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Mandy Evans



Distribution of Bound Volumes of Hansard

JOINT COMMITTEE ON PUBLICATIONS

November 1989

Parliament of the Commonwealth of Australia

Parliament of the Commonwealth of Australia

JOINT COMMITTEE ON PUBLICATIONS

10TH SPECIAL REPORT

Distribution of Bound Volumes of Hansard

November 1989

**Australian Government Publishing Service
Canberra 1989**

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(ii)

35TH PARLIAMENT

JOINT COMMITTEE ON PUBLICATIONS

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Senator J.O.W. Watson	Mr R. Sawford, MP ²
	Mr W. Taylor, MP ³
	Dr R. Woods, MP ⁴

Secretary : M. Kiermaier

-
1. Discharged from attendance on Committee, 20 April 1988.
 2. Appointed, 20 April 1988.
 3. Appointed, 19 May 1988.
 4. Discharged from attendance on Committee, 19 May 1988.
 5. Appointed, 1 November 1988.

JOINT COMMITTEE ON PUBLICATIONS

Senate Standing Order 36

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.

(2) All Petitions and Papers presented to the Senate which have not been ordered to be printed by either House of the Parliament shall stand referred to the Committee, which shall report from time to time as to what petitions and Papers ought to be printed, and whether wholly or in part:

Provided that when a Paper has been laid on the table, a Motion may be made at any time, without notice, that the Paper be printed.

(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.

House of Representatives Standing Order 28

28. A Publications Committee, to consist of 7 Members, shall be appointed at the commencement of each Parliament with power to confer with a similar committee of the Senate. All petitions and papers presented to the House which have not been ordered to be printed by either House of the Parliament shall stand referred to the Committee, which shall report from time to time as to what petitions and papers ought to be printed, and whether wholly or in part. 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.

CONTENTS

	Page
Extract of Recommendations	ix
Conduct of inquiry	1
Background	1
Distribution	2
Costs	2
Members' and Senators' entitlements	3
Official free distribution list	4
Subscriptions	6
Stored sets	7
Savings	8
Appendix	10

EXTRACT OF RECOMMENDATIONS

Members' and Senators' Entitlements

The Committee recommends:

That, from the commencement of the 36th Parliament, Members of Parliament be entitled to receive Hansard bound volumes of the House in which they have served, covering their period in office, and that these volumes be provided automatically.

Official Free Distribution List

The Committee recommends:

That entitlement to receive bound volumes of Hansard be determined according to the following guideline:

That, unless the Presiding Officers otherwise determine, the National Library of Australia, all State and State Parliamentary Libraries, and a country's national or parliamentary library with an exchange arrangement with the National Library of Australia, be eligible to receive one free set of bound volumes of Hansard upon request.

That tertiary institutions, upon request, be entitled to receive an additional set of the weekly volumes of Hansard, together with sessional indexes and information pages, to facilitate self binding of those volumes should those organisations wish to do so.

That the number of half calf volumes produced be reduced to 5 and distribution be restricted to the Presiding Officers, the Chambers and the Parliamentary Library.

That bound volumes be provided to the party leaders in each House.

That the parliamentary departments take action to reduce the number of sets of bound volumes currently being received.

Subscriptions

The Committee recommends:

That the Department of the Parliamentary Reporting Staff investigate the feasibility and desirability of producing Hansard in media forms other than paper.

That subscribers to Hansard bound volumes be charged a fee as determined by the Presiding Officers, representing the cost of production and distribution of each volume.

Stored Sets

The Committee recommends:

That, contingent on the adoption of the above recommendations, the Department of the Parliamentary Reporting Staff reassess the need to retain 30 sets of bound volumes in store.

DISTRIBUTION OF BOUND VOLUMES OF HANSARD

Conduct of inquiry

1. On 12 May 1989 the Presiding Officers wrote to the Joint Committee on Publications requesting it to inquire into and report on the distribution of Hansard bound volumes with particular reference to:

- the desirability of providing bound volumes to Members and Senators upon request rather than automatically;
- the desirability of those on the official distribution list being asked to pay a subscription fee and the subscription fee being raised to cost recovery plus 10% (ie. printing, binding and distribution);
- a review of the number of bound volumes being prepared for store; and
- the savings which would accrue to the Department of the Parliamentary Reporting Staff if these requirements were implemented.

2. At a meeting held on 1 June 1989 the Committee resolved to accept the reference and the Presiding Officers were advised accordingly.

3. Submissions were sought and received from the Department of the Parliamentary Reporting Staff (Hansard) and the Australian Government Publishing Service (AGPS). In addition, the Association of Parliamentary Librarians of Australasia provided a submission to the Committee, and the National Library of Australia provided advice on international gifts and exchange arrangements.

4. As the principles surrounding distribution arrangements of bound volumes were canvassed during the Committee's 1986 *Review of the Cost and Distribution of the Parliamentary Paper Series* (Parliamentary Paper No. 450/1986) further submissions were not sought.

Background

5. The debates of the House of Representatives and the Senate are recorded by the Department of the Parliamentary Reporting Staff. On behalf of that Department, AGPS prints separate daily records of the debates of each House.

6. The daily records (or Hansards) are issued in proof form. A short time later, weekly editions are produced. These editions have been checked for errors.

7. At the conclusion of each Autumn and Budget period of sittings an index to speeches, an index to subjects and several pages of information on the membership of the Houses, the Ministry and parliamentary committees are prepared. Ten sets are bound with calf leather spines and corners, and are distributed to various addresses within Parliament House. The remaining 609 sets are bound with buckram covers and distributed in accordance with a distribution list maintained by Hansard.

Distribution

8. In its submission Hansard advised that the current distribution for bound volumes of Hansard is as follows:-

Presiding Officers, Chairman of Committees, Chambers and the Parliamentary Library	10
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Members of the Parliament for that sessional period	220
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Official free distribution list -

Commonwealth departments and agencies	135
State departments and agencies	54
Universities and colleges	43
Media	8
Embassies in Canberra	8
Overseas libraries	45
	293

Subscriptions	66
---------------	----

Store	30
-------	----

619

Costs

9. Hansard also provided the Committee with the following details of expenditures:-

Financial Year	No. of Hansard Pages	Total Expenditure on printing, binding and distribution of Hansard	Expenditure on printing, binding and distribution of bound volumes (incl indexes)
1985-86	16 490	\$ 3 253 772	\$ 190 689
1986-87	15 662	3 136 540	76 856
1987-88	13 678	3 078 024	265 712
1988-89	16 841	4 101 264	464 309

10. Advice received from the Government Printer indicated that the average cost to produce and distribute a bound volume of Hansard was \$60.50.

Members' and Senators' entitlements

11. Members of the Parliament are entitled to receive bound volumes of Hansard, tail-lettered with their names, covering only their period in office. Ministers receive bound volumes of Hansard, tail-lettered with the titles of their portfolios.

12. Prior to 1977, Members and Senators were provided with bound volumes of Hansard upon request. Following representations from the then Acting Government Printer, who drew attention to the fact that about 90% of Senators and Members availed themselves of their entitlements, the Presiding Officers agreed to a recommendation from the Principal Parliamentary Reporter that bound volumes be provided automatically. It was believed that this arrangement would be more efficient.

13. AGPS advised that its present methods of production for bound volumes of Hansard are based on production line techniques. Accordingly, provision of bound volumes on an ad hoc basis would increase the unit cost.

14. Hansard advised that, according to its records, only two members of the Parliament have not chosen to take up their entitlement over the last five Parliaments. Even in those two cases, the declined entitlement was only for the Hansard of the House for which they were not members.

15. The Committee believes that Senators and Members should retain their entitlement to bound volumes of Hansard as an appropriate record of their service in the Australian Parliament. It also recognises that the current method of production is the more efficient way of producing those volumes. However, it does believe that entitlement should be restricted to the Hansard of the particular House in which a Member has served and not for both Houses, as is the current practice.

16. The Committee recommends:

That, from the commencement of the 36th Parliament, Members of Parliament be entitled to receive Hansard bound volumes of the House in which they have served, covering their period in office, and that these volumes be provided automatically.

17. Notwithstanding the above recommendation, the Committee will continue to monitor Members' and Senators' entitlements to bound volumes.

Official free distribution list

18. Historically, the Joint Committee has endeavoured to ensure that reports of Government agencies are readily available to the public at minimal cost. The dissemination of parliamentary debates is viewed similarly, and the official free distribution list is an essential part of this process. However, a seemingly exhaustive free distribution list for bound volumes is extravagant in view of the fact that currently about 3000 copies of the weekly (i.e. corrected) Hansard are distributed free of charge to various addressees.

19. It is apparent to the Committee that clear guidelines regarding entitlement to receive bound volumes, free of charge, do not exist. An examination of the free distribution list bears this out. For instance:

- Commonwealth addressees include most, but not all, Ministers and Departments, some Government authorities, Australian missions in Washington, New York, London, Sweden, Djakarta, New Zealand, South Africa, Commonwealth Parliamentary Offices in each State, and several Parliament House addresses.
 - State addressees include the Premiers of Queensland, Tasmania and Victoria, the Colonial Treasurer of NSW, the Governors of Tasmania and Victoria, NSW Public Works Department, NT Department of Mines and Energy, Supreme Court Libraries in the Northern Territory, Queensland, Tasmania, Victoria and Western Australia, numerous Law Court and Law Department libraries, State Public Libraries and State Parliamentary Libraries.
 - Media addressees include Telegraph (Sydney), Queensland Newspaper Co., Advertiser (Adelaide), News (Adelaide), Mercury (Hobart), Examiner (Launceston), Age (Melbourne) and WA Newspapers Ltd.
 - Embassies in Canberra include the embassies or high commissions of Denmark, France, India and Britain.
 - Overseas libraries include parliamentary and/or national libraries of Canada, Fiji, Finland, West Germany, India, Northern Ireland (sic), Ireland, Israel, Italy, Japan, Malaysia, Nauru, The Netherlands, New Zealand, Pakistan, New Guinea, Rhodesia (sic), Sweden, Britain and USA.
- Other overseas libraries include university and other libraries in USA, Britain, Singapore, New Zealand, New Guinea and Canada.

20. While wishing to maintain a service to the public, the Committee is anxious to eliminate wastage and reduce costs. It therefore believes that the current free distribution list should be culled as there would appear to be little reason for many recipients to be provided with bound volumes free of charge, given that a thorough distribution of weekly Hansard already occurs. Should Commonwealth Departments and agencies wish to be provided with bound sets of Hansard, it is reasonable to expect the Executive to bear this charge rather than the Parliament. Similarly, State agencies, media organisations and embassies should be asked to pay for bound volumes should they wish to receive them. Suitable exceptions would include State Libraries.

21. The Committee is aware of particular exchange arrangements between libraries. The National Library, for instance, maintains approximately 3000 exchange arrangements and during 1988-89 received 8000 serial titles and 3500 monograph titles through those contacts. In return, the National Library forwards its own publications, or arranges exchanges with other Government instrumentalities. Exchange arrangements also exist between parliamentary libraries. The Committee is satisfied that such arrangements provide relatively cheap and efficient means of equitably exchanging information, and that it is appropriate to include the debates of Parliament in those schemes. Therefore, libraries participating in recognised exchange arrangements should continue to be provided with bound volumes free of charge.

22. The Committee recommends:

That entitlement to receive bound volumes of Hansard be determined according to the following guideline:

That, unless the Presiding Officers otherwise determine, the National Library of Australia, all State and State Parliamentary Libraries, and a country's national or parliamentary library with an exchange arrangement with the National Library of Australia, be eligible to receive one free set of bound volumes of Hansard upon request.

23. Implementation of the above recommendation would cause universities and colleges to be removed from the free distribution list for Hansard bound volumes and would result in free entitlement to those volumes being similar to the entitlement to receive bound volumes of Parliamentary Papers.

24. Although universities and colleges no longer receive bound volumes of Parliamentary Papers, they are entitled to receive additional sets of those papers, collated into volumes and complete with indexes, to bind themselves. Due to the primary research facilities which tertiary institutions provide, it would be appropriate for those institutions similarly to be provided with an additional set of weekly Hansard, together with indexes and associated material, which they could bind themselves.

25. The Committee recommends:

That tertiary institutions, upon request, be entitled to receive an additional set of the weekly volumes of Hansard, together with sessional indexes and information pages, to facilitate self binding of those volumes should those organisations wish to do so.

26. There appears scope for the number of volumes in Parliament House to be rationalised. Currently, 10 volumes are bound with calf leather spines and corners and distributed to the President, the Speaker, the Chambers (4), the House of Representatives Chairman of Committees and the Parliamentary Library (3). A further 34 sets, bound in buckram, are distributed to internal addressees. Given that the Hansard of each House is readily accessible to Senators, Members and staff via the on-line Parliamentary Database System, the number of sets of bound volumes being received in the new Parliament House is considered excessive.

27. The Committee recommends:

That the number of half calf volumes produced be reduced to 5 and distribution be restricted to the Presiding Officers, the Chambers and the Parliamentary Library.

That bound volumes be provided to the party leaders in each House.

That the parliamentary departments take action to reduce the number of sets of bound volumes currently being received.

Subscriptions

28. Hansard advised that there are 66 subscribers to Hansard bound volumes. For each volume subscribers are charged \$7.50 as partial recovery of the cost of distribution (ie, postage). An examination of the distribution list reveals that subscribers include Australian and overseas universities and colleges, legal firms, Commonwealth departments and agencies, business and union groups, media groups and certain individuals.

29. Historically, Hansard has been made available at a nominal charge. In 1975 the Joint Committee on Publications resolved that any Australian who wants access to the proceedings of Parliament should be able to do so provided the cost of postage is met. This has been seen to be a contribution to the democratic process and a means of enabling interested parties being informed of parliamentary proceedings by means independent from the media.

30. While the Committee believes that these sentiments are still valid for the dissemination of the weekly Hansard, it is difficult to apply the same reasoning to the distribution of bound volumes, as they are produced sometime (ie, about a year) after the end of the sessional period.

31. Furthermore, technological advances have enabled permanent records to be kept on media other than paper, and the hardware and software to use this is readily available. Microform technology has been common in libraries for many years and recent advances in compact disk technology have enabled it to be a very useful and low-cost reference tool. AGPS, for instance, advised of its CD-ROM development which will enable all current Commonwealth Acts and regulations to be stored on a single compact disk which could be quickly and easily searched by users. A disk containing Hansard could also be developed using the same technology. The Committee believes that it would be appropriate for the Department of the Parliamentary Reporting Staff to pursue alternative media forms for the production of Hansard.

32. The Committee recommends:

That the Department of the Parliamentary Reporting Staff investigate the feasibility and desirability of producing Hansard in media forms other than paper.

33. The Committee concludes that it is not appropriate for bound volumes of Hansard to continue to be available at a price representing only the cost of postage. Alternative media are capable of disseminating Hansard more efficiently and cheaply and therefore should users wish to acquire a hard copy bound version it is appropriate that the production as well as distribution costs be met.

34. The Committee recommends:

That subscribers to Hansard bound volumes be charged a fee as determined by the Presiding Officers, representing the cost of production and distribution of each volume.

Stored sets

35. Hansard advised that "about 30 sets are placed in store after each distribution. These are used to meet requests from organisations or individuals for full sets from 1953 to date or for particular volumes. Such requests are made reasonably frequently - on average, about three requests per month - and come from organisations and people entitled to them free of charge and from organisations and people wishing to purchase them. As the number of bound volumes put in store is only about 30, or less than 5 per cent of the number produced, it is not considered desirable to reduce that number at this stage."

36. In the event that subscriptions are raised as recommended and the Committee's recommended guideline regarding entitlement to receive bound volumes free of charge is adopted, it is anticipated that the number of volumes required for store will diminish. Until future requirements are known it would be difficult to determine a suitable number to be retained in store, but the Committee believes that such a need would be minimal.

37. The Committee recommends:

That, contingent on the adoption of the above recommendations, the Department of the Parliamentary Reporting Staff reassess the need to retain 30 sets of bound volumes in store.

Savings

38. In 1988-89, production of bound volumes of Hansard cost the Department of the Parliamentary Reporting Staff \$464 309. AGPS advised that the average cost to produce a volume was \$60.50. Since, on average, the Hansard of each House requires 6 volumes, each recipient of the bound volume series receives 12 volumes each year, costing \$726 to produce.

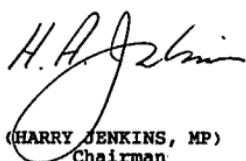
39. Should the distribution list be amended as recommended, future needs would be as follows:-

Presiding Officers, Chambers and the Parliamentary Library	5
Members of the Parliament (one House only)	224
Official free distribution list -	
Commonwealth addresses	36
State addresses	16
Overseas libraries	11
	63
Subscriptions	66
Store	30
	<hr/> 388

40. Based on the average cost of a complete set of both Hansards being \$726, the annual cost of production would be \$200 376. Had production of Hansard bound volumes occurred in 1988-89 along the guidelines recommended by the Committee in this report, a saving of \$263 933 would have been achieved.

41. Further savings would result if the parliamentary departments rationalise their requirements and Hansard reduces the number of volumes it retains in store.

22 November 1989



H. Jenkins

(HARRY JENKINS, MP)
Chairman

APPENDIX .

List of submissions

Pursuant to the power conferred by subsection 2(2) of the *Parliamentary Papers Act 1909* the Joint Committee on Publications has authorised the publication of the following submissions and correspondence.

Department of the Parliamentary Reporting Staff,
dated 14 July and 14 August 1989.

Australian Government Publishing Service, dated
12 September 1989.

Association of Parliamentary Librarians of
Australasia, dated 19 September 1989.

National Library of Australia, dated 6 October
1989.



PARLIAMENT OF AUSTRALIA
DEPARTMENT OF THE PARLIAMENTARY REPORTING STAFF

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PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600

DEPARTMENT OF THE SENATE
PAPER NO. 4548
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30 NOV 1989

Alastair Campbell

14 JULY 1989

Mr H. Jenkins, M.P.,
Chairman,
Joint Committee on Publications,
Parliament House,
CANBERRA A.C.T. 2600

Dear Mr Jenkins,

In response to your letter of 16 June, I forward herewith a submission from this Department which I trust will be of assistance to your Committee in its inquiry into the distribution of Hansard bound volumes.

Yours sincerely,

Alastair Campbell

(J.M. CAMPBELL)
Principal Parliamentary Reporter



DEPARTMENT OF THE PARLIAMENTARY REPORTING STAFF

SUBMISSION TO THE JOINT COMMITTEE ON PUBLICATIONS INQUIRY INTO
THE DISTRIBUTION OF HANSARD BOUND VOLUMES

The Hansard bound volumes are prepared and distributed for the Department of the Parliamentary Reporting Staff by the Australian Government Publishing Service. Since 1953 separate sets of bound volumes have been published for the Senate and the House of Representatives for each sessional period of sittings. The latest available bound volumes are those for the autumn sessional period of 1988, which were distributed in May this year.

2. When the pages for the weekly edition of Hansard are printed, about 620 extra copies are printed and stored. After each sessional period, an index to speeches, an index to subjects and several pages of information on the membership of the Houses, the Ministry and parliamentary committees are prepared by the Parliamentary Reporting Staff, printed by the Government Printer and added to the previously printed pages. The total Hansard is then bound, usually in three volumes for each House. These are distributed about a year after the end of the sessional period.

3. The Department's expenditures over recent years on the printing, binding and distribution of Hansard and the bound volume component of those expenditures are set out in the following table:

Financial Year	No. of Hansard Pages	Total Expenditure on printing, binding and distribution of Hansard	Expenditure on printing, binding and distribution of bound volumes (inc. indexes)
1985-86	16,490	3,253,772	190,689
1986-87	15,662	3,136,540	76,856
1987-88	13,678	3,078,024	265,712
1988-89	16,841	4,101,264	464,309

4. Currently, the number of sets of bound volumes produced is 619. Ten of these have calf leather spines and corners and are for the Presiding Officers, the Chambers and the Parliamentary Library. The remaining 609 have buckram covers and are distributed as follows:

Members of the Parliament for that sessional period	220
Official free distribution list -	
Commonwealth departments and agencies	135
State departments and agencies	54
Universities and colleges	43
Media	8
Embassies in Canberra	8
Overseas libraries	45
	293
Subscriptions	66
Store	30

3.

5. Members of the Parliament are entitled to receive bound volumes covering their period in office.

According to the Department's records, over the last five Parliaments only two members of the Parliament have chosen not to avail themselves of their entitlement.

6. Organisations entitled to receive bound volumes free of charge are: Other Parliaments, government departments or agencies, high commissions or embassies, libraries and tertiary education institutions.

Traditionally, this entitlement has been seen as a contribution to the democratic process and as desirable in the interests of encouraging citizens to read full and accurate reports of the proceedings of the Parliament and making those reports readily available to persons and organisations with a need for accurate information about those proceedings.

7. The 66 subscribers are charged \$7.50 per volume, as partial recovery of the cost of distribution.

8. About 30 sets are placed in store after each distribution. These are used to meet requests from organisations or individuals for full sets from 1953 to date or for particular volumes. Such requests are made reasonably frequently - on average, about three requests per month - and come from organisations and people entitled to them free of charge and from organisations and people wishing to purchase them.

9. As the number of bound volumes put in store is only about 30, or less than 5 per cent of the number produced, it is not considered desirable to reduce that number at this stage.

10. On the matter of cost recovery, as mentioned earlier, access to Hansard, either without charge or at a nominal charge, traditionally has been seen as a contribution to the democratic process.

For instance, in the first Commonwealth Parliament a general instruction was given to the Principal Parliamentary Reporter by President Baker and Speaker Holder to grant any application (for inclusion on the official free distribution list for Weekly Hansards) from newspapers, schools of arts and kindred organisations, debating societies and associations having a membership of 50 and over.

Also, in 1975 the then Presiding Officers, in a letter to the then Treasurer, referred to the following resolution agreed to by the Publications Committee on 6 March 1975:

That this Committee is of the opinion that any Australian who wants access to the proceedings of Parliament should be able to do so provided he meets the cost of postage.

They went on to say:

Presiding Officers and Publications (Printing) Committees from the time of the first Parliament have considered that the circulation of Hansard should be encouraged because of the importance of informing the public fully and authoritatively of all the proceedings in the national Parliament, providing a protection for its members against inaccuracies in imperfect and condensed newspaper versions, and maintaining an uninterrupted flow of communication between Parliament and the people.

The cost of broadcasting the proceedings is accepted by Parliament as a responsibility for informing and educating the public by giving them an immediate account of what is happening. Hansard fulfils a similar purpose but in a permanent form.

That was at a time when an earlier decision to charge subscribers for the Weekly Hansard the printing run-on cost plus postage had resulted in the annual subscription rising from \$1.20 to \$63.10 and that had led to strong public protests against the rise and a massive reduction in the number of subscribers. In 1977 the subscription was set at the current figure of \$20.

11. As to a suggestion that bound volumes be provided to senators and members upon request rather than automatically, such a system was in operation before 1977, when the then Acting Government Printer drew attention to the fact that about 90 per cent of senators and members requested their bound volumes and that the system was 'far from satisfactory' and caused complaints, delays and increased costs. He suggested that it would be 'more economical and a better arrangement to supply each senator and member with a copy of each issue'. The then Principal Parliamentary Reporter recommended that that system be abolished and that the bound volumes be issued to senators and members automatically, and his recommendation was approved by the then Presiding Officers.



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PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600

14 August 1989

Mr M. Kiermaier
Secretary
Joint Committee on Publications
Parliament House
CANBERRA ACT 2600

Dear Mr Kiermaier,

In response to your request for further information relating to the distribution of bound volumes of Hansard, I submit the following:

1. Members and Senators are entitled to receive both Senate and House of Representatives bound volumes for the period they are in office.
2. According to the Department's records, there are 35 organisations that receive both bound volumes and weekly editions of Hansard on a free distribution basis.
3. The normal practice is for organisations to receive only one copy of bound volumes. However, Parliamentary departments receive up to three additional copies and the Australian National University and the University of Sydney receive one additional copy.

A copy of the free distribution mailing list is enclosed.

Yours sincerely,

(J. M. CAMPBELL)
Principal Parliamentary
Reporter

12 September 1989

Mr Max Kiermaier
Secretary
Joint Committee on Publications
Parliament of Australia
Parliament House
CANBERRA ACT 2600

AUSTRALIAN
GOVERNMENT
PUBLISHING
SERVICE
Wentworth Avenue
Kingston ACT
Telephone (062) 95 4411

BOUND VOLUMES OF HANSARD

Reference is made to your letter of 15 August 1989 asking for information on the costing for printing, binding and distribution of bound volumes of Hansard.

The Australian Government Publishing Service (AGPS) have for many years produced these volumes. At the time of printing Weekly Hansards, additional copies to fulfil quantities of bound volumes (about 620 of each edition of both Senate and House of Representatives) are printed, folded and stored as uncut sections. Some time following the completion of a session, indexes to speeches, debates and miscellaneous information is provided which is then typeset, printed and folded.

These sections are combined and case bound to specifications, spine lettered and distributed according to address labels. Usually there are three volumes in each session for the Senate or House of Representatives. According to our records for 1988/89, total costs were in the order of \$450 000.00. For two Houses, two sessions, 620 copies each of three volumes a price per volume is about \$60.50.

In terms of a cost for the provision of volumes on an ad hoc basis, it would increase the per volume cost. Sufficient copies of textual matter would still need to be printed and ad hoc binding, lettering and distribution costs would increase. Present methods of production are based on a production line basis.

However, AGPS is willing to assist in any way requested by the Committee noting that the cost per volume would increase if ad hoc production were introduced.

With reference to your request for information on initiatives being undertaken by this organisation to make a permanent form of Hansard available on electronic or other media I would like to bring to your attention two types of storage and retrieval systems currently available at AGPS.

The first is operated by our Demand Publishing Unit and involves the scanning of hard copy Hansards to optical disk. Specific pages or complete copies of daily issues can be printed 'on demand'.

.../2

GPO Box 84
Canberra ACT 2601
FAX (062) 95 4455
Telex AA62013
Department of
Administrative
Services

Although a fee would have to be applied to this service, sales are not expected to cover the high costs of this labour intensive operation and an initial charge to Parliament for storage might be necessary.

This system also has future possibilities to accept magnetic data.

The second system is CD-ROM based. DISKROM AUSTRALIA, a joint venture between the Commonwealth and CLS, is currently in the process of publishing Commonwealth and other information material stored on CD-ROM.

Ways of storing all Hansards on CD-ROM are presently explored and two methods have already emerged as feasible:

- (1) Hansards produced between 1901 and 1981 could be scanned as images and stored on CD-ROM. Required pages could be retrieved by users through specially created indexes.
- (2) Hansards produced since 1981 are understood to be available in machine readable text form from the Parliamentary database, allowing the searching of words and phrases across the database.

Fees would depend on possible sales and have to cover a per page conversion cost. CD-ROM technology allows for low-cost mass reproduction and dissemination of information.

It is expected to take up to one year for a working disk to be in operation, depending on resources.



R D Rubie
Government Printer

ASSOCIATION OF
PARLIAMENTARY
LIBRARIANS OF
AUSTRALASIA



President: Roslyn Membrey
Vice President: Ian Matheson
Hon. Secretary: Richard Baker

Our Ref:
Your Ref:
Date: 19/9/89

Chairman
Joint Committee on Publications
Parliament House
CANBERRA ACT 2600

Dear Sir,

Members of the Association of Parliamentary Librarians of Australasia have noted that your current enquiry relates to the distribution of bound copies of Hansard.

One of the terms of reference for your Committee is to consider "the desirability of those on the official distribution list being asked to pay a subscription fee and the subscription fee being raised to cost recovery plus 10%".

As Parliamentary Libraries are on the official distribution list we believe that it is important that our views be represented.

The Committee must be aware that Hansard is a primary source of information which must be preserved in the nation's major research libraries. These national, state and academic libraries are used regularly by students, academics, members of the legal profession and businessmen who may need to research historical aspects of legislation or social changes brought about as a result of legislation. In recent years the cost recovery policies of most Government Printers have caused librarians to review their collecting policies with the result that the national collection is deteriorating. Our constant dilemma is that we must try to maintain services while facing limited budgets and increasing costs. Often the decision must be made to cancel orders for many important, but little used, publications.

Parliamentary Libraries, however, must collect all Parliamentary publications as Members of all of the Parliaments in Australia regularly use Hansard, and associated publications, as primary research tools.

At present certain core publications such as Hansard, statutes and tabled papers are exchanged free of charge between all Parliamentary Libraries. In the long term this has been found to be the cheapest, and most efficient and effective way, to ensure distribution of the most important parliamentary publications on an equitable basis. If subscription fees are charged by the Commonwealth there will be a complete breakdown of the exchange system which, in turn, will lead to increased administration costs as paperwork and the necessary follow up systems are put into place. Ultimately, the smaller Parliamentary Libraries will be seriously disadvantaged as they will have to pay large subscription fees in order to receive the more numerous publications from the Commonwealth and larger States.

Bound volumes of Hansard are accessible and easy to use because they are indexed and the binding acts as a form of preservation. Loose copies tend to become

discoloured and torn after a few years' use. They also tend to be handled more frequently as there are no cumulative indexing services provided with the weekly or daily copies of Hansard. Also, it is much easier for librarians to maintain complete sets of bound volumes as single paper issues can be easily removed from the library by users who can accidentally remove them with their own papers.

Until technology allows us to store and access Hansard in a more suitable format we must continue to rely on the bound volumes to serve the needs of our library users.

In summary, bound volumes of the Commonwealth Hansard are deemed to be essential components in every major library in Australia. If subscription fees are set most libraries will have serious problems either trying to obtain additional funding or deleting other important publications from their purchasing programmes.

Therefore, the Association of Parliamentary Librarians of Australasia believes that the official distribution list should remain free for participating libraries so that library users do not suffer from a further degradation in their library services.

Yours faithfully,



Roslyn Membrey
President (AFLA)
Parliamentary Library
PERTH WA 6000



National Library of Australia

ref E3065
date October 6, 1989
contact

Canberra ACT 2600 Telephone (062) 62 1111
Telegraphic Code Address: Nallibauft Canberra
Telex Code No. 62100, Facsimile No. (062) 571703
Telephone Typewriter No. (008) 026372
Inter-Library Loan Facsimile No. (062) 732719

Mr Max Kiermaier
Secretary
Joint Committee on Publications
Parliament House
Canberra ACT 2600

Dear Mr Kiermaier

Thank you for your letter of September 27, 1989 concerning aspects of the distribution arrangements for bound volumes of Hansard.

The National Library was designated the Commonwealth Exchange Authority in 1947 and at present the Library maintains approximately 3000 exchange arrangements. Through these contacts in 1988-89 the Library received 8000 serial titles and 3500 monograph titles. While all exchange materials are assessed against collection building guidelines, the publications are also balanced on a title-to-title and cost basis.

The National Library reciprocates by sending its own publications, \$110,000 in 1988-89, or arranging exchanges with other government instrumentalities. Failing to obtain free copies, the Library purchases publications from commercial outlets.

Only 7 exchange contacts wish to continue receiving bound volumes of the Parliamentary Papers series. Each of these exchange partners is either the National or Parliamentary Library of their particular country, and is regarded as the most valuable source of exchange material. A list of these contacts is attached.

The criterion used to determine eligibility was examined in 1987 (copy attached). If further information is required, please contact the Library.

Yours sincerely

David Toll
Principal Librarian
General Acquisitions and Cataloguing

Official Publications
Library of Parliament
Ottawa, Ontario K1A 0A9
CANADA

Parliamentary Library
Eduskunnan Kirjasto
SF - 00102 Helsinki 10
FINLAND

Service de la Documentation Etrangere
Assemblee Nationale
126, Rue de l'Universite
75355 Paris Cedex 07
FRANCE

The Librarian (Acquisition Section)
Room 80 11th Floor
Lok Sabha Secretariat
Parliament House
New Delhi 110001
INDIA

International Exchange Bureau
Koninklijke Bibliotheek
Lange Voorhout 34
The Hague
NETHERLANDS

The Library of Congress
Exchange and Gift Division
Washington, DC 20540
USA

Documents Librarian
Parliamentary Library
Parliament House
Wellington
NEW ZEALAND



National Library of Australia

ref E 3065
date 14 March 1987
contact

Canberra ACT 2600 Telephone 62 1111
Telegraphic Code Address NATHIBAUSL Canberra
Telex Code No 62100

Senator R C Elstob
Chairman
Joint Committee on Publications
Parliament House
CANBERRA ACT 2600

Dear Senator Elstob

The Department of Foreign Affairs has passed to the Library copies of your letter enquiring about the possible future extent of overseas distribution of Parliamentary publications arising from Australia's ratification on 15 June 1984 of the Convention concerning the International Exchange of Publications and the Convention concerning the Exchange of Official Publications and Government Documents between States and of their reply dated 12 February 1987.

Since being designated the Commonwealth Exchange Authority in 1947, the National Library has accepted the responsibility for determining the level of exchange of Australian government publications. In fact, conventions or no conventions, the actual business of getting government publications to satisfy existing exchange arrangements has become more and more difficult over the years, to the extent that the future viability of many longstanding arrangements is brought into question. We are involved in a continuing review of our whole gift and exchange operation and for this reason I am not now in a position to forecast future demand. I feel sure, however, that the present level of distribution of Parliamentary Papers will be seen as a minimum.

As the Library's review of the demand for Parliamentary papers has indicated, we are aware of the cost of publishing and distributing government publications. Our exchange partners, who are experiencing the same difficulties, are responding well to eliminate wastage and concentrate on exchange material which is either a primary source of information or not available commercially.

Yours sincerely


W M Horton
Director-General

RS/JG

cc Mr Paul Porteous
Treaties Section
Department of Foreign
Affairs
CANBERRA ACT 2600



30 NOV 1989

PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600
TEL (062) 77 4791
FAX (062) 77 2058

Mary Egan

THIRTY-FIFTH PARLIAMENT



MINUTES OF PROCEEDINGS NO. 29

Wednesday, 22 November 1989, Canberra ACT

PRESENT:

Mr Jenkins (Chairman)

Senator McKiernan Dr H R Edwards
(Vice-Chairman) Mr Sawford
Senator Archer
Senator Watson

1. The Committee met at 8.10 p.m.

2. **MINUTES**

Resolved (Senator Archer) -
That the minutes of the previous meeting of the
Committee held on 2 November 1989 be confirmed.

3. **BOUND VOLUMES OF HANSARD**

Consideration resumed on the Chairman's draft
report.

Paragraphs 19 and 21, by leave, resubmitted and
amended.

Paragraphs, as amended, agreed to.

Paragraphs 27 to 32, by leave, taken together, and
debated.

On the motion of Mr Sawford, new paragraph 30A was
inserted into the report.

Paragraphs, as amended, agreed to.

Paragraphs 33 to 35, by leave, taken together, and
debated.

Paragraphs, as amended, agreed to.

Paragraphs 36 to 39, by leave, taken together, and
debated.

Paragraphs, as amended, agreed to.

Title agreed to.
Appendix agreed to.

Resolved (Mr Sawford) -
That the draft report, as amended, be the report of
the committee.

4. NEXT MEETING

The Committee agreed to meet again on Thursday,
30 November 1989, at 8.15 a.m.

5. ADJOURNMENT

The Committee adjourned at 8.55 p.m. until
Thursday, 30 November 1989.

CONFIRMED

(HARRY JENKINS, MP)
Chairman



THIRTY-FIFTH PARLIAMENT

**MINUTES OF PROCEEDINGS
NO. 28**

Thursday, 2 November 1989, Canberra ACT

PRESENT:

Mr Jenkins (Chairman)
Senator Archer Dr H R Edwards
Senator Panizza
Senator Watson

1. The Committee met at 8.25 a.m.

2. **MINUTES**

Resolved (Senator Archer) -
That the minutes of the previous meeting of the
Committee held on 5 October 1989 be confirmed.

3. **CONSIDERATION OF PAPERS**

The Committee considered papers (list dated
2 November 1989).

Part A

Ordered -
That papers in Part A be recommended to be printed.

Part B

Debate ensued on item 35 - Australian Film Finance
Corporation Pty Limited - Report for period
12 July 1988 to 30 June 1989.
Papers in Part B were considered and noted.

Parts C, D and E

Papers in Parts C, D and E were considered and
noted.

4. PROPOSED COMMONWEALTH CHARTER OF PRINTING AND PUBLISHING RESPONSIBILITIES

The Committee noted a letter, dated 6 October 1989, from the Presiding Officers advising that the proposed Commonwealth Charter of Printing and Publishing Responsibilities is acceptable.

The Chairman advised that, as per the resolution of the Committee at its last meeting, he had written to the Presiding Officers and the Minister for Administrative Services conveying the Committee's endorsement of the Charter.

5. BOUND VOLUMES OF HANSARD

The Chairman brought up for consideration his draft report on the distribution of bound volumes of Hansard.

Resolved (Senator Archer) -
That pursuant to the power conferred by subsection 2(2) of the *Parliamentary Papers Act 1908* the Committee authorises the publication of the following submissions and correspondence:

Department of the Parliamentary Reporting Staff,
dated 14 July and 14 August 1989.
Australian Government Publishing Service, dated
12 September 1989.
Association of Parliamentary Librarians of
Australasia, dated 19 September 1989.
National Library of Australia, dated 6 October
1989.

Resolved (Dr H R Edwards) -
That so much of the Committee's resolution of
1 June 1989 relating to bound volumes of Hansard be
rescinded as would require the views of all
Senators and Members to be obtained.

Paragraphs 11 to 16, by leave, taken together, and
debated.

Resolved (Senator Watson) -
That, as from the commencement of the 36th
Parliament, Members and Senators be entitled to
receive bound volumes of Hansard only for the
Houses of which they are members.

Resolved (Senator Archer) -
That the Committee further review the entitlement
to bound volumes of Hansard by Members early in the
36th Parliament.

Paragraphs, as amended, agreed to.

Paragraphs 17 to 26, by leave, taken together, and
debated.

Paragraphs, as amended, agreed to.

Consideration adjourned.

5. NEXT MEETING

The Committee agreed to meet again on Wednesday,
22 November 1989, at 8 p.m.

6. ADJOURNMENT

The Committee adjourned at 9 a.m. until Wednesday,
22 November 1989.

CONFIRMED


(HARRY JENKINS, MP)
Chairman



THIRTY-FIFTH PARLIAMENT

**MINUTES OF PROCEEDINGS
NO. 27**

Thursday, 5 October 1989, Canberra ACT

PRESENT:

Mr Jenkins	(Chairman)
Senator McKiernan	Mr Blanchard
(Vice-Chairman)	Dr H R Edwards
Senator Panizza	Mr Taylor

1. The Committee met at 8.15 a.m.

2. **MINUTES**

Resolved (Mr Blanchard) -
That the minutes of the previous meeting of the
Committee held on 6 September 1989 be confirmed.

3. **CONSIDERATION OF PAPERS**

The Committee considered papers (list dated
5 October 1989).

Part A

Ordered -
That papers in Part A be recommended to be printed.

Part B

Papers in Part B were considered and noted.

Parts C, D and E

Papers in Parts C, D and E were considered and
noted.

4. BOUND VOLUMES OF HANSARD

Discussion ensued on the briefing paper on bound volumes of Hansard.

Ordered - That the Committee consider a draft report at its next meeting.

5. PRODUCTION STANDARDS OF ANNUAL REPORTS

The Committee noted a letter from the Australian Film, Television and Radio School, dated 29 August 1989, advising that appropriate standards will be followed in future.

6. COMMONWEALTH CHARTER OF PRINTING AND PUBLISHING RESPONSIBILITIES 1989

The Committee noted a letter from the Hon S J West, MP, forwarding a revised draft of the Commonwealth Charter of Printing and Publishing Responsibilities 1989.

Ordered - That pending advice being received from the Presiding Officers that the revised Charter met with their satisfaction, the Committee endorses the revised Charter.

7. DEPARTMENT OF IMMIGRATION, LOCAL GOVERNMENT AND ETHNIC AFFAIRS ANNUAL REPORT FOR 1989

The Committee considered a letter from the Department of Immigration, Local Government and Ethnic Affairs, requesting permission to produce its annual report for 1989 with financial statements as an A5 document placed in a folder in the back cover.

Discussion ensued.

Resolved (Senator McKiernan) - That -

1. the Department of Immigration, Local Government and Ethnic Affairs be permitted to produce the financial statements relating to its 1989 annual report as an A5 document included in the rear cover of the report;
2. unless otherwise determined by the Committee, this arrangement is not to be regarded as a precedent; and
3. the Department and AGPS provide details of comparative (a) costs and (b) production time savings by producing the report in this manner.

8. **NEXT MEETING**

The Committee agreed to meet again on Thursday, 2 November 1989, at 8.15 a.m.

9. **ADJOURNMENT**

The Committee adjourned at 8.50 a.m. until Thursday, 2 November 1989.

CONFIRMED


(HARRY JENKINS, MP)
Chairman



THIRTY-FIFTH PARLIAMENT

MINUTES OF PROCEEDINGS - NO. 25

Wednesday, 30 August 1989, Canberra ACT

PRESENT: Mr Jenkins (Chairman)
Senator McKiernan Mr Blanchard
(Vice-Chairman) Mr Sawford
Senator Archer Mr Taylor
Senator Watson

1. The Committee met at 8.05pm

2. MINUTES

Resolved (Mr Taylor) -
That the minutes of the previous meeting of
the Committee held on 16 June 1989 be
confirmed.

3. **TIMETABLE OF MEETINGS FOR BUDGET SITTINGS 1989**

Resolved (Senator Archer) -
That the proposed timetable of meetings for the remainder of the Budget sittings 1989 be adopted.

- #### 4. PRODUCTION STANDARDS OF ANNUAL REPORTS

Discussion ensued on correspondence which had been received concerning the production standards of annual reports.

The Committee deferred further consideration of this matter but agreed that, as a general principle, Government business enterprises should be free to prepare their annual reports with minimal constraints.

In light of the statement made by CSIRO that it would prepare future annual reports in a more modest fashion and provide run-on copies to the Parliament, and in view of the commercial environment in which it operates, the Committee agreed to take no further action.

The Committee adopted a similar position with respect to Australia Post.

5. AUSTRALIAN ELECTORAL COMMISSION - 1989
REDISTRIBUTION OF WESTERN AUSTRALIA

The Committee noted a letter from the Joint Standing Committee on Electoral Matters, dated 17 August 1989, concerning the use of microfiche in the AEC report on the redistribution in Western Australia.

6. DRAFT COMMONWEALTH CHARTER OF PRINTING AND PUBLISHING RESPONSIBILITIES

The Committee noted a letter from Minister for Administrative Services, dated 1 August 1989, concerning draft Commonwealth Charter of Printing and Publishing Responsibilities.

The Chairman informed the Committee that he had written to the Minister in the terms desired by the Committee at its last meeting.

7. IDENTIFICATION OF PARLIAMENTARY PAPERS

The Committee noted a letter from President of Senate, dated 16 August 1989, concerning identification of Parliamentary Papers.

The Committee was informed that the Presiding Officers had advised in a letter, dated 23 August 1989, that suitable external labels had been identified and that it was proposed to commence using a labelling system in lieu of a stamping system with Parliamentary Paper No.1 of 1990.

8. BOUND VOLUMES OF HANSARD

The Committee noted a submission from the Department of the Parliamentary Reporting Staff, dated 14 July 1989, concerning bound volumes of Hansard, and a further response, dated 14 August 1989.

The Committee was informed that the Association of Parliamentary Librarians of Australasia had indicated interest in making a submission. The Committee deliberated on the extent of the inquiry and agreed that further submissions would not be sought.

Further consideration deferred until Thursday, 5 October 1989.

9. **NEXT MEETING**

Ordered - That the Committee meet again on Wednesday, 6 September 1989, at 8.15 pm to consider papers and to meet with representatives of the Department of Employment, Education and Training.

10. **ADJOURNMENT**

The Committee adjourned at 8.50pm until Wednesday, 6 September 1989.

CONFIRMED


(HARRY JENKINS, MP)
Chairman



PARLIAMENT OF AUSTRALIA
JOINT COMMITTEE ON PUBLICATIONS

PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600
TEL. (062) 77 4791
FAX (062) 77 2058

THIRTY-FIFTH PARLIAMENT

MINUTES OF PROCEEDINGS - NO. 23

Thursday, 1 June 1989, Canberra ACT

PRESENT:

Mr Jenkins (Chairman)	
Senator McKiernan	Dr H R Edwards
(Vice-Chairman)	Mr Nehl
Senator Archer	Mr Taylor
Senator Panizza	
Senator Watson	

1. The Committee met at 8.16 a.m.

2. MINUTES

Resolved (Mr Taylor) -
That the minutes of the previous meeting of the
Committee held on 10 May 1989 be confirmed.

3. CONSIDERATION OF PAPERS

The Committee considered papers (list dated 1 June
1989).

Part A

Ordered -
That papers in Part A be recommended to be printed.

Part B

Papers in Part B were considered and noted.

Resolved (Senator Archer) -
That papers similar to those listed at item 26
(Reports containing the comments of the National Board
of Employment, Education and Training) not be printed
but kept under review.

Parts C, D and E

Papers in Parts C, D and E were considered and noted.

Part F

The paper in part F (Redistribution of Electoral Divisions 1989 - Western Australia), whose consideration had been deferred from the previous meeting, was recommended to be printed.

Resolved (Senator Watson) -
That the Australian Electoral Commission be informed of the Committee's recommendation with regard to the report on the Redistribution of Electoral Divisions in Western Australia, and that the Commission be requested to include a reference to the availability of microfiche views in future redistribution reports, along the lines suggested by the Committee in 1984.

4. GOVERNMENT'S RESPONSE TO 9TH SPECIAL REPORT OF COMMITTEE

The Committee considered the Government's response to the Committee's 9th Special Report "Review of the Auditor-General's efficiency audit report of the AGPS".

Resolved (Senator Archer) -
That consideration of the Government's response to the Committee's report be deferred until the next meeting and that the response be referred to the Presiding Officers for comment.

5. PROPOSED COMMONWEALTH GOVERNMENT CHARTER FOR THE PROVISION OF PRINTING AND PUBLISHING SERVICES TO THE PARLIAMENT AND COMMONWEALTH DEPARTMENTS AND AUTHORITIES

The Committee considered the proposed Commonwealth Government Charter for provision of printing and publishing services to the Parliament and Commonwealth Departments and Authorities.

The Committee also considered a letter from the Presiding Officers, dated 31 May 1989, on this matter.

Resolved (Senator McKiernan) -
That: (1) Further consideration of the proposed Charter be deferred; and
(2) The Minister for Administrative Services be informed that the Committee is unable to provide a comprehensive response at this stage.

Ordered - That the Chairman shall convene a meeting of the Committee to consider this matter should the House of Representatives meet again in June.

6. PRODUCTION STANDARDS

Consideration was resumed on the subject of production standards.

Ordered -

- (1) That representatives of the Department of Employment, Education and Training be invited to appear before the Committee during the Budget 1989 sittings to discuss the production of the 1987-88 annual report of that Department; and
- (2) That those authorities which appear to have breached AGPS guidelines with respect to production standards be advised of the Committee's position on this matter and be requested to comply with the guidelines in future.

7. BOUND VOLUMES OF HANSARD

The Committee considered a letter, dated 12 May 1989, from the Presiding Officers requesting the Committee to inquire into and report on the distribution of bound volumes of Hansard.

Resolved (Senator McKiernan) -

- (1) That the Committee inquire into and report on the distribution of bound volumes of Hansard, with particular reference to :
 - the desirability of providing bound volumes to Members and Senators upon request rather than automatically;
 - the desirability of those on the official distribution list being asked to pay a subscription fee and the subscription fee being raised to cost recovery plus 10% (ie. printing, binding and distribution);
 - a review of the number of bound volumes being prepared for store; and
 - the savings which would accrue to the Department of the Parliamentary Reporting Staff if these requirements were implemented; and

(2) That the views of Senators, Members and the Department of the Parliamentary Reporting Staff be obtained.

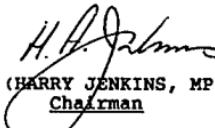
8. NEXT MEETING

Ordered - That the next meeting of the Committee be determined by the Chairman.

9. ADJOURNMENT

The Committee adjourned at 8.50 a.m. until a date and time to be fixed by the Chairman.

CONFIRMED


(BARRY JENKINS, MP)
Chairman