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Clerk of the Senate

DEPARTMENTAL PUBLISHING ACTIVITIES

REPORT FROM THE JOINT COMMITTEE ON PUBLICATIONS

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

**DEPARTMENTAL PUBLISHING
ACTIVITIES**

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JOINT COMMITTEE ON PUBLICATIONS**

AUSTRALIAN GOVERNMENT PUBLISHING SERVICE
CANBERRA 1972

JOINT COMMITTEE ON PUBLICATIONS

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Standing Order 36 of the Senate reads, 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.

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(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 relevant Minister, and
- (b) to send for persons, papers and records.

Standing Order 28 of the House of Representatives reads, 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 relevant Minister, and
- (b) to send for persons, papers and records.

Personnel of the Committee

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

Deputy Chairman: Senator G.S. Davidson

Members: Senator N.T. Bonner	Mr J. Corbett, M.P.
Senator D.N. Cameron	Mr N.K. Foster, M.P.
Senator P.D. Durack	Mr D.J. Hamer, D.S.C., M.P.
Senator G. Georges	Mr L.R. Johnson, M.P.
Senator B.R. Milliner	Mr L.J. Keogh, M.P.
Senator R.G. Withers	Dr R.J. Solomon, M.P.

Clerk to the Committee: Mr. R.N. Carson

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INTRODUCTION

A continuing Parliamentary review

1. The Joint Select Committee on Parliamentary and Government Publications (1964) was convinced of the need for a continuing Parliamentary review of the Commonwealth's printing and publishing arrangements and also of the publications themselves. That Committee, whose Inquiry was the first comprehensive investigation to be made into the Commonwealth printing and publishing, felt that the Commonwealth's role as a publisher had been neglected and that there was scope for improvement. Although much was expected of the proposed new publishing office, established in 1970 as the Australian Government Publishing Service (AGPS), that Committee felt that 'a committee of Parliament with the task of keeping under review the Commonwealth's publishing arrangements could and should provide a healthy stimulus to continuing reform in this field'.¹

The Joint Committee

2. The Joint Committee on Publications, as recommended by the Joint Select Committee, was established in June 1970 by adoption of amendments to Standing Order 36 of the Senate and Standing Order 28 of the House of Representatives. These standing orders empower the Joint Committee to initiate its own inquiries within its general terms of reference, viz., 'the printing, publication and distribution of Parliamentary and Government Publications'.

The Inquiry

3. Following the completion of its Inquiry into the distribution and pricing of Parliamentary Publications late in 1971, the Joint Committee decided to investigate the publishing operations of Government Departments, and so undertake the task which was seen as its prime responsibility by the earlier Joint Select Committee.

The submissions and witnesses

4. Initially, the Committee requested written submissions from seven departments which were selected as being representative of a wide range of Commonwealth publishing operations.

The departments are:

- External Territories
- Immigration
- Interior
- Labour and National Service
- National Development
- Trade and Industry
- Treasury

The departments were requested to supply information about their arrangements for the publication of material which would be used outside the department, and any difficulties experienced in reaching the public and prospective readers, and in budgeting. The departments were also asked for information about the nature of annual, serial and other publications which they produce. The type of information required related to the cost of printing and distribution and the manner in which these costs were borne, the extent of free and paid distribution, the principles applied in pricing *for sale* copies and subsidising them, if this was done, and the manner in which publication was achieved.

¹ Australia. Parliament, *Parliamentary and Government Publications : Report from the Joint Select Committee*, Parl. Paper 32, 1964 (Canberra, 1964) para. 372.

5. Later, the Committee requested and obtained similar information from certain statutory authorities responsible to the Ministers of several of the departments. Advertisements were placed in major metropolitan newspapers publicising the Inquiry and inviting submissions from interested persons and organisations. There was little public response.

6. The departments and authorities which were approached co-operated fully with the Committee in supplying the requested information, together with samples of their publications. Some went to considerable effort to present very detailed and well-documented submissions. Witnesses representing the seven departments, several statutory authorities and the Australian Government Publishing Service were called and examined (see Appendix I — List of Witnesses). The Committee is indebted particularly to Mr P.A. Nott, Controller, and Mr B.P. Shurman, Director (Publishing), Australian Government Publishing Service, whose evidence was especially important and whose knowledge and assistance was invaluable to the Committee.

7. The Committee now proceeds to examine the publishing operations of the departments severally. For the sake of convenience, statutory authorities are grouped with the department to whose Minister they report. The Committee finally analyses some of the common issues and problems which emerged from the Inquiry.

EXTERNAL TERRITORIES

Publishing operations.

8. The Department of External Territories produced twenty regular publications during 1971–72 and six occasional publications. Except for Japanese editions of four commodity pamphlets which were printed in Japan, all publications were printed in Australia, and all work was handled by AGPS. Twenty-two of the twenty-six publications were printed by the Government Printer. The Department issued all publications free of charge, although AGPS took fifty run-on copies of each of the five Territories annual reports for sale through its retail outlets.

Range of publications

9. The publications are designed to support the departmental responsibilities in relation to Parliament, the United Nations, and the Administrations in the Territories, to promote trade and investment and to provide general information, as follows:

- (a) *Official reports.* Annual reports are printed for five Territories: New Guinea, Papua, Norfolk Island, Christmas Island and Cocos (Keeling) Islands; print runs varying between 1,050 and 4,014 and totalling some 11,000 copies. The New Guinea and the Papua reports will be amalgamated in future.
- (b) *General information booklets.* Three booklets are produced each year. The total of copies printed in 1971–72 was 205,000.
- (c) *Trade and investment promotion.* Five publications are produced each year. Print run in 1971–72 was 60,000 copies. For three of the commodity pamphlets Japanese editions are printed totalling 15,000 copies. A fourth commodity pamphlet, not produced in English, is produced in Japanese, the edition being about 5,000 copies.
- (d) *Periodicals.* One fortnightly newsletter and two quarterly journals are produced. Quarterly and bi-monthly editions total 380,000 copies per year and the newsletter editions total 91,000 copies per annum. The bi-monthly journal is to be discontinued.
- (e) *Special purpose publications.* Two special purpose publications, a pidgin language information pamphlet and a film catalogue are produced (80,000 and 2,146, respectively, totalling 82,146 copies).
- (f) *Statistical publications.* Two are produced annually, each of 500 copies.
- (g) *Occasional publications.* Six had been produced between July 1971 and the lodgment of the submission in November 1971, editions ranging from 1,500 to 30,000 copies and totalling 65,500 copies.

In total some 895,000 copies of publications are printed, all being issued free by the Department.

Papua New Guinea

10. Most of the material produced by the Department relates to Papua New Guinea and there is likely to be considerable change as self-government and independence approach. The Department's *Australian External Territories Journal* (six issues each year, 24,000 copies per issue) has been discontinued as from 1971–72 as changes in Papua New Guinea are so rapid that its content is mostly out of date by the time issues come off the press.

11. It was the Department's view that the Territory may have the editorial ability to produce its own material in the future but it is not likely to have a printing industry able to handle all classes of work, in particular high quality glossy and/or colour work. The existing industry in the Territory could not cope with the volume of work produced currently by the Department.

Printing problems

12. All the Department's printing requirements are channelled through AGPS and, like other departments which have given evidence, some problems of delays between lodgment of copy and receipt of the printed publications have occurred, usually, for some reason not known to the Department, with simple, straight-forward printing tasks. On the other hand, good service has been given by AGPS on other jobs.

13. A Treasury proviso that all printing jobs estimated to cost more than \$100 be handled by AGPS was criticised by departmental witnesses who, in view of current costs, urged an increase in the limit to, say, \$400, \$500 or even \$1,000. Of the twenty-six publications listed one cost under \$100 and was contracted by the Department, two cost between \$100 and \$400, two between \$400 and \$500 and seven between \$500 and \$1,000. Fourteen jobs exceeded \$1,000. The Department believed that raising the financial limit would benefit all concerned by removing a large number of small time-consuming jobs from the AGPS system.

IMMIGRATION

Publishing operations

14. This Department is unique among Commonwealth Departments in that it has almost 90 per cent of its very extensive printing requirement printed overseas, under well rationalised and efficient arrangements in two countries, the Netherlands and England. About \$750,000 out of an \$850,000 annual publishing budget is involved in overseas printing. All publications are issued free of charge.

Range of publications

15. *Overseas publications.* These comprise pre-immigration publicity and follow-up material, the latter for firm inquiries and/or selected immigrants. Approximately twenty publications are involved, printed in seventeen languages, each publication being revised at least once each year.

16. *Post-immigration publications.* These provide information for immigrants after their arrival in Australia and relate mainly to housing, employment, social welfare, education (including the teaching of English), citizenship matters and general information about Australia. Included is material used by the Good Neighbour Council.

17. *Public relations material.* This material is designed to publicise the policy and operation of the immigration programme and to seek the co-operation of the Australian public in the integration of new settlers. It includes publications covering statistics, policy statements, reviews of the programme, papers for citizenship conventions, etc.

Rationale of printing overseas

18. The Committee examined the rationale of the Department's policy of printing overseas vis-à-vis printing in Australia and the reason for concentrating overseas printing in two European countries.

19. The Committee is satisfied that the desirability of printing overseas as against printing in Australia is kept under constant review by the Department.

20. The economics of printing in each overseas country is itself also kept under constant review. One major result has been that printing in the United States of America has been discontinued recently and this printing transferred to the Netherlands at an annual saving of some 66 per cent. Publications intended for the United States of America, which are now being printed in the Netherlands and freighted, are now costing one-third of their previous cost of printing in the United States of America.

21. The Netherlands, and to an increasing extent England, have advantages in low-cost printing combined with economies of scale and highly skilled printing industries. They are geared to low cost, long production runs in high quality colour work. The Netherlands, in particular, is the main centre for printing in European and foreign languages and has the fonts, type, skilled linotype operators and efficient experienced proof readers in foreign languages. These factors outweigh any consideration to print separately in each country where material is distributed.

22. Overseas printing allows for cheaper and more efficient distribution of more up-to-date material, as it is close to the main distribution outlets. Also, it allows closer contact with translators living in countries of their own language. Much unnecessary proof correction is avoided.

23. Printing in the Netherlands is arranged by an agency which carries out many of the functions that the Department or AGPS would need to perform in Australia. The agency fee is 15 per cent.

Problems of printing in Australia

24. The Department has found printing costs to be much higher in Australia — probably double current overseas costs. Past experience of the Department has shown that printing material for the United States of America in Australia and freighting it to America costs about the same as having the material printed in America. On the basis of the decision to transfer United States printing to the Netherlands and freighting it back to New York at a cost saving of 66 per cent, Australian printing and freighting costs could work out at an excess of 200 per cent over printing in the Netherlands.

25. Freight costs from Australia to Europe and the United States of America would be very much higher, as airfreighting would be needed to ensure topicality. At a conservative estimate this cost would exceed \$500,000 per year in addition to current distribution costs from overseas centres.

26. In the opinion of the Department, the Australian printing industry is not geared to large-scale printing in seventeen languages, using three alphabets, and in high quality colour work. It does not have the fonts, type, vowel mutation marks, skilled linotype operators or efficient proof-readers. Continuity of any skills in foreign languages cannot be assumed or guaranteed. Skilled printing tradesmen command a premium overseas and it is 'practically impossible' to entice them to come to Australia as there is insufficient skilled work available.

27. Treasury regulations governing procedures whereby printing work estimated to cost \$1,000 or more must be put to public tender, together with the AGPS policy not to group publications with one printer, would result in the splitting of publication work among many printers, not always the same ones for the same publication when reprinted, and confusion and delay could result. No one printer would have a chance to build up expertise.

28. Colour printing, now economic in Europe, would no longer be possible if printing were split up among Australian printers. Colour is an important advantage in immigration publicity and this advantage would be lost.

29. Remoteness from the main countries of distribution would be a disadvantage: great difficulty would be experienced in having up-to-date material available, distribution plans would be more complex, delays in liaison with translators and expert advisers overseas would be considerable, publications would be revised less frequently and would become out of date more quickly.

30. A substantial increase in central office staff of the Department would be needed to administer the system if printing was to be done in Australia.

31. The Department, while not highly critical of AGPS, has reservations concerning printing in Australia using AGPS channels, the main criticisms being:

- (a) The AGPS system is cumbersome and slow: considerable delays in initial paper work have been experienced.
- (b) The Treasury-prescribed tender system is not flexible enough to cope with urgent printing requirements. Direct access to known printers for urgent work is considered desirable.
- (c) There is a lack of consultation by AGPS with the Department on the printers chosen for jobs.
- (d) There is a need for departmental officers to have direct access to printers in the course of a job.
- (e) The \$1,000 limit on quotes which AGPS can obtain without public tender is somewhat unreal in the current economic context—most of the Department's

work would exceed \$1,000.

- (f) As noted in paragraph 27 above, AGPS policy against grouping publications with one printer is disadvantageous to their printing requirements.

Publicity pamphlets

32. The Committee examined the advantages and disadvantages of the Department having one large publicity pamphlet against the current range of smaller pamphlets. The Department favours the range of specialised pamphlets because of the problem of updating information. If information is up-dated of necessity in one specialised area one pamphlet only may need to be revised. For this reason revision of a large pamphlet would be extremely costly if all existing copies of the previous printing had to be discarded. Up-to-date information is of critical importance. A related aspect was that the range of pamphlets are often aimed at different age groups and can be more easily passed around in prospective migrant families. The Committee agreed with the Department that one comprehensive pamphlet would not be manageable.

33. The Department experiences problems with other Commonwealth departments which provide information for inclusion in pamphlets. Much editing is often needed and much prompting to obtain the latest information in time for revisions of pamphlets.

The future

34. The Department did not see much prospect of any major change in future publishing activities. A peak in volume has been reached but costs are expected to increase, both overseas and in Australia. Relative costs are constantly monitored, further scale economies are being sought continually, and distribution is monitored constantly to curtail over-ordering by overseas posts. If costs increase, higher printing budgets would be necessary as the Commonwealth Immigration Publicity Council has strongly advised against any reduction in the quality of their publicity material. High quality colour and good quality paper are considered to be essential. The current publishing budget of \$850,000 is only part of an overall publicity budget of \$2,345,000.

General

35. The Department presented excellent submissions and went to great lengths to provide detailed information for the Committee. The Committee found that the Department is very conscious of the importance of its publishing activities, that it keeps the cost of the programme under constant review, that it has examined fully the case for printing overseas as against printing in Australia and that its publishing policy under current circumstances appears to be an optimum one from the points of view of economy and efficiency.

INTERIOR

36. The two most important publishing elements of the Department are the Information and Public Relations Section and the Australian News and Information Bureau. These and the other elements responsible for publications, such as the Electoral Office and the Bureau of Meteorology, all operate independently of each other.

Information and Public Relations Section

Publishing operations

37. The publications produced by the Section are for general public information and are almost entirely related to the Australian Capital Territory and the Northern Territory. The majority are in brochure form and are distributed free. However, the Section aims to produce a greater number of saleable publications in order to offset the cost to the Department of free issue material.

Range of publications

38. The publications produced in 1970-71 for the A.C.T. included brochures distributed by the A.C.T. Tourist Bureau, booklets and brochures on A.C.T. flora and fauna, municipal brochures, annual reports of local boards and miscellaneous items.

39. Publications concerning the Northern Territory cover a similar range of tourist information, material for intending residents, promotional material designed to attract investment in the Territory, annual reports and miscellaneous items.

Printing problems

40. The Department made a number of criticisms of the AGPS system, claiming that:

- (a) Printing requirements were handled more speedily and more efficiently when handled in the past by the Department's own tender board.
- (b) Extensive delays occur with printing contracts placed through AGPS channels. Such delays did not occur when the Section placed its own contracts.
- (c) Use of the AGPS system means that the Department cannot have direct liaison with the printers which is considered by the Department to be a desirable practice.
- (d) The Department's publishing costs are higher under the AGPS tendering system than they were before AGPS was established.

Pricing policy

41. The Department claimed that the AGPS pricing policy was unsatisfactory when applied to departmental publications. The claim was made that if the three times run-on cost formula¹ was used the Department would incur losses on saleable publications and AGPS would make a corresponding gain. Conformity with AGPS pricing policy would make some of their saleable publications too expensive for the particular public towards which they were oriented. An agreement has been reached with AGPS to experiment with a twice average cost pricing formula.

AGPS attitudes

42. Many of the foregoing criticisms were expressed in general terms and the evidence contained very little in the way of substantive criticism capable of verification.

43. The Controller of AGPS was examined on the criticisms and complaints made by the Department, but his evidence, which was supported by documents and facts where necessary, showed that many complaints arose from lack of communication within the

¹ Pricing formulas are explained in paras. 101-4.

Department and lack of liaison with AGPS.

44. On the more general point of criticism of the AGPS system as a whole, it does seem possible to see in the Department's evidence some dissatisfaction with the loss of its former independence in publishing operations.

45. The Department by complaining about the effect of AGPS pricing policy on its ability to make publications available for the trade, showed that it is in direct competition with AGPS in supplying its *for sale* publications direct to the trade. While there may be a case, as AGPS accepts, for the Department to sell its publications through its own outlets, e.g., at the Botanical Gardens, Tiddinbillia, etc., it appears to be an unwise practice for it to compete directly with AGPS as a supplier to the commercial book trade, such a practice being contrary to the charter of AGPS.

Australian News and Information Bureau

The role of ANIB

46. The News and Information Bureau is the Government's principal overseas information service. It has eighteen overseas posts and also has outlets through Australian diplomatic and trade posts. All of its publications are produced for overseas distribution, three being produced jointly with the Department of Trade and Industry, and all are issued free. In addition to publications the Bureau also distributes Australian radio material, films and television clips overseas. It is a member of an interdepartmental committee on overseas publicity which, *inter alia*, aims to ensure that no overlapping of publications occurs.

Range of publications

47. The range of publications is small and specialised comprising some dozen annual or serial publications with print runs ranging from one million copies down to 10,000. All are high quality. A number are printed in multi-language editions, up to seventeen languages being used. The distribution is mainly through the overseas posts to schools, libraries, business organisations and general inquirers about Australia.

Editorial policy

48. The Bureau aims at high quality publications which are up-to-date and apposite to their subject. The Bureau has a system of quarterly feedback from overseas posts which indicates usage and comments upon the effectiveness of each publication, enabling periodic assessments to be made of the impact of the publication in each case.

Printing and publishing policy

49. All except two of the Bureau's publications are printed in Australia. The Bureau has a policy on printing its requirements in Australia (which is almost the reverse of the policy of the Department of Immigration and the Trade Publicity Branch of the Department of Trade and Industry, both of which opt for printing overseas), the main reasons for which are:

- (a) More executive control and direction is possible by printing and publishing in Australia.
- (b) Better quality control is achieved in Australia.
- (c) Printing in Australia is more economical.

The Bureau has its translations done in the countries of distribution: translations done in Australia have not been satisfactory. Proof reading is done in Australia.

Relations with AGPS

50. The Bureau has had few problems in its dealings with AGPS, and recognises that these few problems were related to initial establishment and staffing problems of AGPS.

The Bureau has had some advantages in its dealings with AGPS because it has had, and still has, specialised technical staff which can ensure that AGPS receives high quality specifications. Bureau dealings with AGPS are now virtually confined to tendering procedures. In addition, AGPS now sells a number of Bureau publications through its bookshops.

Distribution

51. Distribution of publications from Australia is a problem as up to three months may elapse between completion of printing in Australia and distribution through overseas posts. The Bureau is endeavouring to find a system whereby printers would deliver direct to shippers instead of from printer to store to shipper. A month could be saved in distribution time by this system.

General

52. The Bureau's charter is such that it does not sell its publications but distributes them free on a world-wide basis. It has the necessary editorial and technical expertise to produce high quality material. Of particular interest is its policy of carrying out both its English and foreign language printing and publishing in Australia, in contrast to the Department of Immigration which centralises this function overseas, and the Department of Trade and Industry which also prints overseas.

National Capital Development Commission

Publishing operations

53. The Commission's publishing operations are on a relatively small scale and the range of publications is specialised. The Commission releases printed information for the following purposes:

- (a) To meet statutory requirements.
- (b) To initiate a dialogue between government and private sectors which, in turn generates feedback into planning and development.

54. In order to minimise costs of providing information for which there is continuing demand, a considerable proportion of material is printed internally. Of thirty-two publications listed, only seven were printed outside the Commission, two of which were major prestige publications.

Range of publications

55. The publications fall into three main groups:

- (a) The annual report.
- (b) Technical publications, such as house specifications, house sketches, suburban plans and land use plans.
- (c) Information publications, publicising current and future development of Canberra.

During the year 1970-71 no prestige publications were produced but in 1964 and 1970 two such publications were produced by commercial publishers and these were referred to in evidence.

Printing arrangements

56. The Commission, being a statutory authority, is not bound to use AGPS as a publishing medium and, except for printing of its annual report does not do so. The AGPS does the whole job on the annual report from design to finished product and the Commission has no complaints at all about the service given. Outside printing of other publications involved only six small publications at a total cost of approximately \$8,500. The remaining twenty-four publications were printed on the Commission's own

multilith/photo-copier/plan printing equipment, the use of which enables the Commission to meet public demand for information by providing publications on a simple, low cost basis. Nevertheless, the Commission recoups a greater proportion of its printing costs than do the departments examined. The Commission's printing bill in 1970-71 was \$20,917 including \$10,791 for its annual report produced pursuant to statute and issued free. The remaining cost of \$10,126 was offset by approximately \$13,500 from sales revenue.

57. The Commission has a working relationship with the Department of the Interior to avoid overlap, as both have a publicity role about Canberra.

'Tomorrow's Canberra'

58. The Committee queried the high price (\$17.50) of the prestige publication *Tomorrow's Canberra* (published 1970) on the basis that the book would be beyond the pockets of most potential buyers. The Commission pointed out that the book was aimed at a technically oriented or professional audience and was rich in drawings, plans, illustrations and tables. The Commission agreed that the book had been priced out of the range of many people, but that its purpose and nature had made this unavoidable.

LABOUR AND NATIONAL SERVICE

Publishing operations

59. The publications produced by the Department tend to be directed to specific target audiences to a greater extent than those of other departments examined, with an emphasis on employer and employee organisations. They provide much information on industrial and employment matters not otherwise available in Australia. All printing is done in Australia, contracts being arranged by AGPS. About 30 per cent of the publications are priced although all priced issues also have sizeable free-distribution lists.

Range of publications

60. Some thirty-four titles are produced, with sub-titles in certain series, the total number of separate documents being fifty-one. The range varies from monthly and quarterly periodicals to annual publications, occasional serial studies and special occasional publications. The topics range from employment reviews, industrial information, labour market studies, industrial safety information, etc., to career guides for school leavers, food services guides, training information, and International Labour Organisation conference session reports.

Target audience identification

61. Target audience identification is very important for the type of publication the Department produces, particularly as it is the pre-eminent Australian source for industrial information. Employer and employee organisations, particularly trade unions which lack research resources, rely on timely production of information relevant to their activities. Production of the right sort of material for specialist audiences is monitored continually and there is a continuous advertising and marketing effort to make wider audiences aware of the information the Department can provide.

Printing problems

62. The Department operates now through the AGPS and has problems of delays in printing which can be critical in the case of its serial publications, particularly documents such as the *Monthly Review of the Employment Situation*. The problem of delays differs somewhat from that experienced by other departments examined, in that geographical and organisational factors are added to simple time delays. The Department's central office which produces practically all of the publications is located in Melbourne and must deal through the Victorian regional office of AGPS. This office has very limited delegations vis-à-vis the size of the Department's contracts, and usually has to refer the larger contracts (which are usually the time-critical ones) to AGPS in Canberra. This represents a further built-in delay in a system which has been criticised already by departments in Canberra. The Department said that it gets the utmost co-operation from the AGPS regional office but the latter is restricted by the extent of its delegation to \$400. Only eleven of the fifty-one separate printing tasks were under \$400 and all these were minor publications.

Pricing policy

63. The Committee found that the Department generally accepts AGPS pricing policy. In the case of some publications the change over from printing cost plus 75 per cent to AGPS formula of three times run-on cost resulted in a rather steep increase in price and, accordingly, the Department pays a direct subsidy to AGPS on a few publications in order to modify the price increase.

General

64. As the Department produces practical material rather than publicity or promotional information, it has developed a rationalised approach to its publishing operations and constantly reviews all facets of its publishing programme. Its main problem is timely receipt of completed work due to the geographical and organisational factors arising from the need to work through a regional office of AGPS.

NATIONAL DEVELOPMENT

Publishing operations

65. The Department's publishing operations are largely decentralised in semi-autonomous branches, and the Committee heard witnesses representing:

- The Bureau of Mineral Resources
- The Division of National Mapping
- The Forestry and Timber Bureau
- The Water, Power and Geographic Branch
- The Management Services Branch

66. The Department's publishing activities are not co-ordinated at central office level, although the central office does develop a policy for publishing throughout the Department.

Range of publications

67. The range of publications by major elements of the Department is as follows:

- (a) *Bureau of Mineral Resources.* The Bureau's function is to provide information about the geology, geophysics and mineral resources of Australia, and its publications which are mostly scientific, fall under two main headings: descriptive books and monographs, and geological maps. The descriptive material covers annual or serial publications and specific reports or bulletins on minerals, surveys and geological or geophysical topics. The geological maps include accompanying explanatory pamphlets. Many publications are used extensively in secondary and tertiary educational institutions.
- (b) *Division of National Mapping.* This Branch produces topographical survey maps of Australia and shares this work on an approximate fifty-fifty basis with the Directorate of Military Survey, Department of the Army. The Division also produces maps for thematic purposes for approximately twenty Commonwealth departments and authorities, e.g. maps showing Commonwealth railways, broadcasting stations, population distribution, national parks and native reserves.
- (c) *Forestry and Timber Bureau.* The Bureau publishes information on forest and timber resources of Australia in forms ranging from substantial hard-back books to reports and pamphlets on a number of aspects of forestry: general or specific surveys on tree types and forest products, forest fire control, imports/exports of timber, plant diseases, etc.
- (d) *Water, Power and Geographic Branch.* The Branch mainly publishes information, in book and/or map form, on Australia's water resources. It is also responsible for the *Atlas of Australian Resources*, and land use surveys and maps.
- (e) *Management Services Branch.* This Branch handles publishing for branches or sections other than those in sub-paragraphs (a) to (d), e.g., departmental quarterlies such as *NATDEV*, publications of the Northern Division, the National Materials Handling Bureau, etc., and the departmental annual report.

Publishing policy

68. The aim of the Department's publishing operations is to collect, assemble, publish and distribute scientific information and to produce an up-to-date map coverage of Australia. The rationale for publishing is that the Government invests heavily in the production of data by the Department and such data must be distributed on an optimum basis. Much material is published in book or monograph form as its size makes it unacceptable to learned journals. Its total published material, including maps which predominate in the total, numbers almost 4,900 items.

Pricing policy

69. The Department follows the pre-AGPS formula of average printing cost plus 75 per cent, in the pricing of its *for sale* publications. In some cases this formula is not strictly applied in order that the price of a particular publication may be kept stable, cost increases being absorbed and the stable price, in effect, becoming a subsidised price.

70. In the case of many of the scientific monographs and pamphlets published by the Department, the buying public is restricted and there is little scope for sales by AGPS. When the latter handle this type of publication they obtain stocks from the Department on a consignment basis, i.e., sale or return, the normal AGPS policy of purchasing extra copies at run-on cost price not being followed, with the result that there is no basis to apply the three times run-on cost formula.

71. The pricing of maps is different again, all maps carrying a standard price of 75 cents per sheet. Maps vary in complexity, and consequently in cost, some costing as little as 11 cents a sheet. The 75 cents charge is considered to be a reasonable average, the task of costing separately each of the 3,000 or so maps produced being seen as both complex and uneconomic. Printing and handling costs only are recovered—the Department estimated that if the survey costs were to be taken into the pricing formula the cost per map could be as high as \$4.00 each, an impractical price to set.

72. Many publications, approximately \$100,000 worth, are issued free, including a proportion of those for which a price is fixed. Much of the free distribution is for publicity purposes, and on an exchange basis with institutions and organisations.

73. The Department recouped for payment into Consolidated Revenue the following amounts from sales:

Year	Amount
1969-70	\$193,000
1970-71	\$215,000
1971-72	\$259,000 Estimated

(Actual sales have fallen due to a recession in the minerals industry. Actual sales to December 1971 totalled only \$91,000).

Sales and distribution problems

74. The Department has some problems with sales and distribution. A number of its publications find ready outlets in the mineral industries, universities and schools, but many are slow sellers and are of little interest to the general public. AGPS prefers in many instances to take copies for sale on consignment basis rather than buying run-on copies through its Trust Account.

75. Maps are unattractive to retailers for two main reasons: the low profit margin and the need for special storage facilities, as maps need to be stored flat in bulky storage cabinets and there is a very large range of maps available. The price of 75 cents per sheet allows the retailer only a very small profit margin, and pressure is mounting to increase the price to \$1.00. Some experimentation is being made between the Department and AGPS in developing folded maps in covers. The Department had been negotiating with the PMG for maps to be sold at Post Offices but negotiations lapsed on the creation of AGPS. These negotiations may be re-opened.

76. The Department rarely tests reader response, but has done so recently in the case of the *Atlas of Australian Resources*.

Relations with AGPS

77. The Department, in common with others, has had some problems with AGPS,

mainly concerning delays and differences over specifications. The National Mapping Division now has good working relations with AGPS, and the Water, Power and Geographic Branch state that delays now have decreased, and the quality of work has improved since the AGPS has handled contracts. The Bureau of Mineral Resources is still having occasional problems when AGPS reworks BMR specifications. However, the Department generally appreciates the fact that AGPS can apply sanctions effectively against printers who delay the production of publications; before AGPS was established the Department was relatively powerless to do this.

TRADE AND INDUSTRY

Central Office

Publishing operations

78. Apart from the Trade Publicity Branch, dealt with later in this Report, the Department itself publishes a range of publications principally to provide summaries of basic statistical and trade information, and basic reference material on the Australian economy. Apart from departmental use, the publications are issued free to interested organisations and persons on request. Australian exporters and manufacturers, and overseas investors.

Range of publications

79. The range covers:

- (a) Basic statistical publications on Australian trade patterns.
- (b) General reference publications covering the economy, manufacturing developments, income tax information for manufacturers, investment references, etc.
- (c) Trade information circulars.

Relations with AGPS

80. Initially, the Department experienced delays and other problems which were recognised as arising from developmental problems of AGPS. Some delays still occur, mainly in cases where AGPS decide that a trade publication is saleable. Until the likely sales volumes are worked out contracts are not let, and this delays proceedings. As all Trade publications distributed by the Department are issued free, delays while prices are set by AGPS are a source of irritation.

Trade Publicity Branch

Publishing operations

81. Trade Publicity Branch publications are approved as part of a trade publicity programme for the ensuing twelve months, covering the whole campaign throughout the world. The programme is approved by the Minister. The publications are oriented towards overseas target audiences and most are printed in overseas countries. In contrast to the Department of Immigration which centralises its overseas publishing in the Netherlands and England, the Trade Publicity Branch has its publications produced in countries in all continents.

Range of publications

82. All are promotional documents aimed to foster sales of Australian products. The schedule submitted by the Branch to the Committee listed fifty-three titles with a total of 113 issues—some half dozen titles are printed in a number of languages. These are periodicals issued quarterly or monthly. The remainder, printed on an *ad hoc* basis related to special promotions, trade fairs or specific products. All publications, being promotional, are issued free.

Relations with AGPS

83. The Branch also said that initial troubles with delays and quality have now been reduced very greatly as a working relationship between the Branch and AGPS has developed. The Branch recognises that AGPS had unavoidable problems in its developmental stages, particularly regarding staffing and the establishment of procedures.

Overseas printing policy

84. Overseas printing policy and practice stands midway between the Department of Immigration and ANIB. The Branch places its contracts with printers in many countries, often on a regional basis, and claims that this is the most efficient way. The Branch

argued a case for overseas printing which allows inclusion of the most recent information in time-critical publications. In addition, local translating and editing was claimed to be the best way of allowing for nuances of meaning and the use of current jargon in trade matters. Print-runs are much smaller on the average than Department of Immigration print-runs which would offset efficiencies arising from centralised publishing along the lines that department uses.

Australian Tourist Commission

Publishing operations

85. The Commission publishes a range of material which promotes Australia as a tourist venue. There are two clear target audiences: the travel industry throughout the world and the individual tourist.

Range of publications

86. The range is small with emphasis on travel newsletters for the trade. These are issued variously from once to ten times per year in editions ranging from 500 to 2,500 depending on the place of distribution. The balance of the publications cover travel displays, travel and accommodation guides, posters, maps and special promotions, e.g., the Great Barrier Reef.

Printing policy

87. The Commission, being a statutory body, is not bound to use AGPS and to date has not done so (although it may do so in the future). In the opinion of the Committee, this and other statutory authorities should be encouraged to use the services of AGPS.

88. Like the Trade Publicity Branch, it lets printing contracts in overseas countries, but only about 15 per cent by value of its publishing budget is involved. Like the Trade Publicity Branch, it does have some time-critical publications but most of the printing can be done in Australia.

TREASURY

Publishing operations

89. The major publishing operations are decentralised and carried out by offices that are virtually autonomous. The Department itself publishes very little, the bulk of published material coming from the Bureau of Census and Statistics. There is no centralised control over publications.

Range of publications

90. *Central Office.* Except for Budget papers and other papers related to the national accounts, the range of publications is limited to *The Australian Economy*, quarterly *Treasury Information Bulletins* and *Treasury Economic Papers*. All publications are distributed free.

91. *Commonwealth Taxation Office.* Apart from its annual report the Office publishes taxation statistics, a number of pamphlets explaining particular taxes or tax laws, income tax ready reckoners and two large taxation manuals, one of which includes a replacement page up-dating service, the cost of which is covered by the price paid for the manual.

92. *Bureau of Census and Statistics.* The Bureau publishes an extensive range of statistical publications. Some 560 titles are produced, giving rise to some 2,000 issues each year. Because of the need to make statistics available as quickly as possible after collection and compilation, approximately 80 per cent of publications are mimeographed publications, which range in size from two to fifty pages, and are distributed free. Editions average 1,500 copies, and distribution is effected by mailing lists. Mimeographed publications are produced in the Bureau's offices, although the plant is in fact a sub-printery of the Printing Office. Printed publications are priced but there is a substantial free list for Commonwealth and State Parliamentarians, departments, libraries, publicists, political organisations, employer and employee organisations, universities and foreign governments. Practices prevailing in the several States at the establishment of the Integrated Statistical Service are still followed, e.g., in New South Wales, free issues to schools. Publishing operations are also divided between Central and State Offices, 249 publications being produced by the former and 312 by the latter.

Pricing policy

93. Treasury itself, despite its strictures on other departments about pricing, issues its general publications free, the justification being that publications produced at the express direction of the Government should be available to all who ask for them.

94. The Taxation Office publications fall into two groups—those which are used by practitioners and solicitors, and those of general interest. The former are priced while the latter are issued free of charge. The annual report has a free list but it can also be purchased from AGPS. The Taxation Office uses, and has no criticism of, the AGPS pricing formula.

95. The Bureau of Census and Statistics has problems because of the volume of work it produces. Most is done by the Government Printer and the volume puts great pressure on the Printer's capacity. Some work has a high priority but the bulk must compete with the demands of other departments. Outside printers have not proved altogether satisfactory, the Government Printer being particularly well set up for statistical work. Though there have been problems experienced with working through AGPS, both with timings and with the application of the pricing formula, the Bureau did not criticise AGPS in the same way as did other departments, seeing the problem as mainly one of insufficient capacity at the Government Printing Office. *Time-critical* publications are given priority

by the Printer and are not a problem. It was said that '... perhaps (we) have some considerable investigation to do internally ...' before conferring with AGPS to rationalise pricing policy. The peculiar arrangements carried over in relation to the former State governments' statistical offices also pose problems, particularly in respect of publications produced by Central Office and those produced by State Offices. Distribution policy varies and in some of the major publications printed by the State Government Printers there are significant differences in prices set under the pricing formula for similar type publications.

General

96. The publishing operations of the Bureau of Census and Statistics in particular, appear to be going through a period of expansion and development: mimeographed publications are expected to increase in number and omnibus publications to decrease, and computer-printed material is increasing. Handling and mailing costs are high and as a result mailing lists are progressively monitored. The Committee is of the opinion that the heavy printing work-load on the Government Printer needs to be examined and rationalised.

COMMON ISSUES

97. AGPS did not present submissions as did the departments which were examined, but the Controller and the Director of Publishing appeared on a number of occasions to respond to criticisms and complaints made by other departments and to assist the Committee with further explanations of its publishing procedures.

98. AGPS evidence counter-balanced departmental evidence and gave a rounded picture of the points at issue.

Production problems

99. There were problems at the commencement of AGPS operations which caused delays, and there were cases of poor quality work by printers to whom contracts were let. Initially the staffing establishment was inadequate for the work volume, and insufficient staff were available with the skills and knowledge necessary in the printing and publishing field. Quality of work accepted back from printers in the early stages of AGPS operations on a number of occasions was less than desirable. These early problems have now largely been resolved: procedures have been made highly efficient as experience has been gained, relations with client departments and the industry have improved and staff shortages both in numbers and quality largely have been overcome. Also, the Service now can apply sanctions on printers regarding quality of work and printing deadlines, a practice which previously departments were unable to enforce satisfactorily. In addition, AGPS now has a more complete picture of the Australian printing industry and what it can offer than any single department had in the past.

100. Particular complaints made by departments were followed up by the Committee with AGPS. The latter's records showing the dates of the various stages in the handling of these particular jobs, revealed in many cases the main faults to be with the departments, e.g., extensive editorial changes to proofs, undue delays before return of proofs, delays in providing financial authority, inadequate specifications and poor design.

Distribution policies and pricing formulas

101. The Committee found a wide variation of distribution policies between the departments examined resulting from differing objectives of their publishing policies: some departments issue purely promotional material which must be distributed free, whilst others produce publications generally for more specialised or restricted audiences. The latter publications included priced items, but the Committee noted that such publications also have free distribution lists, in some cases quite substantial ones. It appeared to the Committee that a uniform or rigid distribution policy applying to all departments would be impracticable.

102. Pricing formula application is still a problem between AGPS and some client departments. Before the establishment of AGPS, departments used a Treasury formula of average printing cost plus 75 per cent to fix prices of *for sale* publications, a formula found by AGPS to be inadequate as a means of recouping public funds spent on the printing of publications. AGPS introduced a new formula in which prices were set on the basis of run-on cost multiplied by three, in order to obtain a more realistic return. This formula is now fairly uniformly applied to priced government publications. Exceptions are the priced publications of the Information and Public Relations Section of the Department of the Interior and maps and certain specialised publications of the Department of National Development. The former, by arrangement with AGPS are experimenting with a twice average cost formula, while the latter appeared to apply the old average cost plus 75 per cent rule. Maps, thousands of which are produced, are sold at a uniform price, individual pricing of each map being impractical and uneconomic.

103. AGPS was criticised about the three times run-on cost formula by the Department of the Interior which claimed that the former made excessive profits on sales which were matched by corresponding losses to the Department. The Committee found, however, that the formula applied by AGPS is not designed to make profits: AGPS sales and distribution operations are financed by a Trust Account established by authority of the Treasury Department, and this Trust Account must remain in a state of balance—outgoings must be offset by sales revenue. The average cost plus 75 per cent formula if still used by departments and the AGPS would result in continuing yearly shortfalls in the Trust Account.

104. The Committee is of the opinion, therefore, that the present three times run-on cost formula should be applied uniformly to departmental publications, except in special cases, such as maps produced by the Department of National Development.

Overseas printing

105. The Committee found widely differing arrangements for the printing of material for overseas distribution. The Department of Immigration has centralised its overseas printing in the Netherlands and the United Kingdom; the Department of Trade and Industry arranges its overseas printing in all continents; while the Australian News and Information Bureau (Department of the Interior) has its printing for overseas distribution done in Australia, except for two publications, one of which, an atlas, is subject to overseas copyright and cannot be printed in Australia.

106. Whilst each department gave apparent good reasons for the particular publishing arrangements adopted, nonetheless, the Committee noted differences of opinion about the advantages and disadvantages of printing in Australia publications for overseas distribution. The Committee is of opinion that there is a need for AGPS to undertake an in-depth investigation of the overall question of overseas printing with a view to reaching a consistent government policy.

Contractual arrangements

107. The Treasury prescribes the following rules for the letting of contracts to printers other than Commonwealth and State Government Printers:

<i>Value</i>	<i>Action</i>
Under \$100	— Author department to be wholly responsible.
\$100–400	— Job must go to AGPS, who must obtain a minimum of three quotations.
\$400–1,000	— AGPS must obtain a minimum of five quotations.
Over \$1,000	— AGPS must call formal written tenders.

108. Some departments considered these levels to be unrealistically low in view of current printing costs. An increase in the minimum levels could relieve AGPS of a proportion of the heavy work-load represented by smaller contracts which are time-consuming. The Committee is of opinion that the various barrier levels in the contractual process should be raised in order to give both AGPS and departments more flexibility in their printing operations.

RECOMMENDATIONS

109. The Committee recommends:

Pricing policy

- (a) That AGPS pricing formula of three times run-on cost be applied uniformly to departmental publications, except in special cases such as maps.
(Paras. 101–4)

Overseas printing

- (b) That AGPS undertake an in-depth investigation of the overall question of overseas printing with a view to reaching a consistent government policy of favouring printing in Australia except where special circumstances make it advantageous to Australia's interest to do otherwise.
(Paras. 105–6)

Contractual arrangements

- (c) That the levels of authorisation governing quotations and calling of tenders under Treasury Regulations be revised to ease restrictions on departmental and AGPS printing contracts.

Free distribution

- (d) That all departments conduct continuous research into their free distribution programmes with a view to ensuring that wastage is minimised.
(Para. 101)



G.D. ERWIN
Chairman

October 1972

APPENDIX

LIST OF WITNESSES

BAIRD, G.M. Acting Assistant Secretary, Defence and International Relations Branch, Department of External Territories.

BERESFORD, D.C. Director of Marketing, Australian Tourist Commission.

BLIGHT, M. Assistant Director, Publications and General Section, Information Branch, Department of Immigration.

BOARDMAN, H. Director, Information Branch, Department of Immigration.

BOOTH, M.B. Director, Publications Section, Bureau of Census and Statistics, The Treasury.

BRACE, J.H. Publications and Production Manager, Australian Tourist Commission.

BRAIDWOOD, N.W. Director, Information and Public Relations Section, Department of the Interior.

BROOKS, W.S. Assistant Director, Australian News and Information Bureau, Department of the Interior

BROWN, A.G.J. Officer-in-Charge, Silvicultural Research Section, Forest Research Institute, Forestry and Timber Bureau, Department of National Development.

CASEY, D. Principal Executive Officer, Information Services, Department of Labour and National Service.

CLARKE, H.V. Director of Information and Publicity, Department of External Territories.

COLVIN, F.V. Director, Finance and General Services, The Treasury.

CREBBIN, A.E. Director, Finance and General Services, Management Services Branch, Department of National Development.

GOODRICK, B.E. Chief Cartographer, Division of National Mapping, Department of National Development.

HALPIN, D.M. Assistant Secretary, Management Services, Department of Labour and National Service.

HEGARTY, H.R. Acting Assistant Statistician (Services), Bureau of Census and Statistics, The Treasury.

KANGAN, M. Deputy Secretary, Department of Labour and National Service.

KILLEEN, L.R. Secretary and Manager, National Capital Development Commission.

LANSDOWN, R.D. Assistant Commissioner, National Capital Development Commission.

MOORE, R.C. Assistant Secretary, Management Services, Department of Trade and Industry.

NOTT, P.A. Controller, Australian Government Publishing Service.

RENNIE, C. Assistant Commissioner, Revenue and Taxation Analysis Branch, Commonwealth Taxation Office, The Treasury.

RICHARDS, R.J. Senior Executive Officer, Water, Power and Geographic Branch, Department of National Development.

SHURMAN, B.P. Director (Publishing), Australian Government Publishing Service.

TOWNLEY, K.A. Geologist, Publications and Information Section, Bureau of Mineral Resources Geology and Geophysics, Department of National Development.

WATSON, T. Acting Assistant Secretary, Trade Publicity Branch, Department of Trade and Industry.

DEPARTMENT OF THE SENATE
PAPER NO. 4708
DATE 26 OCT 1972
PRESENTED
<i>J.R. Odgers</i>
Clerk of the Senate

JOINT COMMITTEE ON PUBLICATIONS

EXTRACTS FROM MINUTES OF PROCEEDINGS

Minutes of meeting held in Committee Room No. U41
at 10.00 a.m. on Monday, 13 September 1971

PRESENT:

- | | |
|------------------|----------------------------------|
| | Hon. G.D. Erwin, M.P. (Chairman) |
| Senator Davidson | Mr Corbett, M.P. |
| Senator Georges | Mr Foster, M.P. |
| | Mr Hamer, D.S.C., M.P. |
| | Mr Keogh, M.P. |

1. APOLOGIES:

Apologies were received from Senators Durack, Marriott and Milliner, Mr L.R. Johnson and Mr Solomon.

2. MINUTES OF THE PREVIOUS MEETING:

The minutes of the previous meeting held on 23 August 1971 were read and confirmed.

3. DATE OF NEXT MEETING:

It was agreed that due to the difficulty experienced by Senators in attending Committee meetings on sitting weeks, the next meeting (to consider the draft report on the pricing and distribution of Parliamentary Publications) would be held at the Commonwealth Parliament Offices, Melbourne at 10.00 a.m. on Friday, 24 September.

4. PERSONAL PHOTOGRAPHS IN ANNUAL REPORTS:

The Chairman reminded the Committee of his letter to the Vice-President of the Executive Council concerning the resolution of the Committee relating to the publishing of personal photographs in the annual reports of departments and instrumentalities. The Chairman reported that he had received a letter from Mr Howson (Minister for the Environment, Aborigines and the Arts) agreeing to pass the Committee's recommendations on to all instrumentalities under his control and suggesting that the Committee contact other departments and instrumentalities for the same purpose.

On the motion of Mr Keogh -

Resolved: That the Chairman write to each Minister drawing to his attention the terms of the resolution of the Committee of 6 April relating to the inclusion of personal photographs in annual reports.

5. A.G.P.S. BOOK STORES - SALES TRENDS:

The Chairman tabled a letter from the Controller of the A.G.P.S. which contained information concerning the sales figures of the Melbourne and Sydney book stores for the two previous financial years.

5. GOVERNMENT DEPARTMENTS - PUBLISHING ACTIVITIES:

The Chairman reported to the Committee that the Secretary had written to the Secretaries of the Departments of Trade and Industry, the Treasury, National Development, Labour and National Service, Immigration and External Territories asking for information about their department's publishing activities. The Chairman stated that when these replies had been received it would be possible for the Committee to investigate the activities of these departments in depth.

6. COMMONWEALTH DIRECTORY:

The Chairman advised the Committee of the terms of a letter which he had sent to the Secretary, Department of the Environment, Aborigines and the Arts concerning delays which had been experienced in publishing the Commonwealth Directory for 1971.

7. PETITIONS AND PAPERS - RECOMMENDATION FOR PRINTING:

The petitions and papers presented since the last meeting of the Committee were considered and the following were recommended for printing:

- Australian National University Act - Council of the Australian National University - Report for 1970.
- Canberra College of Advanced Education Act - Council of the Canberra College of Advanced Education - Report and financial statements, together with the Auditor-General's Report, for 1970
- Commonwealth Bureau of Meteorology - Report for year 1970-71
- Defence Act - Royal Military College of Australia - Report for period 1 February 1970 to 31 January 1971
- Department of Education and Science - Report for 1970
- Dried Fruits Export Control Act - Australian Dried Fruits Control Board - Forty-seventh Annual Report, for year 1970-71, together with statement by Minister regarding the operation of the Act.
- Medical Research Endowment Act - National Health and Medical Research Council - Report for 1970
- National Debt Sinking Fund Act - National Debt Commission - Forty-eighth Annual Report, for year 1970-71
- Poultry Industry Assistance Act - Sixth Annual Report, for year 1970-71
- Stevedoring Industry Act - Australian Stevedoring Industry Authority - Report and financial statements, together with the Auditor-General's Report, for year 1969-70.
- Australian Parliamentary Delegation - Report of visit to Thailand, Laos, Cambodia and Vietnam of delegation led by the Honourable R. McN. Holten, M.P., Minister for Repatriation, 22 June to 15 July 1970
- Northern Territory (Administration) Act - Darwin Town Area Leases (Temporary Provisions) Ordinance 1971 and Local Government Valuations (Temporary Provisions) Ordinance 1971, together with statement of reasons for withholding assent to the Ordinances

8. DEFERRED PAPER:

On the motion of Mr Hamer -

Resolved: That the Annual Statement of payments under the States Grants (Secondary School Libraries) Act for 1970 which had been deferred for consideration from 6 May and 23 August be not recommended for printing.

9. A.G.P.S. PAPER P6:

(Mr P.A. Nott, Controller, A.G.P.S., in attendance)

At the request of the Chairman, Mr Nott presented A.G.P.S. Paper P6 and one copy of each document referred to therein.

10. A.G.P.S. PAPER A5:

(Mr P.A. Nott in attendance)

Mr Nott presented A.G.P.S. Paper A5 and spoke briefly to the Committee.

Mr Nott withdrew.

11. OVERSEAS EXCHANGE OF COMMONWEALTH GOVERNMENT PUBLICATIONS:

The Committee deliberated on the contents of the A.G.P.S. Paper A6 on the information which Mr Nott had provided verbally.

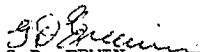
On the motion of Mr Keogh -

Resolved: That the Secretary write to the Controller, Australian Government Publishing Service requesting further information concerning the overseas exchange arrangements of all Government Departments and instrumentalities.

12. ADJOURNMENT:

The Committee adjourned until 10 a.m. on Friday, 24 September 1971.

Confirmed


G.D. ERWIN
Chairman



(Twenty-seventh Parliament - 19th meeting)

Minutes of meeting held in Committee Room U41 at
9.30 a.m. on Tuesday 9 November 1971

PRESENT:

	Hon. G.D. Erwin (Chairman)
Senator Cameron	Mr Corbett, M.P.
Senator Davidson	Mr Foster, M.P.
Senator Durack	Mr Keogh, M.P.
Senator Milliner	Solomon, M.P.

1. APOLOGY:

An apology was received from Mr L.R. Johnson.

2. MINUTES:

The minutes of the previous meeting held on 14 October 1971 were read and confirmed.

3. APPRECIATION OF SENATOR THE HONOURABLE J.E. MARRIOTT:

The Chairman referred to the resignation of Senator Marriott which had been reported at the previous meeting.

On the motion of Senator Davidson -

Resolved: That the Committee expresses its appreciation of the contribution made by Senator Marriott as Deputy Chairman of the Joint Publications Committee and a past member and Chairman of the Joint Printing Committee.

4. STAFF OF COMMITTEE:

The Chairman advised the Committee that Mr J. Gale of the House of Representatives Department had been appointed to assist the Clerk to the Committee.

5. A.G.P.S. PAPER P7:

(Mr P.A. Nott, Controller A.G.P.S. in attendance)
Mr Nott at the request of the Chairman presented A.G.P.S. Paper P7 and one copy of each of the publications to which it refers.

National Capital Development Commission Annual Report
for 1970-71:

The Chairman drew to the attention of the Committee the quality of colour printing in the last Annual Report of the National Capital Development Commission.

Resolved: That Mr J. Pitson, Design Branch, A.G.P.S. be requested to appear before the Committee.

Mr Nott withdrew.

The Committee deliberated.

(Mr Nott and Mr Pitson in attendance.)

Mr Pitson was questioned concerning the National Capital Development Commission Annual Report for 1970-71.

Mr Nott and Mr Pitson withdrew.

6. DEPARTMENTAL PUBLISHING OPERATIONS (DEPARTMENTS OF NATIONAL DEVELOPMENT, INTERIOR, IMMIGRATION):

The Committee considered the submissions provided by the Departments of National Development, Interior and Immigration.

On the motions of Senator Milliner -

Resolved: That the Secretaries of the Departments of Interior, National Development and Immigration or Officers deputed by them be requested to appear before the Committee on Tuesdays 23 November, 30 November and 7 December at 9.30 a.m., respectively.

Resolved: That evidence be heard from these Officers in camera.

7. ADJOURNMENT:

The Committee adjourned until Thursday 11 November at 12.50 p.m.

Confirmed

G. D. ERWIN
Chairman



(Twenty-seventh Parliament - 21st meeting)

Minutes of meeting held in National Library Council Suite,
National Library of Australia, at 9.30 a.m. on Tuesday
23 November, 1971

PRESENT:

- | | |
|----------------------------|------------------|
| Hon. G.D. Erwin (Chairman) | |
| Senator Davidson | Mr Foster, M.P. |
| Senator Durack | Mr Hamer, M.P. |
| Senator Milliner | Mr Keogh, M.P. |
| | Dr Solomon, M.P. |

1. APOLOGIES:

Apologies were received from Mr Corbett and Mr L.R. Johnson.

2. MINUTES:

The minutes of the previous meeting held on 11 November 1971 were read and confirmed.

3. REPORT ON THE DISTRIBUTION AND PRICING OF PARLIAMENTARY PUBLICATIONS:

Senator Davidson (Deputy Chairman) advised the Committee that the President of the Senate had expressed an interest in the implementation of the recommendations of the Report. The Chairman made a statement concerning the division of responsibility between the Minister in charge of the Australian Government Publishing Service and the Presiding Officers in relation to the implementation of the Committee's recommendations.

4. INQUIRY INTO THE PUBLISHING ACTIVITIES OF THE DEPARTMENT OF THE INTERIOR:

(a) Central Information and Public Relations Branch

Neville William Braidwood, Director, Information and Public Relations, Department of the Interior was sworn and examined.

The witness withdrew.

(b) Australian News and Information Bureau

Walter Stevenson Brooks, Assistant Director, Australian News and Information Bureau was sworn and examined.

The witness withdrew.

(c) National Capital Development Commission

Resolved: That the Secretary-Manager, National Capital Development Commission be requested to appear before the Committee at its meeting on 30 November, 1971.

5. ADJOURNMENT:

The Committee adjourned until Tuesday 30 November at 9.30 a.m.

Confirmed

G. D. ERWIN
Chairman



(Twenty-seventh Parliament - 22nd meeting)

Minutes of meeting held in Committee Room L58 Parliament House at 9.30 a.m. on Tuesday 30 November 1971

PRESENT:

Hon. G.D. Erwin, M.P. (Chairman)
Senator Bonner Mr Foster, M.P.
Senator Cameron Mr Hamer, M.P.
Senator Davidson Mr Keogh, M.P.
Senator Milliner Dr Solomon, M.P.

1. APOLOGIES:

Apologies were received from Mr Corbett and Mr L.R. Johnson.

2. MINUTES:

The minutes of the previous meeting held on 23 November 1971 were read and confirmed.

3. REPORT ON THE DISTRIBUTION AND PRICING OF PARLIAMENTARY PUBLICATIONS:

The Chairman informed the Committee of correspondence he had received, including a letter from Mr G.M. Bryant M.P. who suggested that the recommended sale prices for Hansard were excessive, especially in the case of pensioners.

4. INQUIRY INTO THE PUBLISHING ACTIVITIES OF THE NATIONAL CAPITAL DEVELOPMENT COMMISSION:

Robert Broughton Lansdown, Associate Commissioner and Laurence Reginald Killeen, Secretary and Manager, National Capital Development Commission, were sworn and examined.

The witnesses withdrew.

5. INQUIRY INTO THE PUBLISHING ACTIVITIES OF THE DEPARTMENT OF NATIONAL DEVELOPMENT:

Kenneth Allison Townley, Geologist Class 5, Publications & Information Section, Bureau of Mineral Resources, Geology and Geophysics made an affirmation and Alan Gordon John Brown, Officer-in-Charge, Silvicultural Research Section, Forest Research Institute, Forestry and Timber Bureau; Albert Edward Crebbin, Director Finance & General Services, Management Services Branch; Byrne Ernest Goodrick, Chief Cartographer, Division of National Mapping and Russell James Richards, Senior Executive Officer, Water, Power & Geographic Branch, Department of National Development were sworn.

The witnesses were examined.

The witnesses withdrew.

The Committee deliberated.

On the motion of Senator Milliner -

Resolved: That the Clerk to the Committee obtain from the Controller A.G.P.S. a full list of Commercial Printers used by his service, such list to include details of contracts arranged in the last financial year and the nature of printing equipment used by each.

6. ADJOURNMENT:

The Committee adjourned until 9.30 a.m. on Tuesday, 7 December 1971.

Confirmed.

G.D. ERWIN
Chairman



(Twenty-seventh Parliament - 24th meeting)

Minutes of meeting held in Committee Room L58 at 9.30 a.m.
on Tuesday 29 February 1972

PRESENT:

Hon. G.D. Erwin (Chairman)

Senator Davidson
Senator Milliner

Mr Keogh, M.P.
Mr L.R. Johnson, M.P.
Dr Solomon, M.P.

1. APOLOGY:

An apology was received from Senator Withers.

2. MINUTES:

The minutes of the previous meeting, held on 9 December 1971, were read and confirmed.

3. CORRESPONDENCE:

The Chairman advised the Committee of receipt of a letter from the President of the Canberra South Branch of the A.L.P. The letter was noted.

4. PRINTING SCHEDULES:

The Chairman referred to schedules provided by A.G.P.S. relating to the timing of "normal" printing jobs.

5. PRINTING CONTRACTS LET IN 1970-71:

The Chairman referred to a paper circulated by the Secretary relating to printing contracts let by C.S.S.T.B. and A.G.P.S. during 1970-71.

6. ADVERTISING:

On the motion of Senator Milliner -

Resolved: That the Committee advertise nationally its current inquiries into the publishing activities of the Departments of the Interior, Immigration, National Development, Treasury, Labour and National Service and External Territories, and its inquiry into International Gift and Exchange Arrangements in Commonwealth Government Publications.

7. LIAISON WITH STATE LIBRARY AUTHORITIES:

The Chairman advised the Committee that initial inquiries had led him to expect that the various State library authorities would be pleased to meet the Committee for the purposes of obtaining information about the Committee's functions and role and informing the Committee of matters of concern amongst their members relating to Government Publications.

On the motion of Senator Milliner -

Resolved: That a sub-Committee consisting of Mr Erwin, M.P. Mr Keogh, M.P. and Dr Solomon, M.P. be appointed to meet with these organisations.

8. INQUIRY INTO PUBLISHING OPERATIONS OF THE DEPARTMENT OF IMMIGRATION:

Mr Holt Boardman, Director, Information Branch and Mr Malcolm Blight, Assistant Director, Publications and General Information Branch, Department of Immigration were sworn, tabled four exhibits and were examined.

The witnesses withdrew.

9. A.G.P.S. PAPER P8:

Mr P.A. Nott, Controller, A.G.P.S. in attendance -

Mr Nott presented A.G.P.S. Paper P8 and at the request of the Chairman tabled the publications to which it referred.

10. COMMONWEALTH DIRECTORY:

The Committee considered the publication delays experienced with the Commonwealth Directory. The proposal that the Directory might be printed in loose leaf form was deferred for further consideration.

11. ADJOURNMENT:

The Committee adjourned until Thursday 9 March 1972 at 1.00 p.m.

Confirmed

G.D. ERWIN
Chairman



(Twenty-seventh Parliament - 25th meeting)

Minutes of meeting held in House of Representatives
Committee Room No. 1 at 1.00 p.m. on Thursday, 9 March 1972

PRESENT:

Hon. G.D. Erwin (Chairman)

Senator Cameron
Senator Milliner

Mr Foster, M.P.
Mr L.R. Johnson, M.P.
Mr Keogh, M.P.

1. APOLOGY:

An apology was received from Senator Davidson.

2. CLERK TO THE COMMITTEE:

The Chairman advised the Committee that Mr R.N. Carson of the House of Representatives Department had been appointed Clerk to the Committee, vice Mr G.J. Horsfield.

3. MINUTES:

The minutes of the meeting held on 29 February 1972 were read and confirmed.

4. ADVERTISING:

Arising out of the resolution of the previous meeting, the Chairman read to the Committee the proposed text of an advertisement to be placed in metropolitan newspapers publicising the Committee's current inquiries and inviting written submissions.

The Committee concurred in the text of the advertisement.

5. PETITIONS AND PAPERS - RECOMMENDATION FOR PRINTING:

The Petitions and Papers presented since the meeting of the Committee on 9 December 1971 were considered and the following were recommended for printing:

Marine Science in Australia - Report of the
Interim Council of the Australian Institute
of Marine Science, dated July 1971.

Parliamentary Retiring Allowances Act - Report
of the Commonwealth Actuary on the Parliamentary
Retiring Allowances Fund as at 30 June 1970.

Superannuation Act - Superannuation Board - Forty-
eighth Annual Report, for year 1969-70.

Superannuation Fund - Ninth Quinquennial Investigation,
as at 30 June 1967 -
Report by the Superannuation Board.
Report presented to the Board by the Commonwealth
Actuary.

6. ADJOURNMENT:

The Committee adjourned until Tuesday, 21 March 1972 at
9.30 a.m.

Confirmed

G.D. ERWIN
Chairman



(Twenty-seventh Parliament - 26th meeting)

Minutes of meeting held in Public Accounts
Committee Room U41, at 9.30 a.m. on Tuesday, 21 March 1972

PRESENT:

Hon. G.D. Erwin (Chairman)

Senator Bonner
Senator Cameron
Senator Milliner

Mr Foster, M.P.
Mr Hamer, M.P.
Dr Solomon, M.P.

1. APOLOGIES:

Apologies were received from Senator Davidson and Mr Keogh.

2. MINUTES:

The minutes of the meeting held on 9 March 1972 were read and confirmed.

3. APPRECIATION OF SERVICES OF MR G.J. HORSFIELD:

The Chairman referred to the services to the Committee of Mr G.J. Horsfield as Clerk to the Committee, which position he had now relinquished.

Resolved, on the motion of the Chairman, seconded by Mr Hamer:

That the Committee records its appreciation of the services of Mr G.J. Horsfield as Clerk to the Committee.

4. CORRESPONDENCE:

The Chairman reported receipt of the following correspondence, copies of which were circulated:

- (a) Letter from the Secretary, Department of National Development, forwarding
 - (i) A statement showing the appropriation provision for publications in the department for years 1968-69 to 1971-72.

(ii) A review of its publishing activities.

(b) Letter from Secretary, Australian Atomic Energy Commission, giving details of the Commission's publishing activities

5. INQUIRY INTO DEPARTMENTAL PUBLISHING ACTIVITIES (A.G.P.S. AND DEPARTMENT OF THE INTERIOR):

Mr Philip Anthony Nott, Controller, Australian Government Publishing Service, and Mr Bernard Phillip Shurman, Director (Publishing), Australian Government Publishing Service, were sworn and examined.

The witnesses withdrew.

6. ADJOURNMENT:

The Committee adjourned until Tuesday, 28 March 1972 at 9.30 a.m., unless the Chairman fixes a later date.

Confirmed

G. D. ERWIN
Chairman



(Twenty-seventh Parliament - 27th meeting)

Minutes of meeting held in Senate Committee Room
L58, at 9.30 a.m. on Tuesday, 11 April 1972

PRESENT:

Hon. G.D. Erwin (Chairman)

Senator Cameron
Senator Davidson
Senator Milliner

Mr Foster, M.P.
Mr Keogh, M.F.
Dr Solomon, M.P.

1. APOLOGIES:

Apologies were received from Mr Hamer and Mr L.R. Johnson.

2. MINUTES:

The minutes of the meeting held on 21 March 1972 were read and confirmed.

3. PETITIONS AND PAPERS - RECOMMENDATION FOR PRINTING:

The Petitions and Papers presented since the meeting of the Committee on 9 March 1972 were considered and the following were recommended for printing:

Australian Defence Review.

Independent schools in the Australian Capital Territory and the Northern Territory -
Statement of Commonwealth per capita grants payments for 1971.

4. INTERIM REPORT OF SUB-COMMITTEE:

The Chairman reported that the sub-committee appointed to liaise with State Library Authorities had met with the N.S.W. Regional Committee of the Australian Advisory Council on Bibliographical Services at Sydney on 10 April 1972. At this meeting the Chairman had delivered a paper "Commonwealth Government Publications - the 1964 Joint Select Committee and the present Joint Committee on Publications."

5. INQUIRY INTO DEPARTMENTAL PUBLISHING ACTIVITIES
(DEPARTMENTS OF NATIONAL DEVELOPMENT AND IMMIGRATION):

Mr Philip Anthony Nott, Controller, Australian Government Publishing Service, and Mr Bernard Phillip Shurman, Director (Publishing), Australian Government Publishing Service, were recalled and further examined.

The witnesses withdrew.

6. ADJOURNMENT:

The Committee adjourned sine die.

Confirmed

G. D. ERWIN
Chairman



(Twenty-seventh Parliament - 29 meeting)

Minutes of meeting held in House of Representatives Committee
Room No.3 (L119), on Tuesday, 23 May 1972, at 10.30 a.m.

PRESENT:

Hon. G.D. Erwin (Chairman)

Senator Cameron
Senator Davidson

Mr Foster, M.P.
Mr Hamer, M.P.
Mr Keogh, M.P.
Mr Solomon, M.P.

1. APOLOGIES:

An apology was received from Mr L.R. Johnson.

2. MINUTES:

The minutes of the meeting held on 11 April 1972 were read and confirmed.

3. PETITIONS AND PAPERS - RECOMMENDATION FOR PRINTING:

The Petitions and Papers presented since the last meeting of the Committee were considered and the following were recommended for printing:

Atomic Weapons Tests Safety Committee -
Report, dated December 1971, on fallout
over Australia from nuclear weapons
tested by France in Polynesia from June
to August 1971.

Commonwealth Grants Commission Act -
Special Report of the Commonwealth Grants
Commission on application by the State of
Queensland for financial assistance for the
year 1971-72 from the Commonwealth under
section 96 of the Constitution.

Egg Export Control Act - Australian Egg
Board - Twenty-fourth Annual Report, for
year 1970-71.

General Practitioner Fees in New South Wales - Report of the Inquiry into the Fees to be adopted for General Practitioner Medical Services in New South Wales (Items 1 and 4) for the purpose of the National Health Act, dated 12 May 1972.

National Film and Television Training School - Interim Council - Third Report, February 1972.

National Health Act - First Annual Report on the operations of the Registered Medical Benefits and Hospital Benefits Organisations, for year 1970-71.

Overseas Investment in Australia - Treasury Economic Paper No. 1, May 1972.

River Murray Waters - River Murray Commission - Report for year 1970-71.

States Grants (Secondary Schools Libraries) Act - Annual Statement of payments under the Act, for 1971.

Tariff Board - Report - Non cheddar cheese (Dumping and Subsidies Act).

Tobacco Marketing Act - Australian Tobacco Board - Sixth Annual Report and financial statements, together with the Auditor-General's Report, for 1971.

United Nations - General Assembly - Twenty-sixth Session, New York, 21 September to 22 December 1971 - Report of the Australian Delegation.

4. INQUIRY INTO DEPARTMENTAL PUBLISHING ACTIVITIES:

The Chairman made a statement on the course of the Committee's current Inquiry.

The Committee deliberated.

The Committee decided to take evidence from officers of the Departments of Trade and Industry, External Territories, Treasury and Labour and National Service, and adopted the following programme:

- 22/23 June 1972 - Departments of Trade and Industry and External Territories.
- 20/21 July 1972 - Departments of the Treasury and Labour and National Service.

5. REPORT FROM SUB-COMMITTEE:

The Chairman brought up a Report from the Sub-Committee appointed to liaise with State Library Authorities.

6. ADJOURNMENT:

The Committee adjourned until Thursday, 25 May 1972.

Confirmed

G.D. ERWIN
Chairman



(Twenty-seventh Parliament - 31st meeting)

Minutes of meeting held in House of Representatives
Committee Room No. 2 on Thursday, 20 July 1972 at 9.30 a.m.

PRESENT:

Hon. G.D. Erwin (Chairman)

Senator Cameron
Senator Davidson

Mr Hamer, M.P.
Mr L.R. Johnson, M.P.
Mr Keogh, M.P.
Dr Solomon, M.P.

1. APOLOGIES:

Apologies were received from:

Senator Bonner
Senator Durack
Senator Georges
Senator Milliner
Senator Withers

Mr Corbett, M.P.
Mr Foster, M.P.

2. MINUTES:

The minutes of the meeting held on 25 May 1972 were read and confirmed.

3. INQUIRY INTO DEPARTMENTAL PUBLISHING ACTIVITIES:

(1) Department of Trade and Industry and the
Australian Tourist Commission:

Mr Robert Charles Moore, Assistant Secretary,
Management Services, Department of Trade and
Industry;
Mr Thomas Watson, Acting Director, Trade
Publicity Branch, Department of Trade and
Industry (Melbourne);
Mr Donald Charles Beresford, Director of
Marketing, Australian Tourist Commission; and
Mr John Herbert Brace, Publications and
Production Manager, Australian Tourist
Commission;

were called, sworn and examined.

The witnesses withdrew.

(2) Department of External Territories:

Mr Hugh Vincent Clarke, Director of Information
and Publicity, Department of External Territories; and

Mr George Mackie Baird, Acting Assistant Secretary,
Defence and International Relations Branch,
Department of External Territories;

were called, sworn and examined.

The witnesses withdrew.

4.

ADJOURNMENT:

The Committee adjourned until Friday, 21 July 1972 at
9.30 a.m.

Confirmed.

G.D. ERWIN,
Chairman

Mr Maxwell Burkitt Booth, Director, Publishing Section, Bureau of Census and Statistics; and
Mr Charles Rennie, Assistant Commissioner, Revenue and Taxation Analysis Branch, Taxation Office;

were called, sworn and examined.

The witnesses withdrew.

(2) Department of Labour and National Service:

Mr Myer Kangan, Deputy Secretary, Department of Labour and National Service;

Mr Desmond Michael Halpin, Assistant Secretary, Management Services Branch, Department of Labour and National Services; and

Mr Donald Casey, Principal Executive Officer, Information Service, Department of Labour and National Service;

were called, sworn and examined.

The witnesses withdrew.

4. POST OFFICE ADVERTISING CONTRACT FOR MELBOURNE PINK PAGES TELEPHONE DIRECTORY:

The Committee heard advice from the Clerk that it was competent to inquire into this matter.

Resolved, on the motion of Mr Keogh, seconded by Senator Cameron:

- (1) That the Committee inquire into Post Office arrangements for the printing and publication of the Pink Pages Telephone Directories, with special reference to the circumstances of the recent granting by the Post Office of a new contract for advertisements in the Melbourne Pink Pages.
- (2) That the Clerk obtain a written statement from the Post Office on this matter for the information of the Committee and invite submissions from other interested parties.

- (3) That the Committee hear evidence from the Post Office and such other interested parties as the Chairman considers desirable on a date to be fixed by the Chairman.

5.

ADJOURNMENT:

The Committee adjourned.

Confirmed.

G.D. ERWIN
Chairman



(Twenty-seventh Parliament - 38th meeting)

Minutes of meeting held in Senate Committee
Room L58 on Thursday, 12 October 1972,
at 1.00 p.m.

PRESENT:

Hon. G.D. Erwin (Chairman)

Senator Bonner	Mr Corbett
Senator Cameron	Mr Foster
Senator Davidson	Mr L.R. Johnson
Senator Georges	Mr Keogh
Senator Milliner	

APOLOGIES:

Senator Durack	Mr Hamer
Senator Withers	Dr Solomon

1. MINUTES:

The Minutes of the meeting held on 28 September 1972 were read and confirmed.

2. INQUIRY INTO DEPARTMENTAL PUBLISHING ACTIVITIES:

The Chairman submitted his Draft Report, which had been previously circulated.

The Committee proceeded to the consideration of the Draft Report.

Paragraphs 1 - 7	- by leave, taken together and agreed to.
Paragraphs 8 - 13	- by leave, taken together and agreed to.
Paragraph 14	- amended and agreed to.
Paragraphs 15 - 35	- by leave, taken together and agreed to.

2.

Paragraphs 36 - 42 - by leave, taken
together and agreed to.

Paragraph 43 - amended and agreed to.

Paragraphs 44 - 58 - by leave, taken
together and agreed to.

Paragraphs 59 - 64 - by leave, taken
together and agreed to.

Paragraphs 65 - 77 - by leave, taken
together and agreed to.

Paragraphs 78 - 86 - by leave, taken
together and agreed to.

Paragraph 87 - amended and agreed to.

Paragraph 88 - agreed to.

Paragraphs 89 - 96 - by leave, taken
together and agreed to.

Paragraphs 97 - 108 - by leave, taken
together and agreed to.

Paragraph 109 - amended and agreed to.

Resolved - That the Draft Report, as amended, be
the Report of the Committee.

3. ADJOURNMENT:

The Committee adjourned.

Confirmed.

G.D. ERWIN
Chairman