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CHAPTER XXVIII.

MISCELLANEOUS.

§ 1. Patents, Trade Marks and Designs.

1. Patents.—(i) *General.* The granting of patents is regulated by the Commonwealth Patents Act 1903-1946, which, in regard to principle and practice, has the same general foundation as the Imperial Statutes, modified to suit Australian conditions. The Act is administered by a Commissioner of Patents. Fees totalling £10 are sufficient to obtain letters patent for the Commonwealth of Australia and the Territories of Papua, New Guinea and Norfolk Island. Renewal fees are payable as follows :—£1 before the expiration of the fifth year and an amount progressively increasing by ten shillings before the expiration of each subsequent year up to the fifteenth, when the fee becomes £6. If a renewal fee is not paid when it becomes due, an extension of time up to twelve months may be granted on grounds specified in the Act, and subject to the payment of prescribed fees. An amendment to the Act in September, 1946, permits the public to inspect an application, complete specification and provisional specification (if any) after the complete specification has been lodged. Previously specifications were made public only after an application had been accepted, in many cases as much as a year after the date of lodgment.

(ii) *Summary.* The number of separate inventions in respect of which applications were filed during the years 1939 and 1943 to 1946 is given in the following table, which also shows the number of letters patent sealed in each year :—

PATENTS : AUSTRALIA.

Particulars.	1939.	1943.	1944.	1945.	1946.
No. of applications .. .. .	5,740	4,604	5,860	7,349	9,072
No. of applications accompanied by provisional specifications .. .. .	3,161	2,242	2,548	3,600	4,321
Letters patent sealed during each year	3,141	1,424	1,243	1,248	1,901

(iii) *Revenue.* The revenue of the Commonwealth Patent Office during the years 1939 and 1943 to 1946 is shown hereunder :—

PATENTS : REVENUE, AUSTRALIA.

Particulars.	1939.	1943.	1944.	1945.	1946.
	£	£	£	£	£
Fees collected under Patents Act .. .. .	45,581	46,852	56,482	65,479	83,871
Receipts from publications	1,828	1,184	1,351	1,668	2,293
<b>Total .. .. .</b>	<b>47,409</b>	<b>48,036</b>	<b>57,833</b>	<b>67,147</b>	<b>86,164</b>

2. **Trade Marks and Designs.**—(i) *Trade Marks.* Under the Trade Marks Act 1905 the Commissioner of Patents is also Registrar of Trade Marks. This Act has been amended from time to time, the last amendment having been made in 1936. Special provisions for the registration of a "Commonwealth Trade Mark" are contained in the Act of 1905, and are applicable to all goods included in or specified by a resolution passed by both Houses of Parliament that the conditions as to remuneration of labour in connexion with the manufacture of such goods are fair and reasonable.

(ii) *Designs.* The Designs Act 1906, as amended by the Patents, Designs and Trade Marks Act 1910 and the Designs Acts 1912, 1932, 1933 and 1934, is now cited as the Designs Act 1906–1934. Under this Act a Commonwealth Designs Office has been established, and the Commissioner of Patents appointed "Registrar of Designs".

(iii) *Summary.* The following table shows the applications for trade marks and designs received and registered during the years 1939 and 1943 to 1946 :—

**TRADE MARKS AND DESIGNS : AUSTRALIA.**

Applications.	1939.	1943.	1944.	1945.	1946.
<b>RECEIVED.</b>					
Trade Marks .. .. .	1,992	1,227	1,935	2,792	4,142
Designs .. .. .	865	322	458	981	1,544
<b>REGISTERED.</b>					
Trade Marks .. .. .	1,580	788	669	1,003	1,649
Designs .. .. .	736	103	224	668	771

(iv) *Revenue.* The revenue of the Trade Marks and Designs Office during the years 1939 and 1943 to 1946 is given hereunder :—

**TRADE MARKS AND DESIGNS : REVENUE, AUSTRALIA.**

Particulars.	1939.			1943.			1944.			1945.			1946.		
	Trade Marks.	Designs.	Publi- cations.	Trade Marks.	Designs.	Publi- cations.	Trade Marks.	Designs.	Publi- cations.	Trade Marks.	Designs.	Publi- cations.	Trade Marks.	Designs.	Publi- cations.
Fees collected under Com- monwealth Acts ..	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
	15,951	1,082	19	8,806	812	19	4,519	957	8	14,644	1,509	12	19,245	2,220	15

No fees in respect of Trade Marks have been collected under State Acts since 1922.

## § 2. Copyright.

1. *Legislation.*—Copyright is regulated by the Commonwealth Copyright Act 1912–1935 wherein, subject to modifications relating to procedure and remedies, the British Copyright Act of 1911 has been adopted and scheduled to the Australian law.

Reciprocal protection of unpublished works was extended in 1918 to citizens of Australia and of the United States of America under which copyright may be secured in the latter country by registration at the Library of Congress, Washington. The Commonwealth Government promulgated a further Order in Council which came into operation on 1st February, 1923, and extended the provisions of the Copyright Act to the foreign countries of the Copyright Union, subject to the observance of the conditions contained therein.

2. **Applications and Registrations.**—The following table shows under the various headings the number of applications for copyright received and registered, and the revenue obtained for the years 1939 and 1943 to 1946 :—

## COPYRIGHT : AUSTRALIA.

Particulars.	1939.	1943.	1944.	1945.	1946.
Applications received—					
Literary .. .. .	1,438	1,202	1,479	1,469	1,613
Artistic .. .. .	53	29	34	86	66
International .. .. .	3	..	..	..	..
Applications registered—					
Literary .. .. .	1,359	1,140	1,162	1,448	1,291
Artistic .. .. .	38	76	23	53	69
International .. .. .	1	..	..	..	..
Revenue .. .. .	£ 411	310	395	377	438

### § 3. Local Option and Reduction of Licences.

Local option concerning the sale of fermented and spirituous liquors is in force in South Australia and Tasmania. In Victoria, Queensland and Western Australia State-wide polls have superseded the local polls, while in New South Wales the taking of local option polls has been suspended since 1913, though a special State-wide referendum was taken in 1928 on the question of State-wide prohibition with compensation. At the poll held in Victoria on 8th October, 1938, the voting was as follows :—

For abolition of licences .. .. .	368,676
Against abolition of licences .. .. .	721,704
Informal .. .. .	7,648

The percentage of electors who voted was 95.38.

In all States other than South Australia a maximum number is established above which licences shall not be increased except under certain specified conditions (the principal case being the greater demand for service of a considerably increased population). Licences Reduction Boards are in operation in New South Wales and Victoria and in all other States machinery exists for the reduction of licences where it seems desirable or where there is a local option vote in favour of the reduction of licences.

In earlier issues of the Official Year Book (see No. 22, pp. 1005–8), details, by States, were published of polls taken and of the operations of the Licences Reduction Boards.

### § 4. Lord Howe Island.

Lord Howe Island is situated in latitude 31° 30' south, longitude 159° 5' east, about 436 miles north-east of Sydney, and has an area of 3,220 acres. The climate is mild and the rainfall abundant, but on account of the rocky formation of its surface only about 300 acres are suitable for cultivation, most of which are devoted to the production of Kentia Palm Seed. The land belongs to the Crown and is occupied rent-free on sufferance.

Discovered in 1788, the Island was first settled by a small party of Maoris in 1853; afterwards a colony was settled from Sydney. Constitutionally the Island is a dependency of New South Wales and is included in King, one of the electorates of Sydney. A Board of Control at Sydney manages the affairs of the Island and supervises the palm seed industry. The population was 161 at the Census of 30th June, 1933, and 152 at 31st December, 1942.

### § 5. Commonwealth Council for Scientific and Industrial Research.

1. **General.**—By the Science and Industry Research Act 1926 the previously existing Commonwealth Institute of Science and Industry was reorganized under the title of the Council for Scientific and Industrial Research. An account of the organization and work of the former Institute was given in earlier issues of the Official Year Book. (See No. 14, p. 1061.)

2. **Science and Industry Research Act 1920–1945.**—This Act provides for a Council, consisting of—

- (a) Five members nominated by the Commonwealth Government;
- (b) the Chairman and Vice-Chairman of each State Committee constituted under the Act; and
- (c) such other members as the Council, with the consent of the Minister, co-opts by reason of their scientific knowledge.

The Commonwealth nominees form an Executive Committee which may exercise, between meetings of the Council, all the powers and functions of the Council, of which the principal are as follows:—(a) To initiate and carry out scientific researches in connexion with primary or secondary industries in Australia; (b) to train research workers and to establish industrial research studentships and fellowships; (c) to make grants in aid of pure scientific research; (d) to establish industrial research associations in any industries; (e) to test and standardize scientific apparatus and instruments; (f) to establish a Bureau of Information; and (g) to act as a means of liaison between Australia and other countries in matters of scientific research.

3. **Science and Industry Endowment Act 1926.**—Under this Act, the Government established a fund of £100,000, the income from which is used to provide assistance (a) to persons engaged in scientific research; and (b) in the training of students in scientific research. Provision is made for gifts or bequests to be made to the fund, which is controlled by a trust consisting of the Commonwealth nominees on the Council. In accordance with the Act, arrangements have been made to send a number of qualified graduates abroad for training in special fields of work.

4. **Work of the Council.**—The activities of the Council for Scientific and Industrial Research have necessitated a widespread and adaptable organization. Undesirable centralization has been avoided mainly in two ways. In the first place the policy has been followed of establishing laboratories in different places in the Commonwealth wherever the necessary facilities, contacts and other suitable conditions could best be found. Secondly, a State Committee, widely representative of scientific and industrial interest, has been established in each of the six States. These Committees advise the Council on general matters and on particular questions of investigation and research.

For about twelve years after its establishment, the work of the C.S.I.R. was devoted mainly to the solution of problems affecting the agricultural and pastoral industries. Unlike manufacturing concerns, which can often employ their own scientific staffs, the farmer and the pastoralist are dependent on outside help for the solution of their problems which require research. It was a recognition of the greater need of the primary producer which directed the Council's early policy. However, in 1937, the Commonwealth Government decided to extend the activities of the C.S.I.R. so as to provide assistance to secondary industries, and the Council proceeded to establish several laboratories for

work in that field : it was thus in the fortunate position of being able to render to these industries assistance of vital importance almost immediately after the outbreak of war. In fact, the remarkable technological advances and developments in secondary industrial production during the war would to a large extent have been impossible had it not been for the assistance rendered by scientific research, and this may well serve as a forceful illustration of what may be accomplished in times of peace.

For the purpose of carrying out its research work the Council has established a number of Divisions and Sections. The Divisions, of which there are now fourteen, comprise the major establishments for which special laboratory buildings have been erected and equipped ; the Sections generally include establishments which have not reached a stage of development, so far as the scope and magnitude of their operations are concerned, to justify their designation as Divisions. As the Council's investigations extend on a Commonwealth-wide basis and as many of the investigations which are being conducted—particularly those concerned with problems affecting the agricultural and pastoral industries—necessitate experimental work in the field, a number of field stations have been established in various parts of Australia.

The Divisions which have been established are as follows :—

- (1) Plant Industry, with main laboratories at Canberra and field stations.
- (2) Economic Entomology, with main laboratories at Canberra and field stations.
- (3) Animal Health and Production, with main laboratories in Melbourne and Sydney and field stations.
- (4) Biochemistry and General Nutrition, with main laboratories at Adelaide and field stations.
- (5) Soils, with main laboratories at Adelaide and extensive operations in the field.
- (6) Forest Products, with main laboratories in Melbourne and field experiments.
- (7) Food Preservation and Transport, with main laboratories at Homebush, New South Wales, and a subsidiary laboratory in Brisbane.
- (8) Fisheries, with main laboratories at Cronulla, New South Wales, and experimental work in coastal waters of Australia.
- (9), (10), (11), Metrology, Physics, and Electrotechnology comprising the National Standards Laboratory at Sydney.
- (12) Radiophysics, with main laboratory at Sydney.
- (13) Aeronautics, with laboratories in Melbourne.
- (14) Industrial Chemistry, with laboratories in Melbourne.

The following are the Sections :—

- (1) Research Station, Murray Irrigation Area, Merbein, Victoria.
- (2) Irrigation Research Station, Griffith, New South Wales.
- (3) Tribophysics, Melbourne.
- (4) Dairy Products, Melbourne.
- (5) Mineragraphic Investigations, Melbourne.
- (6) Ore-dressing Investigations, Melbourne, Adelaide, and Kalgoorlie.
- (7) Building Materials Research, Melbourne.
- (8) Flax Research, Melbourne.

In addition to its investigational work, the Council maintains an Information Service which deals with inquiries covering a wide range of scientific and technical subjects. Since the outbreak of war the Council has established Scientific Research Liaison Offices in London and Washington. There is also a Section of Mathematical Statistics, with head-quarters at the University of Adelaide ; the main functions of this Section are (a) to provide the various Divisions and Sections of the Council with advice as to the proper planning of experimental work so as to obtain results which are of the highest degree of accuracy, (b) to assist the Divisions and Sections in the analysis of experimental data and (c) to carry out research in statistical theory and its application to practical problems.

The Council's Head Office, with administrative and executive staff and central library, is in Melbourne. The funds for the Council are provided from two main sources, viz., from Commonwealth revenue by Parliamentary appropriation and from industry directly or indirectly by way of contributions and special grants. The fact that contributions and grants account for over one-eighth of the total annual expenditure indicates that C.S.I.R. has succeeded in a very large measure in gaining the confidence of the public.

The activities of C.S.I.R. are now so comprehensive in their scope and so widely distributed that it is not an easy matter to present in a concise form an adequate picture of them. For details of the investigations in progress reference should be made to the Annual Reports of the Council.

## § 6. Australian Institute of Anatomy.

1. **Foundation of Institute.**—The Australian Institute of Anatomy, situated in Canberra, occupies a monumental building erected by the Commonwealth Government under the Zoological Museum Agreement Act of 1924. Prior to the passing of this Act, the Commonwealth Government had expressed regret that the Australian Nation possessed neither a collection of specimens of the unique and fast disappearing fauna of Australia, nor a Museum in which such specimens could be preserved for future generations. Comparative anatomy is the basis of medical science, and while the importance of a study of Australian animals in the solution of various medical problems had for years been recognized by other countries and steps taken by them to procure specimens for their museums, national effort in this direction was neglected in Australia. The late Sir Colin MacKenzie, the first Director of the Institute of Anatomy, however, very kindly presented to the Commonwealth Government his entire private collection, and this magnificent gift was acquired and provision was made for its proper housing under special legislation by the Commonwealth Government. In 1931 the Institute became an integral part of the Commonwealth Department of Health.

2. **Additions to Original Collection.**—In addition to the original collection, which has been greatly augmented, the following gifts have been made to the Australian Nation, and are on view in the Institute:—

- (1) *Horne-Bowie Collection.*—Dealing with the life of Central Australian aborigines and throwing valuable light on the psychology of this Stone Age people.
- (2) *Burrell Collection.*—This deals with the life history of the platypus, and is unique in the world. The platypus is the most primitive mammal known to science, and is the link between the bird, the reptile and the mammal.
- (3) *Milne Collection.*—This is an anthropological and ethnological collection dealing with the aborigines of New South Wales, and contains many valuable and now unobtainable native weapons and implements.
- (4) *Murray Black Collection* of anatomical material representative of the aborigines of Southern Victoria and the River Murray.
- (5) *Nankivell Collection*, illustrating the anatomy of the aborigines of the Murray Valley.
- (6) *Harvard University Collection.*—This includes a collection of specimens from the Harvard University, U.S.A., representing a carefully worked out epitome of archaeology of the United States of America, and, together with two rare skeletons of primitive North American Indians, was a goodwill gift from the University to the Institute of Anatomy.
- (7) *The Sir Hubert Murray Collection.*—The ethnological and osteological collection of the late Sir Hubert Murray, formerly Lieutenant-Governor of Papua. This deals especially with the anthropology of Papua.
- (8) *The Rabaul Ethnological Collection.*—This concerns chiefly the ethnology of the Mandated Territory of New Guinea.

- (9) *The Basedow Collection*.—This collection has been recently purchased by the Commonwealth Government. It deals especially with the anthropology of Central and Northern Australia and was assembled, after many years of research, by the late Dr. Herbert Basedow of Adelaide, who was formerly Protector of Aborigines.
- (10) Many hundreds of specimens and books received from numerous interested scientists, the most outstanding being those from Mr. E. Hill, of Nagambie, Victoria; Mrs. Harry Burrell, New South Wales; and medical books for the Library from the estates of the late Drs. Molloy, David Grant and Robert Stirling.

3. **Endowments for Orations and Lectures.**—In addition to the aforementioned donations of material, there have been several endowments for Orations and Lectures as follows:—

- (1) *The Halford Oration*.—Endowed with a gift of £1,000 by the family of the late Professor G. B. Halford, founder of the first medical school in the Southern Hemisphere. The interest on this amount is given to a prominent scientist to deliver an oration on a subject suggested by the life and work of the late Professor G. B. Halford.
- (2) *The Anne MacKenzie Oration*.—Founded with a gift of £1,000 by the late Sir Colin MacKenzie, in memory of his mother. The orator receives the annual interest for delivering an oration on any phase of "Preventive Medicine".
- (3) *The Dr. G. E. Morrison Memorial Lecture on Ethnology*.—Founded by Chinese residents in Australia, in memory of a great Australian who rendered important services to China.
- (4) *The Kendall Lecture in Veterinary Science*.—Endowed by the sons of the late Dr. W. T. Kendall, who was the founder of the first Veterinary School in the Southern Hemisphere.
- (5) *The Charles Mackay Lecture on Medical History*.—Endowed by Miss C. MacKenzie with a gift of £607 as a memorial to her grandfather, an educationalist, who arrived in Melbourne in 1852 and died at Kilmore, Victoria.
- (6) *The Cilento Medal*.—This bronze medal has been endowed in perpetuity by Sir Raphael Cilento, Director-General of Health for Queensland, to be awarded annually to the scientist deemed to have accomplished the best practical work for the furtherance of Tropical Hygiene and Native Welfare in Australia.

4. **The Scope of the Institute.**—The building occupies portion of the site which has been reserved for the National University of Australia.

The Institute consists of two separate and distinct entities. Portion of the original collection of anatomical specimens assembled by the late Sir Colin MacKenzie is arranged in two large museums which are open to the general public. The material in these museums has been arranged so as to present simple lessons in human hygiene as well as to display the anatomical features and especially the peculiarities of Australian fauna.

The remainder of the building is devoted to research work where scientific investigations have been carried out in many branches of science. The large collections of bony anatomical material donated by Murray Black have provided most interesting and valuable data on aboriginal diseases. These have been studied in some detail.

In order to provide a reservoir of koalas upon which observations of their peculiar food habits might be made, a small reservation has been acquired, and fenced, about 40 miles from Canberra. In this area abounds the peculiar gum tree on which the Victorian koala feeds. This reservation has already been stocked with koalas from Victoria. Later other animals will be added.



In 1938, following upon the retirement due to ill-health of Sir Colin MacKenzie, the activities of the Institute were extended to interpret more fully the ideas of the founder. In the later years of his life Sir Colin had been keenly interested in the relationship of nutrition to the development of the child. When a section for the study of child growth and development was established by the Commonwealth Department of Health in 1938, the head-quarters were transferred to the Institute.

The section devoted to the study of nutrition has been considerably enlarged and many important problems relating to nutrition of the Australian people have been studied.

### § 7. The Commonwealth Observatory.\*

1. **Foundation of Observatory.**—The Observatory was founded primarily to prosecute astrophysical research, including the study of the relations between solar and terrestrial phenomena. A short history of the foundation of the Observatory appears in Official Year Book No. 19, p. 979.

2. **Site of Observatory.**—The Observatory is situated on Mount Stromlo which forms part of a ridge of hills about seven miles west of Canberra. The highest point in the ridge is 2,560 feet above sea level, that is, about 700 feet above the general level of the surrounding country.

3. **Equipment.**—Some of the major items of astrophysical equipment have been obtained through the generosity of private donors. Thus a 30-inch reflector was donated by J. H. Reynolds, Esq.; a 9-inch refractor was presented by the late Mr. James Oddie; and the trustees of the late Lord Farnham made available a 6-inch refractor. Other major equipment comprises a solar tower telescope with an 18-inch coelostat and a 3-inch reversible transit instrument. Recently the Observatory was the successful tenderer at a public sale for the purchase from the Victorian Government of the long disused 48-inch reflector of the now closed Melbourne Observatory. It is proposed to modernize this instrument so as to adapt it to the general astronomical programme of the observatory.

4. **Functions of Observatory.**—In addition to covering the type of astrophysical research for which the Observatory was founded, the field of work has been extended to include experimental and theoretical investigations of the ionosphere, and the determination of time. The observatory is now responsible for the accuracy of the Australian Time Service, and considerable attention is being given to the development of this work. Investigations in the fields of double star astronomy, terrestrial magnetism and cosmic rays are also being carried out.

### § 8. Standards Association of Australia.

The Standards Association of Australia is the national standardizing organization of Australia and issues Australian standard specifications for materials and codes of practice.

The Association was established in July, 1929 by the amalgamation of the Australian Commonwealth Engineering Standards Association and the Australian Commonwealth Association of Simplified Practice. It is an independent body in close touch with modern industrial requirements and has the full recognition and support of the Commonwealth and State Governments and industry.

The sole executive authority of the Association is vested in the Council on which industry is fully represented together with official representatives of the Commonwealth and State Governments and their technical departments, and of scientific, professional and commercial organizations. Voluntary assistance is rendered in the drafting of

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\* Formerly the Commonwealth Solar Observatory.

specifications and codes by more than 4,500 individuals who are experts in their particular fields and are organized into more than 500 committees. Among these are technical committees on : Agricultural Machinery ; Aircraft Materials ; Air Raid Precautions ; Asbestos Cement Pressure Pipes ; Bicycle Components and Accessories ; Bolts and Nuts ; Bore Casing ; Building Materials ; Camouflage Paints ; Cement ; Coal and Coke ; Colliery Equipment ; Containers for the Carriage of Liquids ; Copper and its Alloys ; Creosote ; Dairy Products ; Domestic Heating (Solid Fuel) ; Electrical ; Electrical Approvals ; Electroplating ; Fibrous Plaster Products ; Galvanized Products ; Gauging Practice ; Heavy Textiles ; Identification of Piping Systems ; Joiners' Glue ; Laboratory Glassware ; Lead and Zinc ; Linen Thread ; Locomotive and Railway Rolling Stock ; Machine Belting ; Marine Plywood ; Metal Window Frames ; Oil Filters for Motor Vehicles ; Paint and Varnish ; Pipes and Plumbing ; Producer Gas for Motor Vehicles ; Quality Control ; Railway Permanent Way Materials ; Road Materials ; Road Making Machinery ; Ropes and Cordage ; Safety Glass ; Scientific Glassware ; Shafting, Gearing and Transmission ; Statistical Method of Quality Control ; Structural Steel ; Sugar Mill Machinery ; Sulphur Dioxide ; Steel Plate, Sheet and Strip ; Terne Plate ; Textile Testing ; Timber ; Tool Steels ; Tools and Gauges ; Tramway Rails ; and Wool Unshrinkability.

The Codes Group includes committees on : Boilers and Unfired Pressure Vessels ; Concrete Structures ; Cranes and Hoists ; Electrical Wiring Rules ; Explosives ; Fire Protection ; Interior Illumination of Buildings ; Lift Installations ; Pump Tests ; Refrigeration ; Road Signs and Traffic Signals ; Steel Structures ; Street Lighting ; Welding ; Work in Compressed Air ; and X-ray Equipment. Many committees, such as the Conditions of Contract Committee and the Institutional Supplies Committee, come under the Commercial Standards Division.

The specifications of the Association provide a suitable standard of performance, quality and dimension and an equitable basis for tendering. They help to eliminate redundant qualities and sizes. They enable purchasers to obtain their requirements with greater assurance of satisfaction, with more rapid delivery and without the necessity of drafting individual specifications.

The underlying principles covering the preparation of the specifications and codes are that they shall be in accordance with the needs of industry ; that the common interests of producer and consumer be maintained ; that periodical revision should keep the work abreast with progress ; and that standardization be arrived at by general consent without coercion.

Organizations, companies, firms and individuals interested in the work of the Association are eligible for subscription membership. Members are entitled to free copies of the publications of the Association and to the use of the library and its Special Information Service. Research is undertaken for committees, members of the Association, and industry in general. Many hundreds of inquiries were answered during the last year.

The Association has international affiliations and the standards of all British and foreign countries are filed in the library and are accessible to members. It also administers the Australian National Committees of the International Electrotechnical Commission, the World Power Conference and the International Commission on Large Dams.

The Association is also the representative of the British Standards Institution, and all British standards may be purchased from head-quarters and branch offices in the various States. British Air Ministry (D.T.D.) specifications are also on sale.

The head-quarters of the Association are at Science House, Gloucester-street, Sydney. and branches of the Association are situated at Temple Court, 422 Collins-street, Melbourne ; Empire Chambers, cr. Queen and Wharf-streets, Brisbane ; Alliance Building, Grenfell-street, Adelaide ; Gledden Building, Hay-street, Perth ; Premier's Department, Murray-street, Hobart ; Department of the Interior, Canberra ; and Howard Smith Chambers, Watt-street, Newcastle.

## § 9. Clothing and Food Rationing.

1. **General Administration.**—(i) *Reasons for Rationing.* War conditions necessitated civilian rationing of clothing and certain foodstuffs in Australia. The main reasons for clothing rationing were the serious falling off in imports, increased Service demands, and reduced labour for local production of textiles and making up of garments. The supply to the United Kingdom and the Australian and Allied Services of maximum quantities of foodstuffs necessitated the rationing of sugar, butter and meat, while reduction in imports, consequent upon enemy occupation of Java, necessitated the rationing of tea. In addition to the controls exercised by the Rationing Commission, rationing of certain other commodities is directed by other Departments, e.g., petrol, tobacco, liquor, etc.

(ii) *Personnel of Commission.* Rationing of clothing and foodstuffs is under the control of the Minister for Trade and Customs. A Rationing Commission of three members directs rationing policy. Detailed administration is in charge of a Director of Rationing.

(iii) *Rationing Organization.* Rationing organization consists of a central administration and Deputy Directors of Rationing and staffs located in each capital city, no district offices being maintained. The main annual distribution of civilian food ration books and clothing cards is effected over two days through the electoral organization on lines somewhat similar to those employed for the conduct of an election. Special clothing and food coupon issues are made through the Services and other organizations, and also largely by individual application.

(iv) *Relationship of Commission with Other Departments, etc.* While the Rationing Commission has undertaken the equitable distribution of available supplies of rationed clothing and foodstuffs, the responsibility for production and supplies rests with other Departments. The Director of Clothing (Department of Supply and Shipping) was made responsible in June, 1943 for the control of production of civilian clothing requirements as well as for Service needs, while the Division of Import Procurement (now Central Import Licensing Branch) arranged overseas supplies of textiles, etc. The Tea Control Board handles imports of tea; the Department of Trade and Customs in association with the Queensland Sugar Board supervises sugar production and allocates quantities for civilian consumption, exports, etc.; the Department of Commerce and Agriculture regulates the production and export of butter; the control of meat supplies and allocation over civilian, service and exports demands is the responsibility of the Controller of Meat Supplies who operates under the Minister for Commerce and Agriculture.

2. **Clothing.**—(i) *Reasons for Rationing.* It was apparent in 1942 that with abnormal war conditions involving decrease in imports, reduction in labour available for local production of textiles and manufacture of garments, and increased Service demands, supplies would not be sufficient to meet the civilian demand at normal rates of consumption. Clothing rationing was therefore considered to be the only practicable course to provide for equitable distribution of reduced supplies.

(ii) *Assessment of Ration.* Reviews were made of the stock position of main classes of materials and garments and of the likely rate of future supplies, but the available information was in many respects incomplete. The past average annual replacement rates per man, woman and child in respect of the main types of garments were also determined as far as practicable. The average replacement rates were then reviewed in the light of what was considered to be the minimum replacement rates practicable. In determining the latter, it was considered on the approximate information available that, broadly, men could afford to suffer a reduction on pre-war rate of consumption of slightly less than half, women one-third, children one-fifth (subject to supplementary issues for out-size children), while purchases for infants should remain at pre-war levels. Even on the basis of such minimum requirements it was found that the over-all annual consumption would be in excess of estimated supplies. It was determined, however,

that the initial scale should be based on essential minimum requirements and that everything possible should be done to obtain supplies up to this level by endeavouring to stimulate more efficient local production and to obtain essential imports from the United Kingdom, United States of America, India, etc. The Services co-operated by temporarily reducing their requirements for certain classes of goods.

(iii) *Basis of Scale.* Rationing procedure and clothing scales already operating in the United Kingdom and other countries were closely examined and the general organization of the United Kingdom was largely followed. In determining coupon ratings, the four main sections of the community, i.e., men, women, children 5-15 years and infants were considered separately, and in the determination of ratings for individual garments the factors of their life, utility, amount of material required for manufacture, and the likely supply position were taken into consideration. A Clothing Scale suitable to Australian requirements was thus evolved. To compensate for the additional wear on clothing by persons engaged in industry, lower coupon ratings were fixed for certain types of working garments. Except for minor exceptions of lower ratings for cheap frocks and shoes and for damaged and imperfect goods, no differentiation has been made in coupon ratings on account of price and quality.

Rationing of clothing by coupons was introduced on 15th June, 1942, and extended to wearing apparel, headwear, footwear, handknitting wool and piece goods. The coupon ratings on the more important articles and average consumption rates are shown later.

(iv) *Alteration to Scale.* Alterations in the original coupon scale have been made from time to time to correct anomalies, and as the supply position of certain articles has deteriorated or improved. The following were the main alterations :—

(a) *Household Drapery.* In June, 1943, household drapery and furnishings were added to the list of coupon goods, etc., mainly on account of the increasing shortage of cotton materials, manchester, etc., and as a means of stiffening the clothing scale generally:

In view of the improved local supply position, substantial reductions in coupon ratings were made in June and July, 1945 on woollen garments, knitted underwear, hosiery and woollen piece goods, the reduction on the latter being designed to stimulate home dressmaking and so relieve the shortage in making-up labour.

(b) *Revised Scale, 15th November, 1945.* In November, 1945, a forward review indicated a continued shortage in the overseas cotton and rayon supply position for 1946 and into 1947, while the local supply position of woollen textiles and knitted goods generally showed improvement, largely consequent upon the diversion of production from service to civilian requirements. A general revision of the Clothing Coupon Scale was made as from 15th November, 1945, involving the following :—

- (1) Removal from coupon control of articles in reasonable supply, i.e., knitwear, footwear, headwear and other minor articles; handknitting yarn having previously been exempted.
- (2) On all-wool piece goods and garments lower ratings than for other materials and garments.
- (3) A general readjustment of the coupon ratings on articles still couponed to provide for average requirements from 15th November, 1945 to 31st December, 1946 being covered by 56 coupons instead of the previous annual issue of 112 coupons. (This obviated the necessity for a further issue of Clothing Ration Cards in June, 1946.)

(v) *Clothing Coupon Scale.* The following tables set out the annual replacement rate estimated by the Commission, the coupon ratings and the average annual coupon consumption on main articles of clothing for men and women under—

- A. The scale operating prior to June, 1945;
- B. The scale operating as from 15th November, 1945.

Figures for minor articles such as handkerchiefs, gloves, ties, etc., which were rationed prior to June 1945, are not included.

## CLOTHING RATIONING SCALES.

Article.	Estimated Annual Replacement. (a)	Scale "A"—in force prior to June, 1945.		Scale "B"—operative from 15th November, 1945.	
		Average Coupon Rating per Article.	Annual Coupon Expenditure per Head.	Average Coupon Rating per Article.	Annual Coupon Expenditure per Head.
MEN.					
Hats .. .. .	0.6	6	3.6	C.F.(b)	..
Overcoats—Wool .. .. .	0.07	38	2.7	20	1.4
Other .. .. .	0.03	40	1.2	30	0.9
Suits—					
Jackets .. .. .	0.5	20	10.0	13	6.5
Trousers .. .. .	0.8	10	8.0	8	6.4
Waistcoats .. .. .	0.3	8	2.4	6	1.8
Shirts—Woven .. .. .	1.2	12	14.4	12	14.4
Knitted .. .. .	0.2	8	1.6	C.F.	..
Collars .. .. .	2.0	1	2.0	C.F.	..
Pullovers and Cardigans .. .. .	0.7	8	5.6	C.F.	..
Singlets—Knitted .. .. .	0.5	5	2.5	C.F.	..
Woven .. .. .	0.1	5	0.5	3	0.3
Athletics—Knitted .. .. .	1.2	5	6.0	C.F.	..
Underpants—Knitted, Long .. .. .	0.3	6	1.8	C.F.	..
Short .. .. .	0.5	5	2.5	C.F.	..
Woven, Short .. .. .	0.2	5	1.0	3	0.6
Pyjamas .. .. .	0.9	15	13.5	15	13.5
Socks .. .. .	2.3	4	9.2	C.F.	..
Dressing Gowns—Wool .. .. .	0.05	15	0.8	9	0.5
Other .. .. .	0.05	15	0.7	15	0.7
Swim Trunks .. .. .	0.2	5	1.0	C.F.	..
Slippers .. .. .	0.3	5	1.5	C.F.	..
Boots and Shoes .. .. .	1.3	12	15.6	C.F.	..
Balance available for Household Drapery and minor articles of clothing and for slightly heavier purchases from November, 1945a	..	..	3.9	..	4.0
Total Coupon Expenditure for twelve months .. .. .	..	..	112.0	..	51.0(c)

## WOMEN.

Hats .. .. .	1.0	3	3.0	C.F.	..
Overcoats—Wool .. .. .	0.12	27	3.3	14	1.7
Other .. .. .	0.12	27	3.2	20	2.4
Jackets—Wool .. .. .	0.1	16	1.6	11	1.1
Other .. .. .	0.1	16	1.6	13	1.3
Skirts—Wool .. .. .	0.4	7	2.8	4	1.6
Other .. .. .	0.2	7	1.4	7	1.4
Dresses—Wool .. .. .	0.3	13	3.9	7	2.1
Other .. .. .	1.2	13	15.6	13	15.6
Pullovers and Blouses—Knitted .. .. .	1.0	7	7.0	C.F.	..
Woven .. .. .	0.8	6	4.8	6	4.8
Slips and Petticoats—Knitted .. .. .	0.6	8	4.8	C.F.	..
Woven .. .. .	0.1	8	0.8	8	0.8

(a) Scale "B" allows for a slight increase in the replacement rate for those articles remaining in the scale from 15th November, 1945. (b) C.F. = Coupon-free. (c) Equivalent to 56 coupons for 13½ months (15th November, 1945 to 31st December, 1946).

CLOTHING RATIONING SCALES—*continued.*

Article.	Estimated Annual Replacement.(a)	Scale "A"—in force prior to June, 1945.		Scale "B"—operative from 15th November, 1945.	
		Average Coupon Rating per Article.	Annual Coupon Expenditure per Head.	Average Coupon Rating per Article.	Annual Coupon Expenditure per Head.
<b>WOMEN—<i>continued.</i></b>					
Vests and Singlets—Knitted ..	1.0	4	4.0	C.F.(b)	..
Woven ..	0.2	4	0.8	2	0.4
Bloomers—Knitted ..	1.5	4	6.0	C.F.	..
Woven ..	0.3	4	1.2	2	0.6
Hosiery ..	4.0	2.4	9.6	C.F.	..
Nightdresses—Knitted ..	0.3	12	3.6	C.F.	..
Woven ..	0.2	12	2.4	12	2.4
Pyjamas—Knitted ..	0.2	14	2.8	C.F.	..
Woven ..	0.15	14	2.1	14	2.1
Corsets ..	0.9	4	3.6	4	3.6
Brassieres ..	1.0	2	2.0	2	2.0
Dressing Gowns—Wool ..	0.05	15	0.8	9	0.5.
Other ..	0.05	15	0.7	15	0.9
Swim Suits ..	0.1	5	0.5	C.F.	..
Shoes ..	1.5	8	12.0	C.F.	..
Slippers ..	1.0	3	3.0	C.F.	..
Balance available for Household Drapery and minor articles of clothing and for slightly heavier purchases from November, 1945 <sup>a</sup> ..	..	..	3.1	..	5.7
Total Coupon Expenditure for twelve months ..	..	..	112.0	..	51.0(c)

(a) Scale "B" allows for a slight increase in the replacement rate for those articles remaining in the scale from 15th November, 1945. (b) C.F. = Coupon-free. (c) Equivalent to 56 coupons for 13½ months (15th November, 1945 to 31st December, 1946).

The main piece goods ratings prior to June, 1945 and since November, 1945 are as follows; ratings for household drapery approximate the rating for the piece goods content of such articles.

MAIN PIECE GOODS RATIONING SCALES.

Width of Cloth.	Rating per yard prior to June, 1945. (All types).	Rating per yard from 15th November, 1945.	
		Other than Wool.	Wool.
Over 3 inches and under 18 inches ..	1½	1½	¾
Over 18 inches and under 32 inches ..	2½	2½	1
Over 32 inches and under 40 inches ..	3	2½	1½
Over 40 inches and under 50 inches ..	4	3½	1¾
Over 50 inches and under 60 inches ..	5	4½	2
60 inches and over ..	6	5	2½

(vi) *Special Clothing Coupon Issues.* In addition to the general civilian ration, special clothing coupon issues are made to various groups, the principal supplementary issues being to service personnel, expectant mothers, outsize children, employees in industries which are particularly severe on clothing, discharged service personnel, and for household linen requirements by persons setting up home, boarding establishments, etc.

(vii) *Period of Currency of Coupons.* In the first two years of clothing rationing, coupons expired on the date of the next annual issue of clothing coupons. This was found, however, to precipitate a mild buying rush at the close of the ration year. Consequently, the currency of the second half (B) of the 1944-45 clothing coupon issue and of special coupons was extended from June, 1945 (the date of the next issue) to November, 1945.

(viii) *Coupon Trade Control.* Coupons collected from customers are used by retailers to cover replenishment of stocks from their suppliers. Transfer of coupons is simplified by the issue through trading banks of clothing coupon vouchers in denominations of 100, 500, 1,000 and 5,000 coupons in exchange for coupons surrendered by retailers to the banks. Coupons and vouchers pass back through the trade until they reach a registered trader. Registered traders include wholesalers and importers of piece goods and makers-up of clothing, footwear, etc. These registered traders furnish monthly returns setting out quantities of goods sold together with the coupons collected: in addition details as to piece goods imported are shown.

To simplify trade operations and to overcome the difficulty of the difference between coupon ratings of made-up garments and of their piece goods content, registered makers-up are allowed to purchase their piece goods requirements by quotation of their registration number instead of transferring coupons. They collect and surrender coupons, however, with their returns in respect of the made-up garments sold.

(ix) *Statistics of Stock Position.* The summarizing of registered traders' returns furnishes information as to total imports of piece goods and as to total made-up garments, piece goods, etc., made available for consumption. Periodical censuses of stocks are also obtained from registered traders. This summarized information together with the estimated forward supply position furnishes a valuable guide as to whether rationing should be tightened or eased on particular lines.

(x) *Exports.* The export of rationed goods is controlled by arrangement with the Department of Trade and Customs and other Departments. Programmes are prepared of minimum requirements by Pacific Islands dependent upon Australia for supplies and also in respect of export by Red Cross and similar organizations, and exports in these directions are normally limited to such programmes. Other applications for export are dealt with in the light of the supply position of the particular goods and the needs of the country or individual concerned.

3. **Food.**—(i) *Dates of Introduction and of Amendments.* For the reasons indicated in para. 1 (i) above, rationing of certain foodstuffs was introduced from the following dates. Dates of the main variations in the ration are also shown.

Tea rationing by coupon introduced ( $\frac{1}{2}$ pound per 5 weeks)	6th July, 1942
(Tea Rationing based on consumer registration with supplier, however, operated from 1st April, 1942.)	
Sugar rationing introduced (1 lb. per week) .. ..	31st August, 1942
Tea Ration increased to $\frac{1}{2}$ lb. per 4 weeks .. ..	19th October, 1942
Butter rationing introduced ( $\frac{1}{2}$ lb. per week) .. ..	7th June, 1943
Meat rationing introduced (average of $2\frac{1}{4}$ lb. per week)..	17th January, 1944
Butter ration reduced to 6 oz. per week .. ..	5th June, 1944
Meat ration reduction of approximately $8\frac{3}{4}$ per cent. ..	26th February, 1945
Meat ration further reduced by $12\frac{1}{2}$ per cent. ..	7th May, 1945
Egg Priority Scheme for Vulnerable Groups operated ..	26th February, 1945 to 31st July, 1945

(ii) *Coupon Rationing.* After examination of the systems of rationing operating in other countries, it was considered that coupon rationing was preferable to a system of consumer registration, since it allows consumers to purchase from any retailer and also provides a comparatively simple control of traders' replenishment of stocks by means of the passage of coupons to their suppliers. Food coupons are provided in the general Food Ration Book issued each year.

(iii) *Differential Rationing for Children.* In 1944 and 1945 different coloured ration books were issued for children 5-9 years and under 5 years to allow for differential rationing, e.g., children under 9 receive no tea ration and only half the adult meat ration, while children under 5 participated in the Egg Priority Scheme.

(iv) *Special Food Coupons.* These coupons are issued in certain cases, i.e., to servicemen on leave, invalids, etc. Residents in specified remote areas are allowed 50 per cent. more than the normal ration of tea and sugar, and tea and sugar coupons surrendered in those areas carry an increased value.

The main issues of special food coupons are to expectant mothers who receive extra butter to maintain their ration at 8 oz. per week, and to invalids suffering from certain diseases who receive extra butter and meat.

No special food ration issue has been made to workers in heavy industry in view of the opinion of the Commonwealth Nutrition Committee that the normal ration is adequate for nutrition purposes for workers in general. Workers in isolated areas where alternative foods are not readily available, however, are granted a half meat ration extra.

Extra sugar for jam making is made available from time to time by allocation of additional coupons from the general ration book.

(v) *Café Meals Not Rationed.* While restrictions have been placed on the overall quotas of rationed food supplies made available to cafés, etc., it has not been considered necessary to evolve a system of coupon surrender for café meals. In the case of residential establishments, however, guests remaining over six nights are required to surrender food coupons to the proprietor. Requirements for the supply of meals to casual guests are covered by the issue of food permits.

(vi) *Food Permits.* Food requirements for catering and industrial purposes are controlled by the issue of food coupon permits which are assessed on a scale providing for a reduction below pre-rationing consumption.

(vii) *Ration Reductions.* In consequence of drought conditions and the necessity to maintain all available supplies to the United Kingdom, it was necessary to reduce the butter ration to 6 oz. per week in June, 1944, and the meat ration by  $8\frac{3}{4}$  per cent. in February, 1945, and by a further  $12\frac{1}{2}$  per cent. in May, 1945. Reductions in quotas for catering and industrial purposes were similarly made on these and other occasions. The reduction in the butter ration was effected by making three coupons each of  $\frac{1}{2}$  lb. available every four weeks and the  $12\frac{1}{2}$  per cent. cut in the meat ration by making only seven coupons instead of eight available every four weeks.

(viii) *Meat Coupon Scale.* The various classes of meat and cuts are divided into six groups, the ration for each group varying according to the cut and bone and fat content. Under the January, 1944 scale the quantity of rationed meat per adult averaged  $2\frac{1}{4}$  lb. per week, children under 9 years receiving half this ration. The present reduced scale for adults averages 1.84 lb. per week.

(ix) *Unrationed Goods.* Sausages, edible offals, canned meats, poultry, rabbits, fish, bacon and ham are not rationed.

(x) *Unrationed Areas.* Meat rationing does not operate in outlying areas and meat coupons are not issued to residents in such areas. The greater part of the area of Queensland, South Australia and Western Australia, and a small part of New South Wales is thus exempted. Approximately 137,000 persons only are resident in such areas.

(xi) *Trade Coupon Control.* Replenishment of stocks by retailers is effected by the passing of coupons to their suppliers. Wholesalers of rationed foodstuffs (and also retail butchers who slaughter meat) are registered with the Commission and furnish periodical returns of their deliveries of coupon goods surrendering therewith the coupon values collected. In the case of meat a special Wholesale Meat Scale operates. To facilitate coupon transactions butchers may convert coupons received by them into vouchers of varying denominations (100, 500, 1,000 and 5,000 coupons), 3 per cent. discount being allowed to cover shop shrinkage and spoilage.

(xii) *Production.* The various Departments responsible for control of production, etc., have been indicated in para. 1 (iv) above. The Rationing Commission is responsible for the equitable distribution of available supplies.

(xiii) *Egg Priority.* To ensure that vulnerable groups, e.g., expectant and nursing mothers, young children and invalids, receive adequate supplies of eggs, a system of Egg Priority supplies operated during the months February to July, 1945. Registration with a particular supplier was effected by lodgment of a registration slip from the Pre-Natal Ration Book and from those of children up to 5 years and of special registration



slips issued on application to invalids of certain classes. Retailers issued Score Cards to their registered customers on which each week's purchases were recorded. Supplies to meet at least priority requirements were arranged by State Egg Controllers.

(xiv) *Other Foodstuffs.* A measure of indirect consumer rationing operated in some districts in respect of other foodstuffs, e.g., milk, etc. Such systems were not, however, subject to coupon control and were not operated by the Rationing Commission.

(xv) *Savings.* In the following table the reduced civilian consumption resulting from the rationing of the commodities indicated is illustrated by comparison of consumption figures for pre-rationing and rationing periods.

ANNUAL CIVILIAN CONSUMPTION.(a)

Period.	Tea.	Refined Sugar.	Butter.	Meat.(b)
	Rationed from July, 1942.	Rationed from August, 1942.	Rationed from June, 1943, and reduced June, 1944.	Rationed from January, 1944.
	million. lb.	'000 tons.	'000 tons.	'000 tons.
Average 3 years ended 1938-39	47.3	344	101.0	760
1943 .. .. .	38.7	311	96.5	671
1944 .. .. .	39.2	305	80.7	624
1945 .. .. .	43.6	316	78.5	589

(a) Includes catering permits but only the estimated civilian proportion of industrial permits.

(b) Includes bacon and ham, canned meat and offal.

4. **Control of New Businesses.**—Restrictions on new businesses dealing in rationed goods have been necessary to avoid uneconomic use of man-power, etc., and to guard against increase in coupon-free consumption of rationed goods.

With the easing of the man-power position, restrictions on the opening of new businesses involving merely the sale of goods against coupons have been largely relaxed.

In the case of businesses involving coupon-free consumption or use of rationed goods, e.g., cafés, etc., it is necessary to continue restrictions. Special consideration is given to cases of ex-service personnel desiring to rehabilitate themselves in their normal class of business.

5. **General Enforcement of Rationing.**—Rationing has had the general support of the public and traders, the latter co-operating well in the operation of rationing controls. Prosecutions have been made in cases of flagrant breaches of rationing regulations, but generally rationing machinery has functioned effectively and smoothly.

## § 10. Valuation of Australian Production.

1. **Net Value of Production.**—(i) *Australia.* The value of production for Australia is computed in accordance with the decisions reached at the Conferences of Australian Statisticians and principally by the Conference held in 1935. The figures published below have been compiled by the State Statisticians from the best data available. The adoption of substantially uniform methods of valuing production and of estimating elements of costs of production and marketing render the results comparable as between States.

Attention is directed to the fact that the value shown in the table refers only to recorded production and excludes the building and construction industry, those industrial establishments not classified as factories, and agricultural and farmyard produce obtained from areas of less than one acre.

The following is a brief explanation of the terms used in the table :—

- (a) "Gross value" is the value placed on recorded production at the wholesale price realized in the principal markets. (In cases where primary products are consumed at the place of production or where they become raw material for a secondary industry, these points of consumption are presumed to be the principal markets.)

- (b) "Local value" is the gross production valued at the place of production and is ascertained by deducting marketing costs from the gross value. (Marketing costs include freight, cost of containers, commission and other charges incidental thereto.)
- (c) "Net value" represents the net return to the producer after deducting from the gross value costs of marketing and of materials used in the process of production. Materials used in the process of production include seed, power, power kerosene, petrol and other oils, fodder consumed by farm stock, manures, dips, sprays and other costs. No deduction has been made for depreciation and maintenance costs. This matter is more fully dealt with in *Production Bulletin* No. 39, Part II, issued by this Bureau.

It should be noted that costs of maintenance of farm buildings and fences have not been deducted from the value of production of rural industries, as particulars are not available for all States. In addition there is an overstatement in the net value of production for New South Wales by the inclusion of power costs in rural industries. These costs, which amounted to £1,892,000 in 1940-41, have not been ascertained in later years. The value shown for Mines and Quarries in Tasmania is understated owing to the omission of Quarries. This understatement, however, is more or less offset by the inclusion of production costs in Mining. As explained in the note (b) below, production costs are not available for all States in respect of Fisheries, and Local Values have been used for this industry with consequent overstatement.

Tables showing the total and *per capita* value of production are published, by States, for each of the ten years ended 1943-44. Except for trapping and mines and quarries, the tables on each industry will be found in the chapter dealing with that industry.

**GROSS, LOCAL AND NET VALUE OF RECORDED PRODUCTION: AUSTRALIA, 1943-44.**

Industry.	Gross Production valued at Principal Markets.	Local Value—Gross Production valued at place of Production.	Net Value of Production (without deduction of depreciation or maintenance).
	£	£	£
Agriculture .. .. .	113,485,492	98,977,201	78,436,650
Pastoral .. .. .	124,381,762	113,524,156	108,405,922
Dairying .. .. .	57,567,185	54,539,176	44,822,715
Poultry .. .. .	19,902,982	17,916,586	12,884,495
Bee-farming .. .. .	436,038	393,441	393,441
<b>Total Rural (a) .. .. .</b>	<b>315,773,459</b>	<b>285,350,560</b>	<b>244,943,223</b>
Trapping .. .. .	7,095,332	6,684,136	6,684,136
Forestry .. .. .	12,830,699	11,567,263	11,224,295
Fisheries .. .. .	2,313,519	1,967,541	(b) 1,967,541
Mines and Quarries .. .. .	33,745,964	33,323,723	27,458,764
<b>Total Non-rural .. .. .</b>	<b>55,985,514</b>	<b>53,542,663</b>	<b>47,334,736</b>
<b>Total All Primary .. .. .</b>	<b>371,758,973</b>	<b>338,893,223</b>	<b>292,277,959</b>
Factories .. .. .	(c) 366,235,949	(c) 366,235,949	366,235,949
<b>Total All Industries .. .. .</b>	<b>737,994,922</b>	<b>705,129,172</b>	<b>658,513,908</b>

(a) The term "Rural" is used to cover those industries ordinarily considered to be farm industries.  
 (b) Local value. Production costs not available for all States. (c) Net value.

(ii) States. The net value of production in each State is shown hereunder:—

## NET (a) VALUE OF RECORDED PRODUCTION IN STATES, 1943-44.

Industry.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Total.
	£'000.	£'000.	£'000.	£'000.	£'000.	£'000.	£'000.
Agriculture ..	25,407	16,063	16,491	10,733	4,911	4,827	78,437
Pastoral ..	42,580	26,131	2,981	7,789	7,470	2,455	108,406
Dairying ..	13,483	13,821	11,733	3,495	1,607	684	44,823
Poultry ..	4,590	5,152	787	1,131	697	527	12,884
Bee-farming ..	196	73	29	73	19	3	393
<b>Total Rural ..</b>	<b>86,256</b>	<b>61,240</b>	<b>51,021</b>	<b>23,226</b>	<b>14,704</b>	<b>8,496</b>	<b>244,943</b>
Trapping ..	3,026	2,784	62	211	103	498	6,684
Forestry ..	3,285	1,952	2,322	1,029	1,372	764	11,224
Fisheries (b) ..	728	346	272	241	160	221	1,968
Mines and Quarries	13,005	1,544	2,804	3,975	4,711	2,420	27,459
<b>Total Non-rural</b>	<b>20,044</b>	<b>6,626</b>	<b>5,960</b>	<b>4,456</b>	<b>6,346</b>	<b>3,903</b>	<b>47,335</b>
<b>Total All Primary</b>	<b>106,300</b>	<b>67,866</b>	<b>56,981</b>	<b>27,682</b>	<b>21,050</b>	<b>12,399</b>	<b>292,278</b>
<b>Factories ..</b>	<b>162,726</b>	<b>123,331</b>	<b>30,211</b>	<b>28,411</b>	<b>12,512</b>	<b>9,045</b>	<b>366,236</b>
<b>Total All Industries ..</b>	<b>269,026</b>	<b>191,197</b>	<b>87,192</b>	<b>56,093</b>	<b>33,562</b>	<b>21,444</b>	<b>658,514</b>

(a) See letterpress on page 1091.

(b) Local value.

## NET (a) VALUE OF RECORDED PRODUCTION PER HEAD OF MEAN POPULATION, 1943-44.

Industry.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Agriculture ..	8 18 0	8 1 6	15 11 9	17 7 2	10 3 7	19 15 6	10 15 11
Pastoral ..	14 18 5	13 2 9	20 15 6	12 11 10	15 9 8	10 1 2	14 18 4
Dairying ..	4 14 5	6 19 0	11 1 9	5 13 0	3 6 7	2 16 1	6 3 4
Poultry ..	1 12 2	2 11 10	0 14 10	1 16 7	1 8 11	2 3 2	1 15 6
Bee-farming ..	0 1 4	0 0 9	0 0 7	0 2 4	0 0 10	0 0 3	0 1 1
<b>Total Rural ..</b>	<b>30 4 4</b>	<b>30 15 10</b>	<b>48 4 5</b>	<b>37 10 11</b>	<b>30 9 7</b>	<b>34 16 2</b>	<b>33 14 2</b>
Trapping ..	1 1 2	1 8 0	0 1 2	0 6 10	0 4 3	2 0 9	0 18 5
Forestry ..	1 3 1	0 19 7	2 13 4	1 13 3	2 16 11	3 2 7	1 10 10
Fisheries (b) ..	0 5 1	0 3 6	0 5 2	0 7 9	0 6 8	0 15 2	0 5 5
Mines and Quarries	4 11 1	0 15 6	2 13 0	4 16 2	9 15 3	9 18 4	3 15 7
<b>Total Non-rural</b>	<b>7 0 5</b>	<b>3 6 7</b>	<b>5 12 8</b>	<b>7 4 0</b>	<b>13 3 1</b>	<b>15 19 10</b>	<b>6 10 3</b>
<b>Total All Primary</b>	<b>37 4 9</b>	<b>34 2 5</b>	<b>53 17 1</b>	<b>44 14 11</b>	<b>43 12 8</b>	<b>50 16 0</b>	<b>40 4 5</b>
<b>Factories ..</b>	<b>57 0 0</b>	<b>62 0 2</b>	<b>28 11 0</b>	<b>45 18 7</b>	<b>25 18 8</b>	<b>37 1 3</b>	<b>50 8 0</b>
<b>Total All Industries ..</b>	<b>94 4 9</b>	<b>96 2 7</b>	<b>82 8 1</b>	<b>90 13 6</b>	<b>69 11 4</b>	<b>87 17 3</b>	<b>90 12 5</b>

(a) See letterpress on page 1091.

(b) Local value.

2. **Productive Activity.**—In the absence of a satisfactory measure of the total *quantity* of recorded production, the retail price index-numbers have been applied to the value of production, in the same manner as they have been applied to nominal wages, to measure their relative purchasing power. The results may be taken to indicate the purchasing power in retail prices of the things produced, and for convenience will hereafter be called *real* production. Owing to the discontinuance in 1938 of the "A" series index-number it is not possible to continue the measurement on the basis of this series.

Two tables are given :—The first (I.) shows *real* production *per head of population*, but in any deductions therefrom the following considerations must be taken into account. The production considered is material production only, and takes no account of services. As civilization advances, material production becomes less important relatively to services, and a smaller proportion of the population is engaged in such production. For example, the use of the motor car, the cinema and wireless is comparatively recent, and in connexion therewith a much larger number of people is employed in services than in material production. It follows, therefore, that material production per head of population will not measure accurately the progress of productive efficiency, but will tend to give too low a value. Unemployment, of course, will also depress it.

A better measure is afforded by *real* production *per person engaged* in material production. The second table (II.) attempts to give this. The result affords a better measure of productive efficiency, but does not take into account the effect of unemployment, though the index may be somewhat depressed by short time and rationing.

The two tables tell different stories. Before unemployment became severe in 1930 *real* production per head of population (as shown in the last column of the first table) had remained substantially steady with minor fluctuations since 1906. Whatever gain had been made in productive efficiency had been largely counterbalanced by the gradual change-over from production of goods to production of services. Coincident with the heavy increase in unemployment between the years 1930 and 1933, the maximum being reached in 1932, the index-number fell sharply from its normal level of about 100 to 78 in 1930–31. This would imply a fall in average *real* income of nearly one-fourth from the normal level, taking unemployment into account. Apart from a slight recession in 1934–35, due to a drop in wool values the index-number rose continuously from 1931–32 onwards; the pre-depression level was reached in 1935–36 and the peak of 1924–25 was exceeded in 1937–38. This upward movement was interrupted in 1938–39 and 1940–41 but recovered to a new high level in 1941–42 and continued in 1942–43 and 1943–44. During the latter year, the rise in prices in all branches of primary production except gold coincided with a greater quantity output in all branches of production except mining, and with increased activity in manufacturing. As the retail price index showed little change compared with the previous year the *real* production per head of population rose by 1.3 per cent. to a peak higher than any previously attained.

The index-number of *real* production per person engaged, as given in the last column of the second table (II.), shows, on the other hand, an appreciable upward tendency. It rose steeply during the 1914–19 War as might have been expected, fell somewhat after the war and recovered again. In 1929–30 the fall was substantial, due partly to the lag in the fall of retail prices. The index-number increased during the next four years to 126 only to fall again in 1934–35 with the fall in wool prices during that year. During the following four pre-war years a fall was recorded for one year only (1938–39). During the war-years up to and including 1943–44 increases were recorded except in 1940–41. The index-number of 147 for 1943–44 represents a record high level, and an increase of over 18 per cent. compared with 1938–39. This figure for *real* production per person engaged implies a high *real wage* for those in employment and is consistent with available information concerning rates of *effective* or *real* wages, which have in recent years surpassed the high level reached in the years 1927–1929.

The data for the second table are not complete. The numbers engaged in timber-getting are not accurately known, so that the value of production on this account, and

the corresponding persons engaged, are both left out of account. Further, the information concerning women engaged in primary production is unsatisfactory, so that males alone are counted in primary industries. In manufacturing, the numbers are converted into equivalent male workers on the basis of relative wages for male and female workers. The column headed "number engaged" is, therefore, rather an index than the absolute number of individuals occupied in material production, but, as an index, it should be accurate enough to give a satisfactory measure of production per person engaged.

## I—PRODUCTION PER HEAD OF POPULATION : AUSTRALIA.

Year.	Gross Value of Material Production.			Retail Price Index-numbers, 1911 = 1,000.		Real Production per head of population (1911 = 100) measured in purchasing power over regimen of—	
	Total.	Per head of population.		"A" Series.	"C" Series.	"A" Series.	"C" Series.
		Actual.	Index-number, 1911 = 100.				
	£'000.	£					
1906 ..	147,943	35.9	87	902	..	97	..
1911 ..	188,359	41.2	100	1,000	1,000	100	100
1913 ..	220,884	45.1	110	1,104	..	99	..
1914 ..	213,552	43.0	104	1,140	1,140	92	92
1916 ..	261,996	53.3	129	1,324	1,319	98	98
1917 ..	279,418	56.1	136	1,318	1,406	103	97
1918 ..	291,875	57.5	140	1,362	1,501	102	93
1919-20 ..	343,697	64.9	158	1,624	1,605	97	93
1920-21 ..	390,644	72.2	175	1,821	1,935	96	91
1921-22 ..	344,426	62.5	152	1,600	1,680	95	90
1922-23 ..	379,445	67.4	163	1,642	1,619	100	101
1923-24 ..	400,276	69.6	169	1,714	1,664	99	102
1924-25 ..	454,580	77.3	188	1,690	1,637	111	115
1925-26 ..	431,670	72.0	175	1,766	1,673	99	104
1926-27 ..	447,354	73.1	178	1,763	1,663	101	107
1927-28 ..	452,901	72.5	176	1,776	1,676	99	105
1928-29 ..	447,805	70.5	171	1,785	1,693	96	101
1929-30 ..	389,537	60.6	147	1,783	1,688	83	87
1930-31 ..	319,706	49.2	120	1,574	1,528	76	78
1931-32 ..	305,018	46.5	113	1,432	1,406	79	80
1932-33 ..	318,224	48.2	117	1,358	1,344	86	87
1933-34 ..	357,218	53.7	130	1,365	1,344	96	97
1934-35 ..	356,349	53.2	129	1,399	1,366	92	95
1935-36 ..	404,770	60.0	146	1,437	1,392	101	105
1936-37 ..	456,745	67.1	163	1,489	1,431	110	114
1937-38 ..	486,914	70.9	172	1,530	1,467	113	117
1938-39 ..	464,993	67.1	163	(a)	1,512	(a)	108
1939-40 ..	527,500	75.4	183	(a)	1,545	(a)	119
1940-41 ..	549,927	78.4	190	(a)	1,634	(a)	117
1941-42 ..	645,863	90.1	219	(a)	1,730	(a)	126
1942-43 ..	717,385	99.7	242	(a)	1,864	(a)	130
1943-44 ..	735,375	101.2	246	(a)	1,868	(a)	132

(a) Not available.

## II—PRODUCTION PER PERSON ENGAGED : AUSTRALIA.

Year.	Number engaged in Material Production.(a)	Value of Material Production per person engaged in production.(a)		" Real " Production per person engaged (1911 = 100) measured in retail purchasing power over regimen of—	
		Actual.	Index-number, 1911 = 100.	" A " Series.	" C " Series.
	'000	£			
1906 .. ..	659	223	87	96	..
1911 .. ..	728	257	100	100	100
1913 .. ..	756	290	113	102	..
1914 .. ..	733	289	113	99	99
1916 .. ..	685	381	148	112	112
1917 .. ..	683	408	159	120	113
1918 .. ..	685	424	165	121	110
1919-20 ..	743	460	179	110	106
1920-21 ..	760	510	199	109	103
1921-22 ..	775	441	172	107	102
1922-23 ..	793	475	185	113	114
1923-24 ..	810	491	191	111	115
1924-25 ..	826	547	213	126	130
1925-26 ..	831	515	201	114	120
1926-27 ..	841	527	205	116	123
1927-28 ..	838	536	209	118	125
1928-29 ..	830	536	209	117	123
1929-30 ..	803	482	187	105	110
1930-31 ..	728	431	168	108	112
1931-32 ..	741	411	160	112	114
1932-33 ..	781	407	158	117	118
1933-34 ..	815	437	170	125	126
1934-35 ..	862	412	160	115	117
1935-36 ..	901	448	174	121	125
1936-37 ..	930	491	191	128	134
1937-38 ..	961	504	196	128	134
1938-39 ..	962	481	187	(b)	124
1939-40 ..	979	536	209	(b)	135
1940-41 ..	1,016	538	210	(b)	128
1941-42 ..	1,029	624	243	(b)	140
1942-43 ..	1,023	697	271	(b)	146
1943-44 ..	1,042	706	275	(b)	147

(a) See explanatory remarks above tables.

(b) Not available.

## § 11. Indexes of Production.

In the tables below, indexes of price and quantity production are given for the following industrial groups, namely :—Agriculture, Pastoral, Farmyard and Dairying, Gold and Other Minerals, and for all groups combined. The method used in calculating these indexes is the fixed base weighted aggregative method. Prices for any year are

obtained by dividing value of production by quantity produced in that year, and the price indexes are computed by using as fixed quantity-multipliers, for the commodities involved, the average quantities produced over the period 1923-24 to 1927-28. For the quantity indexes the fixed multipliers are weighted average prices over the same period, which are obtained by dividing the total value of any commodity for the period by the total quantity produced. Exactly the same method is used for the combined group indexes (i.e., for All Farming and Total) as for the indexes for individual groups.

PRIMARY PRODUCTION : INDEX-NUMBERS OF PRICES.

(Base : Average 1923-24 to 1927-28 = 1,000).

Year.	Agricultural	Pastoral.	Farmyard and Dairying.	All Farming.	Minerals.		Total Primary.
					Gold.	Other, excluding Gold.	
1911 ..	695	455	597	560	973	482	558
1912 ..	652	537	664	597	973	525	595
1913 ..	641	524	633	581	973	523	580
1914 ..	1,083	591	680	774	973	514	754
1915 ..	753	784	836	782	973	578	767
1916 ..	728	879	881	827	973	674	816
1917 ..	848	960	860	906	973	846	901
1918 ..	1,008	963	950	976	973	832	964
1919-20 ..	1,489	1,010	1,144	1,196	1,170	861	1,167
1920-21 ..	1,285	949	1,452	1,145	1,289	919	1,127
1921-22 ..	981	666	1,008	829	1,215	912	840
1922-23 ..	1,025	880	1,070	960	1,075	905	957
1923-24 ..	902	1,117	1,023	1,028	1,014	931	1,020
1924-25 ..	1,050	1,101	901	1,052	1,066	1,020	1,049
1925-26 ..	1,095	902	1,026	988	973	1,041	992
1926-27 ..	976	866	1,024	929	973	1,044	939
1927-28 ..	977	1,015	1,025	1,004	973	964	1,000
1928-29 ..	884	893	1,043	914	973	933	916
1929-30 ..	829	724	990	803	973	902	813
1930-31 ..	574	571	792	608	973	852	632
1931-32 ..	634	491	712	575	1,372	692	593
1932-33 ..	600	480	636	546	1,672	640	566
1933-34 ..	597	715	625	660	1,768	638	670
1934-35 ..	662	532	674	599	1,948	643	617
1935-36 ..	710	685	742	702	2,006	686	715
1936-37 ..	840	765	794	795	1,984	742	803
1937-38 ..	751	705	865	747	1,990	820	766
1938-39 ..	677	608	905	680	2,019	705	696
1939-40 ..	675	707	911	729	2,228	736	745
1940-41 ..	759	752	876	775	2,442	813	795
1941-42 ..	762	802	919	807	2,448	889	831
1942-43 ..	875	882	1,001	899	2,395	944	918
1943-44 ..	952	919	1,037	949	2,395	981	967

## PRIMARY PRODUCTION : INDEX-NUMBERS OF QUANTITY PRODUCTION.

(Base : Average 1923-24 to 1927-28 = 1,000).

Year.	Agricul- tural.	Pastoral.	Farmyard and Dairying.	All Farming.	Minerals.		Total Primary.
					Gold.	Other, excluding Gold.	
1911 ..	611	938	742	794	4,172	1,176	862
1912 ..	775	859	721	808	3,906	1,265	879
1913 ..	807	970	743	878	3,707	1,332	946
1914 ..	359	948	720	709	3,451	1,172	777
1915 ..	1,199	768	570	884	3,270	1,075	925
1916 ..	971	742	701	814	2,798	962	847
1917 ..	805	750	814	779	2,446	936	810
1918 ..	635	849	796	767	2,138	1,000	801
1919-20 ..	527	938	737	765	1,794	717	771
1920-21 ..	1,046	763	809	868	1,585	785	868
1921-22 ..	944	877	955	913	1,273	783	906
1922-23 ..	896	934	872	911	1,269	873	912
1923-24 ..	971	837	886	891	1,196	974	901
1924-25 ..	1,151	977	1,091	1,055	1,135	1,003	1,052
1925-26 ..	880	1,033	1,009	976	939	1,008	979
1926-27 ..	1,090	1,093	971	1,072	876	991	1,063
1927-28 ..	908	1,060	1,043	1,005	854	1,025	1,005
1928-29 ..	1,093	1,133	1,068	1,109	769	899	1,087
1929-30 ..	952	1,067	1,071	1,028	717	852	1,010
1930-31 ..	1,346	1,035	1,175	1,164	784	810	1,130
1931-32 ..	1,211	1,129	1,265	1,179	1,000	665	1,134
1932-33 ..	1,334	1,212	1,350	1,276	1,199	774	1,233
1933-34 ..	1,228	1,160	1,423	1,226	1,394	828	1,194
1934-35 ..	1,066	1,200	1,485	1,200	1,489	883	1,176
1935-36 ..	1,096	1,166	1,415	1,182	1,529	984	1,169
1936-37 ..	1,158	1,206	1,359	1,214	1,981	1,050	1,209
1937-38 ..	1,313	1,260	1,432	1,306	2,320	1,130	1,302
1938-39 ..	1,154	1,211	1,497	1,237	2,674	1,173	1,247
1939-40 ..	1,495	1,322	1,554	1,419	2,764	1,233	1,421
1940-41 ..	824	1,336	1,516	1,189	2,761	1,256	1,212
1941-42 ..	1,276	1,379	1,540	1,370	2,514	1,312	1,377
1942-43 ..	1,197	1,379	1,587	1,350	1,938	1,290	1,351
1943-44 ..	1,005	1,393	1,502	1,277	1,262	1,193	1,270



## § 12. Consumption of Commodities.

1. **Australia.**—The movement in the consumption of commodities is of special interest, indicating, as it does, the presence or absence of a number of important factors in the communal life of Australia. These factors include such items as changes in diet, and variations in supply and demand, in purchasing power and in population. It is not possible to measure the influence of each of these changes, but their net effect on consumption is revealed in the figures given.

Increases in the actual quantities consumed, while indicating a greater consumptive capacity for Australia as a whole, do not indicate the trends in consumption. These are recorded in the *per capita* figures. The most pronounced changes over a series of years have taken place in motor spirit, barley, butter, meat, biscuits, flour, maize, potatoes, tea, beer, and spirits. With the development of motor transport the consumption of motor spirit has risen from 2 to almost 50 gallons per head of population between 1913 and 1941. Butter and barley have been consumed in larger quantities during each of the periods shown in the table. The consumption of meat has increased since the war years of 1914-19.

Commodities showing trends in the opposite direction were : biscuits, flour, maize, potatoes, tea, beer and spirits. It should be remembered, however, that the figures for the five years ended 1935-36 were seriously affected by the economic depression and the consequent rise in unemployment, while the figures for the five years ended 1940-41 were affected by the change due to the war.

The following tables furnish a comparison over a long series of years of the average annual total and *per capita* quantities available for consumption in Australia. The data have been compiled by adding to production the excess of imports or subtracting the excess of exports as the case may be. Allowance should be made for stocks at the commencement and at the end of each period, but this was possible only in respect of wheat and flour. In consequence, the figures given for the remaining commodities are somewhat incomplete, but any discrepancy occasioned by this omission is minimized by ranging the consumption over periods of five to seven years.

A few brief notes on some features of the more important commodities are given below :—

*Cereals.*—The quantities shown for cereals represent the amounts available for human consumption in cereal or in some other consumable form. In addition, they include those quantities consumed by live stock, of which separate details are not available. These quantities, together with the amount required for seed purposes, give the total requirements of Australia.

*Root Crops.*—In arriving at the total quantity available for consumption the output of holdings of less than one acre has been excluded.

*Dairy Produce.*—The quantities of fresh milk consumed by the people of Australia cannot be determined accurately, and the figures are no more than estimates obtained from the best available sources. The quantities of butter and cheese consumed include those produced on farms.

*Meats.*—The accuracy of the figures of meat consumption depends upon the reliability of the average weights applied to the dressed carcasses. These are most difficult to obtain for the whole of Australia and the figures have been compiled from the most reliable estimates available.

*Drink and Tobacco.*—The quantities used in these compilations were those on which excise was paid and those cleared from bond.

*Sugar.*—In determining the consumption of sugar, allowance has been made for the estimated sugar contents of goods exported; these include canned fruit, condensed milk, jam, etc. The quantities shown, therefore, represent those actually available for consumption in Australia.

*Flour.*—The quantities of flour available for consumption include the amounts consumed in bread, cakes, pastry and biscuits; the quantities used by factories in other manufacturing processes are also included.

ESTIMATED QUANTITY OF COMMODITIES ENTERING CONSUMPTION ANNUALLY, AUSTRALIA.

Commodity.	Unit of Quantity.	Seven years ended 1920-21.	Five years ended—			
			1925-26.	1930-31.	1935-36.	1940-41.
<b>Cereals—</b>						
Barley .. .. .	'ooo bush.	3,132	3,364	4,343	4,351	6,344
seed requirements .. .. .	" "	336	410	499	644	1,093
Maize .. .. .	" "	8,324	9,741	8,645	6,961	7,235
seed requirements .. .. .	" "	89	90	89	86	100
Oats .. .. .	" "	9,271	10,772	9,526	10,927	10,194
seed requirements .. .. .	" "	3,311	4,217	4,471	5,536	5,984
Rice clean .. .. .	'ooo cwt.	245	343	335	298	279
(paddy), seed requirements .. .. .	" "	..	..	9	12	13
Wheat .. .. .	'ooo bush.	31,903	34,258	39,767	37,222	39,061
seed requirements .. .. .	" "	10,387	11,752	16,158	14,210	14,179
<b>Root Crops—</b>						
Onions .. .. .	Ton	32,058	30,928	42,067	38,729	39,733
Potatoes .. .. .	" "	283,644	311,866	314,236	292,129	328,125
seed requirements .. .. .	" "	45,936	48,645	49,451	48,153	39,898
<b>Other Crops—</b>						
Dried grapes—						
Raisins .. .. .	" "	7,039	9,282	11,363	12,307	17,687
Currants .. .. .	" "	4,096	4,195	4,308	4,137	5,159
Sugar, raw .. .. .	" "	266,242	303,010	345,942	338,471	384,161
refined .. .. .	" "	254,261	289,375	330,375	323,240	366,874
<b>Dairy Produce—</b>						
Butter .. .. .	'ooo lb.	126,484	161,750	187,372	203,188	225,386
Cheese .. .. .	" "	17,855	21,320	25,192	25,375	28,552
Milk .. .. .	'ooo gal.	100,162	128,754	140,645	150,212	164,771
<b>Meats—</b>						
Beef .. .. .	'ooo lb.	558,487	769,638	742,577	746,162	949,201
Mutton .. .. .	" "	353,727	359,198	389,989	443,342	423,032
Lamb .. .. .	" "	..	..	68,202	92,940	92,577
Pork .. .. .	" "	20,911	30,006	41,247	54,574	51,548
Bacon and ham .. .. .	" "	52,483	64,652	75,449	69,885	73,369
<b>Total Meats</b> .. .. .	" "	<b>985,608</b>	<b>1,223,494</b>	<b>1,317,464</b>	<b>1,406,903</b>	<b>1,589,727</b>
<b>Drink and Tobacco—</b>						
Beer .. .. .	'ooo gal.	63,196	64,823	66,358	54,646	84,003
Spirits (potable) .. .. .	" "	2,752	2,361	2,168	1,275	1,562
Tobacco .. .. .	'ooo lb.	14,957	18,699	20,230	18,933	25,627
<b>Other Foodstuffs—</b>						
Biscuits .. .. .	" "	87,311	76,291	69,951	53,882	71,923
Coffee .. .. .	" "	2,671	3,197	3,301	3,834	5,533
Fish, fresh .. .. .	" "	(a)	51,104	65,790	67,545	72,905
preserved in tins .. .. .	" "	15,695	22,888	23,957	20,176	25,023
Flour, wheaten .. .. .	Ton	559,442	604,239	641,968	673,800	646,180
Fruit, Canned .. .. .	'ooo lb.	(a)	(a)	(a)	(a)	77,807
Jam .. .. .	" "	71,451	61,264	76,687	76,405	84,012
Margarine .. .. .	" "	(a)	(a)	24,255	22,209	35,608
Milk, Condensed and Con- centrated .. .. .	" "	(a)	26,274	24,763	23,627	25,247
Powdered .. .. .	" "	(a)	8,656	9,913	10,376	20,190
Oatmeal .. .. .	'ooo cwt.	(a)	(b) 296	301	270	283
Sago and tapioca .. .. .	'ooo lb.	9,047	9,961	8,070	8,347	8,869
Tea .. .. .	" "	40,323	44,608	47,593	45,427	48,050
<b>Other Commodities—</b>						
Soap .. .. .	'ooo cwt.	689	781	915	868	954
Kerosene .. .. .	'ooo gal.	20,489	25,373	50,525	41,361	53,758
Motor spirit .. .. .	" "	20,929	75,357	206,196	225,688	341,708
Cement—portland .. .. .	Ton	(a)	(b) 520,622	651,618	437,309	836,755

(a) Not available.

(b) Average for four years ended 1925-26.

ESTIMATED QUANTITY OF COMMODITIES ENTERING CONSUMPTION ANNUALLY  
PER HEAD OF POPULATION, AUSTRALIA.

Commodity.	Seven years ended 1923-21.	Five Years ended—			
		1925-26.	1930-31.	1935-36.	1940-41.
Cereals—	lb.	lb.	lb.	lb.	lb.
Barley .. ..	30.76	29.25	34.28	32.50	45.84
„ seed requirements	3.29	3.56	3.94	5.00	7.89
Maize .. ..	91.55	94.84	76.43	58.80	58.55
„ seed requirements	0.98	0.88	0.79	0.56	0.81
Oats .. ..	72.83	74.92	60.16	65.60	58.92
„ seed requirements	20.01	29.33	28.23	33.20	34.62
Rice (clean) .. ..	5.44	6.68	5.93	5.02	4.52
„ (paddy, seed re- quirements .. ..	..	..	0.17	0.21	0.22
Wheat .. ..	375.93	357.00	376.80	335.40	338.40
„ seed requirements	122.39	122.40	153.00	128.40	123.00
Root Crops—					
Onions .. ..	14.13	12.04	14.88	13.04	12.86
Potatoes .. ..	124.78	121.46	111.13	98.35	106.22
„ seed require- ments .. ..	20.25	18.95	17.49	16.21	12.92
Other Crops—					
Dried grapes—Raisins ..	3.09	3.61	4.02	4.14	5.72
„ Currants .. ..	1.80	1.64	1.52	1.39	1.67
Sugar, raw .. ..	117.13	118.01	122.34	113.96	124.35
„ refined .. ..	111.86	112.70	116.84	108.83	118.76
Dairy Produce—					
Butter .. ..	24.84	28.12	29.58	30.54	32.57
Cheese .. ..	3.51	3.71	3.98	3.81	4.13
	gal.	gal.	gal.	gal.	gal.
Milk (fluid) .. ..	19.67	22.39	22.20	22.58	23.81
Meats—	lb.	lb.	lb.	lb.	lb.
Beef .. ..	109.68	133.81	117.24	112.15	137.17
Mutton .. ..	} 69.47	} 62.45	61.57	66.64	61.13
Lamb .. ..			10.77	13.97	13.78
Pork .. ..	4.11	5.22	6.50	8.20	7.45
Bacon and ham .. ..	10.31	11.24	11.91	10.50	10.60
<i>Total Meats</i> .. ..	193.57	212.72	207.99	211.46	230.13
Drink and Tobacco—	gal.	gal.	gal.	gal.	gal.
Beer .. ..	12.41	11.27	10.48	8.23	12.14
Spirits (potable) .. ..	0.54	0.41	0.34	0.19	0.23
	lb.	lb.	lb.	lb.	lb.
Tobacco .. ..	2.94	3.25	3.19	2.84	3.70
Other Foodstuffs—					
Biscuits .. ..	17.15	13.26	11.04	8.10	10.39
Coffee .. ..	0.52	0.56	0.52	0.58	0.80
Fish, fresh .. ..	(a)	8.88	10.39	10.15	10.54
„ preserved in tins .. ..	3.08	3.93	3.78	3.03	3.62
Flour, wheaten .. ..	219.74	210.11	202.70	202.55	186.76
Fruit Canned .. ..	(a)	(a)	(a)	(a)	11.24
Jam .. ..	14.03	10.66	12.11	11.48	12.14
Margarine .. ..	(a)	(a)	3.83	3.34	5.15
Milk, Condensed and Con- centrated .. ..	(a)	4.57	3.91	3.55	3.65
„ Powdered .. ..	(a)	1.50	1.59	1.56	1.92
Oatmeal .. ..	(a)	(b) 4.49	5.32	4.55	4.58
Sago and Tapioca .. ..	1.78	1.73	1.27	1.25	1.28
Tea .. ..	7.92	7.76	7.51	6.83	6.94
Other Commodities—					
Soap .. ..	15.16	15.20	16.18	14.62	15.44
Cement—portland .. ..	(a)	(b) 196.61	230.44	147.23	270.86
	gal.	gal.	gal.	gal.	gal.
Kerosene .. ..	4.02	4.50	7.98	6.22	7.77
Motor Spirit .. ..	4.11	13.10	32.55	33.92	49.38

(a) Not available.

(b) Average for four years ended 1925-26.

2. **International Comparison.**—The difficulties associated with the compilation of statistics of consumption in Australia have already been mentioned, and the absence of corresponding figures for other countries suggests a similar experience abroad. Some details are published in other countries, but these are restricted to a few commodities, and an extensive comparison on an international basis is not possible.

In the absence of complete details of the methods used in their computation, it is not possible to say whether the figures given are comparable in all respects with those shown for Australia. It is known that in some instances the figures relate to a single year, while those for Australia refer to the average over five years. In the following table the figures for Australia are below the normal, as the period taken (five years ended 1935-36) included some years of the economic depression.

The details given in the following table have been taken from official or other authoritative sources and are the best available. They do not afford a comparison of the standards of living in the various countries, but are intended to present a comparison of more than usual interest.

CONSUMPTION PER HEAD OF POPULATION IN VARIOUS COUNTRIES.

Commodity.	Unit of Quantity.	Average annual consumption per head of population.				
		Australia.	New Zealand.	Canada.	United Kingdom.	U.S.A.
Wheat (excluding seed)	Bus.	5.6	5.7	5.5	5.8	4.7
Flour, wheaten	lb.	203	180	166	200	160
Sugar, refined	"	109	115	96	102	105
Milk, whole	Gal.	22.5	22.5	37.0	21.0	(a)
Butter	lb.	30.5	40.0	31.8	24.8	16.7
Cheese	"	3.8	8.0	3.6	8.6	5.4
Eggs	Doz.	(a)	20.0	20.8	13.0	(a)
Beef	lb.	112	140	62	69	63
Mutton and lamb	"	81	88	6	30	7
Pig Meat	"	19	21	57	42	55
<i>Total Meats</i>	"	212	249	125	141	125
Wine	Gal.	0.3	0.2	0.3	0.3	0.4
Beer	"	8.2	8.6	6.0	33.1	13.0
Spirits (potable)	"	0.2	0.3	0.3	0.2	0.9
Tobacco	lb.	2.8	3.5	3.9	3.9	6.6
Tea	"	6.8	6.7	3.6	9.2	0.7
Coffee	"	0.6	(a)	3.4	0.7	13.3
Raisins and currants	"	5.5	8.4	3.8	5.7	2.2
Rice	"	5.0	5.3	7.3	5.2	(a)
Onions	"	13	12	(a)	(a)	(a)
Potatoes	"	98	108	(a)	241	(a)

(a) Not available.

### § 13. Film Censorship.

1. **Legislation.**—The censorship of imported films derives its authority from Section 52 (g) of the Customs Act, which gives power to prohibit the importation of goods. Under this section regulations have been issued prohibiting the importation of films except under certain conditions and with the consent of the Minister. The regulations provide, *inter alia*, that no film shall be registered which in the opinion of the Censor is (a) blasphemous, indecent or obscene; (b) likely to be injurious to morality, or to encourage or incite to crime; (c) likely to be offensive to the people of any friendly nation; (d) likely to be offensive to the people of the British Empire; or (e) depicts any matter the exhibition of which is undesirable in the public interest.

The regulations governing the exportation of Australian-made films are similar, with the addition that no film may be exported which in the opinion of the Censorship is likely to prove detrimental or prejudicial to the Commonwealth of Australia.

The Censorship consists of a Censorship Board of three persons and an Appeal Censor, the head-quarters being in Sydney. There is also a right of appeal to the Minister.

In addition to the censorship of moving pictures, the Censorship may refuse to admit into Australia any advertising matter proposed to be used in connexion with the exhibition of any film. Such control does not, however, extend to locally-produced publicity.

2. **Imports of Films.**—Imported films dealt with by the Censorship for the year 1944 were as follows:—1,553 films of 4,106,560 feet passed without eliminations, 34 films of 173,142 feet passed after eliminations, and 1 film of 8,178 feet rejected in first instance, making a total of 1,588 films of 4,287,880 feet (one copy). The countries of origin were as follows:—United States of America, 879 films of 2,999,039 feet; United Kingdom, 515 films of 1,039,078 feet; and 194 films of 249,763 feet from other countries.

The foregoing figures relate to standard size films (35 millimetres). There were also imported during 1944 891 miniature films (16, 9.5 and 8 millimetres) of 555,052 feet.

3. **Exports of Films.**—The number of films exported for the year 1944 was 613 of 716,154 feet, of which 431 films of 591,353 feet were sent to places in the British Empire including Mandated Territories.

## § 14. Marketing of Australian Commodities.

1. **Introduction.**—Particulars in respect of the various Commonwealth Acts and Regulations together with the operations of the Boards or Councils appointed to assist or control the marketing of Australian commodities are set out below. It should be noted that the particulars refer to the marketing of Australian commodities in the normal times of peace, and that no reference has been made to changes induced since the outbreak of the 1939-45 War. A brief summary of the war-time arrangements for the marketing and sale of Australian commodities is included in § 15 which follows.

2. **Dairy Produce.**—(i) *The Dairy Produce Export Control Act 1924-1938.* Introduced at the request of the dairying industry this Act was passed by the Commonwealth Parliament with the object of organizing the oversea marketing of Australian dairy produce. A Dairy Produce Control Board was appointed and was in existence from 1924 to 1935. It dealt with matters relating to the organization and supervision of oversea marketing of dairy produce. In the course of its functions the Board regulated shipments to ensure regularity of supply in the London market, controlled forward selling, obtained reductions in oversea freights and insurance rates, and participated in an advertising campaign in the United Kingdom.

Prior to the appointment of the Dairy Produce Control Board a voluntary body—the Australian Dairy Council—was established to advise and make recommendations to the Governments on problems connected with the production, manufacture and quality of dairy produce, pasture improvement and diseases of dairy cattle.

Following a recommendation by the Australian Agricultural Council the functions of these bodies were combined by an amending Act of 1935 under the Australian Dairy Produce Board and provision was made for the allocation of money from the Board's funds for research and investigation into pastures, diseases of dairy cattle and the quality of butter.

(ii) *The Dairy Produce Export Charges Act 1924-1937.* This Act provides for the imposition of a levy on all butter and cheese exported from Australia to cover the administrative expenses of the Board and for advertising and other purposes. The rate of the levy is fixed by regulation.

(iii) *The Dairy Produce Act 1933-1935.* In § 1 par. 3 of Chapter XXI. "Farmyard, Dairy and Bee Products" reference is made to the voluntary and compulsory plans introduced for the purpose of stabilizing the prices of dairy produce in Australia.

Under State legislation regulating authorities fixed the proportion of the States' output to be sold within the respective States, and the Dairy Produce Act was passed by the Commonwealth Parliament to protect these "quotas" from the effects of interstate competition. A decision of the Privy Council in 1936, however, held that the Commonwealth had no power under its Constitution to control interstate trade and the Commonwealth legislation is therefore inoperative. The industry is now carrying on its stabilization plan on a purely voluntary basis.

3. *Dried Fruits.*—(i) *The Dried Fruits Export Control Act 1924-1938.* This Act was passed by the Commonwealth Parliament at the request of the dried fruits industry to organize the oversea marketing of Australian dried vine fruits. The Dried Fruits Control Board, consisting of eight members—including five growers' representatives, two members with commercial experience and one Government nominee—was appointed to control the export, and the sale and distribution after export, of Australian sultanas, currants and lexias. In conjunction with its London agency, the Board has improved the marketing of Australian dried fruits overseas, and has increased the demand for the product. Its system of appraisement has resulted in more satisfactory realizations. Its methods of ensuring continuity of supply and regulating shipments and its participation in the advertising campaign of the Australian Overseas Trade Publicity Committee have benefited the industry considerably. No dried fruits may be exported except by means of a licence, which is issued subject to conditions recommended by the Board.

(ii) *Dried Fruits Export Charges Act 1924-1929.* This Act provides for the imposition of a levy on all sultanas, currants and lexias exported from Australia for the purpose of defraying the administrative expenses of the Board and the cost of advertising, etc. The rate of the levy is fixed by regulation. Under an amendment made in 1927 provision was made for the exemption of sultanas, currants and lexias from the levy upon recommendation by the Board.

(iii) *The Dried Fruits Act 1928-1935.* In previous issues of the Official Year Book reference has been made to the Dried Fruits Act and its provisions outlined (see p. 894 of Official Year Book, No. 28). This legislation is in a similar position to that for dairy produce referred to in par. 2 (iii) above.

4. *Canned Fruits.*—(i) *The Canned Fruits Export Control Act 1926-1938.* This legislation was introduced at the request of canners and representative organizations of fruit-growers with the object of organizing the oversea marketing of canned fruit. The original Act referred to canned apricots, peaches and pears only, but canned pineapples and canned fruit salads consisting of not less than 75 per cent. of specified fruits were subsequently brought within the scope of the Board's operations. The personnel of the Australian Canned Fruits Board consists of one representative each from proprietary and privately owned canneries, co-operative canneries, State-controlled canneries, pineapple interests and the Commonwealth Government. No canned fruits to which the Act applies are permitted to be exported except under a licence issued in accordance with conditions recommended by the Board. The system of marketing adopted by the Board, including the fixation of minimum selling prices overseas, the appointment of a London agency and the engaging in oversea trade publicity, has resulted in the satisfactory disposal of the annual exportable surplus of canned fruits. The distribution of canned fruits has been widened and the exporting side of the industry placed on a sounder basis through the Board's operations.

(ii) *The Canned Fruits Export Charges Act 1926-1938.* This Act provides for the imposition of a levy on the export of canned fruits to meet the administrative and other commitments of the Board. The rate of the levy is fixed by regulation from time to time. An amendment in 1929 provided for certain exemptions from payment of the levy when recommended accordingly by the Board.

5. *Wine.*—(i) *The Wine Overseas Marketing Act 1929-1936.* This Act was introduced at the request of the viticultural interests in Australia with the object of placing the overseas marketing of Australia's surplus wine on an orderly basis. The Wine Overseas Marketing Board was appointed to supervise the exports, and the sale and distribution after export, of Australian wine.

The name of the Board was changed to the Australian Wine Board in 1936. No wine may be exported except by means of a licence, which is issued under conditions recommended to the Minister by the Board; these include the withholding of shipments as directed by the Board. The Board has a London agency which advises on marketing conditions. The methods of marketing adopted by the Board have resulted in the widening of the distribution of Australian wines overseas.

(ii) *The Wine Grapes Charges Act 1929-1937*. This Act provides for the imposition of a levy on all grapes used in Australia for the manufacture of wines or spirit used for fortifying wine. The proceeds of the levy are used to defray the administrative and other expenses of the Board, and provision is made for such exemptions from the levy as the Board may recommend.

6. *Meat*.—(i) *The Meat Export Control Act 1935-1946*. This Act was introduced following a decision of a conference of Commonwealth and State Ministers with members of the Commonwealth Meat Advisory Committee, held in October, 1935, to set up a Meat Board with defined statutory powers. The Australian Meat Board, which was appointed under the Act in January, 1936, consists of eighteen members, representative of producers, processors, exporters and the Commonwealth Government. Provision is made for the appointment from within the Board of an Executive Committee and a Beef Committee. Export of meat is controlled by licence. The Board has power to regulate shipments of meat and to arrange contracts in respect of freights and insurances; to promote oversea sales by advertising and to foster research into meat problems; and to supervise the issue of export licences. The Board also has power to appoint a London representative. During the 1939-45 War the control of meat exports was under National Security Regulations which ceased to operate with the expiry of the National Security Act on 31st December, 1946. Control then reverted to the Board.

(ii) *The Meat Export Charges Act 1935*. By means of a levy collected on all meats exported from Australia, funds are provided for the purpose of defraying the expenses and charges incurred by the Australian Meat Board in the course of its business. The customary provision is made for exemption from the levy when recommended by the Board.

7. *Apples and Pears*.—(i) *The Apple and Pear Organization Act 1938*. This Act, which was passed by the Commonwealth Parliament at the request of the Apple and Pear industry, provides for the establishment of an Australian Apple and Pear Board for the purpose of organizing and controlling the export trade in fresh apples and pears.

The Board consists of one member to represent the Commonwealth Government; eleven members to represent the growers of apples and pears on the basis of four from Tasmania, two each from Victoria and Western Australia, and one each from New South Wales, Queensland and South Australia; and four members to represent exporters of apples and pears on the basis of one from each of the States of Victoria, South Australia, Western Australia and Tasmania.

The Board has power to regulate the shipment of apples and pears from Australia by licensing exporters and issuing permits to export. Power is also given to determine export quotas, and to allocate the consignments from each State. The Board may appoint persons to represent it overseas.

(ii) *The Apple and Pear Export Charges Act 1938*. This Act provides for the imposition of a levy on all apples and pears exported from Australia for the purpose of providing the funds necessary to meet the administrative and other expenses of the Board.

(iii) *The Apple and Pear Publicity and Research Act 1938*. Under this Act, the Australian Apple and Pear Board is empowered to expend moneys, specifically collected and appropriated, for the purpose of increasing and extending the consumption of apples and pears throughout Australia by publicity, research or any other means.

The fund for this purpose is to be created from the proceeds of a tax levied on all apples and pears sold for consumption in Australia as fresh fruit. Apples and pears exported or to be exported, or processed or to be processed, are exempt from the tax.

The related taxing measures are :—The Apple and Pear Tax Act 1938 and the Apple and Pear Tax Assessment Act 1938.

8. **Wheat Industry Assistance Act 1938.**—This legislation, which came into operation in December, 1938, supplements legislation of a uniform type passed by all the State Parliaments, and is designed to enable the operation of a home consumption price scheme for the wheat industry on an Australian basis.

The legislation is based on a home consumption price of 5s. 2d. a bushel, free on rail, Williamstown, equivalent to 4s. 8d. at country sidings. When the price of wheat falls below that level the returns of growers will be supplemented by payments from a fund established from the proceeds of a flour tax which varies inversely with the price of wheat. When the export price rises above that level provision is made for a tax on wheat sold, the proceeds of which are to be applied to ensure that the cost of wheat grieved for home consumption shall not exceed 5s. 2d. per bushel.

Out of the general fund a sum not exceeding £500,000 per year will be reserved during the first five years for special purposes including the transfer of producers growing wheat on marginal lands to other areas where they will be able to engage in mixed farming or to enable them to increase the size of their holdings to make wheat-growing worth while.

A Wheat Stabilization Advisory Committee has been established to determine the appropriate times for a variation in the rate of tax which will be fixed on the basis of a rigid formula.

The State legislation undertakes to ensure that prices charged to consumers are reasonable and the Commonwealth legislation contains provision that no State shall be entitled to receive payments where that undertaking is not carried out.

With the acquisition of wheat by the Commonwealth Government after the outbreak of war and the payment direct to them by the Wheat Board, the provision for payment of flour tax to growers was varied by the Wheat Industry (War-time Control) Act, 1939. Flour tax proceeds under this Act are paid into the Commonwealth Bank for repayment of advances made and in this way are incorporated with the receipts of the wheat pools.

9. **Export Guarantee Act.**—For a considerable time this Act has not been invoked directly to provide for assistance in the marketing of primary products. The Dried Fruits Advances Act, disbursements under which were made for the appropriation pursuant to the Export Guarantee Act, has ceased to operate. The Board of Trade, which was formed to advise and recommend on expenditure proposed under the Act, has not functioned for some years. The only recent expenditure under the Act has been in respect of special oversea trade publicity, but since 1st July, 1934, expenditure under that heading has been made the subject of a separate appropriation. The total assistance granted under the Act during its period of operation amounted to £670,574 which included substantial payments on account of both the Dried Fruits Advances Act and oversea trade publicity. Although the Export Guarantee Act has not been repealed, it is not proposed that any further payments shall be made under it.

## § 15. War-time Marketing of Primary Products.

1. **General.**—Prior to the outbreak of the 1939–45 War an understanding had been reached by the Governments of the United Kingdom and the Commonwealth which enabled exports from Australia to proceed normally even before any contracts for the sale of commodities had been concluded.

On the outbreak of hostilities, the existence of Statutory Boards for the meat, dairy produce and fruit industries facilitated war-time organization. The experience already gained in marketing control enabled the Commonwealth Government to proceed quickly with the formation of committees and/or boards in those industries where Statutory Boards or organizations had not been established previously, namely, the Central Wool



Committee, the Australian Wheat Board, the Australian Barley Board, the Apple and Pear Marketing Committee, the Australian Hide and Leather Industries Board, the Shipping Control Board, and a Committee to supervise the export of eggs.

In addition to the organizations established in respect of these commodities, a Shipping Control Board was set up to control coastal shipping should the need arise for close supervision and control of cargo movements in interstate trade. At a later stage, a Shipping Committee was established to control and supervise oversea shipping to and from Australia in conjunction with the Ministry of Shipping in the United Kingdom. For details of war-time control of shipping see p. 121, § 7, Chapter V.—Transport and Communication.

Prior to the outbreak of war, a survey was made of refrigerated and cold storage space in Australia. Thus the handling of refrigerated produce up to the time of shipment was not only facilitated, but the survey was also of material assistance in connexion with the arrangements made subsequently for the transport of commodities to the United Kingdom.

2. Wool.—The Government of the United Kingdom arranged with the Commonwealth Government to acquire the Australian wool clip for the duration of the war and one full wool season after the cessation of hostilities.

The arrangement embraced all wool, wool tops, noils and waste, not required for use by Australian manufacturers.

The principal conditions of the arrangement were :—

- (i) The United Kingdom Government to pay 10½d. (Stg.) equivalent to 13.4375d. (Aust.) per lb. flat rate price for the wool in store at the oversea port of shipment.
- (ii) The United Kingdom Government to pay up to ¾d. (Stg.) equivalent to ¾d. (Aust.) per lb. to cover all costs from store at port of oversea shipment to ship.
- (iii) The United Kingdom Government to pay to the Commonwealth Government 50 per cent. of the profits derived from wool sold for use outside the United Kingdom, such sales to be at the order and disposition of the United Kingdom Government.
- (iv) In May of each year the arrangement to be subject to review at the instance of either Government.

In May, 1942, the flat rate price payable by the United Kingdom Government was reviewed at the instance of the Commonwealth Government. The United Kingdom Government agreed to an increase of 15 per cent. in the flat rate price, thus bringing such price to 15.453125d. (Aust.) per lb.

In Australia the scheme was administered by the Central Wool Committee (with subordinate State Committees) which controlled the receipt of the wool into store, its appraisal and shipment overseas. The Central Wool Committee cabled to the United Kingdom Government the appraised value of the wool comprised in each round of appraisements and the United Kingdom Government made the necessary funds available to the Committee. These were paid to the respective growers within fourteen days of appraisal, less a percentage retained by the Central Wool Committee to enable each grower's return to be adjusted in conformity with the flat rate price paid by the United Kingdom Government. During the first season (1939-40) of operation of the scheme the amount so retained was 10 per cent. but for the 1940-41 and subsequent clips up to and including the 1943-44 clip only 5 per cent. was retained. For the season 1944-45 it was not considered necessary to retain any amount.

During the 1939-40 season the issue price of wool for Australian manufacturers was the "appraised price". From 1st July, 1940 (1940-41 season) the issue price was fixed by the Central Wool Committee at the "appraised price", plus cost of delivery plus 7½ per cent., and for the 1941-42 season the surcharge of 7½ per cent. was increased to 15 per cent.

From 1st July, 1942 onward the price to manufacturers was fixed by the Central Wool Committee according to a determination notified to it by the Commonwealth Prices Commissioner, who determined that the surcharge should be 10 per cent.

Reference to the scheme for the disposal, concurrently with future clips, of stocks of Dominion-grown wool which have accumulated during the 1939-45 War will be found in § 5 (8) of Chapter XIX. "Pastoral Production".

3. *Meat.*—From 1st October, 1939 to 30th September, 1940, the United Kingdom Government agreed to purchase f.o.b. 240,000 tons of beef, mutton, lamb, veal and pork, and to use its best endeavours to lift any additional quantities available for export. The contract embodied a long range of prices for various cuts, pieces and offals. The returns to Australian producers were satisfactory and were higher than those received during the previous season. Under the contract 90 per cent. was paid on shipment and 10 per cent. within 28 days of arrival, or in the case of a steamer being lost, the estimated due date of arrival.

The contract was renewed for the year 1st October, 1940 to 30th September, 1941, and covered beef, veal, mutton, lamb, porker pork and offals and baconer pork. Under this contract certain classes of meat were not accepted and there were slight variations in some prices.

Arrangements were made with the United Kingdom Government for the disposal of a larger proportion of Australia's meat surplus in the form of canned meats. Although this resulted in producers receiving lower prices for their total marketed product, it was possible to maintain the stability of the industry in the face of a drastic reduction in the amount of refrigerated shipping space available.

During 1942, mainly owing to shipping difficulties, there was considerable doubt whether the United Kingdom could lift all meat available, but early in 1943 the shipping position became easier, and the United Kingdom asked for as much meat as Australia could supply. However, owing to the greatly increased demands for meat for the Australian and Allied Services, which became apparent early in 1943, the "surplus" available for export was less than during pre-war years despite efforts to increase production and the increased production which resulted.

During the later months of 1943, the Commonwealth Government took steps to restrict the quantity of meat available to civilians in an endeavour to increase the quantity of meat available for export. When this action was taken, it became necessary for the Commonwealth Government to purchase mutton for export at prices more closely related to local prices.

In January, 1944, in order to ensure an equitable distribution of available supplies to civilians, coupon rationing of meat was introduced.

The United Kingdom Government was prepared to take all suitable meat which could be shipped during 1944. Owing to the heavy demands for meat for the defence forces based in Australia, the export programme for 1944, despite a high level of production and civilian meat rationing was, however, still lower than during the immediate pre-war years.

As in 1943, the programme for export to the United Kingdom during 1944 covered frozen and canned meats, dehydrated mutton and offals, the greatest demand being for frozen meat.

An agreement was completed between the Government of the United Kingdom and the Commonwealth Government for the long-term purchase of the exportable surplus of Australian meat for the period 1st October, 1944 to the 30th September, 1948.

The agreement covers all classes of meats, including sundries in the fresh, frozen, and canned forms, for the currency of the agreement with the exception of pigmeats, quantities of which were determined only until the expiry of the second year of the contract, namely 30th September, 1946. Quantities for this particular class of meat for the two succeeding years of the contract will be arranged by negotiation between the two Governments.

Prices were determined for all classes and cuts of meat for the first two years of the contract which provided that they could be reviewed at the instigation of either Government before the 30th September, 1946, in respect of each of the two final years of the agreement.

The Government of the United Kingdom agreed to reimburse the Commonwealth Government the cost of storage and interest incurred in connexion with the purchase and storage of such meat after it had been in store 28 days.

The arrangement also provides for ample opportunity to be given to the meat industry of Australia to re-engage in the chilled beef trade with the United Kingdom when the shipping position makes that possible.

A further interesting feature is that the Government of the United Kingdom will consult with the Commonwealth Government regarding the steps necessary to ensure a mutually agreeable distribution of Australian meat in the United Kingdom, and also, when the present scheme of control is withdrawn or modified, will confer with the Commonwealth Government as to the ways and means of securing an orderly resumption of private trading.

The prices determined under the long term purchase arrangement operated until 30th September, 1946, and approximated those which were being paid by the Commonwealth Government under its Meat Purchase Plan. As from 1st October, 1946, rises in prices operated for the new contract year. These rises have been passed on to the producers.

**4. Butter.**—At the outbreak of war in September, 1939, a contract was arranged between the Governments of the Commonwealth and the United Kingdom whereby the latter undertook to purchase Australia's surplus butter and cheese. The following table indicates the periods covered, target figures, actual exports, and prices per cwt. f.o.b. Australian currency for the various grades of butter, including whey butter.

The conditions of sale provided for payment of 90 per cent. on shipment, and the balance 28 days after arrival or due date of arrival.

For the year 1941-42, second, pastry and all whey butters were excluded; moreover the butter target was reduced to 57,000 tons to permit of diversion to cheese production at the request of the United Kingdom Government.

Prices were increased as from 1st July, 1942, by amounts shown in the table. Also second grade butter was re-included, and the Ministry sought 10,000 tons of dry butterfat at the following prices per cwt. f.o.b. Australian currency:—Grade 1, 195s. 7½d.; Grade 2, 181s. 3d. Actually 2,203 tons of dry butterfat were exported during that period.

Pastry and whey butters were re-included as from 1st July, 1943.

While the 1943-44 prices were the same as those applying for 1942-43, the United Kingdom Government agreed additionally to reimburse the Commonwealth Government to the extent of subsidy paid on butter and cheese exported on Ministry account during the year ended 31st March, 1944.

Early in 1945 an agreement was completed between the United Kingdom and Australian Governments covering the sale to the former of Australia's surplus butter and cheese for the four years from 1st July, 1944. The prices fixed for butter are those shown for 1944-45 in the following table. These prices applied up to 30th June, 1946, and shall also apply up to 30th June, 1948 unless either Government shall require reconsideration of such prices and conditions on substantial grounds prior to 1st May preceding the commencement of the season to which the prices shall apply.

The United Kingdom will undertake responsibility for storage costs if unable to provide ships to lift butter and cheese from store after 90 days and will make advances against stored stock in this event.

The usual provisions relative to quality, packing etc. will continue to obtain but in regard to payment the United Kingdom will pay 97½ per cent. of the value on shipment and a further 2½ per cent. 60 days after the date of the last bill of lading in respect of butter and cheese carried by the vessel.

BUTTER.

Period.	Target.	Actual.	Prices per cwt. f.o.b. Australian Currency.													
			Tons.	Tons.	Choice.	1st.	2nd.	Pastry.	Whey, 1st.	Whey, 2nd.	Whey Pastry.					
					s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.					
20th November, 1939 to 30th June, 1940	75,000	66,882	} 137 2½	135 7½	131 1½	127 6	127 6	122 6	117 6							
1940-41	100,000	77,683														
1941-42	57,000	46,862														
1942-43	70,000	49,319								142 9½	141 3	136 9½	127 6	127 6	122 6	117 6
1943-44	55,000	41,717								142 9½	141 3	136 9½	133 1½	133 1½	128 1½	123 1½
1944-45	..	36,832								184 8½	183 1½	178 7½	175 0	175 0	170 0	165 0

(a) The United Kingdom Government asked for minimum of 55,000 tons. Australia indicated that it could supply maximum of 45,000 tons only.

The Dairy Produce Control Committee was appointed to manage the contracts for butter and cheese. The Committee works in close collaboration with the Australian Dairy Produce Board and the Commonwealth Dairy Produce Equalization Committee, Ltd., and has associated with it the State Advisory Committees.

Arrangements were made by the Committee for advances to be made in respect of butter and cheese held for shipment against the contracts and also for the insurance against war risk during such storage.

Early in 1941 the question of the adequacy of cold storage accommodation arose, and the Committee arranged for the provision of emergency cold stores at selected points, the cost being borne by the Government and the industry in equal shares.

5. **Cheese.**—The following table indicates the periods covered, target figures and prices per cwt. f.o.b. Australian currency for the various grades. Conditions for payment were on the same terms as for butter.

For the year 1941-42, the United Kingdom sought diversion from butter to cheese production, and undertook to purchase maximum quantities, with a minimum of 40,000 tons, at increased prices. Prices were increased further for the year 1942-43.

As in the case of butter the United Kingdom Government agreed to reimburse the Commonwealth Government for subsidy paid on cheese exports since 1st April, 1943.

The agreement referred to in the preceding paragraph relates to cheese also. The prices fixed are those shown for 1944-45 in the following table, which applied up to 30th June, 1946, and also for a further two years unless either Government shall require reconsideration of such prices and conditions on substantial grounds prior to 1st May preceding the commencement of the season to which the prices shall apply.

Conditions respecting payment and storage costs mentioned in the preceding paragraph apply also to cheese.

CHEESE.

Period.	Target.	Prices per cwt. f.o.b. Australian Currency.		
		Choicest, 1st.	2nd.	3rd.
		s. d.	s. d.	s. d.
20th November, 1939 to 30th June, 1940	Tons.			
1940-41	13,000	} 76 6½	74 0½	71 6½
1941-42	20,000			
1942-43	40,000	83 9	81 3	78 9
1943-44	10,000	} 87 6	85 0	82 6
1944-45	10,000			
1944-45	..	107 6	105 0	102 6

Although provision was made in the several contracts for the supply and purchase of stated quantities of cheese, the quantities shipped were less than stipulated. Service demands in India, Egypt and elsewhere accounted for the greater part of exports. There was also considerable increase in consumption in Australia, due, no doubt, to the rationing of butter.

The arrangements in relation to cheese were controlled by the Dairy Produce Control Committee (see par. 4 above).

When the United Kingdom authorities in 1941 desired greatly increased supplies of cheese, the Committee took action to convert butter-making establishments to cheese-making, the financial burden being distributed over the industry.

6. Eggs.—During the 1939-45 War contracts were negotiated between the Governments of the United Kingdom and Australia for the purchase of Australia's surplus eggs either in the shell or, when refrigerated space was not available, in powdered form. Following the outbreak of war in the Pacific in December, 1941, the Australian demand for eggs in shell and in powdered form exceeded production and consequently later contracts were less effective in meeting the requirements of the United Kingdom.

In August, 1944, the United Kingdom Government agreed to purchase Australia's exportable surplus of eggs in shell up to the end of the 1945-46 season, and in respect of the 1946-47 season a quantity not exceeding one million cases (each 30 dozen) of eggs in shell, or equivalent dried egg powder. Towards the end of 1945 the United Kingdom Government agreed to eliminate the ceiling quantity of one million cases of eggs stipulated for 1946-47 and accept whatever quantity could be shipped as eggs in shell in that season.

The contract price in Australian currency, f.o.b. Australian ports, is 1s. 8d. per dozen, based upon a pack of 15 lb. per long hundred (ten dozens), with proportionate adjustment according to weight for 13½ and 17 lb. packs.

The United Kingdom Government made further contracts to purchase Australian egg pulp in the 1945-46 season, these contracts aggregating 14,000,000 lb. of pulp, the price being 1s. 5d. Australian currency per lb., f.o.b. Australian ports.

7. Sugar.—Arrangements were made by the Queensland Government for the sale to the British Ministry of Food of up to 100,000 tons of surplus production of raw sugar out of the 1943 and 1944 crops and 200,000 tons out of the 1945 crop. The prices fixed were £Stg. 14 5s. per ton for the 1943 crop, £Stg. 15 5s. for the 1944 crop, £Stg. 17 5s. for the 1945, and £Stg. 19 10s. for the 1946 crop c.i.f. United Kingdom ports, basis 96 degrees polarization. This price includes the existing British tariff preference of £3 15s. on Dominion sugar. It was arranged that shipments of sugar would be made to Empire and Allied consuming countries (including New Zealand and Canada) in accordance with the requirements of the Ministry of Food, as and when sugar and suitable freight were available.

8. Apples and Pears.—To meet the emergency conditions created in the apple and pear industry by the curtailment of exports following the outbreak of war, the Commonwealth Government promulgated the National Security (Apple and Pear Acquisition) Regulations to provide for the acquisition and orderly marketing of the Australian crop.

The Australian Apple and Pear Marketing Board was set up to administer the acquisition and marketing arrangements with the assistance of State Committees.

Under the scheme growers received guaranteed advances in accordance with varieties and grades in respect of all fruit acquired.

During the 1940, 1941 and 1942 seasons the acquisition applied to all States but for the 1943, 1944 and 1945 seasons the scheme operated in respect of the crops grown in Tasmania and Western Australia only.

The complete cessation of fresh fruit exports to the United Kingdom after 1940 placed the industry in a difficult position, but stability was maintained as a result of the emergency marketing arrangements.

In 1945, exports to the United Kingdom were resumed on a small scale as the result of a purchase by the British Ministry of Food of a limited quantity of Australian apples.

9. **Canned Fruits.**—The exportable surplus from the 1940 pack was subject to an arrangement between the Commonwealth and United Kingdom Governments under which the British Ministry of Food agreed to purchase canned apricots, peaches, and pears at prices fixed on an f.o.b. basis, Australian ports.

In 1941, further purchases were made by the British Ministry of Food for shipment to destinations other than the United Kingdom.

From 1942 onwards, the requirements of the Defence Services and other Governmental orders expanded rapidly and necessitated official control of disposals to ensure that these priority demands were fully met. Commercial shipments of canned fruits virtually ceased and the quantities available for civilian consumption were considerably below normal requirements. Approximately 70 per cent. of the 1945 pack was allocated to meet service and other Governmental demands.

10. **Dried Vine Fruits.**—During the six seasons from 1940 to 1945, annual contracts were entered into with the Government of the United Kingdom covering such quantities of currants, sultanas and lexiyas as were available each season for export to the United Kingdom. In the first two seasons prices were determined for fruit delivered into warehouse at United Kingdom ports. Subsequent purchases, however, were fixed on an f.o.b. basis, Australian ports.

From 1943 the disposal of the Australian crop as between service and civilian demands both in Australia and overseas, was subject to the allocations as determined by the Combined Food Board at Washington.

Exports to Canada were also the subject of inter-Governmental arrangements covering the quantity allocated for that destination each season.

11. **Wheat and Flour.**—The Australian Wheat Board was established at the outbreak of war to control the handling and marketing of wheat. The price of wheat for local requirements is determined by the Board. Free movement of wheat within Australia has been stopped and deliveries of wheat must be made to licensed receivers who are the receiving and distributing agents of the Board and by whom sales are made to the usual retailers. The Board has an Australian Selling Committee in London which negotiates sales of wheat and flour in the United Kingdom, and other markets.

The Commonwealth acquired 1938-39 crop wheat still in Australia, and has acquired each subsequent crop. A Pool is created for each season, and payments are made to growers.

In 1940, a Wheat Industry Stabilization Plan was introduced under which wheat farms were registered, and growers licensed. For further details see Chapter XX. § 4 (2) Wheat.

12. **Barley.**—Following the outbreak of war in 1939, the Australian Barley Board, representative of the industry, was formed, and the Commonwealth Government acceded to its request to acquire the entire 1939-40 barley crop, which was placed under the control of the Board. A pool was established from which proceeds were distributed with appropriate margins for different grades of barley.

The Board is responsible for the marketing and storage of barley, and, like the Australian Wheat Board, has appointed its licensed receivers in all States to receive grain on its behalf and to act as agents for all local and oversea sales.

The Commonwealth decided not to acquire barley in the smaller producing States after 1941-42, but control was kept by the Board in South Australia and Victoria. Western Australia and Queensland then established State Barley Boards to control marketing in these States.

For further details of the operations of this Board see Chapter XX. § 7 (2) Barley.

13. **Potatoes.**—The Australian Potato Committee was set up under National Security (Potatoes) Regulations on 27th April, 1942, to ensure that adequate supplies of potatoes would be available in Australia to meet the needs of the Defence Forces and the civilian population during the war.

Planted acreages have been as follows :—

1940-41	Uncontrolled	..	..	..	122,990 acres
1941-42	"	"	"	"	99,324 "
1942-43	} Controlled by Australian Potato Committee	}	}	}	140,209 "
1943-44					192,075 "
1944-45					241,803 "

War-time control covered production of quantities needed for all purposes, the regulation of marketing and distribution to meet service and civilian needs, and the spreading of supplies over the season.

A guaranteed minimum price was assured for the first season, any excess of market return above the minimum going to growers. For later seasons there was a fixed contract price, allowing supplies to be directed according to needs rather than market prices.

Production was arranged through State Departments of Agriculture, which supervised controls of grading. Distribution was arranged through trade channels, which marketed the Commonwealth owned potatoes.

The Committee worked through an Executive Member, with State Deputies, assisted by Advisory Committees of State officers, growers and merchants.

Supplies from growers were controlled by delivery quotas to regulate the flow on to the market. Quotas for merchants to market applied when supplies were scarce.

The retail price was subsidized under the Price Stabilization policy, and was less than the growers' contract price.

The system gave favourable conditions for growers, and their organizations are moving for stabilization of the industry on similar lines in the post-war period.

14. **Hides and Leather.**—Late in 1939 it became necessary to introduce a scheme for the control of the marketing of hides and leather and suitable action was taken by Regulations under the National Security Act. The Australian Hide and Leather Industries Board was appointed to administer the scheme.

All cattle hides and yearling and calf skins were to be submitted for appraisalment in accordance with a Table of Limits prepared by the Board. On appraisalment they were acquired by the Board acting on behalf of the Commonwealth and thereupon became the property of the Commonwealth. The owners of the hides and skins immediately prior to acquisition received compensation at varying rates determined by the Minister from time to time. Hides and skins acquired by the Board are sold on behalf of the Commonwealth. Tanners' purchases of hides are regulated and exports of hides, skins and leather are controlled.

When the scheme commenced, hide export prices were much higher than the domestic appraised prices. About the middle of 1940, however, the oversea market for hides and skins collapsed. The scheme stood the strain of the reversed position. Appraisalment continued as before, the rates of compensation to hide owners were reduced by 25 per cent. for a time and the fund already built up by the Board acted as a cushion for the change-over period.

The export price position later improved and continued to improve to such an extent that, about the end of 1941, the healthy position of the Board's funds enabled compensation to be paid to the original owners of hides at the rate of 110 per cent. of the appraised prices. The rate of compensation has since varied from time to time according to the state of the Board's finances. The exceptionally heavy demand for hides for the production of leather necessary to manufacture large quantities of military boots resulted in a war-time demand by Australian tanners for hides, which exceeded Australian hide production. A special arrangement was entered into with the New Zealand Government for the purchase of New Zealand hides, and additional quantities were sought from other sources of supply. The exportation from Australia of sole leather suitable for the production of military boots has been prohibited for some years. The future of the control scheme is under consideration, which will have regard to the interests of all sections of the hide and leather industries.

15. **Rabbit Skins, and Hats.**—A marketing control scheme for rabbit skins was introduced under the National Security (Rabbit Skins) Regulations on 10th June, 1940. After the outbreak of war, rabbit skin prices rose sharply owing to the keen demand from overseas. In order that the prices of military and civilian hats in Australia might be kept at reasonable levels and that sufficient skins should be available to Australian hat manufacturers at prices which would enable them to produce hats at those price levels, a scheme of marketing control became necessary.

The Australian Rabbit Skins Board was appointed to administer the scheme. The basis of the scheme is the payment to hat manufacturers of compensation equivalent to the difference between appraised prices in a Table of Limits prepared by the Board, which are based on a Commonwealth Prices Commission determination, and ruling open market prices.

Funds for the payment of such compensation are provided by collections from a levy imposed on the export of rabbit skins under the Rabbit Skins Export Charges Act 1940. Since 1941 rabbit-skin prices have been extraordinarily high. The rate of export levy has fluctuated on a number of occasions according to the state of the Board's finances. In some periods the levy was entirely suspended, whilst the highest rate it has reached was 18d. per lb. The imposition of the levy was suspended in October, 1944, and during this period the Board operated on reserve funds. It was renewed in July, 1946, but in January, 1947, approval was given for its suspension for a period of three months. In order that compensation payments should be kept as low as possible, the quantities of rabbit skins which hat manufacturers may buy at appraised prices are closely regulated. Investigations into the operations of all Australian hat manufacturing establishments have enabled the Board to do this, although the position was complicated by the heavy demand for military fur felt hats. The future of the scheme in the post-war period is under consideration.

16. **Sheepskins.**—In April 1940, the United Kingdom Government agreed with the Commonwealth Government to acquire the "exportable surplus" of woolled sheepskins in Australia.

The "exportable surplus" is determined by competition at auction between Australian fellmongers and export packers licensed in terms of their pre-war trade in such product.

The price of the woolled skins is fixed by appraisalment under the Sheepskin Table of Limits, which takes into account the following factors:—

- (a) The wool content—the value of which is fixed in relation to the "scoured skin wool" section of the Wool Table of Limits;
- (b) the value of the pelt—which is reviewed quarterly; and
- (c) the cost of fellmongering the skins.

17. **Tobacco.**—The Australian Tobacco Board was constituted under National Security (Australian Tobacco Leaf) Regulations, promulgated on 9th May, 1941, for the purpose of facilitating and regulating the marketing of Australian-grown tobacco leaf. The Board consists of a Commonwealth Government representative as Chairman, five members representing the growers, two members representing tobacco manufacturers, and two members representing the brokers engaged in selling local leaf.

All Australian produced tobacco leaf must be submitted to the Board for appraisalment in accordance with the regulations. An Appraisal Committee, consisting of a broker's appraiser acting on behalf of the growers and a manufacturer's appraiser, together with a Government arbiter, determines the grade and value of the leaf in accordance with an approved table of limits. Appraisements are carried out each season at Brisbane, Melbourne and Perth.

## § 16. The National Safety Council of Australia.

The National Safety Council of Australia was founded in Melbourne in 1927 for the purpose of developing, mainly by means of education, safety on the road, at work and in the home, and its activities have developed in other directions wherever the



need for reducing the toll of accidents has been shown. In various States it issues by courtesy of the Traffic Authorities a booklet with every motor driver's licence, and conducts continuous propaganda through the press and other sources. It also forms Junior Safety Councils in the schools for developing a safety conscience among children. The children themselves are officers of these Councils and patrol the roads in the neighbourhood of the schools and conduct the scholars across in safety. Posters are available to schools at cost in connexion with Health and Safety lessons in the schools. Small films specially taken are available for children's and home safety instruction.

A "Safe Driving" campaign for individual motor drivers is conducted as well as a "Freedom from Accidents" competition among employee drivers, those completing a year free from any accident for which they are responsible being given a certificate to that effect. An Industrial Service of four posters per month, together with slips for pay envelopes, constitutes a regular service for the dissemination of safety advice, and was supplied to over 100,000 workers in factories last year. Committees deal with specific problems regarding traffic, films, safety in industry, air safety and home dangers. The Air Safety Committee has issued a 32-page booklet "Air Sense" for distribution with "A" pilots' licences through the Civil Aviation Department, and has a plan for emergency night landings for aircraft in difficulties.

The Council is supported by a Government Grant, public subscription and sales of service, and is a non-profit organization. Its work is carried on by a small paid staff controlled by committees and governed by an executive. The following committees, whose work is of an entirely honorary nature, are in operation, namely, Executive, Traffic, Industrial Safety, Home, Air Safety and Propaganda.

### § 17. League of Nations.

In issue No. 35 and earlier issues of the Official Year Book information was given concerning the League of Nations. The dissolution of the League and the transfer of certain of its functions to the new body, the United Nations, are now being effected (see § 18 hereinafter).

### § 18. The United Nations.

1. **General.**—The Moscow Declaration of 1943 concerning a new international organization for the maintenance of international peace and security marked the end of the League of Nations. The dissolution of the League, and the transfer of certain of its functions to the new body, the United Nations, are now being effected.

The Charter of the United Nations was drawn up by the delegates of fifty nations at the United Nations Conference on International Organization at San Francisco from 25th April to 26th June, 1945. Australia's ratification was deposited on the 1st November, 1945. The Charter has been ratified by fifty-one States in all: Argentina, Australia, Belgium, Bolivia, Brazil, Byelorussia, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, France, Greece, Guatemala, Haiti, Honduras, India, Iran, Iraq, Lebanon, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippine Commonwealth, Poland, Saudi Arabia, Syria, Turkey, Ukraine, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia.

The full record of the Conference is contained in the Report by the Australian Delegates on the United Nations Conference on International Organization held at San Francisco, United States of America, from 25th April to 26th June, 1945.

The Australian delegates to the Conference were the Rt. Hon. F. M. Forde, M.P., and the Rt. Hon. H. V. Evatt, K.C., M.P.

At San Francisco an Executive Committee and a Preparatory Commission were established, and when these bodies had completed their work of preparation for the first meeting of the United Nations, the General Assembly met in London on 10th January, 1946. At this meeting the Assembly carried out the elections to the other major organs of the United Nations. These major organs are the General Assembly, the Security Council, the Economic and Social Council, the Trusteeship Council, the International Court of Justice and the Secretariat.

2. **The General Assembly.**—This is the forum of the United Nations. In it each member state is represented and has one vote. It meets in regular annual sessions and has provision for special sessions. It has power to discuss any matter within the scope of the Charter and to make recommendations upon it; an exception to this is provided by disputes which are before the Security Council. The Assembly elects the non-permanent members of the other major organs and considers annual reports from them. Upon the recommendation of the Security Council, it may expel a member which has persistently violated the principles of the Charter.

The Australian Delegation to the first meeting of the General Assembly comprised :— as delegates : the Hon. N. J. O. Makin, Minister of State for the Navy and Munitions, the Rt. Hon. J. A. Beasley, Resident Minister in the United Kingdom, Lieutenant-Colonel W. R. Hodgson, Australian Minister in Paris; as alternate delegates : Mr. A. Watt, Professor K. H. Bailey, Dr. E. R. Walker, Mr. P. Hasluck and Mr. A. Tange.

3. **The Security Council.**—This has the primary responsibility for the maintenance of international peace and security. It is composed of certain permanent members, namely China, France, the United Kingdom, the Union of Soviet Socialist Republics and the United States of America, and six non-permanent members with two year periods of office. On procedural matters, decisions are taken by an affirmative vote of any seven members. But on all other matters, decisions can only be made on the affirmative vote of seven members, including the concurring votes of all the permanent members. However, the powers which are parties to a dispute for peaceful settlement do not vote.

At the first election, three non-permanent seats were filled for one year only. Member states elected for this period were Egypt, Mexico and the Netherlands. Australia, Brazil and Poland were elected for two-year periods.

The Security Council is assisted by a Military Staff Committee consisting of the Chiefs of Staff of the permanent members of the Council. In the event of measures other than armed force failing to remove a threat to peace, plans for the application of armed force are made by the Security Council with the assistance of this committee. The forces required are to be drawn from the member states as a result of particular agreements between those states and the Security Council.

4. **The Economic and Social Council.**—This body consists of eighteen members, each elected for a period of three years. Its main functions are to make studies and recommendations upon educational, economic, social, cultural, health and related matters. It may set up commissions for these subjects and establish working relationships with relevant international agencies.

The first election staggered the periods of office, and resulted as follows :—Canada, Chile, China, Belgium, France and Peru were elected for three year terms; Cuba, Czechoslovakia, India, Norway, United Kingdom, and Union of Soviet Socialist Republics, for two year terms; and Colombia, Greece, Lebanon, Ukraine, the United States and Yugoslavia, for one year terms.

5. **The Trusteeship Council.**—The Charter states that the political, social, cultural and economic advancement of the non-self-governing territories is a sacred trust. In addition, a Trusteeship Council is to be set up composed of those members administering trust territories together with a number of members without trust territories. Territories which may be placed under trusteeship in accord with individual trusteeship agreements are those now held under mandate, those detached from enemy states of the second World War and those dependent territories placed under the system by the states responsible for their administration. The Council cannot be set up until the conclusion of trusteeship agreements.

The Council has among its duties the consideration of annual reports submitted by the trustee state, the carrying out of periodic inspections by agreement with it, and the formulation of questionnaires on the welfare and advancement of the dependant peoples.

6. **The International Court of Justice.**—This consists of fifteen judges, no two of whom may be nationals of the same state. Its jurisdiction comprises all cases which the parties refer to it, and all matters especially provided for in the Charter or in treaties and conventions in force. States may declare that they recognize as compulsory its jurisdiction in all disputes of an international legal character.

The judges first elected are :—Nine year term : Professor Jules Basdevant (France), Dr. J. G. Guerrero (El Salvador), Sir Arnold McNair (United Kingdom), Dr. Alejandro Alvarez (Chile), and Dr. J. P. de Barros Azevedo (Brazil) ; Six year term : Dr. Charles de Visscher (Belgium), Professor S. B. Krylov (Union of Soviet Socialist Republics), Lic. Isidro Fabela Alfaro (Mexico), the Hon. Green H. Hackworth (United States of America), and Dr. Juris. H. Klaestad (Norway) ; Three year term : Dr. Hsu Mo (China), H. E. Abdel Hamid Badawi Pasha (Egypt), Mr. J. E. Read, K.C. (Canada), Dr. Milovan Zoricic (Yugoslavia), and M. Bohdan Winiarski (Poland).

7. **The Secretariat.**—The Secretary-General is the head of the Secretariat of the organization. He is appointed by the General Assembly upon the recommendation of the Security Council, and he appoints his staff in accordance with rules approved by the General Assembly. M. Trygve Lie (Norway) has been appointed first Secretary-General.

## § 19. Rent Control.

1. **Need for Rent Control.**—Prior to the outbreak of the 1939-45 War, rent control legislation existed in Victoria and Queensland only. When hostilities commenced, the need became immediately apparent for more rigid control of the relationship between landlord and tenant in order to avoid rent inflation arising from increased spending power and from the exploitation of the acute shortage of housing accommodation in areas surrounding military camps and war-time industries.

On the 9th September, 1939, a conference on war-time controls between the Premiers of all States and Commonwealth authorities resolved that all the States would co-operate with the Commonwealth in setting up the machinery necessary for rent control and that in effecting this the existing instrumentalities would be retained as far as possible.

2. **National Security (Fair Rent) Regulations, September, 1939.**—On 29th September, 1939, the Commonwealth, under its emergency powers, issued the National Security (Fair Rent) Regulations in order to provide a basis for action in those States lacking rent control legislation. These Regulations empowered the Governor-in-Council of a State to constitute Fair Rents Boards and also gave him discretionary power to fix the maximum rents of certain classes of premises at the 31st August, 1939 level during the period ending the 31st December, 1939. The two main features of the Regulations were the provisions enabling Fair Rents Boards to determine Fair Rents, and those protecting tenants against eviction.

The powers given to the States under the Regulations were accepted by Victoria, Queensland, and Tasmania, where rents were pegged at the rates in operation on the 31st August, 1939, and Fair Rents Boards were constituted. The Commonwealth Regulations were also introduced in the two territories administered by the Commonwealth, and Fair Rents Boards were constituted at Canberra and Darwin. In the other three States steps were taken to give effect to the decision of the Premiers' Conference by the introduction of State legislation.

An important feature of Rent Control in the Commonwealth up to this stage was that the Fair Rents Regulations could not be enforced in any State by the Commonwealth Government and their introduction was left to the discretion of the Governor-in-Council of the State concerned.

3. **National Security (Landlord and Tenant) Regulations, November, 1941.**—On the 28th November, 1941, new Regulations under the name of National Security (Landlord and Tenant) Regulations were brought into operation. Their general effect was to give greater security to tenants and to extend that security to tenants in States where, in the opinion of the Government, local legislation was inadequate. They covered all premises except those ordinarily let for holiday purposes only, premises licensed for the sale of spirituous and fermented liquors, and premises of agricultural properties, and they applied to any part of any premises separately let, and to furnished premises.

The provisions of the Regulations relating to termination of tenancies, the recovery of possession of premises and the ejection of tenants from premises were expressed so as to apply in each State and Territory of the Commonwealth. Moreover, the Minister could, by Order, apply the other provisions of the Regulations to any State or Territory where he was satisfied that the law of that State or Territory did not sufficiently carry out the object of the Regulations. Orders to this effect were made in respect of New South Wales on the 28th November, 1941, the Australian Capital Territory on the 29th December, 1941, Tasmania on the 7th March, 1942, Victoria on the 26th March, 1942, Queensland on the 13th April, 1942, and Northern Territory on the 29th January, 1943.

These regulations were subjected to considerable amendment between their introduction and the date upon which they were repealed. Generally speaking, however, their main features were the following :—

- (i) *Determination of Rents.* The maximum rent of all premises to which the Regulations applied was fixed at the amount ruling at the "prescribed date" declared by the Minister in respect of the State or Territory in which the premises were situated. In the cases of Victoria and Queensland the 31st December, 1940 was fixed as the prescribed date, while, in the cases of New South Wales, Australian Capital Territory, Tasmania and Northern Territory, the date so fixed was the 31st August, 1939. The Regulations also made provision whereby the landlord or tenant could apply to a Fair Rents Board for a determination of the fair rent of the premises.
- (ii) *Termination of Tenancies.* The Regulations provided that a landlord should not undertake any proceedings for the ejection of his tenant or the termination of the tenancy except in the manner prescribed. The Regulations limited the grounds on which notice to quit might be given and prescribed the period of the notice.

4. **Conference with Magistrates, March, 1943.**—At the end of March, 1943, a Conference with Magistrates at Canberra recommended that some central organization should be set up which would be in a position to give advice when required, and which could co-ordinate the activities of the Fair Rents Boards and take action to ensure as far as possible that a uniform policy was followed in determining rents.

Partly as a result of this Conference, it was decided that steps should be taken to repeal the old Regulations and to replace them by new Regulations, which were not, however, gazetted until 15th June, 1945. Their operation was postponed until the 2nd July, 1945, in order to enable the public to become acquainted with them.

5. **New Regulations, June, 1945.**—The most outstanding change in the new Regulations was in the field of rent control, provision being made for the appointment of a Commonwealth Rent Controller with power to fix the rent of rooms and other shared accommodation. In the cases of all other premises, the determination of rents was still left with the Fair Rents Boards. It was felt that this change would not only afford relief to the Fair Rents Boards which had in many cases been overtaxed by the number of applications before them, but would also permit a more simple and speedy determination of room and apartment rents. The Regulations provided for appeal from the Controller to a Fair Rents Board.

These Regulations, as before, not only protected tenants against excessive rents but also gave them security of tenure. The provisions of the Regulations governing rent control applied throughout the Commonwealth except in South Australia and Western Australia. The remaining provisions of the Regulations applied in all States and Territories of the Commonwealth.

The Minister had power by order to exclude any premises from the operation of the Regulations, and, by an order dated the 2nd July, 1945, the following premises were excluded :—

- (1) Premises licensed for sale of spirituous or fermented liquors.
- (2) Premises ordinarily leased for holiday purposes only.

The new Regulations, when first issued, were administered by the Minister for Trade and Customs. On the 16th October, 1945, however, their administration was transferred to the Minister of State for Works and Housing under whom it was extended to 31st December, 1947 by the Defence (Transitional Provisions) Act 1946.

**6. Appointment of Commonwealth Rent Controller and Deputy Rent Controllers.**—On 2nd July, 1945, a Commonwealth Rent Controller was appointed and on the same date he appointed Deputies in the various States and Territories of the Commonwealth. The Deputy Rent Controllers deal with applications for determinations of rent in the case of shared accommodation, investigate any breaches of the Regulations and take all steps necessary to ensure compliance with them.

The Controller does not personally engage in the determination of rents of shared accommodation. His task is to co-ordinate the activities of his various Deputies and to ensure as far as possible their uniform carrying out of policy. All matters for prosecution are referred to him for consideration before any proceedings are commenced.

**7. Regulations for Protection of Members of Forces and War Workers.**—While the National Security (Landlord and Tenant) Regulations applied to civilian tenants, various provisions were inserted in other Regulations to give special protection to members of the forces and to war workers. Thus National Security (War Service Moratorium) Regulations, administered by the Attorney-General, contained rent provisions which conferred additional protection on persons who were "protected persons" within the meaning of the Regulations, and also enabled a protected person to require the owner to let to him a dwelling house which was vacant or about to become vacant. Protection was also extended to members of the Civil Construction Corps and their dependants by a provision in National Security (Allied Works) Regulations. Special provision for war workers in regard to rents and rented premises was also made in National Security (Housing and Accommodation) Regulations.

## § 20. Directorate of Housing.

In July, 1945, the Commonwealth Government created the portfolio of Works and Housing, thus amalgamating under one Minister a number of housing functions previously shared by several Commonwealth Departments. Within the new department the Directorate of Housing was charged with the exercise of these functions.

The chief function of the Directorate is the administration of the Commonwealth and State Housing Agreement, under which the Commonwealth and State Governments are co-operating in a plan to provide good standard homes for letting to families at rentals within their means, and under certain circumstances for sale. The main feature of the Agreement is a system of rental rebates, the basic principle of which is that families earning the basic wage need not pay more than one-fifth of their income in rent, regardless of the economic rent of the dwelling. As the family income rises above or falls below the basic wage, so will the rebate diminish or increase. The Commonwealth will bear three-fifths, and the State concerned two-fifths, of all losses occasioned by the rental rebate system.

To keep Australia abreast of housing developments, the Directorate undertakes technical and economic research on various aspects of housing and maintains a close watch on the latest thought and practice in developments overseas. Methods and

policies which might be useful to State housing authorities and other interested bodies are published in a Bulletin published at regular intervals, and a regular flow of informative material is passed on to the States.

The Directorate is responsible, now under the Defence (Transitional Provisions) Act 1946, for the administration of the former National Security (Landlord and Tenant) Regulations. The Premiers' Conference held in August, 1945, considered that so long as there was a housing shortage, some form of rent control was essential, and accordingly they agreed that the existing rent and tenancy controls should continue to be exercised by the Commonwealth Government.

As a result of the transfer of the control of building materials to the States on 1st November, 1945, the control exercised by the Directorate over materials is now confined to the interstate allocation of scarce materials produced in one or two States but needed by all of them. As part of its policy of helping the several State housing authorities to develop their construction programmes, the Directorate undertakes manifold tasks, particularly in connexion with the procurement of an adequate and properly timed supply of man-power and materials.

Finally, the Directorate is administering the National Security (Commonwealth War Housing Trust) Regulations pending the completion and liquidation of the Trust's projects. This involves the control, management, staffing and operation of hostels erected or sponsored by the War Housing Trust for persons engaged in war industries, as well as responsibility for capital expenditure in connexion with the permanent homes and war-time dwellings provided by the Trust for war workers.

### § 21. War Service Homes.

The operations of the War Service Homes Commission at 30th June, 1946 may be set out briefly as follows:—Applications approved, 46,921; expenditure on provision of homes, purchase of land for future use, etc., £30,507,705; houses completed, 21,488; homes enlarged, 34.

In addition, the Commission had purchased on behalf of eligible applicants 13,225 already existing properties, and had taken over mortgages existing on 3,238 dwelling-houses. Dual assistance had been approved in respect of 38 applications, making the total number of homes provided under the War Service Homes Act 38,023. Homes are insured under a comprehensive policy, the total insurances in force, including cover notes, amounting to £16,156,716. The total receipts of the Commission to 30th June, 1946 were £35,920,263, of which £15,228,985 was paid to the National Debt Sinking Fund. Arrears of instalments outstanding at the close of the year were £378,615, or 1.21 per cent. of the total instalments due.

In April, 1941 the War Service Homes Act was amended to provide for the granting of assistance to certain classes of eligible persons and their dependants in respect of service during the 1939-45 War.

### § 22. Daylight Saving.

Daylight saving during summer time was introduced throughout Australia by the Commonwealth Government under the National Security Regulations. Summer time was fixed at one hour in advance of standard time in all States from 2 a.m. on 1st January, 1942 to 2 a.m. on 29th March, 1942, and from 2 a.m. on 27th September, 1942 to 2 a.m. on 28th March, 1943, and in all States, except Western Australia, from 2 a.m. on 3rd October, 1943 to 2 a.m. on 26th March, 1944. At the Premiers' Conference held at Canberra in August, 1944, it was decided that ordinary time should be observed during the 1944-45 summer. No adjustment was made during 1945-46.

### § 23. Commonwealth Food Control.

Issue No. 35 contains an article dealing with Australia's food production position prior to and during the 1939-45 War, and the control of food and the organization required to effect it during the war.