

## CHAPTER III.

### GENERAL GOVERNMENT.

#### § 1. Scheme of Parliamentary Government.

1. **General.**—The legislative power of the Commonwealth is vested in the Parliament of the Commonwealth, which consists of the Sovereign, the Senate, and the House of Representatives. The Sovereign is represented throughout the Commonwealth by the Governor-General who, subject to the Constitution of the Commonwealth, has such powers and functions as the Sovereign is pleased to assign to him. In each State there is a State Governor, who is the representative of the Sovereign for the State, and who exercises such powers within the State as are conferred upon him by the Letters Patent which constitute his office, and by the instructions which inform him in detail of the manner in which his duties are to be fulfilled. The Legislature in each State was bi-cameral till 1922, in which year the Queensland Parliament became uni-cameral. In the bi-cameral States it consists of (a) a Legislative Council and (b) a Legislative Assembly, or House of Assembly. In Queensland the Legislative Assembly constitutes the legislature. In the Commonwealth Parliament the Upper House is known as the Senate, and in the State Parliaments as the Legislative Council. The Lower House in the bi-cameral Parliaments is known as follows:—in the Commonwealth Parliament as the House of Representatives, in the State Parliaments of New South Wales, Victoria and Western Australia as the Legislative Assembly, and in the State Parliaments of South Australia and Tasmania as the House of Assembly. The legislative powers of these Parliaments are delimited by the Commonwealth and the State Constitutions. The Assembly (Queensland as pointed out is uni-cameral) which is the larger House, is always elective, the franchise extending to adult British subjects with certain residential qualifications. The Council in each of the States other than New South Wales is elected by the people of that State, the constituencies being differently arranged and, in general, some property or special qualification for the electorate being required. In Victoria, however, under the Legislative Council Reform Act passed in October, 1950, adult suffrage was adopted for Legislative Council elections. In the case of New South Wales, the Council is elected by the members of both Houses of Parliament at a simultaneous sitting. In the Federal Parliament the qualifications for the franchise are identical for both Houses.

2. **The Sovereign.**—(i) *Accession of Queen Elizabeth II.* On 7th February, 1952 the Governor-General and members of the Federal Executive Council proclaimed Princess Elizabeth Queen Elizabeth the Second, Queen of this Realm and of all her other Realms and Territories, Head of the Commonwealth, Defender of the Faith, Supreme Liege Lady in and over the Commonwealth of Australia. The coronation of Her Majesty in Westminster Abbey took place on 2nd June, 1953.

(ii) *Royal Style and Titles Act 1953.* At a conference of Prime Ministers and other representatives of the British Commonwealth in London in December, 1952 it was agreed that the Royal Style and Titles then in use were not in accord with current relationships within the British Commonwealth and that there was need of a new form which would, in particular, “reflect the special position of the Sovereign as Head of the Commonwealth”.

It was therefore decided that each member of the British Commonwealth should use a form of the Royal Style and Titles suited for its own circumstances, while retaining as a common element the description “Queen of Her other Realms and

Territories and Head of the Commonwealth"; and that consultation between all countries of the Commonwealth should take place on any future proposal to change the form of the Royal Style and Titles used in any country.

To give effect to these decisions in Australia the Royal Style and Titles Act was passed on 3rd April, 1953 giving Parliament's assent to the adoption by the Queen, for use in relation to the Commonwealth of Australia and its Territories, of the following Royal Style and Titles:—"Elizabeth the Second, by the Grace of God of the United Kingdom, Australia and Her other Realms and Territories Queen, Head of the Commonwealth, Defender of the Faith." The Act also approves the adoption by the Queen of a Royal Style and Titles for use in relation to other countries of the British Commonwealth in accordance with the principles formulated at the London conference.

### 3. Powers and Functions of the Governor-General and of the State Governors.—

(i) *Governor-General of the Commonwealth.* Section 2 of the Commonwealth Constitution provides as follows:—

"A Governor-General appointed by the Queen shall be Her Majesty's representative in the Commonwealth, and shall have and may exercise in the Commonwealth during the Queen's pleasure, but subject to this Constitution, such powers and functions of the Queen as Her Majesty may be pleased to assign to him."

As the Queen's representative in Australia, the Governor-General exercises certain prerogative powers and functions assigned to him by the Queen—either by Letters Patent (see Letters Patent dated 29th October, 1900 and 15th December, 1920), by Instructions under the Royal Sign Manual and Signet, by Commission issued to him under the Royal Sign Manual and Signet, or by any instrument of delegation under section 2 of the Constitution. Powers which have been so assigned include, amongst others, the power to appoint a Deputy or Deputies of the Governor-General, to administer or authorize any other person to administer the Oath of Allegiance, to grant pardons and to remit fines for offences against the laws of the Commonwealth and to appoint certain officers in the Diplomatic or Consular Service of the Commonwealth.

Other powers and functions are conferred on the Governor-General by the Constitution. For example, under section 5 of the Constitution he may appoint times for holding the sessions of the Parliament, prorogue Parliament and dissolve the House of Representatives. Under section 32 the Governor-General in Council may cause writs to be issued for general elections of members of the House of Representatives. Under section 58 he assents in the Queen's name to a proposed law passed by both Houses of the Parliament or withholds assent, or reserves the law for the Queen's pleasure; or he may return the proposed law to the House in which it originated and may transmit therewith any amendments which he may recommend. Under section 61 he exercises the executive power of the Commonwealth, under section 62 he chooses and summons Executive Councillors, who hold office during his pleasure, and under section 64 he may appoint Ministers of State for the Commonwealth. By section 68 the command in chief of the naval and military forces of the Commonwealth is vested in the Governor-General, as the Queen's representative. Under the conventions of responsible government obtaining in Commonwealth countries, the Governor-General's executive functions generally are exercised on the advice of Ministers of State. In this regard the Governor-General's position has become assimilated to that of the Queen in relation to her Ministers of State for the United Kingdom.

In addition, many powers and functions are exercised by the Governor-General under Acts of the Commonwealth Parliament. Most Acts, for example, provide that the Governor-General may make regulations, not inconsistent with the Act, either generally to give effect to the Act or to cover certain matters specified in the power. The Governor-General may be authorized by statute to issue proclamations—for example,

to declare an Act in force or a state of things to exist, e.g. the existence of an epidemic. The Governor-General has been given power by statute to legislate for certain Territories of the Commonwealth. Other statutory powers include the power to appoint and dismiss statutory officers or bodies. A reference to the Governor-General, in Acts of the Commonwealth Parliament, means, unless the contrary intention appears, the Governor-General acting with the advice of the Executive Council (Acts Interpretation Act 1901-1950, section 17 (f)).

(ii) *Governors of the States.* The Queen is represented in each of the States by a Governor, the office having been constituted by Letters Patent under the Great Seal of the United Kingdom of various dates.

The Governors of the States exercise prerogative powers conferred on them by these Letters Patent, their Commissions of appointment, and the "Governor's Instructions" given them under the Royal Sign Manual and Signet or other instrument as specified in the Letters Patent. In addition they have been invested with various statutory functions, either under the State Constitutions, conferred by Imperial Act, or by Act of the Parliament of the State.

A Governor of a State assents in the Queen's name to Bills passed by the Parliament of the State, except those reserved for the Royal assent. The latter include certain classes of Bills, which are regulated by the Constitution Acts and by the Governor's Instructions. He administers the prerogative of mercy by the reprieve or pardon of criminal offenders within his jurisdiction, and may remit fines and penalties due to the Crown.

In the performance of his functions generally, particularly those conferred by Statute, the Governor of a State acts on the advice of Ministers of State for the State.

(iii) *Holders of Office.* For the names of the Governors-General since the inception of the Commonwealth and of the present State Governors, see § 3. following.

4. **The Cabinet and Executive Government.**—(i) *General.* Both in the Commonwealth and in the States, executive government is based on the system which was evolved in Britain in the 18th century, and which is generally known as "Cabinet" or "responsible" government. Its essence is that the head of the State (Her Majesty the Queen, and her representative, the Governor-General or Governor) should perform Governmental acts on the advice of her Ministers; that she should choose her principal Ministers of State from members of Parliament belonging to the party, or coalition of parties, commanding a majority in the popular House; that the Ministry so chosen should be collectively responsible to that House for the government of the country; and that the Ministry should resign if it ceases to command a majority there.

The Cabinet system operates by means, chiefly, of constitutional conventions, customs or understandings, and of institutions that do not form part of the legal structure of the government at all. The constitutions of the Commonwealth and the States make fuller legal provision for the Cabinet system than the British Constitution does—for example, by requiring that Ministers shall be, or within a prescribed period become, members of the Legislature. In general, however, the legal structure of the executive government remains the same as it was before the establishment of the Cabinet system.

The executive power of the Commonwealth is exercisable by the Governor-General, and that of the States by the Governor. In each case he is advised by an Executive Council, which, however, meets only for certain formal purposes, as explained below. The whole policy of a Ministry is, in practice, determined by the Ministers of State, meeting, without the Governor-General or Governor, under the chairmanship of the Prime Minister or Premier. This group of Ministers is known as the Cabinet.

(ii) *The Cabinet.* This body does not form part of the legal mechanism of government. Its meetings are private and deliberative. The actual Ministers of the day alone are present, no records of the meetings are made public, and the decisions taken have, in themselves, no legal effect. In Australia, all Ministers are members of the Cabinet. As Ministers are the leaders of the party or parties commanding a

majority in the popular House, the Cabinet substantially controls, in ordinary circumstances, not only the general legislative programme of Parliament, but the whole course of Parliamentary proceedings. In effect, though not in form, the Cabinet, by reason of the fact that all Ministers are members of the Executive Council, is also the dominant element in the executive government of the country. Even in summoning, proroguing or dissolving Parliament, the Governor-General or Governor is usually guided by the advice tendered him by the Cabinet, through the Prime Minister or Premier, though legally the discretion is vested in the Governor-General or Governor himself.

(iii) *The Executive Council.* This body is usually presided over by the Governor-General or Governor, the members thereof holding office during his pleasure. All Ministers of State are *ex officio* members of the Executive Council. In the Commonwealth, and also in the States of Victoria and Tasmania, Ministers remain members of the Executive Council on leaving office, but are not summoned to attend its meetings; for it is an essential feature of the Cabinet system that attendance should be limited to the Ministers of the day. The meetings of the Executive Council are formal and official in character, and a record of proceedings is kept by the Secretary or Clerk. At Executive Council meetings, the decisions of the Cabinet are (where necessary) given legal form; appointments made; resignations accepted; proclamations issued, and regulations and the like approved.

(iv) *The Appointment of Ministers.* Legally, Ministers hold office during the pleasure of the Governor-General or Governor. In practice, however, the discretion of the Queen's representative in the choice of Ministers is limited by the conventions on which the Cabinet system rests. Australian practice follows, broadly, that of the United Kingdom. When a Ministry resigns, the Crown's custom is to send for the leader of the party which commands, or is likely to be able to command, a majority in the popular House, and to commission him, as Prime Minister or Premier, to "form a Ministry"—that is, to nominate other persons to be appointed as Ministers of State and to serve as his colleagues in the Cabinet.

The customary procedure in connexion with the resignation or acceptance of office by a Ministry is described fully in previous issues of the Official Year Book (*see* No. 6, p. 942). It may be added, however, that legislation now exists in all States, the effect of which is to obviate the necessity of responsible Ministers vacating their seats in Parliament on appointment to office.

(v) *Ministers in Upper and Lower Houses.* The following table shows the number of Ministers with seats in the Upper or Lower Houses of each Parliament in December, 1955 :—

AUSTRALIAN PARLIAMENTS : MINISTERS IN UPPER OR LOWER HOUSES, DECEMBER, 1955.

Ministers with Seats in—	C'wealth.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Total.
The Upper House ..	5	2	4	(a)	3	2	..	16
The Lower House ..	15	14	10	11	5	8	9	72
Total ..	20	16	14	11	8	10	9	88

(a) Abolished in 1922.

For the names of the occupants of ministerial office in each of the Parliaments of Australia in December, 1955, *see* § 3. of this chapter. Subsequent changes of importance in Ministries will be found in the Appendix to this volume.

(vi) *Numbers and Salaries of Commonwealth Ministers.* Under sections 65 and 66, respectively, of the Constitution of the Commonwealth, the number of Ministers of State was not to exceed seven, and the annual sum payable for their salaries was not to exceed £12,000, each provision to operate, however, "until the Parliament otherwise provides."

Subsequently, number and salaries were increased to 8—£13,650 (1915) and to 9—£15,300 (1917). During the period of financial emergency in the early thirties the ministerial salary appropriation was reduced to as low as £10,710 a year, and was not restored to its former level until 1938. During the period of restoration of salary the number of Ministers was increased to 10 (1935). Later increases were as follows:—to 11—£18,600 (1938); 19—£21,250 (1941)—these increases were war-time provisions, extended into peacetime in 1946; £27,650 (1947—number unaltered); 20—£29,000 (1951); £41,000 (1952—number unaltered). In 1938 an additional ministerial allowance of £1,500 a year was granted to the Prime Minister; this was increased to £3,500 a year (exempt from income tax) in 1952 and at the same time an additional ministerial allowance of £1,000 a year (exempt from income tax) was granted to each other Minister.

All amounts payable in the foregoing paragraphs are in addition to amounts payable as Parliamentary allowances (*see paras. 5 and 6 below*).

5. **Number and Salary of Members of the Legislatures, Australian Parliaments, December, 1955.**—The following table shows the number and annual salary of members in each of the legislative chambers in December, 1955:—

**AUSTRALIAN PARLIAMENTS: MEMBERS AND ANNUAL SALARIES,  
DECEMBER, 1955.**

Members in—	C'wealth.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Total.
NUMBER OF MEMBERS.								
Upper House ..	60	60	34	(a)	20	30	19	223
Lower House ..	124	94	<del>65</del> 66	75	39	50	30	<del>477</del> 478
Total ..	184	154	<del>99</del> 100	75	59	80	49	<del>700</del> 701
ANNUAL SALARY. (£.)								
Upper House ..	(b) 1,750	500	(c) 1,600	(a)	(d) 1,425— 1,500	(e) 1,340	(f) 800— 1,050	..
Lower House ..	(b) 1,750	1,875	(c) 1,600	(g) 2,008	(d) 1,425— 1,500	(e) 1,340	(f) 850— 1,050	..

(a) Abolished in 1922. (b) Plus expense allowances exempt from income tax—Senators, £550; Members of House of Representatives, £400—£900, varying with electoral divisions. *See also para. 6 following.* (c) Increased from £1,050 as from 6th October, 1954. Plus allowance of £400 for metropolitan, £600 for urban, £700 for inner country and £800 for outer country electorates. (d) According to distance of electorate from Adelaide. (e) Subject to adjustment in accordance with variations of the State basic wage. Plus £50 where any part of electorate is more than 50 miles from Perth. (f) According to area of electorate and distance from the capital. Plus a cost of living adjustment. (g) Increased from £1,575 as from 1st July, 1954. Subject to adjustment in accordance with any variation of the equivalent Public Service Award classification. Plus marginal allowances of £100 for metropolitan electorates and ranging from £165 to £270 for non-metropolitan electorates.

6. **Commonwealth Parliamentary Allowances.**—(i) *General Allowance.* Section 48 of the Commonwealth Constitution granted to each Senator and member of the House of Representatives an allowance of £400 a year until Parliament should decide to alter it. The first alteration was made in 1907, when the allowance was increased to £600 for all except the holders of Parliamentary office (i.e., Ministers, and the Presiding Officer and Chairman of Committees of each House), whose allowances in addition to the emoluments of office remained at £400 a year. In 1920 the general allowance was increased to £1,000 a year and the allowance to holders of office to £800 a year. Under financial emergency

legislation Parliamentary salaries and allowances were reduced generally, the lowest level reached for the general allowance being £750 in 1932. Subsequently there was a gradual restoration to former levels, the allowance reaching £1,000 a year again in 1938, when the provision for the reduced allowance for holders of Parliamentary office was removed. In 1947 the general allowance was increased to £1,500 and in 1952 to £1,750 a year.

(ii) *Additional Allowances.* (a) *Holders of Parliamentary Office.* Amounts received by the holders of Parliamentary office in respect of the duties they perform are additional to the allowances to each Senator and Member of the House of Representatives as described above. Appropriations for ministerial salaries are referred to in par. 4 (vi) above, but the amounts received because of their duties of office by the President of the Senate, the Speaker of the House of Representatives and the Chairman of Committees in each House are not included in these appropriations.

In 1901-2 the Presiding Officer of each House received £1,100 a year and the Chairmen of Committees each £500 a year. Before the depression years these amounts had been increased to £1,300 and £700 respectively, but, in common with other Parliamentary salaries and allowances, they were reduced during this period, and in 1933-34 were as low as £900 and £500 a year. Following the gradual restoration to previous levels, they remained unchanged until 1947-48, when they were increased to £1,600 and £900 respectively. In 1952 the allowance to the President of the Senate and to the Speaker of the House of Representatives was increased to £1,750 a year each.

(b) *Other Additional Allowances.* In 1920 the Leaders of the Opposition in the Senate and in the House of Representatives were granted additional allowances of £200 a year and £400 a year respectively. These were increased to £300 and £600 in 1947 and to £750 and £1,750 in 1952. In 1947, also, the Leader in the House of Representatives (other than the Leader—and in 1952 the Deputy Leader—of the Opposition) of a recognized political party with not less than ten members in that House and of which none is a Minister received an additional allowance of £400 a year. This was increased to £500 in 1952.

Further additional annual allowances, all of which were granted in 1952, are as follows:—

Deputy Leader of the Opposition in the House of Representatives, £750; Government Whip in the House of Representatives, £325; Other Whips, £275.

Additional allowances (exempt from income tax) for expenses of discharging duties.—Payable to each Senator—£550; payable to each Member of the House of Representatives—£400-£900, varying with electoral divisions.

Additional allowances (exempt from income tax) for expenses of discharging duties of Office.—President of the Senate, Speaker of the House of Representatives, Leader of the Opposition in the Senate, and Deputy Leader of the Opposition in the House of Representatives—£250; Leader of the Opposition in the House of Representatives—£1,000.

7. *Enactments of the Parliament.*—In the Commonwealth all laws are enacted in the name of the Sovereign, the Senate, and the House of Representatives. The subjects with respect to which the Commonwealth Parliament is empowered to make laws are enumerated in the Constitution. In the States (other than South Australia and Tasmania) laws are enacted in the name of the Sovereign by and with the consent of the Legislative Council (except in Queensland) and Legislative Assembly. In South Australia and Tasmania, laws are expressed to be enacted in the name of the Governor of the State, with the advice and consent of the Parliament in the case of South Australia, and of the Legislative Council and House of Assembly in the case of Tasmania. The Governor-General or the State Governor acts on behalf of, and in the name of, the Sovereign, in assenting to Bills passed by the Legislatures, but he may reserve them for the special consideration of the Sovereign. The Parliaments of the States are empowered generally, subject to the Commonwealth Constitution, to make laws in and for their respective States, in all cases whatsoever. Subject to certain limitations, they may alter, repeal, or vary their Constitutions. Where a law of a State is inconsistent with a law of the Commonwealth the latter prevails, and the former is, to the extent of the inconsistency, invalid.

## § 2. Parliaments and Elections.

1. *Commonwealth.*—(i) *Qualifications for Membership and for Franchise—Commonwealth Parliament.* Qualifications necessary for membership of either House of the Commonwealth Parliament are possessed by any British subject, twenty-one years of age or over, who has resided in the Commonwealth for at least three years and who is, or is qualified to become, an elector of the Commonwealth. Qualifications for Commonwealth franchise are possessed by any British subject, not under twenty-one years of age and not disentitled on racial or other ground, who has lived in Australia for six months continuously. Residence in a sub-division for a period of one month prior to enrolment is necessary to enable a qualified person to enrol. Enrolment and voting are compulsory. A member of the Defence Force on service outside Australia who is a British subject not less than 21 years of age and has lived in Australia for six months continuously is entitled to vote at Commonwealth elections whether enrolled or not.

Disqualification of persons otherwise eligible as members of either Commonwealth House is mainly on the grounds of membership of the other House, allegiance to a foreign power, being attainted of treason, being convicted and under sentence for any offence punishable by imprisonment for one year or longer, being an undischarged bankrupt or insolvent, holding office of profit under the Crown with certain exceptions, or having pecuniary interest in any agreement with the public service of the Commonwealth except as a member of an incorporated company of more than 25 persons. Excluded from the franchise are persons of unsound mind, attainted of treason, convicted and under sentence for any offence punishable by imprisonment for one year or longer, or of certain non-European races. In the main, these or similar grounds for disqualification apply also to State Parliament membership and franchise.

(ii) *Commonwealth Parliaments and Elections.* From the establishment of the Commonwealth until 1949 the Senate consisted of 36 members, six being returned by each of the original federating States. The Constitution empowers Parliament to increase or decrease the size of the Parliament and, as the population of the Commonwealth had more than doubled since its inception, the Parliament enacted legislation in 1948 enlarging both Houses of Parliament and providing a representation ratio nearer to the proportion which existed at Federation. Thus the Representation Act 1948 provides that there shall be ten Senators from each State instead of six, increasing the total to 60 Senators. To effect this transition in the Senate, seven Senators were elected from each State at the elections of 1949, four taking office immediately the Senate sat after the election, the remaining three commencing their term on the usual date—1st July, 1950. Members of this Chamber are normally elected for the term of six years, but half the members retire at the end of every third year, although they are eligible for re-election. Accordingly, at each future periodical election of Senators, five Senators will normally be elected in each State, making 30 to be elected at each such election.

In accordance with the Constitution, the total number of members of the House of Representatives must be as nearly as practicable double that of the Senate. Correspondingly, in terms of the Constitution and the Representation Act 1905–38, from the date of the 1949 elections the number of members in the House of Representatives was increased from 74 to 121 (excluding the members for the internal Territories). As the States are represented in the House of Representatives on a population basis, the numbers were increased as follows:—New South Wales—from 28 to 47; Victoria—20 to 33; Queensland—10 to 18; South Australia—6 to 10; Western Australia—5 to 8; Tasmania—5, no increase; total—74 to 121. The increase in the number of members of Parliament necessitated a redistribution of seats and a redetermination of electoral boundaries. This was carried out by the Distribution Commissioners in each State on a quota basis, but taking into account community or diversity of interest, means of communication, physical features, existing boundaries of divisions and sub-divisions, and State electoral boundaries.

The population as disclosed by the Census taken on 30th June, 1954 necessitated a further alteration in representation in the House of Representatives in respect of New South Wales, South Australia and Western Australia. Representation as from the General Election for the House of Representatives on 12th December, 1955, New South Wales 46, Victoria 33, Queensland 18, South Australia 11, Western Australia 9,

Tasmania 5, the total number of members (excluding the members for the external Territories) being increased from 121 to 122. A redistribution of electoral boundaries was effected by Distribution Commissioners appointed in each State.

Since the general elections of 1922 the Northern Territory has been represented by one member in the House of Representatives. The Australian Capital Territory Representation Act 1948 gave similar representation to the Australian Capital Territory as from the elections of 1949. The members for the Territories may join in the debates but are not entitled to vote, except on a motion for the disallowance of any ordinance of the Territory or on any amendment to such motion. The Commonwealth Parliament, however, when providing for a Legislative Council for the Northern Territory in 1947, relinquished the power to disallow ordinances for that Territory.

The Constitution provides for a minimum of five members for each original State. Members of the House of Representatives are elected for the duration of the Parliament, which is limited to three years. In elections for Senators, the whole State constitutes the electorate. For the purposes of elections for the House of Representatives, the State is divided into single electorates corresponding in number with the number of members to which the State is entitled. Further information regarding the Senate and the House of Representatives is given in earlier issues of the Official Year Book.

There have been twenty-one complete Parliaments since the inauguration of Federation. Until 1927 the Parliament met at Melbourne; it now meets at Canberra, the first meeting at Parliament House, Canberra, being opened by the late King George VI., then Duke of York, on 9th May, 1927.

The fifth Parliament, which was opened on 9th July, 1913, was dissolved on 30th July, 1914 in somewhat unusual circumstances, when, for the first time in the history of the Commonwealth, a deadlock occurred between the Senate and the House of Representatives, and, in accordance with Section 57 of the Constitution which provides for such an eventuality, both Houses were dissolved by the Governor-General. The nineteenth Parliament was similarly dissolved. It opened on 22nd February, 1950, but on 19th March, 1951, in its first session, a double dissolution was proclaimed for the second time since the inception of the Commonwealth.

The system of voting for the House of Representatives is preferential and for the Senate, until 1948, voting was also preferential. The Commonwealth Electoral Act 1948, however, introduced with the Representation Act 1948 to enlarge the Commonwealth Parliament (*see page 71*), changed the system of scrutiny and counting of votes in Senate elections from preferential to that of proportional representation. For a description of the system, *see Official Year Book No. 38, pp. 82-3*.

For particulars of electors enrolled and of electors who voted at the various Commonwealth elections, *see earlier Year Books*. Elections for the Senate have usually been held at the same time as those for the House of Representatives. The double dissolution of the nineteenth Parliament, however, referred to above, led to the holding of separate elections for the Senate. An election was held on 9th May, 1953, and particulars of electors and voting in the several States are as follows:—

#### SENATE ELECTION, 9th MAY, 1953.

State.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
New South Wales	966,830	1,012,764	1,979,594	921,432	952,089	1,873,521	95.30	94.01	94.64
Victoria	683,483	728,028	1,411,511	653,787	686,324	1,340,111	95.66	94.27	94.94
Queensland	367,872	357,592	725,464	346,932	340,297	687,229	94.31	95.16	94.73
South Australia	220,518	232,978	453,496	213,446	224,137	437,583	96.79	96.21	96.49
West. Australia	164,652	164,540	329,192	155,872	154,587	310,459	94.67	93.95	94.31
Tasmania	83,634	84,862	168,496	80,729	81,332	162,061	96.53	95.84	96.18
Total	2,486,989	2,580,764	5,067,753	2,372,198	2,438,766	4,810,964	95.38	94.50	94.93

Following the Senate Election of 9th May, 1953, an election for the House of Representatives was held on 29th May, 1954. Particulars of electors and voting in the several States are as follows :—

**ELECTION FOR HOUSE OF REPRESENTATIVES, 29th MAY, 1954. (a)**

State.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
New South Wales	910,532	951,467	1,861,999	879,289	909,808	1,789,097	96.57	95.62	96.08
Victoria	646,517	689,508	1,336,025	621,909	659,223	1,281,132	96.19	95.61	95.89
Queensland	368,795	364,259	733,054	353,200	350,421	703,621	95.77	96.20	95.98
South Australia	179,188	190,608	369,796	173,392	184,462	357,854	96.77	96.78	96.77
West. Australia	166,946	167,407	334,353	160,603	161,085	321,688	96.20	96.22	96.21
Tasmania	85,715	86,815	172,530	82,826	83,353	166,179	96.63	96.01	96.32
Nor. Territory	4,280	2,589	6,869	3,163	2,136	5,299	73.90	82.50	77.14
Aust. Cap. Terr.	7,626	7,294	14,920	7,223	6,851	14,074	94.72	93.93	94.33
Australia	2,369,599	2,459,947	4,829,546	2,281,605	2,357,339	4,638,944	96.29	95.83	96.05

(a) Contested Electorates only.

The twenty-first Parliament opened on 4th August, 1954 and was dissolved on 28th October, 1955.

(iii) *Commonwealth Referenda.* According to Section 128 of the Constitution, any proposed law for the alteration of the Constitution must, in addition to being passed by an absolute majority of each House of Parliament, be submitted to a referendum of the electors in each State, and must further be approved by a majority of the States and of the electors who voted, before it can be presented for Royal Assent. So far 24 proposals have been submitted to referenda and the consent of the electors has been received in four cases only, the first in relation to the election of Senators in 1906, the second and third in respect of State Debts—one in 1910 and the other in 1928—and the fourth in respect of Social Services in 1946. Details of the various referenda and the voting thereon were given in previous issues of the Official Year Book (*see* No. 18, p. 87, No. 31, p. 67, No. 35, p. 60, No. 36, p. 61, No. 37, pp. 64–5, No. 38, p. 84 and No. 40, p. 56), and a brief résumé of the various referenda held in Australia was given in Official Year Book No. 41 (*see* page 67.)

2. *State Elections.*—(i) *Latest in each State. (a) Upper Houses.* The following table shows particulars of the voting at the most recent elections for the Upper Houses or Legislative Councils in the States of Victoria, South Australia and Western Australia. In New South Wales members of the Legislative Council are elected at simultaneous sittings of the members of both Houses, in Queensland there has been no Legislative Council since 1922, and in Tasmania three members of the Council are elected annually (but four in each sixth year) and the Council cannot be dissolved as a whole.

**STATE UPPER HOUSE ELECTIONS.**

State.	Year of Latest Election.	Electors Enrolled—Whole State.			Contested Electorates.						
					Electors who Voted.			Percentage of Electors who Voted.			
					Males.	Fe-males.	Total.	Males.	Fe-males.	Total.	
Victoria (a)	1952	676,195	719,455	1,395,650	485,417	508,773	994,190	92.91	91.42	92.14	
South Australia	1953	(b)	(b)	168,758	(b)	(b)	79,373	(b)	(b)	81.02	
Western Australia	1952	56,854	22,650	79,504	11,677	4,005	15,682	36.16	31.38	34.80	

(a) First election on the basis of adult suffrage.

(b) Not available.

Particulars of voting in 1954 at the latest contested election for the Legislative Council in Tasmania are as follows :—Number of electors on the roll, 19,355; number of votes recorded, 16,405; percentage of enrolled voters who voted, 84.75.

(b) *Lower Houses.* The following table shows particulars of the voting at the most recent election for the Lower House in each State.

STATE LOWER HOUSE ELECTIONS.

State.	Year of Latest Election.	Electors Enrolled—Whole State.			Contested Electorates.					
					Electors who Voted.			Percentage of Electors who Voted.		
		Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
N.S. Wales	1953	954,966	997,987	1,952,953	779,186	809,107	1,588,293	94.05	93.42	93.73
Victoria	1955	691,034	731,554	1,422,588	639,535	679,402	1,318,937	93.93	94.11	94.01
Q'land	1953	372,121	365,458	737,579	310,425	306,186	616,611	93.88	93.72	93.80
S. Australia	1953	(a)	(a)	449,630	(a)	(a)	336,592	(a)	(a)	95.01
W. Aust. . .	1953	160,151	159,790	319,941	93,307	98,918	192,225	93.68	93.27	93.47
Tasmania	1955	85,491	87,674	173,165	81,179	81,458	162,637	94.96	92.91	93.92

(a) Not available.

(ii) *Elections in Earlier Years.* Official Year Book No. 38 and earlier issues contain particulars of the voting at elections for both Upper and Lower State Houses in years prior to those shown above, and some general information is given in the following paragraphs.

3. *The Parliament of New South Wales.*—The Parliament of New South Wales consists of two Chambers, the Legislative Assembly and the Legislative Council. By legislation assented to in July, 1949, the Assembly was enlarged from 90 to 94 members, elected in single-seat electoral districts, who hold their seats during the existence of the Parliament to which they are elected. The duration of Parliament is limited to three years and by legislation enacted in 1950 cannot be extended beyond that period except with the approval of electors by referendum. Until 1934 the Council was a nominee Chamber, consisting of a variable number of members appointed for life without remuneration, but as from 23rd April, 1934 it was reconstituted and became a House of 60 members to serve without remuneration for a term of twelve years, with one-quarter of the members retiring every third year. As from 1st September, 1948, however, members of the Council have been paid an allowance, now £500 a year. Vacancies are filled by members of both Chambers, who vote as a single electoral body at simultaneous sittings of both Chambers.

Any person who is an elector entitled to vote at a Legislative Assembly election, or a person entitled to become such elector, and who has been for at least three years resident in Australia, and who is a natural-born or naturalized subject of the Queen, is capable of being elected to the Legislative Council. For the Council franchise an elector must be, for the time being, a Member of the Legislative Council or a Member of the Legislative Assembly. Every person qualified to vote at a Legislative Assembly election for any electoral district in New South Wales is qualified to be elected as a Member for that or any other district. Every person not under twenty-one years of age, who is a natural-born or naturalized subject of the Queen, and who has lived in Australia for at least six months continuously, and in New South Wales for at least three months, and in any subdivision for at least one month immediately preceding the date of claim for enrolment, is entitled to enrolment as an elector for the Legislative Assembly. Persons are disqualified either as members or voters for reasons generally the same as those outlined on page 71.

Since the introduction of responsible government in New South Wales there have been 36 complete Parliaments, the first of which opened on 22nd May, 1856, and was dissolved on 19th December, 1857, while the thirty-sixth was dissolved on 14th January, 1953. The thirty-seventh Parliament opened on 11th March, 1953.

The elections of 1920, 1922 and 1925 were contested on the principle of proportional representation, but a reversion to the system of single seats and preferential voting was made at the later appeals to the people. The principle of one elector one vote was

adopted in 1894, and that of compulsory enrolment in 1921. Compulsory voting was introduced at the 1930 election. The franchise was extended to women (Women's Franchise Act) in 1902, and was exercised by them for the first time in 1904.

4. **The Parliament of Victoria.**—Both of the Victorian legislative Chambers are elective bodies, but there is a considerable difference in the number of members of each House, and there was also, until the Legislative Council Reform Act 1950, in the qualifications necessary for members and electors. The number of members in the Upper House is 34, and in the Lower House, 65. In the Legislative Council the tenure of the seat is for six years, except that one-half of the members who are elected for provinces at any general election for the Council are entitled to hold their seats for a period of only three years, one member for each of the seventeen provinces retiring every third year. Members of the Legislative Assembly are elected for the duration of Parliament, which is limited to three years.

Prior to the passing of the Act just referred to, which operated from November, 1951, there were property qualifications required for membership of, and franchise for, the Legislative Council. As alternatives to the property qualifications for the Council franchise, certain professional and academic qualifications were also allowed. As amended, however, the qualifications for membership of the Council are possessed by any adult natural-born subject of the Queen, or by any adult alien naturalized for five years and resident in Victoria for two years. Entitlement for enrolment as an elector is extended to every adult natural-born or naturalized subject who has resided in Australia for at least six months continuously and in Victoria for at least three months and in any subdivision for at least one month immediately preceding the date of claim for enrolment. These qualifications for membership and electors apply also in respect of the Legislative Assembly. Reasons for disqualification follow the general pattern for Australia (*see* page 71).

Since the introduction of responsible government in Victoria there have been 39 complete Parliaments, the first of which opened on 21st November, 1856, and closed on 9th August, 1859, while the thirty-ninth was dissolved on 22nd April, 1955. The fortieth Parliament was opened on 15th June, 1955.

Single voting is observed in elections held for either House, plural voting having been abolished for the Legislative Assembly in 1899 and for the Legislative Council in 1937. A preferential system of voting (*see* Official Year Book No. 6, p. 1182) was adopted for the first time in Victoria at the election held in November, 1911. The franchise was extended to women by the Adult Suffrage Act 1908, while voting at elections was made compulsory for the Legislative Assembly in 1926 and for the Legislative Council in 1935.

5. **The Parliament of Queensland.**—As stated previously, the Legislative Council in Queensland was abolished in 1922, the date of Royal Assent to the Act being 23rd March, 1922. The Legislative Assembly is composed of 75 members, each elected for a period of three years and each representing an electoral district.

Any person qualified to be enrolled for any electoral district is qualified for election to the Legislative Assembly. Any person of the age of twenty-one years, who is a natural-born or naturalized British subject with continuous residence within Australia for six months, in Queensland for three months, and in an electoral district for one month prior to making a claim for enrolment, is qualified to enrol as an elector. The classes of persons not qualified to be elected are similar to those for other Australian Parliaments (*see* page 71).

Under the Electoral Districts Act of 1949 the number of members and the number of electorates were increased from 62 to 75, and the increase became effective from the beginning of the thirty-second Parliament, elected in 1950. The Act divided the State into four zones, and a commission of three appointed by the Governor-in-Council completely distributed the prescribed zones into the number of electoral districts, taking into account community or diversity of interest, means of communication, physical features, boundaries of Petty Sessions Districts and of areas of Local Authorities.

Since the establishment of responsible government in Queensland there have been 32 complete Parliaments, the last of which was dissolved on 6th February, 1953. Opinions differ regarding the opening date of the first Queensland Parliament. According to the

Votes and Proceedings of the Legislative Assembly, the House met for the first time on 22nd May, 1860, when the members were sworn and the Speaker elected. The Governor, however, was unable to be present on that date, but he duly attended on 29th May, 1860, and delivered the Opening Address. The thirty-third Parliament was opened on 4th August, 1953.

At the elections held in May, 1915, the principle of compulsory voting was introduced for the first time in Australia. The election of 1907 was the first State election in Queensland at which women voted, the right being conferred under the Elections Acts Amendment Act 1905. In 1942 the system of preferential voting was abolished and that of election of the candidate obtaining the highest number of votes in the electorate now operates.

6. **The Parliament of South Australia.**—In this State there is a Legislative Council composed of twenty members and a House of Assembly with 39 members, both Chambers being elective. For the Legislative Council the State is divided into five districts each returning four members, two of whom retire alternately, the term of office being six years. Thirty-nine districts return one member each to the House of Assembly; prior to 1938 there were 46 members representing nineteen districts. The duration of the House of Assembly is three years.

Any person who is at least thirty years of age, is a British subject or legally made a denizen of the State and who has resided in the State for at least three years is qualified for membership in the Legislative Council. Qualifications for the Council franchise are that a person is at least twenty-one years of age, a British subject, an inhabitant of the State with residence for at least six months prior to the registration of the electoral claim, and that he or she has had certain war service, or possesses property qualifications relating to ownership, leaseholding, or inhabitant occupancy. Any person qualified and entitled to be registered as an elector for the House of Assembly is qualified and entitled for election as a member of that House. Qualifications for enrolment as an elector for the House of Assembly are that a person is at least twenty-one years of age, is a British subject, and has lived continuously in Australia for at least six months, in the State for three months and in an Assembly subdivision for one month immediately preceding the date of claim for enrolment. Provisions in the Constitution for disqualification from membership or from the franchise in respect of either House follow the usual pattern for Australia (*see* page 71).

Since the inauguration of responsible government in South Australia there have been 33 complete Parliaments, the first of which was opened on 22nd April, 1857. The thirty-third Parliament was opened on 28th June, 1950 and expired on 28th February, 1953. The thirty-fourth Parliament was opened on 25th June, 1953. The duration of the twenty-eighth Parliament was extended from three to five years by the provisions of the Constitution (Quinquennial Parliament) Act 1933, but this Act was repealed by the Constitution Act Amendment Act (No. 2) 1939, and the three-year term was reverted to.

South Australia was the first of the States to grant women's suffrage (under the Constitution Amendment Act 1894), the franchise being exercised by women for the first time at the Legislative Assembly election on 25th April, 1896. Compulsory voting for the House of Assembly, was first observed at the 1944 election. A system of preferential voting is in operation.

7. **The Parliament of Western Australia.**—In this State both Chambers are elective. For the Legislative Council there are 30 members, each of the ten provinces returning three members, one of whom retires biennially. At each biennial election the member elected holds office for a term of six years, and automatically retires at the end of that period. The Legislative Assembly is composed of 50 members, one member being returned by each electoral district. Members of the Legislative Assembly are elected for three years.

Since the establishment of responsible government in Western Australia there have been twenty complete Parliaments, the first of which was opened on 30th December, 1890. The twentieth Parliament was opened on 27th July, 1950 and expired on 15th January, 1953. The twenty-first Parliament was opened on 6th August, 1953. The preferential system of voting in use in Western Australia is described in Official Year Book No. 6, p. 1184.

Qualifications required for membership of the Legislative Council are the age of 30 years, residence in Western Australia for two years, being a natural-born British subject or naturalized for five years prior to election and resident in the State for that period, and freedom from legal incapacity. Qualifications required for Council franchise are the age of twenty-one years, residence in Western Australia for six months, being a natural-born British subject or naturalized for twelve months, freedom from legal incapacity, and certain property qualifications relating to freehold, leasehold, or householder occupancy. Qualifications required for membership of the Legislative Assembly are the age of twenty-one years, residence in Western Australia for twelve months, being a natural-born British subject or naturalized for five years and resident in the State for two years prior to election, and freedom from legal incapacity. Qualifications required for the franchise are the age of twenty-one years, residence in Western Australia for six months and in an electoral district continuously for three months, and being a natural-born or naturalized British subject. Persons may be disqualified as members or voters for reasons similar to those for other Australian Parliaments (*see* page 71).

Women's suffrage was granted by the Electoral Act of 1899. The first woman member to be elected to an Australian Parliament was returned at the 1921 election in this State. Voting for the Legislative Assembly was made compulsory in December, 1936, the first elections for which the provision was in force being those held on 18th March, 1939.

8. The Parliament of Tasmania.—In Tasmania there are two legislative Chambers—the Legislative Council and the House of Assembly, both bodies being elective. In accordance with the Constitution Act 1946, the Council now consists of nineteen members, elected for six years and returned from nineteen divisions. Three members retire annually (except in the 1953 elections and in each sixth successive year thereafter, when four retire) and the Council cannot be dissolved as a whole. Prior to the 1946 Act there were eighteen members elected from fifteen divisions, of which Hobart returned three members and Launceston two. There are five House of Assembly divisions, corresponding to the Commonwealth electoral divisions, each returning six members elected under a system of proportional representation which first came into force at the 1909 elections (*see* Official Year Book No. 6, p. 1185). By the Constitution Act 1936 the life of the Assembly was extended from three to five years except where, after a general election, all the Members elected are members of either of two opposing parties, and of these fifteen are members of one of those parties and fifteen are members of the other of those parties, when the Governor shall by Proclamation, invoke the Constitution Act (No. 2) 1954 which limits the life of the Assembly to three years.

Persons qualified for election to the Legislative Council must be 25 years of age and qualified to vote as Council electors, have been resident in Tasmania for a period of five years at any one time or at least two years immediately preceding the election, and be natural-born subjects of the Queen or naturalized for at least five years. An elector for the Council must be twenty-one years of age, a natural-born or naturalized subject and resident in Tasmania for a period of twelve months, with certain freehold or occupancy property qualifications, or the spouse of a person qualified to vote as the owner or occupier of property, or with certain academic, professional, defence force, or war service qualifications. For the House of Assembly members must be twenty-one years of age, have been resident in Tasmania for a period of five years at any one time or for a period of two years immediately preceding the election, and be natural-born subjects of the Queen or naturalized for a period of five years. Electors must be twenty-one years of age, natural-born or naturalized subjects and resident in Tasmania for a period of six months continuously. Reasons for disqualification of members or voters are similar to those for other Australian Parliaments (*see* page 71).

The first Tasmanian Parliament opened on 2nd December, 1856, and closed on 8th May, 1861. There have been 30 complete Parliaments since the inauguration of responsible government. The thirty-first Parliament was opened on 13th April, 1955.

The suffrage was granted to women under the Constitution Amendment Act 1903 and compulsory voting for both Houses came into force on the passing of the Electoral Act in 1928. The system of voting is proportional representation by single transferable vote.

9. **Superannuation Funds of the Parliaments of the Commonwealth and of the Australian States.**—(i) *General.* In Official Year Book No. 38 there is a conspectus of Superannuation Funds of the Parliaments of the Commonwealth and of the five States (New South Wales, Victoria, Queensland, South Australia and Western Australia) in which such schemes operate (*see* pp. 91–9). This conspectus summarized the main features of each fund as at 30th June, 1949. Although the schemes are still essentially as described in the conspectus, there have subsequently been several amending Acts providing for extensions or increases in benefits, increased contributions, etc., in some of the schemes. The Commonwealth Retiring Allowances Act 1952 provided *inter alia* for additional benefit of £1,200 a year, subject to certain conditions, to a retired Prime Minister, and in case of his death, additional benefit of £750 a year to his widow.

(ii) *Finances.* For particulars of the financial operations of these schemes *see* Chapter XIX.—Private Finance of this volume.

### § 3. Administration and Legislation.

1. **The Commonwealth Parliaments.**—The first Parliament of the Commonwealth was convened by proclamation dated 29th April, 1901, by His Excellency the Marquis of Linlithgow, then Earl of Hopetoun, Governor-General. It was opened on 9th May, 1901, by H.R.H. the Duke of Cornwall and York, who had been sent to Australia for that purpose by His Majesty the King. The Rt. Hon. Sir Edmund Barton, G.C.M.G., K.C., was Prime Minister.

The following table shows the number and duration of Parliaments since Federation :—

COMMONWEALTH PARLIAMENTS.

Number of Parliament.	Date of Opening.	Date of Dissolution.
First .. .. .	9th May, 1901 .. .. .	23rd November, 1903
Second .. .. .	2nd March, 1904 .. .. .	5th November, 1906
Third .. .. .	20th February, 1907 .. .. .	19th February, 1910
Fourth .. .. .	1st July, 1910 .. .. .	23rd April, 1913
Fifth .. .. .	9th July, 1913 .. .. .	30th July, 1914(a)
Sixth .. .. .	8th October, 1914 .. .. .	26th March, 1917
Seventh .. .. .	14th June, 1917 .. .. .	3rd November, 1919
Eighth .. .. .	26th February, 1920 .. .. .	6th November, 1922
Ninth .. .. .	28th February, 1923 .. .. .	3rd October, 1925
Tenth .. .. .	13th January, 1926 .. .. .	9th October, 1928
Eleventh .. .. .	9th February, 1929 .. .. .	16th September, 1929
Twelfth .. .. .	20th November, 1929 .. .. .	27th November, 1931
Thirteenth .. .. .	17th February, 1932 .. .. .	7th August, 1934
Fourteenth .. .. .	23rd October, 1934 .. .. .	21st September, 1937
Fifteenth .. .. .	30th November, 1937 .. .. .	27th August, 1940
Sixteenth .. .. .	20th November, 1940 .. .. .	7th July, 1943
Seventeenth .. .. .	23rd September, 1943 .. .. .	16th August, 1946
Eighteenth .. .. .	6th November, 1946 .. .. .	31st October, 1949
Nineteenth .. .. .	22nd February, 1950 .. .. .	19th March, 1951(a)
Twentieth .. .. .	12th June, 1951 .. .. .	21st April, 1954
Twenty-first .. .. .	4th August, 1954 .. .. .	28th October, 1955

(a) A dissolution of both the Senate and the House of Representatives was granted by the Governor-General, acting on the advice of the Ministry, and under Section 57 of the Constitution.

2. **Governors-General and Commonwealth Ministries.**—(i) *Governors-General.* The following statement shows the names of the Governors-General since the inception of the Commonwealth :—

#### GOVERNORS-GENERAL.

Rt. Hon. JOHN ADRIAN LOUIS, EARL OF HOPETOUN (afterwards MARQUIS OF LINLITHGOW), K.T., G.C.M.G., G.C.V.O. From 1st January, 1901 to 9th January, 1903.  
 Rt. Hon. HALLAM, BARON TENNYSON, G.C.M.G. From 17th July, 1902 to 9th January, 1903 (Acting).  
 Rt. Hon. HALLAM, BARON TENNYSON, G.C.M.G. From 9th January, 1903 to 21st January, 1904.  
 Rt. Hon. HENRY STAFFORD, BARON NORTHCOTE, G.C.M.G., G.C.I.E., C.B. From 21st January, 1904 to 9th September, 1908.  
 Rt. Hon. WILLIAM HUMBLE, EARL OF DUDLEY, G.C.B., G.C.M.G., G.C.V.O. From 9th September, 1908 to 31st July, 1911.  
 Rt. Hon. THOMAS, BARON DENMAN, G.C.M.G., K.C.V.O. From 31st July, 1911 to 18th May, 1914.

- Rt. Hon. SIR RONALD CRAUFURD MUNRO FERGUSON (afterwards VISCOUNT NOVAR OF RAITH), G.C.M.G. From 18th May, 1914 to 6th October, 1920.
- Rt. Hon. HENRY WILLIAM, BARON FORSTER OF LEPE, G.C.M.G. From 6th October, 1920 to 8th October, 1925.
- Rt. Hon. JOHN LAWRENCE, BARON STONEHAVEN, G.C.M.G., D.S.O. From 8th October, 1925 to 22nd January, 1931.
- Rt. Hon. SIR ISAAC ALFRED ISAACS, G.C.B., G.C.M.G. From 22nd January, 1931 to 23rd January, 1936.
- General the Rt. Hon. ALEXANDER GORE ARKWRIGHT, BARON GOWRIE, V.C., G.C.M.G., C.B., D.S.O., K.G.St.J. From 23rd January, 1936 to 30th January, 1945.
- His Royal Highness PRINCE HENRY WILLIAM FREDERICK ALBERT, DUKE OF GLOUCESTER, EARL OF ULSTER AND BARON CULLODEN, K.G., K.T., K.P., P.C., G.C.B., G.C.M.G., G.C.V.O., General in the Army, Air Chief Marshal in the Royal Air Force, One of His Majesty's Personal Aides-de-Camp. From 30th January, 1945 to 11th March, 1947.
- Rt. Hon. SIR WILLIAM JOHN MCKELL, G.C.M.G. From 11th March, 1947 to 8th May, 1953.
- Field-Marshal SIR WILLIAM JOSEPH SLIM, G.C.B., G.C.M.G., G.C.V.O., G.B.E., D.S.O., M.C., K.St.J. From 8th May, 1953.

(ii) *Administrators.* In addition to the holders of the office of Governor-General listed above certain persons have, from time to time, been appointed as Administrator of the Government of the Commonwealth during the absence from Australia or illness of the Governor-General. The following is a list of such appointments.

Term of Office.

Rt. Hon. Frederic John Napier, Baron Chelmsford, K.C.M.G.	21st December, 1909 to 27th January, 1910
Lieut.-Colonel the Rt. Hon. Arthur Herbert Tennyson, Baron Somers, K.C.M.G., D.S.O., M.C.	3rd October, 1930 to 22nd January, 1931
Captain the Rt. Hon. William Charles Arcedeckne Vanneck, Baron Huntingfield, K.C.M.G., K.St.J.	29th March, 1938 to 24th September, 1938
Major-General Sir Winston Joseph Dugan, G.C.M.G., C.B., D.S.O.	5th September, 1944 to 30th January, 1945
Major-General Sir Winston Joseph Dugan, G.C.M.G., C.B., D.S.O.	18th January, 1947 to 11th March, 1947
General* Sir John Northcott, K.C.M.G., C.B., M.V.O.†	19th July, 1951 to 14th December, 1951

(iii) *Commonwealth Ministries.* (a) *Names and Tenure of Office, 1901 to 1951.* The following list shows the name of each Commonwealth Ministry to hold office since 1st January, 1901, and the limits of its term of office.

COMMONWEALTH MINISTRIES.

- (i) BARTON MINISTRY, 1st January, 1901 to 24th September, 1903.
- (ii) DEAKIN MINISTRY, 24th September, 1903 to 27th April, 1904.
- (iii) WATSON MINISTRY, 27th April, 1904 to 17th August, 1904.
- (iv) REID-MCLEAN MINISTRY, 18th August, 1904 to 5th July, 1905.
- (v) DEAKIN MINISTRY, 5th July, 1905 to 13th November, 1908.
- (vi) FISHER MINISTRY, 13th November, 1908 to 1st June, 1909.
- (vii) DEAKIN MINISTRY, 2nd June, 1909 to 29th April, 1910.
- (viii) FISHER MINISTRY, 29th April, 1910 to 24th June, 1913.
- (ix) COOK MINISTRY, 24th June, 1913 to 17th September, 1914.
- (x) FISHER MINISTRY, 17th September, 1914 to 27th October, 1915.
- (xi) HUGHES MINISTRY, 27th October, 1915 to 14th November, 1916.
- (xii) HUGHES MINISTRY, 14th November, 1916 to 17th February, 1917.
- (xiii) HUGHES MINISTRY, 17th February, 1917 to 10th January, 1918.
- (xiv) HUGHES MINISTRY, 10th January, 1918 to 9th February, 1923.
- (xv) BRUCE-PAGE MINISTRY, 9th February, 1923 to 22nd October, 1929.
- (xvi) SCULLIN MINISTRY, 22nd October, 1929 to 6th January, 1932.
- (xvii) LYONS MINISTRY, 6th January, 1932 to 7th November, 1938.
- (xviii) LYONS MINISTRY, 7th November, 1938 to 7th April, 1939.
- (xix) PAGE MINISTRY, 7th April, 1939 to 26th April, 1939.
- (xx) MENZIES MINISTRY, 26th April, 1939 to 14th March, 1940.
- (xxi) MENZIES MINISTRY, 14th March, 1940 to 28th October, 1940.
- (xxii) MENZIES MINISTRY, 28th October, 1940 to 29th August, 1941.
- (xxiii) FADDEN MINISTRY, 29th August, 1941 to 7th October, 1941.

\* Lieutenant-General Sir John Northcott was granted honorary rank of General whilst administering the Government of the Commonwealth.

† K.C.V.O., 1954.

COMMONWEALTH MINISTRIES—*continued.*

- (xxiv) CURTIN MINISTRY, 7th October, 1941 to 21st September, 1943.  
 (xxv) CURTIN MINISTRY, 21st September, 1943 to 6th July, 1945.  
 (xxvi) FORDE MINISTRY, 6th July, 1945 to 13th July, 1945.  
 (xxvii) CHIFLEY MINISTRY, 13th July, 1945 to 1st November, 1946.  
 (xxviii) CHIFLEY MINISTRY, 1st November, 1946 to 19th December, 1949.  
 (xxix) MENZIES MINISTRY, 19th December, 1949 to 11th May, 1951.  
 (xxx) MENZIES MINISTRY, 11th May, 1951 to 11th January, 1956.  
 (xxxi) MENZIES MINISTRY, 11th January, 1956.

(b) *Names of Successive Holders of Office, 9th February, 1923 to 31st December, 1955.* In Official Year Book No. 17, 1924, there appeared the names of each Ministry up to the Bruce-Page Ministry (9th February, 1923 to 22nd October, 1929), together with the names of the successive holders of portfolios therein, and issue No. 39 contains a list, commencing with the Bruce-Page Ministry, which covers the period between the date on which it assumed power, 9th February, 1923 and 31st July, 1951, showing the names of all persons who have held office in each Ministry during that period.

This issue shows only particulars of the latest Menzies Ministry as constituted on 11th January, 1956. For any subsequent changes *see* Appendix to this volume.

## MENZIES MINISTRY—from 11th January, 1956.

(The State from which each Minister was elected to Parliament is added in parentheses.)

<i>Departments.</i>	<i>Ministers.</i>
Prime Minister .. .. .	The Rt. Hon. ROBERT GORDON MENZIES, C.H., Q.C. (Vic.).
Treasurer .. .. .	The Rt. Hon. SIR ARTHUR WILLIAM FADEN, K.C.M.G. (Qld.).
Vice-President of the Executive Council; Minister for Defence Production; and Minister for the Army .. .. .	The Rt. Hon. SIR ERIC JOHN HARRISON, K.C.V.O. (N.S.W.).
Minister for Labour and National Service; and Minister for Immigration .. .. .	The Rt. Hon. HAROLD EDWARD HOLT (Vic.).
Minister for Trade .. .. .	The Rt. Hon. JOHN MCEWEN (Vic.).
Minister for External Affairs .. .. .	The Rt. Hon. RICHARD GARDINER CASEY, C.H., D.S.O., M.C. (Vic.).
Minister for Defence .. .. .	The Hon. SIR PHILIP ALBERT MARTIN MCBRIDE, K.C.M.G. (S.A.).
Minister for the Navy .. .. .	Senator the Hon. NEIL O'SULLIVAN (Qld.).
Attorney-General .. .. .	Senator the Hon. JOHN ARMSTRONG SPICER, Q.C. (Vic.).
Minister for National Development .. .. .	Senator the Hon. WILLIAM HENRY SPOONER, M.M. (N.S.W.).
Minister for Air; and Minister for Civil Aviation .. .. .	The Hon. ATHOL GORDON TOWNLEY (Tas.).
Minister for Territories .. .. .	The Hon. PAUL MEERNAA CAEDWALLA HASLUCK (W.A.).
Minister for Repatriation .. .. .	Senator the Hon. WALTER JACKSON COOPER, M.B.E. (Qld.).
Minister for Supply .. .. .	The Hon. HOWARD BEALE, Q.C. (N.S.W.).
Minister for Primary Industry; and Minister for Social Services .. .. .	The Hon. WILLIAM MCMAHON (N.S.W.).
Minister for Shipping and Transport .. .. .	Senator the Hon. SHANE DUNNE PALTRIDGE (W.A.).
Minister for Health .. .. .	The Hon. DONALD ALASTAIR CAMERON, O.B.E. (Qld.).
Postmaster-General .. .. .	The Hon. CHARLES WILLIAM DAVIDSON, O.B.E. (Qld.).
Minister for Customs and Excise .. .. .	The Hon. FREDERICK MEARES OSBORNE, D.S.C. (N.S.W.).
Minister for the Interior; and Minister for Works .. .. .	The Hon. ALLEN FAIRHALL (N.S.W.).

(iv) *Commonwealth Ministers of State.* In Official Year Book No. 38 a statement was included showing the names of the Ministers of State who had administered the several Departments during the period 1st April, 1925 to 31st December, 1949 (pp. 74-79). This was in continuation of a similar statement covering the period from the inauguration of Commonwealth Government to 1925 which appeared in Official Year Book No. 18.

3. **Governors and State Ministers.**—The names of the Governors and members of the Ministries in each State in December, 1955, are shown in the following statement. (Changes since December, 1955 are shown in the Appendix to this volume.)

## NEW SOUTH WALES.

*Governor*—LIEUT.-GENERAL SIR JOHN NORTHCOTT, K.C.M.G., K.C.V.O., C.B.

*Ministry (from 23rd February, 1953).*

*Premier and Colonial Treasurer—*

THE HON. J. J. CARILL.

*Deputy Premier and Minister for Education—*

THE HON. R. J. HEFFRON.

*Minister of Justice and Vice-President of the Executive Council—*

THE HON. R. R. DOWNING, M.L.C.

*Chief Secretary, Minister for Immigration and Minister for Co-operative Societies—*

THE HON. C. A. KELLY.

*Minister for Health—*

THE HON. M. O'SULLIVAN.

*Minister for Agriculture and Minister for Food Production—*

THE HON. E. H. GRAHAM.

*Attorney-General—*

THE HON. W. F. SHEAHAN, Q.C.

*Secretary for Lands—*

THE HON. F. H. HAWKINS.

*Secretary for Public Works and Minister for Local Government—*

THE HON. J. B. RENSHAW.

*Minister for Conservation—*

THE HON. A. G. ENTICKNAP.

*Minister for Labour and Industry and Minister for Social Welfare—*

THE HON. A. LANDA.

*Minister for Housing—*

THE HON. J. F. McGRATH.

*Minister for Transport—*

THE HON. E. WETHERELL.

*Secretary for Mines—*

THE HON. W. M. GOLLAN.

*Minister without Portfolio—*

THE HON. R. B. NOTT.

*Minister without Portfolio—*

THE HON. J. J. MALONEY, M.L.C.

## VICTORIA.

*Governor*—GENERAL SIR REGINALD ALEXANDER DALLAS BROOKS, K.C.B., K.C.M.G., K.C.V.O., D.S.O., K.St.J.

*Ministry (from 7th June, 1955).*

*Premier, Treasurer and Minister for Conservation—*

THE HON. H. E. BOLTE.

*Chief Secretary and Attorney-General—*

THE HON. A. G. RYLAH.

*Minister of Transport and a Vice-President of the Board of Land and Works—*

THE HON. A. G. WARNER, M.L.C.

*Minister of Agriculture and a Vice-President of the Board of Land and Works—*

THE HON. G. L. CHANDLER, M.L.C.

*Minister of Education and Minister of Immigration—*

COL. THE HON. W. W. LEGGATT.

*Commissioner of Public Works and a Vice-President of the Board of Land and Works—*

THE HON. SIR THOMAS MALTBY.

*Minister of Health—*

THE HON. E. P. CAMERON, M.L.C.

*Minister of Water Supply and Minister of Mines—*

THE HON. W. J. MIBUS.

*Minister of Forests and Minister of State Development and Decentralization—*

THE HON. R. K. WHATELY.

*Minister of Labour and Industry and Minister of Electrical Undertakings—*

THE HON. J. S. BLOOMFIELD.

*Minister of Housing—*

THE HON. H. R. PETTY.

*Commissioner of Crown Lands and Survey, Minister of Soldier Settlement and President of the Board of Land and Works—*

THE HON. K. H. TURNBULL.

*Ministers without Portfolio—*

THE HON. G. O. REID.

THE HON. G. S. McARTHUR, M.L.C.

GOVERNORS AND STATE MINISTERS—*continued.*

## QUEENSLAND.

*Governor*—LIEUT.-GENERAL SIR JOHN DUDLEY LAVARACK, K.C.M.G., K.C.V.O., K.B.E., C.B., D.S.O.

*Ministry (from 16th March, 1953).*

<i>Premier and Chief Secretary and Vice-President of the Executive Council—</i> THE HON. V. C. GAIR.	<i>Secretary for Labour and Industry—</i> THE HON. A. JONES.
<i>Minister for Transport—</i> THE HON. J. E. DUGGAN.	<i>Secretary for Health and Home Affairs—</i> THE HON. W. M. MOORE.
<i>Secretary for Public Lands and Irrigation—</i> THE HON. T. A. FOLEY.	<i>Attorney-General—</i> THE HON. W. POWER.
<i>Treasurer—</i> THE HON. E. J. WALSH.	<i>Secretary for Public Works and Housing—</i> THE HON. P. J. R. HILTON.
<i>Secretary for Agriculture and Stock—</i> THE HON. H. H. COLLINS.	<i>Secretary for Public Instruction—</i> THE HON. C. H. DEVRIES.
	<i>Secretary for Mines and Immigration—</i> THE HON. C. G. MCCATHIE.

## SOUTH AUSTRALIA.

*Governor*—Air Vice-Marshal SIR ROBERT ALLINGHAM GEORGE, K.C.V.O., K.B.E., C.B., M.C.

*Ministry (from 15th May, 1944).*

<i>Premier, Treasurer and Minister of Immigration—</i> THE HON. T. PLAYFORD.	<i>Minister for Works and Minister of Marine—</i> THE HON. SIR MALCOLM MCINTOSH, K.B.E.
<i>Chief Secretary, Minister of Health and Minister of Mines—</i> THE HON. SIR LYELL McEWIN, K.B.E., M.L.C.	<i>Minister of Agriculture and Minister of Forests—</i> THE HON. A. W. CHRISTIAN.
<i>Attorney-General and Minister of Industry and Employment—</i> HON. C. D. ROWE, M.L.C.	<i>Minister of Education—</i> THE HON. B. PATTINSON.
<i>Minister of Lands, Minister of Repatriation and Minister of Irrigation—</i> THE HON. C. S. HINCKS.	<i>Minister of Local Government, Minister of Roads and Minister of Railways—</i> THE HON. N. L. JUDE, M.L.C.

## WESTERN AUSTRALIA.

*Governor*—LIEUT.-GENERAL SIR CHARLES GAIRDNER, K.C.M.G., K.C.V.O., C.B., C.B.E.

*Ministry (from 23rd February, 1953.)*

<i>Premier, Treasurer and Minister for Child Welfare—</i> THE HON. A. R. G. HAWKE.	<i>Minister for Railways, Transport and Police—</i> THE HON. H. H. STYANTS.
<i>Minister for Works and Water Supplies and Deputy Premier—</i> THE HON. J. T. TONKIN.	<i>Minister for Health and Justice—</i> THE HON. E. NULSEN.
<i>Minister for Education, Native Welfare and Labour—</i> THE HON. W. HEGNEY.	<i>Minister for Housing and Forests—</i> THE HON. H. E. GRAHAM.
<i>Chief Secretary and Minister for Local Government and Town Planning—</i> THE HON. G. FRASER, M.L.C.	<i>Minister for Mines, Industrial Development and Fisheries—</i> THE HON. L. F. KELLY.
<i>Minister for Lands and Agriculture—</i> THE HON. E. K. HOAR.	<i>Minister for the North-West and Supply and Shipping—</i> THE HON. H. C. STRICKLAND, M.L.C.

GOVERNORS AND STATE MINISTERS—*continued.*

## TASMANIA.

*Governor*—THE RT. HON. SIR RONALD HIBBERT CROSS, BART., K.C.M.G., K.C.V.O.

*Ministry (from 25th February, 1948).*

*Premier, Minister for Education and Chief Secretary—*

*Minister administering Hydro-Electric Commission Act—* THE HON. A. J. WHITE.

THE HON. R. COSGROVE.

*Honorary Ministers—*

*Attorney-General—*

THE HON. R. F. FAGAN.

THE HON. C. H. HAND

(Minister for Forests and Minister controlling the Tourist and Immigration Department).

*Treasurer and Minister for Transport—*

THE HON. J. L. MADDEN.

*Minister for Agriculture—*

THE HON. J. J. DWYER, V.C.

THE HON. C. A. BRAMICH

(Minister for Housing).

*Minister for Lands and Works and Minister for Mines—*

THE HON. E. E. REECE.

THE HON. R. J. D. TURNBULL

(Minister for Health).

4. *Leaders of the Opposition, Commonwealth and State Parliaments.*—The Leader of the Opposition plays an important part in the Party system of government which operates in the Australian Parliaments. The following list gives the names of the holders of this position in each of the Parliaments in December, 1955.

*Leader of the Opposition, Commonwealth and State Parliaments—*

*Commonwealth*—The Rt. Hon. H. V. Evatt, Q.C.

*New South Wales*—P. H. Morton.

*Victoria*—The Hon. J. Cain.

*Queensland*—G. F. R. Nicklin.

*South Australia*—M. R. O'Halloran.

*Western Australia*—The Hon. Sir Ross McLarty, K.B.E., M.M.

*Tasmania*—R. C. Townley.

5. *The Course of Legislation.*—The actual legislation by the Commonwealth Parliament up to the end of 1953 is indicated in alphabetical order in Vol. L. "The Acts of the Parliament of the Commonwealth of Australia passed during the year 1953, in portion of the First Session and portion of the Second Session of the Twentieth Parliament of the Commonwealth, with Tables, Appendix and Index."

A "Chronological Table of Acts passed from 1901 to 1953, showing how they are affected by subsequent legislation or lapse of time" is also given, and, further, "A Table of Commonwealth Legislation passed from 1901 to 1953 in relation to the several provisions of the Constitution", is furnished. Reference should be made to these for complete information.

6. *Legislation during 1954.*—The following paragraphs present a selection from the legislative enactments of the Commonwealth Parliament during the year 1954. The acts included have been selected as the more important new measures and amending measures enacted during the year. The selection is somewhat arbitrary, however, because of the task of determining, in view of the limitations on space that might reasonably be allotted, the relative importance of the acts passed. Certain principles regulating the choice of acts have nevertheless been generally observed. Ordinary appropriation and loan acts are excluded, as are also acts relating to less important changes in existing forms of taxation, in superannuation and pension schemes, and in workers' compensation. Acts providing for minor amendments to existing statutes and continuance acts are similarly excluded.

The total enactments of the Commonwealth Parliament for a number of years at fairly even intervals since 1901 show a general increase. About 17 acts were passed in 1901, 36 in 1914, 38 in 1927, 87 in 1939 and 83 in 1954.

In Official Year Book No. 40 (*see pp. 66–70*) and previous Year Books similar information was published for the principal legislative enactments of State Parliaments.

**Legislation Passed in 1954.**—*Aged Persons Homes Act 1954 (No. 81 of 1954)*. An Act to encourage and assist the provision of suitable homes for aged persons, and in particular homes at which aged persons may reside in conditions approaching as nearly as possible normal domestic life, and, in the case of married people, with proper regard to the companionship of husband and wife.

*Australian Antarctic Territory Act 1954 (No. 42 of 1954)*. Repeals the existing laws of the Australian Antarctic Territory, provides for the government of the Territory and specifies the laws which are to be in force in the Territory.

*Bankruptcy Act 1954 (No. 83 of 1954)*. Amends the Bankruptcy Act 1924–1950 by omitting the provisions which conferred on Registrars in Bankruptcy the power to perform duties and functions of a judicial nature.

*Broadcasting Act 1954 (No. 82 of 1954)*. Amends the Broadcasting Act 1942–1953 to make provision for the appointment of two part-time members to the Australian Broadcasting Control Board.

*Cocos (Keeling) Islands (Request and Consent) Act 1954 (No. 76 of 1954)*. Requests and consents to the enactment by the Parliament of the United Kingdom of an Act enabling the Queen to place the Cocos or Keeling Islands under the authority of the Commonwealth and making provision for matters incidental to the placing of those Islands under the authority of the Commonwealth.

*Commonwealth Aid Roads Act 1954 (No. 57 of 1954)*. Replaces the Commonwealth Aid Roads Act 1950 and grants and applies out of the Consolidated Revenue Fund sums for the purpose of financial assistance to the States to be applied in the construction, reconstruction, maintenance and repair of roads and for works connected with transport.

*Commonwealth Employees' Compensation Act 1954 (No. 15 of 1954)*. Amends the Commonwealth Employees' Compensation Act 1930–1951 by increasing rates and amounts of payments of compensation payable to Commonwealth employees and their dependants for injuries received by the employees in the course of or arising out of their employment.

*Dairy Produce Export Control Act 1954 (No. 17 of 1954)*. Amends the Dairy Produce Export Control Act 1924–1953 and establishes a new system of marketing of Australian dairy produce enabling the Australian Dairy Produce Board to control the export, and the sale and distribution after export, of dairy produce produced in Australia.

*Defence Forces Retirement Benefits Act 1954 (No. 20 of 1954)*. Amends the Defence Forces Retirement Benefits Act 1948–1953 by providing for increases in the number of units for which a member of the forces may contribute, the value of existing pension units and the value of pensions payable to ex-members of the forces and their dependants.

*Egg Export Control Act 1954 (No. 18 of 1954)*. Amends the Egg Export Control Act 1947–1953, reconstitutes the Australian Egg Board and provides for the control by the Australian Egg Board of the export, and the sale and distribution after export, of eggs produced in Australia.

*Flags Act 1953 (No. 1 of 1954)*. Declares and describes the Australian National Flag and the Australian Red Ensign.

*Flax Fibre Bounty Act 1954 (No. 68 of 1954)*. Repeals existing flax bounty legislation and provides for the payment of bounty to producers of flax fibre intended for sale and use in Australia and produced at a factory from flax plants grown in Australia.

*Gold-Mining Industry Assistance Act 1954 (No. 79 of 1954)*. Provides for the payment of a subsidy to producers of gold bullion which is produced in Australia or in the Territory of Papua and New Guinea and from which refined gold is or has been obtained.

*Hide and Leather Industries Act Suspension Act 1954 (No. 62 of 1954)*. Suspends the operation of the principal provisions of the Hide and Leather Industries Act 1948–1953.

*Leigh Creek North Coalfield to Maree (Conversion to Standard Gauge) Railway Act 1954 (No. 74 of 1954).* Approves an agreement made between the Commonwealth and the State of South Australia relating to the conversion to standard gauge (4' 8½") of the 3' 6" gauge railway between Leigh Creek North Coalfield and Maree and to provide for the conversion to be effected by the Commonwealth Railways Commissioner.

*Loan (International Bank for Reconstruction and Development) Act 1954 (No. 19 of 1954).* Approves the borrowing by the Treasurer on behalf of the Commonwealth from the International Bank for Reconstruction and Development in accordance with a Loan Agreement dated 2nd March, 1954, between the Commonwealth and the Bank, of moneys not exceeding fifty-four million dollars.

*Loan (Swiss France) Act 1954 (No. 7 of 1954).* Approves the raising of a loan in Swiss currency of a sum not exceeding sixty million francs in accordance with a Loan Agreement made between the Commonwealth and a group of Swiss Banks.

*Pay-roll Tax Assessment Act 1954 (No. 37 of 1954).* Amends the Pay-roll Tax Assessment Act 1941-1953. Increases the exemption from pay-roll tax from £80 to £120 per week and authorizes the exemption of wages paid by non-profit making private hospitals.

*Rayon Yarn Bounty Act 1954 (No. 67 of 1954).* Provides for the payment out of the Consolidated Revenue Fund of a bounty at the rate of sixpence per pound on the production in Australian factories of continuous filament acetate rayon yarn for sale and delivery in Australia.

*Repatriation Act 1954 (No. 31 of 1954).* Increases the rates of pension payable to former members of the Defence Forces, increases the limit of the value of property a pensioner may own and excludes income derived from property for the purposes of assessing the income of a service pensioner.

*River Murray Waters Act 1954 (No. 80 of 1954).* Ratifies the agreement made on 2nd November, 1954, between the Commonwealth and the States of New South Wales, Victoria and South Australia to increase the capacity of the Hume Dam to 2,500,000 acre feet and to approve the construction of certain regulators and effluents on the River Murray between Tocumwal and Echuca.

*Royal Commission Act 1954 (No. 2 of 1954).* Provides for the appointment of a Royal Commission to enquire into and report on the commission of acts of espionage in Australia, the commission in Australia of other acts prejudicial to the security or defence of Australia and related matters.

*Royal Commission on Espionage Act 1954 (No. 28 of 1954).* Confirms the Letters Patent issued to the three members of the Royal Commission on Espionage under the Royal Commission Act 1954 and the authority and powers of the Royal Commission and provides for the protection of its proceedings.

*Seamen's Compensation Act 1954 (No. 16 of 1954).* Amends the Seamen's Compensation Act 1911-1953 by increasing the rates and amounts of compensation payable to seamen who receive injuries in the course of or arising out of their employment.

*Seamen's War Pensions and Allowances Act 1954 (No. 32 of 1954).* Amends the Seamen's War Pensions and Allowances Act 1940-1953 by increasing the rates of pension payable to Australian mariners who are incapacitated by war injuries.

*Social Services Act 1954 (No. 30 of 1954).* Amends the Social Services Consolidation Act 1947-1953 to exclude income from property for the purposes of the means test, to increase the limits of property which a pensioner may own and increase the amount of income a pensioner may receive and be eligible for a pension.

*South-East Asia Collective Defence Treaty Act 1954 (No. 77 of 1954).* Approves the ratification by Australia of the South-East Asia Collective Defence Treaty.

*Stevedoring Industry Act 1954 (No. 75 of 1954).* Amends the Stevedoring Industry Act 1949 by varying the existing procedure by which men are recruited into the stevedoring industry and by authorizing the appointment of a committee of inquiry to examine certain specified matters relating to stevedoring operations.

*Stevedoring Industry Charge Act 1954 (No. 12 of 1954).* Amends the Stevedoring Industry Charge Act 1947-1952 and reduces the rate of the charge made under that Act from elevenpence to sixpence for every man-hour of employment.

*Sugar Agreement Act 1954 (No. 65 of 1954).* Approves an agreement dated 26th November, 1953, between the Commonwealth and the State of Queensland amending the agreement approved by the Sugar Agreement Act 1951. The amending agreement approves the increase in the retail price of sugar of 1d. per lb. on and from 13th October, 1952, and also approves the increase of 1½d. per lb. which operated from 24th March, 1952.

*Sulphuric Acid Bounty Act 1954 (No. 78 of 1954).* Repeals existing sulphur bounty legislation and provides for the payment out of the Consolidated Revenue Fund to the producers of sulphuric acid of a bounty in respect of sulphuric acid produced at a registered factory from materials of Australian origin and sold by the producer for delivery in Australia or used by the producer in the production in Australia of fertilizers.

*Superannuation Act 1954 (No. 11 of 1954).* Amends the Superannuation Act 1922-1952 by increasing pension rates and the amount of pension units, and by increasing the maximum number of units for which an officer may contribute.

*War Service Homes Act 1954 (No. 69 of 1954).* Amends the War Service Homes Act 1918-1951 by increasing to £2,750 the maximum loan for financing the purchase by ex-servicemen of existing homes and by extending the operation of the Act to the Territories of Papua and New Guinea and Norfolk Island.

*Wheat Industry Stabilization Act 1954 (No. 70 of 1954).* Repeals the Wheat Marketing Act 1948-1953. Provides for the continued orderly marketing of wheat and incorporates with it a scheme for the stabilization of the wheat industry.

*Wheat Export Charge Act 1954 (No. 71 of 1954).* Imposes a charge on wheat exported from the Commonwealth under the wheat industry stabilization scheme.

*Wheat Industry Stabilization (Refund of Charge) Act 1954 (No. 21 of 1954).* Provides for the payment, through the Australian Wheat Board, of certain moneys out of the Wheat Industry Stabilization Fund maintained under the Wheat Marketing Act to growers of wheat harvested in the year commencing 1st October, 1951.

*Wine Grapes Charges Act 1954 (No. 40 of 1954).* Amends the Wine Grapes Charges Act 1929-1941 by increasing the maximum rates of levy that may be collected on grapes delivered to wineries and distilleries.

#### § 4. Commonwealth Government Departments.

Official Year Book No. 37 contains, on pp. 76-86, a list of the Commonwealth Government Departments as at 31st March, 1947, showing details of the matters dealt with by each Department, and the Acts administered by the Minister of each Department, and Year Book No. 39 contains, on pp. 100-1, a description of major changes in Departmental structure from 1947 to 1951.

#### § 5. Cost of Parliamentary Government.

The tables in this section are intended to represent the expenditure incurred in the operation of the Parliamentary system in Australia, comprising the Governor-General and Governors, the Ministries, the Upper and Lower Houses of Parliament, and electoral activities; they do not attempt to cover the expenditure on Commonwealth and State administration generally.

Comparison between individual items should be made with caution because of differences in accounting and presentation.

The following statement shows this expenditure for the Commonwealth and for each State, as well as the cost per head of population, for the year ended 30th June, 1954. In order to avoid incorrect conclusions as to the cost of the Governor-General's or Governor's establishment, it may be pointed out that a very large part of the expenditure (with the exception of the item "Governor's salary") under the head of Governor-General or Governor represents official services entirely outside the Governor's personal interest, and carried out at the request of the Government.

## COST OF PARLIAMENTARY GOVERNMENT, 1953-54.

(£.)

Particulars.	C'with.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
<b>1. Governor-General or Governor(a)—</b>								
Governor's salary .. ..	10,000	5,000	6,000	3,850	13,000	4,815	3,000	45,665
Other salaries .. ..	18,975	22,826	6,820	9,070	5,070	4,084	17,637	81,491
Other expenses, including maintenance of house and grounds .. ..	80,727	53,746	48,788	30,483	11,490	25,106	11,803	262,145
<b>Total .. ..</b>	<b>109,702</b>	<b>81,572</b>	<b>1,608</b>	<b>43,403</b>	<b>29,560</b>	<b>34,007</b>	<b>32,440</b>	<b>392,301</b>
<b>2. Ministry—</b>								
Salaries of Ministers .. ..	61,496	51,181	35,144	32,601	16,839	12,750	18,861	230,874
Travelling expenses .. ..	12,908	(b)	(b)	(b)	(b)	1,270	3,199	17,377
Other .. ..	278	2,646	(b)	(b)	(b)	6,212	18,478	27,614
<b>Total .. ..</b>	<b>76,682</b>	<b>53,827</b>	<b>35,144</b>	<b>32,601</b>	<b>16,839</b>	<b>20,232</b>	<b>40,540</b>	<b>273,865</b>
<b>3. Parliament—</b>								
<b>A. Upper House :</b>								
President and Chairman of Committees .. ..	2,900	3,600	3,875	..	2,100	3,161	(c) 1,000	10,636
Allowance to members .. ..	139,383	28,157	42,015	..	21,031	41,236	25,144	299,966
Railway passes(d) .. ..	10,080	15,424	(e)	..	1,480	(f) 7,944	1,260	36,197
Other travelling expenses .. ..	9 0.715	..	..	..	..	..	..	9,715
Postage for members .. ..	3,992	(e)	1,121	..	229	918	..	6,260
<b>B. Lower House :</b>								
Speaker and Chairman of Committees .. ..	2,900	5,175	(h) 3,875	4,208	3,775	3,308	650	23,981
Allowance to members .. ..	280,750	147,363	83,355	103,665	47,997	71,295	28,292	762,717
Railway passes(d) .. ..	21,605	29,090	(i) 9,000	12,189	2,903	12,319	2,136	89,332
Other travelling expenses .. ..	917,822	4,169	..	13,147	..	..	..	35,138
Postage for members .. ..	7,950	4,948	3,776	8,087	762	1,476	..	26,999
<b>C. Both Houses :</b>								
Government contribution to Members' Superannuation Fund .. ..	19,689	4,950	6,738	107,354	6,566	..	..	145,297
Printing—								
<i>Hansard</i> .. ..	36,380	12,889	12,936	11,763	8,115	14,275	..	96,358
Other .. ..	45,337	26,702	18,367	7,799	16,235	5,369	8,480	128,289
Reporting Staff—								
Salaries .. ..	34,775	18,395	16,107	8,757	17,891	15,526	..	111,451
Contingencies .. ..	906	340	422	..	..	299	..	3,030
Library—								
Salaries .. ..	29,282	10,647	6,428	4,270	3,047	100	..	53,774
Contingencies .. ..	13,215	3,236	2,000	2,217	1,105	375	..	22,148
Salaries of other officers .. ..	251,351	98,390	51,149	17,853	24,847	28,988	17,130	489,703
Other .. ..	117,797	3,526	8,000	24,773	12,765	623	1,121	168,695
<b>D. Miscellaneous :</b>								
Fuel, light, heat, power, and water .. ..	3,068	3,061	5,251	2,630	5,243	133	..	20,286
Posts, telegraphs, telephones .. ..	16,630	8,566	833	1,517	2,351	888	1,840	32,925
Furniture, stores and stationery .. ..	20,824	14,461	4,540	2,916	29,169	1,062	..	72,972
Other .. ..	112,790	25,375	7,469	8,396	5,698	(l) 8,339	7,664	175,731
<b>Total .. ..</b>	<b>1,099,231</b>	<b>469,661</b>	<b>287,347</b>	<b>341,631</b>	<b>217,376</b>	<b>217,634</b>	<b>94,717</b>	<b>2,827,600</b>
<b>4. Electoral—</b>								
Salaries .. ..	323,114	6,325	3,856	12,558	15,691	18,385	(m)	379,929
Cost of elections, contingencies, etc. .. ..	350,448	26,945	27,907	22,334	10,607	6,717	6,201	451,159
<b>Total .. ..</b>	<b>673,562</b>	<b>33,270</b>	<b>31,763</b>	<b>34,892</b>	<b>26,298</b>	<b>25,102</b>	<b>6,201</b>	<b>831,088</b>
<b>5. Royal Commissions, Select Committees, etc. .. ..</b>	<b>13,580</b>	<b>7,172</b>	<b>3,309</b>	<b>..</b>	<b>28</b>	<b>1,451</b>	<b>1,627</b>	<b>27,257</b>
<b>GRAND TOTAL .. ..</b>	<b>2,072,757</b>	<b>653,505</b>	<b>419,201</b>	<b>452,527</b>	<b>290,110</b>	<b>298,126</b>	<b>175,525</b>	<b>4,354,111</b>
<b>Cost per head of population .. ..</b>	<b>4s. 8d.</b>	<b>3s. 10d.</b>	<b>3s. 6d.</b>	<b>7s. 0d.</b>	<b>7s. 4d.</b>	<b>9s. 6d.</b>	<b>11s. 4d.</b>	<b>9s. 0d.</b>

(a) Includes Executive Council except in Tasmania, where duties are performed by Chief Secretary's Department. (b) Not available separately. (c) Includes Government Leader. (d) Actual amounts paid to the respective Railway Departments, except in New South Wales and Western Australia, where the amounts shown represent the value of railway passes as supplied by the Railway Departments.

(e) Included with Lower House. (f) Includes other fares. (g) While in Canberra. See also (j). (h) Includes Leader of the Opposition and Leader of the Third Party. (i) Both Houses. (j) Conveyance of Members of Parliament and others not elsewhere included. (k) Includes maintenance of Ministers' and Members' rooms, £61,452 and additions, new works, buildings, etc., £23,055.

(l) Includes Ex-Ministers' and Ex-Members' Life Passes (Rail). (m) Duties performed by Chief Secretary's Department.

Figures for total cost and cost per head during each of the years 1947-48 to 1953-54 in comparison with 1938-39 are shown in the next table.

### COST OF PARLIAMENTARY GOVERNMENT.

Year.	C'wealth.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
TOTAL. (£.)								
1938-39 ..	516,455	232,709	114,497	106,942	97,383	113,793	49,270	1,231,049
1947-48 ..	905,476	335,006	193,003	158,258	123,412	173,073	71,956	1,959,244
1948-49 ..	903,853	307,383	266,539	201,873	145,998	181,227	113,643	2,180,230
1949-50 ..	1,418,532	427,955	361,387	248,174	174,240	213,611	112,615	2,956,514
1950-51 ..	1,624,998	430,814	303,417	246,941	181,758	212,933	117,208	3,118,069
1951-52 ..	1,853,709	508,024	407,278	298,401	215,673	294,441	156,982	3,734,508
1952-53 ..	2,089,968	679,946	474,731	349,262	254,147	292,289	161,383	4,301,726
1953-54 ..	2,072,757	645,505	419,201	452,527	290,110	298,426	175,525	4,354,111

### PER HEAD OF POPULATION.

(s. d.)

1938-39 ..	1 6	1 8	1 3	2 1	3 3	4 10	4 2	3 7
1947-48 ..	2 4	2 3	1 10	2 10	3 9	6 10	5 6	5 2
1948-49 ..	2 4	2 5	2 6	3 6	4 +	6 11	8 6	5 7
1949-50 ..	3 6	2 9	3 4	4 3	5 0	7 10	8 2	7 4
1950-51 ..	3 11	2 8	2 8	4 2	5 0	7 6	8 3	7 6
1951-52 ..	4 4	3 1	3 6	4 10	5 10	10 0	10 8	8 9
1952-53 ..	4 9	4 0	4 0	5 7	6 8	9 7	10 8	9 10
1953-54 ..	4 8	3 9	3 6	7 0	7 5	9 6	11 4	9 9

### § 6. Government Employees.

Information concerning the number of employees of Australian Government Authorities may be found in Chapter VI.—Labour, Wages and Prices.