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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

REPORT

OF THE

JOINT COMMITTEE ON WIRELESS BROADCASTING.

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MEMBERS OF THE PARLIAMENTARY JOINT COMMITTEE ON WIRELESS BROADCASTING.

(Appointed 3rd July, 1941.)

Chairman .. .. Senator the Honorable William Gerrand Gibson.

Deputy Chairman .. The Honorable Sir Charles William Clanan Marr, K.C.V.O., D.S.O., M.C., V.D., M.H.R.

Senate.

Senator Stanley Kerin Amour.

House of Representatives.

Arthur Augustus Calwell, M.H.R.

Archibald Grenfell Price, C.M.G., D.Litt., M.H.R.

William James Frederick Riordan, M.H.R.

ERRATA.

REPORT OF THE JOINT COMMITTEE ON WIRELESS BROADCASTING.—PARLIAMENTARY PAPER No. 73, SESSION 1940–41–42.

Page 6, paragraph 7, line 2 of recommendation (29)—" edition in each " should read " edition for each ".
Page 20, lines 12 and 13 of paragraph 101—" Mr. A. W. Wynne, Secretary of the Association Newspapers " should read " Mr. E. G. Knox, President of the Australian Newspaper Proprietors' Association ".
Page 29, line 23 of paragraph 162—" edition in each " should read " edition for each ".
Page 31, line 2 of paragraph 182—" dividend " should read " divided ".
Page 68, line 28 of paragraph 470—" 1,692 " should read " 11,692 ".

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JOINT PARLIAMENTARY COMMITTEE ON BROADCASTING.

PART I.—INTRODUCTORY.

Terms of Reference.

1. We were appointed by Parliament on 3rd July, 1941, to inquire into and report upon wireless broadcasting within and from Australia, with particular reference to the following questions :—

(*a*) Should any and what change be made in the existing laws and practices relating to the control of broadcasting ?

(*b*) Are the services now provided by the Australian Broadcasting Commission and commercial broadcasting stations adequate, and, if not, in what respects should they be improved ? and

(*c*) Should any, and, if so, what, improvements be made in the wireless broadcasting of news within and from the Commonwealth ?

2. We were empowered to send for persons, papers and records, to adjourn from place to place, and to sit during any adjournment of Parliament and during the sittings of either House.

Proceedings of the Committee.

3. At our first meeting, on 3rd July, 1941, the date of our appointment, we decided to arrange for the issue of a notification by wireless and in the press inviting organizations and persons interested to supply, within one month, a written statement of any representation they might wish us to consider. We also notified each Member of the Commonwealth Parliament by letter that we would welcome any criticism or ideas they cared to place before us. In addition to examining many hundreds of letters and statements received in response to these invitations we have heard oral evidence in five States from 154 witnesses, a list of whom is attached to this Report (Appendix 16). The visits to the States were restricted, as far as possible, to sections of the Committee. It was with great reluctance that the journey to Western Australia was cancelled owing to war developments, but valuable information was obtained by mail from representative witnesses in that State and we availed ourselves of the presence of two of them in Melbourne to secure their evidence orally. Besides innumerable discussions in groups when travelling or at Canberra, we have held 113 formal meetings.

4. The war has greatly complicated our task. Broadcasting has become a vital weapon owing to its importance for news, propaganda and so on, and to this aspect of broadcasting we have given the closest attention. Furthermore, certain matters, such as the control of overseas short-wave broadcasting in peace-time, require very different treatment under war-time conditions. We have fully considered these problems and, where necessary, make appropriate recommendations.

5. We have completed our work as quickly as possible, but in certain matters we have been unable to conduct full investigations and suggest that these be examined by the Parliamentary Standing Committee, the establishment of which we have recommended.

Abbreviations.

6. Throughout this Report we have used certain abbreviations, thus—

A.B.C. means the Australian Broadcasting Commission.
B.B.C. means the British Broadcasting Corporation.
A.P.R.A. means the Australasian Performing Right Association.

Recommendations.

7. The following is a précis of our recommendations :—

(1) The A.B.C. Act should be repealed and a Bill for a new Act prepared, including the regulations which now govern the commercial stations (paras. 29 and 374).

(2) Section 20 (1) of the Act should be amended to require that ministerial orders for broadcasts to be arranged shall be in writing (para. 36).

(3) The A.B.C. in its annual report to Parliament should be required to mention any cases in which power has been exercised under sections 20 (1) and 51 of the Act, and any cases in which instructions have been received by methods not in accordance with the Act (paras. 37 and 129).

(4) Control of national broadcasting by a Commission should be continued, with safeguards to provide for ultimate parliamentary authority (para. 38).

(5) The Commissioners should not be specialists or representatives of particular interests or localities. They should be persons of acknowledged capacity, experience and judgment, imbued with high ideals, and sensible of a responsibility to contribute to the moral and intellectual well-being of the community (paras. 39 and 354).

(6) The Commissioners should be five in number, one of them should be a woman, and their main functions should be major matters of policy and finance (para. 40).

(7) The Chairman of the Commission should be appointed for five years, the Vice-Chairman for four years and the other three Commissioners for three years each. At the successive expiration of these terms, each appointment should be for three years, to provide for stability and continuity of policy. Their work should be part-time only and their annual remuneration should be £1,250 for the Chairman, £500 for the Vice-Chairman and £300 for each of the other members (paras. 41 and 42).

(8) The General Manager or the officer acting for him should be required to attend all meetings of the Commission, where practicable, provided that he may be asked to retire from any meeting at the Commission's discretion (para. 43).

(9) Responsibility for the administration of the Act should be vested in a Minister, preferably the Minister in charge of communication services, namely, the Postmaster-General (para. 44).

(10) A Joint Parliamentary Standing Committee of nine members should be appointed, comprising three from the Senate and six from the House of Representatives, and as far as possible the personnel should include a representative of each State. The only matters which should be referred to this Committee are those which may be submitted by—(*a*) the Minister; or (*b*) resolution of either House of Parliament; excepting that the Commission or the Federation of Commercial Stations may ask the Minister to submit any matter to the Committee (paras. 45 and 46).

(11) The A.B.C. should appoint influential advisory committees in each State (para. 49).

(12) A change should be made in the method of presenting annual accounts in order to provide a clear differentiation between broadcasting expenses and the cost of other wireless services (para. 53).

(13) The listener's licence-fee should be restored to 21s. or the 1s. taken from the A.B.C.'s share should be restored to the Commission (para. 63).

(14) A listener's licence-fee of 10s. per receiving set should be charged for each additional set including motor car sets used by the one family circle (para. 64).

(15) It should be compulsory for retailers of receiving sets to supply the Post Office with monthly lists of sales and purchasers (para. 64).

(16) There should be an inquiry by an appropriate authority into the costs of personnel and administration of the A.B.C. (para. 67).

(17) The A.B.C. should commence its building programme as early as possible in the post-war period. The Act should be amended to require its central administration to be located at Canberra (paras. 73, 245 and 350).

(18) The A.B.C. should record in South Australia and Western Australia the news broadcasts from the eastern States and rebroadcast them at the same time locally as the original broadcasts in the eastern States (para. 109). (This innovation has recently been introduced in W.A.)

(19) The A.B.C. and the newspaper interests should re-open negotiations to execute agreements in respect of local and overseas news, or, failing agreement, the issues should be settled by arbitration (paras. 106 and 122).

(20) In regard to ministerial statements, only the Prime Minister and the Leader of the Opposition should be free from censorship control over the air. Australia should adopt the practice of the B.B.C., which states—" The Board of Admiralty announces ", " the War Office announces ", &c. Speakers in parliamentary debates should not be named. In questions and answers in both Houses no names should be given (paras. 126 and 128).

(21) Recruitment of A.B.C. staff should be arranged by open competitive examination except in the case of specialized personnel (para. 132).

(22) Important staff vacancies should be advertised simultaneously among the staff, in the press and by radio (para. 133).

(23) The rights of the permanent staff (that is, managerial, accountancy, secretarial, clerical and others whose employment is permanent, as distinct from casual performing staffs) should be protected by statutory rule (para. 134).

(24) In the revision of the A.B.C. staff rules preparatory to making them statutory, consideration should be given to the inclusion of provision for staff representation on the Appointments Advisory Committee (para. 135).

(25) The Commonwealth superannuation scheme should be extended to the A.B.C.'s. permanent staff when made subject to statutory rule (para. 136).

(26) The A.B.C. should refrain from incurring expenditure on private legal advice except in cases where the Commonwealth Crown Law officers are not in a position to meet the Commission's requirements (para. 138).

(27) For its architectural and building needs the A.B.C. should make use of the services of the Department of the Interior and should call on outside professional advice in exceptional circumstances only (para. 141).

(28) The Government and the Department of Information should supply *The A.B.C. Weekly* with all possible advertisements (para. 155).

(29) Subject to review by the proposed Parliamentary Standing Committee, *The A.B.C. Weekly* should be continued. Consideration should be given to printing a local edition in each of the eastern States. A Western Australian edition should not be published at present. A.B.C. publications should be placed on equal terms with their competitors. The possibility of using *The A.B.C. Weekly* for the Commission's educational activities should be explored. The standard, appearance and format of the journal should be improved (para. 162).

(30) The A.B.C. should continue to provide the studios and associated administrative accommodation, but the method of construction, especially that affecting the acoustical conditions, should be the subject of mutual agreement between the A.B.C. and the Post Office (para. 174).

(31) The technical equipment for the studios should be provided by the same authority as is responsible for all the technical services, that is, the Post Office (para. 175).

(32) In regard to the question of responsibility for providing the staff to operate the studio technical equipment, the present procedure under which the Post Office technical operator manipulates the controls under the instruction of the A.B.C. programme production staff should continue (paras. 177 and 350).

(33) There should be no change in the present arrangements for the control of technical services (para. 189).

(34) In the matter of land lines special efforts should be made to improve the position in regard to Western Australia and Tasmania (para. 216).

(35) Regional stations should be erected as soon as practicable to provide a more satisfactory service in outback areas (para. 218).

(36) Commentaries by American experts should be recorded and relayed over the national network (para. 247).

(37) The Government should make available to the A.B.C. suitable officers from the Navy, Army and Air Force to supply reliable commentaries like those of the B.B.C. experts (para. 249).

(38) The Act should be amended to provide for prohibition of the dramatization of political broadcasts, for announcement of the names of the sponsors and the political party upon whose behalf political broadcasts are made, and for Wednesday night preceding an election day to be the last permissible occasion for the broadcasting of a political speech before that election day. The proposed Parliamentary Standing Committee should give consideration to the matter of embodying in legislation the A.B.C.'s policy in regard to the provision of facilities at election times (paras. 258, 259 and 269). These recommendations apply to both the national and the commercial systems. Where time for political broadcasts is sold an equitable arrangement should be evolved by the proposed Standing Committee (para. 412).

(39) The experiment of having a national religious broadcast at 9.30 a.m. on Sunday should be abandoned. The Victorian arrangement under which there were two religious broadcasts over national stations at 11 a.m. on Sunday should be reverted to and applied in all States. The A.B.C. should also broadcast a Sunday evening religious service over both national stations in each city at the recognized hour for Sunday evening devotions. In the selection of the broadcasts listeners in all States should be able to hear on each Sunday a liturgical and a non-liturgical service. Children's services should also be broadcast, particularly for the benefit of those in the outback districts. In addition, the A.B.C. might well explore the weekly devotional sessions conducted by the B.B.C. (paras. 279, 281, 282, 288 and 290).

(40) Broadcasts which assist correspondence schools should be extended, and the universities and Education Departments should adopt or extend the practice of training those who conduct school broadcasts. The A.B.C. Federal Educational Broadcasts Committee should examine the question of securing a fund for research work in school broadcasts (paras. 300, 302 and 308).

(41) The proposed Parliamentary Standing Committee should consider the possibility of schools obtaining inexpensive standardized wireless sets (para. 307).

(42) The A.B.C. should give the universities one hour per week for the broadcasting of conservatorium music and talks (paras. 310 and 317).

(43) In better times consideration should be given to the establishment of a national orchestra for exhibition performances in the principal cities (para. 322).

(44) The A.B.C. Federal Controller of Music should have a direct and experienced representative in each State with the object of removing doubts arising from complaints in regard to the non-employment of Australian artists (para. 328).

(45) The new Act should provide that all stations, national and commercial, should use 2½ per cent. of the music time for works of Australian composers, produced either from Australian-made records or by " live " artists ; and that record manufacturers should be required to record a sufficient number of works by Australian composers to ensure that effect is given to such provision (paras. 330, 530 and 542).

(46) The correlation of programmes between the national and commercial stations should be examined by the proposed Parliamentary Standing Committee (paras. 253 and 337).

(47) There should be a complete coverage of sporting events from one of the national stations, the other being reserved for programmes suitable to other tastes (para. 343).

(48) To meet complaints from the distant States that local talent is being neglected, sufficient trunk lines should, if possible, be made available to supply two alternative national programmes, thus allowing the distant States to take over a certain number of programmes per month and give these adequate rehearsals while alternative programmes are being supplied by other States (paras. 349 and 350).

(49) A more rigorous and a uniform policy should be adopted in dealing with objectionable broadcasts and one authority (the Postmaster-General's Department) should be responsible for the application of that policy to all the broadcasting stations, national and commercial. To avoid the penalizing of the whole of the station staff which would result from exercise of the existing power to revoke licences, penalties should be imposed on the individual offenders, namely, fines up to £50 or banning from employment for twelve months or for all time in any capacity in any broadcasting service. All complaints should be referred by the Post Office to the A.B.C. Advisory Committee of the State concerned, whose report should be awaited before action is decided upon, unless the broadcast is so obviously objectionable as to call for immediate action by the Department. Occasional recordings should be arranged to obtain conclusive evidence where considered necessary (paras. 369, 455, 456 and 457).

(50) The question whether Statutory Rule 120 should be altered to provide for the issue of a fewer number of station licences to the same person or body should receive more detailed consideration by the proposed Parliamentary Standing Committee (para. 384).

(51) New licences should be issued to religious and educational interests in preference to any other interest (paras. 385 and 414).

(52) Station licences should be renewed not more frequently than annually as at present (para. 385).

(53) Whilst there is nothing inherently wrong with the network system of commercial stations, its future development and the danger of monopoly control should be watched by the Parliamentary Standing Committee (para. 394).

(54) A uniform method should be prescribed for the preparation of the commercial stations' balance-sheets submitted to the Postmaster-General (para. 401).

(55) The station licence fee of £25 should be maintained, but stations which declare a profit should pay an additional licence fee of one-half of one per cent. of their gross revenue, and this sum should be used for radio research (para. 403).

(56) Sunday advertising should be for sponsored programmes only and the advertisements should be limited to the names of the sponsors without any details of their products (para. 420).

(57) The Federation of Commercial Stations should further develop and correlate the educational activities of these stations and should direct its attention to improving some of the broadcasts in which incorrect English and parodies on Australian speech and character destroy much of the work of Australian teachers. (para. 424).

(58) Any person who desires to advertise a patent medicine should be required to submit, for approval before broadcasting, all matter relating to it to the Director-General of Health at Canberra or any State Department of Health named by him. All medical talks, other than those sponsored by reputable medical or other scientific authorities, should be equally subject to a similar censorship. Stations which fail to comply with these requirements should be considered guilty of an offence and should be liable to have their licences cancelled for such period as the Minister may decide. Whilst there is no Federal control over newspaper advertisements, there is a Federal power over radio broadcasting and it should be exercised. There should, however, be no prohibition of advertisements by chiropractors, osteopaths and similar practitioners unless their work is prohibited by legislation (paras. 433, 434 and 438).

(59) The Federation of Commercial Stations should endeavour to bring about a co-ordination of programmes with the object of reducing the extent of simultaneous descriptions of racing (para. 442).

(60) Sporting organizations and entrepreneurs should afford equal opportunities to commercial and national stations if their programmes are to be broadcast, and reasonable conditions in regard to fees should be imposed (para. 446).

(61) Free licences should be granted in respect of the receiving set or sets in different classrooms of all registered schools, whether State, denominational, public or private ; or, at least, in respect of such registered schools as have less than 50 pupils ; provided that the school authority supplies a statutory declaration that within three months the school will commence and continue to receive school broadcasts regularly by means of the set or sets in respect of which application of a free licence is made (para. 462).

(62) Free licences should be granted to invalid and old-age pensioners who are living by themselves ; or, alternatively, half the ordinary fee should be charged to such pensioners (paras. 466 and 467).

(63) Licences for frequency modulation should not be issued and stations should not be permitted to introduce television and facsimile services until investigations have been made by the proposed Parliamentary Standing Committee (paras. 480, 482 and 487).

(64) There should be one Australian performing right fee payable by the A.B.C. and the Federation of Commercial Stations, shared in proportions to be determined. The fee should be fixed by agreement. If the parties are unable to agree, the matter should be referred to an arbitrator acceptable to them. If they are unable to agree upon an arbitrator, he should be appointed by the Governor-General in Council. The terms of reference should stipulate the fixing of a fair and equitable fee, its apportionment between the A.B.C. and the commercial stations and the period covered by the award (paras. 523 and 524).

(65) There appears to be some doubt whether the maker of a record can claim a fee for the public performance of the record. The question might be examined by the Attorney-General with a view to clarifying the position (para. 540).

(66) The proposed Parliamentary Standing Committee should examine the possibility of combining national and commercial interests for overseas broadcasts after the war (para. 543).

(67) It is considered that there is no justification for two organizations (the A.B.C. and the Department of Information) conducting overseas broadcasts and that the A.B.C. is best qualified to build up an all-round service (para. 548). (Prior to the publication of this report the Government had adopted this suggestion).

(68) The Department of Information should arrange for the recording of Australian short-wave news and propaganda in overseas countries for reproduction on popular wave-lengths in those countries and for publication by newspapers in distant regions (para. 553).

(69) The Government should be responsible for propaganda for overseas through its Department of Information. The news section only, as distinct from propaganda, should be controlled by the A.B.C. (para. 553).

(70) During the war, censorship on the air should be exercised over all speakers and statements, with the exception of those by or from the Prime Minister and the Leader of the Opposition (para. 556).

(71) We are divided as to the advisability of nationalizing the commercial stations (paras. 373 and 560).

PART II.—HISTORICAL.

8. In its comparatively short history, broadcasting has progressed from the position of a novel source of entertainment to the status of an essential public service. Its influence on the lives of the people is now so far reaching that its control has become a problem of major national importance.

9. As in other countries, the Australian broadcasting services had their beginnings in experiments, official, commercial and amateur. Systematic broadcasting may be said to have commenced in 1923, after a conference of representatives of all interests associated with radio who had been called together by the Government of the day. This body recommended the introduction of a scheme known as the " sealed set ". Under this proposal, licences were to be granted to approved companies in approved areas and listeners were to be required to pay a subscription ranging from 10s. to £4 4s. per annum depending on the number of stations whose programmes the listener desired to hear. The receiving sets were to be sealed to exclude other programmes. At the time of the initiation of the scheme, the postal authorities held and expressed doubt as to the likelihood of such an idea being successful. However, four stations began service under the plan—two in Sydney, one in Melbourne, and one in Perth ; but experience soon showed that the Post Office view was correct, and the scheme was abandoned as a failure after only 1,400 listeners had applied for licences.

10. In 1924, a new plan was introduced providing for two classes of service by private enterprise, under Government licence, from stations known as Class A and Class B. The former received their revenue from listeners' licence fees and the latter derived their income from advertisements. By 1929 there were eight Class A and twelve Class B stations providing programmes to 300,000 listeners.

11. In the meantime, however, experience had emphasized a weakness in the 1924 plan, which had been recognized in the early stages. The people running the Class A stations had to obtain their revenue from subscribers in the areas served by their stations, and naturally they wanted them to be located in centres of greatest population density. The result was that no stations were established to serve the country areas, where the people, particularly in remote districts, have many hardships to contend with. They have few of the amenities of life, and before the days of broadcasting they suffered drawbacks from the long delay in receiving news

and information of value to them. The occupation of these areas was vital to the welfare of the nation. Right at the inception of broadcasting it had been authoritatively recognized that at some stage it would be necessary to establish broadcasting on a national basis. All the regulations issued from time to time revealed a basic consideration which led up to the ideal of the nationalization of at least part of the service. In 1927, a Royal Commission was appointed to investigate broadcasting in all its aspects, and following upon the Commission's report the Government asked the companies concerned to consider an amalgamation of their interests. The idea was that the larger States could help the smaller ones so that a satisfactory service could be provided throughout the Commonwealth. However, the companies' proposals were not considered to be in the best interests of listeners generally, and in 1928 it was decided to establish a partially national scheme. The technical services were to be owned and operated by the Government, and the programmes were to be provided by private enterprise under contract, as this function was not considered to be one for a Government Department. No change was proposed in respect to Class B stations.

12. Implementing this policy, the Post Office took over the Class A transmitting stations and studios as the licences expired in 1929 and 1930 ; commenced the erection of new regional stations in provincial centres ; and, after calling tenders, arranged a programme contract with a new organization, the Australian Broadcasting Company, which did excellent pioneering work.

13. Three years later, the Government decided to establish a service still more national in character, and to that end the Australian Broadcasting Com ission Act was passed by Parliament in 1932. It provided for the appointment of five Commissioners—a Chairman for five years, a Vice-Chairman for four years, and the others for three years, each further appointment to be for a period up to three years. The Commission was required to take over the studios, be responsible for additional studios, and provide the programmes. The whole of the technical services, including studio apparatus and transmitting stations, continued to be the responsibility of the Post Office. The latter was also required to provide, without cost to the Commission, the interconnecting programme transmission lines needed for simultaneous broadcasting from two or more stations. Complete nationalization of the Class A stations was thus accomplished.

14. An International Convention, to which Australia is a party, prescribes the " bands " inside which each nation may broadcast, thus imposing a limit to the number of stations which can operate. The medium wave length with a separation of 10 kilocycles was adopted for all Australian stations, Class A and Class B.

15. The A.B.C. assumed its responsibilities on 1st July, 1932, when there were twelve Class A and 43 Class B stations, and 370,000 listeners. There are now 29 national stations and over 1,323,000 licensed listeners.

16. Side by side with the development of the national service, there has been expansion of the services provided by the Class B (now known as the commercial) stations, of which 99 are at present operating. No fewer than 695 applications to establish stations remain unsatisfied, principally because channels are not available under the conditions existing.

17. This is where Australian broadcasting stands to-day. The effect of the probable adoption of " frequency modulation " to increase channels is a matter for another day. Already the developments have passed the experimental stage, and it is possible that the number of stations may be substantially increased.

PART III.—GENERAL FINANCE.

18. The fundamental control over the development of Australian broadcasting is finance—the amount of money which is available for radio.

19. Money at present comes from four main sources—
- (*a*) The proportion of the listeners' fees paid to the A.B.C.
- (*b*) Miscellaneous receipts of the A.B.C.—concert takings, sales of *The A.B.C. Weekly*, interest and so forth.
- (*c*) Advertising and other revenue of the commercial stations.
- (*d*) The amount appropriated by Parliament for the Postmaster-General's Department to provide technical facilities for both national and commercial services.

20. The money is spent by three organizations—
- (*a*) The A.B.C. on national " A " class services and to a small extent on overseas short-wave services.
- (*b*) The commercial stations on the " B " class services.
- (*c*) The Post Office on technical facilities for both national and commercial services.

21. In 1939–40 the revenue and expenditure of these bodies was as follows :—

	£	£
Revenue—		
The Commission—		
Share of licence-fees	700,071	
Miscellaneous receipts	73,795	
		773,866
Commercial Stations (approximate)		1,100,000
The Commonwealth—		
Share of licence-fees	531,450	
Miscellaneous receipts	16,489	
		547,939
		2,421,805
Expenditure—		
The Commission		726,611
The Post Office (for services to the national and commercial stations)		516,874
Commercial Stations (approximate)		1,020,000
		2,263,485
Surpluses—		
The Commission		47,255
The Commonwealth		31,065
The Commercial Stations (approximate)		80,000
Total Surplus		158,320

22. It will be seen that in 1939–40 the Australian broadcasting services were working at an apparent profit, although the figures need explanation and there have been important later developments. On a basis of Australian population, the amount contributed to broadcasting in 1939–40 was approximately 6s. 10d. per head of population—3s. 9d. through the national and 3s. 1d. through the receipts of the commercial stations. We consider that the financial position was very satisfactory in 1939–40 and that the broadcasting systems were rendering excellent service at a reasonable cost.

23. The figures submitted require some comment—

(*a*) In September, 1940, Parliament reduced the listener's licence-fee from 21s. to 20s. and lowered the Commission's share of 12s. per licence by 1s. It further reduced this share by a second shilling which it added to the 9s. already received by the Commonwealth. The total cut lowered the Commission's share from 12s. to 10s.—a very heavy reduction of $16\frac{2}{3}$ per cent. in licence revenue. In spite of the increase in licences, this materially lowered the Commission's revenue for 1940–41 and will have an even more serious effect in the future.

(*b*) The statistics for the commercial services are those of 84 out of 99 stations which gave information to the Federation of Commercial Stations. They include, however, the principal stations and the figures submitted are close enough for the purpose.

(*c*) The figures submitted for the Commonwealth are also only approximate, as the Post Office accounting system covers many wireless services and it is very difficult to separate these accurately.

PART IV.—THE NATIONAL SERVICE.

General Principles.

24. It has been suggested by competent authority that the unique growth and effects of broadcasting are comparable only with those of printing, but, to the extent that listening requires less concentration than reading, it may well be that the influence of broadcasting is far greater. It is therefore not surprising to find the view widely held that the immense importance and value of this new boon to mankind impels recognition of the need for at least some measure of public control of programmes in the general interests of the community, not only to prevent the service from being used for improper purposes, but to ensure that it will exercise a positive influence for good on the individual and national character.

Services of the Commission.

25. We have given careful consideration to every aspect of the work of the A.B.C. and the various criticisms of their services. We feel that the Commissioners have done excellent work in the face of many and grave difficulties, some of which appear to have been quite unnecessary. In our opinion the Commission has maintained a high sense of the duty and of the obligations and functions bestowed on it by Parliament, and we are satisfied that it has been completely impartial politically.

26. We pay particular tribute to the work of the present Chairman, Mr. Cleary. Considering that a number of the Commissioners have given the nation years of service for very slight honoraria, their labours have little recognition or thanks. A striking example of ingratitude and discourtesy occurred when certain Commissioners who had given much valuable service first heard over the air that the Government had terminated their appointments.

Legislation.

27. For some years successive Governments have given consideration to amending the Australian Broadcasting Commission Act. A Bill which was introduced in September, 1939, by the Postmaster-General (Mr. Harrison) contemplated the following main changes :—

(*a*) To extend the terms of the Commissioners to five years.
(*b*) To give the A.B.C. explicit power to conduct public concerts.
(*c*) To define more clearly the A.B.C.'s powers regarding the broadcasting of political matter.
(*d*) To give the Minister power to transfer certain technical services from the Post Office to the A.B.C., enabling the latter to undertake any or all of the technical services at studios or at outside broadcasting pick-up points.

28. In another Bill introduced in 1941 by the Postmaster-General (Senator McLeay), it was proposed—

(*a*) To increase the number of Commissioners from five to seven.
(*b*) That the term of office of the Chairman, the Vice-Chairman, and one other Commissioner would be three years ; that two others would be appointed for two years and the remaining two for one year ; and that further appointments would not exceed three years.
(*c*) That changes in the powers and functions of the A.B.C. would be made as contemplated in the 1939 Bill except as regards transfer of technical services from the Post Office.
(*d*) To prescribe by regulation the conditions under which employees of the A.B.C. are engaged.
(*e*) That the Governor-General might direct the A.B.C., when necessary, to refrain from taking any action in the exercise of any powers conferred by the Act.

It was explained to us in evidence that the intention of proposal (*d*) in the McLeay Bill was that those officers of the A.B.C. staff whose employment is of a permanent character and whose duties refer to routine and administrative functions should be brought under regulations to be issued under the Act, providing for grading on the lines of the Public Service Act, recruitment by examination or prescribed educational qualifications, promotion on the basis of relative efficiency and seniority—the establishment of new positions to be subject to the approval of the Governor-General in Council. It was also intended that in the event of the conditions under which employees of the Commission are engaged being prescribed by regulation provision would be made to ensure that, on the Superannuation Act being amended, such employees would be eligible for superannuation benefits.

29. Our views on these issues are stated in the various sections of this Report or are indicated in Appendix 18. That appendix also embodies draft legislation which had been under consideration by Mr. Cameron, when Postmaster-General, but which was not submitted to Parliament. We recommend that the 1932 Act be repealed and that a Bill for a new Act be prepared including, in a separate Part, the regulations which now govern the commercial stations and to which we have referred later in Part V. under the heading " Control " of the commercial services.

Ministerial Instructions.

30. Section 20 (1) of the Act provides that " the Commission shall transit free of charge from all of the national broadcasting stations, or from such of them as are specified by the Minister, any matter the transmission of which is directed by the Minister as being in the public interest ".

31. Under Section 51 of the Act " the Minister may, from time to time, by notice in writing, prohibit the Commission from broadcasting any matter or matter of any class or character, specified in the notice, or may require the Commission to refrain from broadcasting any such matter ". The Minister may also at any time revoke any requirement made in pursuance of this section.

32. As shown in Appendix 18, certain amendments of these provisions were proposed in the Bills which have been prepared by various Ministers.

33. In our opinion it is most important that there should be safeguards for opposition parties and others and that the broadcasting instrument should not become the monopoly of the Government of the day. The obligation of the Minister to give notice to the Commission in writing is a precaution which should be retained to ensure that Ministers will not be able *viva voce* to issue instructions with impunity and without the protection which the Act rightly provides for those who carry out ministerial directions. Broadcasting is too valuable a power to be exercised capriciously or under subterfuge and, if the experience of Europe is any criterion, its use in Australia must be as zealously safeguarded now and in the future as it was in its earliest years. There is no evidence to lead us to believe otherwise than that the Commission has exercised its great powers with calm judgment and measured impartiality, and such difficulties as it might have encountered could only have arisen through an itching desire on the part of Ministers to assert their authority in a manner that Parliament never intended and never should sanction. We see no reason why section 51 should be amended.

34. In the case of the McLeay Bill (1941), section 53 (*a*) of the Act was proposed to be amended by empowering the Governor-General, if he is satisfied that it is necessary in the public interest so to do, to direct the Commission in writing " to refrain from taking any action in the exercise of any of its powers conferred by this Act ".

35. Such a provision is, in our opinion, likely to lead to political control of broadcasting. Its purpose was designed to give the Minister a power to over-ride the Commission in the exercise of any of the powers conferred on it by the Act. We disapprove of such proposed amendment.

36. It will be noted that under section 20 (1) the Minister may order a broadcast to be given without putting his instruction in writing. We recommend that this section be amended to require such orders to be in writing.

37. We also recommend that the Commission, in its annual report for presentation to Parliament, should be required to mention any cases in which power has been exercised under sections 20 (1) and 51 of the Act, and any cases in which it has received instructions by methods not in accordance with the Act ; so that Parliament may satisfy itself that the ministerial order was justified.

Constitution of the Commission.

38. We favour continuance of the control of national broadcasting by a quasi-Government institution, in the nature of a Commission, with satisfactory safeguards to provide for ultimate parliamentary authority. The safeguards at present provided are—

(*a*) The Commission may not acquire property costing over £5,000 without the authority of the Postmaster-General.

(*b*) The Commission may not enter into any lease for a period exceeding five years without the authority of the Minister.

(*c*) The location of any studios to be provided by the Commission is subject to the approval of the Minister.

(*d*) The Commission may be directed by the Minister to transmit any matter considered as being in the public interest.

(*e*) The Commission is not empowered to enter into agreements involving an expenditure greater than £5,000 or extending over a period of more than five years without the Minister's approval.

(*f*) The Minister may prohibit the Commission from broadcasting any matter.

39. We consider that the Commissioners should not be specialists or representatives of particular interests or localities, but that they should be persons of acknowledged capacity, experience and judgment, imbued with high ideals, and sensible of a responsibility to contribute to the moral and intellectual well-being of the community.

40. The Commissioners should be five in number and one of them should be a woman. They should be regarded as having a joint responsibility in the control of national broadcasting and should not consider themselves as individual units for the purpose of exercising specialized supervision over the service. Their main functions should be major matters of policy and finance.

41. In our opinion the Chairman should be appointed for five years, the Vice-Chairman for four years, and the other three Commissioners for three years each. At the successive expiration of these terms each appointment should be for a period of three years, thus providing for stability and continuity of policy. We are strongly of the opinion that the past practice of allowing all the appointments to terminate at the same time has been detrimental to the efficient working of the Commission.

42. The Commissioners' work should be part-time only, and we recommend that their annual remuneration should be £1,250 for the Chairman, £500 for the Vice-Chairman, and £300 for each of the other members.

43. The Commissioners should meet at such intervals as they consider necessary and the General Manager or the Acting General Manager should be required to attend all meetings of the Commission, where practicable, provided that he may be asked to retire from any meeting at the Commission's discretion.

44. Responsibility for the administration of the Act should be vested in a Minister, preferably the Minister in charge of communication services, namely, the Postmaster-General.

Parliamentary Standing Committee.

45. In order to reconcile the A.B.C.'s independence with the political conception that all actions of Government or quasi-Government authorities should be subject, in the final analysis, to Parliamentary control, we recommend the appointment of a Joint Parliamentary Standing Committee of nine members, comprising three from the Senate and six from the House of Representatives, and that as far as possible the personnel should include a representative of each State.

46. The only matters which should be referred to this Committee are those which may be submitted by—

(*a*) the Minister ; or
(*b*) resolution of either House of Parliament ;

excepting that the Commission or the Federation of Commercial Stations may ask the Minister to submit any matter to the Committee.

47. The proposal will mean that there will be nine Members of Parliament who will be as familiar with all major problems of broadcasting as any member of the Government could be. This may influence any action that the Government may take. Control will still remain with the Government under the Act, and in that sense ministerial responsibility for policy will be unimpaired, but the Minister and Parliament will have the assistance of the Standing Committee as a consultant and as a sounding board for gauging public opinion throughout the Commonwealth.

A.B.C. Advisory Committees.

48. The A.B.C. Act of 1932 gives the Commission the right to establish advisory committees in order to assist its work. Under this power the Commission has set up—

(1) an influential and effective Advisory Committee in Western Australia, which meets frequently, has excellent relations with the Commission, and claims that it secures good results ;
(2) an influential, but ineffective, Committee in South Australia. This Committee is practically in suspension, as it complains that it is rarely, if ever, consulted, and its suggestions meet with little response ;
(3) in education an expert Federal Advisory Committee and similar committees in all States. These expert educational committees have achieved splendid results and are a main reason for the excellent work done by the Commission as regards school broadcasts.

49. We recognize the difficulties and administrative expenses involved in setting up a nation-wide system of advisory committees. At the same time we consider that the Western Australian Advisory Committee and the expert educational committees have achieved substantial and promising results. We recommend an extension of the system, not only in the regional interests of Australia, but also to keep before the Commission the nation-wide public reactions to radio developments. We consider that in the Federal sphere the proposed Parliamentary Standing Committee should prove sufficient for this purpose. We recommend, however, that the Commission shall appoint an influential advisory committee in each State, and that such committee meet regularly to advise on questions of policy and other matters.

Finance.

The Post Office.

50. The Post Office provides the technical services, research and certain other facilities for all national stations. It receives its funds by parliamentary appropriations from the Consolidated Revenue, into which the Post Office pays the listeners' fees it collects. The Department charges the commercial stations for telephone services but it makes no charges for supervising the programmes of those stations, nor for the extensive research which it makes in connexion with radio in general. The Post Office conducts all technical services for the Commission. In 1939–40 the cost of maintaining 26 national stations and two short-wave stations, including all items such as superannuation, pensions of employees and interest on loan money, was £516,874.

51. The Chairman of the A.B.C. complained that the Post Office charged the Commission every possible penny for its services to the A.B.C. In his own words " every penny that could be charged against the broadcasting revenue collected by the Postmaster-General's Department has been so charged ". The Post Office states, however, that some of the charges, for example, telephone charges, particularly during national relays, are low, and points out that the sum charged to collect the listeners' fee is nominal.

52. As regards its revenue, the Post Office collects the listeners' fees and pays them to Consolidated Revenue. The A.B.C.'s proportion is then transferred to a trust fund from which it is paid out month by month to the Commission. The expenditure of the Post Office is voted by Parliament and has no relation to the amount of the listeners' fees. Although it is almost impossible to improve this procedure, it has caused, and will cause, public misunderstanding and criticism, as listeners fail to realize that by far the greater part, if not the whole, of their licence money is paid either to the A.B.C. for the programmes provided, or passes back from Consolidated Revenue by parliamentary appropriations to the Post Office, which spends the money on technical broadcasting services to the extent that the Treasury makes it available.

53. The Post Office accounts do not clearly differentiate between broadcasting expenses and the cost of other wireless services. We recommend that the Post Office remedy this so that Parliament and the nation shall have an accurate annual account of broadcasting costs. It is understood that the Post Office can do this.

54. There is conflicting evidence as to whether or not the share of the licence-fees allotted to the Post Office has covered annual expenses and left a surplus in Consolidated Revenue each year. The Director-General of Posts and Telegraphs said in evidence—" Over the last ten years an amount of between £750,000 and £1,000,000 has been paid into Consolidated Revenue from listeners' licence-fees which was not made available to the Postmaster-General's Department for broadcasting purposes ". A statement submitted by the Post Office indicates that over the ten years ended June, 1940, the Wireless Branch made a profit of £683,878. To this sum should be added £274,122 depreciation, which the Treasury does not pay. This makes a total of £958,000, which confirms the Director-General's figures. This profit is, however, subject to the following considerations. First, account has not been taken of the capital expenditure on wireless buildings and plant, which totalled £744,000 in the ten years ended June, 1940. Second, the establishment of wireless stations has involved the Post Office in capital expenditure in providing relay telephone channels. The capital cost of these channels cannot possibly be separated from general Post Office expenditure on telegraph and telephone trunk lines. This outlay is, of course, a revenue producing asset.

55. If these items of capital expenditure be taken into consideration, the Post Office, over the ten years ended June, 1940, has probably spent more money on broadcasting services than the Treasury has received from its share of the listeners' fees.

56. It also appears that the broadcasting costs of the Post Office are likely to show a substantial increase. The Department calculates that when it has completed its programme of regional and short-wave stations its annual expenses will be £774,000 and its revenue, at 10s. each from an estimated number of 1,500,000 licences, £750,000, involving an annual loss of £24,000. It must be noted, however, that the figures include estimated annual charges of £86,000 for short-wave stations to broadcast to overseas countries. We feel that these charges should be debited to the national revenue and should not be regarded as a fair charge against the Post Office share of the listeners' fees.

57. The Government in 1940 took 2s. from the Commission's share of the licence-fee, giving 1s. to listeners by reducing the licence from 21s. to 20s. and giving the other 1s. to the Post Office or, more strictly speaking, to consolidated funds. We comment on this action in the section covering the finances of the Commission. It should be stated, however, that we do not believe the officers of the Post Office suggested or advised the alteration.

The A.B.C.

58. Evidence tendered to us disclosed widespread public misconception as to the financial resources of the A.B.C. The Commission has not the funds to meet increasing claims from musical organizations, artists, speakers, education departments and many other bodies and individuals throughout Australia. For the year 1941–42 it is budgeting for a small loss and the reserves which it built up over past years are earmarked for the very necessary task of improving the Commission's inadequate and, in some cases, miserable buildings and studios.

59. The Commission receives about nine-tenths of its revenue from listeners' fees and the remaining one-tenth from miscellaneous receipts—proceeds of concerts, sales of *The A.B.C. Weekly*, advertisements, and so on. The following are the receipts for the last two years. Complete balance-sheets and profit and loss accounts are submitted in Appendices 13 and 14.

—	1939–40.	1940–41.	Rise or Fall.
Revenue—	£	£	£
Licence-fees	700,071	679,493	−20,578
Interest on investments..	8,265	9,757	+ 1,492
Proceeds from concerts..	49,294	17,364	−31,930
A.B.C. Weekly..	15,181	22,056	+ 6,875
Other..	1,055	1,298	+ 243
	773,866	729,968	−43,898

60. It will be seen that between 1939–40 and 1940–41 the revenue declined by £43,898 or 5.7 per cent. This was caused by a fall in concert receipts due to war conditions and the action of a recent Government in cutting the Commission's share of the licence-fees from 12s. to 10s.—a sweeping reduction of 16⅔ per cent. For the year 1940–41 the fall in receipts from listeners' fees was only £20,578, as the cut did not operate until 1st September, 1940, and the Commission received a windfall of £30,000 owing to " a re-arrangement of the manner in which the share of the total licence-fee was appropriated ".

61. The Chairman of the A.B.C. submits, however, that in comparison with the previous year the Commission suffered an actual loss of £41,000, notwithstanding the increase in licences, and that it lost a prospective revenue of £53,000. Facing the licence reduction of 2s. for a full year, and with no further windfalls likely, the Commission estimates for 1941–42 a deficit of about £20,000.

62. *Listeners' Licence-Fees.*—We have carefully examined the evidence surrounding the reduction in September, 1940, of the listener's fee from 21s. to 20s. and the increase of the Consolidated Revenue or Post Office share of the licence from 9s. to 10s., which together reduced the Commission's allotment from 12s. to 10s. We believe that the Postmaster-General and the Government took this step without consultation with either the officers of the Post Office or the Commission.

63. We consider that the Government and the Postmaster-General treated the A.B.C. in an arbitrary manner, for they made the cut without consultation with the Commission and without any attempt to secure information on its contractual obligations, which involved the salaries of artists on full employment, staff increments and salary increases due to the rising cost of living. A little later these commitments were augumented by a pay-roll tax of £10,000, demanded in spite of the fact that the A.B.C. is a public body managing a national utility. As a result of the cut, the Commission was forced to make immediate and difficult economies, which included a reduction of £36,000 in concerts and the fees of artists employed. In view of the difficulties created by this wholly unnecessary cut in the listener's fee, we recommend that the fee should be restored to its former figure of 21s., or, if Parliament is unwilling to do this in war time, it should restore the 1s. taken from the Commission and given to Consolidated Revenue or the Post Office. Even in war-time there is much justification for a fee of 21s. First, as previously stated, we believe that the nation is getting very good values for wireless services which, including the cost of commercial advertising, represent an expenditure of only 6s. 10d. per head of population. Second, owing to the war, broadcasting is becoming increasingly popular and important. Third, the war is imposing increasing costs on the Commission for news and other services. For example, the A.B.C. broadcasting unit with the Australian Imperial Forces cost £8,593 in 1940–41. Amongst such items in the Commission's balance-sheet for that year is an entry of £6,739 incurred through short-wave broadcasts for the Department of Information. This seems a wholly unjustifiable charge upon the payments made by Australian listeners in fees.

64. We recommend a further alteration in the listener's fee—the charging of a licence fee of 10s. for second or subsequent listening sets used by the one family circle. We consider that the present system is over-liberal in that a family circle pays only one licence-fee and yet

may run several sets, including a motor car set, and it is impossible to prevent two or more of these being used simultaneously. We further recommend that the retailers of listening sets shall furnish the Post Office with monthly lists of sales and purchasers.

65. *General Expenditure.*—The A.B.C. expends most of its revenue on the provision of programmes for the people of the Commonwealth. The following are the chief items for the last two years :—

—	1939–40.	1940–41.	Rise or Fall.
Programme Expenses—	£	£	£
Artists' fees (including orchestras, bands, choral, education, talks, sporting, children's sessions, dramatic and other productions, &c.) ..	255,402	243,877	— 11,525
Celebrity artists and public concerts	78,852	38,360	— 40,492
Salaries	108,054	123,643	+ 15,589
General (including A.P.R.A.—about £30,000 and gramophone record rights—about £11,000)	151,487	151,648	+ 161
Total Programme Expenditure	593,795	557,528	— 36,267
Administration	80,298	92,617	+ 12,319
Expenditure on *The A.B.C. Weekly*	52,518	54,863	+ 2,345
	726,611	705,008	— 21,603
Surplus	47,255	24,960	— 22,295
Revenue	773,866	729,968	— 43,898

66. These expenditure figures for 1939–40 and 1940–41 clearly indicate the headings under which the A.B.C. has been able—or unable—to effect economies. It has reduced the employment of artists, with resulting suffering to individuals, as witnesses have testified to us. On the other hand, administration and salary expenses have increased. This, the Commission states, has been due to increments, the variation in living costs and other unavoidable charges. So substantial have been the unavoidable charges on its funds that the Commission complains that it has been unable to grant some of its senior officers any increment for a number of years. We understand that this is correct, and that it is causing dissatisfaction in the organization. At the same time, we have not been able—nor have we had the time—to satisfy ourselves fully as regards administrative expenses, particularly as we have received complaints of over-centralization.

67. It will be noted that in 1940–41 the Commission spent £92,618 on administration in its various departments. It has greatly increased its central staff, yet evidence has been submitted of under-staffing in Western Australia. We called evidence from the Auditor-General's Department. This was extremely favorable as regards financial methods adopted by the Commission in running both the main organization and *The A.B.C. Weekly*. At the same time, it is admitted that the Auditor-General's Department deals only with financial methods and does not report on questions such as staffing, the use of personnel, travelling allowances, and so on. As the Commission is a semi-public organization, responsible for the expenditure of large sums of public money, we recommend that an inquiry be held by an appropriate authority to report on the costs of personnel and administration. This recommendation casts no reflection on the Commission, but we face a number of conflicting opinions, and a report by such an authority would be advantageous to all concerned.

68. *Surpluses.*—Much ill-informed newspaper and other criticism has been levelled against the A.B.C. because, up to the present, its finances have shown an annual surplus as a result of its wise policy. By 30th June, 1941, the Commission had built up a reserve fund of £269,700 and an accumulated fund (capital account) of £232,156—a total of £501,856. Part of this is represented by land, buildings and other assets, but the Commission has £269,700 invested in Government securities and fixed deposits and £105,569 in cash at the bank—a total of £375,269. These assets have been built up over a period of years in varying annual apportionments. According to the Chairman of the Commission, the A.B.C. has been able to set aside cash reserves rom its revenue at the following rates :—

	Per cent.
1935	15
1936	8½
1937	2
1938	5
1939	15
1940	2½
Average over total period	5½

It can hardly be said that such a provision is excessive in an institution with a revenue which now exceeds £700,000 per annum. Indeed, in 1938 the then Postmaster-General considered that the Commission was not setting aside sufficient money. In endorsing views expressed by the Treasury he wrote—" I, too, feel that the provision proposed for the building costs from the annual revenue is hardly adequate, and suggest it would be reasonable to set aside at least 10 per cent. to 12 per cent. of your total income ". Notwithstanding this ministerial direction, only two years later a succeeding Postmaster-General criticized the Commission because its operations resulted in a surplus, and used that surplus as a reason for reducing the A.B.C. proportion of the listening fee. In point of fact, the course of events shows the necessity for providing surpluses and building up reserves. First, such funds are necessary for the programme of buildings and studios. Second, conditions over which the Commission had no control, such as the war, made sudden inroads on its finances. Third, the Government made unexpected demands, as for war news services, and even unjustifiable demands, as in the case of overseas short-wave broadcasting. Fourth, up to the present, the Commission has had no safeguard against a sweeping ministerial alteration in the whole basis of its finances—the reduction of the listener's fee.

69. Most important of the reasons why the Commission should build up some surplus is that of acquiring or improving buildings and studios under the authority of the Act of 1932. On this point the Government and the Commission have expressed different views. The Government, for example, through the Postmaster-General, has apparently held the opinion that the Commission should acquire land, buildings, studios and so on from the revenue received from listeners. The Commission, on the contrary, has taken the attitude that the current licence fees should mainly be returned to listeners in the form of best possible programmes.

70. In 1938 the A.B.C. submitted to the Postmaster-General a building programme to cost about £700,000 and suggested that the Commission should provide about £400,000 of this from revenue over five years and that the Treasury should advance the remainder towards the end of that period. The Treasurer and the Postmaster-General rejected this and indicated very definitely that it was the duty of the Commission to meet its building needs by curtailing its expenditure on programmes, notwithstanding the provision in the A.B.C. Act for advances by the Treasurer (section 30) and the issue of debentures (section 36). The Commission then took the only possible course and continued to create a building reserve, to which it transferred 15 per cent. of its revenue in 1939, although the figure fell to 2½ per cent. in 1940. This fund now stands at £269,700.

71. At the outbreak of the war the Commission had plans ready to call tenders for the very necessary Sydney building and had £250,000 in hand for the work. Under the circumstances existing, however, the Government rightly refused to grant permission and the Commission invested the money in Commonwealth loans.

72. We consider that under ordinary peace-time circumstances the Commission could justly claim that at least a portion of its expenditure on essential buildings and studios should be financed by means of loans. This is a normal and sound business proceeding, extensively utilized by Governments and commercial organizations, including commercial broadcasting stations. Recent events, however, have fundamentally altered the position. The cutting of the listener's fee has made it difficult, if not impossible, for the Commission to find from its revenue the money to finance the extensive building programme needed. Yet the huge borrowing for war purposes, and the probable post-war results of that borrowing, leave the prospect of future borrowing by the Commission a matter of possible inadvisability and doubt. Here again is a strong argument for restoring the cut in the Commission's share of the fee.

73. Whatever the course adopted to meet the situation, we recommend that the A.B.C. should commence its building programme as early as possible in the post-war period. Many of its buildings and studios are inadequate and unsuitable. Others are inconveniently scattered over capital cities. Others again are rented as a cost which exceeds the interest which would be payable on the cost of up-to-date and suitable buildings. In this connexion it is interesting to note that some most up-to-date and adequate studios have been erected by the commercial stations owned by newspapers ; yet it was the newspapers that conducted a vigorous campaign against the A.B.C. for producing surpluses which, by ministerial direction, were designed to give the national system adequate studios.

74. The whole story of the finances of the A.B.C. emphasizes the desirability of appointing a Joint Standing Committee on Broadcasting to keep Parliament adequately informed.

75. *Programme Expenditure.*—The A.B.C. Act of 1932 lays down that the Commission shall provide and shall broadcast from the national stations adequate and comprehensive programmes and shall take, in the interests of the community, all such measures as, in the opinion of the Commission, are conducive to the full development of suitable broadcasting programmes

(section 16). The Act authorizes the Commission to collect in such manner as it thinks fit news and information relating to current events in any part of the world (section 22). It " shall, as far as possible, give encouragement to the development of local talent " (section 23). The Act further instructs the A.B.C. to " endeavour to establish and utilize, in such manner as it thinks desirable in order to confer the greatest benefit on broadcasting, groups of musicians for the rendition of orchestral, choral and band music of high quality " (section 24).

76. An examination of the Commission's accounts indicates how it is utilizing its funds to carry out these authorities and instructions. The following are the main items in the programme expenditure for the years 1939–40 and 1940–41. The correct proportion of administration costs is included in the figures of each department.

—	Expenditure 1939–40.	Percentage of Expenditure to total costs.	Expenditure 1940–41.	Percentage of Expenditure to total costs.
	£		£	
Children's Sessions	14,994	2.39	15,060	2.38
Education	23,723	3.79	28,267	4.47
Music	348,814	55.82	340,296	53.78
Concerts	35,373	5.66	34,099	5.39
News	35,275	5.64	42,317	6.69
Productions	78,137	12.50	79,510	12.56
Sporting	35,892	5.74	27,965	4.42
Talks	52,591	8.41	65,267	10.31

77. Unfortunately, the Commission analyses the amount and percentage of programme time for these subjects under headings differing from the above, so that in most cases it is impossible to compare the number of hours and percentage of broadcasting time with the total and percentage costs. It may, however, be noted that in regard to music, which is by far the most important item, the Commission in 1939–40 broadcast music for 81,032 hours, or 54.07 per cent. of its time on the air, at a cost of £348,814 or 55.82 per cent. of its total expenditure. The statistics bring out certain highly interesting points, shown hereunder.

78. *Expenditure on Music.*—As noted above, music, which has been termed " the life blood of broadcasting ", occupies over 50 per cent. of broadcasting time and in 1940–41 cost £340,296, or 53.78 per cent. of the total outlay. If concerts were added, the Commission's expenditure on music in 1939–40 was £384,187 which totalled 61.48 per cent. of its whole expenditure. The 54 per cent. of time devoted to musical broadcasts in 1939–40 may be compared with 72.58 per cent. in New Zealand ; 67.2 per cent. in Germany ; 62.8 per cent. in Britain ; 60.1 per cent. in Canada ; 55.2 per cent. in Denmark ; and 29.7 per cent. in the United States. It can hardly be said, therefore, that the Commission is broadcasting too much music, although the 1939–40 outlay (£384,187, including concerts) and the percentage of costs (61.48 per cent. including concerts) seems high. On the other hand, the Act orders the Commission to establish " orchestras, choirs and bands " for the rendition of music " of high quality " and these obligations produce some of the heaviest items in the musical outlay. In 1940–41 the Commission spent—in spite of some reductions—£69,649 on orchestral salaries, £21,637 on dance bands, £13,967 on military bands, £15,623 on choral combinations and £6,868 on instrumental combinations—a total of £127,744. This represents nearly 23 per cent. of a total programme expenditure of £557,528.

79. We note the high expenditure of £69,649 on orchestras, and although we give the Commission great credit for having, as one witness stated, advanced Australian orchestral music by a century, we draw attention to the fact that the Commission has other important cultural obligations which make just claims on its funds. The Commission has established orchestras in all the capital cities and we consider that the civic bodies should now play a part in their expansion. Unfortunately, a recent review of the Library situation in Australia indicated that, with a very few exceptions, our civic authorities have lagged far behind those of Britain or the United States of America in their sense of cultural obligations. In many countries the civic bodies, and in some cases the Governments, take great pride in establishing and supporting orchestras as important cultural contributions and it is a poor tribute to the cultural outlook of our Governments and civic authorities that they fail to support this work of the A.B.C.

80. With this in mind, and in consideration of the war situation and the present financial position of the Commission, we reluctantly find ourselves unable to support the many claims of witnesses that the Commission should increase its musical expenditure. As between 1939–40 and 1940–41 the Commission cut its musical outlay from £384,187 to £374,395 and we believe that unless the Government restores the listener's fee the Commission may have to make far more substantial economies in this branch of its expenditure.

81. *Educational Expenditure.*—The Commission's educational expenditure totalled £23,723 in 1939–40 and £28,267 in 1940–41—an increase from 3.7 per cent. to 4.4 per cent. of total costs. In 1939–40 the A.B.C. spent approximately £8,000 in fees for school broadcasts.

82. The percentage of outlay devoted to educational work seems small, considering the great possibilities which confront educational broadcasts both for children and adults. At the same time, the Commission has no funds for any considerable expansion unless it economizes in other directions or unless the cut in the licence fee is restored. Hence, unfortunately, we cannot support claims of witnesses from State Education Departments that the Commission should make grants to these organizations. The remedy appears to lie in two directions. First, the Commonwealth Parliament, which is already assisting the University research through the Council for Scientific and Industrial Research might in normal times give favorable consideration to assisting human values by coming into the educational field and subsidizing national relays for educational purposes. Second, if, as most educational witnesses assert, the educational broadcasts of the A.B.C. are of considerable and increasing importance, the State education authorities and private school organizations could, in most States, do more to help in the work. Obvious methods are the provision by Departments and private schools of broadcasting sets as standard school equipment, the purchase of the Commission's booklets and the provision and payment of teachers to assist in broadcasts. In some areas and organizations we found a general desire to help. In others, notably in Victoria, the obvious desire was to throw every possible responsibility and expense on the Commission.

83. *News Expenditure.*—Largely owing to the war, the expenditure on news increased from £35,275 in 1939–40 to £42,317 in 1940–41—the percentage rising from 5.6 per cent. to 6.7 per cent. of total costs. We discuss the problem of news in another section.

84. *Productions Expenditure.*—The expenditure on productions was £78,137 in 1939–40 and £79,510 in 1940–41, the corresponding relation to total costs representing 12.50 per cent. and 12.56 per cent. respectively. Representations have been made to us that the Commission could improve the Australian theatre in the way that it has improved the Australian orchestra. It is clear that at present the Commission has no funds available for such a purpose, but the matter deserves favorable consideration if the listener's fee is restored to its former figure.

85. *Expenditure on Sporting Broadcasts.*—Owing to the war, the expenditure on sporting broadcasts fell from £35,892 to £27,965 between 1939–40 and 1940–41 and the percentage on total costs from 5.7 per cent. to 4.4 per cent. This is largely a temporary decline due to the war.

86. *Expenditure on Talks.*—The expenditure on talks has increased from £52,291 in 1939–40 to £65,267 in 1940–41. The percentage to total expenditure has risen from 8.4 per cent. to 10.3 per cent., largely as a result of the war. Witnesses complained that the fees (£5 5s. for a national, £3 3s. for a State, and £2 10s. for a school talk) are too low considering the preparation necessary. We recognize that this work involves much skill, time and labour, but we do not see how the Commission can afford to pay higher honoraria.

News.

Local News.

87. News of local interest is broadcast by both the national and commercial stations.

88. The A.B.C. is empowered by the Act to collect in such manner as it thinks fit news and information relating to current events in any part of the world. It may also subscribe to news agencies.

89. When the A.B.C. in July, 1932, took over control of the national stations from the Australian Broadcasting Company, the latter had entered into an agreement with the Australian Newspapers Conference for the right to broadcast items of news which were the property of that Conference.

90. The Australian Newspapers Conference was an organization of all the principal metropolitan daily newspapers in Australia. It has since changed its name to the Australian Newspaper Proprietors Association. The membership of the Association to-day comprises all the metropolitan dailies excepting two and some Sunday newspapers. This was the organization with which the A.B.C. had to negotiate an agreement for the supply of news.

91. The evidence shows that the newspaper interests feared the serious competition of the radio broadcast of news in that it would have the effect of reducing circulation of their newspapers. But the evidence of newspaper representatives shows that the circulation of the major metropolitan daily newspapers has increased. The newspapers were over-cautious.

92. The A.B.C. learned that although an agreement had been entered into between the Newspapers Conference and the Australian Broadcasting Company, the Conference was not a corporate body and it could not enter into legally binding agreements. However, each of its several members could enter into an agreement individually, so that the agreement has been only a " gentlemen's agreement ".

93. Since 1932, negotiations have taken place between the A.B.C. and the Newspapers Conference and its successor. Disputes also have arisen from time to time with regard to the times at which the news was to be broadcast.

94. In his evidence the Chairman of the A.B.C. stated that the times for the broadcasting of news by both the national and commercial stations were the same and were agreed to. But the A.B.C. found, according to Mr. Cleary, that " a number of commercial stations, including those owned by Australian Newspapers Conference members, were committing flagrant breaches of the agreement ".

95. The agreement had provided for simultaneous broadcast of the news by both the national and commercial stations and the Conference was not to supply news to commercial stations on better terms than to the A.B.C. The agreement also provided that the commercial stations were not to broadcast news more frequently or for longer periods than the Commission. Disputes arose periodically as the A.B.C. contended that breaches of these provisions had occurred.

96. The discussions which took place over the past nine years between the Commission and the newspaper interests centred around the questions of the amount of payment, the number of words to be used, the length of the time of the broadcast and the frequency of the broadcast. It is obvious from the evidence tendered that there was obstinacy on both sides, neither being prepared to give way.

97. The A.B.C. and the commercial stations have, since the early days of the Commission, worked in harmony with regard to times and length of broadcasts.

98. Further evidence of the harmonious working of the A.B.C. and the commercial stations was shown by the results of the successful conference held at Canberra on 11th February, 1942. At this conference, called by the Minister for Information, an agreement was entered into which will provide a national news service broadcast over all stations.

99. When the A.B.C. appointed a roundsman at Canberra the newspaper interests expressed concern, as they feared that the extension of such appointments would lead to the building up of a competitor in the news-gathering field.

100. While agreements have been reached as regards finance and times and length of Australian news services, a very serious contention has arisen over the action of the A.B.C. in " supplementing " the press news, and in moving towards the establishment of an Australia-wide news-gathering service.

101. On these subjects the differing viewpoints are perfectly clear. The Commission claims that the press news is neither wholly reliable nor suitable for radio purposes and that news should be gathered and prepared by its own staff of broadcasting experts. The press on their side admit that the A.B.C. has every right to establish its own news-gathering service. They claim, however, that the A.B.C should do one thing or the other. It has, they assert, no legal or ethical right to use, for a mere token payment, their wide and expensive service and then try and scoop the pool by setting up a competing service. In the words of Mr. F. L. Dumas—" The Commission wants the right to ' supplement '. It is not the right to supplement ; it is the right to compete and anticipate ". Sir Keith Murdock and Mr. A. W. Wynne expressed the same opinion. Sir Keith said in evidence— " So far as the local news is concerned, we think it must be one thing or the other—that the Commission should take our service, with no greater additions than will prevent incompleteness, or else use their own ". Mr. A. W. Wynne, Secretary of the Associated Newspapers, took the same viewpoint. He said—" A choice must be made by the Commission. They cannot expect us to give them the benefit of all our costly organization and allow them to pick and choose where they will and send men with one object only of collecting stories not of extraordinary happenings, but of particular items of ordinary news, which they can put over ahead of publication in the press ".

102. The newspapers own the Australian news which they collect. They are supplying for £200 a year a vast range of news collected at great cost. In this contention they undoubtedly possess a case and they are naturally suspicious that the policy of the Commission is to set up a competing service to scoop, if possible, the cream of the Australian news.

103. We have no doubt that part of the policy of the Commission is to establish its own news-gathering service and that it established the Federal Roundsman at Canberra as a preliminary step in putting this policy into effect.

104. We understand that a reasonable Australian news coverage in the capital cities and principal country centres would involve the Commission in an expenditure of at least £60,000 per annum. We fail to see how the Commission proposes to pay so high an outlay from its revenues, unless the Government considers that the project merits a subsidy, and we believe that the Commission and newspapers should reach a fair and reasonable arrangement.

105. We consider that the solution lies in a long-term compromise accepted as definite by both parties. This should include the following :—

(*a*) The newspapers should continue to make their Australian news-gathering services available to the Commission at the existing token payment of £200 per annum.

(*b*) No restrictions should be placed on the times or length of times of the Commission's Australian news services.

(*c*) Subject to review by the proposed Parliamentary Standing Committee, the Commission should not extend its Australian news-gathering services beyond that now established and it should not " supplement " the press services excepting in the case of " extraordinary items ". This restriction should not apply, however, to news which the Department of Information furnishes to the A.B.C.

(*d*) The Commission shall give reasonable publicity to newspaper sources of information.

106. If in future any dispute arises we suggest that our recommendation, below, for arbitration in the case of overseas news be applied to local news also.

107. The commencing times of the mid-day sessions were, until recently, 12.50 p.m. and 1.35 p.m. Since we commenced our investigations these have been altered to 12.30 p.m. and 1.30 p.m. respectively.

108. Early in our deliberations we indicated that we favoured the earlier time for the first mid-day session as it would be more suitable for many country listeners. Subsequently the Postmaster-General asked if we had any objection to the alterations. We wholeheartedly concurred in the change.

109. Owing to the time lag of half an hour in the case of South Australia and two hours in the case of Western Australia, we recommend that the A.B.C. in both these States should record the news broadcasts from the eastern States and subsequently rebroadcast them at the same time locally as the original broadcasts in the eastern States. We are informed that this innovation has recently been introduced by the A.B.C. in Western Australia.

110. It is an interesting commentary that during our investigations certain suggestions have been acted upon, thus evidencing the advantages likely to accrue from adoption of our recommendation for the appointment of a Parliamentary Standing Committee.

111. *News over the Commercial Stations.*—With regard to the commercial stations, it seems that they have had no trouble with the Newspapers Conference and that the necessary agreement has been signed.

Overseas News.

112. Since the outbreak of war there has been a popular clamour for " up to the minute " overseas news, with the result that these news broadcasts of both national and commercial stations have an extensive audience.

113. On the establishment of the A.B.C. in 1932 it devolved upon the Commission to take charge of the national programmes, which had previously been under the management of the Australian Broadcasting Company. It had been one of the duties of this Company to provide a news service both overseas and local, and for the overseas news the Company had entered into an agreement with the Australian Press Association. This agreement did not stipulate the time at which the broadcasts were to take place (as provided for in the agreement covering local news), but only stated the number of words to be used by the Company.

114. When the Commission commenced its activities, it carried on under the terms of the agreement made between the Australian Press Association and the Australian Broadcasting Company pending the execution of a new agreement.

115. Whilst a formal agreement was being drafted, the Association changed its name from the Australian Press Association to Australian Associated Press Proprietary Limited. This organization is still in existence.

116. From 1932 onwards negotiations continued between the Commission and the Associated Press, but up to the present no formal agreement has been signed. The parties have acted in accordance with the terms of the unsigned agreement, so that in effect it is a

" gentlemen's agreement ". Even the original " gentlemen's agreement " has been modified from time to time. Numerous conferences have been held between the parties over the past nine years, but neither would put its signature to the terms of a formal agreement.

117. After the outbreak of war in September, 1939, the Minister for Information called a conference between representatives of the A.B.C., the Federation of Commercial Stations, Australian Associated Press and Consolidated Press. At this conference it was agreed that the national stations would broadcast 200 cabled words per day and the payment to Associated Press was to be £2,500 per annum, and to Consolidated Press £500 per annum. The times and length of the broadcasts were also fixed.

118. Subsequently there were variations of these agreements, and the agreement with Consolidated Press was terminated. Under the existing informal financial arrangement, the A.B.C. pays Associated Press £3,000 a year for its overseas news and recoups £1,500 of this from the commercial stations. We consider this payment is reasonable.

119. In our opinion the failure of the A.B.C. and Australian Associated Press Pty. Ltd. to sign a formal agreement over the past nine years is deplorable. We feel that the newspaper interests were too conservative and too pessimistic. They feared that the wireless broadcasting of news would result in a marked falling off in the circulation of their papers. The A.B.C., on the other hand, was too optimistic.

120. The news broadcast to-day over the national stations is compiled from the material supplied by the B.B.C., the British Official Wireless, Australian Associated Press and the A.B.C.'s own representatives.

121. Australian Associated Press has an agreement with Reuters and other world-wide news gathering organizations for the supply of overseas news. A considerable portion of Reuters' news is broadcast by the B.B.C., which had stated that its news could be rebroadcast free of charge, but because of an agreement between Australian Associated Press and Reuters it could not be rebroadcast in Australia. The A.B.C. objected to the payment to Australian Associated Press because of advice which had been received that the B.B.C. news could be rebroadcast free of charge. Later on it was found, according to evidence submitted to us, that an agreement between Reuters and Australian Associated Press influenced the question of free rebroadcasting.

122. We recommend that—

(*a*) the A.B.C. and the Australian Associated Press should re-open negotiations with the object of executing a formal agreement ;

(*b*) if the parties are unable to agree, then the matter should be referred to an arbitrator to be agreed upon by the parties ; and

(*c*) if the parties are unable to agree upon an arbitrator, then he should be appointed by the Governor-General in Council.

The Canberra News Service.

123. Throughout the war Ministers in all Governments have utilized the national services for statements and comments. Even before the war the Commission established a Federal Roundsman at the National Capital, and since it took office the Curtin Government has increased the importance and scope of the Commission's new department.

124. A step in the process was the decision to re-organize the order of news. By this the old arrangement that the overseas news preceded the Australian news was replaced by Australian national news, overseas news and minor Australian news in that order. A second step was made in February, 1942, when the Government brought the A.B.C., the commercial stations and the press into conference and made arrangements under which the commercial stations broadcast national news services.

125. We have received criticism of some of the alterations and the press and public have attacked them openly. This being so, we feel impelled to say that in our opinion the A.B.C. cannot be held responsible for certain matters to which objections have been raised. In this respect Parliament should notice that sections 20 and 51 of the A.B.C. Act of 1932 ordain that the Commission shall broadcast anything which the Minister orders, and suppress anything which he instructs should be suppressed. National Security Regulations are also used for the same purpose.

126. We understand that in war-time ministerial statements, excepting from the Prime Minister, are subject to the censorship conditions—a very proper provision, which may, however, prove irksome to some Ministers. In regard to this question, we recommend that, in war-time, only the Prime Minister and the Leader of the Opposition shall be free from censorship control over the air.

127. The chief criticisms levied against the Canberra broadcasts are as follows :—

(1) The broadcasts largely consist of statements made by various Ministers.

(2) Some of these statements are given over several consecutive services with wearying repetition.

(3) The alteration in the order of news means that the public has to listen to the national news and commentaries before they receive the overseas war news, which is sometimes more important and better set out than the national news.

(4) The broadcasting authorities recently arranged or permitted over the national stations personal recriminations, which in war-time disgusted the public and which may have been deleterious to public morale.

128. We have carefully examined some of the national broadcasts and conclude as follows :—

(1) A large part of the news consists of statements given under the names of various Ministers and these names appear too frequently. We recommend that Australia adopt the practice of the B.B.C. which simply states—" The Board of Admiralty announces ", " The War Office announces ", and so on. Where accounts are given of parliamentary debates, the speakers should not be named, and in questions and answers in both Houses no names should be given.

(2) We find that certain ministerial statements and news items have been repeated in a number of consecutive sessions. It must be remembered, however, that the Commission's Canberra staff may not be sufficiently large to procure a continuous supply of fresh news if it has to secure most of it from or through Ministers. Also, as a great many people can listen, and indeed should listen, to news only once or twice a day, a certain amount of repetition is justified, and is indeed practised by the B.B.C. In some sessions the A.B.C. has adopted the excellent practice of giving the fresh information and then adding—" These are highlights of the news from an earlier broadcast ". Unfortunately, the value of this is lessened when the majority of listeners are waiting for important war news from overseas.

(3) We recognize that the relative importance of local and overseas news is changing with the approach of the war to Australia. Also, under the new system certain commercial stations which do not relay the overseas news are able to take the national services and then continue their own programmes.

(4) We regard the use of the broadcasting services for personal recriminations, particularly in war-time, as a very grave matter. In the section relating to short-wave broadcasting we refer to the use made by the enemy of any broadcast material indicating dissension, and we make an appropriate recommendation. We are also of the opinion that this broadcast discussion over the state of our defences, and the organization of the Department of the Army, only a few months before, created doubts and injured public morale, as well as possibly providing information for the enemy. Immediately it occurred this Committee, which contains Members from both Houses and all parties, addressed the following letter to the Prime Minister :—

> " The Joint Committee set up by the Federal Parliament to report on broadcasting views with the gravest anxiety the use now being made of the national broadcasting system for party and personal recriminations and party wrangles. It considers that such broadcasts are weakening the morale of the people, and it points out that they are being picked up and used by the enemy for dangerous propaganda on alleged disunity in Australia. The Committee, therefore, strongly and unanimously urges the Government to confine the Canberra broadcasts to official and factual statements of value to the nation and encouraging to national unity and morale, and to prohibit the broadcasting of individual opinions."

We note that the misuse of our national broadcasting system has not been repeated, and trust that our representation will prevent any further grave abuse of this nature.

129. There remains the most important matter of all—the question of ministerial control over the Commission. In our opinion, the Commission has acted in the proper manner by accepting the material which it has been instructed to put over the air. It is in view of certain happenings that we have recommended in paragraph 37 " that the Commission, in its annual report for presentation to Parliament, should be required to mention any cases in which power has been exercised under sections 20 (1) and 51 of the Act, and any cases in which it has received instructions by methods not in accordance with the Act ; so that Parliament may satisfy itself that the ministerial order was justified ".

Organization of the A.B.C.

Centralization.

130. We draw attention to indications that the A.B.C. is over-centralizing its activities. These indications include—

(1) The rapid growth of the central staff.

(2) The considerable number of, and increase in, what may be termed central directors of departments.

(3) The fact that the salaries of a number of these central officers exceed those of A.B.C. State Managers in Queensland, South and Western Australia and Tasmania. (It is noted also that two State Managers receive less than several orchestral leaders in New South Wales and Victoria.)

(4) The increase in national and the decrease in regional programmes, even over the second national stations of various States. We understand that the original intention was to use these second stations largely for local programmes and the development of local talent.

(5) An apparently increasing tendency to force administration, programme and other decisions to the central office. We were astonished to learn that all contentious talks and commentaries are now referred to the head office. This, owing to the time factor, gives residents of Sydney a monopoly of certain broadcasting. We consider that, even in war-time, the Commission should engage commentators and other speakers, if suitable, in all States except Western Australia, from which, unfortunately, there is no eastward transmission, and that review by Defence Department censors and of A.B.C. managers in the various States should be sufficient censorship.

(6) The complaints of religious organizations in several States that the central staff of the A.B.C. makes far-reaching decisions without consultation with the distant States.

(7) Complaints in the smaller States in regard to music and the non-employment of artists.

(8) The centralized publication of *The A.B.C. Weekly* which hampers the last-minute issue in distant States of complete programmes—the main reason for the establishment of the paper.

(9) Criticisms that the Commissioners rarely visit certain areas and that the Commission, as a whole, has not visited Western Australia.

131. We recognize the Commission has answers—possibly adequate answers—to some of these criticisms. Nevertheless, we consider that the organization is showing a tendency towards over-centralization and that this is one of the strongest reasons for—

(*a*) The appointment of a Parliamentary Standing Committee which shall include a member from each State.

(*b*) The appointment in each State of an advisory committee like that which is functioning very efficiently in the West.

(*c*) An investigation by an appropriate authority, as recommended in the section dealing with finance.

Recruitment of Staff.

132. We agree with the evidence that the appointment of specialized personnel should be by selection, but we do not think it is proper to permit continuance of the present system under which the choice of juniors and other permanent staff for routine and administrative functions is discretionary. In a Government instrumentality such as the A.B.C. it is most important that the method of making appointments should be free from the risk of deference to influences inimical to social justice. In discretionary selection, the possession of personal attributes may be regarded as a *sine qua non*; but "personality" is capable of varying interpretations not necessarily concomitant with efficiency and it is possible that other considerations, as instanced in the personal experience of a prominent witness, may be allowed to outweigh the claims of a more deserving applicant. Even with the safeguard of selection boards, it is conceivable that unfair discrimination, due to subconscious prejudice or nepotism, may influence the choice of applicant. Therefore, in order to ensure that all classes of the community may be afforded prejudice-proof opportunities of entering the service of the Commission in these positions, we are of opinion, and recommend, that open competitive examination should be stipulated, with the precaution that, notwithstanding examination results, appointment should be for a probationary period of six months. By this means, the academically qualified candidate is given a chance to "prove in" on the duties assigned to him and the interests of the Commission are safeguarded by the six months' trial to determine the appointee's suitability for the work.

Advertising Vacancies.

133. In the filling of important positions of a specialized character, it is the Commission's practice to advertise the vacancy among the staff in the first instance. Only when a suitable applicant is not forthcoming by this means does the Commission advertise the vacancy publicly. We recommend that it would be preferable at the outset to advertise simultaneously among the staff, in the press and by radio, as this procedure would have the threefold advantage of—

(*a*) ensuring that the Commission would not lose a possible opportunity of finding a more highly qualified applicant outside the staff ;

(*b*) removing cause for complaint at the exclusion of competent members of the community from opportunities to receive consideration of their claims to engagement on the staff of a public utility organization ;

(*c*) avoiding delay in filling vacancies as, for instance, was experienced in connexion with the South Australian position of Educational Broadcasts Officer, on account of the present procedure necessitating successive, instead of simultaneous, advertisements among the staff and in the press.

Staff Rules.

134. When the Commission commenced its operations in 1932, it was rightly given a free hand with certain reservations in connexion with the appointment of its staff, but with its organization now consolidated from ten years of experience, we consider that the time has arrived when the rights of the permanent staffs (that is, managerial, accountancy, secretarial, clerical and others whose employment is permanent, as distinct from casual performing staffs) should be protected by statutory authority. We do not suggest that they should be brought within the Public Service proper but, as broadcasting is a Government activity, the conditions applicable to permanent staff should be the subject of statutory rule. Similar protection is given to the staff of other departments whose work is comparable to that of the A.B.C. in the sense that it is permanent, as for example, the Repatriation Commission, War Service Homes Commission, &c. We recommend accordingly.

135. In the revision of the staff rules preparatory to making them statutory, we recommend that consideration be given to the inclusion of provision for staff representation on the Appointments Advisory Committee, with the object of eliminating any real or supposed dissatisfaction in cases where it might otherwise be felt that an appointment had been made without full investigation of the rights, qualifications and aptitude of an officer who had been passed over.

Superannuation.

136. We recommend that the Commonwealth superannuation scheme should be extended to the Commission's permanent staff when made subject to statutory rule. The permanent staffs of instrumentalities of the Crown comparable from the aspect of permanency, such as the Council for Scientific and Industrial Research, the War Service Homes Commission and the Repatriation Commission, now participate in this scheme. No direct additional financial burden would be imposed on the Government, as the proposal is that the Commission would make contributions on a pound for pound basis in addition to those made by its employees.

Legal Advice.

137. Although the advice of the Commonwealth Crown Law officers is available to the A.B.C. free of cost, the Commission has at times incurred avoidable expense in engaging private legal practitioners. In defence of this practice, the A.B.C. has drawn attention to delays on the part of the Crown Solicitor in meeting its needs. As such delays could no doubt have been remedied by representation to higher authority, we do not consider that the A.B.C. has a convincing case in support of its action.

138. As a matter of principle, we feel that a Government instrumentality should avail itself of the channel financed by parliamentary appropriation for the purpose of providing legal advice in connexion with all Government activities. Where, in exceptional circumstances, it may seem desirable for the A.B.C. to seek outside advice, we recommend that the situation should be explained beforehand to the proper Commonwealth legal authority in order that he may satisfy himself that his Department is not in a position to meet the Commission's requirements.

Architectural Advice.

139. The A.B.C. has paid over £1,000 in fees to private architects in connexion with plans of administrative and studio buildings. In reply to our inquiry as to the considerations which influenced the engaging of such architects in preference to those available in the Commonwealth Department of the Interior, the Commission has given reasons which imply that that Department has not been in a position to satisfactorily meet the A.B.C.'s requirements.

140. After consultation with the Department of the Interior, however, we are assured that the responsible officers of the Department have not at any time received a definite complaint that work performed for the A.B.C. has not proved satisfactory.

141. As the Department of the Interior is financed by Parliament to take care of the building needs of all Commonwealth Government instrumentalities, we recommend that in future the A.B.C. should make use of the services of that Department and should call on outside professional advice in exceptional circumstances only.

"The A.B.C. Weekly."

142. We have received many letters, and some suggestions in evidence, for the abolition of the A.B.C. journal, and even more evidence that it is a valuable and highly appreciated paper which should continue publication. Few people, however, have any real knowledge as to why the journal came into existence, its true financial position or the reasons for and against its retention. *The A.B.C. Weekly* seems to suffer, for example, from a continual campaign of misrepresentation, and witnesses and correspondents generally quote its losses at the highly exaggerated figure of £60,000 a year. For many reasons, Parliament and the nation should know the whole story, which is far from satisfactory in several respects.

143. The A.B.C. Act of 1932 authorizes, and indeed anticipates, that the A.B.C. should issue publications on the lines of the *Radio Times* and the *Listener* published by the B.B.C. Section 17 of the Act states—

> For the purpose of the exercise of its powers and functions under this Act the Commission may compile, prepare, issue, circulate and distribute, whether gratis or otherwise, in such manner as it thinks fit, such papers, magazines, periodicals, books, pamphlets, circulars and other literary matter as it thinks fit, including the programmes of the national stations and other stations."

144. Under this clause the A.B.C. considered the publication of a journal from 1934 onwards, but it made no move in this direction until the beginning of 1939, as it wished to establish its financial position and personnel, and the press were publishing its programmes without charge.

145. On 27th January, 1939, however, the Sydney *Sun*, *Telegraph*, *Daily News* and *Sydney Morning Herald* sent the Commission the very short notice that on 1st February following they proposed to charge the Commission for the publication of its programmes. The *Sun*, for example, wrote—

> Will you please regard this as a formal notification that routine programmes of broadcasting stations will not be published in the news columns of *The Sun* (daily) after 31st January, 1939.
>
> As from 1st February, 1939, programme items which our editors consider to have news value will be listed, but full radio programmes will be published only in our advertising columns. They will be placed with or near amusement advertising, under a suitable heading, at the advertising rate paid by amusement advertisers.

146. The Sydney newspapers had, of course, every right to make this charge if they wished, but it is interesting to note that a similar move by the British newspapers to charge the B.B.C. for publishing its programmes failed completely.

147. The Commission made an estimate of the annual costs which it would face if other Australian newspapers followed the Sydney example, and considered that it would cost between £70,000 and £90,000 a year to publish its programmes in the daily papers of the capital cities and in fifteen country newspapers. The newspapers subsequently contested this figure and said that £25,000 would have covered the cost. Even this sum, however, would have been a sufficient argument for the Commission to embark on the publication of a journal containing its programmes, and a letter from the A.B.C. to the then Postmaster-General (Mr. Cameron) indicated that the Commission regarded the action of the newspapers as an opportunity which should be seized with both hands.

148. Nevertheless, the Sydney newspapers must bear the responsibility for precipitating an action which was to result in a very serious financial loss of public moneys. Mr. Errol G. Knox, Chairman of the Australian Newspaper Proprietors Association, submitted to us evidence that attempted to exonerate the newspapers which were members of that Association or the Australian Newspapers Conference. He said that neither the Association nor the Conference ever approached the A.B.C. on the subject and that "if any letter was written to the Commission on the subject, it was written by a newspaper which, at that time, was not a member of or subscriber to our Association". We are informed by the Australian Newspaper Proprietors Association that, at the time under discussion, the *Sydney Morning Herald* was the only metropolitan newspaper which was not a member of the Conference. In view of the conflict of evidence, we have inspected the original letters sent to the Commission on 27th January by the Sydney *Sun*, *Telegraph* and *Daily News*, as well as the letter forwarded by the *Sydney Morning Herald*. These show that

Mr. Knox's evidence to us was erroneous and that the Sydney newspapers which were members of the Australian Newspaper Proprietors Conference did take the action which precipitated the publication of *The A.B.C. Weekly*.

149. The Commission refused to pay the Sydney newspapers for the publication of its programmes and immediately received a shoal of complaints from the public on the curtailed programmes, which the Sydney press then published at their own cost. On 14th February the General Manager of the A.B.C. presented a memorandum to the Commission recommending that the A.B.C. should publish its own journal with full details of its programmes, and on 21st February, the then Postmaster-General (Mr. Cameron) recommended the proposition to Cabinet. Negotiations continued for some months, and on 30th May, Mr. Harrison, Mr. Cameron's successor as Postmaster-General, announced in Parliament that the Government would not interfere with the Commission's proposal. On 20th June, the newspapers sent the Prime Minister a long statement of their position. In this they expressed fear of and opposition to the proposed journal on the quite understandable grounds that a new semi-Government venture might compete unfairly with their advertising and with their established radio journals. They also set out in detail the free space which they had given to the A.B.C. for programmes and other features. This they valued at about £40,000 per annum.

150. The Government decided, however, not to interfere with the plans of the Commission and, in December, 1939, *The A.B.C. Weekly* saw light.

151. The reasons which induced the Commission to publish were as follows. First, it feared that its position with the press as regards the publication of its programmes was insecure and its fears had been justified by the action of the Sydney newspapers. Second, the Commission considered that even the free publication of its programmes in the newspapers and by its competitors, the radio journals, did not meet the needs, as these papers often failed to include or to stress the programme details which the Commission particularly desired to give the public. Third, the Commission wanted its own journal in order to publish the views and comments of its listeners. Fourth, the Commission was receiving requests for copies of many of its talks and its own journal would offer a medium in which these could be reproduced. Fifth, the Commission hoped to set a standard for radio publications in Australia on the lines of the British *Listener*, which is a journal of great merit.

152. In view of subsequent events, it appears that at the outset the Commission was very badly advised and made a number of serious mistakes. It attempted to publish at 3d. a copy a weekly journal which was to combine the programme facilities of the British *Radio Call* with the high qualities of the British *Listener*—a very difficult task. Moreover, the Commission departed from the initial advice of its General Manager to publish " a separate edition for each of the eastern States ". The General Manager also advised the Commission to leave out Western Australia owing to the difficulty of providing that distant State with up-to-date programme information and the fact that Western Australia was already being well served by a satisfactory commercial journal, *The Broadcaster*. The Commission also accepted a highly exaggerated estimate of sales. These were calculated at 100,000 a week, which, it was believed, would show a profit of £70 per week. The original estimate calculated that sales would net £830 and advertisements £640—a total of £1,470 as against a cost of £1,400 per week.

153. On publication the crash was immediate. The sales were only 170,000 out of 335,000 copies in the first issue ; 76,000 out of 290,000 in the second, and 55,000 out of 236,000 in the third. Since then circulation has fallen gradually, and for the quarter ended November, 1941, was approximately 37,000 copies a week, which represents a loss of about 4d. per copy. The advertising estimates also proved over-optimistic owing to the greatly reduced circulation, the publication of the journal at the end of the year after advertising contracts had been placed, and the restriction of advertising due to the war. Later, the direction of the Government to cease publication militated against the receipt of advertising contracts.

154. It is possible, however, that other crippling influences were at work. For example, evidence has been submitted that attempts were made to prevent the journal from securing advertisements. We inquired why a national journal had received, in spite of applications, little or no Government advertising, and was astounded at the reply given in evidence by the Chairman of the Commission, supported by the Acting Manager. This was, in effect, that the Commission was getting very few Government advertisements for *The A.B.C. Weekly* and had even experienced trouble in securing advertisements from the Department of Information, notwithstanding the fact that Government advertisements appear in newspapers—even those with very small circulation. We made inquiries from the Department of Information, which supplied details of some advertisements given to the A.B.C., and pointed out that it and other radio papers had comparatively small circulations and were not very satisfactory advertising media.

155. We strongly recommend that the Government and the Department of Information supply the national broadcasting publication with all possible advertisements.

156. We ourselves sought to buy the journal at a number of bookstalls, but found it was almost invariably kept in the background, although commercial radio journals were given a prominent place.

157. Faced at the outset with a very heavy loss, the Commission at once began to reduce staff and effect economies in other ways. By these means, between February and August, 1940, the running deficit was reduced from £1,300–£1,400 to £726 a week. Economies were, however, handicapped by the printing contract which, the Commission states, was unsatisfactory for various reasons. For instance, when the Minister for Customs ordered economies in paper under the rationing scheme and the Commission reduced the size of the journal from 72 to 56 pages, the printer quoted a price which, the Commission states, represented an actually increased charge for printing after allowance had been made for the reduced consumption of paper.

158. The Commission sought legal advice as to whether or not the enforced rationing of paper justified it in terminating its contract. The opinion of counsel was, on the whole, favorable to cancellation, but in the general state of uncertainty as regards the future of the journal no action eventuated, although inquiries from other Sydney printers indicated that a new contract would produce a saving of from £200 to £300 a week.

159. During the first six months of operation—to 30th June, 1940—the results were as follows :—

	£	£
Expenditure		52,518
Revenue—		
Sales	11,796	
Advertising	3,385	
		15,181
Loss		37,337

For the year ended 30th June, 1941, the position was—

	£	£
Expenditure		54,863
Revenue—		
Sales	19,171	
Advertising	2,885	
		22,056
Loss		32,807

160. Full details of the balance-sheets and profit and loss accounts of the journal are included in Appendix 15.

161. After considering the whole story of *The A.B.C. Weekly*, we are of the opinion that the loss and partial failure have been due to the following causes :—

(1) The journal was launched in the face of the strong and open opposition of great commercial interests which controlled, amongst other facilities, the most powerful means of publicity in the country. This opposition is clearly indicated in the letter sent on 20th June, 1939, to the Prime Minister by the press.

(2) The Commission began its effort on too wide and optimistic lines. It attempted to combine both types of B.B.C. journal and it tried to establish an all-Australian journal instead of opening in New South Wales only, where the action of the press made it essential that the national programmes should be published.

(3) The Commission bound itself by an unsatisfactory printing contract, which seems to have lacked the most elementary business safeguards in the event of an over-estimate of sales and, in addition, produced poor printing results.

(4) Particularly at the outset, the journal and material were disappointing in certain respects. Evidence indicates, however, that there has been considerable improvement and *The A.B.C. Weekly* is now valued and appreciated by many of the listening public.

162. In view of all the evidence and the many weighty opinions that publication should continue, we make the following recommendations, which include the continuance of the journal. The following facts influence us in making these recommendations :—

(*a*) The Commission states that it can secure contracts which will give a better production at a reduced cost of £200 to £300 a week, or £10,000 to £15,000 a year.

(*b*) The Commission submits that the uncertainty in regard to the future of the journal has prevented it from obtaining improved advertising and distribution contracts.

(*c*) The Commission has now reduced the running loss to about £30,000 a year. Some loss is justified owing to the circulation of the journal, its services, and the fact that it is the main publicity and advertising medium of the national system.

Our recommendations are—

(1) Subject to review by the proposed Joint Parliamentary Committee, *The A.B.C. Weekly* should be continued in some form as a medium for the publication of programmes if necessary, or as a higher grade journal on the lines of the British *Listener*. This recommendation is subject, of course, to war-time developments. We are not satisfied with the present standard, appearance and format of the journal and believe that improvements are possible.

(2) If *The A.B.C. Weekly* continues to publish programmes, the Commission should explore the General Manager's original recommendation to print a local edition in each of the eastern States so that each number will provide the latest programme information, as do the commercial journals in the various States.

(3) The publication of a Western Australian edition should not be undertaken at present owing to the difficulty arising from the distance to that State. The facts that the relations between the A.B.C. and the Western Australian press are excellent, and that the State possesses a commercial radio journal of high quality, seem to make the issue of a special Western Australian edition of *The A.B.C. Weekly* an unnecessary expense.

(4) The Broadcasting Act should be amended to place A.B.C. publications on equal terms with their commercial competitors. At present, under section 17 of the Act, the Commission has to disclose its programmes to inquirers on equal terms, but the same provision does not apply to commercial stations.

(5) The Commission should explore the possibility of utilizing the journal for its educational activities.

Technical Services.

Control.

163. In 1932 the control of the National Broadcasting Service was vested in the A.B.C. The provision of the studios themselves was a function of the Commission, but the provision and operation of the technical services within those studios was left with the Post Office. Evidence was submitted by the A.B.C. claiming that in the broadcasting of a programme artistic and technical processes are so inextricably intertwined that no one can actually define any point at which the one starts and the other ends. In the opinion of the A.B.C. the combination of these two factors plays such an important part in the effective " presentation " of programmes that it would appear to be of supreme importance that the equipment and personnel operating it should be under one authority.

164. Fundamentally, anybody who is responsible for a particular undertaking should, so far as possible, have under the one control all the resources required to do the job, but, from the evidence submitted to us, there are many very vital reasons why it would be unwise to adopt such a plan in relation to broadcasting in Australia.

165. The evidence and information we have received from competent advisers shows that the points at issue in connexion with the control of technical services can best be presented in the form of a series of questions :—

(1) Who should be responsible for providing the accommodation for studios suitable for the various classes of programme presentation and satisfactory from the acoustical standpoint ?

(2) Who should provide the studio technical equipment ?

(3) Who should be responsible for providing the staff to operate the studio technical equipment ?

(4) Who should be responsible for the staff necessary to maintain the studio technical equipment ?

(5) Who should be responsible for providing, maintaining and operating the broadcasting transmitters ?

(6) Who should be responsible for providing, maintaining and operating the interconnecting transmission circuits between studios and transmitters and the long line networks for the simultaneous radiation of programmes from two or more transmitters ?

166. As to question (1), the position is that when the licences for the original A Class stations were terminated as the first step to the establishment of a national service, an effort was made to secure all the assets of the several companies to form a nucleus of the national system. Where the transmitters belonged to the licensees they were purchased by the Post Office and where they were rented, as in the case of 3LO and 2FC, from the Amalgamated Wireless Company, the rental agreement was continued for a time as between that company and the Post Office.

167. This procedure was adopted because there was insufficient time to make alternative arrangements. It was also recognized to be reasonable that the Post Office should not leave the licensees to carry the assets which would no longer be of use to them.

168. The licensee companies naturally had their own office and studio accommodation. In some cases it was rented and in others owned by the companies. Here again there was no time to provide alternatives, even if they had been thought desirable. Consequently the various properties used for such purposes were transferred to the Post Office either by purchase or by transfer of lease, and such accommodation was placed at the disposal of the Australian Broadcasting Company, to which a contract had been let for the provision of programmes.

169. There was another very important aspect concerning the status of the company which had been called upon to provide the programmes. The contract was fixed for a period of three years and in all of these affairs the objective was to prevent anything in the nature of a vested interest being created. Consequently it was felt that the contractor should not be called upon to make a heavy investment of such a nature as would be entailed if he had been required to provide for studio and office accommodation.

170. Under the A.B.C. Act 1932, the accommodation for offices and studios was transferred to the Commission, it being considered that that authority should provide its own accommodation for its office staff and for the artists concerned in rendering the programmes.

171. We are satisfied that it would be wrong in principle to call upon any other authority but the one responsible for programme presentation to provide the studio accommodation, as that body is the only one likely to be fully competent to determine its needs in relation to the variety and extent of such accommodation and because it is the sole authority for programme planning for the national system, covering the full diversity of service to be given to listeners.

172. It is recognized that the acoustical properties of the studios and their general arrangement have an important bearing on the quality of the actual transmission, but it is not considered that this can be advanced as an adequate reason for placing the responsibility for studio provision and design on the technical authority, which is the Post Office.

173. When studio accommodation is being arranged, it goes without saying that this is a matter for the closest co-operation between the programme and the technical authorities and this has always been recognized. In fact, representatives of the A.B.C. and the Post Office travelled abroad together so that the practices in force overseas could be jointly investigated. Moreover, when the plans were being developed for the new studios the greatest degree of co-operation existed between the officers of the Commission and those of the Post Office for the purpose of ensuring that the best possible arrangements would be made both from the point of view of programme presentation and technical transmission requirements.

174. We accept the view that the programme authority should provide the studios and associated administrative accommodation but that the method of construction, and especially that affecting the acoustical conditions, should be the subject of mutual agreement between the programme and the technical authorities, that is, between the A.B.C. and the Post Office ; and we recommend accordingly. We have traversed this studio question at some length because of the divergent views of expert witnesses.

175. In regard to question (2), we recommend that the technical equipment for installation in the studio should be provided by the same authority as is responsible for all the technical services, that is, the Post Office, as this equipment must conform in all its standards with the characteristics of the other portions of the technical equipment.

176. Question (3) is a debatable point and has been the subject of much discussion and consideration by all broadcasting authorities. It is naturally contended that the person who is to control the output from the microphones should be fully acquainted with the programme

needs, having the necessary musical and artistic training. On the other hand, the technical authority is inclined to urge that a technical man is needed because he alone is able to gauge the effect of the output from the transmission lines to the broadcasting station.

177. In Australia a compromise was made by arranging that a Post Office technical operator should manipulate the controls but should be under the instruction of a member of the A.B.C. programme production staff. Whilst it might appear that the production man is the proper person, there is some doubt whether in all circumstances he might operate the controls in conformity with the programme requirements and not become so deeply interested in the programme itself as to cause him to fail in the manipulation of the control equipment. We recommend that the compromise continue.

178. To question (4) the obvious answer is that a technical staff is needed for the purpose, and that the Post Office being the technical authority should provide the staff for the day to day maintenance and general upkeep of the plant.

179. A highly trained technical staff is required for the work referred to in question (5), and it is also important that there should be close at hand for consultation and general supervision technical men of professional status. Transmitters are widely separated over the Commonwealth and it would be most costly to set up an organization providing skill and experience comparable with that now available through the wide ramifications of the Post Office.

180. We cannot see that any benefit could possibly result by transferring these duties to the Commission, but it is of course important that there should be a most harmonious relationship between the two authorities and the closest co-operation.

181. In our opinion there can be no second thought in regard to question (6). The Post Office is the responsible authority in the Commonwealth for providing such circuits, and because of the great distances and the sparsity of population in Australia these most important lines are carried on overhead plant where the liability to interference and periodical variation, and even failure, is appreciable. Moreover, technical gear, and consequently personal attention, are essential at a large number of intermediate points separated roughly 150 miles apart on all of these long distance routes, and the officers in control must be part of the Post Office organization. It would be disastrous, certainly in existing circumstances, for any change to take place under this heading.

182. These specific points having been dealt with, it is also desirable in studying the position of dividend control to take a comprehensive view of the whole position.

183. The Post Office is a Commonwealth-wide organization. It has highly trained professional officers in all the main centres and it possesses a large staff of competent technicians who are also widely distributed. Because of the size and similarity of other technical work which has to be done by the Post Office, there is a reservoir of personnel on which to draw to meet all sorts of emergency conditions, providing also for holiday and sick relief.

184. In addition, the Post Office has an extensive research organization in which problems presenting special difficulty are examined to find a solution, and a large proportion of these necessarily have a great similarity to those which have to be dealt with in the other technical branches of the Department.

185. If the Post Office is to remain in charge of technical services, there is a clear-cut division of responsibility and there should seldom be difficulty, in case of unsatisfactory operation, in determining who is at fault and ensuring that the necessary remedies are effectively applied.

186. It has to be remembered that even were it possible and desirable from certain points of view to transfer the whole of this responsibility to the Commission, there would still need to be two separate staffs, one dealing with the programme and one dealing with the engineering aspects.

187. The same general questions as between the two would arise as they do to-day—and as they do actually arise in practice in the B.B.C. organization in England, where both sections are under the control of the B.B.C.

188. Looking at the question from the point of view of how best to serve Australia in its national broadcasting services, and without having regard to the interests of the staff of the Commission or the Post Office, we are convinced that it would not be wise or beneficial to transfer any of the technical responsibilities from the Post Office to the Commission.

189. Summarizing the position, we are of the opinion that, even if the staffs providing the programmes and the technical services had been under one control, it would have been difficult for a more harmonious relationship to have existed and we recommend that the present arrangement should continue.

Land Lines.

190. Evidence by Post Office witnesses on this subject is set out in the following statement.

191. Realizing that the cost of providing entertainment, information, news, &c., to hundreds of separate places would be extremely high, the Government decided that means must be provided for linking stations together by telephone lines. Ordinarily, telephones lines are not suitable for this purpose, and the Postal Department found it necessary to embark upon a reconstruction of its line plant and a development and extension of circuits so that they could be used as and when required for interconnecting stations. In that way it was economically possible to provide costly high quality programmes, as they were being received by thousands of people simultaneously. Such transmissions could not have been afforded had they been going only to a handful of people. That was the basis on which the extensive telephone programme network was established. Fortunately in those days there had been a development which made it possible to establish circuits at a lower cost than would have been the case had it been necessary to provide copper wire. That development is popularly known as the carrier-wave system.

192. The circuits provided for intercommunicating the stations are very important from the point of view of the quality of reception. Attenuation (that is, a progressive weakening of the electric currents) takes place very readily and makes it necessary to have repeaters roughly every 150 miles of the route. One can conceive, therefore, what is involved in a transmission tying up 20,000 or 25,000 miles of line. The setting up of the network is also very important and requires very great skill. At each of these repeater stations the man in charge has to be under instruction from a common control point, usually the point of origin of the programme.

193. In most countries where broadcasting has developed to any extent the practice of broadcasting programmes simultaneously from a number of stations has been adopted. In the United States of America, for example, there are several broadcasting systems which operate over the whole of the States, each of which hires a network of lines from the communication authorities to permit of the linking together of the stations comprising the system. But the provision of such systems is more difficult from the financial, technical and personnel points of view in a country of sparse population such as Australia.

194. The development and maintenance of an adequate broadcasting service in a country such as Australia is almost entirely dependent upon the efficiency of the telephone system and the ability of the administration to make facilities available for the linking together of broadcasting stations. If it were not for the utilization of the Post Office telephone system of the Commonwealth as a means of relaying programmes from pick-up points to studios, and also for linking together two or more broadcasting stations for the simultaneous radiation of programmes of more than passing interest, listeners would of necessity receive much poorer fare in the matter of broadcast items than is the case to-day.

195. To appreciate the extent that the Post Office organization and plant are bound up with broadcasting it is necessary to bear in mind that Australia covers nearly 3,000,000 square miles with a widely scattered and sparse population. Obviously, for technical and economic reasons, it is not practicable for a station to be located in each district.

196. The broadcasting stations, both national and commercial, are scattered over the whole of this area stretching from northern Queensland to Western Australia and Tasmania. The linking together of these stations for the purpose of the simultaneous radiation of programmes is obviously a matter of great complexity from the Post Office standpoint.

197. Although local studio programmes represent a substantial proportion of the daily transmissions from radio stations, these are constantly supplemented by broadcasts of a special nature covering important current events, sports descriptions and special items which are made possible through the medium of the Post Office trunk service.

198. Some idea of the magnitude of the task confronting the Post Office in the simultaneous radiation of programmes from two or more stations will be appreciated when it is mentioned that during the calendar year ended 31st December, 1940, over 25,000 separate transmissions entailing the use of the trunk line system were radiated from national and commercial stations.

199. As a result of the progressive developmental policy which has been pursued by the Post Office over many years, the trunk line system now penetrates to almost every settled portion of the Commonwealth, and trained technical staff are located in every town of any importance. The Department is therefore in a unique position to provide lines for pick-up or relay purposes in an efficient manner and with a minimum of expense and, what is also important, it is able to make such services available at any hour of the day and night at very short notice. Thus it will be recognized that to afford the maximum advantages to listeners, the land line telephone system and the broadcasting stations must be employed in close co-operation. In planning its trunk line network the Post Office has paid special attention to the inclusion of high quality channels suitable for the transmission of programmes.

200. Excepting in a relatively few instances where special carrier programme circuits have been provided, the long distance channels used for broadcasting purposes are those normally designed for two-way telephone speech and, when required for broadcasting, the electrical characteristics of these circuits must be completely changed to permit of the highest quality transmission in one direction only of both speech and music. To make these circuit changes, a special and highly skilled staff must be provided, capable of making the adjustments to the delicate apparatus employed. As an example, when all stations in the six States are linked together for simultaneous broadcast, approximately 150 officers are required to attend at various centres throughout the Commonwealth.

201. The preparation of telephone circuits, or the lining-up, as it is known, is controlled from "zone controls", and the circuit changes have to be arranged so that after each zone is proved out the whole network of stations concerned is brought together and tested out in time for the broadcast to commence to schedule. The work entailed is of a most complex character and as all types of programmes are relayed over trunk line channels, including music and speech, it is important that the transmission characteristics of the telephone channels used should be of the highest possible quality and free from any distortion.

202. In accordance with the provisions of the *Australian Broadcasting Commission Act* 1932–1940, the A.B.C. is required to pay rental for all circuits between pick-up points and studios. The basis of charging is similar to that applied to commercial broadcasting organizations. This basis is set out in Appendix 1, which shows the tariff and conditions of lease for permanent and temporary circuits.

203. The growth in the number of these broadcasting relays is evidenced by the fact that in 1932 there were 2,118 relays, whereas in 1940 there were 25,454 relays. Details for each year from 1932 to 1940 inclusive are shown in Appendix 2, which gives separate details in respect of the national and commercial organizations. It will be seen that the great majority of relays for the national service relate to two or more States, whereas a great proportion of relays for the commercial stations are limited to one State only.

204. In regard to the national stations, practically the whole of the charges for relay channels are borne by the Post Office. For example, of the amount of £136,398 involved for 1940, only £1,761 was debited to the A.B.C., the remaining £134,637 being borne by the Post Office.

205. In addition to the costs shown in Appendix 2, rentals aggregating £33,848 per annum are debited to the Post Office in respect of permanent relay channels provided between national regional stations and metropolitan stations. Rentals totalling £18,460 are debited to commercial broadcasting organizations for permanent relay channels leased between metropolitan and country stations. A list of these permanent circuits is set out in Appendix 3.

206. Of the total relays which were completed in 1940, 4,615 extended to two States, 894 to three States, 934 to four States, 3,795 to five States and 4,358 to six States. The remaining 10,858 relays concerned only stations in the State of origin. The total time for which channels were occupied for broadcasting purposes exceeded 42,000 hours.

207. The linking together of stations in several States for simultaneous transmissions involves the use of a number of trunk line channels, the precise figure depending in each case upon the number and situation of the stations concerned in the particular broadcast. When a nation-wide network of all national (29) and commercial (99) stations is required, more than 26,000 miles of line are used. Appendix 4 shows the extent of the channels which were used for important broadcasts.

208. In addition to the heavy demands that have been made on the Post Office for the provision of circuits for relaying broadcast programmes, there has been a very marked increase in telephone trunk line calls during recent years, thus accentuating the difficulties in meeting the position. For instance, during 1932, 29,248,250 trunk line calls were made in Australia, whereas the corresponding figures for 1940 were 43,185,887 calls. This represents an increase of 48 per cent. The increase in business has been particularly noticeable on the main interstate and country routes which are concerned with programme transmission circuits.

209. So constant is the regular demand for simultaneous broadcasts now that no less than 9,915 miles of channels are tied up permanently for broadcasting purposes, viz. :—

	Miles.
(i) Lines connecting national regional stations with metropolitan studios	3,653
(ii) Special carrier programme channels on main interstate routes	4,052
(iii) Lines between metropolitan and country stations leased by commercial broadcasting organizations	2,210

210. The charges for land lines used for relaying programmes are dependent upon the distance between the terminal points, the period of use and the nature of the programme. The basis of charging is outlined in Appendices 5, 6 and 7.

Appendix 5 shows the main basis of computing the charges both for permanent channels and lines which are required for short periods only.

Appendix 6 indicates the charges for trunk line calls over different distances. It is on these rates that the tariffs for relay channels required for short periods are based.

Appendix 7 shows the periods which are charged for lining up trunk line channels for broadcast relay purposes.

211. It will be seen from Appendix 7 that varying periods have been adopted for lining up trunk line channels.

212. On the latest information available, there is no doubt that the charges for the use of programme relay lines in Australia are lower than those in force in the United States of America. For example, in Australia the rate per hour, including lining-up costs, for a relay involving a distance of 50 miles is 19s. 2d. for music and 18s. 4d. for speech, whereas the corresponding charges in the United States of America are £3 2s. 6d. (music) and £1 11s. 3d. (speech). For a relay involving a total trunk line distance of 1,000 miles, the Australian rates for one hour are £12 7s. 6d. for music and £10 7s. for speech, as compared with £62 10s. and £31 5s. in the United States of America. Information regarding other countries where private organizations have been permitted to operate broadcasting stations is not available.

213. Post Office evidence shows that one channel only suitable for high quality programme transmissions is available between the mainland and Tasmania and this is used almost continuously for the national broadcasting service. Consequently, it is not possible at present to provide for the commercial stations a circuit which is entirely suitable for transmitting music, and there is no alternative but to allot a speech channel for such stations. Experiments are now being conducted in order to ascertain whether a satisfactory radio link can be provided for the transmission of programmes between the mainland and Tasmania.

214. Post Office evidence also shows that one line only is available between Adelaide and Perth for programme transmissions, and this operates in the east-west direction only. As a result, some inconvenience is being caused to the broadcasting organizations through the absence of a duplicate relay channel and the inability to transmit programmes from Western Australia. Ways and means of providing two relay channels, each of which would operate in either direction as required, have been examined and plans prepared for introduction when the financial position will permit.

215. Notwithstanding the disabilities referred to in the preceding paragraph, it will be observed from Appendix 2 that 12,706 relays were arranged in 1940 for the commercial broadcasting organizations. Relatively few applications for facilities for the simultaneous radiation of programmes by commercial stations have been refused. Appendix 8 indicates the number of such applications received since 1st January, 1940, which it has been impracticable to meet.

216. We recommend that special efforts be made to improve the position in regard to Western Australia and Tasmania.

Stations.

217. All national medium-wave stations are operated by the Post Office for the A.B.C. under the 1932 Act. These are supplemented by two short-wave stations which operate to give a coverage to the outback not reached by the regional stations.

218. We are of the opinion that this coverage by short-wave is not by any means satisfactory, as it necessitates special short-wave sets to receive the transmissions. We therefore recommend that regional medium-wave stations be erected as soon as practicable to serve these areas. We realize, however, that some parts must still rely on the short-wave system at the completion of the proposed programme.

219. Appendix 9 shows the location of existing national stations.

220. Appendix 10 shows the sites, &c., of the proposed additional stations to complete the national service on the medium band.

221. Appendix 11 shows the number and the location of the commercial stations. It will be seen that few of these are located in areas distant from populated centres, hence the necessity for a coverage by national stations in the outback isolated parts.

222. Appendix 12 is a map of national service areas. The expenditure so far incurred on surveys in this connexion is £8,500.

Research.

223. The following information has been compiled from the evidence of the Supervising Engineer (Research), Postmaster-General's Department, and other witnesses.

224. On the introduction of the national plan of broadcasting, the Postal Department proceeded with a very intensive and thorough study of all aspects so that its development would be on a suitable basis and muddle would be avoided. The problem was tackled in a scientific way and measurements were made at all appropriate places to find out the characteristics which would affect the propagation of radio signals. Such things as the resistivity of the soil have an important bearing on the extent to which energy is attenuated, and then, of course, there are other matters such as the atmospheric noise level and the effect of the ionosphere, which reflects waves back to the ground and has a tremendous influence on the fading and distortion of programmes. Although this is now past history, nobody at that time possessed anything like the knowledge available now. For that reason a great deal of that work was a scientific pioneering effort, but in spite of that no mistakes of importance were made.

225. The Postmaster-General's Department planned the broadcasting system in the light of the scientific and engineering knowledge available in the art of electrical communication, of which radio communication is a part. In order that the Department shall be equipped to make use of such knowledge, it maintains a research laboratory. This laboratory was first established in 1924. Its staff, equipment and building accommodation were increased as its field of service expanded and this expansion has been rapid. The laboratory now occupies a building of three stories in Melbourne, and the total floor area of the premises is 25,000 square feet. The value of the laboratory instruments and equipment as at 30th June, 1941, was £45,000. A summary of the staff is as follows :—

Professional—	
Executive and supervisory	5
Physicists, engineers, chemists	13
Drafting service	9
Laboratory foreman, laboratory assistants, toolmakers, watchmaker, mechanics and labourer	36
Clerk-in-charge, office staff and library	14
	77

226. The technical investigatory work required in the planning of the broadcasting system, both national and commercial, has been carried out principally in this laboratory. In addition, the foundation engineering work of the national system was done there, as was also the detailed engineering design work for the first groups of new stations required in the development of the plan. A summary of these contributions is as follows :—

(*a*) There was carried out a programme of measurement of the conductivity of the soil with respect to the transmission of radio waves over the surface of the earth. These measurements were made over large areas of the Commonwealth, ranging from Cairns to Perth. The results were used in determining the sites of stations.

(*b*) Designs were prepared for radio station transmitting equipment and the details were set forth in specifications for public tender.

(*c*) Engineering procedures were worked out for design of radio station buildings and the various electrical services required in the buildings and on the sites, so that the powerful radiation from the radio transmitting equipment would be effectively directed and not cause interference with the other electrical services of the station.

(*d*) Original work was done both in research and in the engineering development of vertical radiating aerials of great height. In these devices the mast itself is the radiating element. The masts vary from 400 feet to 730 feet high and are the tallest engineering structures yet built in Australia. They rest on porcelain insulators and such insulators are also inserted in the guy ropes. The development, design and manufacture of these insulators, which must meet very severe mechanical and electrical requirements, was a new venture.

(*e*) Electrical controlling and amplifying equipment for the handling of programmes in studios was developed, as also were special forms of amplifiers and other apparatus for the long programme lines joining stations to studios, and studios in one State to those in another.

(*f*) The acoustic design of studios has been continuously developed and some original contributions to knowledge in this sphere have been made.

(*g*) Specialized forms of measuring and testing gear have been developed to meet the needs of research work in the laboratory and investigations in the field

227. The items mentioned above are typical of the work directed to the specialized field of radio braodcasting. Radio broadcasting, however, is but a portion of the art of electrical communication and much of the work of the laboratories in other branches of the art has been of indirect benefit to broadcasting. This is one of the advantages that accrue from having the technical services of the national broadcasting system provided by the Postmaster-General's Department.

228. The Department has also supported the Radio Research Board of the Council for Scientific and Industrial Research. The staff of this Board has engaged in research into—

(*a*) the properties of the upper atmosphere (e.g., the ionosphere), using forms of radio apparatus as exploring tools or probes ; and

(*b*) atmospheric electricity, particularly the causes, behaviour and effects of thunderstorms.

Some valuable contributions to knowledge in the science of physics were made by members of this staff during the course of the existence of the Radio Research Board. The Postmaster-General's Department has contributed approximately £3,800 per annum or about three-quarters of the Board's annual expenses.

229. A commencement was made with experimental work for the national broadcasting system in 1928, and Australia is the only country in the world which has made tests of this kind on a continent-wide basis. As a result of this work, the sites of national stations were determined and the probable service areas forecast. (*See* Appendix 12—Map of National Service Areas.)

230. In addition to the investigations which are conducted, regular reports are received from postmasters and others regarding broadcast reception. There is an organization of radio inspectors whose work is to learn what results the listener is actually getting, and to do this they go to listeners' homes and listen with them.

231. We availed ourselves of an opportunity to visit the Post Office Research Laboratory and were very impressed with the important work which is being done there and which is not much known to the general public. We have reason to believe that this phase of Post Office activity compares favorably with similar research work in other parts of the world and reflects great credit on Australia.

Studios and Administrative Offices.

232. Our remarks in this section are based on evidence submitted by the Commission, which is required by the Australian Broadcasting Commission Act to provide the buildings to be used as studios.

233. Since the Act came into operation, there have been many changes in broadcasting technique. Originally, each station consisted of a transmitter and its own studio. This arrangement was soon found to be too restrictive and gradually further studios were added at each of the capital city centres, each studio having its own control booth. In addition, small studio groups have been provided at country centres so that the country regional stations may transmit local news services and their own programmes when necessary.

234. As the Commission's studios in all States except one are housed in rented buildings, which in no case were initially intended for broadcasting purposes, any success achieved by the programme staffs has been in spite of, rather than because of, studio conditions.

235. The Commission has been faced with the problem of modernizing its programme handling facilities and increasing the number and types of studios available, without spending more than was justified by the temporary nature of its premises and by the difficulty of sound-proofing and treating acoustically buildings not designed for such purposes.

236. The acoustic condition of the studios generally has not been satisfactory, and the shortage in the number of studios of all types has hampered the work of artists and programme staffs as to both rehearsals and performances.

237. The only satisfactory solution of the problem, however, would be the provision of correctly designed studios, adequate in number and suitably graduated in size and acoustical condition, to permit of the efficient transmission of the various types of programmes. The cost of erecting the buildings necessary to house such studios was so high as to be beyond the scope of the Commission's finances until a building reserve fund had been accumulated.

238. Appended are particulars of leases of buildings in the various States where temporary offices and studios are located. In the case of the Sydney buildings, accommodation for the head-quarters of the Commission is included—

—	Buildings.	Annual Rent.	
		£	£
New South Wales—			
Sydney	4	11,520	
Newcastle	1	175	
Grafton	1	234	
Orange	1	130	
Canberra	1	78	
			12,137
Victoria—			
Melbourne	5	4,015	
Corowa	1	32	
Sale	1	36	
Horsham	1	42	
			4,125
Queensland—			
Brisbane	2	2,233	
Townsville	1	78	
Rockhampton	1	39	
Toowoomba	1	147	
			2,497
South Australia—			
Adelaide	1	1,902	
			1,092
Western Australia—			
Perth	2	902	
Kalgoorlie	1	91	
			993
Tasmania—			
Hobart	2	1,149	
Launceston	1	312	
			1,461
			22,305

239. The structural alterations necessary to such offices and studios involved—

	£
Sydney	3,633
Canberra	728
Melbourne	2,973
Brisbane	5,488
Adelaide	5,644
Perth	3,514
Hobart	1,973
	23,953

240. A tentative building programme for all States was drawn up and land purchased in the various capital cities for the erection of buildings. The amounts paid for land were—

	£
Sydney	18,000
Melbourne	35,000
Brisbane	2,700
Adelaide	7,500
Perth	..
Hobart	2,000
	65,200

241. In connexion with the building programme, plans for the erection of the Sydney structures were carefully prepared, but the estimated costs for the other States are only rough approximations. These are set out hereunder—

	£
Sydney	336,000
Melbourne	230,000
Perth	50,000
Hobart	30,000
Brisbane	40,000
Adelaide	20,000
	706,000

242. A tentative building time-table was then drawn up providing for a distribution of the whole building programme over above five years, as under—

	Estimated Dates of Commencement.	Estimated Dates of Completion.
Sydney ..	1st July, 1939 ..	31st December, 1940.
Melbourne ..	1st July, 1940 ..	30th June, 1941.
Perth ..	1st January, 1942 ..	31st December, 1942.
Hobart ..	1st July, 1942 ..	30th June, 1943.
Brisbane ..	1st January, 1943 ..	31st December, 1943.
Adelaide ..	1st January, 1943 ..	31st December, 1943.

243. Large sums have been invested in the Sydney and Melbourne sites. One of the worst features of the position is the handicap under which the staff is working. Expecting that the Sydney building programme would be started as contemplated, and the Melbourne one soon afterwards, the Commission had been (and still is) carrying on in a number of temporary and, in most cases, ill-suited and insufficiently equipped premises, scattered about the cities. Both the Commission and the Postmaster-General's Department have hesitated, with justification, to expend large sums on improving studio conditions and installing sound-proofing equipment which would either be scrapped or seriously depreciated when the premises were vacated.

244. Further strain has been placed on studio accommodation by the short-wave broadcasts. Most of these sessions are broadcast from Sydney, where two additional speech studios had to be provided at short notice. Many recordings for the session are made in Melbourne and other cities and this has meant a further demand on studios and recording equipment.

245. Our recommendation is that the Government should grant the A.B.C. permission to proceed with its programme of office and studio buildings as early as possible after the war, but we feel that the central administration of the Commission should be located in Canberra as soon as practicable, and we recommend that the necessary provision to that end be included in amending legislation.

Programmes.

Talks.

246. *News Commentaries.*—Over the national system talks occupy a considerable proportion of time and incur heavy expense. The war is increasing the importance of this aspect of the Commission's work. It is difficult to sort out talks in the strict sense from the wide range of items which the A.B.C. includes under the heading of "Spoken Transmissions". In 1939–40 these included—General, Stories, Science, Education, Politics, Sport, Essential Services, News, Religion, and many other topics. As we have discussed and made recommendations on most of these subjects in other sections of the report, we deal here only with the Commission's news commentaries, against which some criticism has been directed.

247. The A.B.C. news commentaries are of two kinds—those relayed from overseas and those broadcast from stations in the Commonwealth. Unfortunately, up to the present the only external commentaries relayed in Australia are those of the B.B.C., and we have received criticisms that these have recently been curtailed in order to give more room to Canberra comments. Many listeners regret this loss of commentaries by leading oversea experts. We have examined the commentaries taken from allied and foreign broadcasts by the Department of Information's "Listening Post". Many of the American commentaries, such as those from Boston and San Francisco, are very informative, particularly in regard to the Pacific war zone. We recommend that some of these commentaries by American experts should be recorded and relayed over the national network. In this connexion we communicated with the Prime Minister on 16th January, 1942, in the following terms:—"The Committee urges the Prime Minister to direct the Chief

Censor to allow the Australian Broadcasting Commission to broadcast daily American short-wave news, particularly that given over the Boston station (W.I.U.L.) and the San Francisco station (K.G.E.I.). The Committee feels that this news, being objective and dealing extensively with the position in the Pacific, would be of considerable value to the Australian public."

248. Criticisms have been levelled against Australian commentaries on the grounds that the Commission has largely confined these to a few people—mainly from the universities—and that these commentators sometimes possess little expert knowledge of war subjects.

249. The Commission replies that it employs relatively few people and that the question of censorship confines the work to those who are close at hand to the central office. It further notes that the field of choice is extremely limited as there are not many people who can clearly and accurately interpret war developments at a few hours' notice. We recognize these difficulties but, as pointed out in the section on centralization, the Commission appears to be unnecessarily increasing its difficulties by insisting that it should censor war commentaries at the central office instead of availing itself of commentators in other States under the safeguard of censorship by the Defence Department and the A.B.C. State Managers. We also recommend that, in view of the nation-wide importance of war news commentaries, the Government should make available to the Commission suitable officers from the Army, Navy and Air Force, who can supply reliable commentaries like those of the B.B.C. experts.

250. From the point of view of the commentators we have received an important criticism that the A.B.C. does not provide adequate library or reference facilities. Those who have utilized some of the excellent and efficiently catalogued libraries of leading newspapers will understand how essential it is that the Commission should provide its commentators with similar facilities.

251. Apart from commentaries, we have received little comment on the Commission's talks, although there has been some criticism that it utilizes university speakers too frequently. The Commission states that during the year 1940, 65 out of 1,093 speakers came from the universities and occupied 174 out of 1,266 hours of talks, or 13.74 per cent. of broadcasting time. As the Commission must rely on the universities for expert information on many subjects, this amount of time does not seem excessive. It may be added that we have received wide tributes in regard to the broadcasts of university speakers such as Professors Murdoch on literature and Dakin on science.

252. We have also received complaints that one of the Commission's oversea commentaries was used to support an Australian budget, which seems to indicate that the commentator was mis-using his position.

253. We received very few comments on the talks given over commercial stations. Protests were, however, made that one network of commercial stations put on a news commentator at a time which clashed with the national news service. A re-arrangement of programmes after a conference in Canberra has remedied this matter, but that such a clash occurred gives evidence for the need of some control in programme correlation.

254.—*Health.*—The Federal Council of the British Medical Association submitted evidence to us on the educational work it was performing for the benefit of the public. Although only recently begun, that work included the use of broadcasting to teach the lessons that education of the lay public in basic principles of health and medicine is indispensable to the community's progress towards higher standards of personal health and public hygiene. The Association considers that a serious obstacle to such progress exists in the present lack of popular knowledge of these important subjects and aims at a reasonably full exposition at sufficient length of the health and medical questions that are made the subjects of radio talks. Believing that popular education in the basic principles of scientific medicine is essential to the modern effort for national health and fitness, the New South Wales branch of the Association recently established a Department of Medical Sociology and Research to disseminate such knowledge as widely as possible. During the past year more than 40 broadcast talks of fifteen minutes each have been given over the national stations by spokesmen of the British Medical Association and these talks are still continuing. Their usefulness has been proved and is generally appreciated. So much is this so that the Association has printed many of the talks in booklet form in response to inquiries for them by listeners and is spending a good deal of other money in the preparation of the broadcasts. These talks are the work of an officer of the Medical Sociology Department and are then submitted to the Supervising Medical Committee. It can be seen, therefore, that they are well authenticated and carry the approval of the Association.

255. We feel that the work of the British Medical Association in popularizing knowledge of preventive and curative medicine and in promoting national fitness through physical well-being is worthy of commendation. Witnesses from the British Medical Association paid tribute to the splendid co-operation they received from officers of the A.B.C. in their broadcasting work.

Political.

256. The broadcasting of political talks is a matter of vital concern to the community. At election times, particularly, the necessity for a reasonable discretion and control of the use of this important medium for the creation and influencing of public opinion is obvious.

257. It was claimed in evidence that insofar as the national stations were concerned a policy had been pursued by the A.B.C. since its inception in consultation with established political parties in the Commonwealth and State Parliaments that was effective and satisfactory.

258. The aim of "guaranteeing a degree of impartiality to everybody" stated by Sir Harry Brown as the desideratum has, in our opinion, been generally achieved. Occasionally there have been misunderstandings, but with mutual forbearance and the exercise of a little tolerance every difficulty experienced in this most prolific field for the growth of suspicion and misunderstanding has been cleared up. The system adopted in the allocation of time for the broadcasts of policy speeches and party leaders' addresses preceding elections is as follows:—

(*a*) The A.B.C. recognizes parties already established in Parliament, but not aspiring parties which have not won representation in Parliament.

(*b*) The facilities are the same for all parties so recognized.

(*c*) The order of times is—

(i) the Leader of the Government,

(ii) the Leader of the Opposition, and

(iii) other recognized parties as arranged between themselves, or, failing agreement between them, by lot.

(*d*) In the case of Federal elections, the following rules apply:—

(i) The broadcasts by the leaders of the recognized parties or their nominees to open a campaign are nation-wide and must not exceed one hour each.

(ii) The said leaders or their nominees are each allowed an intermediate State-wide broadcast in each State not exceeding 30 minutes or, alternatively, two such broadcasts not exceeding fifteen minutes each.

(iii) In addition, the said leaders or their nominees are each allowed one closing broadcast not exceeding 30 minutes.

(*e*) In the case of State elections, the leaders of recognized parties or their nominees are each allowed a State-wide broadcast of one hour for their policy speech and a State-wide broadcast of 30 minutes for a concluding address.

No charge is made by the A.B.C. for the foregoing facilities.

259. We agree with this policy and in order to ensure that it shall be maintained, irrespective of any changes in the personnel of the Commission, we recommend that the proposed Joint Parliamentary Committee give consideration to the matter with a view of embodying it in legislation.

260. We examined the Canadian Broadcasting Act (1936), section 22 of which contains the following provisions:—

(*a*) Dramatized political broadcasts are prohibited.

(*b*) The names of the sponsor or sponsors and the political party, if any, upon whose behalf any political speech or address is broadcast shall be announced immediately preceding and immediately after such broadcasts.

(*c*) Political broadcasts on any Dominion, Provincial or Municipal election day and on the two days immediately preceding any such election day are prohibited.

261. The regulations issued under the Canadian Act prescribe that "each station shall allocate time for political broadcasts as fairly as possible between the different parties or candidates desiring to purchase or obtain time for such broadcasts".

262. The dramatization of political broadcasts is dealt with more fully in the corresponding section of this report dealing with commercial stations, but it is appropriate to refer to the matter here in relation to the national network. There has never been any occasion on which any political party in any Federal or State election has ever attempted to dramatize any part of its policy, or to ridicule an opponent's policy, during the time specified for its broadcast. The dangers inherent in any appeals to the emotions rather than to reason are at once apparent, and the evil effects which have resulted from them in other countries are well known and are constant reminders of what to avoid in Australia.

263. There is nothing but the judgment and good sense of the members of the A.B.C. at present to prevent the adoption of such a nefarious practice as dramatized propaganda at any election in Australia, and we recommend that, as in Canada, where action was taken to cover both national and commercial stations following on the discovery of grave abuses, a similar provision should be made in amending legislation.

264. Similarly, in regard to the announcing of sponsors—provision (*b*)—we feel that there is everything to justify its adoption also. Further reference to this aspect is made in the corresponding section in Part V. of this report.

265. Provision (*c*) was adopted in Canada in order to prevent the prostitution of broadcasting by some grossly unfair attack by the political party which had last use of the radio and in such a way as would prevent its opponents being able by some other media, such as press publicity or the printed word or by public meeting, to draw attention and reply to its inaccuracies or its unfairness.

266. Political broadcasts over national stations on the day of an election have never taken place in Australia because of two considerations. Firstly, if one party only had such a facility afforded it, it would have a great advantage over its opponents ; secondly, it would be impracticable for the A.B.C. to allow all parties on election day to make appeals.

267. All political broadcasts in Australia conclude on the Friday night before election day, which is now uniformly held throughout Australia for all Federal and State elections on Saturday. This night is not sought after by political parties, the Thursday night being generally regarded as the more valuable for a final appeal.

268. It seems to us that if all political broadcasts concluded on the Wednesday before election day the nation would be better able to assess the merits of each party's programme and, what is even more important, would be less likely to be stampeded by false and fictitious claims and by dangerous and unsubstantiated charges. The " Zinoviev " letter episode and the " Reichstag " fire incident must not find their counterparts in Australian radio transmission.

269. To sum up, our recommendations on this subject are—

(*a*) That amending legislation be passed to provide for—

(i) Prohibition of the dramatization of political broadcasts.

(ii) Announcement, immediately preceding and immediately following any broadcast political speech or address, of the names of the sponsor or sponsors and the political party, if any, upon whose behalf the broadcast is made.

(iii) Wednesday night preceding an election day to be the last permissible occasion for the broadcasting of a political speech or address before that election day.

(*b*) That the proposed Parliamentary Committee give consideration to the present policy of the A.B.C. as set out above with a view of embodying it in legislation.

Religious.

270. The A.B.C. claims that " the problem of allocating church broadcasts has always been a difficult one ". It states that it had to continue many of the arrangements made by previous companies and that there was considerable opposition to projected change. As second transmitters were installed in various capital cities, the position improved, but it was not until the beginning of 1941 that the Commission decided to increase and unify the broadcasting of religious services.

271. There are considerable differences between the practices of the A.B.C. as regards its educational and religious activities. In education, where the Commission has followed, to a marked extent, the methods of the B.B.C. in appointing expert advisers and advisory committees of outside experts, it has obtained highly satisfactory results. As regards religion, however, the Commission was faced with the possibility of sectarian problems had it adopted a similar course.

272. It should be noted, however, that any criticisms against the Commission have been made in the best possible spirit and taste, and evidence indicates that complete harmony exists between the various churches. We have received the opinions of a large number of witnesses from practically all the churches in all States. Views have been expressed with great fairness and moderation and, while important criticisms and suggestions have been offered, the majority of witnesses have paid high tributes to what has been achieved by the Commission in a difficult task. The strongest criticism has come from witnesses in the more distant States, where there seems to be room for considerable improvement in some cases. Witnesses in Queensland allege that the churches had received better treatment from some commercial than from the national stations.

273. *Organization of Religious Broadcasting.*—The method adopted by the A.B.C. to organize religious broadcasts is that the Commission divides the time allotted to national broadcasts between the various denominations, according to the number of their adherents as disclosed by

the Federal census. It divides the time allotted to regional broadcasts between the various denominations on the census figures for their adherents as disclosed for the various States. The Commission then notifies the various denominations in turn of their times to broadcast. In general, the Commission has been broadcasting morning and evening services from regional stations each Sunday, also a late afternoon session of religious music entitled " In Quires and Places where they Sing ". The Sunday programmes are more serious and cultural than the week-day programmes. Nevertheless, there is much to support the contention of one witness that for most of the time—even on Sundays—religious persons find nothing to meet their interests. Witnesses also complain that under the present system insufficient notice is given the churches to make the careful preparations required for satisfactory religious broadcasting. On the other hand there is evidence that some of the churches do not adequately respond to the facilities offered.

274. *Allotment of Religious Broadcasts.*—We agree with the action of the Commission in allotting services to the various denominations on the numerical basis of their adherents. We have considered various alternatives, such as allotment according to the number of actual communicants in the various churches, but no basis seems as satisfactory as that of the Commonwealth census, and the great majority of witnesses approve of this basis. However, a number of suggestions we received have been referred by us to the A.B.C. for consideration. One of these is that no denomination should receive more than 52 services a year and that any surplus should pass to the Commission, which should utilize the time to broadcast particularly popular religious speakers.

275. *Advisory Committees.*—We do not consider wise the proposal that the Commission should appoint a federal director of religious broadcasting, as in Britain. We note the advantages of the present arrangements, but we have received a suggestion from some of the religious denominations that the Commission should set up Federal and State committees to advise on its religious broadcasts.

276. The idea of the sponsors of this suggestion is that such committees would be purely advisory, that they would be selected by the Commission and that they would meet under the chairmanship of the State Managers of the A.B.C., which would retain full responsibility for the policy pursued.

277. The Acting General Manager of the A.B.C. has stated in evidence that the Commission is inquiring from the respective churches as to the best services for broadcasting, but it appears that more vigorous and better organized endeavours are needed, both by the Commission and the religious organizations, to produce the best available personnel, services and music. Here the advisory committees could be a considerable help.

278. *Sunday Services.*—We agree that the number of Sunday services could be increased, although while our investigations were in progress the Commission introduced a national broadcast of a Sunday service at 9.30 a.m., which leaves the hours of late morning and evening services free for the broadcasting of local services. Some witnesses urge that 9.30 a.m. is too early an hour for listeners, or for the assembling of church choirs, and that 11 a.m. is a much more suitable hour for a national religious broadcast.

279. In Victoria it has been customary for many years to have two religious broadcasts each Sunday over national stations at 11 a.m. and we have not heard any convincing argument against the extension of such an important arrangement to all States. Any question of providing an alternative entertainment programme at this generally recognized hour for religious observance is surely unworthy of consideration in the national broadcasting service of a Christian country. We recommend that the 9.30 a.m. experiment be abandoned and that the Victorian arrangement be reverted to and applied in all States.

280. We have received a very strong request from religious organizations in Western Australia that four services should be broadcast each Sunday, particularly as no Western Australian commercial station is giving religious broadcasts at present ; and we consider that more religious facilities should be made available in that isolated State.

281. The principle underlying our recommendation in regard to religious broadcasts on Sunday morning also applies to Sunday evening services. We recommend that the A.B.C. broadcast a Sunday evening religious service over both national stations in each city at the recognized church hour for Sunday evening devotions, particularly as almost all the commercial stations are broadcasting entertainment at that hour.

282. In regard to the selection of the broadcasts, we agree with witnesses who urge that on each Sunday listeners in all States should be able to hear a liturgical service (Church of England or Catholic) and a non-liturgical service (Free Church).

283. We have heard many appreciative references to the manner in which the A.B.C. has always co-operated in broadcasting special events associated with the life of the churches and we have been impressed by the fair and moderate views of official church witnesses and their desire to assist in the cultivation of the whole field of Christian ideals and progress.

284. A witness has drawn attention to the work of the B.B.C. quartette. Another suggestion we have received, and which has been referred to the A.B.C., is that the Commission might consider the possibility of publishing a hymn book.

285. *National and Regional Religious Broadcasts.*—There is considerable difference of opinion on the relative merits of national and regional religious broadcasts. The Commission and some witnesses take the view that national relays ensure the presentation of the best services, preachers and music. Other witnesses, particularly those from Tasmania, consider that many of the public prefer the broadcasting of services in churches and by clergy with whom they are acquainted. In the section on religious broadcasting by the commercial stations we refer to the important question of the relative merits of church and studio broadcasts.

286. *Honoraria for Church Music.*—The churches and their clergy appear to be almost unique in that the Commission pays no honoraria for their help. Powerful organizations seek remuneration for the composers, the performers and the publishers of lay music and the makers of recorded music, but the churches receive nothing for the services of fine choirs, the upkeep of which is often a heavy expense. Most churches do not desire payment for broadcasts of their religious services, but all are agreed that it would be equitable if the A.B.C. made some donation towards their choirs because of the great expense incurred in presenting church music. We note that the B.B.C. makes donations towards the musical expenses of the religious organizations which contribute religious broadcasts.

287. The churches in Australia are in the main dependent upon funds provided by those who benefit from their services and, with the growth of radio, an ever-increasing listening public is profiting from their broadcasts.

288. *Children's Services and Sunday School Work.*—We support the many suggestions received that the A.B.C. should broadcast children's services. In expressing this opinion we have particularly in mind the needs of children in the outback districts, for whom the Commission is already doing so much educational work.

289. *Religious Talks.*—We are impressed with many suggestions that the A.B.C. should follow the example of the B.B.C. in arranging a panel of speakers to expound the bearing of the Christian religion upon national and international problems, such as social reconstruction in the post-war period. For the formation of such a panel one of the strongest pleas comes from the West.

290. *Week-day Devotions.*—Some witnesses urge that religious broadcasting should not be confined to Sundays and claim that the daily sessions should open and close with a brief period of devotion. The Acting General Manager of the Commission advises, in answering this contention, that the Commission reserves one minute daily at noon for silent devotion. Few would claim that in a period of acute national crisis this amount of time is excessive, and we consider that the A.B.C. might well explore the weekly devotional sessions conducted so successfully by the B.B.C. At the same time, we note that the A.B.C. arranges with the churches to conduct a short religious service each week-day morning.

Educational.

291. We agree with the opinion expressed by almost all witnesses that the A.B.C. has rendered excellent service to the nation in its development of educational broadcasts. The Commission is working satisfactorily with the universities, State Education Departments and other educational bodies, although some witnesses consider that there should be even closer co-operation. Advance is continuing, in spite of financial difficulties.

292. Broadly speaking, the educational activities of the Commission can be considered under their juvenile and adult aspects. In both spheres the Commission has drawn on the experience of countries such as Britain, the United States of America, New Zealand, South Africa, Denmark and Germany. It has followed the B.B.C. in introducing the most up-to-date methods and developments. It has appointed its own education officers and it has taken the advice of outside experts.

293. *History of School Broadcasts.*—Very early in its history, the Commission was induced to recognize the future which awaited school broadcasting, although at that time Victoria was the only State which had successfully established school broadcasts. With the co-operation of the State Education Departments, and often under their leadership and guidance, school broadcasts were permanently established in Queensland and South Australia in 1933, in Western

Australia in 1935 and in Tasmania in 1936. By the last-named year, 1,214 schools were listening-in in the six States. By 1941 the number of schools had increased to 1,942, or about 14 per cent. of the 14,000 State and private schools in Australia. Although this percentage cannot be compared with England, Wales and Northern Ireland—where 36 per cent. of schools listen in—nor possibly with the United States of America—where it is estimated that 8,000,000 children listen on five mornings a week to the " American School on the Air "—the achievement of the A.B.C. is noteworthy. In South Australia, however—a State which has done much to pioneer education broadcasting—the percentage of State schools listening is as high as 30.2 per cent., but figures also indicate that the percentage of listening schools is lowest for the smallest country schools, where broadcasting is potentially most valuable. The problem of these small and impecunious country schools requires further investigation. The question of school broadcasts presents great difficulties because the Commission has to operate in a huge and sparsely populated continent. It has had to contend with differences in time and with the varied needs of six State educational systems, each demanding the luxury of a separate curriculum. Moreover, the opinions of teachers have varied, and still vary, as to the value of school broadcasts, although the evidence shows that most authorities are regarding the innovation in an increasingly favorable light.

294. We have not attempted to present a comparison of the use made of school broadcasts by State and private schools respectively. All the State Education Departments are co-operating with the A.B.C., although the proportion of State schools participating can still show great improvement. The interest taken by private school organizations appears to vary considerably. Evidence submitted on behalf of the Catholic Church in Victoria showed that about a third of the Catholic schools purchase the A.B.C. educational booklets, which indicates a listening percentage more than twice that of the average for the Commonwealth. The attitude of the private schools to broadcasting is a matter of great importance and in future may require action under the State Education Acts.

295. *Organization of School Broadcasts.*—In the organization of school broadcasts, the A.B.C. has closely followed the B.B.C., which, in general, follows the advice of a central council for school broadcasting but operates through its own officers—the Director of School Broadcasts and his staff. In Australia, the A.B.C. has established in each State a School Broadcasts Advisory Committee, composed of representatives of the Commission, the State and private schools and the university. These State Committees send representatives to a Federal Educational Broadcasts Advisory Committee which assists the Commission. The Commission has school broadcast officers in three States and the State Education Departments of New South Wales and South Australia have broadcasting liaison officers, but we have been strongly advised and recommend that there should be an A.B.C. broadcasts officer for each State. Such officers would be particularly valuable in furthering educational broadcasts in the private schools, which form an important part of the educational system in each State. The State Advisory Committees appoint specialist sub-committees to plan the various courses. In each State excepting South Australia (where the liaison offier is chairman of the Topic Leaders' Committee, which handles the detailed programme planning), the State Schools Broadcasts Officer is chairman of all these sub-committees. The broadcasts are financed partly by grants from the Commission and partly indirectly by the services of officers released for that work by the State Education Departments. In South Australia, for example, the Education Department purchases the A.B.C. booklets instead of making the children meet the cost. Its officers are mainly responsible for the organization and arrangement of the whole State school broadcast programme and the Department gives its teachers time off to broadcast.

296. The Education Department of South Australia considers that efficiency would be increased if the Commission made grants which would enable the State Departments, in conjunction with the private schools, to prepare the material, which would then be put on the air by the Commission, which should have in each State a production officer with knowledge of educational broadcasts.

297. Because of the national character and importance of this new educational system which is developing, there is a case for assistance by the Federal Government.

298. *Functions of School Broadcasts.*—School broadcasts are recognized as of high importance, not only for their educational and cultural value but in the training of children to sift the gold from the dross of broadcast programmes in adult life. In the opinion of most expert witnesses, broadcasts must in general be supplementary to ordinary class-room technique. They throw a considerably greater strain on the teachers and lose their main value unless they are accompanied by preparatory and subsequent lessons. For this reason, witnesses have criticized the Commission for broadcasting at times close to the lunch-hour break. In general, school broadcasts are particularly valuable when they bring to the class-room something outside the curriculum and the teacher's own experience.

299. Certain witnesses claim that school broadcasts are not suitable for very young children, although this is contradictory to American experience and to that of many Australian teachers, who have found that even very young children welcome stories and music. Moreover, school broadcasts are not greatly utilized by the secondary schools, although they help the enlightened teacher to break away from the dead hand of the text book-curriculum-examination system.

300. *Country and Correspondence Schools.*—Broadcasts are particularly valuable to small country schools which often have only one teacher, and for correspondence courses. They are of great importance to Australia, where 70 per cent. of schools are of the one teacher and two teacher type, with from 20 to 30 students. It is estimated, although the calculation has been disputed, that about 1,500 of the 2,000 Australian schools listening in are in country districts. Broadcasting is also proving invaluable as a means of reaching children—and parents—who live in areas remote from the ordinary educational facilities. In Western Australia and South Australia 705 and 620 homes respectively are registered with the correspondence schools. The radio is the only method by which such things as the sounds used in the early stages of reading and the correct pronunciation of difficult English words and of foreign languages can be brought to such pupils. Witnesses have strongly urged that the Commission should extend broadcasts which assist these correspondence schools and the Committee recommends that this suggestion be adopted.

301. *National or State Broadcasts.*—There is conflict of opinion on whether or not the majority of school broadcasts should be national and interstate, or local and intra-state in character. The Commission urges that it can provide for better facilities by national relays. In various States, however, prominent witnesses have declared their preference for local broadcasts which suit their own times, syllabi and conditions.

302. *Training for School Broadcasting.*—The Commission and its advisers recognize the necessity of training those who conduct school broadcasts. An officer of the Commission is at present working with the B.B.C. The A.B.C. has issued a booklet, *Hints to School Broadcasters*; the Melbourne University is now conducting classes in radio technique and refresher courses for country teachers; and the South Australian Education Department has instituted similar classes. We consider that the universities and Education Departments should adopt or extend this vital work in every State.

303. *Subjects Broadcast.*—The Commission, its officers and advisers are to be congratulated on the introduction of an up-to-date technique which arouses enthusiasm for the subjects broadcast. Music was the first item selected for national relay in 1936 and, under the title of "Adventures in Music", met with considerable success. Subjects which followed included "Discovering Australia" (a series of actuality broadcasts relayed direct from factories, mines or shearing sheds and so on), "The World We Live In", "Health and Hygiene", "Music through Movement", "Modern Language Broadcasts" (French, German and Japanese), "Let's all Listen to Speech", "Ways of Speaking English", "Historical Plays" (these have received almost unanimous praise from witnesses) and "Men of Mettle" (a series covering leading characters in Australian, Imperial and world history). The Commission is also building up a library of school broadcasting plays. Many of these are being written by Australian authors and are meeting with considerable success.

304. *Educational Broadcasts for Children and Adults.*—Certain series of broadcasts have been introduced with the object of interesting both children and adults. Amongst these are "Adventure Hour", "Adventures in Art" and "Bargains in Art". The two last series definitely increased public interest in Australian national art collections. To assist listeners, the Commission issues programmes and books on the subjects broadcast, such as "Conflict" and "Design in Every-day Things".

305. *Supplementary Aids to Broadcasting.*—In order to facilitate its educational work, the Commission publishes its programmes in *The A.B.C. Weekly*, issues a yearly or termly syllabus of school broadcasts and has published most attractive booklets under such headings as "Adventures in Music", "Music through Movement" and "Adventures in Art". Following the example of the B.B.C., the Commission has recouped a portion of this expenditure by selling these booklets at cost. Evidence we received indicates that this practice has been responsible for slowing up the progress of school broadcasting. We realize, however, that the Commission cannot afford to carry heavy educational expenses and we commend to other State Educational Departments and schools the practice in South Australia, where the Department of Education bears the expense of a skeleton issue of booklets to all its listening schools.

306. A recent innovation is the film strip which the A.B.C. produces and sells to schools at cost, which is 2s. each. This strip is shown simultaneously in the broadcasting studio and the school class-room and illustrates the broadcast while in progress. The Director of Education in Victoria was particularly enthusiastic on the results. For many country centres, however, the main need appears to be for better pictures and maps, either in booklet or in supplementary form, and preferably free, or at very low cost.

307. *Finance.*—The question of cost is the chief barrier to the advance of school broadcasts. The Commission has no source of revenue other than the listeners' fees, and the fees paid by the schools provide only a fraction of the £11,000 which is already being spent annually on the work. Some State Education Departments are affording liberal assistance ; others appear to expect the Commission to do more, in spite of its limited purse. We received considerable evidence that many impecunious country schools would listen in if the listener's fee were cancelled, and if, as is done by the South Australian Education Department, the schools received assistance in obtaining wireless sets. The Federal Parliament might well permit the cancellation of the fee in the case of schools, at any rate of small schools of less than 50 pupils—some of which are beyond the range of the full programme of school broadcasts (*see* section on Free Licences). We are also of the opinion that the proposed Parliamentary Standing Committee should explore the possibility of schools obtaining inexpensive standardized wireless sets—medium-wave sets for schools in the in-districts and dual wave sets for the outback. It is regrettable that more has not been done to assist schools in obtaining sets. In England between 1936 and 1938 schools listening in increased in numbers from 4,415 to 8,250. It is considered that this growth was largely due to local education authorities meeting the whole or part of the cost of installing and maintaining apparatus. We note that in South Australia, where 30.2 per cent. of State schools listen to broadcasts, the Education Department subsidizes the purchase of sets.

308. *Educational Broadcasts Research.*—Several expert witnesses urged the great need of research work in school broadcasting, and with the new system making immense strides in oversea countries, such as Britain and the United States of America, it is unfortunate that developments in Australia are hindered through lack of funds. It may be maintained that research on this question is hardly the sphere of a broadcasting commission, which has wide and heavy commitments, although it may be argued that the educational officers of the B.B.C. conduct such research. Considering the importance that expert educationists attach to the question, the best course would be for the Federal Educational Broadcasts Committee to examine the question and endeavour to secure a central research fund based on State educational grants.

309. *Educational Broadcasts for Adults.*—Most of the Commission's work is directly or indirectly informative and of educational character, but certain activities which are very definitely directed to adult education deserve notice. In these the Commission is working with adult educational organizations, such as the universities, which are represented on the Advisory Committees of all States.

310. *The Universities.*—Unlike certain universities of the United States of America, no Australian university has acquired the lease of a radio station, nor do the universities, as such, participate in the Commission's programmes. Nevertheless, the A.B.C. has drawn extensively on the university staffs, as members of the advisory committees, for talks on a vast range of literary, scientific and general subjects, and in the sphere of music. We consider, however, that the universities, and possibly other educational organizations, should take a more prominent and defined part in the great educational future that lies before radio. Thus, the question of universities and of institutions, such as technical colleges, acquiring broadcasting stations should be explored before any further licences are granted. An important and promising suggestion made to us and supported by witnesses is that the universities of Australia should be given a period one evening per week, during which they would broadcast conservatorium music and talks on the many subjects and aspects of their work. We recommend the adoption of this suggestion by the A.B.C.

311. *Listening Groups.*—Witnesses have advocated the broadcasting of debates and additional educational broadcasts, but the strongest claim is that made for an extension of the listening group system, which can be worked in conjunction with organizations such as the Workers' Educational Association. Under this plan the listening group studies a certain subject. The Commission then broadcasts on the question and the group further discusses it. The University of Melbourne has launched a book box scheme in this connexion and has established about 25 listening groups in various parts of Victoria. It may be noted that the Vice-Chancellor of the University of Melbourne considers that " very big things will grow out of the listeners' groups in both the country and metropolitan areas, and will really give life to adult education".

Musical.

312. As in most radio broadcasting systems, music occupies more of the programme time of the A.B.C. than all other features combined, and hence it is of great importance. We are glad to report that the great majority of the many witnesses examined have given the Commission high praise for its services to, and the improvements effected in, music in the Commonwealth. Much of this has been due to the fact that the Commission has built up an expert staff, and has

sought the advice of local and overseas experts. A great deal of the credit, however, is due to the musical enthusiasm of the Chairman of the Commission, Mr. W. J. Cleary, who, in the words of one witness, " has done a magnificent job for music ". It is natural that the evidence of many witnesses with widespread musical tastes should contain a number of criticisms and suggestions. Many of these, however, cancel out. For example, it is a tribute to the policy of the Commission that the number of those who desire an increase in classical music almost exactly equals the number who advocate a decreased amount.

313. *Time and Money Allotted to Musical Broadcasts.*—In 1940 music occupied 54 per cent. of the Commission's programmes. Of this 54 per cent., serious and popular classical music filled 17.23 per cent., light music 29.36 per cent. and dance music 7.48 per cent. The 54 per cent. total of music compares with 72.58 per cent. in New Zealand, 67.2 per cent. in Germany, 62.8 per cent. in Britain, 60.1 per cent. in Canada, 55.2 per cent. in Denmark and 29.7 per cent. in the United States. Since 1935 the number of hours during which the A.B.C. has broadcast music has increased from 53,927 to 147,855.

314. The cost of this service is very great, perhaps in relation to other cultural obligations of the Commission it is too great.

315. *Organization of Musical Activities.*—In order to centralize its activities, the Commission created in June, 1935, a Federal Music Department, under a Federal Controller of Music, Mr. W. G. James, who has had training and experience overseas and in the Commonwealth. With the object of raising the standard of performance in all things musical throughout Australia, the Commission has, where practicable, made available the resources of the whole organization to each State. Thus, the Commission has established orchestras and choruses in each capital, and helps them by instruction, advice and the purchase of the required music. The Commission has also established a Federal Music Library of 5,500 major works and a Federal Record Library, containing over 12,000 records. In addition to the use of these libraries, the State branches have their own libraries, which contain over 100,000 records. To assist in its work, the Commission has created Federal and State advisory committees. There is some complaint that these committees have no terms of reference, and that more use could be made of them and of their recommendations. There are also suggestions that leading musical organizations should be represented on the advisory committees, and that only the A.B.C. central musical officers should conduct the auditions.

316. *Development of Music under Broadcasting Act of* 1932.—The Broadcasting Act of 1932 enables the Commission to appoint advisory committees on any aspect of broadcasting, and it instructs the Commission to further orchestral, choral and band work of " high quality ", and to encourage local talent. Under these powers the Commission has engaged in a wide range of activities. It has formed and maintained orchestras, bands, choruses and ensembles. It has imported a considerable number of artists of world-wide reputation, and it has employed a very large number of local artists, as set out in other sections of this report. Almost all witnesses agree that the results have been satisfactory and valuable, and that the Commission has substantially raised the standards of Australian musical performance and taste.

317. *Orchestras.*—When the A.B.C. began its work in 1932, Melbourne and Sydney each had a permanent instrumental ensemble of fifteen players. The Commission developed these orchestras first to concert and then to symphonic dimensions, and by 1936 had established permanent concert orchestras in all the capitals. The Commission claims that in nearly all States it accepted the financial responsibility of public symphony concerts, whilst still co-operating with the local bodies in regard to organization of subscribers. We have received complaints that the Commission has shown little appreciation of the work done for it by other bodies, and it is to be hoped that its high-handed treatment of the Melbourne University as regards the Melbourne Symphony Orchestra—as set out in the correspondence on that matter—cannot be regarded as prophetic of the future or typical of the past. While few witnesses have attempted to withhold from the Commission the full credit which it claims and deserves for its musical achievements, it must be remembered that other musical organizations successfully pioneered the path. The University of Melbourne, to take only one example, has built up a capital fund of £60,000 for musical education, and has spent over £11,000 on the various buildings of its conservatorium. It is in recognition of the value and strength of such bodies, as well as in the general musical and public interest, that we recommend a weekly " University Session " of one hour over the national stations, such hour to include conservatorium music.

318. The orchestras which the Commission has established in the various States now include 45 players in New South Wales, 38 in Victoria, 17 in Queensland, 18 in South Australia, 19 in Western Australia and 11 in Tasmania—a total, with conductors and other officers, of 162 performers, all of whom are permanent. This figure does not include about 180 performers who receive casual engagements.

319. All the evidence submitted indicates that the orchestral concerts arranged by the Commission are highly and increasingly popular, both in the concert halls and over the air. From 1936 to 1941 the Commission organized no less than 1,045 concerts of all types, and subscribers to public concerts now number over 5,000.

320. *Expansion and Finance of Orchestras.*—The cost of building up and maintaining the six State orchestras is possibly heavier than the Commission can afford, and the action of the Federal Government in cutting the listeners' fee has ended the Commission's hopes of expanding its efforts. This is particularly the case as regards the introduction of Sunday evening concerts (which in our opinion would be an immensely valuable and popular innovation); the increase of the Hobart Orchestra to seventeen players, to bring it into line with the other smaller States; the increase of the Western Australian Orchestra to 25, as is necessary to give that isolated State an adequate service; and improvement in orchestral standards by more frequent rehearsals. The financial strain involved in the maintenance of these orchestras is shown by the fact that the Sydney Orchestra in salaries alone costs £373 per week, and the maintenance of similar orchestras in all the States would involve a total cost of £97,000 per annum.

321. *Regional.*—We have received complaints that the allotment of time to regional programmes is insufficient, and that this policy handicaps the discovery and development of local talent. Strong criticism has been levied against the growth of a great centralized organization, and this is undoubtedly a danger which the Commission should keep clearly in view.

322. *National Orchestra.*—Witnesses have raised the question of the establishment of an Australian National Symphony Orchestra, which would be centered at Canberra, Sydney or Melbourne, but would conduct interstate tours. The Commission has given some thought to this highly complicated question, and obtained the opinion of Sir Thomas Beecham, who stated that he was wholly in accord with the Commission's policy of decentralization, but that the creation of one orchestra of indisputable rank would be a musical inspiration, and would greatly increase the music prestige of the Commonwealth. He therefore suggested a compromise under which a national orchestra, selected from the various States, would give exhibition performances in the principal cities. In many countries national orchestras are regarded as cultural organizations deserving of governmental assistance, and in better times this is a matter which deserves favorable consideration.

323. *Orchestras in Smaller States.*—As indicated above, financial handicaps have been the only reasons why the Commission has not expanded the orchestras in Tasmania and in Western Australia. In the latter State the differences in time create a unique need. Tasmanian witnesses have strongly pressed for improvements, but the Commission points out that, although it has sent many leading overseas artists and the Melbourne Symphony Orchestra to Tasmania at great expense, the audiences were "generally most disappointing". In South Australia, on the contrary, audiences have been highly satisfactory, and there is demand for more celebrity concerts.

324. *Wireless Choruses, Military Bands and Dance Bands.*—The Commission has built up in Sydney and Melbourne choirs of sixteen voices for church singing, opera, musical comedy and so on, and has established similar choruses in the smaller States on a part-time basis. It has founded a permanent military band in Sydney, and engages bands in other capitals. It has built up dance orchestras in Sydney and Melbourne, and employs other bands for this work.

325. *Permanent Personnel.*—The permanent employment given by the Commission to musicians is shown by the following statistics:—

Studio orchestras	162
Military bands	31
Dance bands	32
Accompanists	9
Choruses	34
	268

326. *Employment of Overseas Artists.*—In order to raise the standards of Australian music, and of Australian artists and the listening public, the Commission has wisely imported a number of celebrities with world reputations in various branches of music. Between 1935–36 and 1940–41 the Commission arranged tours for 33 celebrities, and also brought to Australia the Budapest String Quartet and the Comedy Harmonists. On this question both the Commission and expert music witnesses state that Australian orchestral music is seriously handicapped by the lack of competent players of certain "key instruments". Recognizing the need of importing such artists, the Australian Musicians' Union agreed that a number of temporary importations should be made under certain conditions. The Commission approached the Federal Government to assist this object in 1937, but the Government refused to help.

327. *Employment of Australian Artists.*—A number of witnesses have criticized the Commission on the grounds that it gives inadequate employment to, and even shows discrimination against Australian artists in certain cases. Statistics presented by the Commission indicate that an overwhelming proportion of both its permanent and casual employees are Australians. In searching for talent, the Commission has held many thousands of auditions to test orchestral and other artists, and many engagements have resulted. The A.B.C. claims that it has already discovered by audition, and has established professionally, several rising young Australian artists of high promise. Australian artists are given wide scope at celebrity concerts and through tours which the Commission has arranged. In 1939–40, 31 out of 40 artists engaged for celebrity concerts were Australians, and 28 Australian artists were given tours of approximately ten weeks each. In 1940–41, 44 out of 48 artists were Australians.

328. We have obtained independent evidence on a number of the complaints made in regard to the non-employment of Australian artists. We have great sympathy with members of the musical profession, some of whom are suffering severely from war conditions. We feel that efforts should be made to remove all doubts on this subject, and recommend that the Federal Controller of Music should have a direct and experienced representative in each State.

329. *Assistance to Australian Composers.*—The Commission claims that since its inception it has done much to foster Australian musical composition by offering prizes, by examining hundreds of manuscripts, by indicating those worthy of performance and by producing a proportion of satisfactory works. In 1939–40 the Commission examined 450 manuscripts, but it performed only 27 of 92 adjudged worthy of performance. In 1940–41 it examined 486 works, and performed 32 of the 37 deemed worthy of performance. In October and November of last year the Commission gave extra celebrity orchestral concerts, one in Sydney and one in Melbourne. In these the programmes consisted entirely of compositions by Australian authors. The A.B.C. deserves commendation for this assistance to Australian composers.

330. *Australian Music.*—Although the Commission—and the commercial stations—have have done a great deal to promote Australian music and artists, we are not satisfied that enough is being done in this young country to develop native talent. The lot of the professional artist is hard in a land of slight population, where music publishers and the Columbia Graphophone Company, which has a monopoly in the making of records, face a comparatively small market for their products. Until recent years the Australian educational author faced the same hopeless outlook, but, since the Australian Education Departments have been utilizing Australian books in the schools, Australian authors have been able to produce many text books of a high standard, and, in many cases, far more suitable to Australian conditions than those imported. We therefore recommend the Government to include in the Broadcasting Act a provision that all stations, both national and commercial, should utilize 2½ per cent. of the music time on the air in broadcasting the musical works of Australian composers produced either from Australian-made records or by " live " artists.

331. *Musical Appreciation by Young People.*—Witnesses are unanimous that the A.B.C. has rendered most valuable assistance to the nation by its musical development plan, which includes its young people's concerts, its broadcasts to schools, and its musical publications for children, which are discussed in the Educational Section of this report. We were present at one of the Commission's concerts for children, and noted with appreciation the enthusiasm of a great audience of children, whose attendance at these concerts now approximates 50,000 throughout Australia during the course of a year. We have further noted evidence that, as a result of the Commission's activities, the audiences at serious concerts are including a higher proportion of young people, and that young people are becoming annual subscribers to such concerts. In several States witnesses urged an increase in these concerts for children, but in this respect, as in others, the Commission is handicapped by financial stringency.

332. *Musical Programmes (National and Regional).*—Expert evidence indicates that the musical side of the Commission's programmes is satisfactory on the whole and the standards are well balanced. As indicated above, almost equal numbers of witnesses desire respectively an increase or decrease in classical music. The " Dinner Music " is, in general, approved, although there was some criticism that certain items are heavy and unsuitable in type. There is a strong attack on swing and jazz but it must be noted that we were unable to obtain the evidence of the young people—many on military service—who appreciate and who in some cases have made an intelligent study of swing music. It is the duty of both the national and the commercial stations to cater for a variety of tastes, and even if some older people object to such broadcasts it must be remembered that the time allotted by the national stations to dance music as a whole is only 7.48 per cent.

333. Amongst many interesting suggestions which have been forwarded to the Commission is a proposal that there should be one national station devoted wholly to music.

334. A criticism of some importance is that the A.B.C. recordings are often played in a manner inferior to those of the commercial stations and the suggestion has been made that the A.B.C. officers who play records should have a knowledge of music.

335. *Correlation of Programmes and Times of Performance.*—We received many criticisms and suggestions on the correlation of programmes and times of performance, some of which were from experts. A number of witnesses complain that the Commission broadcasts much of its classical music at times when comparatively few listeners can hear it, and there are requests that the works of great composers should be repeated more often in order that they may become familiar to the public. Those who listen in to overseas short-wave stations, with their magnificent music, will appreciate the force of this. Other criticisms are that there is little good music before 11.15 a.m., or in the early evenings. A Catholic witness complains that the works of the great Catholic composers are seldom given to the public.

336. We consider that the time has come for the introduction of some correlation of programmes between the national and commercial stations. Many people now regularly purchase radio journals containing the weekly programmes of all stations and there are complaints that, within each State, there is no attempt to space items on a scientific or satisfactory basis. The Radio Listeners' Association of Brisbane has supplied us with several glaring examples of this.

337. If the Government accepts the recommendation to establish a Parliamentary Standing Committee on Broadcasting, that Committee will be able to bring together the various parties interested with a view to some very necessary correlation of programmes.

338. *Expenditure on Music.*—The following items, which can be definitely classified as programme expenditure on music, are taken from the Revenue and Expenditure Account of the Commission for 1939–40 :—

	£	£
Programmes—		
Artists' Fees—		
Orchestral music	68,368	
Dance bands	23,683	
Military bands	12,836	
Choral combinations—		
Permanent	15,493	
Miscellaneous	1,787	
Miscellaneous artists	44,628	
Instrumental combinations	9,084	
Grand opera	760	
Productions—		
Revenue and variety	7,814	
Musical comedy	747	
Gramophone records	2,002	
		187,202
Celebrity Artists and Public Concerts—		
Comedy Harmonists	18,581	
Marcel Dupre	3,652	
Ignaz Friedman	593	
Jeanne Gautier	1,875	
Lord Lurgan	584	
Maria Markan	1,331	
Gladys Moncrieff	2,886	
Artur Schnabel	3,581	
Sigrid Sundgren	302	
Harold Williams	3,109	
Choral concerts	4,690	
Orchestral concerts	24,241	
Miscellaneous	5,650	
Miscellaneous concerts	517	
Young People's concerts	3,313	
War Funds orchestral concerts	3,947	
		78,852
Salaries—		
Accompanists	3,701	
Concert departments	3,434	
Music department	14,240	
		21,375
Carried forward		287,429

	£	£
Brought forward		287,429
General—		
Broadcasting rights—Gramophone records	10,971	
Copyright (A.P.R.A.)	29,170	
Music	708	
Music hire and purchase	2,541	
Travelling expenses (artists')	3,638	
		47,028
		334,457

339. To this £334,457 direct programme expenditure on music must be added a proportion of administration, announcing, programme compilation and other expenses. The time of musical broadcasting as compared with the total hours of broadcasting was 54 per cent., but, when allowance is made for concert expenditure, a proportion of administration, announcing and other charges, the Commission laid out 61.48 per cent. of its expenditure on music. Against this must be put the following receipts :—

	£
Income from Celebrity and Public Concerts	49,294
Hire of music	5
Advertising in artists' brochure	82
	49,381

The loss on Celebrity and Public Concerts was therefore (£78,852 minus £49,294) £29,558.

340. We fully appreciate the splendid work which the A.B.C. is doing for music in the Commonwealth. Nevertheless, we feel impelled to point out that the Commission is charged with a wide range of general and cultural activities, many of which are certainly not less important than music.

Sporting.

341. The A.B.C. has provided a substantial coverage for all grades of sport—tennis, cricket, football, boxing, racing, &c.

342. Special representations have been made to us on behalf of the Victorian Football Association in favour of greater recognition of games organized by that Association in comparison with those of the Victorian Football League, in order that the type of game they foster may receive more extensive publicity. Both organizations receive equal treatment from the A.B.C. so far as announcements are concerned, and we are satisfied that the Commission's attitude in giving priority to descriptions of League football is actuated by the commendable motive of listener-interest.

343. Evidence has been given by various witnesses for more racing, for less racing, and for the complete elimination of racing broadcasts. Our view is that, as the people pay a licence-fee to receive news, they are entitled to receive a complete coverage of sporting events from one of the national stations, the other station being reserved for programmes suitable to the tastes of listeners who have no interest in racing.

344. It should be remembered that many listeners (shift-workers and country people) are prevented from attending race meetings and other sports gatherings. They should not be deprived of the legitimate enjoyment they derive from the broadcast descriptions. Incidentally, a number of the witnesses representing the churches expressed the view that the people are entitled to hear broadcasts of racing and other sporting events.

Productions.

345. As in the case of talks, it is difficult to separate productions from the Commission's general heading of Spoken Transmissions. It appears that in 1939–40 the Commission spent the sum of £21,262 on drama. This was only about 3.5 per cent. of total expenditure.

346. The production work of the A.B.C. was first conducted on a regional and State basis, with consequent overlapping and other difficulties. In 1936, however, the Commission appointed a Federal Controller of Productions, centralized the work in Sydney and began to read, purchase and produce large numbers of plays. From July 1937 to December, 1940, the Commission purchased 686 long plays, serial episodes and musical plays, together with 1,362 short plays and serials for use in the children's sessions. The Central Department now distributes thousands of separate play-scripts and musical scores.

347. Many of the Commission's productions are classics of high quality. Between 1936 and 1938 the Commission put on all the 37 plays of Shakespeare, and in 1939 a series " From Shakespeare to Shaw ". The Department also produces large numbers of Australian plays and many historical plays for the Education Department.

348. Very valuable are the Commission's sessions for children, which have increased in popularity since their inception in 1939. It is interesting to note in this connexion that, according to the Controller, " little of value emerged " in the children's sessions produced by the distant States. This affords some argument for centralization.

349. During the last few years, the Commission claims to have made great progress in light entertainment and sessions such as " The Merry Go Round " and " Out of the Bag " have proved very popular. We have, however, received some criticism that the A.B.C. should not spend money on this type of feature and should leave light entertainment to the commercial stations. Future development of this activity depends upon the money available. The Commission desires to appoint agents and to make purchases in Britain and America, where at present it has less facilities than the commercial stations. Money is also needed for the training of cadet writers. Further, the Federal Controller recommends the establishment of a " large stock company " for drama in Sydney and a similar company for light entertainment in Melbourne, and that recordings be distributed throughout the States. He recognizes, however, the dangers of over-centralization and suggests as an alternative the urgent necessity for the provision of sufficient trunk lines to supply two alternative national programmes, which would allow the distant States to take over a certain number of programmes per month and give these adequate rehearsals while alternative programmes were being supplied by other States.

350. We note the many complaints from the distant States that local talent is being neglected and we favour the de-centralizing alternative if it can be arranged. The Federal Controller also referred to the national difficulties which he has to face. He complained of the lack of suitable studio accommodation. We support his contention and refer strongly to the matter in another section. On the evidence, however, we cannot favour adoption of the suggestion of the Controller that the Commission should supplant the Post Office in the control of technical services in the studios.

351. We sympathize with the high ideals of the Controller. He claims that the standard of production has improved considerably and now hopes that the Commission can build up an Australian theatre in the same way as it has advanced the progress of Australian orchestral music by many years. We also appreciate the fact that many Australian dramatic artists are encountering difficulties of employment. There are three solutions for this problem. The first is the restoration of the listener's fee to its former figure ; the second is for civic or other authorities to take over part of the Commission's high expenditure on music ; and the third is for the Commission to make economies in its present high musical expenditure or in other directions and to devote more money to the needs and development of drama, particularly as this important cultural activity secures so small a proportion of the total expenditure. It should be noted in this connexion that the commercial stations are spending large sums on drama and other productions, employing groups of artists and making rapid strides in this class of radio entertainment.

352. We have received some complaints that various stations have broadcast in children's sessions dramatic serials and so on which frighten children and keep them awake at night. Some of the trouble appears to be due to the fact that children often listen to adult drama ; nevertheless, the broadcasting authorities should take care that no abuses of this nature take place.

Women's Interests.

353. Broadcasting appears to be an activity in which there is comparatively little need to differentiate strongly between the interests of men and women. In the employment of the sexes (excepting in high executive positions and in annnouncing) and in the main programme items—news, music, talks, drama and so on—there is little difference in the status and interests of men and women. This is shown by the fact that a recent and important American publication, *New Horizons in Radio* (Annals of the American Academy of Political and Social Science, Philadelphia, 1941) does not include any study of radio in its especial relation to women.

354. In spite of this we have given considerable attention to broadcasting as affecting women and have examined many women witnesses. We have also received from women many letters and suggestions which indicate their appreciation of broadcasting. In order to represent the view point and interests of Australian women, we have recommended that one of the five commissioners should be a woman. This recommendation does not mean that we would necessarily limit the number of women commissioners to one. We consider that all the commissioners should be selected for their abilities and general interests, regardless of sex.

355. Turning to the question of employment, we find that radio is providing an increasing field for women. Both the Commission and the commercial stations make extensive use of their services in many spheres—both artistic and executive. In the library systems of America the recent trend has been for women to rise to the highest positions and the same may very likely occur in broadcasting.

356. Although, as noted above, the main programme interests of the sexes are identical, both the Australian national and commercial systems broadcast special sessions for women. The Commission usually includes in the morning programmes talks on subjects such as child and family health, beauty, culture and travel. It believes that some of these sessions are particularly helpful to women who live alone and to those in the outback. Only people who know the remote areas of this vast continent can appreciate what broadcasting has done to brighten the lives and interest of the thousands who suffer from the handicap of isolation.

357. The commercial stations give even more attention to women's interests, and a list compiled by the Federation shows that about 40 stations have founded women's clubs, which have a total membership of nearly 150,000. These clubs cater for many feminine interests and activities—partiotic, charitable, social, child welfare, sporting and so on. It may also be mentioned that about 50 stations have founded children's clubs which possess a membership of, and are doing excellent work for, nearly 400,000 children. In founding and supervising these activities, the commercial stations have rendered and are rendering considerable service to Australian women.

358. We appreciate the way in which various women's organizations seek to guard morality on the air and we have referred their suggestions and complaints to the Commission and to the Federation of Commercial Broadcasting Stations. Elsewhere in this report we have suggested the setting up of machinery which will strengthen the hands of the Minister, the Commission and the Federation in dealing with abuses which they have made constant efforts to remedy.

Objectionable Items.

359. We are in agreement with the view that no medium of entertainment, whether it be stage, cinema or literature, has such a powerful influence for good or evil as broadcasting. Three main considerations point to the supremacy of its power.

360. In the first place, the audience of the stage or cinema production is limited to the theatre's capacity and at best is numbered in hundreds. To estimate radio's audience involves a calculation of hundreds of thousands, perhaps in some cases millions, many of whom are children.

361. Secondly, the ease with which the broadcast programme can be absorbed naturally makes it ever so much more popular. It is cheaper, there is no bother about booking seats or travelling to the theatre, and no effort of visual concentration is required.

362. Thirdly, those who decide to patronize certain kinds of theatre know beforehand the type of production to expect, and the harmful reactions they experience are the result of their own deliberate choice. An objectionable broadcaster, on the other hand, can usurp power to injure others against their will. He can invade the circle of families and their friends gathered at the meal table or the fireside to hear what they expected to be an enjoyable programme, only to find it marred by the interpolation of embarrassing vulgarity, or some salacious joke designed to break down the barriers of modesty between the sexes. Tuning in to another station may certainly prevent a similar experience in a particular session, but it cannot undo the harm done because the offending item has already " gone over ".

363. Obviously, then, the community is entitled to demand the application of stricter laws to the objectionable broadcaster than to his stage counterpart. Human nature being what it is, isolated lapses of a minor character may be pardoned, but if repeated warnings to a broadcaster who is prone to specialize in vulgarity or indecency are without avail, then it is clear that he is unwilling to keep within the bounds of propriety. He becomes a public menace so far as the broadcasting services are concerned and should be treated as such, if the standards of conduct which are the mainspring of healthy family and national life are to be upheld.

364. Stern Government measures are necessarily adopted to protect our lives and property from aggression. Of not less importance is the Government's obligation to protect the minds of the people from the " aggression " of corrupted moral outlook. We have stringent pure food laws to protect our physical well-being. Meticulous inspections and checks are made to see that they are observed, and severe penalties are imposed if infringements are discovered. The leper is banned from society lest he spread the corruption of his physical disease. Are we to tolerate the broadcast " leper " who deliberately sets himself to corrupt our minds by polluting the air with indecency ? Or are we to insist that radio shall help, and not hinder, Government leadership in striving to maintain the highest ideals which Australia stands for as a Christian country ? Our leaders have invited God's blessing on our efforts in the war and have exhorted

us to solicit His intervention on our behalf by persistent prayer. Rightly so ; but can we reasonably expect a favorable answer to our prayers if we allow the powerful influence of broadcasting to undermine observance of one of His Commandments ?

365. Needless to say, it behoves those responsible for the national system to set an example. No item which favours, condones or encourages vice or vulgarity should have any place in its programmes, or in any programme for that matter. We are pleased to be able to report that the A.B.C. is endeavouring to observe the standard which the community would naturally expect of a Government instrumentality. There are certain exceptions, however, and certain phases of the evidence which call for comment.

366. In its defence against some of the evidence, the A.B.C. relied upon the small number of objections which had been received from listeners, but we do not think this a reliable experience to generalize upon. In our opinion, the probability is that the percentage of listeners who would go to the trouble of lodging complaints is infinitesimal in comparison with the number who, although disgusted, would not bother to write in about an offending item. We would prefer to see the same alertness to find out and remedy remissness in this sphere as has been evidenced in other directions. For instance, verbatim transcriptions of broadcasts had been arranged to prove infringements of agreements or understandings in connexion with the news services ; and we have been told that close supervision is exercised to discover mispronunciation of words by announcers. It would have been gratifying to learn that similar care had been taken to detect offensive misuse of radio's far-reaching influence on the minds of the young, the adolescent and the grown-up.

367. In contrast to the reaction to certain evidence, we see no reason why the A.B.C. should belittle the statement of a witness that he was unable to recall specific instances of objectionable items because he tried to forget them. Surely it is commendable to try to forget indecent stories ! The extent to which the effort to forget fails, through human weakness, with resultant repetition of the stories to others, is the measure of the harm done by the broadcasters and/or the officials responsible for passing the script or selecting the objectionable record in the first instance.

368. By way of excuse for a certain measure of laxity, it was contended, in effect, that all the unexceptionable humour in the world has been exploited and that we should permit some descent to lower standards. We strongly dissent from this attitude. It would only be a matter of time when the same excuse of alleged exhaustion of repertoire in the new zone would be put forward as a reason for further encroachment, until logically, in the end, any line of demarcation would be difficult to define.

369. We are loth to believe that ingenuity in the field of wholesome humour is less fruitful of new ideas than in other spheres of invention. Our view is that Australia, as a young nation, with a culture of its own to foster and develop, should take a firm stand against any slackness which portends a trend in the direction of scaling down the highest standards of propriety ; and our recommendations to that end are incorporated in the section dealing with objectionable items in the commercial services.

PART V.—THE COMMERCIAL SERVICES.

Control.

General.

370. As indicated in the previous sections, the Australian broadcasting system has led to the growth of a great commercial interest in the form of the " B " class stations. The industry now possesses 99 stations, with invested capital of about £860,000 and a revenue in excess of £1,100,000 a year, which is little below that of the national stations. Individually, the stations are under the control of the Postmaster-General, whose only disciplinary power under the Regulations now in force is to cancel or to refuse to renew licences. The stations themselves have obviously felt the need for some closer direction and for this reason they have formed an efficient Federation, which includes all stations with two small exceptions. Although the Federation is a voluntary organization, primarily established for the commercial benefit of its members, it does influence policy by attempting to exclude harmful advertising, creating good taste in broadcasting and the like. In our opinion the Federation has done valuable work in several directions. For example, in the elimination of objectionable items, the Commission itself, in spite of its comparatively strong and centralized organization, has not secured better results than has the Federation.

371. Evidence has been submitted that there are advantages in the present competitive system of commercial broadcasting. Under the present policy there is reasonable, if unassured, continuity of tenure and investment, while the keen competition between the national and

commercial systems, and between individual commercial stations, assures the public of some good and varied programmes. The comparatively high standard of Australian programmes is shown, for example, in the numbers sold to New Zealand. Also, the Australian dual system is not open to the criticisms which have been levelled against purely national systems like the B.B.C. or purely commercial systems like that of America. It has been said, not without some truth, that the Australian national stations have raised the level of the commercial stations, while the commercial stations have kept the national system human.

372. In spite of these advantages, the Australian commercial system has defects which require examination and remedy. First, the powers of the Post Office are very great, but very remote. The Postmaster-General can de-license a station for a really serious offence but, short of this drastic action, he can only caution station managements, which is not an adequate safeguard for minor offences. Second, the Postmaster-General has power over individual stations only and there is growing up a powerful federation which speaks for all commercial stations, but is outside the control of the Postmaster-General. At least two alternatives are open—

(1) To nationalize the commercial system and place it under a commission (which might be the Australian Broadcasting Commission) or a director.

(2) To provide machinery by which the commercial stations themselves would assist in guiding, controlling and developing the industry.

373. *Nationalization.*—We are divided as to the advisability of nationalizing the commercial stations, as in New Zealand. We sent a cable to the Prime Minister and received information as to the position in that Dominion. Some members believe that nationalization should take place with as little delay as possible, whilst others are against nationalization. Evidence on this subject was considerable and opposing views were advanced by many witnesses. The former Director-General of Posts and Telegraphs (Sir Harry Brown) and the present Director-General (Mr. D. McVey) urged that the present dual system be continued, whilst the former Chief Inspector of Wireless (Mr. J. Malone), who is now Deputy Director of Posts and Telegraphs in Queensland, said—"I am not opposed to nationalization. By training, I am interested in it, but I think that before we have nationalization we want to be sure that broadcasting is more stabilized".

374. If the commercial system is continued, as some of us wish, we feel that matters affecting such system should be covered by legislation. Since their inception, commercial stations have been governed by regulations under the Wireless Telegraphy Act. There are several objections to this procedure, not the least of which is that the validity of regulations might be successfully challenged, whereas an Act of Parliament would not be open to attack. Hence we recommend that the regulations now governing the commercial stations and made under the Wireless Telegraphy Act be embodied in any legislation dealing with broadcasting. These regulations are contained in Statutory Rules No. 101 (1924), as amended by Nos. 123 (1925), 114 (1926), 3 (1927), 24 (1927), 63 (1927), 79 (1928), 129 (1928), 81 (1929), 113 (1930), 136 (1933), 99 (1934), 104 (1935), 120 (1935), 90 (1936), 102 (1937), 24 (1938), 156 (1939), 94 (1940), 181 (1940) and 167 (1941).

375. The suggested Parliamentary Standing Committee on Broadcasting could play a valuable part in keeping Parliament informed in regard to the development of the commercial system.

Multiple and Newspaper Ownership.

376. In its infancy commercial broadcasting made little popular appeal. The costs of establishing and operating stations were considerable and the income from advertising was small and uncertain. The result was that the Post Office authorities had almost to beg people to apply for broadcasting licences. With the rapid developments and improvements in technique and other matters affecting the subject, these broadcasting licences began to acquire considerable value and were increasingly sought after. As previously mentioned, the number of licences that can be granted is strictly limited by the number of wave channels available.

377. Under present conditions 99 commercial stations are on the air and there are 695 unsatisfied applications for similar facilities.

378. Licences were issued in the first instance to individuals, companies or other bodies. For a time there was no restriction on the number of licences which any person or company or other body could hold. When the potentialities of broadcasting came to be realized, however, there was a rush for licences. Some of those already in possession of one or more licences emulated Oliver Twist and asked for more.

379. The inherent dangers of allowing the control of commercial broadcasting to become a monopoly or a partial monopoly became apparent and engaged the attention of the Government of the day. There was a clamor on the part of certain newspapers for the right

to acquire more and more licences, which was opposed in the public interest by the Postmaster-General of the day. This public controversy was followed by two regulations under the Wireless Telegraphy Act. The first, dated 23rd October, 1935, known as Statutory Rule 104, was as follows :—

48A.—(1.) Any person making application for the grant or renewal of a Broadcasting Station Licence shall supply such information as is required by the Postmaster-General, and shall lodge with the application a Statutory Declaration that the grant or renewal of the licence will not result in the ownership by any person of more than—

(*a*) one metropolitan broadcasting station situated in any State ;
(*b*) two metropolitan broadcasting stations ;
(*c*) three broadcasting stations situated in any one State ; or
(*d*) five broadcasting stations situated in the Commonwealth,

and will not place any person in a position to control, either directly or indirectly, more than that number of stations in respect of the whole or portion of their activities, including programmes, technical services, commercial arrangements and management.

(2.) Where the applicant is a company, the Statutory Declaration referred to in the last preceding sub-regulation shall be made by a majority of the directors of the company and the manager or secretary of the company.

(3.) Where the applicant is neither an individual nor a company, the Statutory Declaration referred to in sub-regulation (1.) of this regulation shall be made by such persons as the Postmaster-General determines.

(4.) In this regulation—

" metropolitan broadcasting station " means a broadcasting station situated within a radius of thirty miles from the General Post Office in the capital city of a State ;

" person " includes a firm, body corporate or association.

380. Representations were made to the Government that this regulation was burdensome and inequitable and subsequently on 27th November, 1935 (approximately five weeks later) a new regulation, known as Statutory Rule 120, was issued in the following terms :—

48A.—(1.) Any person making application for the grant or renewal of a Broadcasting Station Licence shall supply such information as is required by the Postmaster-General, and shall lodge with the application a Statutory Declaration that the grant or renewal of the licence will not result in the ownership by any person of more than—

(*a*) one metropolitan broadcasting station in any State ;
(*b*) four metropolitan broadcasting stations in the Commonwealth ;
(*c*) four broadcasting stations in any one State ; or
(*d*) eight broadcasting stations in the Commonwealth,

and will not result in any person being in a position to exercise control, either directly or indirectly, of more than that number of stations.

(2.) Where the applicant is a company, the Statutory Declaration referred to in the last preceding sub-regulation shall be made by a majority of the directors of the company and the manager or secretary of the company.

(3.) Where the applicant is neither an individual nor a company, the Statutory Declaration referred to in sub-regulation (1.) of this regulation shall be made by such persons as the Postmaster-General determines.

(4.) In this regulation—

" metropolitan broadcasting station " means a broadcasting station situated within a radius of 30 miles from the General Post Office in the capital city of a State ;

" person " includes a firm, body corporate or association.

This regulation is still in force and in the opinion of the former Director-General of Posts and Telegraphs (Sir Harry Brown), the present Director-General (Mr. D. McVey), and the former Chief Inspector of Wireless (Mr. J. Malone—now Deputy Director of Posts and Telegraphs in Queensland) adequately meets the position. In their evidence these witnesses urge that no change in the regulation should be recommended.

381. In actual practice there is little multiple ownership of broadcasting licences outside the newspaper world. Directly, and indirectly through persons associated with the work of daily newspapers, newspapers own or control 44 per cent. of commercial stations. In the case of some papers a very small interest is held in one station only. In that of others, particularly those started in recent years, there is no interest in any station at all.

382. It is clear to us that the desire on the part of newspaper interests to acquire licences in the early days of broadcasting was inspired by a fear of this new medium for the dissemination of information and advertising. It was a defensive move by those who felt their pre-eminence would be challenged at some remote or proximate date, not then ascertainable. The acquisition of licences was governed principally by the acumen and perspicacity of individual newspaper proprietors ; it was, in effect, a case of the early bird catching the worm.

383. The passage of time has not justified all the fears of the controllers of the daily press and the evidence submitted convinces us that the universal popularity of wireless throughout Australia has not led to any diminution in the sales of newspapers, nor to any reduction in their profits, excepting perhaps in a few minor instances. On the other hand, the operation of broadcasting licences has not only made profits, generally speaking, for the shareholders in newspaper companies but has strengthened their position considerably. These newspapers have an undeniable advantage over newspapers that have not acquired a licence by either purchase or grant.

384. We are not in a position to say whether and to what extent, if any, Statutory Rule No. 120 should be altered to provide for the issue of a fewer number of licences to the same person or body. This is a question that might well receive more detailed consideration by the proposed Parliamentary Standing Committee on Broadcasting, and we recommend accordingly.

New Licences and Renewals.

385. Those newspapers that have started publication in recent years and those that failed to take advantage of their opportunities when licences were first issued stand in no better position for the grant of a licence at some future date than any of the other unsatisfied applicants. They can still purchase existing licences with the consent of the Postmaster-General. We feel that new licences should be issued to religious and educational interests in preference to any other interest, and that licences should be renewed not more frequently than annually as at present.

Networks.

386. We received considerable evidence on the question of networks of broadcasting stations. There are only two big commercial networks. One is known as the Major Network and embraces the following stations :—

4BK Brisbane	5MU Murray Bridge
4AK Oakey	5PI Crystal Brook
2CH Sydney	5SE Mount Gambier
2KO Newcastle	6IX Perth
3DB Melbourne	6WB Katanning
3LK Lubeck	7EX Launceston
5AD Adelaide	7HT Hobart

The head office of this network is in Melbourne and its principal station is 3DB. The other is the Macquarie Network, directed from Sydney and with 2GB as its centre of operations. The stations comprising this network are :—

2GB Sydney	4BH Brisbane
2HR Lochinvar	5DN Adelaide
2CA Canberra	5RM Renmark
2GZ Orange	6PR Perth
2LM Lismore	6TZ Dardanup
2NZ Inverell	7HO Hobart
2WL Wollongong	7LA Launceston
3AW Melbourne	7BU Burnie
3BA Ballarat	7QT Queenstown
3HA Hamilton	7DY Derby
3SH Swan Hill	7AD Devonport (indirect association)
3TR Sale	

387. These networks are not owned by any one person or group of persons and it is claimed that licensees of stations are free to join or leave the network without endangering their licences. It is also said that member stations remain self-governed and that the network has no authority over them.

388. There are also a few small networks within State boundaries, generally under common ownership.

389. The Federation of Commercial Stations, as such, does not interfere with any arrangements its member stations may make for network or chain broadcasting and evidence was adduced to show that this method of broadcasting one programme simultaneously over a number of stations was adopted because it enabled a better class of programme to be broadcast than if each station tried to construct or purchase its own. The periodical mass broadcast of one feature means a considerable saving in programme expenditure and enables better class programmes to be relayed. The practice is to buy or make programmes for the network and sell them to those stations which care to use them. Some of the programmes are used in inter-state and others in intra-state relays.

390. It was also stated in evidence that there is nothing to prevent member stations of the networks relaying programmes to or receiving them from non-member stations and that this is frequently done.

391. The secretary of one network, in defending the system, said—

In my opinion, commercial radio in Australia will never attain full growth unless there is considerable co-operation between leading stations in the various States. The cost of producing programmes in which orchestras and singers are used is so great that individual stations cannot afford them. But if the cost is spread over stations in four or five States quite ambitious programmes become possible.

If it is desired to employ actors and actresses of any reputation in the production of drama, and to pay reasonable prices to the authors and producers, the cost becomes far too high for an individual station or a sponsor in one State. The venture is usually discarded unless there is a possibility of relaying or selling the product in other centres. In fact, we rely on sales in New Zealand also to make some shows financially practicable. On some occasions local sponsors have expressed willingness to produce extensive shows if all the commercial stations in Melbourne would relay them at the same time, giving listeners no alternative to their programme except those on the national stations. The commercial stations have refused to do this, feeling that this is not in the interests of listeners or of radio generally, and several years ago a resolution was adopted by the Federation banning these blanket broadcasts.

392. The times occupied by these network broadcasts over one system are set out hereunder—

Out of the evening periods, from 6 to 10 p.m., making a total of 28 hours for the seven days of the week, the following spaces are occupied by what might be called chain broadcasts, although a good many of them are recorded—in six States, nil ; in five States, 4 hours 30 minutes ; in four States, 3 hours ; in three States, 30 minutes ; in two States, 20 minutes. Total, 8 hours 20 minutes.

393. It was claimed that as the A.B.C. was in effect one great network, so the commercial stations had a right to combine for programme purposes only, to meet public needs and cater more effectively for public tastes.

394. Having before us very considerable information as to the position of chain or network broadcasting in the United States of America as disclosed in evidence before the Federal Communications Commission of that country, we feel that, whilst there is nothing inherently wrong with the network system, its future development might well be watched carefully by the proposed Parliamentary Standing Committee. The main danger to be avoided in such a sytem is monopoly control, either by business or press interests, as this would inevitably give great advantages to the strongest networks over competitors whose stations are not as strong financially because of location and other reasons. The evils of the American system must not be introduced here.

Power.

395. Commercial stations are clamouring for greater and greater power. Evidence submitted by the Post Office indicates that increased power is more of a talking point to advertisers than an advantage to the listeners. For example, it is pointed out that a listener could not detect a difference in reception unless the power were increased four times, that is to say, a station operating on 500 watts would have to have an increase of power to 2,000 watts before a listener could notice any benefit. We are of the opinion that the postal authorities have exercised wise judgment in most cases in restricting the power asked for by some stations. Such increases would have placed their competitors at a disadvantage by compelling them to increase their power to an extent that would make their stations economically unworkable.

Wave Bands.

396. As in the case of national stations, all commercial stations operate on the medium-wave band. In the early days of broadcasting in Australia the long-wave band was used for three of the eight original "A" class stations. Two of these were changed to the medium-wave band in 1927–28 and the last one in 1930.

397. Professor T. H. Laby, Professor of Natural Philosophy at the Melbourne University, was the only witness who advocated the return to the long-wave band. At some future time it might be possible to use the long, medium and short wave bands for general broadcasting work simultaneously.

FINANCE.

398. Through the Federation, or directly in several cases, we have secured the balance-sheets and other data of practically all the commercial stations for the calendar year 1940. We do not propose to disclose confidential details as regards individual stations, but the general information which follows indicates that there is wide misconception as to the extent of the profits which the industry is making :—

Number of stations for which financial figures were examined . .	84
Total revenue (approximate)	£1,100,000
Total net profit of 61 stations	£104,630
Less total net loss of 23 stations	£23,246
	£81,384

Percentage of profit to revenue	7-4/11ths per cent.
Capital invested	£750,000
Uncompleted contracts for buildings and studios	£110,000
Total capital expenditure	£860,000
Percentage of profit on capital invested	9.4 per cent.
Principal items of expenditure—	£
Salaries and wages	436,121
Commissions to employees and artists	68,388
Commissions to advertising agencies	95,543
Postal Department, charges for land lines, postage, telephones, &c.	80,680
Programme material, transcriptions—local, £50,802; imported, £10,618. Other programme material—local £41,279; gramophone records, £11,128	103,209
Royalties to A.P.R.A.	30,000
Royalties to gramophone record manufacturers	10,000

399. In addition to the above expenditure of the commercial stations, it was stated in evidence that the National Council of Accredited Advertising Agencies spent £90,000 in locally made programmes and that programmes valued at £40,000 were supplied by advertisers direct to the stations.

400. We have examined these and other financial statements of the commercial stations and report that, up to the present, the industry as a whole has not been making profits as great as many other types of commercial undertakings. As noted above, 23 out of 84 stations are at present making a loss. Another 23 were all showing profits of less than £1,000 per annum although in some cases their revenue runs into five figures. As in most industries, high efficiency has brought some rich prizes, but only 19 stations (counting all stations individually where a group returns a profit) are making more than 10 per cent. on their gross advertising revenue. Moreover, evidence has been submitted that a great deal of the surplus goes back into a young, experimental and rapidly growing industry and that dividends, if any, must, excepting in a very few cases, be relatively small.

401. There is no uniformity in the preparation of balance-sheets by commercial stations. As the stations must, under regulation, submit balance-sheets to the Postmaster-General, we recommend that a uniform method be prescribed.

Station Licence-fee.

402. Considering that the Government grants the commercial stations what may be termed a measure of monopoly, we have carefully considered whether or not we should recommend that they carry an increased licence-fee. We believe that one of the duties of the proposed Parliamentary Standing Committee on Broadcasting should be to watch profits as the industry develops. At present, however, returns are not excessive and the few cases in which they are high will be dealt with by the Taxation Commissioner.

403. In view of the services of the Post Office to broadcasting in general, however, we do suggest a slight alteration in the licence-fees payable by commercial stations, which at present are fixed at £25 per annum. We recommend that the flat rate of £25 be maintained, but that those stations which declare a profit pay an additional licence-fee of one half of one per cent. of their gross revenue. We also recommend that this sum, which will probably amount to about £5,000 a year, should be utilized for radio research.

404. In presenting this section of the Report, we compliment the Secretary of the Federation, Mr. R. Dooley, who collected and tabulated the very considerable information upon which the section is based.

Programmes.

Political.

405. Most commercial stations sell time to political parties on equal terms, but where time is purchased or where political parties own and control broadcasting licences there is inequality of opportunity for the inculcation of party views during the election period, and control of the manner and method of broadcasting has been practically non-existent.

406. The growth of dramatised broadcasting in recent years and the bitter protests that it has evoked have led the Federation of Commercial Stations to give consideration to the matter. The Federation is rightly determined that offensive broadcasts should be eliminated by all

commercial stations and has a rule—a self-discipline rule—which obliges all station managers to submit matter for political broadcasts to the Federation Secretary for approval before broadcasting.

407. On the occasion of the 1940 Federal elections, when simulated German voices were used in the making of certain records by an advertising company, action was taken by some station managers to prevent the use of the records at all ; in other cases they were withdrawn following protests by electors. The evidence discloses that the records were not played to any extent, but the fact that they were played at all instances the easy way in which passions could be inflamed and bitterness created by trickery and deception.

408. There is reason to believe that in one State election campaign this objectionable practice was also followed. It is a practice that cannot be deprecated too greatly and its perpetration in the future should be prevented by law. It might be argued that the field of broadcasting should be as free as that of the newspaper world, where unrestricted licence, subject only to the possibility of libel action, is the condition which obtains at all times. But commercial broadcasting can be more easily controlled than newspapers and, in any case, there is no reason why the public should be asked to accept anything less than the highest possible ethical standard that can be attained by those who hold commercial broadcasting licences. Furthermore, broadcasting is a virtual monopoly, whereas the publication of newspapers is not.

409. The rule proposed in regard to political broadcasts in the final week of an election campaign for the national system should be applied equally to the commercial system. Individual or relayed broadcasts have never been a feature of commercial stations on election days. The possibility of misuse of this facility is equally as great with one class of stations as another and the reasons advanced in the case of the national stations are equally cogent when applied to the other system.

410. In making our recommendations on this phase of broadcasting, we are not desirous of discouraging political-mindedness ; on the contrary, we feel that an enlightened and informed electorate is the best safeguard for the successful operation of our democratic forms of Government.

411. In urging the adoption of the Canadian practice that all broadcasts shall cease for a period before election day, we desire to establish what might be called a " breathing space " which will make more difficult the snatching of victory by any one party in a manner that might do incalculable national harm.

412. We recommend that the commercial stations be required by legislation to adopt the same practice as has been recommended for the national service ; and that where time for the broadcasts is sold an equitable arrangement be evolved by the proposed Parliamentary Standing Committee.

Religious.

413. Three important matters arise as to the commercial stations and religious broadcasts. First, should religious organizations be granted licences and, if so, has an adequate number of such bodies been licensed ? Second, should ordinary commercial stations be expected to conduct religious broadcasts and, if so, are the commercial stations conducting sufficient and satisfactory religious broadcasts ? Third, should the commercial stations respect the Christian Sunday and, if so, are they observing it ? On the latter point, a leading and thorny problem is the question of commercial advertising on the Sabbath.

414. As regards the general problem, we consider that Australia is a Christian nation and that Christian teaching, both in its spiritual and moral aspects, is of great importance to national morale and national development. We note that church organizations have been granted only a very small portion of the 99 existing licences and we regret that church applications have been rejected from a number of States. Moreover, we have been impressed by the broad and tolerant attitude of church witnesses who, in many cases, have individually represented a number of different denominations and we believe that certain church councils or combinations of churches could effectively operate stations. We therefore recommend that, if additional licences be granted or former licences re-allotted, the claims of religious organizations should receive earnest thought.

415. From our viewpoint that Australia is a Christian country, we are not satisfied with the present attitude of most of the commercial stations in regard to religious broadcasts, although credit is due in many instances. Of 85 stations which forwarded information, eight are definitely providing free time for church services and 30 are allowing these broadcasts, although they did not disclose information in regard to payment. On the other hand, 31 stations gave ambiguous replies such as " non-sectarian ", while no fewer than sixteen said baldly that they did not transmit religious broadcasts. We understand that some of the last-named stations have encountered inter-denominational difficulties. Nevertheless, the statement made by one station that " it does not broadcast any sectarian programme " seems wholly unjustifiable by an organization to which the Government of a Christian country has granted a type of monopoly.

416. Fortunately, many stations demonstrate a much broader outlook. As indicated above, a number afford free time to the churches, others sell time on an undenominational basis, while others again provide sessions devoted to the Bible or to choir and sacred music. As regards the broadcasting of church services and speakers, the commercial stations put forward this important criticism—that many religious sessions are so poorly conducted that they attract little interest and that this is the main reason why some stations are averse to church broadcasts.

417. Certain witnesses, including some from the churches, support this view by asserting that the present technique of religious broadcasting is at fault. Church services, they consider, should be conducted from the studios by preachers expert and popular on the air and supported by trained studio orchestras. Such services, they believe, are far superior to those from churches where the clergy and choirs are often unsuited to or inexperienced in broadcasting and where the architecture of the building produces poor acoustics. Much more evidence was adduced that studios cannot produce the religious or devotional atmosphere of a church, and we favour broadcasts from churches in preference to studios.

418. Some of the criticism of certain church broadcasts is valid and, with the rapid growth of scientific broadcasting, it is one which the religious organizations must examine and meet. A way may be found through a suggestion made to us that certain portions of various churches should be equipped for studio purposes.

419. *Sunday Advertising.*—In regard to Sunday broadcasts, we agree with those witnesses who urge that in a Christian community the day should be respected. Restrictions are placed upon hotel bars, cinemas, organized sport and other week-day amusements, and there is not the slightest reason why commercial stations, operating under Government licence, should claim to be a law unto themselves in this respect.

420. On the side of the stations, however, there are certain arguments which carry weight. First, Sunday evening affords what is probably the best listening public and the most valuable hours of advertising in the whole week. We accept the statement that if Sunday advertising were entirely prohibited many stations would have to go off the air completely on Sundays and the listening public would be robbed of much highly appreciated entertainment. Second, a close review of the programmes indicates that many of the stations observe Sunday by putting on more serious and cultural programmes than on week-days and their programmes often feature religious sessions and good music. Considering the question as a whole, we recommend that on Sundays advertising shall be for sponsored programmes only and that the advertisements sponsoring these programmes shall be limited to the names of the sponsors without any details of their products. Many stations and advertisers are already adopting this procedure with excellent results in the United States of America. Evidence from the Federation of Commercial Stations indicates that sponsored advertising on Sunday is becoming the rule in the Commonwealth.

Educational.

421. Only once have the commercial stations been asked officially to assist in education, and this was during the epidemic of infantile paralysis in Victoria. In face of the need, cordial and helpful co-operation was afforded and for three months Station 3DB broadcast school lessons to 60,000 children for an hour each morning and afternoon. The Director of Education for Victoria paid a tribute to the value of broadcasting during this emergency, but considered that the experience showed that broadcasting is unlikely to supplant personal teaching and school education on orthodox lines. In the past commercial stations have offered to assist in educational work and the President and Secretary of the Federation of Commercial Stations would be willing to co-operate with the State Education Departments in preparing and broadcasting educational recordings. The commercial stations would also consider broadcasting University sessions. At the same time the Federation makes the point, as do expert educational witnesses, that such broadcasts would have little value unless prepared by good speakers and made particularly interesting. The Federation considers that the stations could render the greatest help to school broadcasts in remote areas where national stations cannot be heard clearly throughout the year. Evidence indicates that the south-east of South Australia is one such area. The Federation also states that members would be prepared after the war to conduct appeals for receiving sets and other equipment for schools, particularly in remote areas. The remarkable successes of the commercial stations with patriotic and charitable appeals make this offer extremely valuable.

422. A study of the complete list of the educational activities submitted by the commercial stations indicates that a very large proportion is already conducting extensive and valuable educational work on popular lines for both adults and children. For children many stations regularly broadcast such sessions as Boy Scouts, Girl Guides, Nature Study, Child Psychology, Child Health, General Knowledge for Children, Social Problems for Young People, Talks on Travel

and History, Children of Other Lands, Children's Newspaper of the Air, and so on. The range of educational talks for adults, both men and women, is even wider. These include talks on agricultural, pastoral and veterinary science, health, mothercraft, aerial development, travel, social affairs, the modern world, famous Australians and other historical characters, general information, cooking, national fitness, uplift talks, talks on foreign countries, book reviews, historical drama, talks for parents on educational reform, drama, and so on. Every station in Australia has broadcast topics provided by the Department of Information. During 1940–41 the stations broadcast 269 five-minute talks covering a wide range.

423. The educational activities of the commercial stations are of considerable importance from several aspects. A main attack made on the commercial stations is on grounds of the allegedly low cultural value of their programmes. If this criticism is in any way accurate, it is all the more dangerous for the development of the character of a young nation in that the commercial stations claim that they attract a high proportion of listeners. A second point is that certain rural areas are forced to rely wholly or in part on commercial stations, and these should certainly be utilized for educational activities. As stated by the Vice-Chancellor of the Melbourne University—" If adult education is to be fully developed, the commercial stations will have to come into the picture ". Thirdly, there seems no reason why the commercial stations should not be developed for educational purposes. The American School of the Air, operating from Station WABC, New York, is heard over a network of 110 commercial stations in the United States of America and attracts 8,000,000 juveniles and 3,000,000 adults at its five morning broadcasts weekly.

424. We recommend that the Federation should further develop and correlate the educational activities of the commercial stations, and that it should also direct its attention to improving some of the broadcasts in which incorrect English and parodies on Australian speech and character destroy much of the work of Australian teachers.

Musical.

425. We received very little expert evidence in regard to music from the commercial stations, as almost all expert witnesses rather prided themselves on the fact that they rarely listened and knew nothing about their programmes. This is unfortunate, for it is believed that a high percentage of the public listens to commercial programmes, and only those who hear them can form any adequate opinion of Australian musical taste or of the work which the commercial stations are doing in discovering and developing Australian talent. The Vice-Chancellor of the University of Melbourne gave us what we believe to be a fair and broad view of the subject when he said—" I can well believe that the B class stations have 85 per cent. of listeners. However, their large following may be accounted for by the fact that they have exploited certain measures of approach to listeners. They are giving them what they want and in doing so they are giving their listeners a good deal of good stuff ".

426. Statistics tendered by the Federation of Commercial Stations support this view that many of these stations give their listeners " a good deal of good stuff ". This is shown both by details of serious music supplied for us by 68 stations and by a test review of the music played by the five commercial stations in Melbourne during the week 7th to 12th September, 1941. The list of high class music played by the 68 stations is a surprisingly long one. It includes regular sessions such as " Concert Master ", " Masters of Music ", " Echoes of the Masters ", " Ballet-omaine ", " For the Music Lover ", " Celebrity Recital ", " Overseas Celebrity Artists ", " Opera Music of the Air ", " Memories of the Ballet ", " Operas in Cameo ", " With the Composers ", " World's Great Artists ", " Cavalcade of Song ", " Salon Musicale ", " Orchestral Concert ", " Symphonic Splendour ", " The Myer Musicale ", " Memories from the Ballet ", " Tenor Time ", " Musician's Note Book ", " Gallery of Great Artists ", " Cream of the Classics ", " Golden Hour of Music ", " Organ Treasures ", " Thrills from the Great Operas ", " Charm of Good Music ", " Great Voices of the Century ", " Broadcasts of the Operas ", " Symphony Half-hour ", &c. These sessions are noted at random from the long list of good music supplied by stations in all States and they undoubtedly occupy many hours of broadcasting.

427. The test survey made of the five Melbourne stations for the week 5th to 12th September, 1941, is equally illuminating. During that week Station 3AW devoted $5\frac{1}{2}$ out of $96\frac{1}{2}$ hours to classical music—a total of 5.7 per cent. of total time broadcast. Station 3DB broadcast good music for $9\frac{1}{2}$ hours ; Station 3UZ for $10\frac{3}{4}$ hours and Stations 3XY and 3KZ for $6\frac{3}{4}$ hours each. This makes a total of over 39 hours per week or nearly 8 hours per station. Since the period reviewed, 3AW has added a grand opera session taking $2\frac{1}{2}$ hours per week, 3KZ has added further sessions totalling $2\frac{1}{4}$ hours per week and 3UZ has added another hour weekly.

428. An opinion was expressed on behalf of the Federation of Commercial Stations that the Australian public is showing an increased desire for good music. Undoubtedly this is in part due to the fine work of the A.B.C., particularly amongst young people, but the commercial stations also deserve credit for what they are achieving.

429. Another good feature of the musical work done by the commercial stations is their community singing sessions and concerts, which they estimate attract audiences of 18,000 per week in Sydney and Melbourne. The concerts and programmes provide considerable work for Australian composers and artists. Station 3XY, for example, engages 24 musicians a week, Station 3KZ from 11 to 16, while Station 3DB maintains a permanent staff of eleven at a cost of about £6,000 per annum. As far as Australian composers are concerned, the fees paid by the A.P.R.A. to Australians total much more in respect of the commercial stations than the national stations. The commercial stations have also helped to discover and develop Australian talent by auditions and employment, and several promising young artists owe their rise to this means.

430. We are pleased to be able to report that the commercial stations are realizing that the securing of a much sought licence carries obligations as regards the cultural development as well as the entertainment of the public, although we appreciate the fact that a broadcasting system should not cater exclusively for experts or highbrows and that the provision of light entertainment for the general public should be an important part of the work. Nevertheless, the cultural side is of the utmost importance, as is recognized in the United States, where commercial broadcasting organizations have done splendid work in developing operatic broadcasts, symphony orchestras and so on.

Health Talks.

431. We heard evidence from the Director-General of Health and other medical authorities on the question of advertising of patent medicines and talks on medical subjects over commercial broadcasting stations. In the early stages of commercial broadcasting the Postmaster-General's Department had occasion to draw attention to these matters. One circular letter issued on 22nd August, 1932, contained these words: "The Department has no desire to set itself up as an authority on medical matters, nor does it desire to exercise any regular censorship in the broadcasting of statements referring to such subjects. It has preferred and still prefers to look to the good sense and judgment of the station managers to see to it, both in the interests of the station itself and of broadcasting generally, that in cases of health talks, or advertising relating to physical ailments, exceptional care will be exercised prior to transmission to ensure that no cause for complaint shall exist". The Australian Federation of Commercial Broadcasting Stations on 1st June, 1940, issued a statement of Standards of Advertising Practice which had been adopted by the Commercial Radio Advertising Board, comprising representatives of the Australian Association of National Advertisers, National Council of Accredited Advertising Agents and the Australian Federation of Commercial Broadcasting Stations. This statement is attached as Appendix 17.

432. In spite of the Departmental admonition and the attempt of the Federation to raise the standards of commercial broadcasting, however, we are convinced that there is much cause for justifiable complaint about the manner in which false pseudo-scientific statements are broadcast for the purpose of exploiting the credulity of the sick and suffering. Equally reprehensible are the attempts to foster the sale of certain patent medicines and other concoctions at a price many times the cost of production. These mixtures are frequently valueless but reap rich rewards for those who made them.

433. We are satisfied that the only way to prevent a continuance of a state of affairs, which at the very best borders on the scandalous and at the worst is cruel and heartless, is to require any person who desires to advertise any patent medicine to submit all matter relating to it to the Director-General of Health at Canberra, or any State Department of Health named by him, for approval before broadcasting. All medical talks, other than those sponsored by reputable medical or other scientific authorities, should be equally subject to a similar censorship. We recommend accordingly.

434. We also recommend that any station which broadcasts any matter to which the approval of the Director-General of Health has not been obtained should be considered guilty of an offence and should be liable to have its licence cancelled for such period as the Minister may decide. Where any person feels aggrieved at any decision in this connexion by the Director-General of Health or any of his deputies we recommend that there should be an appeal to the Minister whose decision on the matter should be final. In making this recommendation we desire to point out that certain unregistered health practitioners, such as osteopaths, have sometimes been in advance of medical practice, and we recommend that there be no prohibition of advertisements by chiropractors, osteopaths and similar practitioners unless their work is prohibited by legislation.

435. We feel that the Federation can do much to help protect the general public against quackery and dangerous nostrums by securing a strict adherence by its member stations to its standards of advertising practice (Appendix 17).

436. It is of interest to record that claims were made that as newspapers were free in some States to advertise matter which was regarded by some as objectionable when spoken over the radio, action should not be taken to restrict or prevent such advertising.

437. In the States of New South Wales, Victoria and South Australia there is no legislation to prevent advertising in newspapers of any claims, no matter how false, misleading or preposterous, made by the purveyors of patent medicines. On the other hand, the States of Queensland, Western Australia and Tasmania have stringent provisions in their laws to protect the public interest. The Food & Drugs Regulations, 1941, of the State of Tasmania, as follows, permit of no false claims :—

127. * * * * * * * * * * * * *

(6.) The label or advertisement relating to any drug or medicine for sale shall not contain any statement or claim which, directly or by implication, indicates or suggests that it will remedy or cure Bright's disease, cancer, tuberculosis, cerebro-spinal meninigtis, diabetes, dropsy, drunkenness, epilepsy, fits, infantile paralysis, plague, locomotor ataxia, lupus, paralysis, rupture, scrofula, venereal disease ; or that the drug or medicine is a universal panacea, infallible cure for baldness, cure for drunkenness, or the liquor habit ; will develop the bust, raise the height, eradicate wrinkles ; or that recommends or suggests its use for any disease arising from sexual intercourse, sexual weakness, or impotence.

(7.) The label or advertisement relating to any drug or medicine for sale shall not contain any statement which—

(i) Indicates or suggests that the medicine is an abortifacient ;
(ii) Bears the name of a fictitious person in connexion therewith ; or
(iii) Contains any fictitious testimonial.

438. The benefits that might be expected to accrue from such legislation are offset to some extent by the fact that most Australian weekly newspapers are printed and published in Sydney and Melbourne and no State law can prevent these papers with their harmful advertisements circulating freely, even in those States that would not permit the printing of such advertisements. Whilst there is no Federal control over newspaper advertisements, there is a Federal power over radio broadcasting, and we feel that it should be exercised.

Sporting.

439. Considerable evidence was received in regard to the various classes of sport broadcast by the commercial stations. Criticism centred on talks and descriptions associated with horse racing, it being contended that there is too much repetition of detail and that too many stations broadcast the same event at the same time.

440. When we took evidence the position was that in New South Wales there were three city stations and three country stations which broadcast racing and three city stations and 25 country stations which did not. In Victoria three city and two country stations did and two city and ten country stations did not. In Queensland one city and three country stations took these broadcasts and two city and twelve country did not. In South Australia no station regularly broadcast races. In Western Australia they were broadcast by one city station and not by any country stations. In Tasmania one city and two country stations broadcast them.

441. The Federation of Commercial Stations pointed out that a considerable section of the community did not have the opportunity of hearing race results from commercial, as well as national, stations.

442. We are inclined to think that there is room for improvement, and recommend that the Federation should endeavour to bring about a co-ordination of programmes with the object of reducing the extent of simultaneous descriptions.

443. We heard evidence in regard to the broadcasting of certain sporting events by commercial stations without the permission of or any payment to those who organized the functions.

444. The Secretary of the Federation, defending the right of commercial stations to broadcast anything they desired with or without approval, contended that a Privy Council decision established them in this right. He said that stations were prepared to pay for the right to broadcast any function, but if the right was not conceded they would continue to use such means to attain their end as seemed effective and without payment.

445. It was said that equal opportunity with national stations is not afforded to commercial stations in the broadcasting of certain sporting functions and that this places the commercial system at a considerable disadvantage.

446. A regulation under the Wireless Telegraphy Act prevents the broadcasting of matter published in a newspaper without permission. The principle underlying this regulation seems a right one and should be adopted in regard to anything else that has been paid for by some one else. At the same time, if sporting organizations and entrepreneurs are to have the right to say whether their events are to be broadcast or not they should afford equal opportunity to all commercial stations with the national stations whenever it is decided that a broadcast should take place. Reasonable conditions should also be laid down in regard to fees payable for all such broadcasts.

Objectionable Items.

447. The general principles expressed on this subject in the corresponding section relating to the national service are all the more applicable to the commercial stations when it is remembered that these stations claim to attract the majority of listeners.

448. As the President of the Australian Federation of Commercial Stations remarked in the course of his address to the recent annual convention, " broadcasting has shown its potentialities for both good and evil ", and consequently the necessity for vigilance against the intrusion of objectionable items in commercial programmes needs no emphasis.

449. The code of rules which the Federation has adopted as a guide is admirably conceived as far as it goes. Amongst other things it proscribes—

(*a*) obscene or off-colour jokes or songs, oaths, sacrilegious expressions, and anything of doubtful propriety ;
(*b*) the use of the Deity's name excepting when used reverently or as part of a standard classic work ;
(*c*) in the case of children's programmes, remarks derogatory to good morals and clean living.

450. Unfortunately, however, from the evidence submitted to us, these rules have been more honoured in the breach than in the observance in quite a number of cases, and warnings have not had the desired effect. There has even been reluctance to cease the broadcasting of banned songs, and one station went so far as to include one of them in a children's community singing session. Another conductor had the effrontery to misuse the privilege of his position at the microphone to broadcast a most offensive gibe at the efforts of the authorities to safeguard the minds of the people from indecency. He did not hesitate to associate the name of God with his outburst in a most unbecoming manner. After narrating some anecdote or other, he announced in sarcastic solemnity—" It's not very funny ; but, my God, it's pure ".

451. We share the indignation of the witnesses who brought this and other reprehensible conduct to our notice. An idea of its potential harm can be formed from the conservative estimate that there is an audience of hundreds of thousands of listeners during a certain session in which indecency has been featured.

452. As to corrective measures, legislation cannot of course change immoral mentality in an individual, but it can prevent that individual from using facilities for the propagation of national degeneracy. At present the only power conferred on the administration to deal with the evil is revocation of the station's licence—a drastic action which has never been exercised for this purpose and which would penalize the whole of the station staff through the delinquency of one or more employees.

453. In evidence given on behalf of the Federation, it was suggested that the offending broadcaster should be banned from the microphone for a period of years. That, too, in our opinion might be unduly drastic for a minor offence.

454. It was also suggested by the Federation that items to which objection might be taken should not be included in programmes until after a certain hour of the night. We entirely disagree with this idea. The time suggested would be most harmful to adolescent youths and girls who would probably hear these items at dances and other places of amusement. Our view is that if an item is objectionable, it should have no place in a programme at any time, and point (*c*) above in the Federation's code, which bans remarks in children's sessions " derogatory to good morals and clean living ", might well be extended to all sessions.

455. We are of opinion that the objective can only be satisfactorily attained by the adoption of a more rigorous policy, by imposing penalties on the individual offenders and by making one authority responsible for the application of that policy to all the broadcasting services. Up to the present, the Post Office authorities have not acted as firmly as they might have in many cases ; nevertheless, as a uniform interpretation of policy in this important matter is essential, we are of opinion that the Postmaster-General's Department is the most appropriate authority to administer our recommendations. These apply to both the national and the commercial services and are as follows :—

(1) Fines up to £50 for offences by a broadcaster and/or the official who passed the script or selected the offending record ; or

(2) Banning of the person concerned from employment in any capacity in any broadcasting service for twelve months ; or

(3) In cases of persistent unwillingness to conform to the required standard, banning of the person concerned from employment in any capacity in any broadcasting service for all time.

456. As it is conceivable that there will be differing opinions as to the propriety of particular broadcasts, we recommend that all complaints be referred by the Postmaster-General's Department to the A.B.C. Advisory Committee of the State concerned, whose report should be awaited before action is decided upon, unless the broadcast is so obviously objectionable as to call for immediate action by the Department.

457. We also recommend that the Department should arrange for occasional recordings of certain broadcasts in order that conclusive evidence may be available in cases where it may be considered necessary to have such evidence.

PART VI.—GENERAL QUESTIONS.

Free Licences.

Schools.

458. The weight of evidence of competent witnesses on the subject of broadcasts to schools points to increasing recognition of the value of this educational medium as an auxiliary to the work of the teacher, and there can be little doubt that it would be more extensively availed of if free licences were given to all schools.

459. In evidence against the concession it was contended that the issue of free licences by the Commonwealth would be tantamount to subsidizing education. It would appear, however, that if the decision were unfavorable on that ground it would not be consistent with the Commonwealth's attitude in other activities which it administers. For instance, it could be held that the cheaper charges made by the Commonwealth for the mailing of books and printed matter also subsidize education ; that the half telephone rates granted by the Commonwealth to charitable institutions under the jurisdiction of the State Governments subsidize charity ; and that the comparatively low rates charged by the Commonwealth for press telegrams and for the mailing of newspapers subsidize the advertising business.

460. In considering the question of free licences for schools, it should not be overlooked that probably most of the pupils' parents have already paid a licence-fee to use a receiving set in their home. It does not seem reasonable to call upon them to contribute to the use of another set for their children at school, particularly when it is remembered that the school set would only be used for a comparatively short period. School broadcasts are necessarily brief and intermittent. Moreover, the schools are closed for an aggregate period of about five months throughout the year, taking into account Saturdays, Sundays and holidays. For this reason, even if a free licence were not conceded, it does not appear equitable to charge a school the same fee for school broadcasts as an ordinary listener pays for the use of a receiver not only for all types of programmes but for every day and every night of the year.

461. We suggest that the signs in recent times of an awakening sense of duty to discharge enthusiastically the obligations of social justice make it opportune for the Commonwealth to refrain from imposing this additional burden, small though it is, on parents who have children to rear and educate, and who incidentally are already in this way contributing generously and self-sacrificingly to the nation's welfare.

462. Our recommendation is that free licences be granted in respect of the receiving set or sets in different class-rooms of all registered schools, whether State, denominational, public or private, or, at least, in respect of such registered schools as have less than 50 pupils ; provided that the school authority concerned supplies a statutory declaration to the effect that within a period not exceeding three months after the granting of the licence the school will commence and continue to receive school broadcasts regularly by means of the set or sets in respect of which application for a free licence is made.

Invalid and Old-age Pensioners.

463. Evidence has been placed before us in support of the case for the issue of free licences to invalid and old-age pensioners who are living by themselves.

464. Against the granting of the concession, the following considerations have been put forward :—

(*a*) The Commonwealth has largely followed the practice laid down by the British Government to grant free licences only to persons who are blind. Other applications have been received for free licences (schools, charitable institutions, hospitals and incapacitated soldiers).

(*b*) There is no administrative difficulty in granting a free licence to the blind, because the Commonwealth relies on a medical certificate and because a blind person is invariably in receipt of a pension. On the other hand, there are 340,000 invalid and old-age pensioners, and assuming that only 10 per cent. of them are living alone it would be necessary to examine 34,000 individual cases. Admittedly, it often happens that a man and his wife are both receiving a pension, so that only one licence would be required in such cases.

(*c*) The licence-fee works out at less than 5d. a week, and a scheme has been introduced whereby a listener can purchase postage stamps, attach them to a card and tender the card in payment when the licence is to be renewed. The amount involved is so small that it could not be considered a hardship if the person concerned has been able to afford to buy a receiving set.

465. After examining the evidence in favour of the concession, we have reached the following conclusions on the foregoing objections :—

(*a*) The Commonwealth licence-fee is £1 at present. The British Government fee is only 10s. Apart from that aspect, we consider that the question should be determined from the point of view of social justice, in the administration of which we suggest there is no reason why Australia should not give a lead in this, as it has already done in other domains of social reform.

(*b*) We recognize the administrative simplicity of granting a free licence to a blind person in comparison with the difficulty of securing evidence that a similar concession to a pensioner is justified ; but we are inclined to think that the difficulty could be overcome with the co-operation of the Pensions authorities. The latter require pensioners to fill in a form annually as evidence that there has been no change in their circumstances justifying an alteration in the amount of pension. It should be a simple matter to arrange for this form to embody provision for an answer to the question whether or not the pensioners are living alone. The accompanying declaration as to the accuracy of the information supplied could generally be accepted. In order to avoid the cost of a general investigation at the outset, consideration of each application for a free licence could be deferred until the next time arrives for the particular pensioner to normally fill in this form for pension purposes.

(*c*) In regard to the third point, a fee of £1 may not appear high when expressed in terms of 5d. a week, but it is conceivable that even this would involve hardship on a pensioner living alone and finding himself in the position of having to make ends meet on 23s. 6d. a week, after having been accustomed to, say, £5 a week. The majority of present-day pensioners had to earn their living under the conditions of social insecurity and discomfort, if not hardship, which prevailed in their time. Their fellow-Australians are indebted to them for paving the way to the evolution of improvements in wages and working conditions which the workers enjoy to-day. It needs little imagination to visualize what a boon the broadcasting services are to them and what sacrifices they would make to purchase a receiving set on time-payment, if relatives or friends did not come to the rescue by making them a present of one. To give them a radio licence concession in their declining years would not only be a gesture of appreciation, but in our opinion a just recognition of their claim to participate, without undue encroachment on their meagre resources, in the enjoyment of a modern amenity of life, to the development of which they indirectly contributed by their general services to the community before age or ill-health took toll of their vitality.

466. We therefore recommend that free licences be granted to invalid and old-age pensioners who are living by themselves, and that the Postal and Pensions authorities collaborate with the object of devising the most economical means of obtaining the necessary declaration without costly inspections to determine the cases in which the issue of a free licence is justified in accordance with our recommendation.

467. If the granting of a free licence is considered to be too high a concession, then, as an alternative, we recommend that half the ordinary fee be charged.

468. In regard to the question of free licences to other people, the position is that we extended a general invitation to all organizations and persons interested in radio to tender evidence to us, and as no representations were made to us in favour of free licences to other than schools and pensioners, we are unable to express an opinion on the merits of other cases in comparison with the claims of schools and pensioners to the consideration we have recommended.

Charitable and Patriotic Activities.

469. It is impossible to estimate the full value to the nation of the patriotic and charitable appeals made by the national and commercial stations, although an indication is given by the director of a recent Commonwealth Loan that the efforts of the commercial stations must have brought in £1,000,000. In regard to direct receipts for patriotic purposes, we find that the Commission raised £3,947 by war fund orchestral concerts in 1939–40 and £1,837 in 1940–41. The commercial stations estimate that since the outbreak of war they have secured for patriotic purposes about £272,000. In Victoria, for example, a "Radio Party Drive" gained £10,000 for the Red Cross; an effort on behalf of the Australian Comforts Fund £11,000; while a special appeal for the replacement of the H.M.A.S. *Sydney* in one night between 8.30 p.m. and 2 a.m. raised £13,500.

470. For this inquiry, the commercial stations have compiled a list of their patriotic and charitable efforts. These have produced results which deserve to be widely known and appreciated. The following is a selection from the many appeals which have produced returns of over four figures. Unfortunately, lack of space prevents the presentation of a complete list of worthy and successful efforts made, not only by large city stations, but by those in country areas.

	£
2CH Sydney.—Red Cross appeals 1940	10,292
2GB Sydney.—Community efforts	6,000
10,400 men billeted for 25,000 days at an estimated cost of	6,000
2KA Katoomba.—War Savings Certificates Drive	32,000
Bush Fire Appeal	3,000
2WG Wagga.—X-ray for Base Hospital	2,500
Active Service Comforts Fund goods valued at	2,750
3AW Melbourne and twelve associated stations.—	
Lord Mayor's Bush Fire Appeal	13,780
Lord Mayor's Bombing Appeal	2,592
3DB/3LK Melbourne.—Four beds supported in Children's Hospital for last ten years	
Woollens raised in eleven years	33,000
"Bonehead College" competitions conducted for hospitals, churches, &c.	16,000
Direct appeals for—	
St. Vincent's Hospital	7,014
Red Cross	6,726
Blamey House	3,080
3KZ Melbourne.—New Austin Hospital Appeal.	10,000
Red Cross Christmas Day Appeal	5,000
3SR Shepparton.—Bush Fire Appeal	4,000
4BC Brisbane.—Appeal for Trainer Planes for R.A.A.F.	1,692
4BH Brisbane.—Bush Fire Appeal	over 4,000
4MK Mackay.—London Relief Appeal	over 4,500
5AD, 5MU, 5PI, 5SE Adelaide.—Crippled Children's Home	5,000
6PR, 6TZ Perth.—Founded Western Australian Spitfire Fund amounting to	8,089
7BU Burnie.—Collections since 1937 for war and other charities	5,029

471. In addition to these patriotic and charitable efforts, the commercial stations provide much free time to recruiting and war loan appeals and to other patriotic or charitable needs which do not bring in direct returns through the stations. The commercial stations throughout Australia made an estimate of the time donated to such objects during the month of June, 1941, and placed its value at £21,496.

Local Talent.

472. In another section of this report we have recommended that all broadcasting stations should be compelled to include a quota of Australian compositions in their programmes with a view to encouraging Australian talent and developing cultural tastes. To date, the works of Australian musical composers are few and of little classical consequence. Australian artists, on the other hand, have won world-wide fame and their names are almost universally known throughout the land.

473. It is to be expected that with the ever-increasing popularity of broadcasting and the improvement in musical tastes and appreciation that must flow from it, more names will be added to those that have already added lustre to their native land. Unfortunately, however, there is widespread feeling that broadcasting has not been the aid to latent talent that could be reasonably expected of it. Complaints of various kinds reached us and we heard several witnesses who

charged both the A.B.C. and the commercial stations with failures of various kinds. That the A.B.C. and, to a lesser extent, the commercial stations have done much to instil a love for good music is beyond question and is worthy of much praise. That individual artists have reason to feel aggrieved in regard to their treatment by the various authorities is also true. The spotlight of investigation directed to some aspects of the audition system revealed weaknesses that must be corrected without delay. The Joint Parliamentary Committee can help in the work of perfecting the method for discovering and encouraging the singers and the instrumentalists of the present and the future.

Announcers.

474. Amongst those vexed questions that gave us considerable concern was that of announcers. The A.B.C. representative told us that out of 450 applicants for positions as announcers only two were adjudged suitable for training. It seems incomprehensible that only such an insignificant proportion of our young people could be fit to be employed as announcers over the national broadcasting network. We were further told that it was more a lack of capacity to properly pronounce place names and the language generally that caused the failure of most of these people.

475. The representative of the commercial stations, on the other hand, said his system had little difficulty in filling similar vacancies. Whatever the cause, Australian educationalists have an added responsibility, now that broadcasting is so much a feature of the every day life of the nation, to ensure that there shall be no lack of fully qualified persons to fill any position in the broadcasting world. Slovenly diction and faulty pronunciation surely should not continue to exist in a country that prides itself on its educational systems, which have existed now for nearly 80 years. From several witnesses there came objections to what is probably incorrectly called the " Oxford accent " of certain announcers. We are assured that the A.B.C. does not encourage or tolerate affectation of speech and desires that every announcer should speak naturally and without any aping of any one else's style or individuality. We feel that the criticisms that have been levelled at this aspect of the A.B.C.'s work will have a diminishing validity and importance as more and more young Australians enter its service and win positions of executive responsibility and control.

Technical.

Frequency Modulation.

476. One of the great problems that face the Administration is the allocation of wave-lengths for stations—there being a waiting list of 695 applicants. Practically speaking, the whole of those available have been allotted or set aside for a specific purpose.

477. Evidence given discloses that the difficulty can only be overcome by sharing the wave-lengths now operating, restricting and sharing the times of operation, or by restricting power and, as far as possible, limiting the areas to be covered by individual stations.

478. However, a new system has been evolved, known as frequency modulation, that may in the near future completely solve this problem. Evidence shows that this system is now applied in a moderate way in the United States of America, and, but for the war, may have been operating in Australia.

479. Unfortunately, new types of transmitters and receivers will be necessary for those desiring to utilize this new method of transmission. Listening sets in the future will probably make provision for this by covering the three bands—short, medium and frequency modulation. (These sets are available to-day.) This system claims that many hundreds of additional wave-lengths will be made available for new stations.

480. However, we do not attempt to prophesy what will happen in radio development in the future, nor do we propose in this report to cover the technical difficulties that lie in the way of future expansion in radio. We recommend that no licences for frequency modulation stations be issued until a full investigation has been made by the proposed Parliamentary Standing Committee.

Television.

481. Radio broadcasting brought revolutionary changes to the life and habits of the human race, and television is another stage in its development. It brings a picture to the eyes of the listener where previously the ear alone received the description of an event. Because of this fact a new set of human reactions is brought into play, and therefore great caution is necessary in considering the introduction of television as a public utility or service.

482. The technical development of television has passed the experimental stage. A service was operated in Britain, United States of America, and other countries, but was looked upon as a luxury rather than as a necessity. We are of the opinion that much development is

necessary before its introduction should be authorized, and we recommend that no station be permitted to adopt it until the matter has been further considered by the proposed Parliamentary Standing Committee.

Facsimile.

483. This is another development in radio and has to do with sight rather than sound. Television also does this, but it brings to the listening set a transient or fleeting picture, while facsimile produces on the listening set an " exact copy " or " facsimile sheet " of the words or the pictures broadcast from the studio. Television produces a fleeting or " motion " picture ; facsimile produces a " lasting picture " and the " printed word ", which remain as a record on paper or other substance.

484. Newspapers to-day can reproduce pictures brought to them by facsimile. The possibilities of this new science are great indeed, and the future may bring revolutionary changes. Facsimile is being used between Sydney and Melbourne and for the transmission of pictures. These appear in the press from time to time.

485. The signals constituting facsimile transmission can be sent over any existing broadcasting station, national or commercial. At the transmitting station a picture-sending attachment is switched on in place of the regular microphone. At the listening end, a picture-receiving attachment is connected to the listener's radio receiving set. The pictures can be sent during the late night hours after the ordinary programmes have ceased, and the pictures or other facsimile matter are available in the morning.

486. Experimental transmissions have already been sent over Australian broadcasting stations. The difficulties so far experienced have not been technical, but rather surround the matter of arranging a service of suitable matter to transmit. We are informed that, as the types of emission from radio stations are already governed by International Convention, the matter of control of facsimile emission is adequately covered by existing machinery.

487. As in the case of frequency modulation and television, we recommend that no station be allowed to introduce a facsimile service until the proposed Parliamentary Standing Committee has investigated the question and submitted a report to Parliament.

Copyright.

Historical.

488. According to evidence submitted to us, the copyright situation in relation to broadcasting is briefly indicated hereunder.

489. Before 1886 there was no international convention providing for copyright. The only protection composers and authors could secure was through domestic legislation and treaties with other countries which gave to the composers and authors in the signatory countries reciprocal protection.

490. In 1886 a conference was held in Switzerland, which resulted in the signing in 1887 of a convention now known as the Berne Convention. The parties to this convention were most of the European countries, but the United States of America was not a party to it. Great Britain signed it on her own behalf and on behalf of the Dominions. The object of the convention was to protect composers and authors.

491. In 1896 another conference was held in Paris to overcome certain difficulties that had manifested themselves.

492. The next convention was the Berlin Convention of 1908. Great Britain was a signatory. Following this convention, the Parliament of Great Britain passed a statute which specifically provided that the Dominions were not bound unless they so elected.

493. In 1928 a conference was held at Rome which resulted in the signing of the Rome Convention. Canada and Australia, as they had become parties to the convention, were represented in their own right. At this conference the question of protection for composers and authors against radio presentation was discussed. Some countries desired to extend the definition of " public performance " to embrace broadcasting.

494. The question of control over composers and authors also arose. Certain countries desired express provision to reserve to the Parliaments of the Copyright Union countries power to reconcile the author's rights with the public interest. The opponents of this suggestion contended that the convention dealt with private rights, and that the right to control abuses was already vested in the Parliaments of the signatory countries. The Rome Convention of 1928 was ratified in Australia as from 1st January, 1935.

495. An amendment to the Canadian Copyright Act was passed in 1931. It requires that each association claiming copyright must file with the Minister at the copyright office lists of all works in which copyright is claimed by the association and also a statement as to the fees to be paid for the granting of a licence in respect of the public performance of the work. This Act also empowers the Minister, after an investigation and report by a commissioner, to revise or otherwise prescribe the charges if he is satisfied that they are unfair. The Canadian Act requires the filing annually of a copyright list, but it has been found impracticable to do so.

496. In 1933 Mr. Justice Langer Owen was appointed a Royal Commissioner to report on performing rights in Australia. After his report the question of arbitration arose, and in 1933 the Commonwealth Copyright Act was amended to provide for voluntary arbitration.

497. In 1935 a Parliamentary Broadcasting Committee in England furnished a report—the Ullswater Report. This Committee was of the opinion that where a dispute arose it should be settled by voluntary arbitration. Where an agreement as to arbitration could not be reached, the Committee recommended that the question should be settled by a tribunal appointed by Parliament.

498. In 1935 Judge Parker was appointed a Royal Commissioner by the Canadian Parliament to inquire into copyright.

499. There was to have been an International Copyright Convention in Belgium in 1936 but it was postponed until 1940. Owing to the World War the convention was not held.

General Performing Rights.

500. In almost every country to-day there is established a performing rights association, whose objects and aims are to fix royalties payable on copyright works and to collect the fees for distribution to the owners of the copyright, namely, the composers entitled to financial recognition from those who use their works publicly.

501. In England there is the Performing Right Society; in Australia and New Zealand the Australasian Performing Right Association; in Canada the Canadian Performing Right Association; in the United States the American Society of Composers, Authors and Publishers; and recently there came into existence another organization in the United States known as Broadcast Music Incorporated. All of these organizations are of comparatively recent origin.

502. A.P.R.A. is an association limited by guarantee and was incorporated in 1926. It consists of 15 members and 300 Australasian composers and authors who are classed as associate members. The Association is an agency for protection of the rights and interests of the owners of copyright for the public performance of their works.

503. With the development of broadcasting the activities of these performing right organizations have substantially increased. They claim copyright in some 2,000,000 works on behalf of the owners and, with certain exceptions, they demand a fee for every public performance of such works.

504. We inspected the offices of A.P.R.A. and were afforded every opportunity of noting its system of operation and the method of distribution of the fees collected.

National Stations.

505. After the A.B.C. took over the national stations from the Australian Broadcasting Company in 1932, negotiations were commenced with A.P.R.A. as to the fees payable by the Commission for the use of the Association's works.

506. Mr. Justice Owen reported that the A.B.C. had offered A.P.R.A. 5 per cent. of its total revenue. Evidence was also given concerning the payments by commercial stations. His Honour stated that a payment of 6 per cent. of the Commission's revenue would be reasonable and fair.

507. A dispute arose as to the interpretation of the term "revenue". A.P.R.A. claimed that it meant 6 per cent. of the licence-fees paid. The A.B.C. contended that it meant 6 per cent. of the Commission's share of the licence-fees, approximately one-half of the amount claimed by A.P.R.A. The A.B.C. offered A.P.R.A. 6 per cent. of its revenue, but the offer was not accepted.

508. Eventually, in July, 1934, an agreement was reached providing for the payment of £27,000 by the A.B.C. to A.P.R.A. This was equivalent to 10.8 per cent. of the Commission's revenue, or 1s. 4d. per licence. This amount was for the year ended 30th June, 1933. For subsequent years the amount payable was to be £27,000 plus 6 per cent. of all licence revenue in excess of £250,000. This arrangement meant that as the years passed the rate per licence would fall.

509. In May, 1935, the Commission gave notice to the Association of the termination of the agreement and subsequently suggested that as an acceptable decision had not been reached the matter should be settled by arbitration. That was in December, 1935. The Association questioned the need for arbitration, but finally consented provided that the award should be for not more than one year.

510. It was arranged that the Commission would draft the deed of submission. This was done and the deed was delivered to the Association in May, 1936. In January, 1937, A.P.R.A. suggested the abandonment of the proposed arbitration. The deed had not then been returned to the Commission, but it was eventually returned on 1st June, 1937, the delay having been mainly due to other negotiations in connexion with the cinema business. The Commission protested at the long delay, gave notice of the termination of the existing arrangements, and intimated that from 30th April, only 5 per cent. of the licence revenue would be paid. A.P.R.A. refused to accept payment at this rate, and in September, 1937, issued a writ claiming £18,000 for outstanding payments. The writ was never proceeded with ; the case was never set down for hearing.

511. The agreement to go before the arbitrator was not signed until October, 1937, the intention being that the award would fix the rates payable for the year 1938. The proceedings commenced in February, 1938, and concluded on 30th April, 1938, Mr. R. C. Teece, K.C., being the arbitrator.

512. It was decided that the A.B.C. would pay at the rate of 6d. per licence.

Commercial Stations.

513. The commercial stations are satisfied with the agreement which they have entered into with A.P.R.A. for five years from the 1st January, 1940. The gross amount paid last year was approximately £30,000, equivalent to about 6d. per licence. The payments are made, not on a licence basis, but on a performance rate per item for each station, depending on its locality and its financial soundness. The amounts vary from ½d. in the case of a small struggling country station to 4d. per item paid by the larger and more financially sound stations in Sydney and Melbourne.

514. Last year the A.B.C. and the Federation of Commercial Stations each paid approximately £30,000 to A.P.R.A., so that the combined payment is about 1s. per licence. The Federation is satisfied with its agreement with A.P.R.A. and does not wish to be associated with the A.B.C. in arbitration proceedings designed to determine the question of a general performing right fee which might be shared between the national and the commercial stations. A.P.R.A. is also opposed to such proceedings on the ground that there is no dispute between the Association and the Federation.

515. The A.B.C., however, is far from satisfied and desires the fixing of an Australian rate, such rate to be apportioned equitably between the national and the commercial stations. In this connexion it is noteworthy that while the A.B.C. was considering further arbitration proceedings A.P.R.A. and the commercial stations entered into a new agreement, so that the arbitrator would only be concerned with the amount payable by the Commission. This had the effect of postponing the fixing of an Australian rate which the A.B.C. claims is the only equitable method of arriving at the correct payment by Australian broadcasters to A.P.R.A.

516. There are 128 stations, national and commercial, in Australia, and it is held to be immaterial whether these stations belong to one system (as in England) or two systems (as in Canada) or to a multiplicity of systems as in the United States of America, as the audience is the chief consideration.

517. The A.B.C. contends that although two systems of broadcasting, one national and the other commercial, are operating in this country, this is not an acceptable reason for the payment of a much higher rate than that fixed in other countries. It has been claimed that if broadcasting were nationalized and only one system operated, as instanced in the case of the British Broadcasting Corporation, the continuance of the present double payment would not be justified. The audience would be the same and A.P.R.A.'s service would not be increased.

518. In New Zealand, where there are two systems, although both are nationally owned, one joint fee of 7½d. per licence has been paid to A.P.R.A. during the last three years.

519. Canada, like Australia, is a large sparsely populated country with approximately the same number of listeners. Australia has 99 commercial and 29 national stations, whereas Canada has 120 commercial and 40 national stations. Investigations have been held in Canada as to the fee payable by the Canadian Broadcasting Corporation and the commercial stations. A Royal Commission was presided over by His Honour Judge Parker in 1935. After a protracted investigation the joint fee was fixed at 8 cents per set, equivalent to 6½d. Australian, after allowing for the respective ratios of use of copyright in the two countries.

520. The Canadian Copyright Appeal Board, which had been constituted, has held investigations annually, and at each inquiry the Canadian Performing Right Society sought an increase in their fee. The 8 cents rate was still in force in 1941, when a dispute arose in the United States of America, as a new performing right society had come into existence called Broadcast Music Incorporated, which holds the copyright control over a number of items. As the United States of America stations are listened to by Canadians, this fact apparently influenced the Canadian Copyright Appeal Board in granting a fee of 1 cent per set to Broadcast Music Incorporated and continuing the rate at 8 cents per set to the Canadian Performing Right Society.

521. In most other countries of the world there is only one system of broadcasting, either national as in Great Britain, or commercial as in the United States of America.

522. A.P.R.A. claims copyright in approximately 2,000,000 items, but in Canada, where the list of works must be filed in the Copyright Office, the Canadian society has only registered 160,000, and in the United States of America the corresponding society has issued a list of approximately the same number, which shows how impracticable it is to compile the information.

523. Our recommendations are that—

(*a*) there should be one Australian fee payable by the A.B.C. and the Federation of Commercial Stations shared in proportions to be determined ;

(*b*) the fee should be fixed by agreement ;

(*c*) if the parties are unable to agree, then the matter should be referred to an arbitrator to be agreed upon by the parties.

(*d*) if the parties are unable to agree upon an arbitrator, then he should be appointed by the Governor-General in Council.

524. We further recommend that the terms of reference to the arbitrator should stipulate—

(*a*) The fixing of a fee that is fair and equitable.

(*b*) The settlement of the proportion of the fee to be paid by the A.B.C. and the commercial stations.

(*c*) The period covered by the award.

525. It may be argued that the fixing of an Australian fee will mean a reduction in the amount payable to A.P.R.A. and in consequence a reduction in the amount available for distribution to composers. We have dealt with this aspect in a further recommendation.

526. In our investigation of A.P.R.A.'s records we were surprised to find that the largest amount paid last year by A.P.R.A. to one of Australia's most prolific and popular composers was under £100. The greater portion of the fees collected in Australia went to various publishing houses. These publishers have agreements with composers, examples of which were shown to us.

527. Mr. George Sutherland, Managing Director of Allan & Co. Pty. Ltd., Melbourne, and a Director of A.P.R.A., said in the course of evidence—

With regard to who gets the money from performing rights, the suggestion has been put forward that it all goes to the publisher. I can say very definitely that as far as my firm is concerned, it is many years since we bought compositions outright. Everything we publish provides for the composer receiving 50 per cent. of all fees—performing, records, sound films or from any other source and even in those cases where we bought outright, in accordance with the rule laid down by A.P.R.A. the composer still shares to the extent of 50 per cent. in the fees we collect. With oversea firms the percentage we receive varies from 10 per cent. to 50 per cent.

I know that the rules of the Performing Right Society (England) provide for the composer receiving two-thirds and the publisher one-third. I do not think this is a fair division. The amount that the composer receives is net whereas out of the share the publisher receives he must provide for his overhead and all the risks attendant on this most hazardous of businesses.

528. Mr. Ernest Lashmar, Manager for Australasia of Chappell & Co. Ltd., Sydney, and the representative of the Performing Right Society, London, on the Board of A.P.R.A. and Chairman of Directors of A.P.R.A., said in evidence—

Several times it has been said to this Committee that composers sell their works outright. In my forty odd-years' experience of music publishing I do not know of one instance with my firm where a composer sold his work outright. Rather, on the other hand, I recall that in connexion with a song that was extremely popular a generation ago entitled "Un Peu d'Amour"—"A Little Love, A Little Kiss"—a composition of Silesu published by Diodet of Paris, the Managing Director of Chappell & Co. Ltd., London, at that time Mr. William Boosey, obtained the British rights from Diodet upon a royalty basis. Afterwards learning, when the song became successful in England, that the composer had sold his English rights outright to the French publisher and was not receiving any sheet music royalties, Mr. William Boosey voluntarily agreed to pay Silesu, the composer, a royalty of, I think, 2d. or 3d. per copy, in addition to the royalty Chappells were already paying the French publisher.

529. Mr. Lashmar also said—

I would like here to refer to a matter which has been raised by one of the members of this Committee and that is whether or not the performing rights in musical compositions are bought outright by publishers. That question was asked of Mr. Cleary. I would like to further develop the answer. It is true that under the law a composer cannot be prevented from selling all rights in his work, but on the other hand you can take it from me, gentlemen, that this is not the practice. Far from it. The Performing Right Society, London, has laid it down that its composer members must receive their share of performing fees. Chappells, in common with other publishers, when the Performing Right Society was formed in London, loyally abided by the conditions arrived at by the Preliminary Committee forming the Performing Right Society that publishers' catalogues, even though the various works had been acquired without reference to performing rights, must be assigned to the Society and the condition satisfactorily observed that the composer is to receive a share of the fees, notwithstanding that he, the composer, had already assigned his works to the publisher.

Australian Composers.

530. The greater portion of the moneys paid by Australian broadcasting stations to A.P.R.A. is remitted to owners of copyright who reside abroad. A.P.R.A. is not concerned as to the country of origin of music broadcast in Australia as they collect fees for all copyright owners overseas as well as Australians. At the present time less than 1 per cent. of the music broadcast in this country is the work of Australian composers, and because of the fact that broadcasting stations in Australia mainly broadcast the works of overseas composers, we have recommended in paragraph 330 that 2½ per cent. of the music broadcast by stations in Australia should be the works of Australian composers. We are of the opinion that if such a percentage is imposed it will not only give encouragement to present composers in this country but will also stimulate other Australians to develop their latent talent, thus building up an Australian repertoire, which is so highly necessary if a truly Australian musical culture is to be developed.

Recorded Performing Rights.

531. Recorded music comprises a large proportion of the programmes of broadcasting stations and the high fidelity of the recordings of to-day enables the peoples in all countries to hear programmes of a very high merit.

532. The party or parties owning the copyright in the works collect a fee for their public performance. The broadcasting of a recording of copyright work is a public performance and the owner of the copyright is therefore entitled to his fee.

533. At the International Copyright Convention in 1908 the question of the copyright in a recording was discussed, and it was agreed that the signatory countries would give protection to composers against the reproduction of their works by mechanical means.

534. The Imperial Copyright Act of 1911 (section 19) made provision for the vesting of a copyright in the manufacturer of the record. This means that in the case of music, song or any other works previously copyright, immediately they are recorded another copyright comes into existence—a copyright in the record. Thus the manufacturer could, as owner of the copyright, at any time, prohibit the public performance of any or all of his recordings. Section 19 of the Imperial Act of 1911 which creates this copyright was inserted in the Act after an investigation by a Parliamentary Committee.

535. The Commonwealth Copyright Act of 1912 declared the British Act to be in force in Australia and although it has been modified in certain respects, no alterations have been made with regard to the provisions creating the copyright in the record.

536. The Chairman of the A.B.C. in his evidence made reference to the loose wording of certain sections of the Copyright Act. The British Parliament in an endeavour to implement the decision of the International Copyright Convention and to give the record manufacturer some protection, placed him in the same category as if he were an artist, or musician or author. The loose drafting of the section has given rise to doubts in the mind of some as to the existence of copyright in a recording.

537. We asked the Solicitor-General for an opinion as to whether section 19 gave to the record manufacturer a copyright in his record. He agreed that the drafting of section 19 of the English Act left much to be desired, and he also referred to the case of *Gramophone Co. Ltd.* v. *Stephen Cawardine & Co.* (1934 I. Ch. 450), in which Mr. Justice Maugham criticized the drafting of this section. In this case and in the case of *A.P.R.A.* v. *3DB Broadcasting Co. Pty. Ltd.* (1929 V.Z.R. 107) it was held that the manufacturer of the gramophone record has a copyright in the record as provided by section 19 of the British Act, this right being distinct from the right of the owner of the copyright in the music ; which means in effect that in a recorded piece of music there are two copyrights, one belonging to the composer of the music or his assignee and the other owned by the manufacturer of the record.

538. Thus, according to the foregoing evidence, the manufacturer of the record can at any time prevent the use of the recording for a public performance, but this right of the manufacturer is subordinate to that of the owner of the copyright in the musical work.

539. The representative of record manufacturers submitted to us two opinions by an Australian King's Counsel and a King's Counsel of the English Bar. Both were of the opinion that the maker of the record has a copyright in his record and the legal right to control the use of the record for public performance.

540. Notwithstanding the decisions in the above-mentioned cases and the opinions tendered to us, there appears to be some doubt as to whether the maker of a record can claim a performing fee for the public performance of the record, and we recommend that the question be examined by the Attorney-General with a view to clarifying the position.

541. The introduction of broadcasting has caused a substantial reduction in the demands for sheet music and records. Previously records were purchased by the general public for their own use ; to-day one record serves hundreds of thousands. Music comprises more than half the time of the broadcasting stations and in consequence the composer's existence is essential to broadcast entertainment.

542. We recommend that the record manufacturers be compelled to record a sufficient number of works by Australian composers to ensure that effect is given to our recommendation, above, that 2½ per cent. of the music broadcast by Australian stations should be the works of Australian composers.

Short-wave Broadcasting Abroad.

543. The question of overseas short-wave broadcasts is primarily one of imperial and national policy. We have received confidential evidence which indicates the great importance of this development. The cost of installing efficient long-range transmitters is very high, and to obtain them under war conditions is very difficult. Also, if the programme service is to be of the high standard which is essential, the expenditure must be heavy and other problems great. For example, the organization responsible for this service must secure experts who can broadcast in foreign languages and who are familiar with the countries, the outlook, and the background of the peoples to whom they broadcast. To obtain such experts in Australia is in itself a very difficult task. After the war the problem will be even more complicated, for the value of news will decline and international competition between programmes of high standard will increase. In such circumstances, the Australian Government will have to incur a very high expenditure and much will depend on whether worth-while national advertising can be developed. Indeed, after the war the proposed Standing Parliamentary Committee on Broadcasting should examine the possibility of combining national and commercial interests for overseas broadcasts.

Organization of Overseas Broadcasts.

544. The Postmaster-General's Department owns the Australian overseas transmitting stations and is responsible for the technical side of the broadcasts. Until the middle of 1941 the A.B.C. conducted the programme side of the broadcasts. For this it received no governmental assistance and had to meet the expense from its ordinary funds, which was neither just to the Commission nor to the licence-fee-paying public of the Commonwealth. Later, for reasons on which this Committee can obtain no evidence, the Department of Information took over the responsibility for programmes. In January, 1942, the Government restored the programmes to the A.B.C.

545. Under the earlier arrangement the Department of Information and the A.B.C. both used the Postmaster-General's short-wave transmitters, the former for the overseas broadcasts, the latter for short-wave transmissions to the remote parts of the Commonwealth. The transmitters were beamed differently for the two types of broadcasts and they were also beamed differently for broadcasting to various regions overseas.

546. During 1941, as noted above, the Government decided to withdraw the overseas short-wave broadcasts from the A.B.C. and to place them wholly under the control of the Department of Information. Witnesses differ as to the wisdom of this step, which involved the creation of a second broadcasting organization. In support of the change, Mr. C. H. Holmes, late Director of the Department of Information, stated—" I know something of the great reservoir of information which the Department of Information has built up and the many news channels available to it, and I consider that the Department is in a position to conduct these short-wave broadcasts in a more efficient way than any other organization which has not that reservoir of information. Secondly, I claim that the service could not be conducted more economically by any other entity because of the highly specialized organization which would have to be built up." Mr. Macmahon Ball, Controller of Broadcasting for the Department of Information, stated in

evidence that short-wave broadcasts should be under the control of the Minister in war-time, and gave his opinion that the staff of a medium-wave station is not usually suitable for short-wave broadcasts.

547. In opposition to the change, Sir Keith Murdoch, who gave us valuable information, said—" I have always believed that it was a mistake not to hand over short-wave broadcasting to the A.B.C., which has the necessary experienced staff to handle that work ".

548. The choice between these conflicting viewpoints should depend upon the type of programmes which the Government desires to build up. If the Australian overseas sessions are simply to consist of official war-time news and propaganda, written and spoken by personnel specially selected for their linguistic talents, knowledge of overseas countries, and so forth, the Department of Information may be the most suitable channel for the work. If, on the contrary, the Government has in mind the permanent development in the Pacific of an all-round Australian short-wave service including, on British, American and German lines, the broadcasting of music, drama and other cultural items which are essential to high-class and balanced programmes, it appears that the A.B.C. should control the programmes in order to avoid great duplication and expense. We consider that there is no justification for two organizations broadcasting and that the A.B.C. is best qualified to build up an all-round service, which can compare with that of leading countries abroad. Prior to the publication of this report, the Government had adopted this suggestion.

Scope of Overseas Broadcasts.

549. In July, 1941, Mr. Macmahon Ball, of the Department of Information, assumed control of the Australian short-wave broadcasts, moving from Sydney to Melbourne a staff of ten or twelve officers transferred from the A.B.C. We examined specimens of the short-wave programmes broadcast by the new organization and found items which were so unsatisfactory in material and quality as to call for immediate remedy. As the result of our representations, more satisfactory broadcasts were arranged as the Department developed.

550. Transmissions are now directed to French nationals in the Pacific, to the Dutch East Indies and to the United States of America. Efforts have been made to broadcast to South Africa. To that country the Nazis have been directing much inaccurate propaganda concerning Australia. Unfortunately, the comparatively low power of the present Australian transmitters ruined any chance of successful transmissions and counter propaganda from the Commonwealth.

551. From the French nationals in the Pacific the comments on the reception and quality of the programmes have been favorable, and good results have also been secured in the United States of America.

Reception and Coverage Abroad.

552. It is admitted that the Australian short-wave stations are at present suffering from great handicaps owing to their low power. There are, however, general disadvantages of reception, high cost of sets, and so forth which have impeded the popularity and progress of short-wave broadcasting. Idealists forecast a time when short-wave broadcasts will be received satisfactorily all over the world and at any hour of the day or night, but such a time may be years ahead. In the interval, Australian short-wave news and propaganda will achieve worth while results in far distant areas only if they are recorded and transferred to the popular medium-wave lengths of the countries which the Commonwealth wishes to reach. This is already being done as regards the United States of America. Sir Keith Murdoch, on his return from abroad quite recently, gave us very helpful information in regard to his experiences of reception of propaganda and news in the countries he visited.

553. We recommend that the Department of Information arrange for the recording of Australian short-wave news and propaganda in various overseas countries for reproduction on popular wave-lengths in those countries and for publication by newspapers in distant regions such as the United States of America. We further recommend that the Government should be responsible for propaganda for overseas through its Department of Information, and that the news section only, as distinct from propaganda, should be controlled by the A.B.C.

554. *Listening Post.*—The Department of Information has established a most valuable Listening Post, which operates a 24-hour service. Here the Post Office picks up foreign broadcasts and provides all technical services. At the Listening Post verbatim German, Italian, Japanese, United States of America, Turkish, Indo-Chinese and other transmissions are recorded—often from foreign language broadcasts. The Department prepares most useful summaries of and reports on enemy propaganda. This information is of great value to the Army, Navy and Air Force and is issued to newspapers and other organizations and individuals under restrictions of censorship. The Department has also used the material to temper its broadcasts. The Listening Post keeps it closely informed of enemy lies and propaganda, to which it replies at once.

Home Broadcasting in War-time.

555. We bring to the notice of the Government, Parliament and all authorities controlling broadcasting, the urgent necessity for banning from the air all matters which the enemy may use against the democracies. We have carefully examined the daily bulletins in which the Listening Post reproduces enemy short-wave propaganda and have found that these include many grave instances in which Berlin, Tokyo and Rome have utilized differences and difficulties within the Commonwealth for most dangerous propaganda, sometimes for world consumption and sometimes directed to special countries such as South Africa. We further draw attention to the danger of unwise statements over the commercial as well as the national stations. Many of the former have coverages extending considerable distances and almost all of them can be picked up and relayed by vessels at sea. While we have no wish to curtail unnecessarily, even in war-time, the freedom of the written or spoken word, we consider that the broadcast word lies in an entirely different category, as in many instances enemy countries have utilized Australian broadcasts within 48 hours.

556. In our opinion the Censor, or other authorities responsible, should vigorously prohibit the broadcasting from both national and commercial stations of anything which the enemy can use, such as political, party and individual quarrels and criticisms, industrial disturbances, interstate grievances and other matters which can be and have been used by the enemy. Many serious mistakes in the past induce us to recommend that, during the war, censorship on the air should be exercised over all speakers and statements, with the exception of those by or from the Prime Minister and the Leader of the Opposition. We believe that such action is necessary because we know of no other country which has, since the outbreak of war, continuously and under every Government, given world-wide broadcast publicity to its problems and differences of opinion.

CONCLUSION.

557. We desire to express our thanks to a host of correspondents who have set out their opinions on the various subjects relating to broadcasting; especially do we acknowledge the great help given to us by the Post Office and Government Departments and by the Commission and Federation of Commercial Stations.

558. We conclude our report with an appreciation of the fine service rendered by the Secretary (Mr. J. Groves) whose knowledge of the subjects and experience in connexion with broadcasting in its early stages were of the greatest value in facilitating our investigations and in the preparation of this Report.

559. We are also appreciative of the assistance given by other members of the Post Office staff whose services were specially made available.

W. G. GIBSON, Chairman.
C. W. C. MARR, Deputy Chairman.
S. K. AMOUR.
ARTHUR A. CALWELL.
A. GRENFELL PRICE.
W. J. F. RIORDAN.

560. We have signed the above Report and desire to state in amplification of our views that we believe that the whole of the broadcasting system should be nationalized. The platform of the Labour Party to which we have subscribed contains a plank to this effect.

S. K. AMOUR.
ARTHUR A. CALWELL.
W. J. F. RIORDAN.

Canberra,
5th March, 1942.

APPENDICES TO REPORT OF JOINT PARLIAMENTARY COMMITTEE ON BROADCASTING.

APPENDIX 1.

USE OF POST OFFICE LAND LINES FOR BROADCASTING PURPOSES.

CHARGES FOR PRIVATE LINES BETWEEN PICK-UP POINTS AND STUDIOS.

The charges are as follows :—

—	Annual Rental.	Remarks.
	£ s. d.	
METROPOLITAN AREAS.		
First 5 miles—		
First 20 chains ..	1 10 0	First 5 miles is calculated radially for underground cable and actually for aerial wires or aerial cable
Each additional 10 chains	0 12 6	
Second 5 miles—		
Underground cable per 10 chains	0 12 6	Second 5 miles is measured on route distance
Aerial wires or cable, per 10 chains	1 1 3	
Beyond 10 miles—		
Underground cable or aerial wires or cable, per 10 chains	1 1 3	Beyond 10 miles is measured on route distance
COUNTRY DISTRICTS.		
First 5 miles—		
First 20 chains ..	1 2 6	
Each additional 10 chains	0 7 6	
Beyond 5 miles ..	*	

* Same as for Metropolitan Lines.

Where a private line is relinquished before the expiration of three years the following surcharge is made, viz. :—

Period of Tenancy.	Additional Tariff.
	per cent.
Less than one year	30
Exceeding 1 but not exceeding 2 years	30
Exceeding 2 years	15

In many cases a private line installed for pick-up purposes is needed for a brief period only, and in these instances the terms applicable to ordinary temporary private lines are applied. That is to say, the applicant is required to defray the actual cost of installing and dismantling the service, and also pay a weekly rental which is equivalent to the charge for a permanent service, plus 50 per cent. A minimum charge of 5s. is made in any case.

Where a trunk line is used for connecting a pick-up point with a studio (National or Commercial), the ordinary basis of charging for telephone trunk line calls is applied, i.e., the tariff is calculated on the radial distance between the terminal points and the period involved. In addition, however, a special "lining up" charge is imposed varying in accordance with the type of programme to be transmitted, this being assessed at the cheap night rates for calls between the points concerned. (Please see Appendix 5.)

APPENDIX 2.

BROADCASTING RELAYS.

Year.	National Broadcasting Service.					Commercial Broadcasting Organizations.			
	Inter-state.	Intra-state.	Total.	Debited to N.B.S.	Debited to A.B.C.	Inter-state.	Intra-state.	Total.	Debited to Commercial Stations.
				£	£				£
1932	722	321	1,043	7,599	1,017	..	1,075	1,075	2,905
1933	1,078	796	1,874	18,645	1,198	..	1,604	1,604	4,070
1934	1,667	1,423	3,090	24,755	2,262	1,106	3,483	4,589	10,978
1935	2,943	2,114	5,057	27,221	2,143	1,106	3,834	4,940	9,467
1936	4,730	1,184	5,914	43,044	2,140	1,342	5,241	6,583	12,289
1937	5,721	906	6,627	51,762	2,196	1,692	5,960	7,652	15,048
1938	6,971	1,230	8,201	73,781	2,666	2,085	9,440	11,525	21,653
1939	8,421	911	9,332	101,318	1,648	2,339	9,542	11,881	18,977
1940	11,683	1,065	12,748	134,637	1,761	2,913	9,793	12,706	21,084

NOTE.—In addition to the above costs, rentals of £33,848 per annum are debited to the National Broadcasting Service in respect of permanent relay channels provided between National regional stations and metropolitan stations.

Rentals totalling £18,460 are debited to Commercial Broadcasting Organizations for permanent channels leased between metropolitan and country stations.

These channels are set out in Appendix 3.

APPENDIX 3.

USE OF POST OFFICE LAND LINES FOR BROADCASTING PURPOSES. — PERMANENT PROGRAMME RELAY CHANNELS IN SERVICE.

NATIONAL BROADCASTING SERVICE.

Terminal Points.	Route Mileage.	Annual Rental.
		£
Sydney–Canberra (2CY)	214.1	1,873
Sydney–Grafton–Brisbane (2NR)	663	5,801
Sydney–Beresfield (2NC)	113.2	990
Sydney–Cumnock (2CR)	222.3	1,954
Melbourne–Corowa (2CO)	224.2	1,962
Melbourne–Lyndhurst (VLR)—two channels ..	58	508
Melbourne–Sale (3GI)	138	1,208
Melbourne–Horsham (3WV)	196	1,715
Brisbane–Dalby (4QS)	137.42	1,202
Brisbane–Rockhampton (4RK)	411.4	3,600
Rockhampton–Townsville (4QN)	439.5	3,845
Townsville–Atherton (4AT)	232.56	2,035
Adelaide–Crystal Brook (5CK)	136	1,192
Perth–Kalgoorlie (6GF)	396.5	3,465
Perth–Wagin (6WA)	128.5	1,124
Hobart–Launceston (7NT)	123	1,076
Launceston–Kelso (7NT)	34	298
		33,848

NOTE.—In all these cases the circuits are provided without charge to the Australian Broadcasting Commission, the amounts being debited to the Post Office.

APPENDIX 3—*continued.*

COMMERCIAL BROADCASTING ORGANIZATIONS.

Terminal Points.	Chargeable Mileage.	Annual Rental.
		£
Sydney–Katoomba–Orange (2KA, 2GZ) ..	200	1,750
Sydney–Wollongong (2WL)	52.8	463
Sydney–Canberra (2CA) (part-time) ..	206.4	1,356
Sydney–Maitland (2HR) (part-time) ..	115.66	709
Melbourne–Lubeck (3LK)	175.25	1,534
Melbourne–Shepparton (3SR)	105.2	920
Brisbane–Oakey (4AK)	100.5	880
Brisbane–Kingaroy (4SB)	135	1,180
Adelaide–Crystal Brook (5PI)	120.38	1,050
Adelaide–Berri (5RM)	149 5	1,308
Adelaide–Murray Bridge–Mount Gambier (5MU, 5SE)	296.24	2,592
Perth–Northam (6AM)	74.5	650
Perth–Katanning (6WB)	183	1,600
Perth–Bunbury (6TZ)	116.65	1,020
Perth–Merredin (6MD)	165.45	1,448
		18,460

LINES FOR GENERAL USE.

In addition to the channels shown above, the following carrier programme lines, which cannot be used for traffic purposes, have been provided for use either by the Australian Broadcasting Commission or commercial interests as required :—

Terminal Points.	Number of Channels.	Route Mileage.
		£
Sydney and Melbourne	1	589
Sydney and Brisbane	1	664
Melbourne and Adelaide	1	472
Melbourne and Hobart	1	475
Adelaide and Perth	1	1,639

In these cases the charges are assessed on each occasion on the basis indicated under Section (2) of Appendix 5.

APPENDIX 4.

USE OF POST OFFICE LAND LINES FOR BROADCASTING PURPOSES.

CHANNELS USED FOR PRIME MINISTER'S BROADCAST ON 17TH JUNE, 1941.

Details of the network used, giving the distance over sections and the total channel mileage for—

(*a*) Interstate programme channels ;
(*b*) Commercial networks in each State ;
(*c*) Permanent programme lines to National Stations.

	Miles.
(*a*) Interstate programme channels	5,815
(*b*) Commercial networks—	
New South Wales	2,234
Victoria	1,435
Queensland	2,508
South Australia	915
Western Australia	926
Tasmania	314
(*c*) Permanent programme lines to National Regional stations	3,653
Total	17,800

Estimated circuit mileage of networks used for lining up—8,400 miles.

Number of National medium-wave stations	27
Number of National short-wave stations	3
Number of Commercial stations	95
Total	125

APPENDIX 4—*continued.*

(*a*) *Interstate programme channels.*

Section.	Channel.	Miles.
Melbourne–Sydney ..	Programme Channel	589
Melbourne–Sydney ..	Sydney Channel	589
Melbourne–Canberra ..	Carrier Telephone Channel	437
Grafton–Brisbane ..	Coastal Programme Carrier	213
Sydney–Brisbane ..	Brisbane 7	664
Melbourne–Hobart ..	Programme Channel	475
Melbourne–Hobart ..	Radio Link	265
Melbourne-Adelaide ..	Programme Channel	472
Melbourne–Adelaide ..	Adelaide 62	472
Adelaide–Perth ..	Programme Channel	1,639
	Total	5,815

(*b*) *Commercial networks in each State.*

Section.	Station.	Miles.
New South Wales.		
Sydney–Wollongong	2WL	53
Sydney–Katoomba	2KA	
Sydney–Bathurst	2BS	200
Sydney–Orange	2GZ	
Maitland–Cessnock	2CK	15
Wagga–Griffith	2HG	110
Goulburn–Cooma	2XL	140
Cooma–Bega	2BE	73
West Maitland–Kempsey	2KM	200
Sydney–Canberra	2CA	206
Sydney–Young	2LF	253
Sydney–Lithgow	2LT	90
Sydney–Parkes	2PK	256
Sydney–Mudgee	2MG	187
Parkes–Dubbo	2DU	73
Sydney–Newcastle	2KO	100
Newcastle–Singleton	2HR	22
Tamworth–Armidale	2AD	78
Glen Innis–Inverell	2NZ	40
Tamworth–Gunnedah	2MO	42
Lismore–Grafton	2GF	96
		2,234
Victoria.		
Melbourne–Shepparton	3SR	114
Melbourne–Bendigo	3BO	101
Melbourne–Lubeck	3LK	175
Melbourne–Sale	3TR	133
Melbourne–Warragul	3UL	61
Melbourne–Geelong	3GL	46
Melbourne–Warrnambool	3YB	118
Geelong–Colac	3CS	52
Melbourne–Ballarat	3BA	72
Ballarat–Hamilton	3HA	117
Bendigo–Charlton	3CV	73
Bendigo–Swan Hill	3SH	120
Swan Hill–Mildura	3MA	162
Bendigo–Deniliquin	2QN	101
		1,435
Queensland.		
Brisbane–Oakey	4AK	101
Brisbane–Charleville	4VL	487
Brisbane–Warwick	4WK	100
Charleville–Roma	4ZR	170
Brisbane–Murwillumbah	2MW	100
Brisbane–Lismore	2LM	148
Brisbane–Kingaroy	4SB	165
Brisbane–Maryborough	4MB	179
Brisbane–Bundaberg	4BU	230
Rockhampton–Longreach	4LG	420
Rockhampton–Mackay	4MK	220
Townsville–Ayr	4AY	70
Gordonville–Cairns	4CA	14
Brisbane–Ipswich	4IP	24
Brisbane–Toowoomba	4GR	80
		2,508
South Australia.		
Adelaide–Mount Gambier	5SE 5MU	296
Adelaide–Crystal Brook	5PI	136
Adelaide–Renmark	5RM	150
Adelaide–Broken Hill	2BH	333
		915

APPENDIX 4—*continued.*

(*b*) *Commercial networks in each State*—continued.

Section.	Station.	Miles.
Western Australia.		
Perth–Northam	6AM	82
Perth–Fremantle	6PM	12
Perth–Katanning	6WB	222
Perth–Bunbury	6TZ	117
Perth–Geraldton	6GE	308
Perth–Merredin	6MD	185
		926
Tasmania.		
Launceston–Burnie	7BU	91
Burnie–Queenstown	7QT	138
Burnie–Devonport	7AD	30
Launceston–Derby	7DY	55
		314

(*c*) *Permanent programme lines to National Regional Stations.*

State.	Section.	Station.	Miles.
New South Wales	Sydney–Newcastle	2NC	113
	Sydney–Cumnock	2CR	222
	Sydney–Canberra	2CY	214
	Sydney–Lawrence	2NR	450
Victoria	Melbourne–Corowa	2CO	224
	Melbourne–Horsham	3WV	196
	Melbourne–Sale	3GI	138
	Melbourne–Lyndhurst	VLR*	29
	Melbourne–Lyndhurst	VLR†	29
Queensland	Brisbane–Dalby	4QS	137
	Brisbane–Rockhampton	4RK	411
	Rockhampton–Townsville	4QN	439
	Townsville–Atherton	4AT	233
South Australia	Adelaide–Crystal Brook	5CK	136
Western Australia	Perth–Wagin	6WA	128
	Perth–Kalgoorlie	6GF	397
Tasmania	Hobart–Kelso	7NT	157
			3,653

* 1 Transmitter. † 2 Transmitters.

APPENDIX 5.

USE OF POST OFFICE LAND LINES FOR BROADCASTING PURPOSES.

CHARGES FOR TRUNK LINES USED FOR RELAYING PROGRAMMES.

(1) *Where Lines are Required Permanently.*

Tariff—

£8 15s. per mile per annum computed on the route distance of the circuit.

Period of Agreement—

Twelve months, as a general rule. Rental for the first six months is payable in advance and thence monthly or quarterly in advance at the option of the lessee.

Morse Order Wire—

In most cases a morse order wire is also leased for monitoring purposes, the rental being £50 per annum.

Remarks—

The standard basis of £8 15s. per mile per annum was fixed by the Post Office following on a careful study of the average annual charges which the Department must meet in regard to interest on the capital outlay, maintenance and depreciation.

APPENDIX 5—*continued.*

(2) *Where Lines are Required for Short Periods Only.*

Tariff—

The ordinary basis of charging for telephone trunk line calls is applied, i.e., the tariff is based on the radial distance between the terminal points, the period involved, and the type of programme to be transmitted, i.e., as the greatest amount of care is necessary to prepare a channel for a music transmission, the additional lining-up fee in this case is higher than for, say, race descriptions where speech only is involved.

Features—

The principal features of the present tariff are as follows :—

(i) The charge for the use of the trunk line circuits during the actual programme transmission is calculated in accordance with the appropriate trunk line rates prescribed by Telephone Regulation 138 (please see Appendix 6).

(ii) The charge for the channel time occupied, and for the work involved, in lining up, monitoring and restoring the circuit is based on the use of a trunk line for the appropriate fixed periods shown in Appendix 7, and assessed on the tariff applying during the cheap night rate period for trunk line calls, i.e., from 9 p.m. to 7 a.m., irrespective of when the work is actually performed.

(iii) In all cases the charges referred to in (i) and (ii) are based upon the occupancy of one channel only between the points concerned, although more than one channel may be diverted from traffic.

(iv) A splitting fee of 2s. 6d. per receiving studio in excess of one is applied where a relay is received by more than two stations, irrespective of the duration of the relay ; and

(v) Special charges are not imposed for the time of mechanics engaged in lining up and restoring trunk line circuits or for monitoring programme transmissions, notwithstanding that in some cases it is necessary to pay overtime rates to officers who are required after the normal business hours.

Splitting Fee—

The splitting fee of 2s. 6d. mentioned above was introduced in May, 1941, consequent upon a review of the charges in the light of present day conditions. Originally the fee was 2s. 6d. for each five minutes with a minimum charge of 10s. and a maximum of £1, this being replaced in May, 1938, by a schedule which provided for a fee of 1s. 3d. for each five minutes with a minimum of 5s. per station and a maximum of 10s. per station for any single relay.

From time to time the Commercial broadcasting interests have asked for permission to arrange splits of incoming programmes in their own studios in order to obviate the payment of the splitting fees which amount to a considerable sum annually where a station participates in frequent relays. These requests have been declined, however, because it is felt that in the interests of efficiency it would be inadvisable to agree to any plan whereby a relay to a number of stations could be seriously interrupted through the failure of equipment or faulty operation in one Commercial station.

Method of assessing Charges—

Where two broadcasting stations, or one broadcasting station and a pick-up point, only are involved, the tariff for the use of a trunk line is determined on the radial distance between the terminal exchanges as a general rule. If, however, the transmission between two country centres involves the use of channels other than on a direct route between the points concerned the tariff is calculated on the radial distance between the transmitting station or pick-up point, as the case may be, and the exchange at which the necessary cross-connexion of trunk lines is made, and between that exchange and the receiving station.

Where a programme is relayed to a number of broadcasting stations, the method of assessing the charges is determined by the arrangements for splitting the transmission to those stations. The general principle is that the charges should be calculated on the radial distances between splitting points and the exchanges to which each broadcasting station served separately therefrom is connected.

In each case the total charges for relay facilities are debited to the originating station irrespective of the number of stations participating in the particular programme. No station is permitted to take the relay without the prior consent of the originating station.

Accounts—

Monthly accounts are rendered to Commercial broadcasting organizations in respect of the charges for relay facilities. In each case details are furnished showing the period of the relay, the stations concerned and the charges. The responsibility for distributing the costs between the various stations rests with the broadcasting station concerned.

APPENDIX 6.

USE OF POST OFFICE LAND LINES FOR BROADCASTING PURPOSES—TELEPHONE REGULATION 138.

CHARGES FOR CALLS.

138. Trunk line calls shall be charged for as provided in the following table, the specified charges being in addition to the unit fee :—

Radial Distance between Exchanges or Offices.	Each three minutes or part thereof—		
	Between 9 a.m. and 6 p.m.	Between 6 p.m. and 9 p.m. or 7 a.m. and 9 a.m.	Between 9 p.m. and 7 a.m.
	s. d.	*s. d.*	*s. d.*
Exceeding 5 but not exceeding 7½ miles	0 1	0 1	0 1
Exceeding 7½ but not exceeding 10 miles	0 2	0 2	0 2
Exceeding 10 but not exceeding 15 miles	0 3	0 3	0 3
Exceeding 15 but not exceeding 20 miles	0 4	0 4	0 4
Exceeding 20 but not exceeding 25 miles	0 5	0 4	0 4
Exceeding 25 but not exceeding 30 miles	0 6	0 5	0 4
Exceeding 30 but not exceeding 35 miles	0 7	0 6	0 4
Exceeding 35 but not exceeding 40 miles	0 8	0 6	0 4
Exceeding 40 but not exceeding 50 miles	0 10	0 8	0 5
Exceeding 50 but not exceeding 60 miles	1 0	0 9	0 6
Exceeding 60 but not exceeding 80 miles	1 3	1 0	0 8
Exceeding 80 but not exceeding 100 miles	1 6	1 2	0 9
Exceeding 100 but not exceeding 150 miles	2 0	1 6	1 0
Exceeding 150 but not exceeding 200 miles	2 6	1 11	1 3
Exceeding 200 but not exceeding 250 miles	3 0	2 3	1 6
Exceeding 250 but not exceeding 300 miles	3 6	2 8	1 9
Exceeding 300 but not exceeding 350 miles	4 0	3 0	2 0
Exceeding 350 but not exceeding 400 miles	4 6	3 5	2 3
Exceeding 400 but not exceeding 500 miles	5 3	4 0	2 8
Exceeding 500 but not exceeding 600 miles	6 0	4 6	3 0
Exceeding 600 but not exceeding 700 miles	6 9	5 1	3 5
Exceeding 700 but not exceeding 800 miles	7 6	5 8	3 9
Exceeding 800 but not exceeding 900 miles	8 3	6 3	4 2
Exceeding 900 but not exceeding 1,000 miles	9 0	6 9	4 6
Each additional 150 miles or portion thereof	1 0	0 9	0 6

Provided that where, at the discretion of the Department, any trunk line is set apart for the exclusive use of a subscriber during regular periods, the charges and conditions shall be as determined by the Department.

APPENDIX 7.

USE OF POST OFFICE LAND LINES FOR BROADCASTING PURPOSES.

Broadcast between—	Nature of broadcast.	Aggregate line time to be charged for—	
		Broadcasting, based on trunk line rates in force, for each three minutes or part thereof.	Associated work, i.e., setting-up, monitoring and restoring, based on the night trunk line rates.
MAIN INTERSTATE LINES.			
Two capital cities	Speech (excluding races)	Actual period of broadcast	Eighteen minutes
	Race descriptions	Actual period of broadcast	Nine minutes (for first race only)
	Music	Actual period of broadcast	Thirty minutes
Three or more capital cities	Speech (excluding races)	Actual period of broadcast	Eighteen minutes on each interstate section
	Race descriptions	Actual period of broadcast	Nine minutes on each interstate section (for first race only)
	Music	Actual period of broadcast	Forty-five minutes on each interstate section
INTRA-STATE LINES.			
A capital city and a country pick-up point ; or A capital city and a country broadcasting station ; or A country broadcasting station and a pick-up point ; or Two country broadcasting stations	Speech (excluding races)	Actual period of broadcast	Twelve minutes
	Race descriptions	Actual period of broadcast	Nine minutes (for first race only)
	Music	Actual period of broadcast	Eighteen minutes
A capital city and two or more country broadcasting stations ; or Three or more country broadcasting stations.	Speech (excluding races)	Actual period of broadcast	Twelve minutes for each country station
	Race descriptions	Actual period of broadcast	Nine minutes for each country station (for first race only)
	Music	Actual period of broadcast	Twenty-four minutes for each country station
INTERSTATE AND INTRA-STATE LINES USED SIMULTANEOUSLY.			
Any number of capital cities and any number of country broadcasting points	Speech (excluding races) Race descriptions Music	Actual period of broadcast Actual period of broadcast Actual period of broadcast	The line time shown above in respect of the number of capital cities involved, plus the line time above appropriate to the number of country stations involved

NOTES.—The charges for race descriptions other than the first race relayed during any one afternoon from the same point are based on the actual line time occupied for the transmission of the description.

Lines between Sydney and Canberra, and Melbourne and Canberra, are regarded as intra-state lines for broadcasting purposes.

APPENDIX 8.

USE OF TRUNK LINES FOR BROADCASTING PURPOSES.

CASES WHERE REQUESTS FOR RELAY FACILITIES HAVE BEEN REFUSED TO COMMERCIAL STATIONS SINCE 1ST JANUARY, 1940.

Date.	Time (E.S.T.).	Stations. From.	Stations. To.	Nature of Programme.	Reason for Refusal.
		NEW SOUTH WALES.			
1940—					
January	3 p.m.–3.15 p.m.	2UE	2HR	Music	Heavy traffic conditions
March	9.40 p.m.–9.55 p.m.	2GB	7HO, 7BU	Music	No suitable line available
March	10 p.m.–10.20 p.m.	2GB	7HO, 7BU, 7QT, 7DY, 7EX	Speech	Heavy traffic conditions
April	8.15 p.m.–9.15 p.m.	2GB	2BH	Music	No suitable line available
June	8.45 p.m.–9 p.m.	2LM	2NZ, 2AD, 2KM, 2TM	Music	Heavy traffic conditions
August	9.45 p.m.–10 p.m.	2GB	3AW	Music	Heavy traffic conditions
September	8.15 p.m.–9.15 p.m.	2UW	Melbourne	Music	Heavy traffic conditions
1941—					
February	9.45 p.m.–10 p.m.	2GB	3AW	Speech	Heavy traffic conditions
March	8 p.m.–10 p.m.	Cowra (N.S.W.)	2LF	Music	Heavy traffic conditions
		VICTORIA.			
1940—					
February	8 p.m.–8.30 p.m.	Puckapunyal, Mount Martha, Seymour, Torquay	3DB, 3XY	Music	Heavy traffic conditions (Requests are infrequent and they are now met as a rule)
	9 p.m.–9.30 p.m.	3AW	3TR, 3HA	Music	Heavy traffic conditions
October	Afternoon	3DB	6ML, 6KG	Description of Races	Heavy traffic conditions
November	9.15 p.m.–10.15 p.m.	3AW	Tasmania	Speech	Heavy traffic conditions
	Afternoon	Avenel Racecourse	3XY	Description of Races	Heavy traffic conditions
1941—					
February	8.45 p.m.–9.30 p.m.	3KZ	2UE	Music	Heavy traffic conditions
	9 p.m.–10 p.m.	3DB	New South Wales, South Australia, Tasmania	Music	(Verbal inquiry only)
		QUEENSLAND.			
1941—					
March	10.30 a.m.-10.50 a.m.	4BC	2LM	Music	Heavy traffic conditions
		SOUTH AUSTRALIA.			
1940—					
May	7.30 p.m.–7.45 p.m.	Adelaide	2CH	Speech	Heavy traffic conditions
		WESTERN AUSTRALIA.			
1940—					
March	10 p.m.–10.10 p.m.	6AM	7EX, 7BU, 7HT	Speech	Heavy traffic conditions
		TASMANIA.			
1940—					
May	9.6 p.m.–9.21 p.m.	Hobart	3KZ	Music	No suitable line available
1941—					
July	9.41 p.m.–10 p.m.	Hobart	3KZ	Music	No suitable line available

APPENDIX 9.

STATIONS OF THE NATIONAL BROADCASTING SERVICE IN OPERATION ON 30TH JUNE, 1941.

Call Sign	Station.	Frequency kc/s.	Wave-length (m.).	Aerial Power (watts).
	MEDIUM WAVE SERVICES.			
	Australian Capital Territory.			
2CY	Canberra	850	353	10,000
	New South Wales.			
2BL	Sydney	740	405	3,000
2CO	Riverina Regional (Corowa)	670	448	7,500
2CR	Central Regional (Cumnock)	550	545	10,000
2FC	Sydney	610	492	10,000
2NC	Hunter River Regional (Newcastle)	1,230	244	2,000
2NR	Northern Rivers Regional (Lawrence, near Grafton)	700	429	7,000
	Victoria.			
3AR	Melbourne	620	484	10,000
3GI	Gippsland Regional (Longford, near Sale)	830	361	7,000
3LO	Melbourne	770	390	10,000
3WV	Western Regional (Dooen, near Horsham)	580	517	10,000

APPENDIX 9—*continued.*

STATIONS OF THE NATIONAL BROADCASTING SERVICE IN OPERATION ON 30TH JUNE, 1941—*continued.*

Call Sign.	Station.	Frequency kc/s.	Wave-length (m.).	Aerial Power (watts).
	MEDIUM WAVE SERVICES—*continued.*			
	Queensland.			
4AT	Atherton*	680	441	500
4QG	Brisbane	800	375	2,500
4QN	North Regional (Clevedon, near Townsville)	630	476	7,000
4QR	Brisbane	940	319	500
4RK	Rockhampton Regional (Rockhampton)	910	330	2,000
4QS	Darling Downs Regional (Dalby)	760	395	10,000
	South Australia.			
5AN	Adelaide	890	337	500
5CK	North Regional (Crystal Brook)	640	469	7,500
5CL	Adelaide	730	411	5,000
	Western Australia.			
6GF	Goldfields Regional (Kalgoorlie)	720	417	2,000
6WA	South West Regional (Minding, near Wagin)	560	536	10,000
6WF	Perth	690	435	3,500
6WN	Perth	790	380	500
	Tasmania.			
7NT	North Regional (Kelso, near Launceston)	710	423	7,000
7ZL	Hobart	600	500	2,000
7ZR	Hobart	1,160	259	500

SHORT WAVE SERVICES.

Lyndhurst, Victoria. Two transmitters with powers of 2,000 and 10,000 watts respectively, utilizing various frequencies according to time of operation.

Perth, Western Australia. One transmitter with a power of 2,000 watts utilizing various frequencies according to time of operation.

* Being utilized as a unit of the National Broadcasting Service since revocation of licence as Commercial Station.

APPENDIX 10.

NATIONAL BROADCASTING SERVICE.—STATIONS TO BE ERECTED.—ESTIMATED CAPITAL COSTS.

State.	Station.	Power in Aerial.	Type of Aerial.	Primary Power Supply.	Site.	Station Buildings.	Staff Buildings.	Equipment.	Incidentals.	Labour.	Administration.	Total.
					£	£	£	£	£	£	£	£
New South Wales	Northern Tablelands	10 KW	Half wave	Supply mains	1,500	6,800	1,800	19,000	1,200	600	300	31,200
New South Wales	Sydney No. 2 replacing 2BL	10 KW	Half wave	Supply mains	..	..	..	9,000	300	300	150	9,750
New South Wales	Lithgow	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
New South Wales	Kempsey	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
New South Wales	Naroomba	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
New South Wales	Broken Hill	2 KW	Quarter wave	Supply mains	50	3,000	..	5,500	200	250	125	9,125
New South Wales	Tenterfield	1 KW	Quarter wave	Supply mains	250	3,000	1,800	4,000	200	250	125	9,625
New South Wales	Nowra	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
Victoria	Bendigo	1 KW	Quarter wave	Supply mains	250	3,000	1,800	4,000	200	250	125	9,625
Queensland	Longreach	10 KW	Half wave	Diesel engine generator sets	250	10,000	2,000	26,000	1,300	800	400	40,750
Queensland	Cairns	2 KW	Quarter wave	Supply mains	250	3,000	1,500	5,500	200	250	125	11,125
Queensland	Mackay	2 KW	Quarter wave	Supply mains	800	3,000	1,800	5,500	200	250	125	11,675
Queensland	Maryborough	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
South Australia	S.E. District and Murray Valley	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
South Australia	Port Lincoln	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
Western Australia	Moora	10 KW	Half wave	Diesel engine generator sets	250	10,000	2,000	26,000	1,300	800	400	40,750
Western Australia	Geraldton	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125
Tasmania	West Coast	2 KW	Quarter wave	Supply mains	250	3,000	1,800	5,500	200	250	125	11,125

		£
Queensland	Brisbane Short Wave Station—Already approved. Site acquired and tenders invited for building	12,000
Victoria	Short Wave Station for Overseas Service	306,000
		591,750

APPENDIX 11.

COMMERCIAL STATIONS IN OPERATION ON 30TH JUNE, 1941.

Call Sign.	Licensee.	Location of Station.	Frequency kc/s.	Wavelength (m.).	Aerial Power (watts).
	AUSTRALIAN CAPITAL TERRITORY.				
2CA	Canberra Broadcasters Ltd., Civic Centre, Canberra	Canberra	1,050	286	2,000
	NEW SOUTH WALES.				
	Metropolitan.				
2CH	New South Wales Council of Churches Service, 77 York-street, Sydney	Sydney	1,190	252	1,000
2GB	Broadcasting Station 2GB Pty. Ltd., 29 Bligh-street, Sydney ..	Sydney	870	345	1,000
2KY	The Trustees and Secretary of the Labour Council of New South Wales, 424 George-street, Sydney	Sydney	1,020	294	1,000
2SM	Catholic Broadcasting Co. Pty. Ltd., 60 Hunter-street, Sydney ..	Sydney	1,270	236	1,000
2UE	Radio 2UE Sydney Pty. Ltd., 29 Bligh-street, Sydney	Sydney	950	316	1,000
2UW	Commonwealth Broadcasting Corporation Pty. Ltd., 49 Market-street, Sydney	Sydney	1,110	270	750
	Country.				
2AD	New England Broadcasters, 113 Faulkiner-street, Armidale ..	Armidale	1,130	265	200
2AY	Amalgamated Wireless (A/asia.) Ltd., 47 York-street, Sydney ..	Albury	1,480	203	200
2BE	J. A. Kerr, Carp-street, Bega	Bega	1,490	201	100
2BH	Radio Silver City Pty. Ltd., cnr. Blende and Sulphide-streets, Broken Hill	Broken Hill	790*	380	200
2BS	Bathurst Broadcasters Pty. Ltd., 53 Keppel-street, Bathurst ..	Bathurst	1,500	200	100
2CK	Coalfields Broadcasting Co. Pty. Ltd., 97 Vincent-street, Cessnock ..	Cessnock	1,460	205	300
2DU	Western Broadcasters Pty. Ltd., Macquarie-street, Dubbo ..	Dubbo	660	455	100
2GF	Grafton Broadcasting Co. Pty. Ltd., 47 York-street, Sydney ..	Grafton	1,210	248	200
2GN	Goulburn Broadcasting Co. Pty. Ltd., 47 York-street, Sydney ..	Goulburn	1,390	216	200
2GZ	Country Broadcasting Services Ltd., Hosking House, Hosking-place, Sydney	Orange	990	303	2,000
2HR	Hunter River Broadcasters Pty. Ltd., High-street, West Maitland ..	Lochinvar	680	441	300
2KA	2KA Ltd., A.P.A. Chambers, 53 Martin-place, Sydney	Katoomba	780	385	1,000
2KM	Radio Kempsey Ltd., A.P.A. Chambers, 53 Martin-place, Sydney ..	Kempsey	980	306	300
2KO	Newcastle Broadcasting Co. Pty. Ltd., 72 Hunter-street, Newcastle	Newcastle	1,410	213	500
2LF	Young Broadcasters Pty. Ltd., A.M.P. Buildings, Lynch-street, Young	Young	1,340	224	300
2LM	Richmond River Broadcasters Pty. Ltd., Molesworth-street, Lismore	Lismore	900	333	500
2LT	Lithgow Broadcasters Pty. Ltd., Watson House, 9 Bligh-street, Sydney	Lithgow	1,080	278	100
2MG	Mudgee Broadcasting Co. Pty. Ltd., 100 Church-street, Mudgee ..	Mudgee	1,450	207	100
2MO	2MO Gunnedah Ltd., Marquis-street, Gunnedah..	Gunnedah	1,370	219	100
2MW	Tweed Radio and Broadcasting Co. Pty. Ltd., Church-lane, Murwillumbah	Murwillumbah ..	1,470	204	500
2NZ	Northern Broadcasters Pty. Ltd., Hosking House, Hosking-place, Sydney	Inverell	1,170	256	2,000
2PK	Parkes Broadcasting Co. Pty. Ltd., 283 Clarinda-street, Parkes ..	Parkes	1,400	214	200
2QN	Deniliquin Broadcasting Co. Ltd., End-street, Deniliquin ..	Deniliquin	1,440	208	200
2RG	Irrigation Area Newspapers Pty. Ltd., Ulong-street, Griffith ..	Griffith	1,070	280	200
2TM	Tamworth Radio Development Co. Ltd., Peel-street, Tamworth ..	Tamworth	1,300	231	2,000
2WG	Riverina Broadcasting Pty. Ltd., 16 Fitzmaurice-street, Wagga ..	Wagga	1,150	261	2,000
2WL	Wollongong Broadcasting Pty. Ltd., Edward-street, Wollongong ..	Wollongong	1,430	210	500
2XL	Cooma Broadcasters Pty. Ltd., Cromwell-street, Cooma	Cooma	920	326	100
	VICTORIA.				
	Metropolitan.				
3AK	Melbourne Broadcasters Pty. Ltd., 480 Bourke-street, Melbourne, C.1	Melbourne	1,500	200	200
3AW	3AW Broadcasting Co. Pty. Ltd., 382 Latrobe-street, Melbourne, C.1	Melbourne	1,280	234	600
3DB	Herald and Weekly Times Ltd., 36 Flinders-street, Melbourne, C.1	Melbourne	1,030	291	600
3KZ	Industrial Printing & Publicity Co. Ltd., 24–30 Victoria-street, Carlton, N.3	Melbourne	1,180	254	600
3UZ	Nilsen's Broadcasting Service Pty. Ltd., 45 Bourke-street, Melbourne, C.1	Melbourne	930	323	600
3XY	Station 3XY Pty. Ltd., 4 Bank-place, Melbourne, C.1	Melbourne	1,420	211	600
	Country.				
3BA	Ballarat Broadcasters Pty. Ltd., 56 Lydiard-street, Ballarat ..	Ballarat	1,320	227	500
3BO	Amalgamated Wireless (A/asia.) Ltd., 47 York-street, Sydney ..	Bendigo	970	309	500
3CS	Colac Broadcasting Co. Pty. Ltd., Murray-street, Colac	Colac	1,130	265	200
3CV	Central Victoria Broadcasters Pty. Ltd., Charlton	Charlton	1,470	204	500
3GL	Geelong Broadcasters Pty. Ltd., 4 James-street, Geelong ..	Geelong	1,350	222	500
3HA	Western Province Radio Pty. Ltd., 239 Collins-street, Melbourne, C.1	Hamilton	1,010	297	750
3LK	Herald and Weekly Times Ltd., 36 Flinders-street, Melbourne, C.1	Lubeck	1,090	275	2,000
3MA	Sunraysia Broadcasters Pty. Ltd., 22 Deakin-avenue, Mildura ..	Mildura	1,360	221	200
3SH	Swan Hill Broadcasting Co. Pty. Ltd., 749 Campbell-street, Swan Hill	Swan Hill	1,330	226	200
3SR	The Argus Broadcasting Services Pty. Ltd., 365 Elizabeth-street, Melbourne, C.1	Shepparton	1,260	238	2,000
3TR	Broadcast Entertainments Pty. Ltd., 239 Collins-street, Melbourne, C.1	Sale	1,240	242	1,000
3UL	The Argus Broadcasting Services Pty. Ltd., 365 Elizabeth-street, Melbourne, C.1	Warragul	880	341	200
3YB	The Argus Broadcasting Services Pty. Ltd., 365 Elizabeth-street, Melbourne, C1	Warrnambool	1,210	248	200

* Temporary allocation—Reverts to 570 kc/s. later.

APPENDIX 11—*continued.*

COMMERCIAL STATIONS IN OPERATION ON 30TH JUNE, 1941—*continued.*

Call Sign.	Licensee.	Location of Station.	Frequency kc/s.	Wavelength (m.).	Aerial Power (watts).
	QUEENSLAND AND PAPUA.				
	Metropolitan.				
4BC	Commonwealth Broadcasting Corporation (Q'land.) Ltd., T. & G. Buildings, Queen-street, Brisbane	Brisbane	1,120	268	1,000
4BH	Broadcasters (Aust.) Pty. Ltd., 43 Adelaide-street, Brisbane ..	Brisbane	1,380	217	1,000
4BK	Brisbane Broadcasting Pty. Ltd., 288 Queen-street, Brisbane ..	Brisbane	1,290	233	500
	Country.				
4AK	Brisbane Broadcasting Pty. Ltd., 288 Queen-street, Brisbane ..	Oakey	1,220	246	2,000
4AY	Ayr Broadcasters Pty. Ltd., Airdmillan-road, Ayr	Ayr	970	309	500
4BU	Bundaberg Broadcasters Pty. Ltd., 117 Bourbong-street, Bundaberg	Bundaberg	1,330	226	500
4CA	Amalgamated Wireless (A/asia.) Ltd., 47 York-street, Sydney ..	Cairns	1,000	300	300
4GR	Gold Radio Service Pty. Ltd., 453 Ruthven-street, Toowoomba ..	Toowoomba	860	349	500
4IP	Ipswich Broadcasting Co. Pty. Ltd., Brisbane-street, Ipswich ..	Ipswich	1,440	208	100
4LG	Longreach Printing Co. Ltd., Longreach	Longreach	1,100	273	300
4MB	Maryborough Broadcasting Co. Pty. Ltd., T. & G. Buildings, Queen-street, Brisbane	Maryborough ..	1,000	300	200
4MK	Mackay Broadcasting Service Pty. Ltd., 85 Sydney-street, Mackay	Mackay	1,390	216	100
4PM	Amalgamated Wireless (A/asia.) Ltd., 47 York-street, Sydney ..	Port Moresby, Papua ..	1,360	221	100
4RO	Rockhampton Broadcasting Co. Pty. Ltd., T. & G. Buildings, Queen-street, Brisbane	Rockhampton ..	1,080	278	200
4SB	South Burnett Broadcasting Co. Ltd., Alford-street, Kingaroy ..	Kingaroy	1,060	283	2,000
4TO	Amalgamated Wireless (A/asia.) Ltd., 47 York-street, Sydney ..	Townsville	780	385	200
4VL	Charleville Broadcasting Co. Ltd., Alfred-street, Charleville ..	Charleville	920	326	100
4WK	Warwick Broadcasting Co. Pty. Ltd., Glennie Hall, Albion-street, Warwick	Warwick	880	341	100
4ZR	Maranoa Broadcasting Co. Ltd., Bowen-street, Roma	Roma	1,490	201	100
	SOUTH AUSTRALIA.				
	Metropolitan.				
5AD	Advertiser Newspapers Ltd., King William-street, Adelaide ..	Adelaide	1,310	229	500
5DN	Hume Broadcasters Ltd., C.M.L. Building, 45 King William-street, Adelaide	Adelaide	960	313	500
	Country.				
5MU	Murray Bridge Broadcasting Co. Ltd., King William-street, Adelaide	Murray Bridge ..	1,460	205	200
5PI	Midlands Broadcasting Services Ltd., King William-street, Adelaide	Crystal Brook ..	1,040	288	2,000
5RM	River Murray Broadcasters Ltd., 29 Rundle-street, Adelaide ..	Renmark	810	370	2,000
5SE	South Eastern Broadcasting Co. Ltd., King William-street, Adelaide	Mount Gambier ..	1,370	219	200
	WESTERN AUSTRALIA.				
	Metropolitan.				
6IX	West Australian Newspapers Ltd., St. George's-terrace, Perth ..	Perth	1,240	242	500
6ML	W.A. Broadcasters Ltd., Lyric House, Murray-street, Perth ..	Perth	1,130	265	500
6PM	6PM Broadcasters Ltd., St. George's House, St. George's-terrace, Perth	Perth	1,320	227	500
6PR	Nicholson's Ltd., 86–90 Barrack-street, Perth	Perth	880	34	1500
	Country.				
6AM	6AM Broadcasters Ltd., St. George's House, St. George's-terrace, Perth	Northam	980	306	2,000
6GE	Great Northern Broadcasters Ltd., E.S. & A. Bank Buildings, Geraldton	Geraldton	1,370	219	500
6KG	Goldfields Broadcasters (1933) Ltd., 209 Hannan-street, Kalgoorlie	Kalgoorlie	1,210	248	500
6TZ	Nicholson's Ltd., 86–90 Barrack-street, Perth	Dardanup	1,340	224	1,000
6WB	W.A. Broadcasters Ltd., Lyric House, Murray-street, Perth ..	Katanning	1,070	280	2,000
	TASMANIA.				
	Metropolitan.				
7HO	Commercial Broadcasters Pty. Ltd., 82 Elizabeth-street, Hobart ..	Hobart	860	349	500
7HT	Metropolitan Broadcasters Pty. Ltd., 51 Murray-street, Hobart ..	Hobart	1,080	278	500
	Country.				
7AD	Northern Tasmania Broadcasters Pty. Ltd., P.O. Box 18, Devonport	Devonport	900	333	300
7BU	Burnie Broadcasting Service Pty. Ltd., 67 Brisbane-street, Launceston	Burnie	660	455	200
7DY	North East Tasmanian Radio Broadcasters Pty. Ltd., 67 Brisbane-street, Launceston	Derby	1,450	207	200
7EX	7EX Pty. Ltd., 74 Charles-street, Launceston	Launceston	1,000	300	500
7LA	Findlay & Wills Broadcasters Pty. Ltd., 67 Brisbane-street, Launceston	Launceston	1,100	273	500
7QT	West Coast Broadcasters Pty. Ltd., 21 Paterson-street, Launceston	Queenstown	680	441	300

AUSTRALIA

SCALE OF MILES 0 50 100 150 200 250 300 350

SCALE OF KILOMETRES 0 80 160 240 320 400 480 560

POSTMASTER-GENERAL'S DEPARTMENT

NATIONAL BROADCASTING SYSTEM

AS AT NOVEMBER 1940

APPROXIMATE BOUNDARY OF PRIMARY SERVICE AREA OF STATIONS IN OPERATION.

APPROXIMATE BOUNDARY OF PRIMARY SERVICE AREA OF STATIONS PLANNED BUT NOT YET CONSTRUCTED.

APPROXIMATE BOUNDARY OF THE SUMMATION OF SECONDARY SERVICE AREAS OF ALL STATIONS IN OPERATION

APPROXIMATE BOUNDARY OF THE SUMMATION OF SECONDARY SERVICE AREAS WHEN ALL STATIONS ARE IN OPERATION, INCLUDING THOSE PLANNED BUT NOT YET CONSTUCTED.

NOTE:

"PRIMARY SERVICE AREA" IS THE AREA IN WHICH RECEPTION IS FREE FROM PERCEPTIBLE FADING AND DISTORTION DAY AND NIGHT.

"SECONDARY SERVICE AREA" IS THE AREA IN WHICH RECEPTION DURING THE DAYTIME IS NOT SUFFICIENTLY STRONG TO BE RELIABLE, BUT AT NIGHT-TIME, OWING TO THE ACTION OF THE "INDIRECT RAY" OR "SKYWAVE" THE RECEPTION IS STRONG ENOUGH TO BE REASONABLY SATISFACTORY, AND FADING, ALTHOUGH PRESENT, IS USUALLY NOT SEVERE.

INDIRECT RAY NIGHT-TIME SECONDARY SERVICE AREA 0·5mV/m CONTOUR

INDIRECT RAY NIGHT-TIME SECONDARY SERVICE AREA 0·5mV/m CONTOUR

DARWIN

CAIRNS

4QN

TOWNSVILLE

BOWEN

MACKAY

MACKAY

LONGREACH

4RK

ROCKHAMPTON

MARYBOROUGH

4QS

4QG BRISBANE 299,782

TENTERFIELD

2NR

KEMPSEY

MANILLA

2NC NEWCASTLE 104,491

SYDNEY 2BL 2FC 1,242,292

LITHGOW

2CY

NAROOMA

2CR

BROKEN HILL

5CK

5CL

3WV

2CO

3GI

3LO

3AR

MELBOURNE 992,048

BENDIGO 25,342

BALLARAT 35,681

GEELONG 39,225

ADELAIDE 312,629

PORT AUGUSTA

MILDURA

6GF

6WA

GERALDTON

KALGOORLIE

MOORA

PERTH 207,464

6WF

ALBANY

7NT

7ZL

LAUNCESTON 27,532

HOBART 47,056

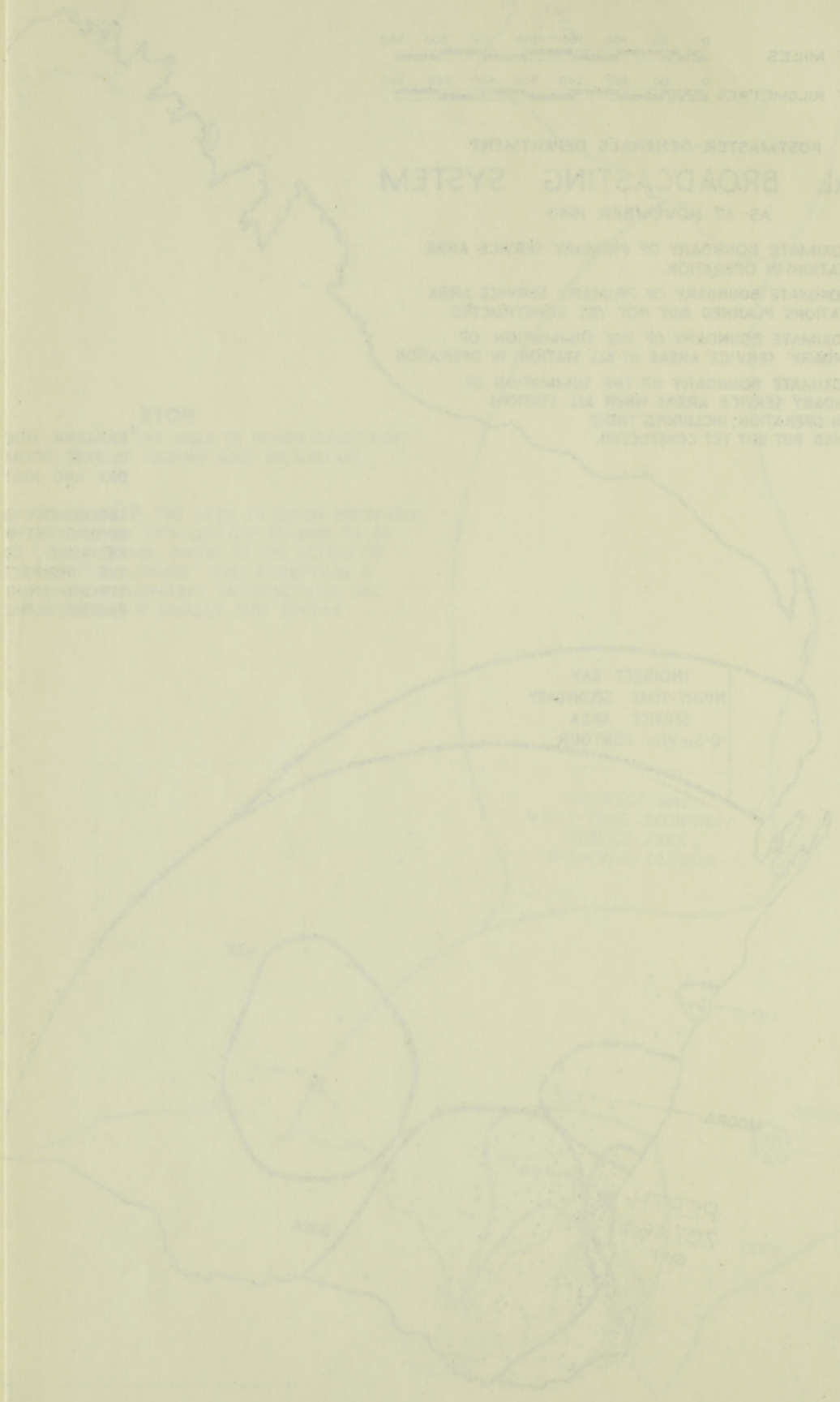
REFERENCE

● REPRESENTS 10,000 PERSONS

● do 5,000 do.

• do 1,000 do.

NOTE—POPULATION OF TOWNS WHERE INDICATED IN NUMERALS IS NOT INCLUDED IN POPULATION REPRESENTED BY DOTS.



APPENDIX 13.

AUSTRALIAN BROADCASTING COMMISSION.

Balance-sheet as at 30th June, 1940.

Previous Year. £ s. d.	*Liabilities.*	£ s. d.	1939–40. £ s. d.
21,227 19 2	Sundry Creditors..		36,359 13 1
249,700 0 0	Reserve Fund		269,700 0 0
179,940 6 9	Accumulated Fund (Capital Account)	179,940 6 9	
	Add: Balance from Profit and Loss Statement ..	27,254 15 5	
			207,195 2 2
450,868 5 11			513,254 15 3

Previous Year. £ s. d.	*Assets.*	£ s. d.	1939–40. £ s. d.
	Land and Buildings—Freehold	65,199 15 0	
	Less—Depreciation	878 5 0	
68,142 0 0			64,321 10 0
	Office Furniture, Musical Instruments and Equipment..	70,393 7 1	
	Less—Depreciation	35,419 2 4	
32,664 7 7			34,974 4 9
4,816 18 0	Stores and Stationery	..	27,705 5 2
	Sundry Debtors—		
	Postmaster-General for Licence Fees	32,779 0 0	
	Other	12,475 1 7	
25,435 8 8			45,254 1 7
5,441 11 3	Payments in Advance	..	3,410 8 7
	Other Investments—		
	Government Securities	259,700 0 0	
	Fixed Deposits	10,000 0 0	
		269,700 0 0	
	Add Accrued Interest	3,165 2 3	
251,748 10 6			272,865 2 3
62,619 9 11	Cash in Hand and at Bank	..	49,622 5 8
..	Preliminary Expenses	..	15,101 17 3
450,868 5 11			513,254 15 3

W. J. CLEARY, Chairman of Commission.

A. L. HOLMAN,
Secretary.

Examined and found to be in accordance with the books and documents produced.
R. ABERCROMBIE,
7th November, 1940. Auditor-General for the Commonwealth.

Profit and Loss Statement for Year Ended 30th June, 1940.

Previous Year. £ s. d.	*Expenditure.*	1939–40. £ s. d.
473,606 8 1	To Artists' Fees and Programme Expenses .. .. .. (Payments to artists, orchestras, dance bands, military band, lecturers, announcers, accompanists, producers, salaries of programme officers and rent of studio accommodation)	519,490 17 5
33,986 13 5	Copyright Fees	34,760 14 2
15,990 14 1	Broadcasting Rights	16,834 14 8
14,924 15 11	Rental of Telephone Lines for Broadcasting and Outside Pickup Costs	16,293 18 7
1,800 0 0	Commissioners' Fees	1,800 0 0
42,076 5 3	Staff Salaries	56,269 7 11
3,141 17 3	Rent of Offices	4,822 13 11
4,675 10 4	Publicity	7,235 17 3
6,344 15 1	Depreciation	6,633 9 9
..	Preliminary Expenses written off	2,044 6 6
17,093 15 4	Other Expenses	60,425 2 2
613,640 14 9		726,611 2 4
106,493 0 1	Balance carried down	47,254 15 5
720,133 14 10		773,865 17 9
107,375 0 0	To Transfer to Reserve Fund	20,000 0 0
20,080 4 3	Balance to Accumulated Fund	27,254 15 5
127,455 4 3		47,254 15 5

Previous Year. £ s. d.	*Revenue.*	1939–40. £ s. d.
658,736 15 0	By Revenue from Licence Fees	700,071 4 0
6,183 1 8	Interest on Investments	8,264 12 8
55,213 18 2	Other Revenue	65,530 1 1
720,133 14 10		773,865 17 9
106,493 0 1	By Balance brought down	47,254 15 5
20,962 4 2	Saving in Copyright Fees for period 16th May, 1937, to 15th May, 1938	
127,455 4 3		47,254 15 5

AUSTRALIAN BROADCASTING COMMISSION.

Balance-sheet as at 30th June, 1941.

Previous Year.	*Liabilities.*		1940–41.
£ s. d.		£ s. d.	£ s. d.
36,359 13 1	Sundry Creditors		32,153 6 8
269,700 0 0	Reserve Fund		269,700 0 0
207,195 2 2	Accumulated Fund (Capital Account)	207,195 2 2	
	Add—Balance from Profit and Loss Statement	24,960 8 8	
			232,155 10 10
513,254 15 3			534,008 17 6

Previous Year.	*Assets.*		1940–41.
£ s. d.		£ s. d.	£ s. d.
64,321 10 0	Land and Buildings—Freehold	65,199 15 0	
	Less Depreciation	1,339 15 0	
			63,860 0 0
	Office Furniture, Musical Instruments and Equipment	74,038 15 3	
34,974 4 9	*Less* Depreciation	39,578 15 2	
			34,460 0 1
27,705 5 2	Stores and Stationery		22,613 10 5
	Sundry Debtors—		
	Postmaster-General for Licence Fees	10,793 17 6	
45,254 1 7	Other	9,492 17 6	
			20,286 15 0
3,410 8 7	Payments in Advance		2,317 14 11
	Other Investments—		
	Government Securities	259,700 0 0	
	Fixed Deposits	10,000 0 0	
		269,700 0 0	
272,865 2 3	*Add* Accrued Interest	3,529 6 4	
			273,229 6 4
49,622 5 8	Cash in Hand and at Bank		105,568 18 3
15,101 17 3	Preliminary Expenses		11,672 12 6
513,254 15 3			534,008 17 6

W. J. CLEARY,
Chairman of Commission.

Examined and found to be in accordance with the books and documents produced.

A. L. HOLMAN,
Secretary.

16th October, 1941.

(Sgd.) R. ABERCROMBIE,
Auditor-General for the Commonwealth.

Profit and Loss Statement for Year Ended 30th June, 1941.

Previous Year.	*Expenditure.*	1940–41.
£ s. d.		£ s. d.
519,490 17 5	To Artists' Fees and Programme Expenses (Payments to artists, orchestras, dance bands, lecturers, announcers, military band, accompanists, producers, salaries of programme officers and rent of studio accommodation)	479,591 8 2
34,760 14 2	Copyright Fees	37,436 11 10
16,834 14 8	Broadcasting Rights	17,298 17 8
16,293 18 7	Rental of Telephone Lines for Broadcasting and Outside Pickup Costs	16,747 13 10
1,800 0 0	Commissioners' Fees	1,725 0 0
56,269 7 11	Staff Salaries	65,718 8 8
4,822 13 11	Rent of Offices	5,602 8 10
7,235 17 3	Publicity	7,135 4 11
6,633 9 9	Depreciation	6,557 16 11
2,044 6 6	Preliminary Expenses written off	3,429 4 9
60,425 2 2	Other Expenses	63,764 19 6
726,611 2 4		705,007 15 1
47,254 15 5	Balance carried down	24,960 8 8
773,865 17 9		729,968 3 9
20,000 0 0	To Transfer to Reserve Fund	
27,254 15 5	Balance to Accumulated Fund	24,960 8 8
47,254 15 5		24,960 8 8

Previous Year.	*Revenue.*	1940–41.
£ s. d.		£ s. d.
700,071 4 0	By Revenue from Licence Fees	679,493 0 4
8,264 12 8	Interest on Investments	9,757 0 3
65,530 1 1	Other Revenue	40,718 3 2
773,865 17 9		729,968 3 9
47,254 15 5	By Balance brought down	24,960 8 8
47,254 15 5		24,960 8 8

APPENDIX 15.

AUSTRALIAN BROADCASTING COMMISSION.—"THE A.B.C. WEEKLY".

REVENUE AND EXPENDITURE ACCOUNT FOR YEAR ENDED 30TH JUNE, 1941.

1939–40. £ s. d.			*Expenditure.*			1940–41. £ s. d.		
			Production—					
8,578 11 8			Newsprint Used			8,348 5 8		
19,827 14 1			Printing			20,892 7 6		
1,977 13 9			Blocks			1,943 3 9		
859 17 2			Freight and Insurance			928 4 5		
172 4 10			Typesetting			103 15 2		
	31,416	1 6					32,215	16 6
			Editorial—					
			Contributions—					
2,011 6 6			Articles			2,274 12 8		
1,875 1 6			Artwork and Photos			1,081 11 4		
..			Competition Prizes			187 12 6		
	3,886	8 0					3,543	16 6
			Circulation—					
2,415 5 11			Freight and Insurance			2,905 4 2		
820 17 3			Posters and Publicity			682 11 5		
1,798 5 0			Distribution Expenses			130 0 0		
	5,034	8 2					3,717	15 7
			Management—					
7,385 18 6			Salaries			9,795 5 3		
459 19 5			Stationery			243 14 8		
529 7 2			Travelling Expenses			346 5 10		
455 18 4			Rent and Rates			572 0 0		
88 2 6			Postages			103 5 4		
126 2 8			Repairs and Renewals			45 18 4		
137 14 2			Structural Alterations			230 19 11		
31 9 5			Light and Power			91 10 10		
232 1 4			Telephones and Telegrams			254 2 8		
73 18 7			Depreciation			132 7 3		
306 6 2			General Expenses			140 11 6		
2,044 6 6			Preliminary Expenses			3,429 4 9		
	11,871	4 9					15,385	6 4
	52,208	2 5					54,862	14 11

1939–40. £ s. d.			*Receipts.*			1940–41. £ s. d.		
			Magazine Sales—					
5,476 5 11			New South Wales			1,004,566	8,187	14 1
1,943 8 5			Victoria			473,616	3,860	4 5
1,726 6 1			Queensland			387,271	3,191	13 2
974 0 2			South Australia			142,336	1,160	1 9
1,095 7 4			Western Australia			223,700	1,677	15 0
488 14 1			Tasmania			101,307	825	13 0
28 8 8			Cash Sales			3,009	27	0 8
63 16 0			Subscriptions			20,873	240	14 10
11,796 6 8						2,356,678	19,170	16 11
3,074 12 6			Advertising Revenue				2,885	1 9
14,870 19 2			Total Revenue				22,055	18 8
37,337 3 3			Net Loss Transferred to Appropriation Account				32,806	16 3
52,208 2 5							54,862	14 11

APPENDIX 16.

LIST OF WITNESSES.

Sir Harry P. Brown, Chairman, British General Electric Co. and former Director-General, Posts and Telegraphs.
Mr. W. J. Cleary, Chairman, Australian Broadcasting Commission.
Mr. D. McVey, Director-General, Posts and Telegraphs.
Mr. S. H. Witt, Supervising Engineer, Research, Postmaster-General's Department.
Mr. V. M. Brooker, President, Federation of Commercial Broadcasting Stations.
Mr. R. Dooley, Secretary, Australian Federation of Commercial Broadcasting Stations.
Mr. J. D. G. Medley, Vice Chancellor, University, Melbourne.
Mr. J. A. Seitz, Director of Education, Victoria
Mr. Wm. Macmahon Ball, Controller, Broadcasting Division, Department of Information.
Mr. J. M. Martin, Chief Inspector (Wireless), Postmaster-General's Department.
Rev. G. A. Judkins, Secretary, Council of Churches, Victoria.
Mr. N. W. V. Hayes, Superintending Engineer, Postmaster-General's Department, Victoria
Mr. L. B. Fanning, Chief Inspector (Telephones), Postmaster-General's Department, Melbourne.
Mr. D. T. Worrall, Manager, *Herald* Broadcasting Stations 3DB and 3LK, Victoria.
Professor T. H. Laby, Professor of Natural Philosophy, Melbourne University.
Professor E. Morris-Miller, Vice-Chancellor, University of Tasmania.
Professor A. B. Taylor, Chairman, Professorial Board, University of Tasmania.
Miss L. Overell, National Council of Women, Hobart.
Canon W. R. Barrett, Church of England, Hobart.
Mrs. T. Murdoch, Peace and Freedom League, Hobart.
Mr. T. W. Kimber, Executive Member of Hobart Symphony Orchestra.
Dean V. Green, Catholic Church, Hobart.
Mr. G. W. Mahoney, Former Member of Parliament, Hobart.
Mr. T. England, Southern Tasmania Trotting Association.
Rev. T. J. O'Donnell, Catholic Church, Hobart.
Rev. H. J. Ralph, Rev. F. E. Richards, } Council of Churches, Hobart.
Mr. G. V. Brooks, Director of Education, Hobart.
Mr. G. D. Daish, Department of Education, Hobart.
Mr. G. J. Braithwaite, Former Superintending Engineer, Postmaster-General's Department, Tasmania.
Mrs. E. A. Waterworth, Tasmanian Council for Mother & Child, and Women's Non-party League, Hobart.
Mr. A. D. Towner, General Manager, Commercial Broadcasting Station 7BU, Burnie.
Rev. K. W. Burton, President, Council of Churches, Launceston.
Mr. W. T. F. Atherton, Chairman, Longreach Shire Council, President West Queensland Local Authorities Association, Executive Officer, Graziers' Association, Longreach.
Mr. C. H. Harburg, Studio Manager, Commercial Broadcasting Station 4LG, Longreach.
Cr. W. F. Tanks, Shire Council, Longreach.
Mr. R. A. Elliott, Secretary, Western District Branch, Australian Workers' Union, Longreach.
Mr. J. O'Connell, Longreach.
Cr. P. C. Ferguson, Shire Council, Barcaldine.
Mr. C. B. P. Bell, Longreach.
Mr. J. J. Malone, Deputy Director, Posts and Telegraphs, Queensland, and former Chief Inspector (Wireless), Postmaster-General's Department.
Archbishop J. W. C. Wand, Church of England, Brisbane.
Archbishop J. Duhig, Catholic Church, Brisbane.
Rev. A. Butler, Rev. S. Summers and Rev. A. A. Mills, Council of Churches, Queensland.
Mr. G. Speak, State Secretary, United Protestant Association, Brisbane.
Mr. V. F. Mitchell, Managing Director, Broadcasters (Aust.) Pty. Ltd. (4BH), Director, Gympie Broadcasting Co. Ltd. (4GY), General Manager, South Burnett Broadcasting Co. Ltd. (4SB).
Professor H. Alcock, Professor of History and Economics, and Dean of the Faculty of Commerce, University of Queensland.
Mr. R. M. Riddell, Chief Inspector of Schools, Brisbane.
Mr. Wm. H. W. Jack, Rev. D. Galloway, } Queensland Temperance League.
Mr. T. Armstrong, Senior Radio Inspector, Postmaster-General's Department.
Mr. J. M. Concannon, M.L.C., Secretary, Staff Association, Australian Broadcasting Commission.
Mr. W. H. S. Lamble, General Secretary, Musician's Union of Australia.
Mr. F. M. Kitson, President, Musician's Union of Australia.
Mr. J. J. Mulligan, Solicitor, Sydney.
Dr. H. R. R. Grieve, British Medical Association, Sydney.
Dr. A. G. Mitchell, Lecturer in English, Sydney University.
Dr. H. S. Wyndham, Inspector of Schools, New South Wales.
Bishop W. G. Hilliard, Bishop Coadjutor of Sydney, Church of England.
Monsignor J. Meany, Catholic Church, Sydney.
Rev. C. A. White, Council of Churches, New South Wales.
Bishop F. deWitt Batty, Church of England, Newcastle.
Dr. A. Burnard, State Conservatorium of Music.
Mr. A. A. Watson, Department of Agriculture, Sydney.
Miss P. J. Stewart, Sydney.
Miss E. M. Tildesley, National Council of Women, Sydney.
Mrs. E. Glencross, Good Film and Radio Vigilance League, Sydney.
Mrs. Usherwood Wilson, Good Film and Radio Vigilance League, Sydney.
Rev. A. E. West, Good Film and Radio Vigilance League, Sydney.
Rev. C. H. Tomlinson, New South Wales Temperance Alliance.
Mr. O. A. Piggott, General Secretary, New South Wales Temperance Alliance.
Mr. J. C. James, Australian Journalists' Association, Sydney.
Mr. A. O. Anderson, Sydney.
Mr. H. T. Hungerford, Aerial Publicity Co. Ltd.
Mr. C. H. Gillham, Aerial Publicity Co. Ltd.
Dr. J. H. L. Cumpston, Director-General of Health and Quarantine.
Mr. R. James, M.P., Canberra.
Mr. W. A. Jolly, M.P., Canberra.
Senator C. A. Lamp, Canberra.
Mr. G. H. Romans, Principal Parliamentary Reporter, Canberra.
Mr. H. W. Eather, Newspaper Reporter, Canberra.
Mr. D. O. Watkins, M.P., Canberra.
Mr. J. J. Clark, M.P., Canberra.
Senator H. S. Foll, Minister for Information, Canberra.
Sir Keith Murdoch, Managing Director, *Herald* and *Weekly Times* Ltd., Melbourne.
Mr. Delamore McCay, Australian Newspaper Proprietors Association.
Mr. A. Watkin Wynne, Australian Associated Press Pty. Ltd.
Mr. E. G. Knox, Australian Newspaper Proprietors' Association.
Mr. G. J. M. Jackson, Manager, Radio Division, Paton Advertising Service, Melbourne.
Mrs. E. M. R. Couchman, Member of Australian Broadcasting Commission.
Mr. E. C. Rigby, Vice-Chairman, Australian Broadcasting Commission.
Mr. J. F. O'Hagan, Australian Composer, Melbourne.
Archbishop F. W. Head, Church of England Archbishop of Melbourne.
Rev. H. O. Hole, Precentor, St. Paul's Cathedral, Melbourne.
Rev. R. G. Nichols, Rev. P. W. Robinson, } Church of England, Melbourne.
Mr. P. D. Phillips, Barrister, Melbourne.
Very Rev. J. Murphy (S.J.), Rector, Newman College, Melbourne University.
Rev. D. Conquest, Director, Catholic Education, Melbourne.
Rev. Dr. P. Jones, Ph.D., Catholic Church, Melbourne.
Mr. P. I. O'Leary, Catholic Church, Melbourne.
Mrs. T. a'Beckett, Australian Association for Pre-School Child Development, Melbourne.
Mr. W. H. Edgar, M.L.C., Mr. Wm. Harrison (Solicitor), Station 3AK, Melbourne.
Mr. G. E. Sparrow, Australian Journalists' Association, Melbourne.
Rev. R. McCue, Victorian Local Option Alliance, Melbourne.
Mr. F. S. Tait, Managing Director, J. C. Williamson Ltd.
Sir J. Barrett, Chairman, Orchestral Committee of Melbourne University.
Mr. D. R. McLean, Acting Chief Inspector (Finance), Postmaster-General's Department.
Mr. R. H. Keon-Cohen, Victorian Football Association, Melbourne.
Mr. C. H. Holmes, Director, Department of Information.
Dr. J. C. V. Behan, Trinity College, University, Melbourne.
Mr. G. S. Brown, Former Commissioner of Patents.
Mr. C. E. Tapp, Electronic Industries Ltd., Melbourne.
Mr. T. W. Bearup, Acting General Manager, Australian Broadcasting Commission.
Mr. R. J. F. Boyer, Member of Australian Broadcasting Commission.
Mr. W. G. James, Federal Controller of Music, Australian Broadcasting Commission.
Dr. K. L. Barry, Federal Programme Controller, Australian Broadcasting Commission.
Professor F. A. Bland, Professor of Public Administration, Sydney.
Mr. A. J. Russell Frew, Civil Engineer and Surveyor, Sydney.
Mr. K. T. Henderson, Editor of Special Talks, Australian Broadcasting Commission.
Mr. A. C. Paddison, General Manager, Commercial Broadcasting Stations 2KA Katoomba and 2KM Kempsey.
Mr. F. D. Clewlow, Federal Controller of Productions, Australian Broadcasting Commission.
Mr. T. S. Woodbridge, Australasian Performing Right Association, Sydney.
Mr. E. Lashmar, Australasian Performing Right Association, Sydney.
Mr. G. Sutherland, Managing Director, Allan & Co. Pty. Ltd., Musical Publishers, Melbourne.
Mr. W. A. Donner, General Manager, Columbia Graphophone (Australia) Pty. Ltd. Sydney.
Mr. A. Whitford, Chairman of Directors, Whitford's Broadcasting Network, Sydney
Mr. R. A. King, Secretary of Commercial Broadcasting Station 2KY, Sydney.

APPENDIX 16—*continued.*

LIST OF WITNESSES—*continued.*

Mr. H. G. Horner, General Manager, Commercial Broadcasting Station 2GB, Sydney.
Sir Ernest Fisk, Chairman & Managing Director, Amalgamated Wireless (A/asia.) Ltd.
Mr. A. J. Hannan (K.C.), Chairman A.B.C. Advisory Committee for South Australia.
Miss A. Miethke, Member, A.B.C. Advisory Committee for South Australia.
Professor H. Davies, University of Adelaide.
Dr. F. W. Mitchell, Lecturer, Teachers' College, Adelaide.
Mr. N. Sellick, Musical Association of South Australia.
Mr. C. K. Sparrow, Barrister and Solicitor, Adelaide.
Rev. H. P. Finnis, Church of England, Adelaide.
Rev. W. Ryan, S. J., Catholic Church, Adelaide.
Mr. Lloyd Dumas, Managing Director, Advertiser Newspaper Co.
Rev. E. H. Woollacott, Rev. H. G. Hackworthy, Mr. V. H. Ryan, } Council of Churches, &c., Adelaide.
Senator A. J. McLachlan, Former Postmaster-General.
Miss M. E. Eaton, Miss A. Bromham, } Woman's Christian Temperance Union.
Mr. C. F. Dishart, Musicians' Union, Adelaide.
Professor Sir Wm. Mitchell, Vice-Chancellor, University of Adelaide.
Major A. G. Cameron, M.P., Former Postmaster-General.
Mr. L. G. Riches (M.H.A.) Mayor of Port Augusta.
Mr. Noel Paton, Australian Composers' Association.
Mr. H. Davis, Malvern Choral Society.
Canon F. Stilwell, Church of England, Perth.
Professor B. Heinze, Director, Melbourne Conservatorium of Music.
Mr. H. Alderman, Barrister and Solicitor, Adelaide.
Professor R. G. Cameron, University of Perth.

APPENDIX 17.

COMMERCIAL STATIONS' STANDARDS OF ADVERTISING PRACTICE.

PART I.—MEDICAL.

1. No advertising shall contain any matter which in any way departs from truth as to the character of the product or its suitability for the purposes for which it is recommended. Further, no untruthful implications may be imported into any advertising matter.

2. No advertisement shall contain any matter which could be regarded as holding out for the prevention, cure or relief of serious diseases which should rightly be under the care of a medical man and, in particular, no manufacturers or distributors of proprietary medicines shall—

(*a*) Advertise or offer for sale to the public any medicine or treatment which is directly or by implication held out as being effective—
  (i) for the treatment of Bright's disease, cancer, tuberculosis or consumption, diabetes, epilepsy, fits, locomotorataxy, lupus or paralysis or for preventing any of those ailments or for producing any beneficial effect with respect to the course of any of those ailments ;
  (ii) for the cure of amenorrhoea, hernia, blindness or any structural or organic ailment of the auditory system ;
  (iii) for procuring the miscarriage of women ;
  (iv) for the treatment of habits associated with sexual excess or indulgence or of any ailment associated with those habits.

(*b*) Publish or cause to be published any advertisement or send or cause to be sent to any person any circular which contains an intimation that he or they is or are prepared—
  (i) to diagnose by correspondence diseased conditions or any particular diseased conditions in a human being, or to receive from any person a statement of his or any other person's symptoms of ill health with a view of advising as to or providing for the treatment of such ill health by correspondence ; or
  (ii) to treat by correspondence any of the ailments specified in paragraph (i) above.

3. No advertisement shall contain any matter which would lead persons to believe from the symptoms described that they are suffering from any serious ailment.

4. If any testimonial is used, it shall be honestly obtained and shall be limited to the actual views of the user and no distributor or manufacturer of proprietary medicines shall pay for any testimonial. No testimonial given by a foreign doctor shall be in any way used so as to imply that the doctor is a British doctor. Testimonials shall be produced where required to the Secretary of the Federation for verification.

5. No advertisement relating to a proprietary medicine may propound any schemes which are calculated to lower the tone of the industry.

6. Illustrations shall be in good taste and should not be distorted or exaggerated so as to convey false impressions.

7. No manufacturer or distributor of proprietary medicines shall make use of any imitation of the trade marks or names of competitors or imitate the get-up or packaging or labelling of goods or imitate their distinctive advertising, nor may any advertisement either directly or indirectly disparage or criticize other specific advertised goods or services.

8. No manufacturer or distributor of proprietary medicines shall without authority use any title, description or address which may lead persons to believe that the product recommended emanates from any hospital or official source and is otherwise than a proprietary medicine advertised by a particular manufacturer for the purpose specified.

9. Every manufacturer and distributor of proprietary medicines shall take steps to provide his advertising agent with copies of this code and will be regarded as responsible for the contents of any advertisement which may appear over his name or in connexion with his goods.

10. No broadcasting for any product will be permitted which describes graphically or repellantly any internal bodily functions or matters which are generally not considered acceptable topics of conversation in social groups.

For example and without limiting the scope, the use of the following words or expressions is prohibited : Bad breath, bladder disorders, bowels, constipation, cure (in the sense of claiming curative quality), contraceptive, diarrhoea, excreta, flushing the kidneys, festers—scabs, intestines, piles, urine and urinal tracts.

11. When broadcasting announcements use of other terms which definitely border on the objectionable should be handled with restraint.

For example and without limiting the scope, great care must be exercised in the use of the following words or expressions : Body odour, kidneys, keeping regular, sour stomach, ulcers, uric acid.

PART II.—GENERAL.

12. In addition to the foregoing conditions in respect of medical advertisements, commercial stations are bound not to accept any script, continuity, advertising copy, recorded commercial announcements, and such matter for broadcast which introduces or incorporates—

(*a*) obscene and off-colour jokes or songs, oaths, sacrilegious expressions and anything of doubtful propriety ;
(*b*) the use of the Diety's name excepting when used reverently or as part of a standard classic work ;
(*c*) statements or suggestions that may be considered offensive of religious views, racial traits and the like ;
(*d*) false or questionable statements or any other form of misrepresentation ;
(*e*) testimonials which do not reflect the genuine experience of opinion of a competent witness—anonymous advertising testimonials shall not be permitted ;
(*f*) statements of prices and values not in accordance with specific facts or any misleading price claim or comparison ;
(*g*) unfair comments upon competitors, competing products, or upon industries, professions or institutions ;
(*h*) matter which is barred from the mails as fraudulent, deceptive or objectionable ;
(*i*) statements or claims, known or believed to be false, deceptive or grossly exaggerated ;
(*j*) reference to any remedy or other product, the sale of which or the method of sale of which constitutes a violation of law ;
(*k*) any form of speculative finance, excepting from firms of bona fide standing whose services comply with legislative requirements ;
(*l*) any statement that comments upon, ridicules or incorporates the name of a member of any Royal Family or any Australian or overseas personality in relation to advertising ;
(*m*) in the case of children's programmes, remarks considered derogatory to respect for law and order, adult authority, good morals and clean living ;
(*n*) matter that constitutes a breach or contravenes any Federal or State legislation.

APPENDIX 18.

LEGISLATION.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
		PART I.—PRELIMINARY.				
Short title.	1.	This Act may be cited as the *Australian Broadcasting Commission Act* 1932–1940.	This Act may be cited as the *Australian Broadcasting Commission Act* 19.....	(1) This Act may be cited as the *Australian Broadcasting Commission Act* 1939 (2) The *Australian Broadcasting Commission Act* 1932 is in this Act referred to as the Principal Act. (3) The Principal Act, as amended by this Act, may be cited as the *Australian Broadcasting Commission Act* 1932–1939.	(1) This Act may be cited as the *Australian Broadcasting Commission Act* 1941. (2) The *Australian Broadcasting Commission Act* 1932–1940 is in this Act referred to as the Principal Act. (3) The Principal Act, as amended by this Act, may be cited as the *Australian Broadcasting Commission Act* 1932–1941	In view of our recommendation that the regulations governing the commercial stations should be embodied in a new Act, a suitable title would be "The Australian Broadcasting Act 1942".
Commencement.	2.	This Act shall commence on a date to be fixed by Proclamation.	Nil.	This Act shall come into operation on the day on which it receives the Royal Assent.	This Act shall come into operation on the first day of July, One thousand nine hundred and forty-one.	No change.
Parts.	3.	This Act is divided into Parts, as follows:— Part I.—Preliminary. Part II.—Establishment and Constitution of Commission. Part III.—Powers and Functions of the Commission. Part IV.—Finance. Part V.—Issue of Debentures by the Commission. Part VI.—Miscellaneous.	Nil.	Nil.	Nil.	Needs alteration to conform with our recommendation that the regulations governing the commercial stations be included as a Part of the new Act. (*See* paras. 29 and 374 of Report.)
Definitions.	4.	In this Act, unless the contrary intention appears— "Commissioner" means a member of the Commission; "National broadcasting stations" means stations made available by the Minister for the purpose of the transmission of the National Broadcasting Programmes; "the Commission" means the Australian Broadcasting Commission appointed under this Act; and "the Fund" means the Australian Broadcasting Commission Fund established under this Act.	Nil.	Nil.	Section four of the Principal Act is amended— (*a*) by omitting the definition of "National broadcasting stations" and inserting in its stead the following definitions:— "'National broadcasting stations' means studios and associated transmitters which are used for the purpose of the transmission of the programmes provided by the Commission; 'studios' means studios which the Minister is satisfied are permanently occupied	Needs amplification to conform with our recommendation to include in the new Act the regulations relating to the commercial stations. (*See* paras. 29 and 374 of Report.)

					by the Commission and in which programmes broadcast from the National broadcasting stations are produced and includes the control rooms, recording rooms, switching rooms and any other rooms comprising any studio group ; " and (*b*) by inserting at the end thereof the following definition :— " ' transmitters ' means the transmitters which are made available by the Minister for the purpose of the radiation of the programmes provided by the Commission."	
		PART II.—ESTABLISHMENT AND CONSTITUTION OF THE COMMISSION.				
Commission.	5.	(1) For the purposes of this Act, there shall be a Commission, to be known as the Australian Broadcasting Commission, which shall be charged with the general administration of this Act. (2) The Commission shall be a body corporate with perpetual succession and a common seal, and may acquire, hold and dispose of real and personal property and shall be capable of suing and being sued in its corporate name. (3) All Courts, Judges and persons acting judicially shall take judicial notice of the seal of the Commission affixed to any document or notice and shall deem that it was duly affixed.	Nil.	Nil.	Nil.	Clause (1) needs amending to make it clear that the Commission is not charged with the administration of the Part of the new Act relating to the commercial stations.
Composition of Commission.	6.	(1) The Commission shall consist of five Commissioners, one of whom shall be a Chairman, and one of whom shall be a Vice-Chairman. (2) The Commissioners shall be appointed by the Governor-General, and shall hold office, during good behaviour, for the period for which they were appointed.	Nil.	Nil.	Section six of the Principal Act is amended by omitting from subsection (1) the word " five " and inserting in its stead the word " seven ".	No change.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Term of Office of Commissioners.	7.	(1) Subject to this Act, the period for which the Commissioners first appointed under this Act shall hold office shall be, in the case of the Chairman, not exceeding five years, in the case of the Vice-Chairman, not exceeding four years, and in the case of each of the remaining Commissioners, not exceeding three years. (2) After the appointments of the five Commissioners first appointed under this Act, each further appointment shall be for a period not exceeding three years. (3) Each person who is appointed a Commissioner shall, upon the expiration of the term for which he was appointed, be eligible for re-appointment.	Section seven is amended by omitting sub-section (3).	Section seven of the Principal Act is amended by omitting from sub-section (2) the word "three" and inserting in its stead the word "five".	Section seven of the Principal Act is repealed and the following section inserted in its stead :— "(1) Subject to this Act, the period for which the Commissioners first appointed after the commencement of this section shall hold office shall be, in the case of the Commissioner who is appointed Chairman, not exceeding three years, in the case of the Commissioner who is appointed Vice-Chairman and one other Commissioner, not exceeding three years, in the case of two other Commissioners, not exceeding two years, and in the case of the remaining Commissioners, not exceeding one year. (2) After the appointments of the Commissioners first appointed after the commencement of this section, each further appointment shall be for a period not exceeding three years. (3) Each person who is appointed a Commissioner shall, upon the expiration of the term for which he was appointed, be eligible for re-appointment."	Needs alteration to conform with our recommendation that the appointments should be for terms certain. The use of the words "not exceeding" would confer power to make appointments for shorter periods than those recommended. (*See* para. 41 of Report.)
Remuneration of Commissioners.	8.	(1) Subject to this section, the Commissioners shall receive such salaries and allowances as the Governor-General determines. (2) The salaries of the Commissioners shall not exceed the following :— in the case of the Chairman .. Five hundred pounds per annum ; in the case of the Vice-Chairman .. Four hundred pounds per annum ; and	Nil.	Section eight of the Principal Act is amended— (*a*) by omitting from sub-section (1) the words "salaries and allowances" and inserting in their stead the words "remuneration and expenses" ; and (*b*) by omitting from sub-section (2) the word "salaries" and inserting in its stead the word "remuneration".	Section eight of the Principal Act is amended— (*a*) by omitting from sub-section (1) the words "salaries and allowances" and inserting in their stead the words "remuneration and allowances" ; and (*b*) by omitting from sub-section (2) the word "salaries" and inserting in its stead the word "remuneration"	Needs alteration to conform with our recommendation, namely, £1,250 for the Chairman, £500 for the Vice-Chairman, and £300 for each of the other members. (*See* para. 42 of Report.)

		in the case of each other Commissioner .. Three hundred pounds per annum.				
Illness or absence of Chairman.	9.	(1) In case of the illness or absence of the Chairman, the Vice-Chairman, if present, shall act as Chairman. (2) In case of the illness or absence of both the Chairman and the Vice-Chairman, the Commissioners present may appoint one of their number to act as Chairman : Provided that the Governor-General may, if he thinks fit, appoint a person to act as Chairman for such period as the Governor-General specifies. (3) If the Governor-General appoints a person to act as chairman, the appointment shall be at such salary as is determined by the Governor-General, not exceeding the maximum salary fixed by section eight of this Act.	Nil.	Section nine of the Principal Act is amended by omitting from subsection (3) the word " salary " (wherever occurring) and inserting in its stead the word " remuneration ".	Section nine of the Principal Act is amended by omitting from subsection (3) the word " salary " (wherever occurring) and inserting in its stead the word " remuneration ".	No change.
Illness or absence of Commissioners.	10.	(1) In case of the illness or absence of any other Commissioner, the Governor-General may, if he thinks fit, appoint a person to perform the functions of the Commissioner during such illness or absence. (2) The salary of any person so appointed shall be determined by the Governor-General but shall not exceed the maximum salary fixed by section eight of this Act in respect of that office.	Nil.	Section ten of the Principal Act is amended by omitting from subsection (2) the word " salary " (wherever occurring) and inserting in its stead the word " remuneration ".	Section ten of the Principal Act is amended by omitting from subsection (2) the word " salary " (wherever occurring) and inserting in its stead the word " remuneration ".	No change.
Determination of conditions of leave of absent Commissioner.	11.	In the event of the absence of any Commissioner, the Governor-General may determine the conditions as to remuneration or otherwise upon which leave may be granted.	Nil.	Nil.	Nil.	No change.
Dismissal of a Commissioner or Acting Commissioner.	12.	The Governor-General may terminate the services of a Commissioner or an Acting Commissioner for inability, inefficiency or misbehaviour, or for neglect or failure to carry out any of the provisions of this Act.	Nil.	Nil.	Nil.	No change in principle. The wording needs amendment to conform with the intention that the Commission will not be concerned with the whole of the new Act, as part of it will relate to the commercial stations.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Vacation of office.	13.	A Commissioner shall be deemed to have vacated his office— (*a*) if his appointment is terminated by the Governor-General in pursuance of this Act; (*b*) if he becomes bankrupt or compounds with his creditors or makes any assignment of his salary for their benefit or takes advantage of any provision of any Act relating to bankruptcy; (*c*) if he becomes of unsound mind; (*d*) if he resigns his office by writing under his hand addressed to the Governor-General and the resignation is accepted by the Governor-General; (*e*) if he absents himself (except on leave granted by the Governor-General) from all meetings of the Commission held during two consecutive months; or (*f*) if he, in any way, otherwise than as a member, and in common with the other members, of an incorporated company consisting of more than twenty-five persons— (i) becomes concerned or interested in any contract or agreement made by or on behalf of the Commission; or (ii) participates, or claims to participate, in the profit of any such contract or agreement or in any benefit or emolument arising therefrom.	Section thirteen is amended by omitting from paragraph (*e*) the word "two" and inserting in its stead the word "four".	Nil.	Nil.	No change.

Meetings of Commission.	14.	(1) The Commission shall hold such meetings as, in the opinion of the Chairman or at least three other Commissioners, are necessary for the efficient conduct of its affairs. (2) At meetings of the Commission three Commissioners shall form a quorum, and the Chairman shall have a deliberative vote, and, in the event of an equality of votes, a second or casting vote.	Section fourteen is amended by adding to sub-section (1) the words " provided that there shall be not less than four (4) such meetings in any one year ".	Nil.	Section fourteen of the Principal Act is amended by omitting the word " three " (wherever occurring) and inserting in its stead the word " four ".	No change, except that provision should be made for the attendance of the General Manager or the Acting General Manager. (*See* para. 43 of Report.)
Appointment of officers.	15.	(1) The Commission shall appoint a general manager and such other officers and such servants as it thinks necessary. (2) The salaries payable to the general manager and the next six most highly paid executive officers of the Commission shall be subject to the approval of the Governor-General. (3) Officers and servants appointed by the Commission shall not be subject to the provisions of the *Commonwealth Public Service Act* 1922–1931, but shall be subject to such conditions (including tenure of office) as are determined by the Commission.	Section fifteen is repealed and the following section inserted in its stead :— (1) There shall be a Director-General who shall be chief executive of the Commission, and who shall be appointed by the Governor-General in Council on the recommendation of the Commission. (2) There shall be a Deputy Director - General, who shall be appointed by the Commission. (3) Any salaries payable to executive officers of the Commission in excess of £1,500 per annum shall be subject to the approval of the Governor-General. (4) Full-time officers and servants appointed by the Commission shall be subject to the provisions of the *Commonwealth Public Service Act* 1922–1931, with the exception of such persons who are not members of the permanent staff, as, for example, persons engaged for specific artistic or creative work, on contract or otherwise.	Section fifteen of the Principal Act is repealed and the following section inserted in its stead :— " (1) The Commission shall appoint a general manager (who shall be the chief executive officer of the Commission), and may appoint an assistant general manager, and such other officers and servants as it thinks necessary for the purposes of this Act. (2) The payment, to any executive officer of the Commission, of salary at a rate exceeding One thousand pounds per annum, shall be subject to the approval of the Governor-General. (3) Officers and servants appointed by the Commission shall not be subject to the *Commonwealth Public Service Act* 1922–1937, but shall be employed on such terms and conditions (including tenure of office) as are determined by the Commission." (4) Any officer or servant appointed under the section of the Principal Act repealed by this section, who is in the employment of the Commission at the date of the commencement of this section, shall continue in the employment of the Commission as if he had been appointed under the Principal Act as amended by this Act.	Section fifteen of the Principal Act is amended— (*a*) by omitting sub-section (2); and (*b*) by omitting from sub-section (3) the words " determined by the Commission " and inserting in their stead the word " prescribed ".	Needs alteration to conform with our recommendation in regard to making the permanent staff conditions subject to statutory rule and providing for recruitment to be by open competitive examination. (*See* paras. 132 and 134 of Report.) An amendment is also required to provide for superannuation in the event of the conditions under which employees of the A.B.C. are engaged being prescribed by statutory rule. (*See* para. 136 of Report.)

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Appointment of officers—*contd.*	15—*contd.*			*Draft amendment which Mr. Harrison proposed to move in the Committee stage* :— Add the following sub-section :— (4) Where, in relation to any officer or servant appointed under this Act, the Minister, on the recommendation of the Commission, made within six months after a date to be fixed by Proclamation, or, in the case of an officer or servant appointed after the commencement of this sub-section, within six months after such appointment, directs by notice published in the *Gazette* that the officer or servant shall be deemed to be an "employee" within the meaning of section four of the *Superannuation Act* 1922-1937, that officer or servant shall, as from the date of publication of the notice, be deemed to be an "employee" within the meaning of that section.		
		PART III.—POWERS AND FUNCTIONS OF THE COMMISSION.				
Functions of Commission.	16.	The Commission shall provide and shall broadcast from the national broadcasting stations adequate and comprehensive programmes and shall take in the interests of the community all such measures as, in the opinion of the Commission, are conducive to the full development of suitable broadcasting programmes.	Sections 16, 17, 18 (sub-section (1)), 19, 22, 23, 24 and 27 (paragraph (c)) are repealed and the following section inserted in their stead :— The objects for which the Commission is established are— (*a*) to provide adequate and comprehensive programmes to be broadcast from such transmitters as the Minister may from time to time erect or acquire for the purpose of carrying out the National Broadcasting Service ;	Section sixteen of the Principal Act is amended by adding at the end thereof the following sub-section :— " (2) Where the Commission considers it necessary for the proper carrying out of its objects or for any purpose incidental thereto, the Commission may make arrangements for the holding of, or may organize or subsidize, public concerts and other public entertainments, provided—	Section sixteen of the Principal Act is repealed and the following section inserted in its stead :— " (1) The Commission shall provide adequate and comprehensive programmes and shall take in the interests of the community all such measures as, in the opinion of the Commission, are conducive to the full development of programmes suitable for broadcasting, and the Minister shall	No change.

(*b*) to provide and equip such studios, auditoria, offices, rehearsal rooms, control booths, recording rooms and such other accommodation as it thinks necessary to carry out the provisions of sub-section (*a*) above ;

(*c*) to compile, prepare, issue, circulate and distribute, whether gratis or otherwise, in such manner as it thinks fit, such papers, magazines, periodicals, books, pamphlets, circulars and other literary matter as it thinks fit, including the programmes of National and other Broadcasting Stations ;

(*d*) to collect in such manner as it thinks fit news and information relating to current events in any part of the world and establish and subscribe to news agencies ;

(*e*) to make contracts with any person or group of persons, in or outside Australia, to perform or carry out other duties in connexion with the programmes of the Commission, provided that, as far as possible, encouragement shall be given to the development of Australian talent ;

(*f*) to establish and utilize, in such manner as it thinks desirable in order to confer the greatest benefit on broadcasting, groups of musicians for the rendition of orchestral, choral and band music of high quality ;

(*g*) to present artists, orchestras or choirs in public performances (whether gratis or otherwise) wherever it may be considered necessary to the proper carrying out of the objects of the Commission, provided that part of each such performance shall be broadcast ;

(*a*) the whole or part of each such concert or entertainment is broadcast ; or

(*b*) the concert or entertainment is held in co-operation with an educational, religious or other non-commercial institution and no charge for admission is made."

broadcast those programmes from such transmitters as the Commission determines.

(2) Where the Commission considers it necessary for the proper carrying out of its objects or for any purpose incidental thereto, the Commission may make arrangements for the holding of, or may organize or subsidize, public concerts and other public entertainments, provided—

(*a*) the whole or part of each such concert or entertainment is broadcast ; or

(*b*) the concert or entertainment is held in co-operation with an educational, religious or other non - commercial institution and no charge for admission is made."

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Functions of Commission—*continued.*	16—*contd.*		(*h*) to acquire by registration, purchase or otherwise copyrights in any literary, musical or artistic works, plays, songs, gramophone recordings, news and other matter, and turn into account the same with a view to the furtherance of any of the objects of the Commission ; (*i*) to acquire and use any patent or patent rights, brevets d'invention, licences or concessions which the Commission may consider useful for the purpose of carrying out its objects ; (*j*) to make arrangements or agreements with any authority or organization for the use of any rights, privileges or concessions which the Commission may consider necessary or useful for the purpose of carrying out its objects ; (*k*) to acquire by lease or purchase any land, buildings, easements or other property, rights or privileges which it thinks necessary for the purposes of this Act ; (*l*) to sell, exchange, lease, dispose of, turn to account or otherwise deal with any property, rights or privileges of the Commission ; (*m*) to invest in any securities of, or guaranteed by the Government of the Commonwealth or of any State, or otherwise deal with the moneys of the Commission not immediately required, in such manner as may from time to time be determined ; (*n*) to acquire private stations, subject to the approval of the Minister, either by lease or purchase ;			

			(*o*) to do all such other things as the Commission may deem incidental or conducive to the attainment of any of the objects or the exercise of any of the powers of the Commission.			
Publication of Journals, &c.	17.	For the purpose of the exercise of its powers and functions under this Act, the Commission may compile, prepare, issue, circulate and distribute, whether gratis or otherwise, in such manner as it thinks fit, such papers, magazines, periodicals, books, pamphlets, circulars and other literary matter as it thinks fit (including the programmes of national broadcasting stations and other stations) : Provided that, prior to the publication of any programme in pursuance of this section, a copy of the programme shall be made available at an office of the Commission on equal terms to the publishers of any newspaper, magazine or journal published in the Commonwealth.	(*See* Section 16 (*c*) above.)	Nil.	Nil.	Provision should be made either in this section or in the Part of the new Act relating to the commercial stations, to require the latter to disclose their programmes. *See* recommendation (4) in para. 162 of Report. *See also* other recommendations in regard to *The A.B.C. Weekly* in para. 162.
Power to purchase and dispose of assets.	18.	(1) Subject to this Act, the Commission may— (*a*) acquire by lease or purchase any land, buildings, easements or other property, rights or privileges which it thinks necessary for the purposes of this Act ; and (*b*) sell, exchange, lease, dispose of, turn to account or otherwise deal with any property, rights or privileges of the Commission. (2) The Commission shall not, without the approval of the Minister— (*a*) acquire any property, the cost of acquisition of which exceeds the sum of Five thousand pounds, or in any manner dispose of any property having an original or book value exceeding the sum of Five thousand pounds ; or	Sub-section (1) *see* Section 16 (*k*) and 16 (*l*) on previous page. Sub-section 2 is repealed and the following section inserted in its stead :— (1) The Commission shall not, without the approval of the Minister— (*a*) acquire any property, the cost of acquisition of which exceeds the sum of Ten thousand pounds, or in any manner dispose of any property having an original or book value exceeding the sum of Ten thousand pounds ; (*b*) enter into any lease for a period exceeding five years ; or (*c*) enter into any agreement involving any expenditure in excess of Ten thousand pounds, or extending over a period of more than five years.	**Nil.**	**Nil.**	**No change.**

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Power to purchase, &c.—*continued.*	18—*contd.*	(*b*) enter into any lease for a period exceeding five years.	(2) The Commission may make such regulations, subject to the approval of the Minister, as may be necessary to enable it to carry into effect the obligations imposed on it by this Act.			
Studios to be taken over.	19.	(1) The Commission shall provide such studios, offices and other accommodation as it thinks necessary for the purposes of this Act, and such accommodation in relation to the studios as the Minister requires for the proper carrying out of the technical services to be provided by the Minister, and shall take over, as arranged by the Minister and at the valuation determined by him, any existing studios, buildings, sites, fittings, furniture or other assets controlled by the Minister which are used for broadcasting purposes, and shall accept an assignment of any leases relating thereto, and of the rights and liabilities of the Minister under any agreements relating thereto. (2) The location of any studios to be provided by the Commission in pursuance of this section shall be subject to the approval of the Minister.	(*See* Section 16 (*b*) above.)	Section nineteen of the Principal Act is amended by omitting from sub-section (1) the words "to be provided by the Minister" and inserting in their stead the words "which are required for the purposes of this Act".	Nil.	No change.
Authorized transmissions.	20.	(1) The Commission shall transmit free of charge from all of the national broadcasting stations, or from such of them as are specified by the Minister, any matter the transmission of which is directed by the Minister as being in the public interest. (2) The Commission shall not, without the permission of the Minister, transmit or receive for transmission any message the transmission of which would, without the authority of, or licence granted by, the	Nil.	Section twenty of the Principal Act is amended— (*a*) by inserting in sub-section (1), after the word "matter", the words "of national interest, as distinct from matter primarily of interest to a political party,"; and (*b*) by omitting sub-section (2). (Sub-section 2 re-included as part of new section 20B—for particulars *see* section 51.)	Nil.	No change, except that in Clause (1) provision should be made for the Minister's direction to be in writing. (*See* para. 36 of Report.)

		Minister administering the *Post and Telegraph Act* 1901–1923 or the *Wireless Telegraphy Act* 1905–1919, contravene the provisions of either of those Acts.				
Advertisements.	21.	(1) The Commission shall not broadcast advertisements. (2) Nothing in this section shall be construed as preventing the Commission from broadcasting, if it thinks fit— (*a*) any announcement of its own future programmes ; (*b*) a programme supplied by any organization, firm or person engaged in artistic, literary, musical or theatrical production or in educational pursuits ; or (*c*) a programme supplied by any organization, firm or person, provided the programme is not, in the opinion of the Commission, being used as an advertisement.	Section twenty-one is amended by adding to sub-section (2) the following paragraph :— (*d*) any announcement about any of its own activities which it may consider advisable to so publicize.	Nil.	Nil.	No change.
Collection of news.	22.	The Commission may collect in such manner as it thinks fit news and information relating to current events in any part of the world and may subscribe to news agencies.	(*See* 16 (*d*) above.)	Nil.	Nil.	No change.
Commission to encourage local talent.	23.	The Commission shall, as far as possible, give encouragement to the development of local talent and endeavour to obviate restriction of the utilization of the services of persons who, in the opinion of the Commission, are competent to make useful contributions to broadcasting programmes.	(*See* 16 (*e*) above.)	Nil.	Nil.	Needs amendment to conform with our recommendation in regard to using 2½ per cent. of music time for works of Australian composers. (*See* paras. 330 and 530 of Report.) Similar provision is required in the Part of the new Act which will relate to the commercial stations.
Bands and orchestras.	24.	The Commission shall endeavour to establish and utilize, in such manner as it thinks desirable in order to confer the greatest benefit on broadcasting, groups of musicians for the rendition of orchestral, choral and band music of high quality.	(*See* 16 (*f*) above.)	Nil.	Nil.	No change.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Advisory Committees.	25.	The Commission may, if it thinks fit, appoint Committees to advise it in relation to all or any matters connected with the provision or rendition of broadcasting programmes, or the exercise of any powers, duties or functions conferred or imposed upon it by this Act.	Nil.	Nil.	Nil.	Needs amendment to make it mandatory to appoint an influential advisory committee in each State. (*See* para. 49 of Report.)
		PART IV.—FINANCE.				
Australian Broadcasting Commission Fund.	26.	(1) There shall be an Australian Broadcasting Commission Fund into which shall be paid from time to time out of the Consolidated Revenue Fund, which is hereby appropriated accordingly, an amount which represents such portion of the fees received from broadcast listeners' licences as is fixed by or under this Act. (2) The amount referred to in the last preceding sub-section shall, in respect of the licence-fee received in respect of each broadcast listener's licence in force on or after the first day of September, One thousand nine hundred and forty, be the aggregate of the following amounts :— (*a*) One shilling for each calendar month prior to that date during which the licence was in force ; and (*b*) Ten pence for each calendar month after the thirty-first day of August, One thousand nine hundred and forty, during which the licence is in force. (2A) For the purposes of the last preceding sub-section, every broadcast listener's licence shall be deemed to have been issued on the first day of the calendar month of issue and to cease to be in force on the expiration of the period of twelve calendar months commencing on that day.	Section twenty-six is repealed and the following section inserted in its stead :— (1) There shall be an Australian Broadcasting Commission Fund into which shall be paid the fees received from Broadcast Listeners' Licences, after deducting from the gross receipts the cost of collection and administration, such costs being determined by the Minister from time to time. The Commission shall defray to the Postmaster-General the costs incurred by the latter in maintaining and developing the transmitters of the National Broadcasting Service, and such other costs as trunk line charges. (2) The payments provided for by the preceding provisions of this section shall be made monthly and as soon as possible after the last day of each calendar month, and shall in each case represent an amount approximating the appropriate sum relating to the licences in force during the previous month. (3) The final adjustments shall be made as soon as conveniently possible after the end of each quarter. (4) Any account certified by such officer of his Department as is designated for	Nil.	Nil.	Please see amendments in respect of listeners' licence-fees proposed in paras. 63 and 64 of Report.

		(3) The payments provided for by the preceding provisions of this section shall be made monthly, and as soon as possible after the last day of each calendar month, and shall in each case represent an amount approximating the appropriate sum relating to the licences in force during the pervious month. (4) The final adjustments shall be made as soon as conveniently possible after the end of each quarter. (5) Any account certified by such officer of his Department as is designated for that purpose by the Minister and forwarded by the Minister to the Commission purporting to set out the sum payable to the Commission in pursuance of the foregoing provisions of this section shall be final and conclusive for all purposes. (6) There shall also be paid into the Fund any other revenue or money received by the Commission. (7) Income derived from the investment of any portion of the Fund shall form part thereof.	that purpose by the Minister and forwarded by the Minister to the Commission purporting to set out the sum payable to the Commission in pursuance of the foregoing provisions of this section shall be final and conclusive for all purposes. (This clause is dependent on sub-section (1) above.) (5) There shall also be paid into the fund any other revenue or money received by the Commission, whether from the sale of publications, from the proceeds of public concerts or from any other source. (6) Income derived from the investment of any portion of the Fund shall form part thereof.			
Application of moneys paid into Fund.	27.	The moneys paid into the Fund shall be applied by the Commission as follows :— (*a*) In payment of the expenses, charges and other obligations incurred or undertaken by the Commission in the exercise of its powers, duties and functions under this Act ; (*b*) In payment of the salaries, wages and allowances of Commissioners and of officers and servants of the Commission ; and (*c*) In investment in any securities of, or guaranteed by, the Government of the Commonwealth or of any State.	Sections 27, 28 and 29 are repealed and the following section inserted in their stead :— "The Commission may administer all funds placed to its credit in the Commonwealth Bank or any bank designated by the Minister and may administer all other sums which may be obtained under the provisions of section 26, exclusively in furtherance of the purposes for which the Commission is constituted." (*Re* 27 (*c*) *see* 16 (*m*) above.)	Section twenty-seven of the Principal Act is amended by omitting paragraph (*b*) and inserting in its stead the following paragraph :— "(*b*) In payment of the remuneration and expenses of the Commissioners and of the salaries, wages and allowances of the officers and servants of the Commission ; and ".	Section twenty-seven of the Principal Act is amended by omitting paragraph (*b*) and inserting in its stead the following paragraph :— "(*b*) In payment of the remuneration and expenses of the Commissioners and of the salaries, wages and allowances of the officers and servants of the Commission ; and ".	No change.
Moneys in Fund uninvested may be lodged in Bank.	28.	Moneys held in the Fund, uninvested by the Commission, may be lodged either in an account at call or on fixed deposit, or partly in an account at call and partly in an account at fixed deposit, with the Commonwealth Bank, and while in such Bank shall be held to be moneys of the Crown.	(*See* 27 above).	Nil.	Nil.	No change.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
How cheques signed.	29.	Cheques drawn on any account referred to in the last preceding section shall be signed in such manner as the Commission directs.	(*See* 27 above.)	Nil.	Nil.	No change.
Advance for expenses.	30.	(1) For the purpose of enabling the Commission to defray any expenses iincidental to its establishment and operation, the Treasurer may advance, out of the Consolidated Revenue Fund, which is hereby appropriated accordingly, such amounts not exceeding in all the sum of Thirty thousand pounds as are, in the opinion of the Minister, required by the Commission. (2) In addition to the moneys advanced in pursuance of the last preceding sub-section, the Treasurer may advance to the Commission such sums, if any, as are from time to time appropriated by the Parliament for the purpose. (3) The terms and conditions of any advances made in pursuance of this section, including the security and basis of repayment, shall be as determined by the Treasurer.	Nil.	Nil.	Nil.	No change.
Audit.. ..	31.	(1) The accounts of the Commission shall be subject to inspection and audit, at least once yearly, by the Auditor-General for the Commonwealth. (2) The Auditor-General shall report to the Minister the result of each inspection and audit	Nil.	Nil.	Nil.	No change.
Report and balance-sheet.	32.	The Commission shall, as soon as possible after the expiration of each financial year, prepare a profit and loss statement and balance-sheet in the form prescribed, and shall forward them, together with a report on the operations of the Commission during that year, to the Minister, for presentation to both Houses of the Parliament.	Nil.	Section thirty-two of the Principal Act is amended by omitting the words " profit and loss statement and " and inserting in their stead the words " statement of income and expenditure and a ".	Section thirty-two of the Principal Act is amended by omitting the words " profit and loss statement and " and inserting in their stead the words " statement of income and expenditure and a ".	Needs amendment to conform with our recommendation to require the report to mention any cases in which power has been exercised under Sections 20 (1) and 51 of the present Act, and any cases in which the A.B.C. has received instructions by methods not in accordance with the Act (paras. 37 and 129 of Report). Please

						see also the suggestion in para. 74 that the proposed Parliamentary Standing Committee should report to Parliament on the finances of the A.B.C.
Compensation.	33.	The payment by the Commission of compensation exceeding in any individual case One hundred pounds to members of the Commission, its officers or servants, or other bodies or persons, shall not be made without the approval of the Minister.	Nil.	Nil.	Nil.	No change.
Exemption of income, &c., of Commission from rates, taxes and charges.	34.	The income, property and operations of the Commission shall not be subject to any rates, taxes or charges, under any law of the Commonwealth or a State, to which the Commonwealth is not subject.	Nil.	Nil.	Nil.	No change.
Operations of Commission to be financially self-supporting.	35.	(1) The Commission shall exercise the powers and functions conferred and imposed upon it by this Act, in such a manner that its operations will be financially self-supporting. (2) The Commission shall establish such sinking funds as are, in the opinion of the Treasurer, necessary to enable the Commission to meet repayment of loans and other obligations and to meet losses and depreciation in assets, and may set aside out of its revenue such sums as it thinks proper as a reserve fund for such purposes as the Commission deems desirable (not being purposes for which any sinking fund has been established).	Nil.	Nil.	Nil.	No change.
		PART V.—ISSUE OF DEBENTURES BY THE COMMISSION.				
Issue of debentures.	36.	(1) Subject to this section, the Commission may, from time to time issue debentures to such amount, bearing such rate of interest, and subject to such conditions, as the Treasurer and the Minister approve. (2) The total amount of debentures so issued, and current at any one time, shall not exceed Fifty thousand pounds.	Nil.	Nil.	Nil.	No change.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Form of debentures.	37.	Debentures shall be in accordance with the form approved by the Treasurer, and shall be under the seal of the Commission and shall be signed and countersigned in such manner as the Treasurer directs.	Nil.	Nil.	Nil.	No change.
Commonwealth guarantee.	38.	The Commonwealth by this Act guarantees the payment by the Commission of the principal and interest due in respect of any debenture issued by the Commission in pursuance of this Act, and the Consolidated Revenue Fund is hereby appropriated for the purpose of this section.	Section 38 is amended by adding the following words :— "The issue of such debentures shall be subject to such penalties and provisions as may be determined by the Treasurer."	Nil.	Nil.	No change.
Negotiability of debentures.	39.	(1) Every debenture issued in pursuance of this Act shall be payable to the bearer thereof, and shall pass by delivery only without any assignment or indorsement, and the bearer of a debenture shall have the same rights and remedies as if he were expressly named therein. (2) At the request of the bearer of a debenture, the Commission may in lieu thereof issue to him inscribed stock of the same currency, and bearing the same interest, and transferable only in manner prescribed. (3) At the request of the holder of any inscribed stock of the Commission, the Commission may in lieu thereof issue to him debentures of the same currency and bearing the same interest.	Section 39 is repealed. (*See* proposed amendment to Section 38.)	Nil.	Nil.	No change.
Sale of debentures.	40.	The Commission may sell debentures, or cause them to be sold, at such times and at such places and in such sums and on such conditions as the Treasurer approves.	Section 40 is repealed. (*See* proposed amendment to Section 38.)	Nil.	Nil.	No change.
Investment of trust moneys in Commission debentures.	41.	A trustee, executor or administrator may invest any trust moneys in his hands in the purchase of debentures issued by the Commission.	Section 41 is repealed. (*See* proposed amendment to Section 38.)	Nil.	Nil.	No change.

Forgery of securities.	42.	(1) Any person who, with intent to defraud— (*a*) forges any security of the Commission, or (*b*) utters any forged security of the Commission, or (*c*) makes any instrument for forging any security of the Commission, or (*d*) has in his possession any such instrument, or (*e*) has in his possession any forged security of the Commission, shall be guilty of an indictable offence. Penalty : Imprisonment for ten years. (2) Any person who, without authority, proof whereof shall lie upon him— (*a*) makes any form of security of the Commission, (*b*) has in his possession any form of security of the Commission, or (*c*) makes or has in his possession any instrument or thing by which any distinctive mark or signature on any security of the Commission may be made or imitated, shall be guilty of an offence. Penalty : Imprisonment for two years. (3) In this Part " security of the Commission " means any Commission debenture, Commission inscribed stock, or any coupon, warrant or document for the payment of interest thereon, and includes any transfer of any Commission inscribed stock, and any indorsement on any coupon, warrant or document for the payment of interest on any security of the Commission.	Section 42 is repealed. (*See* proposed amendment to Section 38.)	Nil.	Nil.	No change.
Forfeiture of forged securities, &c.	43.	All forged securities of the Commission, and all unauthorized forms of security of the Commission, and all unauthorized instruments and things by which any distinctive mark or signature on any security of the Commission, may be unlawfully made or imitated, shall be forfeited to the King and may be seized by any member of the police force of the Commonwealth or of a State.	Section 43 is repealed. (*See* proposed amendment to Section 38.)	Nil.	Nil.	No change.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
		PART VI.—MISCELLANEOUS.				
Technical services to be provided by the Postmaster-General.	44.	The Postmaster-General shall undertake the provision and operation of all technical services associated with the transmission of programmes, including any transmission and reception for the interchange of programmes with other broadcasting administrations which is mutually agreed upon between the Commission and the Postmaster-General.	Section 44 is repealed and the following section inserted in its stead :— "The Postmaster-General shall undertake the provision, maintenance and operation of such transmitters as he may decide to erect or acquire for the purpose of broadcasting the National Programmes, the cost of this service to be borne by the Commission."	Section forty-four of the Principal Act is amended— (*a*) by inserting, before the words "The Postmaster-General" (first occurring), the words "Subject to this Act"; and (*b*) by adding at the end thereof the following sub-section :— "(2.) The Commission may, with the approval of the Minister, undertake the provision and operation of technical services in any studio or at any other pick-up point." *Draft amendment which Mr. Harrison proposed to move in the Committee stage.* Omit all words from and including the word "undertake" to the end of the clause, and insert "and at its own cost, undertake, in relation to any or all of the National Broadcasting Service studios, any or all of the functions referred to in paragraph (*b*) or (*c*) of section forty-six, or paragraph (*a*) of section forty-seven of this Act."	Section forty-four of the Principal Act is amended— (*a*) by omitting the words "The Postmaster-General" and inserting in their stead the words "Subject to this Act, the Minister"; and (*b*) by omitting the word "Postmaster-General" (second occurring) and inserting in its stead the word "Minister".	No change.
Lines for conveyance of electric current to broadcasting stations.	45.	(1) For the purpose of providing and operating the technical services referred to in this Act, the Postmaster-General, or any person acting under the authority of the Postmaster-General, may— (*a*) erect, place and maintain any electric line which is, in the opinion of the Postmaster-General, necessary for conveying electric current to a broadcasting station, and in respect of the erection, placing and maintenance of any electric line, the Postmaster-General and	Section 45 is repealed.	Nil.	Section forty-five of the Principal Act is amended by omitting the word "Postmaster-General" (wherever occurring) and inserting in its stead the word "Minister".	No change.

		any person acting under his authority, shall have the same powers, and be subject to the same obligations, as are conferred or imposed under **Part** IV. of the *Post and Telegraph Act* 1901–1923 in relation to the erection, placing and maintenance of telegraph lines ; and (*b*) arrange for and obtain from any person the supply of any electric current which, in the opinion of the Postmaster-General, is necessary or advisable for the working of any broadcasting station or the operation of any apparatus for the transmission or reception of programmes. (2) In this section "electric line" includes all means used for the purpose of conveying, transmitting, transforming or distributing electricity and any casing, coating, covering, tube, tunnel, pipe, pillar, pole, post, frame, bracket or insulator enclosing, surrounding or supporting the same or any part thereof or any apparatus connected therewith.				
Technical services to be provided free to the Commission.	46.	The Postmaster-General shall provide free of cost to the Commission— (*a*) the transmissions emanating from recognized National Broadcasting Service studios which are to be radiated from the national broadcasting stations, including such simultaneous transmissions from two or more stations as are mutually agreed upon ; and (*b*) microphones, pick-up equipment and all other necessary portable apparatus for occasional or periodical transmission from various places within the Commonwealth.	Section 46 is repealed. (*See* Section 26, sub-section (1) above, and section 44 above.)	Section forty-six of the Principal Act is repealed, and the following section inserted in its stead :— "Subject to this Act, the Postmaster-General shall, without cost to the Commission— (*a*) provide the transmissions emanating from recognized National Broadcasting Service studios which are to be radiated from the national broadcasting stations, including such simultaneous transmissions from two or more stations as are agreed upon ; (*b*) provide and operate, whether for rehearsal, performance or audition, the technical equipment necessary for studios,	Section forty-six of the Principal Act is repealed, and the following section inserted in its stead :— "The Minister shall, without cost to the Commission— (*a*) arrange for the transmission from studios to their associated transmitters of the programmes provided by the Commission and for the radiation of those programmes, including, where telephone circuits can be made available for the purpose such simultaneous radiations from two or more transmitters as the Commission desires ; (*b*) provide, install, maintain and operate within the studios the technical	No change.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Technical services, &c.—*continued.*	46—*contd.*			switching rooms, control booths and recording rooms provided by the Commission under this Act ; and (*c*) provide and operate microphones, pick-up equipment, and all other necessary portable apparatus for occasional or periodical transmission from various places within the Commonwealth ". *Draft amendment which Mr. Harrison proposed to move in the Committee stage—* Omit paragraphs (*a*) and (*b*) of proposed new section 46, insert the following :— " (*a*) transmit from the recognized relevant studios of the Commission and radiate from the National Broadcasting stations the programmes of the Commission, including such simultaneous radiations from two or more stations as are agreed upon : and (*b*) provide, install, maintain and operate within the studio premises the technical equipment and services necessary for auditions, and for the rehearsing, recording and broadcasting of the programmes of the Commission." Omit " operate " in paragraph (*c*), insert " maintain ".	equipment and services necessary for broadcasting the programmes of the Commission and such other equipment as he considers to be necessary for auditions, rehearsals and recordings ; and (*c*) provide and maintain microphones, pick-up equipment, and all other necessary portable apparatus for occasional or periodical transmission from various places within the Commonwealth.	
Technical services to be provided at Commission's expense.	47.	The Postmaster-General shall provide, at the expense of the Commission— (*a*) for the installation and operation of the apparatus referred to in paragraph (*b*) of the last preceding section ; (*b*) the circuits required to connect the various pick-up	Section forty-seven is repealed. (*See* section 26, sub-section (1), above, and Section 44 above.)	Section forty-seven of the Principal Act is amended— (*a*) by inserting, before the words " The Postmaster-General ", the words " Subject to this Act,"; and (*b*) by omitting paragraph (*a*) and inserting in its stead the following paragraph :— " (*a*) for the installation of	Section forty-seven of the Principal Act is repealed and the following section inserted in its stead :— " The Minister shall provide at the expense of the Commission— (*a*) for the installation and operation of the apparatus referred to in paragraph (*c*) of the last preceding section ;	No change.

		points with the recognized relevant studios ; and (*c*) apparatus required permanently for pick-up purposes or for other purposes affecting the rendering of programmes where such apparatus is to be installed at any place other than a recognized National Broadcasting Service studio.		the apparatus referred to in in paragraphs (*b*) and (*c*) of section forty-six of this Act ; ". *A draft amendment which Mr. Harrison proposed to move in the Committee stage would have altered paragraph (a) to read—* "(*a*) For the installation and operation of the apparatus referred to in paragraph (*c*) of section 46 of this Act."	(*b*) the circuits required to connect the various pick-up points with the appropriate studios ; (*c*) apparatus required permanently for pick-up purposes or for other purposes affecting the rendering of programmes where such apparatus is to be installed at any place other than a studio ; (*d*) for the reception of programmes of other broadcasting administrations which the Commission desires to reproduce over one or more transmitters ; and (*e*) the media on which the recordings referred to in paragraph (*b*) of the last preceding section are made."	
Agreements to receive approval in certain cases.	48.	Notwithstanding anything contained in this Act, the Commission shall not be empowered to enter into any agreement involving any expenditure in excess of Five thousand pounds, or extending over a period of more than five years, unless the approval of the Minister thereto has first been obtained.	(*See* section 18, sub-section (1), paragraph (*c*) above).	Nil.	Nil.	No change.
Indemnity to Postmaster-General.	49.	The Commission shall at all times indemnify and keep indemnified the Postmaster-General against any action, claim or demand brought or made by any person against the Postmaster-General or against any officer of the Postmaster-General's Department in respect of any act done by the Postmaster-General or by such officer on behalf, at the request, or in the interests, of the Commission.	Nil.	Nil.	Nil.	No change.
Commission to take over functions.	50.	The control of the provision and rendition of broadcasting programmes by the Commission shall commence on the first day of July One thousand nine hundred and thirty-two, but the Commission may exercise, prior to that date, any powers or functions conferred on it by this Act for the purpose of enabling it to assume full control on that date.	Section fifty is repealed.	Nil.	Nil.	No change.

Margin.	Section.	Present Legislation. (*Australian Broadcasting Commission Act* 1932–40.)	Amendments proposed in Cameron Draft Bill 1939.	Amendments proposed in Harrison Bill 1939.	Amendments proposed in McLeay Bill 1941.	Amendments of present Act proposed by Parliamentary Committee 1942, subject to the note at the end of this Appendix.
Power to require Commission to refrain from broadcasting any matter.	51.	(1) The Minister may, from time to time, by notice in writing, prohibit the Commission from broadcasting any matter, or matter of any class or character, specified in the notice, or may require the Commission to refrain from broadcasting any such matter. (2) The Minister may at any time revoke or vary any requirement made in pursuance of the last preceding sub-section.	Section fifty-one is amended by omitting sub-section (2).	Section 51 is repealed and the following section inserted in its stead :— (1) Subject to this Act, the Minister may, from time to time, by notice in writing, prohibit the Commission from broadcasting any matter, or matter of any class or character, specified in the notice, or may require the Commission to refrain from broadcasting any such matter. (2) The Minister may at any time revoke or vary any requirement made in pursuance of the last preceding sub-section. (3) The Commission shall not, without the permission of the Minister, transmit or receive for transmission any message the transmission of which would, without the authority of, or licence granted by, the Minister administering the *Post and Telegraph Act* 1901–1934 or the *Wireless Telegraphy Act* 1905–1936, contravene the provisions of either of those Acts." (Mr. Harrison's Bill proposed that this section should be inserted as section 20B, including also sub-section 2 of section 20 of the existing Act.	Nil.	No change.
Broadcasting political speeches.	52.	The Commission shall have the power to determine to what extent and in what manner political speeches may be broadcast.	Nil.	Section fifty-two is repealed and the following section inserted in its stead :— " The Commission may determine to what extent and in what manner matter primarily of interest to a political party may be broadcast." (Mr. Harrison's Bill proposed that this section should be inserted as section 20A).	Nil.	Needs amendment to conform with our recommendations in regard to the prohibition of dramatized political broadcasts, the announcing of names of sponsors and parties on whose behalf political broadcasts are made, and the ceasing of such broadcasts during a period prior to election days. (*See* para. 269 of Report.) Please see also our recom-

						mendation in para. 259 that the policy in regard to facilities for political broadcasts be considered by the proposed Parliamentary Standing Committee, with a view of incorporating it in legislation.
Control of broadcasting in case of emergency.	53.	The Governor-General may, whenever any emergency has arisen, which, in his opinion, renders it desirable in the public interest so to do, authorize the Minister to exercise during the emergency complete control over the matter to be broadcast from the national broadcasting stations, and, thereupon and so long as the emergency continues, such persons as are thereto authorized in writing by the Minister shall have access at all times to any premises controlled by the Commission and may exercise full authority over all rights and privileges possessed by the Commission.	Nil.	Nil.	Nil.	No change.
Power to require Commission to refrain from exercise of powers.	53A.	..	..	..	After section fifty-three of the Principal Act, the following section is inserted :— The Governor-General may, if he is satisfied that it is necessary in the public interest so to do, by notice in writing, direct the Commission to refrain from taking any action in the exercise of any of its powers conferred by this Act.	We do not approve of the suggested new section 53A. (*See* paras. 34 and 35 of Report.)
Prior contracts not affected.	54.	Nothing in this Act shall be deemed to diminish or affect the rights of any person under any contract or agreement made prior to the commencement of this Act to which the Commonwealth is a party.	Nil.	Nil.	Nil.	No change.
Regulations.	55.	The Governor-General may make regulations, not inconsistent with this Act, prescribing all matters required or permitted to be prescribed, or which are necessary or convenient to be prescribed, for carrying out or giving effect to this Act, and in particular for providing for the issue, inscription, transfer, transmission and redemption of inscribed stock of the Commission, and all matters in relation thereto.	Nil (but proposed section 18, subsection (2), gives the Commission power to make Regulations).	Nil.	Nil.	No change.

NOTE.—The present Act should be repealed and a Bill prepared for a new Act embodying the recommendations in the Report to which this document is an appendix, as well as such provisions in the present Act as do not conflict with those recommendations.

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