per cent of the 20 cents and credit the remainder to consolidated revenue.

Of the copies sold at Parliament House (on past experience this figure would be expected to be around 5,000 copies per annum) the income is paid directly into consolidated revenue.

APPENDIX 7

**SUBMISSION FROM  
THE PRINCIPAL PARLIAMENTARY REPORTER**

Department of the Parliamentary  
Reporting Staff,  
Parliament House,  
Canberra, A.C.T. 2600  
31 March 1971

Hon. G. D. Erwin, M.P.,  
Chairman,  
Joint Publications Committee,  
Parliament House,  
Canberra, A.C.T.  
Dear Mr Erwin,

I have now compiled the information sought by the Publications Committee in relation to *Hansard* and enclose two copies of it.

Some of the answers are brief but could be expanded in evidence if the Committee wishes.

Yours sincerely,

(Signed) W. J. BRIDGMAN  
*Principal Parliamentary Reporter*

*Answers to Questionnaire*

(1) Q. What is the extent of free and paid distribution of and the present cost/price structure of the *Hansard* of each House (daily, weekly and bound volumes).  
A. The Department of the Parliamentary Reporting Staff does not have these figures. They are to be supplied by the Government Printer.

(2) Q. What are the principles underlying your present distribution and pricing criteria.  
A. The principles underlying the present distribution of the daily edition of *Hansard* were laid down in 1954 by the Select Committee of the House of Representatives inquiring into the production of *Hansard*. The Select Committee recommended that the distribution list be as follows:  
Members and Senators.  
Newspapers and Periodicals.  
Federal Members' rooms.  
Persons nominated by Members (5, now 10).  
Parliament House staff.  
Press Gallery.  
Commonwealth Departments.  
Consuls and Legations.  
The distribution of the weekly edition was based on a general instruction given to the Principal Parliamentary Reporter by the Presiding Officers of the first Parliament. He was to grant any application from newspapers, schools of arts and kindred organisations, debating societies and associations having a membership of 50 and over. This instruction has been taken to include organisations of employers and employees, and no other Presiding Officer has altered that direction. The weekly edition is sent to Parliamentary and State Libraries, newspapers, branches of political parties, and educational institutions in Australia and abroad.  
Each Senator or Member is entitled to place on the free list for distribution the names of up to 35 persons. Ten of the names may be nominated for receipt of the daily issues. The remainder receive the weekly issues. Sets of the weekly issues are incorporated in the bound volumes.  
The bound volumes are sent to the Governor-General, Ministers, Senators and Members of the Commonwealth Parliament, Commonwealth Parliament offices, the principal libraries in Australia, Commonwealth Departments, Australian universities and certain universities overseas, State Parliaments, Premiers and Governors, Supreme Court libraries, certain Australian Embassies overseas, the libraries of other parliaments and certain public libraries abroad.  
The price of the weekly edition of *Hansard* is fixed by the Presiding Officers. The price of the bound volumes is fixed by the AGPS.

(3) Q. What are your views on the adequacy of (i) these criteria and (ii) distribution of *Hansard*.  
A. I consider these criteria are adequate.

(4) Q. What is the present basis of financing the production and distribution of *Hansard*.  
A. The Department of the Parliamentary Reporting Staff has a vote for the printing, distribution and binding of *Hansard*. The estimated expenditure in 1970-71 is:  
Senate, \$195,000.  
House of Representatives, \$220,000.

(5) Q. How do you think that discrepancies between costs and prices should be financed.  
A. My immediate thought is that the prices of the weekly edition and bound volumes payable by subscribers should be increased, and the daily issue should be sold to the public. Members who spoke in the debate on the appointment of the Select

Committee contemplated that the daily issue would be for sale. The postage on a weekly edition weighing 15 oz and posted to Perth is 24 cents in an unsealed envelope and 30 cents in a sealed envelope. The charge if the weight is 1 lb is 70 cents.

(6) Q. Are there any problems which you face in effecting the free and paid distribution of *Hansard*.

A. No problems.

### Comments

The charge which subscribers were asked to pay for *Hansard* was, at the beginning of the first Parliament, handled by the Executive until the responsibility was placed later on the President and Speaker. The Executive, Presiding Officers and Members all agree that it would be mistaken policy to make *Hansard* expensive but equally it was realised that the postage was an important factor in arriving at the charge to be made to the public.

The charge made in the first session of the first Parliament was 3d a copy or 4s a session, but it was not foreseen that a session could exceed a calendar year. In 1930 the Chief Auditor made a close investigation into the cost of *Hansard* and calculated that the figure for the weekly edition would be 3½d a copy, to which 1d would need to be added for postage. The Presiding Officers then investigated the position and fixed the charge at 4d a number or 4s per annum, inclusive of postage.

In 1953, when the postage was raised to 2d, the charge for *Hansard* was fixed at 6d a number or 6s per annum, including postage. In October 1953, by direction of Mr Speaker Cameron, the reports of the House of Representatives were published separately from those of the Senate, and in 1954 the charge was fixed at 6d a number or 6s per annum, post free for the reports of each House. The postage rate was then 2d for 12 oz.

In 1959 the postage rate was increased to 5d for the first 4 oz, and 3d for each additional 4 oz or part thereof, with appropriate reductions for bulk postage. No variation was then made in the charge of *Hansard*.

With the establishment of the AGPS in 1969 an investigation of the cost of various government publications was undertaken. Figures supplied to the Principal Parliamentary Reporter by the Controller of the Service indicated that the average cost of House of Representatives and Senate weekly numbers was 33 cents and 24 cents respectively. By that time the postage rate had been increased to 5 cents for the first 2 oz, 9 cents for up to 4 oz, 13 cents for up to 8 oz, 17 cents for up to 12 oz and 21 cents for up to 16 oz. Parcel rates applied over 1 lb. The charge for *Hansard* was still 60 cents per annum for each House, or 5 cents per number, both charges inclusive of postage.

### Prices of *Hansard* Since 1901

1901—3d per copy: 4s per session

1910—2d per copy: 2s 6d per session: special postage rate for *Hansard* of ½d per 12 oz

1920—2d per copy: 2s 6d per annum: postage increased to 1d per 12 oz

1930—4d per copy: 4s per annum

1951—6d per copy: 6s per annum

1953—6d per copy: 6s per annum: postage increased to 2d for 12 oz

1954—6d per copy: 6s per annum for the reports of each House (until 1953 *Hansard* covered the reports of both Houses)

1959—6d per copy: 6s per annum: postage increased to 5d for the first 4 oz and 3d for each additional 4 oz or part thereof

1967—5 cents per copy: 60 cents per annum: postage increased to 5 cents for first 2 oz, 4 cents for second 2 oz, 4 cents for each additional 4 oz up to 1 lb and over 1 lb parcel rates

1970—5 cents per copy: 60 cents per annum: postage increased to 6 cents for first 2 oz, 6 cents for second 2 oz, 6 cents for next 4 oz and 6 cents for next 8 oz and over 1 lb parcel rates.

(Subscription rates include postage)

### Price of Other Hansards

<i>Price of other Hansards</i>	<i>Weekly editions including postage</i>	<i>Set of bound volumes for a year</i>
Brisbane . . .	60 cents per annum . . .	Not for sale
Sydney . . .	\$10 per annum . . .	\$14.70 per volume (buckram), \$10.50 per volume (cloth) (5 or 6 volumes a year)
Adelaide . . .	\$3 per annum . . .	\$6 per volume (4 volumes last year)
Perth . . .	\$4.15 per annum . . .	Bound volumes available only to members and <i>Hansard</i> , not to public
Melbourne . . .	4 cents or \$5 per annum . .	Set of 4 for half year \$8.50, or \$17 a year
Darwin . . .	\$1 per annum including postage	
Port Moresby . . .	75 cents per issue (irrespective of number of days)	

A copy of the daily *Hansard* of the House of Commons, London, is 2s 3d (by post) 2s 9d; the cost of a weekly edition is 7s (by post) 9s. There is no fixed rate for a set of bound volumes for a year. Prices are quoted on application.

The cost of a copy of a daily *Hansard* of the House of Commons, Ottawa, is 5 cents. There is no weekly edition. The cost of a set of bound volumes is \$3 a session, and there are two sessions a year.

## APPENDIX 8

### SUBMISSION BY THE CONTROLLER, AUSTRALIAN GOVERNMENT PUBLISHING SERVICE, JUNE 1971

#### Introduction

In a letter dated 18 March 1971, the Chairman of the Joint Publications Committee sought advice concerning:

- (1) the extent of free and paid distribution of and the present cost/price structure of parliamentary publications;
- (2) the principles underlying the distribution and pricing criteria;
- (3) the adequacy of—
  - (i) these criteria, and
  - (ii) distribution of these publications;
- (4) the present basis of financing the production and distribution of the publications; and
- (5) the way in which any discrepancies between costs and prices should be financed.

2. The chairman also invited comments on any other aspect of the subject matter of the reference to the Committee.

3. This submission attempts to provide reasonably comprehensive information in response to the matters listed above. Because of the breadth and complexity of the subject, however, it may be necessary to provide the Committee with supplementary information as it pursues its enquiry.

#### Free and Paid Distribution

4. Attachment A summarises the free and paid distribution accorded to each of the parliamentary publications, showing separately the number of copies initially distributed free, the number printed for stock, the number required to meet prepaid subscriptions and the number sold as single copies through bookshops and the mail order service.

5. Bearing in mind the public importance of many of these documents and the potential readership in this country (including universities, schools, libraries, Commonwealth, State and local government bodies, commercial and research organisations and the media) the total distribution figures are surprisingly small.

6. To some extent this may reflect a general transfer of interest from the written word to radio and television and a growing unwillingness to consult original sources of information when digests and commentaries are available.

7. Nevertheless it must be asked whether:

- (a) the presentation of parliamentary publications is adequate (in terms of general attractiveness, timeliness, convenience, etc.);
- (b) enough is being done to bring their availability to the notice of those likely to be interested, and
- (c) there should be fundamental changes in the pattern of parliamentary material aimed at providing documents which would be more suited to today's needs and reading habits.

8. On the last point, for example, one could consider again the production of a daily 'for sale' *Hansard*, the issue of self-contained transcripts of debates on the more important issues of interest to the public, sale of copies of Bills in all capital cities while under debate etc.

9. A comment should also be made on the very high proportion of free to total distribution shown in Attachment A. The free distribution lists are built up on the basis of nominations

provided by Members and Senators and requests by organisations and individuals approved by the appropriate parliamentary department. While there may be good reasons for distributing parliamentary material free in certain directions the practice does cause:

- (a) difficulty in convincing people that they should purchase documents which are known to be given away fairly widely,
- (b) some devaluation in the public mind of the worth of the publications in question,
- (c) uncertainty as to whether the publications are being put to good use by some recipients.

10. Certain publications (e.g. *Notice Papers, Journals*) are of interest to a special audience only and should not be expected to achieve volume sales.

11. It is certainly clear, however, that present methods of distributing parliamentary publications have not been conspicuously successful in achieving a wide dissemination of information concerning the activities and deliberations of Parliament. It also follows that, because of the relatively small printing runs involved, the unit cost of these publications is fairly high.

#### Principles Underlying Distribution

12. A detailed analysis of the present free distribution lists for parliamentary publications might assist the Committee in assessing the effectiveness of this form of communication but would take considerable time to prepare. Such an analysis could show the proportion of copies being directed to:

- (a) parliamentary, departmental and political bodies on the one hand and the general public on the other,
- (b) overseas and Australian recipients,
- (c) organisations which might be expected to purchase copies,
- (d) educational bodies,
- (e) out-of-date addresses.

13. The only breakdown of distribution figures currently available to us was taken out late in 1970 in respect of *Hansard* only. A copy is given in Attachment 'B'.

14. In distributing parliamentary publications, AGPS follows instructions provided by the parliamentary departments, which will no doubt furnish information required by the Committee concerning the principles underlying their distribution.

#### The Cost/price Structure

15. Attachment 'C' provides details of units costs and prices for the main parliamentary publications. In every case but one, selling prices are, as a matter of policy, fixed at levels significantly below costs, e.g.

##### *Hansard (Representatives)*

Single sale cost (average)	.	.	\$ 0.55
Single sale price	.	.	\$ 0.05
Annual subscription cost	.	.	\$15.80
Annual subscription price	.	.	\$ 0.60

##### *Notice Papers (Senate)*

Single sale cost (average)	.	.	\$ 0.20
Single sale price	.	.	\$ 0.05
Subscription cost	.	.	\$14.40
Subscription price	.	.	\$ 3.50

*Bills*

Single sale cost (average) . . .	\$ 0.41
Single sale price . . .	\$ 0.11
Subscription cost. . .	\$72.68
Subscription price . . .	\$ 3.50

*Parliamentary Papers*

Single sale cost (average) . . .	\$ 0.43
Single sale price . . .	\$ 0.05 to \$11.00
Subscription cost . . .	\$77.00
Subscription price . . .	\$ 5.00

There appears to be no constant relationship between single copy and subscription prices. In Canada 30 per cent is deducted from the total marked price of one year's issues.

16. Prices were last reviewed in 1953 and have obviously not kept pace with increases in costs of printing and distribution. Postage costs in particular have moved considerably, from 4d for a 12 oz volume in 1910 to 17 cents in 1969 and 24 cents at present. This item of cost alone is well in excess of the unit selling price of 5 cents for *Hansard*.

17. Comprehensive information on pricing of parliamentary publications in other countries is not at present available but it is known that the present price of the British House of Commons *Hansard* is £0.50 per copy and an annual subscription costs £20.50. In Canada, an annual subscription for Bills costs \$C10, in Britain £17 to 22 and in Australia \$3.50.

18. Underpricing of parliamentary publications has two important consequences:

- (a) it increases the proportion of the net cost of these publications charged to the general taxpayer, and
- (b) it seriously limits the revenue coming to AGPS through publication sales, which is used to help cover operating costs of bookshops, the mail order service etc. This is explained later under the heading 'Financial Arrangements'.

19. Bearing in mind the small proportion of parliamentary publications sold at present it would be difficult to argue that price increases would seriously affect total distribution. Indeed, the application of more realistic prices might increase the public opinion of their worth and provide revenue from which greater promotional endeavours could be financed.

20. As far as can be ascertained, no consistent criteria have been applied to the pricing of parliamentary publications over the years. Prices seem to have been fixed fairly arbitrarily as is shown by the brief history of *Hansard* pricing outlined in Attachment 'D'.

21. I would suggest to the Committee that from the publishing viewpoint prices should be brought into closer relationship with printing and distribution costs and regularly reviewed in the light of cost movements. It would also seem desirable for the cost of any residual element of price subsidy to be clearly shown in annual estimates. In accordance with the Government's decision of October 1968 regarding establishment and functions of AGPS, the responsibility for initiating action on price changes would seem to rest now with the Publishing Service which would of course consult first with parliamentary authorities.

*Present Financial Arrangements*

22. The cost of writing and editing material for inclusion in parliamentary publications (including verbatim reporting and typing costs) are borne on parliamentary votes and have not been taken into account in calculating the costs shown in Attachments to this submission.

23. Material, labour and equipment costs associated with printing are in the first instance borne by the Government Printer's Printing Trust Account and as each job is completed, are recovered from the sponsoring department which charges the amount to the appropriate annual vote.

24. In the case of free issues, there is no further financial adjustment, and if this free distribution is physically handled by AGPS the costs of postage, wrapping, addressing, etc., are debited to the AGPS 'Distribution Vote' (Division 543/2/05 in 1970/71).

25. Where copies are to be sold by AGPS they are made available by the appropriate parliamentary department on the basis that receipts from single copy or subscription sales will be paid to Commonwealth Revenue (Miscellaneous) after crediting 25 per cent of the sale price to the AGPS Publications Trust Account towards handling and administrative costs.

26. This 25 per cent discount or commission is low by commercial standards and rendered completely inadequate where selling prices have been deliberately kept low for policy purposes e.g. for handling a \$3.50 annual subscription to Bills (for which 168 separate items had to be issued during 1970) AGPS receives 88 cents. Postage and distribution of the publications included in this subscription alone would currently amount to approximately \$24.00.

27. It would seem reasonable that if Parliament wishes to subsidise the sale of its publications as discussed in paragraph 21 above, the Australian Government Publishing Service should receive the usual rate of bookseller's discount (40 per cent) on what the retail price would be if there were no subsidy. It would be a matter for consideration whether such discounts should continue to be deducted from the proceeds paid to Miscellaneous Revenue, or should be charged to a parliamentary vote.

28. Alternatively, arrangements might provide for parliamentary publications to be treated in the same way as other government publications i.e. 'for sale' copies purchased out of the Publications Trust Account which would also handle all receipts from sale. To make this workable selling prices would need to be sufficiently higher than the purchase cost to AGPS.

*Summary*

29. To sum up, on the basis of the figures presented in this paper it would seem that the present distribution of parliamentary publications is disappointingly small, even though significantly bolstered by free issues. While a detailed analysis has not yet been made it is possible that the present pattern of distribution does not in all cases place these nationally important publications where they would confer the utmost benefit.

30. The volume of sales is small indeed but where copies are sold, prices are considerably lower than assessed costs, a fact which appears to have had little effect in boosting sales. Reasons are seen for bringing prices closer to costs and treating any residual subsidy in a way which will allow parliamentary publications to contribute towards the costs of making government publications of all kinds readily available to the public.

31. Underlying these issues is the fundamental problem of publishing information about Parliament in a form which will be attractive to today's public. This must involve considerations of content, format, design, publicity and timely availability as well as the aspects of distribution and price which have been discussed in this submission.

PARLIAMENTARY PUBLICATIONS 1970  
FREE AND PAID DISTRIBUTION

ATTACHMENT A1

Item	Title	Number Printed	Parliamentary Printed Free Issues	Parliamentary Printed Bound Holdings	Subscription Issues	Single Sales by AGPS	Library Deposit Copies	For Binding	For AGPS	For Parliament	Reserve Stocks
1	Senate Notice Paper	934	180	17	5	7	200	100	100	42	42
2	Senate Journals Final	327	180	17	5	80*	136	100	100	38	38
3	List of Senators	2,307	850	17	5	7	7	7	7	28	28
4	Standing Orders of the Senate	4,165	1,300	17	5	80*	136	100	100	37	37
5	Parliamentary Orders of the Senate including Tableau Proposals	1,285	635	17	5	80*	136	100	100	32	32
6	Parliamentary Orders of the House of Representatives	1,730	308	100	13	5	200	97	97	104	104
7	Parliamentary Orders of the House of Representatives, Votes Final	1,525	308	100	13	5	200	97	97	104	104
8	Parliamentary Papers (including Tableau Proposals)	650	430	98	95	5	1,000	200	200	200	200
9	List of Members and Officers of the House of Representatives Chamber	6,450	3,030	1,550	1,550	5	800	150	150	150	150
10	Seating Plan of the House of Representatives Chamber	10,050	6,000	6,000	6,000	5	200	200	200	200	200
11	Tableau Descriptions of the House of Representatives Chamber and Procedures	6,390	6,390	6,390	6,390	5	800	150	150	150	150
12	Short Descriptions of the House of Representatives Chamber and Procedures	15,000	6,600	6,600	6,600	5	800	150	150	150	150
13	Standing Orders of the House of Representatives	15,000	6,600	6,600	6,600	5	800	150	150	150	150
14	Daily (Printed) Hansard, Senate	2,764	2,074	1,600	1,600	5	700	700	700	700	700
15	Daily (Printed) Hansard, House of Representatives	10,350	7,840	2,110	1,300	5	700	700	700	700	700
16	Weekly (Printed) Hansard, House of Representatives	10,350	7,840	2,110	1,300	5	700	700	700	700	700
17	Weekly (Printed) Hansard, Senate	10,350	7,840	2,110	1,300	5	700	700	700	700	700
18	Hansard, Senate Bound Volume	637	338	338	338	5	25 per year	32	32	32	32
20	Hansard House of Representatives Bound Volume	627									

(a) Single sales are for issues except where otherwise stated. No charge is made for the items marked with an asterisk. (b) The figures of numbers printed for Standing Orders of the Senate and Standing Orders of the House of Representatives are for the first edition of the Standing Orders. (c) The figures relate to a normal print. (d) These items are distributed free of charge to a number of Governmental and other organisations. (e) The figures relate to the statement of the Standing Orders of the Senate and Standing Orders of the House of Representatives. (f) These figures relate to the Standing Orders of the House of Representatives. (g) These figures relate to the Standing Orders of the Senate. (h) These figures relate to the Standing Orders of the House of Representatives. (i) These figures relate to the Standing Orders of the Senate. (j) These figures relate to the Standing Orders of the House of Representatives. (k) This item is not yet placed on sale as the price has not been finalised.

PARLIAMENTARY PAPERS 1970—FREE ISSUES

Group	Senators and Members (194)	
	Includes	Excludes
A	495	311
B	554	370
C	543	329
D	441	314
E	478	327
F	511	308
G	480	308
H	488	302
I		
	418	289
	414	148
	64	227
	7	7
	1	14
		1,582
	43	100
	7	8
	34	21
	..	1
	5	219
	35	27
	20	9
	4	2
	..	1
	..	98
	372	218
	263	91
	57	61
	6	1
	..	1,069
	726	754
	476	399
	193	318
	32	35
	..	9
	14	..
	..	2
	38	..
	..	..
	..	54
	1,947	1,705
	1,412	809
	433	755
	267	50
	56	56
		7,434

(a) Single sales are for issues except where otherwise stated. No charge is made for the items marked with an asterisk. (b) The figures of numbers printed for Standing Orders of the Senate and Standing Orders of the House of Representatives are for the first edition of the Standing Orders. (c) The figures relate to a normal print. (d) These items are distributed free of charge to a number of Governmental and other organisations. (e) The figures relate to the Standing Orders of the Senate and Standing Orders of the House of Representatives. (f) These figures relate to the Standing Orders of the House of Representatives. (g) These figures relate to the Standing Orders of the Senate. (h) These figures relate to the Standing Orders of the House of Representatives. (i) These figures relate to the Standing Orders of the Senate. (j) These figures relate to the Standing Orders of the House of Representatives. (k) This item is not yet placed on sale as the price has not been finalised.

FREE DISTRIBUTION OF HANSARD IN AUSTRALIA AND TERRITORY OF PAPUA AND NEW GUINEA

	N.S.W.	Vic.	Qld	S.A.	Tas.	W.A.	A.C.T.	N.T.	T.P. N.G.	Total
Parliament—										
Senators	4	9	10	5	9	9	9	..	..	55
MHR	30	21	15	10	2	2	20	2	..	107
MLC	4	10	8	5	5	2	..	..	..	24
MLA	13	25	10	5	10	15	..	..	1	77
Parliamentary Positions	8	5	4	4	1	8	10	3	2	45
Clerks of Houses	3	4	21	47	..	1	61	..	..	168
Vice-Regal	1	1	1	1	..	1	..	..	7	
	95	75	59	75	28	42	101	5	3	483
Government—										
Commonwealth	33	42	45	20	11	15	67	..	..	233
State	30	29	32	12	15	16	..	5	4	143
Local	7	20	18	4	2	37	..	..	16	104
Courts	3	6	4	..	1	..	..	..	..	15
Armed Services	49	23	9	3	2	4	5	1	2	98
	122	120	108	39	31	72	73	6	22	593
Education—										
Schools	97	110	58	37	19	8	4	..	3	336
Tertiary Institutions	25	12	7	3	2	6	..	..	..	58
	122	122	65	40	22	10	10	..	3	394
Groups—										
Employees' and Employers' organisations	166	68	136	87	49	178	5	1	1	691
Miscellaneous associations, etc.	44	74	155	17	7	23	..	..	2	322
Workmen's clubs	151	91	85	31	1	15	..	..	..	374
Institutes, schools of arts, etc.	28	26	32	6	4	6	1	..	4	107
Ex-Servicemen's groups	18	13	5	4	1	..	..	..	42	46
Religious groups	11	17	1	3	2	4	1	..	7	46
University and school clubs										
	418	289	414	148	64	227	7	1	14	1,582
Public Libraries										
Businesses	43	100	7	8	34	21	..	1	5	219
Political Parties	35	27	20	9	4	2	..	1	..	98
Individuals	372	218	263	91	57	61	6	1	..	1,069
Overseas Missions in Australia	726	754	476	399	193	318	32	35	9	2,942
	14	..	..	..	..	2	38	..	..	54
Total	1,947	1,705	1,412	809	433	755	267	50	56	7,434

*ATTACHMENT B2*

**FREE DISTRIBUTION OF HANSARD OVERSEAS**

U.S.A.	U.K.	Australian missions overseas other than USA and UK	27
Australian Embassy . . . . .	10 Australian . . . . .	13 . . . . .	
U.N. . . . .	3 . . . . .	3 . . . . .	
Congress . . . . .	2 Parliament . . . . .	10 . . . . .	
State and Public Libraries . . . . .	6 Libraries and Societies . . . . .	10 . . . . .	112
University Libraries . . . . .	22 Trade Unions . . . . .	1 . . . . .	
Individuals . . . . .	4 Businesses . . . . .	1 . . . . .	
	Individuals . . . . .	2 . . . . .	
	47 . . . . .	216 . . . . .	
		Total . . . . .	216
		Grand Total . . . . .	7,650
		30 . . . . .	

DISTRIBUTION OF HANSARD ON SUBSCRIPTION

ATTACHMENT C1

ENTINERARY PUBLICATIONS 1970—SENATE AVERAGE COSTS, PRICES AND ISSUES

**Parliamentary Papers** originated in the Senate have been grouped with those in the House of Representatives. (c) This item is distributed by Parliament House.

## ATTACHMENT C2

PARLIAMENTARY PUBLICATIONS 1970-HOUSE OF REPRESENTATIVES: AVERAGE COSTS, PRICES AND ISSUES  
(All Costs and Prices Shown in Dollars Per Copy)

Item	Title of Series	Free Issues						Subscription Issues					
		Print- ing cost	Post- age etc.	Labor, Total cost	No. of copies	Print- ing cost	Post- age etc.	Labor, Total cost	No. in series	Print- ing cost	Post- age etc.	Labor, Total cost	No. of issues
1	Parliamentary Bills, including "Turf" Proposals	0.31	(e)	0.04	635	0.31	0.06	0.05	690.57	145 <sup>2</sup>	72.68	3.50	164
		0.10	..	..	0.00	0.10	..	..	..	20	..	0.08	0.11
2	Notice Paper, House of Representatives	0.20	(e)	0.02	934	0.20	(e)	0.03	0.25	72	18.00	3.50	17
3	Votes and Proceedings	0.11	(e)	0.02	0.13	0.11	(e)	0.03	0.17	73	12.41	3.50	13
4	Parliamentary Papers - List of Members and Officers of House of Representatives	0.32	0.04	0.03	39	0.32	0.04	0.04	444	175	77.00	5.00	95
5	..	0.02	..	..	..	..	..	..	..	..	..	0.02	0.01
6	Senate and House of Representatives	0.02	(e)	..	..	(e)	..	..	..	6	..	..	..
7	House of Representatives	0.45	(e)	..	..	(e)	..	..	..	1	..	..	..
8	Senate, Description of House and Proceedings of Representatives	1.22	(e)	..	..	(e)	..	..	..	2	..	..	..
9	Standing Orders of House of Representatives	1.36	(e)	..	..	(e)	..	..	..	1	..	..	..
10	The Mace	0.18	(e)	..	..	(e)	..	..	..	1	..	..	..

(e) Receipts tests for Bills (Free Issues). Notice Paper, and Votes and Proceedings (Free Issues) are included in the cost of printing, postage and labor. The cost of printing, postage and labor for the House of Commons is included in the cost of printing, postage and labor for Bills (Free Issues). The number of free issues is in accordance with the schedule accompanying Attachment A. Because of the wide variations in size and content and direct costs, there are limits to the conclusions that can be drawn from the average costs quoted. A further note: A rough mode of calculating the average cost of printing, postage and labor is obtained by dividing the total cost of printing, postage and labor by the number of free issues. (f) This item is not yet placed on sale as price has not been finalized.

## ATTACHMENT C3

PARLIAMENTARY PUBLICATIONS 1970-HANSARDS  
Average Costs, Prices and Issues  
(All Costs and Prices Shown in Dollars Per Copy)

Item	Title of Series	Free Issues						Subscription Issues					
		Print- ing cost	Post- age etc.	Labor, Total cost	No. of copies	Print- ing cost	Post- age etc.	Labor, Total cost	No. in series	Print- ing cost	Post- age etc.	Labor, Total cost	No. of sales
1	Daily (Proof) Hansard	0.32	0.05	0.03	2,039	(e)	..	..	..	73	..	..	..
2	Daily (Proof) Hansard, House of Representatives	0.32	0.07	0.03	32	0.31	0.18	0.07	0.62	22	13.64	0.50	60
3	Weekly Hansard, Senate	0.31	0.18	0.03	18	0.30	0.24	0.07	0.79	20	15.39	0.60	1,360
4	Weekly Hansard, House of Commons	0.31	0.24	0.05	7,840	0.31	0.24	0.07	0.63	4	27.72	6.30	32
5	Hansard, House of Commons	0.18	0.65	0.44	6,27	0.18	0.65	0.47	6.93	5	31.70	6.30	32
6	Hansard, House of Commons, Volume	0.64	0.65	0.44	5,73	0.64	0.65	0.47	6.34	..	..	..	..

(e) There are no subscription issues or sales for these items. (f) Cost of printing shown is for a 3 day issue—for the cost of a 4 day issue 3 cents plus a proportionate overhead percentage should be added. (g) Cost of printing shown is for a 4 day issue—for the cost of a 3 day issue 11 cents plus a proportionate overhead percentage should be added. (h) Cost of printing shown is for a 3 day issue—for the cost of a 4 day issue 11 cents plus a proportionate overhead percentage should be added. (i) Cost of printing shown is for a 4 day issue—for the cost of a 3 day issue 11 cents plus a proportionate overhead percentage should be added. (j) Approximate printing cost of the average number of weekly issues of Hansard, House of Commons and Hansard, House of Commons, Volume.

General Note: The costs of printing of Weekly Hansards (Senate and House of Representatives) are understood to the extent that the main setting up costs are covered in Daily Hansard costs.

## PRICES OF HANSARD SINCE 1901

1901—3d per copy: 4s per session  
 1910—2d per copy: 2s 6d per session: special postage rate for *Hansard* of 4d per 12 oz  
 1920—2d per copy: 2s 6d per annum: postage increased to 1d per 12 oz  
 1930—4d per copy: 4s per annum  
 1951—6d per copy: 6s per annum  
 1953—6d per copy: 6s per annum: postage increased to 2d for 12 oz  
 1954—6d per copy: 6s per annum for the reports of *each House* (until 1953 *Hansard* covered the reports of both Houses)  
 1959—6d per copy: 6s per annum: postage increased to 5d for first 4 oz and 3d for each additional 4 oz or part thereof  
 1967—5 cents per copy: 60 cents per annum: postage increased to 5 cents for first 2 oz, 4 cents for second 2 oz, 4 cents for each additional 4 oz up to 1 lb and over 1 lb parcel rates  
 1970—5 cents per copy: 60 cents per annum: postage increased to 6 cents for first 2 oz, 6 cents for second 2 oz, 6 cents for next 4 oz and 6 cents for next 8 oz and over 1 lb parcel rates.

(Subscription rates include postage)

## SUBMISSION BY PROFESSOR L. F. CRISP

Department of Political Science  
 The School of General Studies  
 The Australian National University  
 Box 4, Post Office, Canberra, A.C.T.

5 April 1971

G. J. Horsfield, Esq.,  
 Clerk of the Joint  
 Publications Committee,  
 Parliament of Australia  
 Parliament House,  
 Canberra, A.C.T. 2600

Dear Mr Horsfield,

Thank you for writing to me of your Committee's plans to look into the pricing of Parliamentary publications and associated financial arrangements and for conveying the Committee's invitation to make a submission on this subject. In this letter I am taking advantage of that invitation as it is a subject in which, as a university teacher and a citizen, I have a considerable interest. Indeed, quite recently I raised with the Australian Government Publishing Service a pricing matter to which I shall make reference towards the conclusion of this letter.

May I say, by way of preface, that I have much appreciated the improvements made in Parliamentary publications and their distribution as an outcome of the earlier Parliamentary investigation and report and the consequent establishment of the Australian Government Publishing Service. These have included:

- (1) The more enterprising efforts made to bring Parliamentary publications to the notice of potential buyers and readers, e.g.
  - (a) By sending 'samples' to university teachers to bring to the attention of 'buyers', viz. students, in this case; and
  - (b) By approaching professors like myself with requests that we distribute to all our students a publicity circular drawing attention to their attractive new sales outlet at Civic Centre and to the sorts of individual and serial publications to be purchased from or ordered through it for their courses.
- (2) The provision of an attractively arranged display and sales centre at Civic Centre—the marks we may give to that outlet will depend on how well stocked and how capably and helpfully staffed it proves to be over time. If it can approach in these respects the excellent HMSO outlet in Kingsway, London (not far from Australia House) then we shall be well served indeed. I have not seen recent developments of the same sort in the State Capitals but hope that a fully comparable provision is being made—in fact, the further each outlet is from the Printing Office in Canberra the *more* crucial are questions of stocks on hand and capable and knowledgeable staffing. There is nothing more devastating to the eager buyer, or damning to such an outlet, than poor stocking or lackadaisical and ignorant staffing. Such things have not been unknown to me in times now happily past.

Now for my response to your specific invitation. At the risk of writing at a little length, may I indicate my personal 'philosophy' on this whole matter?

## A. The Purposes of Parliamentary Publications

It seems to me that there may well be a 'natural' and continuing clash of interest between Parliament and some others, on the one hand, and the Treasurer, on the other, over the

numbers, costs, sales prices—and also 'free lists'—of Parliamentary publications. The reason is, of course, not far to seek. The Treasurer's proper interest, in part at least, will lie in the economies of scarce public revenues, for a share of which he is plagued by thousands of interests. I should maintain, however, that the proper expenditures of a democratic national Parliament stand in a special and preferred position to most of the other demands upon the Treasury. In any case, whilst not insignificant, the demands of Parliament in such matters are relatively very modest.

The strength of Parliament's claims under this head rest upon the purposes served by such Parliamentary publications and these I see to be chiefly three:

- (1) The publication of material essential to the best functioning of the Parliament itself as the central democratic governing institution of the nation and the institution which above all others, must be fully informed and fully responsible if it is to discharge its constitutional functions (especially *vis-à-vis* the Executive Government) on the Australian people's behalf and to their informed satisfaction. In this connection it is not without interest and is at the same time highly relevant that during my thirty years in Canberra the publications of the Executive Government have grown in extent and quality and cost to a notable degree. I do not for a minute regret most of that expansion and some of it I positively applaud, but it does suggest that the Treasurer and his Ministerial colleagues, in consequence, can hardly decently begrudge or deny a like expansion on Parliament's part.
- (2) The publication of material essential to the general public's understanding of the transactions, discussions and concerns of Parliament and its committees and to the welfare and guidance of particular sections (financial, commercial, industrial, professional, etc.) of the public whose affairs may depend upon a knowledge of these things.
- (3) The publication of material which, incidentally, can assist the rising generation of Australians to understand the nature and purposes of Parliament, its transactions, discussions, and the issues it is confronting and dealing with.

In some cases the same publication will serve all three of the foregoing purposes, in others, only one or two.

## B. The Pricing (where necessary) of Parliamentary Publications

When the purposes of parliamentary publications are categorised as above, it can immediately be seen how central most of them are to a system of democratic representative government and how *necessary* a part of its basic cost they are. Such a cost might well be expected to be carried in whole or large part by the public purse as part of the cost which a people pays for the health of its democracy. It can reasonably be argued with conviction and justification that if, within prudent limits, such publications were supplied free to the interested public upon inquiry this would simply be meeting a basic necessity of democracy.

There are, however, several reasons why one does not want to push that argument too far. They include:

- (1) A nominal price, at any rate, attaching to some categories of publications serves to separate the really interested parties from those willing to receive such publications as a matter of course if free without much intention of making a use of them which would justify the cost of production and distribution.
- (2) There are *some* willing to buy *some* categories of these publications who can well afford to buy them because of the economic use they are to them. Some of these people would regard even an economic price for *some* of these publications no hardship because of their value to their enterprise or profession.
- (3) Acceptance of a policy of free issuance of all Parliamentary publications would tend to make for prodigal thinking about the number of such publications and the numbers of each to be printed, wrapped and delivered.

Without entering into the question of detailed principles for pricing policy and for subsidising publication of all or most Parliamentary publications—upon which matters I am not well qualified to advise—I should suggest that there is a case, for reasons already advanced, for subsidising Parliamentary publications to keep prices moderate. In saying that, however, I should strongly urge the retention of two practices which I understand to have operated at times or regularly in the past in regard to particular publications. These two practices are:

- (1) The charging of the most nominal prices for certain publications whose wide dissemination is clearly in the public interest. (See 'C' below for a particular case in which I have lately made representations).
- (2) The compiling of 'free lists' for certain publications (e.g. *Hansard*; Budget papers; appropriate Committee Reports). Recipients who could well be retained or included in such 'free lists' are:
  - (a) Public libraries, large and small.
  - (b) Secondary School libraries which apply in respect of particular items (e.g. *Hansard*).
  - (c) University and Tertiary College libraries (preferably two sets—one for immediate availability for readers and one for binding—similarly for (a) above).
  - (d) Secondary school senior subject masters in History or Social Studies; Professors of Political Science, Public Administration, Economics and Statistics and their equivalents in Tertiary Colleges.
- (e) (In appropriate cases with each report or document) Trade and Professional journals which 'notice' or review such publications and thus bring them to the notice of their memberships and advise them where and how to secure copies by purchase.

As I see it, the rationale for such 'free lists' for such recipients is that all the recipients listed under (a) to (e) above are in one sense or another 'transmitters'—a copy of *Hansard*, or of Budget papers or a Committee report going to them is read by, or its contents brought to the attention of, many people whose interest in government or informed carrying-on of their lives, professions or businesses is crucial to the democratic process. They *should* be put in possession of official and authentic materials. (Incidentally, in this connection, it may be desirable that, as has sometimes happened, a less costly edition of some high cost publications be simultaneously produced for free or nominal-priced distribution. Here I should instance the successive editions of the *Parliamentary Handbook*, which is now a greatly improved and very useful book of reference.)

## C. The Pricing of Certain Other Publications

There are some other publications of the Commonwealth Government Printing Office, which are not, I think, Parliamentary publications, yet are intimately linked with such, whose pricing, as it seems to me, should be of concern to Parliament.

It should suffice here to illustrate my point with one instance. It is one I have already brought to the attention of the AGPS. I refer to the pamphlet-type edition of the Constitution (with the Financial Agreement and, I believe, the Statute of Westminster appended). The price of this now stands at 60 cents.

I appreciate that publishing costs, like most other costs, are rising all too fast. But it would seem to me that, as a matter of public policy, school children, tertiary students and New Australians, in particular, should be able to secure a copy of their country's Constitution in such an authoritative edition for, say, 10 cents. I am continually being astonished and saddened to find from my tutorial classes of First Year students how pitifully few homes even of professional families can apparently boast a copy of our Constitution. I believe this to be deplorable.

I wish that Parliament would secure the production of a copy of the Constitution with a brightly illustrated cover and text which could be on sale at Parliament House (as a souvenir for young visitors) and through official outlets and newsagents for 10 cents, and could be presented *gratis* at naturalisation ceremonies. Bulk supplies could be made available

to schools at 10 cents for Social Studies classes. At the rate we bring the text of our Constitution up-to-date by amendment there should be few occasions of dead stock piling up! The Americans have much to teach us in such matters. They foster a sense of national history and identity in a number of ways, not the least impressive of which is their making available at low prices of basic national documents and related commentaries.

In conclusion, may I say that I trust the Australian Parliament will, in such matters as its publications, insist, if necessary against the Executive, upon adequate funds for its publications and for their disposal or distribution as it sees fit in the general public interest.

I should be grateful if you would place the foregoing before your Committee.

Yours sincerely,

(Signed) FINLAY CRISP  
*Professor in Political Science*

## APPENDIX 10

### SUBMISSION BY MR T. D. SPROD, CHAIRMAN, COMMITTEE OF AUSTRALIAN UNIVERSITY LIBRARIANS

Library  
University of Tasmania  
Hobart 7001  
Tasmania  
3 May 1971.

Mr G. J. Horsfield,  
Clerk to the Committee,  
Joint Publications Committee,  
Parliament House,  
Canberra, 2600

Dear Mr Horsfield,

I have consulted with members of the Committee of Australian University Librarians in the matters raised in your letter of 29 March concerning the distribution of Commonwealth Parliamentary publications. You will be aware that some members have already written directly to you. However, it has also been agreed that I should make a submission on behalf of the combined Australian university libraries.

There has been a general concern amongst librarians that all proper measures be taken to ensure effective distribution of Commonwealth publications of all kinds to the major libraries and this has been given expression in discussions between the Commonwealth Government and the Australian Advisory Council on Bibliographical Services. AACOBS proposed that the designation of depository libraries, which would automatically receive gratis supply of a wide range of Commonwealth publications, would be the best way of meeting the informational and research needs of libraries for official publications. In September 1969, the Treasurer advised AACOBS that seven libraries (the National Library and the six State Libraries) had been so designated. Subsequently (in February, 1970) the Chairman of AACOBS (Sir Alister McMullin) again contacted the Treasurer asking that consideration be given to putting into effect additional recommendations of AACOBS. These recommendations concerned the establishment of two additional classes of depository libraries: full depositories with the discretion of keeping permanently a selection of Commonwealth publications and selective depositories. The proposal was that University libraries would be in the former of the two categories. In his reply the then Treasurer decided to limit deposit arrangements to the seven libraries already designated. However, Mr Bury further indicated that 'As a general rule, I should expect no difficulty in continuing the arrangements already developed for the direct issue of parliamentary and departmental publications to libraries by the departments and instrumentalities concerned. The Australian Government Publishing Service will assist by providing increasingly comprehensive lists of publications and the sources from which they can be obtained'. Mr Bury further indicated that any problems which may arise in practice should be referred by libraries to the Controller of the Australian Government Publishing Service whom he had asked to render every possible assistance.

I have outlined these negotiations, conducted between the highest body representing Australian libraries and the Commonwealth Government, to emphasise the importance placed by libraries on the prompt supply of a comprehensive range of official publications. Of these publications those issued by the Commonwealth Parliament are of the utmost importance. The concern of my Committee is, of course, that such materials be freely available in university libraries. As major libraries of inquiry and research serving students, faculty and researchers within the universities, the university libraries find a comprehensive range of the publications of the Commonwealth Parliament vital to their work. Present arrangements for the gratis supply of publications are greatly valued and are a rapid, simple

and relatively inexpensive way for the Commonwealth Parliament to disseminate information on its operations and decisions not only to academic teachers, research workers and to students but, through inter-library cooperation and outside use of libraries, to the Australian community at large.

If, after considering this and the other letters referred to in the light of the terms of reference of the Committee, you should require any further information or comment I shall be happy to supply this or to canvas my colleagues appropriately.

Yours sincerely,

(Signed) T. D. SPROD  
*Chairman*