

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

HOUSE OF REPRESENTATIVES.

REPORT

FROM THE

SELECT COMMITTEE

APPOINTED TO INQUIRE INTO AND REPORT UPON THE

HANSARD

OF THE

HOUSE OF REPRESENTATIVES

TOGETHER WITH

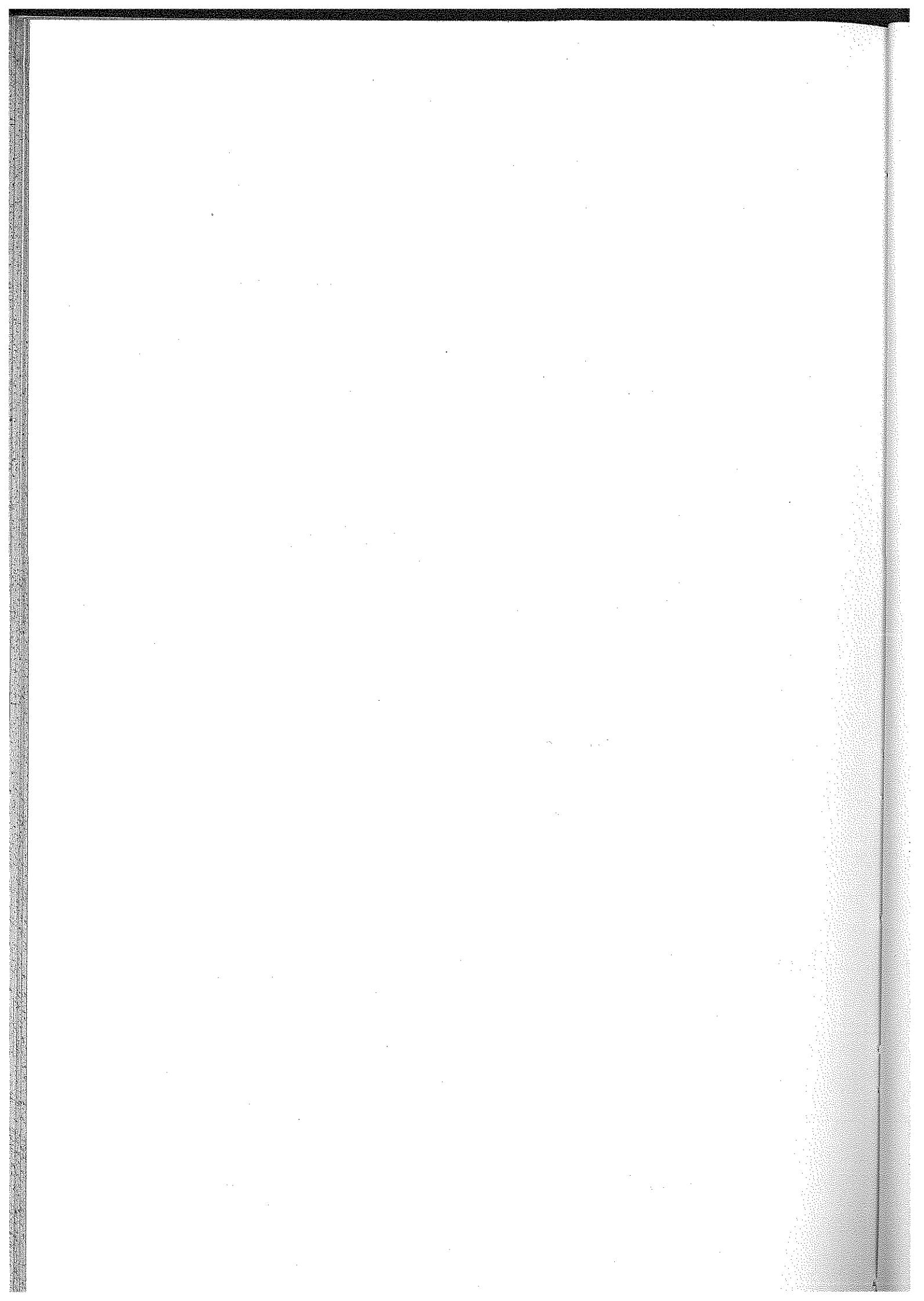
MINUTES OF PROCEEDINGS OF THE COMMITTEE.

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EXTRACTS FROM THE VOTES AND PROCEEDINGS.

No. 23 OF 23RD SEPTEMBER, 1954.

3. *Hansard*—SELECT COMMITTEE.—Mr. Wentworth moved, pursuant to notice—

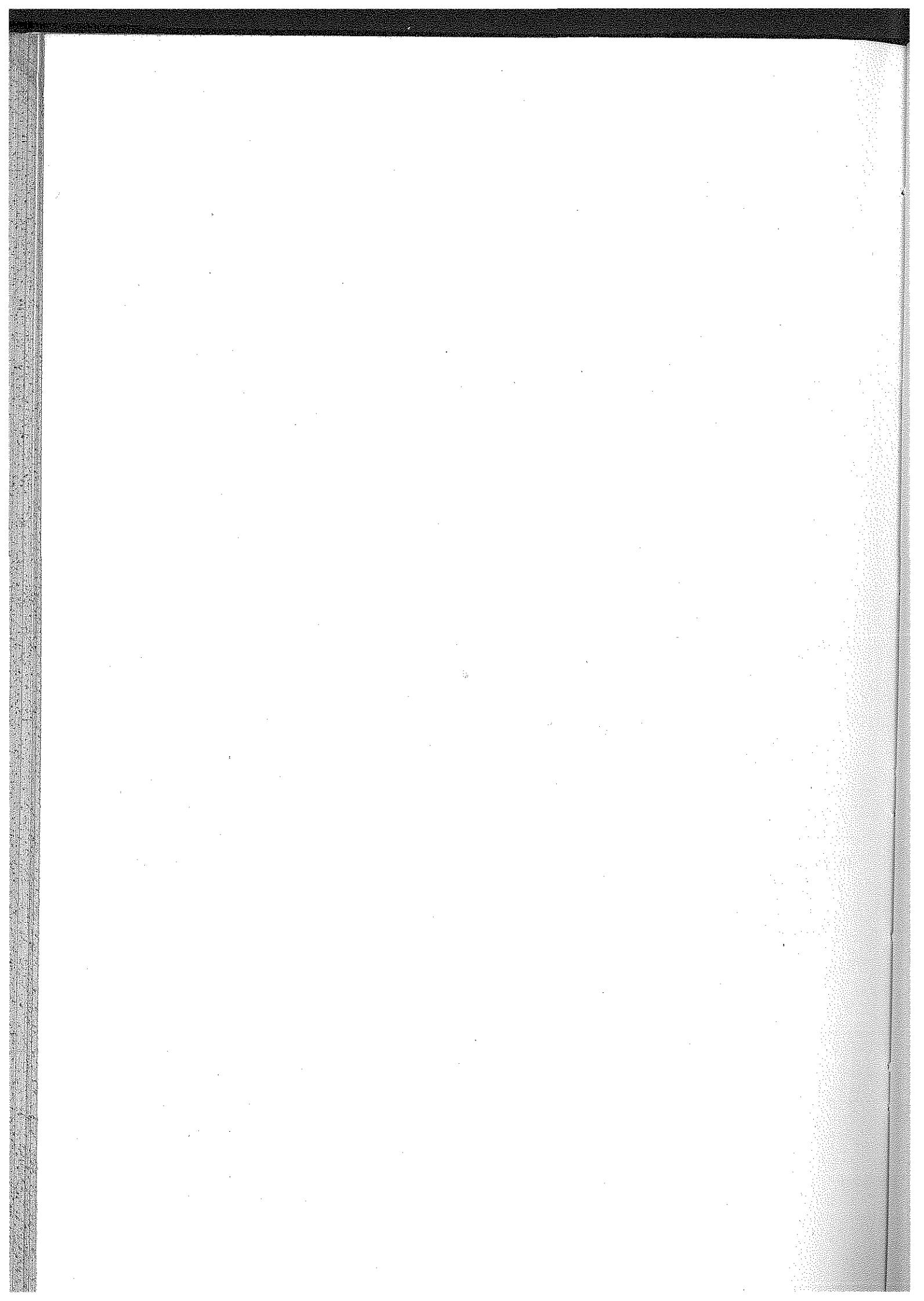
- (1) That a Select Committee be appointed to inquire into and report upon the proper preparation, production and distribution of the *Hansard* of this House, the facilities necessary therefor, and matters connected therewith.
- (2) That the Committee consist of Mr. Speaker, the Mover, and seven other Members to be appointed by the House; five to form a quorum.
- (3) That the Committee have power to send for persons, papers and records, to sit during any adjournment of the Parliament, to adjourn from place to place, and have leave to report from time to time its proceedings and the evidence taken.
- (4) That the Committee report to the House on the 28th October, 1954.

Debate ensued.

Question—put and passed.

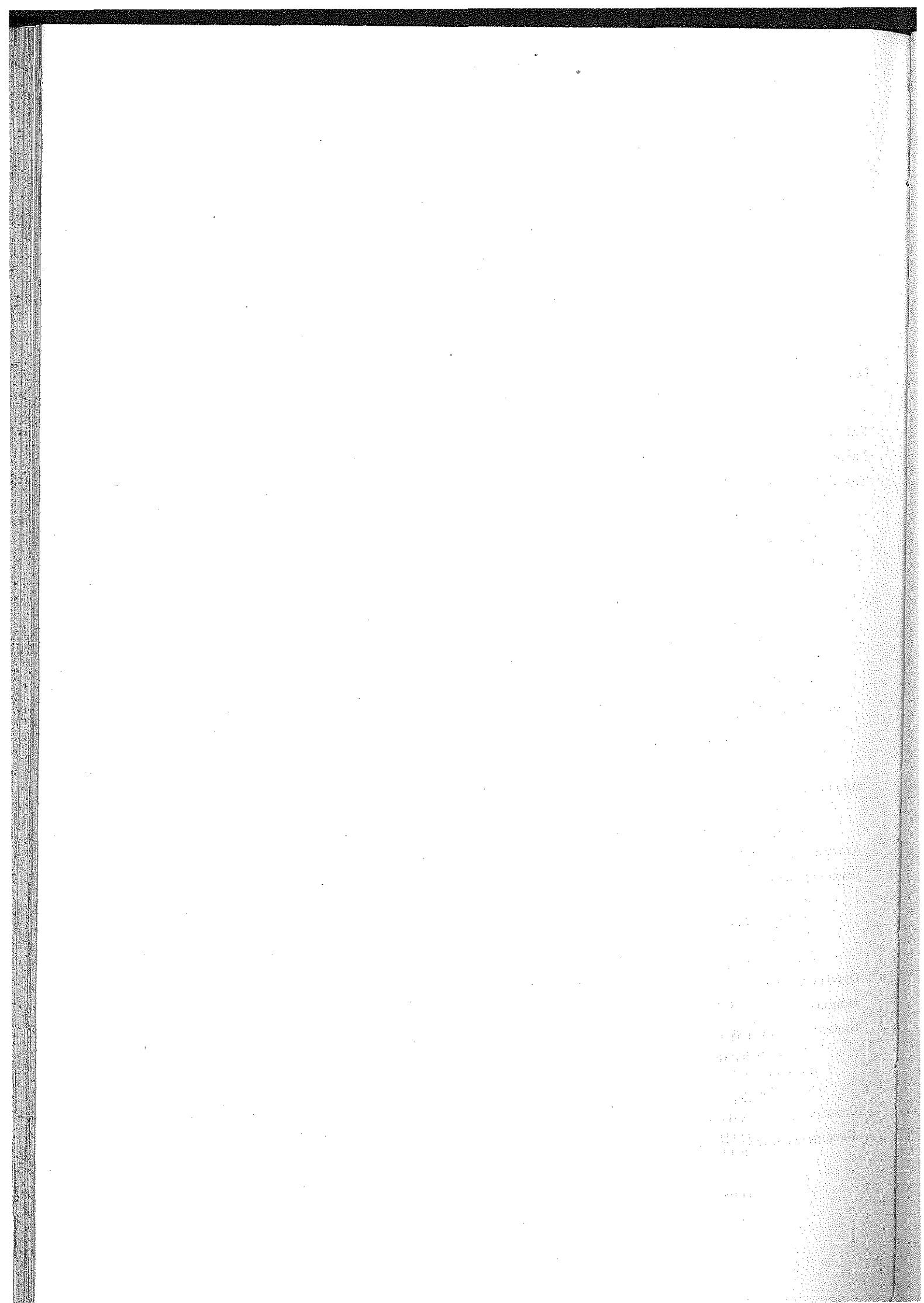
10. *Hansard*—SELECT COMMITTEE.—Sir Eric Harrison (Vice-President of the Executive Council) moved, by leave, That, in addition to Mr. Speaker and the Mover (Mr. Wentworth) already appointed, Mr. Bowden, Mr. Downer, Mr. A. D. Fraser, Mr. J. R. Fraser, Mr. Freeth, Mr. Haylen and Mr. Luchetti be members of the Select Committee appointed to inquire into the preparation, production and distribution of the *Hansard* of this House.

Question—put and passed.



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INTO AND REPORT UPON THE PROPER PREPARATION,
PRODUCTION AND DISTRIBUTION OF THE *HANSARD*
OF THE HOUSE OF REPRESENTATIVES, THE FACILITIES
NECESSARY THEREFOR, AND MATTERS CONNECTED
THEREWITH.

INTRODUCTION.

1. On the 23rd September, 1954, the following motion, moved by the honorable member for Mackellar (Mr. Wentworth), was agreed to by the House:—

1. That a Select Committee be appointed to inquire into and report upon the proper preparation, production and distribution of the *Hansard* of this House, the facilities necessary therefor, and matters connected therewith.

2. That the Committee consist of Mr. Speaker, the Mover, and seven other members to be appointed by the House; five to form a quorum.

3. That the Committee have power to send for persons, papers and records, to sit during any adjournment of the Parliament, to adjourn from place to place, and have leave to report from time to time its proceedings and the evidence taken.

4. That the Committee report to the House on the 28th October, 1954.

2. A motion was later made appointing the remainder of the Members to the Committee. (See Extract from Votes and Proceedings, page (iii).)

3. At the first meeting of the Committee, the Speaker (the Honorable A. G. Cameron) was elected Chairman.

4. The Select Committee so appointed has the honour to present to the House of Representatives the following Report.

REPORT OF THE COMMITTEE.

NATURE OF THE INQUIRY.

5. Your Committee unanimously agreed that the production of the *Hansard* of the House of Representatives fell somewhat short of the high standards obtained in the United Kingdom and certain other Parliaments. Your Committee therefore proposed several changes to the existing *Hansard* system which, it believed, would materially improve the usefulness and interest of the reported debates.

6. The objectives, or suggestions which your Committee brought forward for investigation were—

(i) The possibility of producing a daily *Hansard*.

(ii) The possible use of some kind of mechanical recording to supplement or facilitate the work of the *Hansard* staff.

(iii) The issue to Members of a relatively small number of additional copies of their own speeches on the following day.

(iv) Some improvement in the form and printing of *Hansard*, with the use of better quality paper.

(v) The more expeditious production of a large number of off-prints of a particular speech for a Member.

(vi) Some improvement in the indexing of *Hansard* both as regards form and regularity of issue.

(vii) A more exact report of what Members say with the retention of a Member's own style.

(viii) Some modification in the use of phrases and forms of circumlocution not generally spoken by Members.

(ix) The inclusion in the report of Members' references to the Chair.

(x) An improvement in the paragraphing of speeches.

(xi) The adherence to spelling according to common British usage.

7. It was evident that the most important improvement which could be made in the production of *Hansard* was in relation to its speed of issue and distribution. In your Committee's opinion, to meet the requirements of Members and Ministers, Departments, the press and the public, a daily *Hansard*, issued on the morning following the proceedings in the House, was highly desirable.

8. In the course of its inquiry, your Committee heard evidence from—

The Principal Parliamentary Reporter (Mr. W. J. M. Campbell),

The Supervisor of the Commonwealth Government Printing Office (Mr. A. J. Arthur),

The Officer in Charge of the Commonwealth Government Printing Office (Mr. A. McIntyre),

The Clerk of the Commonwealth Government Printing Office Trade Union Chapel (Mr. K. W. Goodwin), and

The Assistant Secretary, Budget and Accounting Branch, Department of the Treasury (Mr. C. L. S. Hewitt).

PRESENT SYSTEM OF *HANSARD* ISSUE AND DISTRIBUTION.

9. The system of printing, issuing and distributing *Hansard*, in operation at the present time, is as follows:—

- (i) Members are supplied with a galley proof of their speeches on the following morning. Attached to each galley proof is a request that the corrected proof be returned to the *Hansard* office by 4.0 p.m. on that day, or if they relate to a Friday's debate, by 4.0 p.m. on the next day of sitting. Owing to printing difficulties, this request has not been complied with since the war years.
- (ii) Issued concurrently with the Members' galley proofs is the complete "unrevised and confidential flat" which is, in effect, a complete printer's proof of the day's proceedings. The present distribution list for this issue contains 105 names and covers certain sections of the diplomatic corps, certain officers of the Parliament, private secretaries to Ministers and Commonwealth Departments.
- (iii) About ten days after the galley proofs and "flats" have been read and edited, the weekly paper covered proof number of *Hansard* is issued. The proof number of the House of Representatives debates is distributed as follows:—

Official list	..	..	..	..	..	2,000
Members' list	..	..	..	..	..	3,321
Senators' list	..	..	..	..	..	1,380
Subscribers	..	..	..	..	..	632
Sales and stock	..	..	..	..	..	300
<hr/>						
Total	..	..	..	..	..	7,633

- (iv) Later again, possibly a month after the sitting, the final corrected proof number is issued as a revised number. Four thousand nine hundred copies of this issue are run off. It is this print which forms the basis of the bound volumes and has an overseas circulation.
- (v) The bound volumes are arranged to contain a suitable number of pages (an average of about 1,200 to each volume) and to cover a period of sittings. The debates for the period of sittings are indexed and the index is inserted in the final volume for that period.

THE DAILY *HANSARD*.

10. The publication of a daily report of debates is by no means uncommon, such a system being in operation in the British House of Lords, the House of Commons, the Canadian Parliament and the United States Congress. No definite move has previously been made in the Commonwealth Parliament for such an issue, but its advisability has been frequently mentioned, even as far back as 1909.

11. The most recent occasions upon which the question of a daily issue were discussed were—

- (i) In 1935, upon consideration of the Estimates, when Mr. Speaker Bell declared that a daily *Hansard* "would be quite impracticable and would entail tremendous additional cost", and
- (ii) In 1938, when the present system of issuing complete confidential unrevised daily proofs (or "flats") in page form was commenced. This system substituted the complete proofs for galley slips and overcame the difficulty which the Printer was experiencing in maintaining the type-face in sufficiently good condition to allow the required number of weekly proof issues to be run off. In one sense this development provided for a daily *Hansard* although confidential, unrevised and greatly limited in circulation.

THE NEED FOR A DAILY REPORT.

12. It was clear to your Committee that, if a daily *Hansard* were issued, it would overcome certain difficulties and fulfil some urgent needs existing at the present time.

13. In the first place, all Members would be provided with a complete record of the previous day's proceedings so that if they should desire, for the purpose of speech preparation or other reasons to refer to recent speeches or statements, the full record would be before them for their unrestricted use. At present, because the *Hansard* "flat" is declared to be "for the sole use of recipients" there are no legitimate means by which the great majority of Members may refer to recent debates. Members' researches must, if the instruction on the "flat" is to be obeyed, await the issue of the proof number. On many occasions this arrives too late to be of use. The difficulties of Members have been accentuated by an increasing tempo of Parliamentary life which began during the war and which was quickened by the enlargement of the Parliament.

14. The press is in a situation similar to Members. Unless the newspaper is prepared to provide reporters to take a verbatim report from the gallery, a true and full record of the proceedings cannot be legitimately obtained.

15. Your Committee was fully aware that over a number of years the press has progressively reduced the length of their published reports of the proceedings of the Parliament. This has increased the need to have the official report, unabridged and impartial, available as soon as possible to those persons interested in the political and parliamentary events of the day.

16. Whilst the present system may have fulfilled needs in past years, the marked growth in the part played by governmental administration in the economic and social life of the community over recent years necessitates a speedy means of placing opinions expressed in the House before those engaged in the machinery of government as well as those responsible persons in the various sections of the community.

17. The matter of Privilege concerning the alleged misuse of a *Hansard* "flat", which was recently raised in the House, highlighted the inadequacy of the present system and the way in which the system must necessarily be abused.

PROPOSAL FOR THE ISSUE OF A DAILY "HANSARD".

18. Your Committee placed its views before the Principal Parliamentary Reporter and asked for information regarding the possibility of publishing a daily *Hansard*.

19. Since the Parliamentary Reporting Staff is controlled jointly by the Presiding Officers, the Principal Reporter acquainted the President of the Senate with the general nature of the changes suggested by your Committee. The Principal Reporter was then able to frame proposals for the consideration of your Committee, which were also made available to the President of the Senate.

20. The following scheme was submitted to your Committee by the Principal Parliamentary Reporter after consultation with Government Printing Office officials.

21. The proposal provides for a daily report of debates to be issued not later than noon following each sitting day. Owing to the present limitations of the machinery at the Printing Office, the greatest number of copies which can be handled in the time is 2,000 for the House of Representatives and 1,500 for the Senate. The time of delivery (noon) was two or three hours later than that envisaged by the Committee, but is governed by present Printing Office conditions and is referred to later in this Report.

22. In order that the 2,000 copies for the House of Representatives may be used to the best advantage, your Committee agreed to the following principles of distribution:—

- (i) Each Member to receive a copy of the report of the House of Representatives and the Senate.
- (ii) Not less than five names from the present Members' lists to be included, any increase in that number being contingent upon conditions making that course practicable.
- (iii) All newspapers and periodicals at present on the free list for proof numbers to be included.
- (iv) The present recipients of the "flats" and Commonwealth Departments to be included; and
- (v) Other issues to be referred to the Speaker for determination.

23. This arrangement will provide that those persons more keenly interested or having the greater need will receive daily issues, while the remaining persons on present lists will receive weekly copies and these will be received substantially earlier than at present.

24. The following table gives some indication of the way in which the distribution would be made:—

PROPOSED DAILY ISSUE.

		House of Representatives —2,000 (to include).	Senate— 1,500 (to include).
Persons at present in receipt of "flats"		105	105
Newspapers and periodicals at present included in the proof issue		440	440
Members and Senators		183	183
Federal Members' Rooms		12	12
Say five copies each daily to persons selected by members from their free list		615	300
Officers of Houses		70	54
<i>Hansard</i> —stock		25	25
<i>Hansard</i> —staff members, personally addressed for indexing purposes		18	18
Press gallery		16	16
Commonwealth Departments		250	250
Consuls and Legations		90	90
For contingencies		176	7
Totals		2,000	1,500

WEEKLY NUMBER.

25. The capacity of the machinery now available at the Government Printing Office will allow only 10,000 copies of the two weekly *Hansards*—House of Representatives and Senate—to be available not later than Friday of the week following the proceedings to which they relate. At present the combined proof and revised numbers of *Hansard* total over 11,000 copies for each House. It is therefore beyond the capacity of the existing printing plant to produce, within the week following the issue of a daily *Hansard*, the required number of weekly issues to meet the present need of both proof and revised numbers. The proposition was therefore made to print 6,000 copies of the House of Representatives *Hansard* and 4,000 copies of the Senate *Hansard*, the distribution to be made in the week following the daily issue, the balance of some 4,900 copies to be supplied at a later date. The Printer assured your Committee that this date would not be later in relation to the sitting which it covers, than is the case at present with the revised numbers, and it could possibly be earlier. With improvements in the staff position and with the acquisition of modern machinery and equipment at the Printing Office it will certainly be possible for a greater number of daily issues to be printed, and, in addition, the whole of the subsequent weekly issues will be consolidated into one operation and be available during the week following the daily issue.

CHANGES IN "HANSARD" OFFICE PROCEDURES UPON IMPLEMENTATION OF NEW SYSTEM.

26. Hitherto, Members have been provided with a printer's proof of their speeches on the following day and before any publication is made. Under the new scheme a clear typescript will be made available to Members for perusal at the *Hansard* office. In order to provide final copy for the Printer at the earliest possible moment, it will not be practicable to allow Members more than one hour (which is the time allotted under House of Commons practice) to examine the typescript of their speeches and this time will have to be tapered off at the end of the day to ensure that the final copy is received by the Printer by midnight. No late corrections of the copy will be possible once the pages are made up.

Length of Sitting Days.

27. Under the House of Commons procedure there is an automatic adjournment at 10.30 p.m. each day. On occasions of unusual pressure when it is necessary to sit beyond 10.30 p.m. the reporting is done by special arrangement with a special staff and the resultant report appears, not the next day, but as a preliminary report to the following day's report. A similar arrangement as to publishing time will be necessary in this Parliament. Reporting and staff arrangements might need to be reviewed when some experience of the working of this system has been gained. The present proposal is that the day's report shall cease, for publication purposes in the next day's issue, at 10.30 p.m., or, if a Member is still speaking at that time, the day's report for the next day's publication will cease at the end of the preceding speech. This will allow time for the last turn to be dictated and typed, edited and corrected by midnight. If the House should sit frequently for long periods after 10.30 p.m., difficulty would undoubtedly be experienced with the present printing facilities in printing the later report in time for incorporation in the subsequent daily issues and your Committee felt that this fact should be impressed upon the House. If, in future, new equipment is installed at the Government Printing Office, it would be possible to contemplate a later "deadline" for the report.

Report of Questions Without Notice.

28. The present practice is to collate questions without notice relating to the same subject. This, obviously, cannot be completed until question time is over and copy for the Printer is delayed to some extent. As it will be highly desirable for the Printer to commence type-setting as soon as possible your Committee felt that the practice of collating questions should be discontinued and questions should appear in the report in chronological order.

Members' Mailing Lists.

29. At present every individual on the personal lists of both Members and Senators receives both Senate and House of Representatives *Hansards*, the number of copies available to each Member being limited to 35.

30. Your Committee thought that the needs of Members would, in the main, be satisfied if those persons on Members' lists were to receive House of Representatives reports only. A suggestion for a similar arrangement in relation to Senators could, perhaps, be conveyed to the President. These alterations would effect considerable savings in printing which are almost essential at the present time. At the same time it was felt that in the case of those persons on Members' lists who had special needs both *Hansards* should be supplied on a specific request by the Member.

31. The system of a daily issue of *Hansard* will alter existing reporting methods in the following ways—

- (i) the typescript will be produced without the use of abbreviated words as is the current practice and thus greater time will be necessary in the dictation of reporter's turns.
- (ii) The reporter will have less time to correct his transcript.
- (iii) All editing which now may be done during the evening of a sitting day and during the morning and afternoon of the subsequent day will have to be done immediately the reporter finishes work on his turn and before the typescript is despatched to the Printing Office.

32. To cope with these changed conditions, which necessarily mean greater pressure of work, the Principal Parliamentary Reporter submitted that his reporting staff would need to be increased by three supervisors of typescript, three reporters and one messenger. In addition, some minor increase in sessional typing staff would be required. Your Committee was of the opinion that this administrative problem should be left to the discretion of the Presiding Officers.

Accommodation.

33. It will be necessary to provide a room in which Members may have facilities to read the transcripts of their speeches. It would be desirable for this room to be near the *Hansard* quarters. It will also be necessary to provide an extra room for the three supervisors, and an extra room for the three additional reporters. Part of the present typing accommodation will also need to be re-organized.

Costs.

34. Most of the additional costs of the new system will be incurred in Parliament House and will arise from the additional salary bill for the increased *Hansard* staff. At the Government Printing Office, although additional men will be required primarily for *Hansard* work, their services will be available all the year round for other Government printing.

35. Dependent upon salary adjustments at present pending it was estimated that the increased cost of the *Hansard* staff would amount to between £10,000 to £12,000 per annum. As against this, the Government Printer estimates that the new printing procedure will enable a saving to be made of £325 for each sitting week of the Parliament as set out in paragraph 44.

CHANGES REQUIRED AT THE GOVERNMENT PRINTING OFFICE TO IMPLEMENT THE NEW SYSTEM.

Staff.

36. The principal difficulty confronting the Printer when undertaking the new printing of *Hansard* is that of obtaining skilled staff. The Printing Office is understaffed at the present time and has been so for a long period. Recent attempts to secure additional staff have been most disappointing. Skilled men have been reluctant to engage in employment for two main reasons. First, it is claimed that the award wages being paid are not sufficient to cope with the high rentals of houses and high costs of living in Canberra. It was stated in evidence that the wage for a compositor at the Printing Office is £15 11s. per week to commence, whereas in the cities these tradesmen receive, in most cases, an additional £2 to £3. Secondly, married employees coming to Canberra are confronted with an accommodation problem for themselves and their families. Your Committee was informed, however, that it has been clearly demonstrated that skilled tradesmen may be obtained if wages are attractive, houses are available and conditions at the Printing Office are improved.

37. The Printer cannot confidently undertake the responsibility of producing *Hansard* under the new scheme until the necessary number of skilled staff has been recruited.

38. The Committee was assured that any increased staff taken on would be fully employed during periods of Parliamentary recess.

39. The introduction of a daily and a weekly edition of *Hansard* will, under the present conditions obtaining at the Printing Office, undoubtedly affect the production of departmental printing and unless more staff is obtained this class of work will fall seriously into arrears.

Staff Changes Required.

40. The Committee asked the Printing Office officials to report upon—

- (i) The issue of a daily *Hansard* by 9 a.m. on the day following the sitting of the House, and
- (ii) An issue by noon.

Assuming a daily issue of 2,000 copies for the House of Representatives and 1,500 copies of the Senate, the Committee was informed that the first proposal would necessitate an expansion of the existing night staff of 41 to 75 employees. This could be accomplished by transferring fifteen employees from the day staff and

the recruitment of nineteen new men. The second proposal would necessitate an increase from 41 to 60 employees which could probably be accomplished by transferring eleven employees from the day staff and engaging eight additional new employees.

41. In view of the staff shortages now existing and the difficulties experienced in obtaining new staff, your Committee felt that, for the present, an issue at noon would be acceptable to the House.

Machinery and Equipment.

42. In certain respects the plant at the Printing Office is modern but a considerable number of sections can and must be modernized, regardless of *Hansard* requirements. Some new equipment is absolutely necessary. Your Committee was further informed that a rotary machine would be essential if there should be any increase in the number of *Hansards* required beyond the figures outlined earlier in this report as no flat-bed type would give the output of sheets or copies per hour to keep within the time scheduled. The House of Commons reports are run on a Timson Rotary, and 7,000 copies are run off daily at the rate of 7,000-8,000 per hour.

43. The cost of a specially constructed machine would be from £40,000-£50,000 but this machine could be utilized for a considerable amount of Commonwealth work. In time it would be used more for Departmental work than for Parliamentary work thereby considerably reducing the cost of *Hansard*. Such a machine would not be available for eighteen months to two years. If such a machine were installed the whole of the weekly issues could be produced in one printing operation.

Costs.

44. The following are estimates of costs for printing both a daily and a weekly *Hansard*, the latter with only minor corrections, based on an average sitting week of Tuesday to Thursday and assuming the use of white printing paper—

					Weekly Cost.
					£ £
<i>House of Representatives</i> —					
Daily issue 2,000 copies (not covered)	..	..	..	..	440
Weekly issue 10,000 copies (covered) ..	..	..	..	..	800
					<hr/> 1,240
<i>Senate</i> —					
Daily issue 1,500 copies (not covered)	..	..	..	..	350
Weekly issue 10,000 copies (covered) ..	..	..	..	..	635
					<hr/> 985
					<hr/> 2,225

Estimated saving of costs by the introduction of a daily and a weekly issue of *Hansard* compared with present costs—

						Per Sitting Week.
						£
<i>House of Representatives</i>	..	..	..	..	..	175
<i>Senate</i> ..	..	..	..	..	..	150
						<hr/> 325

These estimated savings are possible, after allowing for the increased cost of using printing paper in lieu of newsprint, by the elimination of corrections and the daily "flats".

MECHANICAL AIDS.

RECORDERS.

45. Your Committee considered that some thought should be given to the various mechanical recording machines and whether they could be applied in the reporting processes. The Principal Reporter advised the Committee that he did not know of any mechanical recording procedure, allied or unallied with human reporting, which has resulted in a speeding up of the production of a transcript of proceedings such as those of this Parliament. The recent Tasmanian full-scale mechanical recording experiment, which was conducted with the utmost assistance of the company marketing the recorders, was a complete failure on the score of speed although it was conducted under conditions agreed by the company. In the opinion of the Principal Reporter, any attempt to co-ordinate mechanical recording with human reporting under conditions existing in this Parliament would result in a disastrous loss of time and would be much more expensive. Whatever value a mechanical device may have in assisting the reporting, it would not assist the speed of output. The Principal Reporter stated, however, that once the daily *Hansard* system was under way, experiments could be conducted, if desired, to see whether a recording device could be of any substantial help to the reporting work.

46. The Chairman placed before your Committee literature describing Teletypesetter equipment which the agents thought may speed up the production of *Hansard*. To operate a Teletypesetter, material to be set in type is prepared on a perforated keyboard by punching holes in a narrow paper tape using a six-hole code. The taped copy can be transmitted for long distances over the usual telegraphic facilities and then fed into line-casting machines which automatically set the type. This makes possible the simultaneous typesetting of a single article of news in widely separated printing establishments from one central keyboard. Thus the Teletypesetter is especially suited to any operation where a substantial volume of identical matter is reproduced in several centres.

47. Your Committee was advised that, as far as could be ascertained, this system had not been applied to *Hansard*, and neither in Great Britain nor the United States had there been any move to introduce such a system. Teletypesetting for *Hansard* would *prima facie*, appear to have some disadvantages in that copy, after being typed and checked in the ordinary way, would be further delayed whilst a second perfect typing on the perforated keyboard were made. In view of the high cost of this equipment and the fact that at present the speed of typesetting at the Printing Office is quite adequate to meet the flow of copy, your Committee considered that further investigation of this system was not necessary at this stage.

ADDITIONAL COPIES OF MEMBERS' SPEECHES.

48. At present Members may receive up to 35 copies of their speeches. Under the new system this arrangement would continue unchanged, the copies being available soon after midday.

IMPROVEMENTS IN THE FORM AND PRINTING OF *HANSARD*.

PAPER.

49. Every Australian State *Hansard* is printed on white printing paper. In this Parliament, white printing paper is now used in the revised issue, while newsprint is used in the "proof" numbers. The improved appearance brought about by the better quality white paper is quite marked and your Committee considered that this paper should be used for all issues.

FORM AND TYPE.

50. Several specimen pages of the Report set in modern type faces were submitted to your Committee. Your Committee unanimously agreed that the example of Times Roman (as used in Her Majesty's Stationery Office, London) was preferable, being legible and having a good word count to the line. Furthermore, the type can be matched for use in both the linotype and monotype machines, thus providing a common face for all classes of type-setting at the Printing Office. A complete change of type would cost £6,000, but the cost to *Hansard* would be very small because, over a period of time, it would be spread over thousands of other printing jobs.

51. Your Committee considered that to improve the appearance of the printed page the space of one lead should be inserted between paragraphs.

THE COVER.

52. In most of the reports printed by commercial printers to-day the practice is to reduce the wording on the cover to a few simple lines of tastefully displayed type. Your Committee, after consideration of a sample cover set in this way with Bodoni type, agreed that it represented a marked improvement and favoured its adoption. In the re-arrangement, the "contents" will be transferred to the inside of the cover.

53. Your Committee favoured the adoption of different coloured covers, which would enable the reports for the Senate and the House of Representatives to be easily distinguished. Your Committee favoured the adoption of a buff-coloured cover for the House of Representatives *Hansard*.

TYPE-SET FOR MEMBERS' NAMES.

54. The use of bold type for all names, with bold capitals for the Member addressing the House and bold lower case for the interjector, effected a considerable improvement to the look of the printed page and your Committee agreed that this style should be adopted.

OFF-PRINTS OF SPEECHES FOR MEMBERS.

55. Before extra copies of a particular speech ordered by a Member can be printed in pamphlet form, it is necessary to complete the printing of all editions of *Hansard*. With the *Hansard* printing machine now in use, there is little prospect of any improvement in this direction, but the acquisition of a faster printing press will overcome the delay and release the type for printing off pamphlet copies of speeches.

INDEXING.

56. The Committee agreed that a progressive index should be issued as a separate pamphlet at intervals of approximately one month.

GENERAL QUESTIONS.

EXACTNESS OF THE REPORT.

57. The Principal Reporter stated that, broadly, the reporters have followed the definition of *Hansard* given in *May* at page 255, which reads—

It is a full report, in the first person, of all speakers alike, a full report being defined as one "which though not strictly verbatim, is substantially the verbatim report, with repetitions and redundancies omitted and with obvious mistakes corrected, but which on the other hand leaves out nothing that adds to the meaning of the speech or illustrates the argument".

Your Committee considered, however, that, in general, there should be a greater approach to the use of a Member's own words provided that, by so reporting, the speech was grammatically correct and the meaning clear. The Principal Reporter agreed.

"HANSARD" PHRASEOLOGY.

58. Your Committee discussed the use, by the *Hansard* staff, in the report, of various phrases and other forms of reporting which seemed unnecessary and "deadened" the report. The Principal Reporter explained that these phrases were used for the sake of clarity or in some cases were used traditionally. Their use was somewhat controversial and where possible the future reports would be freed from unnecessary use of such phrases or forms.

OTHER COMMENTS ON THE REPORT.

59. Your Committee also discussed with the Principal Reporter the questions of the inclusion in the report of a Member's reference to the Chair, the paragraphing of speeches and spelling. The opinions of Members of your Committee varied on these points and no definite principles for any variation of the existing practices could be agreed upon.

CONCLUSION.

60. In view of the immense experience accumulated in the preparation of the daily *Hansards* of the Parliament of the United Kingdom since 1909, your Committee was of the opinion that it would be an economy in every respect for the Principal Parliamentary Reporter to be afforded an early opportunity to make a personal investigation in London of the British procedures.

61. Your Committee greatly appreciated the assistance given by all witnesses. Your Committee felt especially indebted to the Principal Parliamentary Reporter for his valuable help and advice.

RECOMMENDATIONS.

62. The following recommendations are made by your Committee:—

1. That a daily *Hansard* be issued not later than noon following each sitting day based, at the inception of the scheme, on an issue of 2,000 copies for the House of Representatives, such issue to be reviewed as soon as the equipment at the Government Printing Office makes that course practicable. (Paragraphs 10-24.)

(NOTE.—The Government Printer has indicated that an issue of 1,500 copies of the Senate report could be made available on a similar basis.)

2. That, in relation to the proposed 2,000 daily issues—

- (i) Each Member receive a copy of both the House of Representatives and Senate report,
- (ii) Not less than five names from the present Members' lists be included,
- (iii) All newspapers and periodicals at present on the free list be included,
- (iv) The present recipients of the "flats" and Commonwealth Departments be included, and
- (v) Other adjustments be referred to the Speaker for determination. (Paragraphs 22-24, 29-30.)

3. That the weekly printing, at the inception of the new scheme, be 6,000 copies for the House of Representatives, such issues to be largely in accord with the present circulation list for proof numbers. (Paragraph 25.)

(NOTE.—The Government Printer has indicated that an issue of 4,000 copies of the Senate report could also be made available.)

4. That the present revised issue of something in excess of 4,000 copies for each House, be made as soon as practicable after the foregoing issue has been made, the aim to be that the date of issue shall be not later, relatively to the sitting, than the date at which the present revised number is issued. (Paragraph 25.)

5. That as soon as printing equipment conditions are sufficiently improved, the whole of the weekly printings referred to in Recommendation No. 4 be consolidated into one operation and be carried out in the week following the daily issues. (Paragraph 25.)

6. That persons on Members' free lists receive the weekly number of the House of Representatives reports only, unless the Member specifically requests that Senate weekly numbers be also supplied, and that the attention of the President of the Senate be invited to the following:

7. That a typescript report only of speeches be made available to Members instead of the present printer's proof, in accordance with House of Commons practice. (Paragraph 26.)

8. That the time available for Members to correct such typescripts of their speeches be strictly limited to one hour after the typescript is available, provided that the latest time to which a Member may correct his speech is 11.30 p.m. (Paragraph 26.)

9. That the report for the issue next day cease at 10.30 p.m. or at the time the Member who is speaking at 10.30 p.m. began his speech, and that the matter reported after 10.30 p.m. be incorporated in the report for the subsequent day. (Paragraph 27.)

10. That, because the regular production of *Hansard* may be prejudiced if the House sits frequently for lengthy periods after 10.30 p.m., until new machinery is installed at the Printing Office, the House give consideration to avoiding frequent late sittings whenever possible.

11. That questions without notice be reported in chronological order. (Paragraph 28.)

12. That the present arrangement for Members to receive up to 35 copies of their speeches be continued, such copies to be made available promptly. (Paragraph 48.)

13. That, in order to improve the form and printing of *Hansard*—

(i) White printing paper be used for all issues.

(ii) The type-face be changed to Times Roman. (9-pt. Times Roman on 10-pt. body and 7-pt. Times Roman on 8-pt. body.)

(iii) The cover be redesigned for the weekly edition and a similar typographical layout be adopted for the first page of the daily issue, and

(iv) Bold type be used for all names (bold capitals for the Member addressing the House and bold lower case for the interjector). (Paragraphs 49-54.)

14. That the Speaker seek the co-operation of the President in taking steps to increase the Parliamentary Reporting Staff to the extent that they deem necessary or desirable. (Paragraphs 31-32.)

15. That the Speaker seek the co-operation of the President in taking steps to provide the necessary extra accommodation for the use of Members when checking the transcript of speeches, and for the increased size of the *Hansard* staff. (Paragraph 33.)

16. That the Treasurer, as the Minister controlling the Government Printing Office, be asked to take immediate steps to build up the skilled staff of the Printing Office. (Paragraphs 36-39.)

17. That the Treasurer be asked to ensure that the necessary modern machinery is secured at the earliest possible date so that *Hansard* and other Government publications may be printed as speedily as possible. (Paragraphs 42-43.)

18. That the new arrangements for the publication of *Hansard* be instituted as early as possible but not later than the beginning of the Budget Session in 1955, it being understood that, the *Hansard* staff and accommodation situation permitting, the new procedure at the House be instituted on a trial basis during the first sittings of 1955.

19. That an early opportunity be afforded the Principal Parliamentary Reporter to investigate personally the daily *Hansard* procedures of the United Kingdom Parliament in London. (Paragraph 60.)

ARCHIE G. CAMERON,
Chairman.

Canberra,

26th October, 1954.

MINUTES OF PROCEEDINGS.

PARLIAMENT HOUSE, CANBERRA.

TUESDAY, 28TH SEPTEMBER, 1954.

Present:

Mr. Speaker.
Mr. Bowden.
Mr. Downer.
Mr. A. D. Fraser.
Mr. J. R. Fraser.

Mr. Freeth.
Mr. Haylen.
Mr. Luchetti.
Mr. Wentworth.

The entries in the Votes and Proceedings No. 23 of 23rd September, 1954, regarding the appointment of the Committee and the appointment of Members to the Committee, were read by the Clerk.

On the motion of Mr. Wentworth, Mr. Speaker was elected Chairman of the Committee.

The Committee deliberated.

Mr. Wentworth moved, That Mr. President be invited, if he should think fit, to send two Senators as observers, to attend meetings of the Committee.

Debate ensued.

Motion withdrawn, by leave.

Ordered—

- (1) That the Principal Parliamentary Reporter (Mr. W. J. M. Campbell) be asked to attend the Committee on Thursday, 30th September, at 9.0 a.m., for informal discussion.
- (2) That the officer or officers at present carrying out the duties of the Commonwealth Government Printer be asked to attend the Committee on Thursday, 30th September, at 9.45 a.m., for informal discussion.

The Committee adjourned until Thursday, 30th September, at 9.0 a.m.

THURSDAY, 30TH SEPTEMBER, 1954.

Present:

Mr. SPEAKER (Chairman).

Mr. Bowden.
Mr. Downer.
Mr. A. D. Fraser.
Mr. J. R. Fraser.

Mr. Freeth.
Mr. Haylen.
Mr. Luchetti.
Mr. Wentworth.

The minutes of the previous meeting were read and confirmed.

The Principal Parliamentary Reporter (Mr. W. J. M. Campbell) was called for informal discussion.

Mr. Campbell withdrew.

A. J. Arthur and A. McIntyre were called for informal discussion.

Messrs. Arthur and McIntyre withdrew.

The Committee deliberated.

The Committee adjourned until Friday, 15th October next, at 9.30 a.m.

FRIDAY, 15TH OCTOBER, 1954.

Present:

Mr. SPEAKER (Chairman).

Mr. Downer.
Mr. A. D. Fraser.
Mr. J. R. Fraser.

Mr. Freeth.
Mr. Luchetti.
Mr. Wentworth.

The minutes of the previous meeting were read and confirmed.

The Chairman presented a letter dated 29th September, 1954, from the Clerk of the Commonwealth Government Printing Office Chapel (Mr. K. W. Goodwin) requesting that the Committee receive representatives of the Chapel.

The Principal Parliamentary Reporter (Mr. W. J. M. Campbell) was called and examined.

Mr. A. D. Fraser moved, That no shorthand report of the proceedings be taken.

Question put.

The Committee divided—

Ayes, 5.
Mr. Downer.
Mr. A. D. Fraser.
Mr. J. R. Fraser.
Mr. Freeth.
Mr. Wentworth.

Noes, 1.
Mr. Luchetti.

And so it was resolved in the affirmative.

Mr. Freeth moved, in the taking of minutes.

Question put.

The Committee divided—

Ayes, 5.

Mr. Downer.

Mr. J. R. Fraser.

Mr. Freeth.

Mr. Luchetti.

Mr. Wentworth.

Noes, 1.
Mr. A. D. Fraser.

And so it was resolved in the affirmative.

The Chairman presented a letter from W. W. F. Denne, Consulting Engineer to newspapers, printers and allied trades, submitting for consideration the possibilities for the use of Teletypesetter equipment.

Mr. A. McIntyre, Officer-in-charge, and Mr. A. J. Arthur, Supervisor, of the Commonwealth Government Printing Office, were called and examined.

Witnesses withdrew.

Mr. K. W. Goodwin, Clerk of the Commonwealth Government Printing Office Chapel, was called and examined.

Witness withdrew.

Mr. C. L. S. Hewitt, Assistant Secretary, Budget and Accounting Branch, Department of the Treasury, was called and examined.

Witness withdrew.

The Committee deliberated.

The Committee adjourned until Tuesday, 19th October, 1954, at 10.30 a.m.

TUESDAY, 19TH OCTOBER, 1954.

Present:

Mr. SPEAKER (Chairman).

Mr. Downer.

Mr. A. D. Fraser.

Mr. J. R. Fraser.

Mr. Freeth.

Mr. Haylen.

Mr. Luchetti.

Mr. Wentworth.

The minutes of the previous meeting were read and confirmed.

The Chairman presented a statement prepared by Mr. K. W. Goodwin, Clerk of the Commonwealth Government Printing Office Trade Union Chapel, summarizing his evidence given before the Committee on 15th October, 1954.

The Principal Parliamentary Reporter (Mr. W. J. M. Campbell) was called and further examined.

The Committee deliberated.

Ordered.—That the Chairman prepare a Draft Report for submission to the Committee at its next meeting.

The Committee adjourned until Tuesday, 26th October, 1954, at 10.30 a.m.

TUESDAY, 26TH OCTOBER, 1954.

Present:

Mr. SPEAKER (Chairman).

Mr. Bowden.

Mr. Downer.

Mr. J. R. Fraser.

Mr. Freeth.

Mr. Haylen.

Mr. Luchetti.

Mr. Wentworth.

The minutes of the previous meeting were read and confirmed.

The Chairman submitted his Draft Report.

The Committee proceeded to the consideration of the Draft Report.

Paragraphs 1-14 agreed to.

Paragraph 15 amended and agreed to.

Paragraphs 16-34 agreed to.

Paragraph 35 amended and agreed to.

Paragraphs 36-42 agreed to.

Paragraphs 43 and 44 amended and agreed to.

Paragraphs 45-46 agreed to.

Paragraph 47 amended and agreed to.
Paragraphs 48-59 agreed to.
New paragraph 59A agreed to.
Paragraph 61. New Recommendation No. 19 agreed to.
The meeting of the Committee was suspended.

The meeting of the Committee was resumed.
Paragraph 27 reconsidered, amended and agreed to.
Paragraph 34 reconsidered, amended and agreed to.
Paragraph 42 reconsidered, amended and agreed to.
Paragraph 61, Recommendation No. 10, reconsidered, amended and agreed to.
Resolved.—That the Draft Report, as amended, be the Report of the Committee.

The Committee adjourned *sine die*.