

## 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 until 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. The Upper House is known as the Senate in the Commonwealth Parliament, and as the Legislative Council in the State Parliaments. The Lower House in the bi-cameral Parliaments is known as the House of Representatives in the Commonwealth Parliament, as the Legislative Assembly in the State Parliaments of New South Wales, Victoria and Western Australia, and as the House of Assembly in the State Parliaments of South Australia and Tasmania. The legislative powers of these Parliaments are delimited by the Commonwealth and the State Constitutions. The Assembly, which is the larger House, (Queensland as pointed out above is uni-cameral) is, in all cases, 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 the State concerned, 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.

(iii) *Authorization of a Royal Great Seal.* By warrant published in the Commonwealth Gazette of 17th November, 1955, Her Majesty authorized the Great Seal of the Commonwealth to be used as a Royal Great Seal in sealing all things whatsoever (other than things that pass the said Great Seal) that bear Her Majesty's Sign Manual and the counter-signature of one of Her Ministers of State for the Commonwealth.

### 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 certain office holders. 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., page 73.

**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 chiefly by means 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 either 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 some or all of 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, until January, 1956, all Ministers were members of the Cabinet. Since then, however, although in the States all Ministers are members of the Cabinet, the Commonwealth ministry is made up of twelve senior Ministers, who constitute the Cabinet, and ten Ministers of non-Cabinet rank who attend meetings of the Cabinet only when required, as, for example, when the business of the Cabinet concerns their department. 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, 1957 :—

**AUSTRALIAN PARLIAMENTS : MINISTERS IN UPPER OR LOWER HOUSES, DECEMBER, 1957.**

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 ..	16	14	10	11	5	8	9	73
<b>Total ..</b>	<b>21</b>	<b>16</b>	<b>14</b>	<b>11</b>	<b>8</b>	<b>10</b>	<b>9</b>	<b>89</b>

(a) Abolished in 1922.

For the names of the occupants of ministerial office in each of the Parliaments of Australia in December, 1957, *see* § 3. of this chapter (page 73). 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) ; 22—£46,500 (1956). 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 following).

**5. Number and Salary of Members of the Legislatures, Australian Parliaments, December, 1957.**—The following table shows the number and annual salary of members in each of the legislative chambers in December, 1957.

**AUSTRALIAN PARLIAMENTS : MEMBERS AND ANNUAL SALARIES,  
31st DECEMBER, 1957.**

Members in—	C'wealth.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Total.
NUMBER OF MEMBERS.								
Upper House ..	60	60	34	(a)	20	30	19	223
Lower House ..	124	94	66	75	39	50	30	478
Total ..	184	154	100	75	59	80	49	701
ANNUAL SALARY. (£.)								
Upper House ..	(b) 2,350	(c) 500	(d) 1,600	(a)	(e) 1,900	(f) 2,100	(g) 1,000	..
Lower House ..	(b) 2,350	1,975	(d) 1,600	h£2,501 10s.	(e) 1,900	(f) 2,100	(g) 1,000	..

(a) Abolished in 1922. (b) Plus expense allowances—Senators, £700; Members of the House of Representatives, city electorates, £600, country electorates, £800. *See also* para. 6 following. (c) Plus allowance varying from £500 to £800 according to remoteness of electorate. (d) Plus allowance of £400 for metropolitan, £600 for urban, £700 for inner country and £800 for outer country electorates. (e) Plus allowance according to distance of electorate from Adelaide; £50 if more than 50 miles, £75 if more than 200 miles. (f) Plus an adjustment in accordance with variations of the State basic wage which at 31st December, 1956 was £40. Plus £50 where any part of electorate is more than 50 miles from Perth. (g) Plus cost of living adjustment, pegged at £382. Plus allowance according to area of electorate and distance from the capital varying from £250 to £550 in the case of the Legislative Council, and from £500 to £800 in the case of the House of Assembly. (h) Plus marginal allowances of £65 to £200 for metropolitan and near metropolitan electorates and ranging from £175 to £400 for other non-metropolitan electorates.

6. **Commonwealth Parliamentary Allowances.** 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. This general allowance has been altered on several occasions (*see* Official Year Book No. 42, pp. 69 and 70) and in 1956 was raised to £2,350 a year. Certain additional allowances are also provided for holders of Parliamentary Offices, etc., details of which are also given in the issue referred to above.

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 grounds, 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 Forces 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.

The principal reasons for disqualification of persons otherwise eligible as members of either Commonwealth House are :—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. 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 are excluded from the franchise. 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 provided 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 a 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 normal election of Senators, five Senators are now 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. Consequently, in terms of the Constitution and the Representation Act 1905–1938, 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—from 20 to 33; Queensland—from 10 to 18; South Australia—from 6 to 10; and Western Australia—from 5 to 8. Tasmania's representation remained at 5 and the total was increased from 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 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, is 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 internal 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. At 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 in 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 66*), 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 Senate elections on separate dates. An election for the Senate was held on 9th May, 1953, and a further election was due within one year of 30th June, 1956, i.e. the date of the completion of the term of office of half the elected Senators.

Following the House of Representatives election on 29th May, 1954, the twenty-first Parliament opened on 4th August, 1954 and was dissolved on 4th November, 1955, which enabled the elections for the Senate and House of Representatives again to be held simultaneously.

The elections for both Houses were held on 10th December, 1955, and particulars of electors and voting in the several States are as follows:—

SENATE ELECTION, 10th DECEMBER, 1955.

State.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
New South Wales	972,265	1,024,116	1,996,381	930,597	970,099	1,900,696	95.71	94.73	95.21
Victoria ..	702,812	741,223	1,444,035	666,313	699,070	1,365,383	94.81	94.31	94.55
Queensland ..	379,143	373,502	752,645	356,410	353,846	710,256	94.00	94.74	94.37
South Australia	224,507	238,240	462,747	216,679	228,148	444,827	96.51	95.76	96.13
West. Australia	171,069	171,944	343,013	162,637	163,126	325,763	95.07	94.87	94.97
Tasmania ..	85,929	87,693	173,622	83,382	83,787	167,169	97.04	95.55	96.28
Total ..	2,535,725	2,636,718	5,172,443	2,416,018	2,498,076	4,914,094	95.28	94.74	95.01

## ELECTION FOR HOUSE OF REPRESENTATIVES, 10th DECEMBER, 1955.(a)

State.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
New South Wales	891,668	932,493	1,824,161	853,275	883,573	1,736,848	95.69	94.75	95.21
Victoria ..	702,812	741,223	1,444,035	666,313	699,070	1,365,383	94.81	94.31	94.55
Queensland ..	336,251	331,487	667,738	315,287	314,218	629,505	93.77	94.79	94.27
South Australia	224,507	238,240	462,747	216,679	228,148	444,827	96.51	95.76	96.13
West. Australia	94,367	97,123	191,490	89,449	92,593	182,042	94.79	95.34	95.07
Tasmania ..	85,929	87,693	173,622	83,382	83,787	167,169	97.04	95.55	96.28
Nor. Territory(b)									
Aust. Cap. Terr.	8,317	7,864	16,181	7,715	7,262	14,977	92.76	92.34	92.56
Australia ..	2,343,851	2,436,123	4,779,974	2,232,100	2,308,651	4,540,751	95.23	94.77	95.00

(a) Contested Electorates only.

(b) Uncontested.

The twenty-second Parliament opened on 15th February, 1956.

(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 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.	Males.	Fe-males.	Total.
Victoria..	1955	695,638	734,492	1,430,130	542,270	570,681	1,112,951	91.69	91.37	91.52
South Australia ..	1956	(a)	(a)	174,241	(a)	(a)	16,002	(a)	(a)	69.69
Western Australia	1956	70,958	29,815	100,773	35,372	15,563	50,935	74.23	71.32	73.31

(a) Not available.

Particulars of voting in 1956 at the latest contested election for the Legislative Council in Tasmania are as follows :—Number of electors on the roll, 9,538 ; number of votes recorded, 8,129 ; percentage of electors who voted, 85.23.



(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.	Fe-males.	Total.	Males.	Fe-males.	Total.	Males.	Fe-males.	Total.
New South Wales	1956	979,706	1031552	2011258	843,786	878,842	1722628	93.81	92.64	93.21
Victoria . .	1955	691,034	731,554	1422588	639,535	679,402	1318937	93.93	94.11	94.01
Queensland . .	1957	396,804	394,915	791,719	355,395	351,512	706,907	94.92	94.23	94.58
South Australia . .	1956	(a)	(a)	468,303	(a)	(a)	280,811	(a)	(a)	93.90
Western Australia	1956	171,234	170,784	342,018	118,511	123,352	241,863	91.95	92.40	92.18
Tasmania . .	1956	86,690	87,940	174,630	82,806	83,487	166,293	95.52	94.94	95.23

(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 eligible for election to the Legislative Council. For the Council franchise, an elector must be a sitting member of either the Legislative Council or the Legislative Assembly. Any 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. Any 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 sub-division 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 66.

Since the introduction of responsible government in New South Wales there have been 37 complete Parliaments, the first of which opened on 22nd May, 1856, and was dissolved on 19th December, 1857, while the thirty-seventh was dissolved on 6th February, 1956. The thirty-eighth Parliament opened on 10th April, 1956.

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 all 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, a difference in the qualifications

necessary for members and electors. The number of members in the Upper House is 34, and in the Lower House, 66. 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, property qualifications were 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 66*)

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 66*).

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 34 complete Parliaments, the last of which was dissolved on 13th June, 1957. 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-fifth Parliament was opened on 27th August, 1957.

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 66).

Since the inauguration of responsible government in South Australia, there have been 34 complete Parliaments, the first of which was opened on 22nd April, 1857. The thirty-fourth Parliament closed on 29th February, 1956 and the thirty-fifth was opened on 22nd May, 1956. 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.

Qualifications required for membership of the Legislative Council are the age of thirty 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 66).

Since the establishment of responsible government in Western Australia, there have been twenty-one complete Parliaments, the first of which was opened on 30th December, 1890. The twenty-first Parliament closed on 6th April, 1956 and the twenty-second was opened on 2nd August, 1956. The preferential system of voting in use in Western Australia is described in Official Year Book No. 6, p. 1184.

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. 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 member 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 66).

The first Tasmanian Parliament opened on 2nd December, 1856, and closed on 8th May, 1861. There have been 31 complete Parliaments since the inauguration of responsible government, the thirty-first having been dissolved on 20th September, 1956. The thirty-second Parliament was opened on 4th December, 1956.

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 Parliament 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. In December, 1955, the Tasmanian Parliament passed an Act, the Parliamentary Retiring Allowances Act, No. 59 of 1955, which set up a trust to administer a Parliamentary Retiring Allowances Fund. Contributions to this fund are to be made by every member at the rate of £156 a year and subject to specified conditions persons aged 45 years or over ceasing to be members, other than by voluntary retirement, are entitled to a pension after a period of service of not less than eight years. Other provisions are, in general, on much the same lines as for other parliamentary superannuation funds. 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 XX.—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
Twenty-second .. .. .	15th February, 1956 .. ..	..

(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
General* Sir John Northcott, K.C.M.G., K.C.V.O., C.B.	30th July, 1956 to 22nd October, 1956

(iii) *Commonwealth Ministeries.* (a) *Names and Tenure of Office, 1901 to 1956.* 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 Ministerial Office, 9th February, 1923 to 31st December, 1957.* 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 contained a list, commencing with the Bruce-Page Ministry, which covered the period between the date on which it assumed power, 9th February, 1923, and 31st July, 1951, showing the names of all persons who held office in each Ministry during that period.

This issue shows only particulars of the latest Menzies Ministry, but includes any changes therein during its term of office up to and including the reconstruction of 24th October, 1956. For any subsequent changes *see* Appendix to this volume.

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

(*Portfolios as from 24th October, 1956.*)

(The State in which each Minister's electorate is situated is shown in parentheses.)

*Prime Minister—*

THE RT. HON. R. G. MENZIES,  
C.H., Q.C. (Vic.).

*Treasurer—*

THE RT. HON. SIR ARTHUR FADDEN,  
K.C.M.G. (Qld.).

*Minister for Labour and National Service—*

THE RT. HON. H. E. HOLT (Vic.).

*Minister for Trade—*

THE RT. HON. J. McEWEN (Vic.).

*Minister for External Affairs—*

THE RT. HON. R. G. CASEY, C.H.,  
D.S.O., M.C. (Vic.).

*Minister for Defence—*

THE HON. SIR PHILIP McBRIDE,  
K.C.M.G. (S.A.).

*Vice-President of the Executive Council ; and  
Attorney-General—*

SENATOR THE HON. N. O'SULLIVAN,  
(Qld.).

*Minister for National Development—*

SENATOR THE HON. W. H. SPOONER,  
M.M. (N.S.W.).

*Minister for Immigration—*

THE HON. A. G. TOWNLEY (Tas.).

*Minister for Territories—*

THE HON. P. M. C. HASLUCK (W.A.).

*Minister for Supply ; and Minister for  
Defence Production—*

THE HON. H. BEALE, Q.C. (N.S.W.)

*Minister for Primary Industry—*

THE HON. W. McMAHON (N.S.W.).

(The above Ministers constitute the Cabinet.)

*Minister for Repatriation—*

SENATOR THE HON. W. J. COOPER,  
M.B.E. (Qld.).

*Minister for Shipping and Transport ; and  
Minister for Civil Aviation—*

SENATOR THE HON. S. D. PALTRIDGE  
(W.A.).

*Minister for Health—*

THE HON. D. A. CAMERON, O.B.E.  
(Qld.).

*Minister for the Army—*

THE HON. J. O. CRAMER (N.S.W.).

*Postmaster-General ; and Minister for the  
Navy—*

THE HON. C. W. DAVIDSON, O.B.E.  
(Qld.).

*Minister for Air—*

THE HON. F. M. OSBORNE, D.S.C.  
(N.S.W.).

*Minister for the Interior ; and Minister for  
Works—*

THE HON. A. FAIRHALL (N.S.W.).

*Minister for Social Services—*

THE HON. H. S. ROBERTSON (N.S.W.).

*Minister for Customs and Excise—*

SENATOR THE HON. N. H. D. HENTY  
(Tas.).

(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, 1957, are as shown in the following statement. (Changes since December, 1957 are shown in the Appendix to this volume.)

### NEW SOUTH WALES.

*Governor*—LIEUT.-GENERAL SIR ERIC WINSLOW WOODWARD, K.C.M.G., C.B., C.B.E., D.S.O.

*Ministry (from 15th March, 1956).*

*(Portfolios as from 25th November, 1957.)*

*Premier and Colonial Treasurer—*

THE HON. J. J. CAHILL.

*Deputy Premier and Minister for Education—*

THE HON. R. J. HEFFRON.

*Attorney-General, 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. W. F. SHEAHAN, Q.C.

*Minister for Child Welfare and Minister for Social Welfare—*

THE HON. F. H. HAWKINS.

*Minister for Local Government and Minister for Highways—*

THE HON. J. B. RENSHAW.

*Minister for Transport—*

THE HON. A. G. ENTICKNAP.

*Minister for Housing—*

THE HON. A. LANDA.

*Secretary for Public Works—*

THE HON. J. F. MCGRATH.

*Minister for Conservation—*

THE HON. E. WETHERELL.

*Secretary for Lands—*

THE HON. W. M. GOLLAN.

*Minister for Agriculture and Minister for Food Production—*

THE HON. R. B. NOTT.

*Minister for Labour and Industry—*

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

*Secretary for Mines—*

THE HON. J. B. SIMPSON.

*Minister without Portfolio—*

THE HON. J. M. A. MCMAHON.

### 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. SIR ARTHUR WARNER, M.L.C.

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

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

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

THE HON. SIR THOMAS MALTEY.

*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 Education—*

THE HON. J. S. BLOOMFIELD.

*Minister of Housing and Minister of Immigration—*

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.

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

THE HON. G. O. REID.

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

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

*Ministers without Portfolio—*

THE HON. M. V. PORTER.

THE HON. A. J. FRASER.



GOVERNORS AND STATE MINISTERS—*continued.*

## QUEENSLAND.

Governor—COLONEL SIR HENRY ABEL SMITH, K.C.V.O., D.S.O.

*Ministry (from 12th August, 1957).*

<i>Premier and Chief Secretary; and Vice-President of the Executive Council—</i> THE HON. G. F. R. NICKLIN.	<i>Minister for Development, Mines and Main Roads—</i> THE HON. E. EVANS.
<i>Minister for Labour and Industry—</i> THE HON. K. J. MORRIS.	<i>Minister for Public Lands and Irrigation—</i> THE HON. A. G. MÜLLER.
<i>Minister for Education—</i> THE HON. J. C. A. PIZZEY.	<i>Minister for Health and Home Affairs—</i> THE HON. H. W. NOBLE.
<i>Attorney-General—</i> THE HON. A. W. MUNRO.	<i>Minister for Agriculture and Stock—</i> THE HON. O. O. MADSEN.
<i>Treasurer and Minister for Housing—</i> THE HON. T. A. HILEY.	<i>Minister for Public Works and Local Government—</i> THE HON. J. A. HEADING, C.M.G.
	<i>Minister for Transport—</i> THE HON. G. W. W. CHALK.

## 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. SIR THOMAS PLAYFORD, G.C.M.G.	<i>Minister of 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 Education—</i> THE HON. B. PATTINSON.
<i>Attorney-General and Minister of Industry and Employment—</i> THE HON. C. D. ROWE, M.L.C.	<i>Minister of Local Government, Minister of Roads and Minister of Railways—</i> THE HON. N. L. JUDE, M.L.C.
<i>Minister of Lands, Minister of Repatriation and Minister of Irrigation—</i> THE HON. C. S. HINCKS.	<i>Minister of Agriculture and Minister of Forests—</i> THE HON. G. G. PEARSON.

## WESTERN AUSTRALIA.

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

*Ministry (from 20th April, 1956).*

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

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 and Minister for Education*—  
THE HON. R. COSGROVE.

*Attorney-General*—  
THE HON. R. F. FAGAN.

*Minister for Lands and Works*—  
THE HON. E. E. REECE.

*Chief Secretary*—  
THE HON. A. J. WHITE.

*Minister for Agriculture*—  
THE HON. J. J. DWYER, V.C.

*Treasurer and Minister for Health*—  
THE HON. R. J. D. TURNBULL.

*Minister for Housing*—  
THE HON. C. B. AYLETT.

*Minister for Tourist and Immigration*—  
THE HON. W. A. NEILSON.

*Minister for Transport*—  
THE HON. D. A. CASHION.

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, 1957.

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. A. E. Shepherd.

*Queensland*—L. A. Wood.

*South Australia*—M. R. O'Halloran.

*Western Australia*—The Hon. D. Brand.

*Tasmania*—The Hon. W. Jackson.

5. **The Course of Legislation.**—The actual legislation by the Commonwealth Parliament up to the end of 1955 is indicated in alphabetical order in "The Acts of the Parliament of The Commonwealth of Australia passed during the year 1955, in portion of the First Session of the Twenty-first Parliament of the Commonwealth, with Tables, Appendix and Index."

A "Chronological Table of Acts passed from 1901 to 1955, 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 1955 in relation to the several provisions of the Constitution", is furnished. Reference should be made to these for complete information.

6. **Legislation during 1956.**—The following paragraphs present a selection from the legislative enactments of the Commonwealth Parliament during the year 1956. 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 113 in 1956.

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.

**Commonwealth Legislation Passed in 1956.**—*Australian Coastal Shipping Agreement Act 1956* (No. 42 of 1956). Approves the Agreement (a copy of which appears in the Schedule to the Act) made on 18th June, 1956, between the Commonwealth and major

shipping companies operating shipping services on the Australian coast. The Agreement makes provision for the purpose of ensuring the continued operation by the companies, as well as the Australian Coastal Shipping Commission, of ships in the Australian coastal trade; the maintenance of competition between the respective companies and between the companies and the Commission; the efficient and economical operation of shipping services in the Australian coastal trade; and the maintenance of the Australian shipbuilding industry. The Act requires the Commission to do all such things as the agreement provides it will do and to refrain from doing anything which would be contrary to the provisions of the agreement.

*Australian Coastal Shipping Commission Act 1956* (No. 41 of 1956). Repeals the Shipping Act 1949 and provides for the establishment of the Australian Coastal Shipping Commission. It defines the functions, powers and duties of the Commission for the purpose of establishing, maintaining and operating interstate, overseas and territorial shipping services and provides for the winding up of the affairs of the Australian Shipping Board.

*Australian Security Intelligence Organization Act 1956* (No. 113 of 1956). Provides that the Australian Security Intelligence Organization, being the Organization established in pursuance of a directive given by the Prime Minister on 16th March, 1949, shall continue in existence; defines the functions of the Organization in relation to the protection of the Commonwealth and its Territories from acts of espionage, sabotage and subversion; and provides for the employment of officers and employees of the Organization.

*Broadcasting and Television Act 1956* (No. 33 of 1956). Repeals the Television Act 1953 and the Commercial Broadcasting Stations Licence Fees Act 1942, amends the Broadcasting Act 1942-1954, and alters the citation of that Act as so amended to the Broadcasting and Television Act 1942-1956. It defines the functions and powers of the Australian Broadcasting Control Board in relation to broadcasting and television, the national broadcasting service and the national television service. It makes provision for the licensing of commercial broadcasting stations and commercial television stations and imposes limitations on the ownership or control of commercial television stations.

*Broadcasting and Television Stations Licence Fees Act 1956* (No. 34 of 1956). Provides for fees to be paid for the issue and renewal of licences for commercial broadcasting and television stations.

*Cellulose Acetate Flake Bounty Act 1956* (No. 38 of 1956). Provides, subject to the conditions set out in the Act, for the payment from Consolidated Revenue of bounty at the rate of tenpence a pound to producers of good quality cellulose acetate flake sold for use in the manufacture in Australia of cellulose acetate flake rayon yarn.

*Commonwealth Aid Roads Act 1956* (No. 31 of 1956). Amends the Commonwealth Aid Roads Act 1954-1955 by providing for the payment of additional amounts into the Commonwealth Aid Roads Trust Account.

*Commonwealth Employees' Compensation Act 1956* (No. 93 of 1956). Amends the Commonwealth Employees' Compensation Act 1930-1954 by providing that that Act shall not apply in respect of service of a member of the Defence Force in respect of which the Repatriation (Far East Strategic Reserve) Act 1956 makes provision for payment of a pension.

*Conciliation and Arbitration Act 1956* (No. 44 of 1956). Amends the Conciliation and Arbitration Act 1904-1955. It specifies that the chief objects of the Act are to promote goodwill in industry, to encourage conciliation with a view to amicable settlement of threatened industrial disputes, to provide means of preventing and settling disputes and to encourage the organization of representative bodies of employers and employees and the registration of those bodies.

It establishes the Commonwealth Conciliation and Arbitration Commission and, as a Superior Court of Record, a federal court to be known as the Commonwealth Industrial Court.

*Conciliation and Arbitration Act (No. 2) 1956* (No. 103 of 1956). Amends the Conciliation and Arbitration Act 1904-1955 as amended by the Conciliation and Arbitration Act 1956. It empowers the Commission to prevent or settle, by conciliation or arbitration, disputes as to industrial matters in relation to employment in connexion with Commonwealth projects (as defined by the Act) and to hear and determine industrial matters submitted to it. It also makes provision for the persons by whom parties may be represented in proceedings before the Commonwealth Industrial Court.

*Customs Tariff (Federation of Rhodesia and Nyasaland Preference) 1956* (No. 61 of 1956). Repeals the Customs Tariff (Southern Rhodesian Preference) 1941 and the Customs Tariff (Southern Rhodesian Preference) 1948, and imposes duties of customs on goods produced or manufactured in the Federation of Rhodesia and Nyasaland, which have been shipped in the Federation for export to Australia.

*Customs Tariff (Industries Preservation) Act 1956* (No. 111 of 1956). Amends the Customs Tariff (Industries Preservation) Act 1921-1936 and provides for the imposition of an emergency duty on imported goods where the Minister is satisfied that the importation of those goods is likely to cause injury to producers in Australia, or, in certain cases, to producers in a third country, of like or directly competitive goods.

*Export Payments Insurance Corporation Act 1956* (No. 32 of 1956). Provides for the establishment of the Export Payments Insurance Corporation and specifies the functions, duties and powers of the Corporation. The Corporation is, subject to the Act, required to carry on the business of insurance under contracts of insurance—not being contracts against risks that are normally insured with commercial insurers—against risk of monetary loss arising out of acts in the course of, or for the purpose of, trade with countries outside Australia.

*Fishing Industry Act 1956* (No. 22 of 1956). Provides for—

- (a) the establishment of the Fisheries Development Trust Account into which shall be paid the moneys referred to in section 5 of the Act; and
- (b) the application of moneys in the Account for the purposes of research in connexion with or for the promotion of the fishing industry; financial assistance to persons engaged in the industry; the training of persons, the dissemination of information and advice, and the publication of scientific, technical and commercial reports in connexion with the industry.

*Home Nursing Subsidy Act 1956* (No. 84 of 1956). Provides for the payment by the Commonwealth from the National Welfare Fund of subsidies to organizations which conduct a home nursing service and are carried on otherwise than for the purpose of profit or gain to individual members. An organization conducted or controlled by a State Government, not being an organization administering a public hospital or an organization conducted or controlled by such an organization, is not eligible for a subsidy.

*Housing Agreement Act 1956* (No. 43 of 1956). Authorizes the execution by or on behalf of the Commonwealth of an agreement substantially in accordance with the form contained in the Schedule to the Act between the Commonwealth and a State or States. The agreement provides for the Commonwealth to grant financial assistance to the States for the purposes of housing.

*Income Tax and Social Services Contribution Assessment Act 1956* (No. 25 of 1956). Amends the Income Tax and Social Services Contribution Assessment Act 1936–1955. It extends to 30th June, 1955, the period during which income derived from mining and treating uranium shall be exempt from tax, and extends to 30th June, 1959, the special depreciation allowance to primary producers.

*Income Tax and Social Services Contribution Assessment Act (No. 2) 1956* (No. 30 of 1956). Makes consequential amendments following on the amendments made by the Ministers of State Act 1956 and the Parliamentary Allowances Act 1956.

*Income Tax and Social Services Contribution Assessment Act (No. 3) 1956* (No. 101 of 1956). Provides for deduction of capital expenditure in timber operations and in respect of industrial property. It increases the maximum deductible amount of education expenses, life insurance premiums, etc.; exempts the income of certain hospital and medical benefits funds; discontinues the exemption of pay and allowances of members of the Defence Force allotted for duty in Malaya; increases the amount of special deduction for residents of isolated areas; and allows deductions of gifts to certain authorities and institutions in Australia.

*Income Tax and Social Services Contribution (Companies) Act 1956* (No. 28 of 1956). Sets out the rates of income tax and social services contribution payable for the financial year which commenced on 1st July, 1956, by a company, other than a company in the capacity of a trustee.

*International Wheat Agreement Act 1956* (No. 80 of 1956). Approves the acceptance by Australia of the International Wheat Agreement, 1956, signed on behalf of Australia at Washington in the United States of America on 17th May, 1956.

*Loans Securities Act 1956* (No. 82 of 1956). Amends the Loans Securities Act 1919. It empowers the Governor-General, notwithstanding the provisions of the Commonwealth Inscribed Stock Act 1911–1946 or of an Act authorizing the issue of Treasury Bills, to authorize the Treasurer to borrow moneys in such amounts and in such manner and to issue securities in such form as the Governor-General determines, and empowers the Governor-General to authorize the Treasurer to determine those matters. It also authorizes the Treasurer to borrow the moneys in currency other than Australian currency.

*Meat Export (Additional Charge) Act 1956* (No. 2 of 1956). Repeals the Meat Export (Additional Charge) Act 1955, and, for the purpose of making good the amount by which the deficiency payments made by the Australian Meat Board under the Meat Agreement (Deficiency Payments) Act 1955 exceed the payments made to the Commonwealth of Australia by the Government of the United Kingdom, imposes a charge in addition to the charge payable under the Meat Export Charge Act 1935–1954 on meat, other than canned meat, exported to the United Kingdom. The rate of charge is to be fixed by the Minister by notice in the Commonwealth Gazette.

*Ministers of State Act 1956* (No. 1 of 1956). Amends the Ministers of State Act 1952 by providing for the number of Ministers to be increased to twenty-two, and for the annual sum payable for the salaries of Ministers to be increased to Forty-six thousand five hundred pounds.

*Mount Stromlo Observatory Act 1956* (No. 79 of 1956). Authorizes the making of an arrangement between the Commonwealth and the Australian National University for and in relation to the transfer to the University of the administration of the Commonwealth Observatory situated at Mount Stromlo. It repeals the Commonwealth Observatory Trust Fund Act 1953, and provides for the payment to the University of moneys standing to the credit of the Trust Fund established under that Act.

*Northern Territory (Administration) Act (No. 2) 1956* (No. 110 of 1956). Amends the Northern Territory (Administration) Act 1901-1955 as amended by the Northern Territory (Administration) Act 1956. It provides that the Supreme Court of the Territory shall be deemed to be a Court of Disputed Returns; that writs for elections of the Legislative Council shall be issued by the Administrator; that public servants are ineligible to nominate for or continue as elected members; that an elected member who is a party to or has an interest in a contract made by the Commonwealth under which goods or services are to be supplied to the Commonwealth shall not take part in a discussion or vote on a matter which relates to that contract; and that the provisions of the Commonwealth Electoral Act as applied by the Principal Act may be substituted by regulations to suit the requirements of the Territory.

*Parliamentary Allowances Act 1956* (No. 29 of 1956). Increases, as from 1st July, 1956, the allowances payable to members of each house of the Parliament, and provides for an allowance to be paid as from that date to the Deputy Leader of the Opposition in the Senate. It also increases the allowances payable to members of the House of Representatives during the period 10th December, 1955 to 30th June, 1956.

*Post and Telegraph Rates Act 1956* (No. 66 of 1956). Amends the Post and Telegraph Rates Act 1902-1951 and provides for increased rates for the postage of postal articles and for telegrams.

*Public Service Arbitration Act 1956* (No. 51 of 1956). Amends the Public Service Arbitration Act 1920-1955 consequent on the amendments made to the Conciliation and Arbitration Act 1904-1955. It provides that the Public Service Arbitrator may in the public interest refer matters of importance to the Commonwealth Conciliation and Arbitration Commission constituted by at least two presidential members and the Arbitrator; for appeals to the Commission constituted by at least three presidential members against a determination of the Arbitrator in cases where the Commission considers the matter is of importance in the public interest; for representation of parties before the Commission by counsel or solicitor; and for the continuance before the Commonwealth Court of Conciliation and Arbitration, constituted as provided by the Principal Act, of matters begun before that Court but not completed at the date of commencement of this Act.

*Public Service Arbitration Act (No. 2) 1956* (No. 104 of 1956). Provides that, except as provided by the Act, an organization of employees is not entitled to submit claims to the Commonwealth Court of Conciliation and Arbitration; that the Public Service Arbitrator shall determine matters submitted to him relating to conditions of employment in the Public Service and may refrain from hearing and determining other claims if he considers it unnecessary or undesirable in the public interest; that he may make a determination which is not in accord with an award or order of the Commonwealth Court of Conciliation or of the Commission, that he may make a determination which is not in accord with a law of the Commonwealth except the Commonwealth Employees' Compensation Act 1930-1954, the Commonwealth Employees' Furlough Act 1943-1953 and the Superannuation Act 1922-1956 or any other prescribed Act or the prescribed provisions of an Act.

*Rayon Yarn Bounty Act 1956* (No. 39 of 1956). Amends the Rayon Yarn Bounty Act 1954, and extends to 30th June, 1959, the period during which bounty under that Act will be paid in respect of the sale of rayon yarn.

*Repatriation (Far East Strategic Reserve) Act 1956* (No. 91 of 1956). Provides a scheme of pensions and other repatriation benefits in respect of members (and dependants of members) of the Defence Force of the Commonwealth as part of or in connexion with the British Commonwealth Far East Strategic Reserve who suffer an incapacity or die during or as a result of service in Malaya.

*States Grants (Universities) Act 1956* (No. 37 of 1956). Provides for the payment by the Commonwealth to the States, subject to the conditions set out in the Act, of specified sums of money by way of financial assistance during 1956 in connexion with Universities and university purposes, payment to be made by the Treasurer out of Consolidated Revenue.

*Statistics (Arrangements with States) Act 1956* (No. 17 of 1956). Provides that the Commonwealth may enter into an arrangement with a State with respect to the collection and publication of statistics, and the supply of statistical information, for the purposes of both the Commonwealth and the State. It provides also for the transfer of State employees

to the Public Service of the Commonwealth in pursuance of that arrangement, and for the rates of remuneration, the preservation of rights in relation to leave, furlough, gratuities and superannuation of those employees.

*Stevedoring Industry Act 1956* (No. 53 of 1956). Repeals the *Stevedoring Act 1949* and Part II. of the *Stevedoring Act 1954*. It provides for the establishment of the Australian *Stevedoring Industry Authority* which shall consist of a Chairman and two members, and for the appointment of officers to constitute the Service of the Authority to assist the Authority in the exercise of its powers and the performance of its functions. It specifies the functions of the Authority and provides that the Authority may, for the purpose of the performance of its functions, make orders, and, where an emergency is declared to exist, give directions either orally or in writing, and that those orders or directions shall not be challenged in any way in a court. It provides for the appointment of Inspectors and specifies their duties. It provides that the Authority may define the limits of a port and shall determine, from time to time, the quota of waterside workers for a port and establish and maintain a register of employers and of waterside workers at that port. It provides that a rule of a Union which discriminates against a registered waterside worker is void and of no effect and that a person shall not, by boycott or discriminatory action, hinder or dissuade a person from applying for registration or engaging in employment as a waterside worker. It provides that the stevedoring industry charge shall be paid to the Authority out of the Consolidated Revenue Fund, that the Authority may borrow moneys, shall keep accounts and furnish monthly and annual reports of its activities and annual financial statements and shall not be subject to taxation under any law of a State to which the Commonwealth is not subject.

*Stevedoring Industry Charge Act 1956* (No. 83 of 1956). Amends the *Stevedoring Industry Charge Act 1947-1954* by increasing the rate of charge in respect of the employment of waterside workers from sixpence to one shilling and sevenpence per man-hour.

*Sugar Agreement Act 1956* (No. 109 of 1956). Approves the Agreement, a copy of which is set out in the Schedule to the Act, made on 11th October, 1956, between the Commonwealth and the State of Queensland, and prohibits the importation of sugar into the Commonwealth except with the written consent of the Minister.

*Tractor Bounty Act 1956* (No. 40 of 1956). Amends the *Tractor Bounty Act 1939-1954*, and extends to 23rd October, 1958, the period during which bounty under that Act is to be paid in respect of tractors. It provides that bounty is not payable on crawler tractors.

#### § 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. Apart from the structural changes and transfers of functions described therein, there are several Departments which, in the interval between 1947 and 1956, were developed to cope with changing circumstances affecting the particular Department. The Prime Minister's Department, the Department of Immigration, and the Department of Social Services are among those whose organizations were thus altered. On page 81 of Official Year Book No. 43, details were shown of a major re-organization, in January 1956, of the functions of the Departments of Commerce and Agriculture and Trade and Customs, resulting in the creation of the Departments of Trade, Customs and Excise, and Primary Industry.

#### § 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, 1956. 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, 1955-56.

(£ )

Particulars.	C'wlth.	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	6,408	6,000	5,325	13,247	5,500	3,913	50,393
Other salaries ..	12,775	23,917	7,495	10,026	6,961	4,245	18,069	83,488
Other expenses, including main- tenance of house and grounds	106,144	12,802	41,648	15,359	6,910	22,893	9,093	214,849
<b>Total ..</b>	<b>128,919</b>	<b>43,127</b>	<b>55,143</b>	<b>30,710</b>	<b>27,118</b>	<b>32,638</b>	<b>31,075</b>	<b>348,730</b>
<b>2. Ministry—</b>								
Salaries of Ministers ..	66,129	52,270	21,205	41,049	30,019	13,430	8,700	232,802
Travelling expenses ..	13,932	(b)	1,008	(b)	(b)	2,415	5,109	22,464
Other ..	172	1,695	..	(b)	(b)	7,783	14,057	23,707
<b>Total ..</b>	<b>80,233</b>	<b>53,965</b>	<b>22,213</b>	<b>41,049</b>	<b>30,019</b>	<b>23,628</b>	<b>27,866</b>	<b>278,973</b>
<b>3. Parliament—</b>								
<b>A. Upper House :</b>								
President and Chairman of Committees ..	2,900	3,600	1,250	..	2,800	5,450	} 35831	389,543
Allowance to members ..	139,386	27,894	75,479	..	30,950	64,003		
Railway passes(c) ..	9,750	16,968	(d)	..	1,644	8,070		
Other travelling expenses ..	e 12,278	..	..	..	..	(d)		
Postage for members ..	3,996	..	..	..	240	1,199	..	5,435
<b>B. Lower House :</b>								
Speaker and Chairman of Committees ..	2,900	4,783	1,250	5,940	4,588	3,917	} 63960	992,962
Allowance to members ..	281,766	147,742	147,223	153,084	63,151	112,658		
Railway passes (c) ..	21,640	32,001	(f) 9,000	11,434	3,205	13,109		
Other travelling expenses ..	e 28,147	1,600	..	14,278	..	(f) 1,411		
Postage for members ..	7,949	9,045	..	8,180	750	1,942	..	27,866
<b>C. Both Houses :</b>								
Government contribution to Members' Superannuation Fund ..	19,912	g 5,976	15,587	7,266	7,676	..	..	56,417
Printing—								
Hansard ..	65,436	10,657	19,889	18,307	9,833	10,364	..	126,486
Other ..	52,475	26,402	15,586	5,884	21,477	3,790	11,906	137,520
Reporting Staff—								
Salaries ..	60,939	26,188	22,751	8,140	22,826	20,016	..	160,860
Contingencies ..	4,227	329	420	192	897	268	..	6,333
Library—								
Salaries ..	36,407	14,483	7,690	5,144	3,900	100	..	67,724
Contingencies ..	13,853	3,393	2,000	2,638	1,301	434	..	23,619
Salaries of other officers ..	300,974	110,182	61,939	22,499	28,098	33,078	22,665	579,435
Other ..	h 173,225	12,585	7,804	8,663	12,047	783	1,285	216,392
<b>D. Miscellaneous :</b>								
Fuel, light, heat, power, and water ..	3,930	4,076	5,242	2,507	6,244	240	} 9,403	364,732
Posts, telegraphs, telephones ..	26,655	9,803	542	1,663	2,635	864		
Furniture, stores and stationery ..	16,415	8,748	5,348	2,224	40,300	748		
Other ..	i 157,802	29,015	8,459	7,842	5,671	(j) 8,356		
<b>Total ..</b>	<b>144,2962</b>	<b>505,470</b>	<b>407,459</b>	<b>277,885</b>	<b>270,233</b>	<b>290,800</b>	<b>148,374</b>	<b>3,343,183</b>
<b>4. Electoral—</b>								
Salaries ..	384,796	7,998	4,798	16,802	23,499	23,890	5,926	467,709
Cost of elections, contingencies, etc. ..	447,210	129,833	84,012	96,965	21,196	71,551	8,953	859,720
<b>Total ..</b>	<b>832,006</b>	<b>137,831</b>	<b>88,810</b>	<b>113,767</b>	<b>44,695</b>	<b>95,441</b>	<b>14,879</b>	<b>1,327,429</b>
<b>5. Royal Commissions, Select Com- mittees, etc. ..</b>	<b>48,126</b>	<b>2,360</b>	<b>13,315</b>	<b>11,104</b>	<b>428</b>	<b>2,020</b>	<b>2,746</b>	<b>80,099</b>
<b>Grand Total ..</b>	<b>253,2246</b>	<b>742,753</b>	<b>586,940</b>	<b>474,515</b>	<b>372,493</b>	<b>444,527</b>	<b>224,940</b>	<b>5,378,414</b>
<b>Cost per head of population ..</b>	<b>5s. 5d.</b>	<b>4s. 3d.</b>	<b>4s. 7d.</b>	<b>7s. 0d.</b>	<b>8s. 11d.</b>	<b>13s. 3d.</b>	<b>14s. 1d.</b>	<b>11s. 7d.</b>

(a) Includes Executive Council except in Tasmania, where duties are performed by Chief Secretary's Department.

(b) Not available separately.

(c) 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.

(d) Included with Lower House.

(e) While in Canberra. See also (h). (f) Both Houses. (g) Lower House only.

(h) Conveyance of Members of Parliament and others not elsewhere included. (i) Includes maintenance of Ministers' and Members' rooms, £70,850, and additions, new works, buildings, etc., £39,446. (j) Includes Ex-Ministers' and Ex-Members' Life Passes (Rail), £2,714.

Figures for total cost and cost per head during each of the years 1948-49 to 1955-56 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. (£.)								
1948-49 ..	903,853	367,383	266,559	201,873	145,698	181,227	113,643	2,180,236
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	419,261	452,527	290,110	298,426	175,525	4,354,111
1954-55 ..	2,007,013	710,639	535,939	348,458	281,351	320,572	189,699	4,393,671
1955-56 ..	2,532,246	742,753	586,940	474,515	372,493	444,527	224,940	5,378,414

### PER HEAD OF POPULATION. (s. d.)

1948-49 ..	2 4	2 5	2 6	3 6	4 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
1954-55 ..	4 5	4 1	4 4	5 3	7 0	9 11	12 1	9 8
1955-56 ..	5 5	4 3	4 7	7 0	8 11	13 3	14 1	11 7

### § 6. Government Employees.

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