

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT
OF CANBERRA.

MINUTES OF EVIDENCE

(Taken at Canberra)

WEDNESDAY, 16th MARCH, 1955.

PRESENT:

Chairman	(SENATOR McCALLUM)
SENATOR BENN	SENATOR RYAN
SENATOR HANNAFORD	SENATOR WOOD

LAURENCE FREDERICK FITZHARDINGE,
sworn and examined.

THE CHAIRMAN.- What is your occupation?

MR. FITZHARDINGE.- I am a Reader in the Sources of
Australian history at the National University.

THE CHAIRMAN.- I understand you have a statement to
present on behalf of the Canberra and District Historical Society.

MR. FITZHARDINGE.- Yes. It reads as follows.-

"My Society is grateful for the opportunity to put its views
before the Committee. Though it has been said that history is
the record of the "crimes and follies of mankind" - a definition
which some of the evidence already given might seem to give a
local application - yet we feel that in planning a National Capital
some consideration should still be given to the establishment and
transmission of a national heritage of tradition. We wish
respectfully to draw the attention of the Committee to three
aspects of this:

1. The preservation, so far as possible of a sense of
continuity with the pioneering and pastoral phase of old Canberra.
The complaint is often heard that Canberra is an artificial city,
that its residents are divorced from ^{the} realities of Australian life.
To some extent, this amounts to no more than saying that Canberra
is a planned city, created for a particular purpose. Nevertheless,
by reason of its site and the nature of its early development,
Canberra has its roots more firmly fixed in the Australian soil,

SENATE CANBERRA COMMITTEE.

and is more in harmony with the true Australian tradition, for those with eyes to see and hearts to understand, than are many larger cities. For a century the story of Canberra was an integral part, typical in its very uneventfulness, of the history of Australian pastoral and agricultural development, exceptional only, perhaps, in the proportion of distinguished figures at one time or another associated with it. I suggest that it is important that the dwellers in our planned National Capital should sometimes think of their city's origins. The personal links with old Canberra are fast passing away and those material links which help to stir the imagination and give body and substance to tradition, which are so cherished in older countries, are becoming fewer almost year by year, so that even now hardly any are left within the bounds of the city proper.

The following steps suggest themselves:-

1. That steps should be taken to ensure in perpetuity the preservation of St. John's Church and the adjacent school house, and that the plan should be modified, if necessary, to ensure that subdivision is kept at an adequate distance to allow an appropriate and dignified setting for them.

Also, I might add, an unbroken view of them from strategic points. The statement proceeds:-

"This might perhaps take the form of a Pioneers' Park, which might contain such other memorials of early Canberra as could appropriately be placed there.

2. That in laying out the subdivision on / ^{the} former site of the old ^{rectory} ~~site~~, some at least of the surrounding grove of trees should be preserved, both for their scenic effect, and to preserve the memory of Canberra's first great tree-lover, the Rev. Galliard Smith, by whom the rectory was built and the original grove planted.

3. That in any plans for the future of Duntroon, attention should be paid to the preservation of as much as possible of the original homestead and surroundings.

4. That the small stone and pisé cottage between St. John's and the river, should, if possible, be preserved in an appropriate setting, as the only surviving example of the pioneer cottage within easy reach of the city.
5. That a survey should be made and a map prepared and published, before it is too late, showing the site and use of all buildings on what is now the city area at the time of acquisition by the Commonwealth and that the sites should be suitably marked with tablets or otherwise.
6. That provision should be made for a civic museum to house and preserve relics, unsuitable in form for display in the National Library, of pioneer life in the Australian Capital Territory and of persons associated with it, and also of the development of Canberra as the National Capital.
11. While tangible evidence of the life of the pioneer settlers has already disappeared from the city area almost as completely as that of their aboriginal predecessors, there still exists in the rural parts of the territory many buildings of various kinds representing every stage of its history. For the most part, these buildings are still in active use, and the present holders deserve every credit for maintaining them in good condition. It is freely conceded that general access to such buildings cannot reasonably be expected, and it is considered better, subject to certain safeguards, that the buildings should, wherever possible, continue to serve their original purposes rather than that they should be treated as dehumanised museum pieces. It is suggested, however, that:
1. A survey should be compiled of all buildings in the Australian Capital Territory erected prior to 1908, and steps should be taken by the Department of the Interior to provide, in any renewal of leases, for the proper preservation of such as may be deemed of historic interest.
 2. That where access to places of historical interest can be provided without inconvenience to the present lessees,

as e.g., in the case of St. Ninian's Presbyterian Church, and of the Farrer Memorial at Lambrigg, roads of access should be provided and the immediate surroundings should be properly maintained by the Department of the Interior.

111. Since Canberra is not only a part of pastoral Australia, but also a national capital, it would be only fitting that somewhere in the plan there should be provision for the commemoration of the leading figures in every aspect of Australia's development as it unfolds. It is true that this is already provided for in the naming of suburbs and streets, but this, though good as far as it goes, can have little appeal to the bewildered tourist, whatever may be its significance to the residents. What is needed is something far more concentrated and, if one may use the word, more spectacular, national in its conception, where visitors from every part of Australia and from overseas may pause to remember the makers of our country's greatness and to realise that Canberra is not just a remote "white elephant" in the bush, but that it is inseparably linked with the whole panorama of Australian life and is itself a significant part of that whole.

I believe that, about 1938, some suggestions were made by the late J.A. Scullin for a commemorative rose garden with statues and tablets commemorating the nationally significant figures of the past - a sort of outdoor Westminster Abbey. Something generally along this line might perhaps be associated with either Parliament House or the permanent building of the National Library, and might serve the sort of purpose I have in mind."

That is the end of the statement.

THE CHAIRMAN.- That is an interesting suggestion in the last paragraph. One of our problems is to decide what is to be done on Capitol Hill. As you know, Mr. Griffin, in the plan, suggested a civic building that would represent the spiritual side of national life. We are finding it hard to put that into concrete terms, and we have been asking various witnesses about it. Do you think that would be a suitable site for national memorials?

SENATE CANBERRA COMMITTEE

MR. FITZHARDINGE.- I think that would be a very appropriate site, if it were properly designed for that purpose. You want to avoid having a clutter of memorials, like the inside of St. Paul's.

THE CHAIRMAN.- Yes. I think great attention should be given to that. I am very interested in all the suggestions you make, and we shall consider them very carefully. You mention two churches. Where is St. Ninian's?

MR. FITZHARDINGE.- It is on the way to Hall, just outside the city boundary, a little off the Yass Road.

THE CHAIRMAN.- Is it still used for worship?

MR. FITZHARDINGE.- It was not used ^{for some time.} I am not certain whether it is used occasionally now. It is still the property of the Presbyterian Church.

THE CHAIRMAN.- With regard to St. John's, there were certain suggestions which concerned the government more than anybody else, such as having proper access and that sort of thing. Do you think that those flats that are built near it rather hide the view?

MR. FITZHARDINGE.- Yes, I do.

THE CHAIRMAN.- I regret them, myself. We cannot do anything about that now. They are ugly flats, and I do not think they should ever have been put there. With regard to the government undertaking the preservation, there is perhaps a constitutional problem, and certainly a political one. Do you know the wishes of the Rector?

MR. FITZHARDINGE.- I do not know the wishes of the Rector about the government taking that over, and I did not have anything in mind perhaps quite as specific as you are thinking.

SENATE CATHEDRAL COMMITTEE.

MR. FITZHARDINGE (Continuing). - I think that probably the church can be relied on to see to the preservation as long as it is given a clear run.

THE CHAIRMAN. - That is what I was thinking. There should be a much bigger congregation there now than they have had in the past.

MR. FITZHARDINGE. - The congregation would be much too big for the church.

THE CHAIRMAN. - That is the feeling that I have. I should think that if it were in danger of falling into disrepair and an approach were made to the Government the Government would be sympathetic. So long as the church is the property of the local congregation, I have no doubt that they can carry out their duty to keep it in a proper state of preservation..

MR. FITZHARDINGE. - I do not think there is any danger of St. John's falling into disrepair; neither is there any danger of the school house falling into disrepair, though in the past there has been grave danger of it.

THE CHAIRMAN. - The value of the school house is purely historical.

MR. FITZHARDINGE. - Yes.

THE CHAIRMAN. - St John's has both historic^{al} and aesthetic value.

MR. FITZHARDINGE. - Yes.

SENATOR HANNAFORD. - In the first paragraph of your statement you state that sub-division should be kept at an adequate distance to allow appropriate and dignified settings for all those buildings. That would be the chief responsibility of the Government in this matter?

MR. FITZHARDINGE. - If that is done, I would agree that that is the Government's share. The church could be looked to to do the rest. But the Government must provide the setting. The flats that the chairman has referred to are a somewhat awful example of the kind of thing that can happen.

SENATE CANBERRA COMMITTEE.

SENATOR RYAN. - Where is the Farrer Memorial at Lambrigg?

MR. FITZHARDINGE. - It is out on the way to Tharwa, overlooking the Murrumbidgee River. Lambrigg is at present leased by Mr. Gullett, I think. The memorial stands away from the homestead. I have not been out there recently, but I understand that there is a big file at the Department of ^{the} Interior about the provision of a road of access. The file has been lost somewhere in the ramifications of that department or between that department and the Department of Works. Technically, there is no difficulty about providing access and a small park around that memorial without interfering with the lessee's convenience. Presumably it would take a small piece of his ground.

THE CHAIRMAN. - I think that all these things should be the care of a particular person. One of the main things that we have learned about Canberra is that if a thing is everyone's business it is apt to be neglected or not handled properly. Can you make any suggestion? Your society might act as a sort of guardian.

MR. FITZHARDINGE. - Our society would be very happy to act as an adviser. You would have to have some ^{person with} ~~degree~~ of executive authority.

THE CHAIRMAN. - I should think that so long as your society is alive it could be relied upon.

SENATOR HANNAFORD. - What form does the Farrer Memorial take? I take it that it is a memorial to the prominent wheat breeder.

MR. FITZHARDINGE. - It is the memorial to the prominent wheat breeder. It takes the form of an obelisk on a hill behind his house. Lambrigg was his property. He occupied Lambrigg for a number of years and began his experiments there before he obtained an official position with the Department of ^{Agriculture} ~~the Interior~~. Lambrigg was a small farm attached to the Cuppacumbalong property, which belonged to his father-in-law.

SENATOR RYAN. - That has a tradition.

MR. FITZHARDINGE. - Farrer was very closely associated with the Territory. His work is one of the contributions that the Territory has made to Australia's development.

SENATE CHAMBERLAIN COMMITTEE.

SENATOR HANNAFORD. - It is one of the greatest contributions.

MR. FITZHARDINGE. - It is possibly one of the greatest.

THE CHAIRMAN. - It has been worth millions of pounds to Australia.

SENATOR HANNAFORD. - Federation wheat itself made the Australian wheat industry.

THE CHAIRMAN. - We thank you very much for your evidence. It will be very carefully considered.

(The witness withdrew.)

SENATE CANBERRA COMMITTEE.

MRS. JOHN HORGAN, Housewife, President of the National Council of Women,

MRS. LIONEL WIGMORE, Housewife, Vice President of the National Council of Women, Sworn and examined.-

THE CHAIRMAN.- I understand that you wish to make statements. Will you proceed to do so?

MRS. HORGAN.- This is evidence for presentation by the National Council of Women of the Australian Capital Territory to the Senate Select Committee on the planning and development of Canberra.

The National Council of Women asked to be permitted to give evidence because it is concerned with the working out of the Canberra plan as it affects housewives and business women.

The National Council is now regarded as the representative organisation of Canberra women, being composed of 31 affiliated societies with a total membership of over 1500. Delegates from these 31 affiliated societies form the Council and it is from the societies that the points presented here have come. These suggestions will be grouped under subject headings together with the names of the societies submitting them.

The Council welcomes the interest shown in the Canberra plan as a result of the Committee's enquiries and feels that general discussion of the plan is a useful step in developing civic responsibility and pride. To maintain this interest and community feeling, the Council urges that the plan should always be kept before the Canberra public; that any alteration to it should be given the fullest publicity, and that information on prospective developments be given well in advance.

The following suggestions have been submitted -

TRAFFIC AND TRANSPORT.

As the planting of trees beside roads and playing areas often results in traffic hazards, closer co-operation between the Parks and Gardens Section of the Department of the Interior and traffic authorities is advisable. (Associate Members of National

SENATE CANBERRA COMMITTEE.

Council of Women).

To minimise accidents, wide one-way roads, clear-view corners be provided, As bicycles are so much used in Canberra, special provision for this type of traffic ^{is} much needed. (Canberra Community Hospital Auxiliary put this suggestion forward).

Canberra traffic has now reached the stage when zebra crossings could, and shou'd, be established at various busy intersections throughout the city area. (R.S.L. Women's Auxiliary).

Distance of the new suburbs from the main shopping centres and the infrequency of the present bus services in these areas call for further consideration of the establishment of feeder bus routes. More thought is needed for the convenience of housewives and business people when bus routes and timetables are being planned. (Business and Professional Women's Club). (Associate Members of National Council of Women).

Delay in providing bus shelters, e.g. at Kingston and Manuka, as some protection from rain and weather is causing great inconvenience to bus passengers and some cases of sickness (bronchitis and illness due to chill) have been directly due to this lack of shelter. Several years ago, a conference, at which the National Council of Women was represented, was called by the Department of the Interior and discussed the type of shelter to be built at Kingston. No shelter has yet been built. This omission may seem a minor detail in the whole Canberra plan but, in fact, its results are by no means negligible when seen in relation to the health and outlook of those residents who use the buses. (Associate Members of National Council of Women, Country Women's Association, Canberra Nursery Kindergarten Society, Canberra Catholic Women's League).

There is need for improved street lighting in the older suburbs of Canberra. (Canberra Nursery Kindergarten Society).

Flats and hostels to be more adequately provided with protection for cars. (Business and Professional Women's Club).

SENATE CANBERRA COMMITTEE.

HOUSES AND HOME OWNERSHIP.

The National Council of Women has carried out a survey of Canberra's housing and this report is tabled for the information of the Committee.

Home ownership should be encouraged as it leads to happier and more contented family life, thus more responsible and nationally-minded citizens. (Canberra Community Hospital Auxiliary).

There is a considerable need for bachelor flats in Canberra for those people who prefer this type of living to hostels. These include older people, people in responsible positions and those who need quiet surroundings (Women Graduates Association).

During discussions at general meetings of the National Council of Women, on houses and home ownership, Delegates and associates have asked the following questions :-

Are blocks being surveyed at present with only 12 ft. between houses, leaving inadequate space for a car entrance?

Is consideration being given to providing, in proper proportion, home sites with gardens and multi-storied flat buildings, so that the density of the city may be increased by building up instead of crowding houses together?

If it is the policy of the government to encourage private ownership of homes, could some consideration be given to making land available without premiums. Could the whole question of the allocation of land for private building be fully investigated?

Is it possible for house-owners and home-builders to obtain from the Department of the Interior, information on future fuel supplies for cooking and water and space heating, in view of the cost of wood and its probable scarcity as the city develops?

REST ROOMS, CLUB ROOMS, OCCASIONAL CARE CENTRE.

Since the park behind Kingston shopping centre is now being built on, an Occasional Care Centre (as at Civic Centre) and a women's rest room, where babies and children can be fed, are urgently needed. (Canberra Nursery Kindergarten Society).

Rest rooms are needed at Kingston and Civic and we think that there should be an attendant at such rooms. Previously, mothers of small children could rest in the park at the rear of the Kingston shops, but this has now been built on. (Canberra Catholic Women's League, Business and Professional Women's Club).

A suitable building in a central position for use by all women's clubs and organisations is needed. (Business and Professional Women's Club).

(Note. - Plans were drawn several years ago by the Department of Works and Housing for a building at Kingston to house rest rooms, a cloak room and an Occasional Care Centre. Women's organisations were invited to a conference and approved the plan.)

ADMINISTRATION.

More direct participation by the men and women of Canberra in the administration of their city would help to develop civic responsibility and community spirit. The attitude of "let the government do it" is not uncommon in Canberra. It may be due to the feeling that the average citizen has very little part in the running of his city. (Associate Members of National Council of Women).

INDUSTRIAL DEVELOPMENT.

Establishment of selected industries in the A.C.T. would provide better balanced economy and opportunities of employment for young people other than the public service. (Associate Members of National Council of Women).

SCHOOLS.

Concern is felt by parents at the crowded conditions in Canberra schools. There is an immediate need for more school buildings and staff. (Girl Guides Association).

PARKLANDS AND RECREATIONAL FACILITIES.

Existing parklands to be retained and improved with such facilities as toilets, drinking water and kiosks.

A central park to be developed.

All picnic reserves outside the city to be improved and more facilities added, with special attention to the roads.

(Y.W.C.A.)

That a recreational park be established at a suitable place in the city for the use of local residents and tourists. Amenities suggested are a band stand, kiosk and toilet facilities.

SENATE CANBERRA COMMITTEE.

(Business and Professional Women's Club, Country Women's Association, Canberra Catholic Women's League, Reid Methodist Ladies Church Aid).

The National Council of Women would like to know if consideration is being given to reserving adequate land for such future essential community requirements as :-

A Theatre. (Y.W.C.A.)

A Concert Hall. (Catholic Women's League, Country Women's Association).

A gymnasium.

Additional sports grounds (Canberra City Bowling Club Associates).

Parking space close to such facilities.

Suburban play areas with standing play equipment. (Canberra Nursery Kindergarten Society).

A housing settlement for old people.

(Continued on page 1149)

SENATE CONFERRA COMMITTEE.

I should like to add that those points were all brought to a meeting of the National Council of Women. At the February meeting we invited the Associate Members and delegates from all societies to send in their suggestions. We went through them, and picked out points which we thought were more in the spirit of this Committee. Then we put it again, when we had compiled this, to our societies, to the general meeting, and this was received unanimously.

THE CHAIRMAN.- I thank you for your statement, Mrs. Horgan. We can take it that these submissions, although put forward by various societies and organizations, have the support of the whole National Council?

MRS. HORGAN.- Yes.

THE CHAIRMAN.- A good deal of your evidence supports evidence that we have had from other witnesses, but there are one or two points on which I should like information. First, the recommendation with regard to administration is a little vague. Have you any specific recommendation as to representation on a governing body, or anything like that?

MRS. WIGMORE.- No, we have not. We feel that such a matter is too complex for an organisation like ours. Some time ago, when the Advisory Council called for opinions of community organisations, the National Council appointed a small sub committee, and we gave the matter considerable thought. We felt that it was extremely complex. There were so many points which naturally are within the control of the Commonwealth government, and so many that are really local government matters. It is almost impossible for amateurs to divide them.

THE CHAIRMAN.- We know that it is complex, and for that reason, we want all the advice that we can get.

MRS. WIGMORE.- We felt that all we could do was to wish the Advisory Council good luck in the investigations of this and we also hope that any scheme which would be put by the council to the community would have the fullest publicity and that we would have an opportunity of debating it at length.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN.- Do you mean that you wish this Select Committee good luck in its investigations?

MRS. WIGMORE.- We do.

THE CHAIRMAN.- I shall take this opportunity to put to you questions that I have addressed to other witnesses about the operation of the administration. Would you think it a good thing to have a representative for Canberra in the Senate as well as in the House of Representatives?

MRS. WIGMORE.- I think the more representatives Canberra has, the better.

THE CHAIRMAN.- Do you think that whatever body we advise for local government, the elected representative should have a vote as well as a voice? That is to say, if you have a body making ordinances, you should have people there to vote on the ordinances and not merely tender advice?

MRS. WIGMORE.- Perhaps I could say that these are matters on which we can only give our individual opinions. They have not been discussed.

THE CHAIRMAN.- Your individual opinion is of value. Do you think that whatever representative body we have to govern Canberra, the local inhabitants should have a member who has a vote in making ordinances or regulations for the city?

MRS. WIGMORE.- Yes, instead of being purely advisory.

THE CHAIRMAN.- You do not want to deal with specific matters such as whether there should be a Legislative Council for the A.C.T., for Canberra itself, or a local Council? You have not made up your minds?

MRS. WIGMORE.- No. We feel that something more in the nature of municipal council would be desirable.

THE CHAIRMAN.- For the whole of Canberra?

MRS. WIGMORE.- Yes.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- Have you considered whether it might be better to have several municipal councils, as is the case in Sydney for instance?

MRS WIGMORE.- No.

THE CHAIRMAN.- I suggest that it would be worth your while to bring it before your council and have a definite opinion on it.

MRS WIGMORE.- Yes.

THE CHAIRMAN.- Where do you think the central park should be.

MRS. HORGAN.- There are several suggestions. One is that it could be between the Prime Minister's Lodge and Capital Hill. It is felt that the outlook from the Prime Minister's Lodge is very poor. I'm putting this forward as a suggestion that was made to me.

THE CHAIRMAN.- It would be towards one side of the city, in that position.

MRS. HORGAN.- The point about it is that all the buses pass that area.

THE CHAIRMAN.- In the original plan there is provision, in front of Parliament House looking towards the War Memorial, for, first, a triangle in which government buildings will be placed then a basin for water. On the other side of that is an area which to some extent is indeterminate. Would you not think that a park in that area would be good?

MRS. HORGAN.- The suggestion I have made to the Committee was made to me. It is only a personal opinion but it is believed that the situation I have suggested facing Parliament House when it is constructed on the permanent site would be ideal.

THE CHAIRMAN.- Parks have various uses. There are parks for picnics, and parks which are valuable mainly for their scenery qualities when viewed from a distance and there are parks that are left in a wild state, and parks with trim lawns and gardens. Do you think we should have park land of all those descriptions in Canberra?

MRS. HORGAN.- There is plenty of room for it.

MRS. WIGMORE.- The idea of botanic gardens has been suggested. It seems admirable. As far as wild parks are concerned there is rather too much of that in Canberra already.

THE CHAIRMAN.- But Canberra is growing and will continue to grow and the rate of increase will become greater. I think we have to look forward to preserving a good deal of land against the future. The time may come when in certain areas the problem will not be one of filling up the space. I shall not detain you on that matter but we think that all these matters are well worth consideration by your organisation. While we can form our own opinions we want to know the views of the inhabitants of Canberra fully.

SENATOR HANNAFORD.- You have made certain recommendations about park lands and recreational facilities. Has the National Council of Women given consideration to the question of who is to pay for all those things, whether the money will be raised locally, or partly locally, or whether the Commonwealth is to take the responsibility of providing it out of revenue?

MRS. HORGAN.- Until we have local government here the responsibility naturally falls on the Commonwealth Government. But the question does arise, because a number of sporting facilities in Canberra at the moment are being thrown back on the residents for their upkeep. I should say that as far as park lands are concerned they should be the responsibility of a local governing body.

THE CHAIRMAN.- Possibly park lands fall into two classes. Certain parks exist for the purposes of all the citizens of the Commonwealth, such as parks for the beautification of this city as the national capital, from which all the citizens of the Commonwealth benefit. I think that they would probably be mainly, or entirely, the responsibility of the Government. There are also local suburban parks which in the main exist for the people who live in the district, responsibility for which might be placed on local people.

MRS. HORGAN.- I cannot see that at all, until we have proper local authority. In some of the suburbs there are progress

SENATE CANBERRA COMMITTEE

associations. They have not got very far ahead.

THE CHAIRMAN.- I think that is very sound. You are getting back to the sound principle of "no taxation without representation". Suppose we have municipal councils, or a municipal council, do you think that perhaps park lands mainly for the local inhabitants should be their responsibility? I hope that nobody will get the impression that when we are questioning you about finance there is any attitude of hostility to the people of Canberra. One of the most difficult problems we have to face is to divide fairly between the people of this city and the people of the whole Commonwealth the financial responsibility for various developments in Canberra. If Canberra is to go ahead we must convince the taxpayer of the Commonwealth that he is being taxed only for his own benefit and not for the particular benefit of the people of Canberra.

MRS. WIGMORE.- On the subject of wild park lands, the picnic reserves at the Cotter, Kambah and Pine Island are very popular with tourists who come to see Canberra as the national city. Therefore they are of benefit to the whole Commonwealth. They are very attractive in their wild state and could become more so with a few amenities such as we have suggested. When we talk of wild park lands perhaps we have those in mind.

THE CHAIRMAN.- I like a little bit of wild park land in the centre of the city.

MRS. WIGMORE.- You may get that in the botanical gardens.

SENATOR HANNAFORD.- Such tourist facilities are not only in the interest of the Commonwealth. There are local people who derive great benefit from tourist trade. Would it not therefore be in the interests of Canberra people to undertake some responsibility in regard to the provision of these amenities at the places you have mentioned.

MRS. WIGMORE.- Canberra citizens do benefit from tourist traffic but at present I do not see anybody who could undertake those improvements.

SENATOR HANNAFORD.- It is recognized that there is nobody at present other than the department concerned.

SENATE CANBERRA COMMITTEE

MRS. WIGMORE.- There will have to be some local body which receives revenue and that, of course, is a future provision. When we listed these things we termed those "future community requirements" and they would be dependant on the existence of such a body.

SENATOR HANNAFORD.- You mentioned also that a central park should be developed. Are you aware that the plan provides for a central park on the north side of the Commonwealth Avenue Bridge. It is to be an extensive area adjoining the Civic Centre in the part where the new swimming pool is being constructed. The plans for the establishment of a park there are quite grandiose and include the amenities you have outlined.

MRS. HORGAN.- There should be facilities there for hot water and there should be a picnic area.

SENATOR HANNAFORD.- I understand that is envisaged in the plan.

MRS. WIGMORE.- I should like to comment on one of the suggestions that we have made. The National Council of Women feels that the fullest publicity should be given to these plans. The public should be kept informed about them. Many people do not know what is being planned. Some such exhibition as a town planning exhibition, if held fairly regularly, would inform the Canberra population of what is planned for them. I think it would be a very good idea if the people were able to comment in the press on the plans.

SENATOR HANNAFORD.- You have some connection with the News and Information Bureau?

MRS. WIGMORE.- Yes.

SENATOR HANNAFORD.- That could be a means of giving greater publicity to the proposals to develop Canberra.

MRS. WIGMORE.- This suggestion has nothing to do with the News and Information Bureau. It came from one of the members of the Women Graduates' Association.

MRS. HORGAN.- It has been felt that these plans might be made available to the public by the department of the Interior.

If these plans were on view interested people could examine them.

SENATOR HANNAFORD.- You would not suggest that Canberra is lacking in such facilities as baby health centres and so on, in comparison with other cities?

MRS. HORGAN.- No.

MRS. WIGMORE.- I think that part of the population is well catered for. Of course, it is a growing section of Canberra's population.

SENATOR HANNAFORD.- What is your opinion of Canberra's existing shopping facilities.

MRS. HORGAN.- They are improving, but the biggest drawback at the moment is the roundabout bus routes that people have to use. To travel a mile they have to travel three miles sometimes. Civic Centre is to play a big part in Canberra's development but it is only recently, during the last week or so, that buses have been running down Lonsdale Street, Braddon, which is adjacent to Civic Centre. Previously people shopping in Lonsdale Street had to walk to the next shopping centre at Civic Centre. With all the development that is going on round there it is going to be very hard with present transport to get round to all these places. The latest development in the transport system in Canberra is that fares are charged on a mileage basis. There is a minimum charge of 6d. for the first section. If you travel by bus on a direct route from one point to another you may pay 6d. or 7d. but if you happen to get on a bus that goes by a roundabout route you pay more to travel between the same two points. As Canberra develops outward in the Civic Centre area bus-fares for people in those areas will be very high.

SENATOR HANNAFORD.- Do you think it would be fairer in principle if the charges were based on distance as the crow flies, as trunk-line telephone charges are based?

MRS. HORGAN.- Feeder buses or buses direct to shopping areas instead of buses that travel miles and miles around would be better.

SENATE CANBERRA COMMITTEE.

MRS. WIGMORE.- What was discussed was a shuttle service between Kingston, Manuka and Civic, with feeder buses bringing the passengers into those points. So many of the newer suburbs are very badly supplied with transport, and a small feeder bus service, which presumably would be much cheaper to run than bigger buses, could probably handle the traffic satisfactorily, except in the peak hours.

SENATOR HANNAFORD.- You mentioned in your report that you would recommend the provision of zebra crossings. In what particular places would you suggest that such crossings be provided? It seems to me that the density of pedestrian traffic is not of sufficient proportions to warrant such a thing, and it also seems to me that where these crossings have been instituted in other cities they have not been an unqualified success.

MRS. HORGAN.- That, again, is looking forward. There are certain crossings at Civic that are very difficult

MRS. WIGMORE.- And at Manuka the traffic is very confused.

SENATOR HANNAFORD.- You would not suggest that such crossings be provided before they are needed?

MRS. HORGAN.- No. That is only long range planning. When the place grows sufficiently, some consideration should be given to traffic.

SENATOR BENN.- Such crossings would be to the advantage of women and children if they were there at the present time?

MRS. HORGAN.- They would be, I think. A particularly bad crossing is from Young's corner at Civic to the Y.W.C.A., and there is also another to the Civic theatre. There is quite a lot of traffic and you have to wait your turn. The cars come from all directions.

MRS. WIGMORE.- Another bad crossing is at Kingston where the road turns round by the Post Office. It is difficult to get a view of all the traffic.

SENATOR WOOD.- Under the present system, I understand that the Federal Government charges a rent which is based on a

SENATE CANBERRA COMMITTEE.

rating value which is low in comparison with what other people pay. What do you think the people of Canberra would think about paying an increased rental to cover some of these extra amenities? Does the National Council of Women think that the Government should provide them, or does it think that the people of Canberra should be responsible to provide some of the amenities, such as parks, themselves?

MRS. HORGAN.- I do not think we went into it as deeply as that.

MRS. WIGMORE.- These, of course, are plans for the future - those parks. We think of them as future needs, when the population is bigger. In that case, you might get a different attitude to increased rates. I think it is a matter that will have to be put to the population as a whole.

SENATOR WOOD.- The people in Queensland, for instance, have not a very close contact with the people in Canberra. At the present time, Canberra people probably have a lot more services than the people in country towns in Queensland have, and the Queensland people have to provide such services for themselves. Their reaction is, "Why should Canberra have them provided, when we have to pay for them ourselves".

MRS. WIGMORE.- I think it comes back to the point that the Canberra people feel they have no voice in these matters, and their attitude is not very developed because of that.

SENATOR WOOD.- Do you think that if the Canberra people had some say in a form of local government, they would respond more and give more effort to the creation of their city?

MRS. WIGMORE.- I think it is very likely.

SENATOR WOOD.- Yesterday we had as a witness an architect and town planner who indicated that he felt that one of the things lacking in Canberra was a shopping or business area, a main shopping street or block. How do the women of Canberra react to that suggestion?

MRS. WIGMORE.- Personally, I quite agree.

SENATOR WOOD.- Do you think that would strike a note of accord with the women folk?

MRS. HORGAN.- As I have said, the bus service here takes you round the world if you want to travel from one suburb to another. It is almost a day's journey to go from Reid to Kingston,

which adds to the cost of living. The point about it is that, even if we did favour that suggestion, the plans are already made for the shopping areas.

SENATOR WOOD.- No, they can be modified. To a great extent, a town or city should be planned around the needs of the women. Do you feel that the plan should be amended in some way to provide for a well developed shopping centre, a main shopping street, and that there should be more centralised buildings to give better service.

MRS. HORGAN.- I think the majority of people would welcome it, provided the plans included provision for a meeting room that women could use. I think the shopping centres should include a central place. If you have to travel from one side of Canberra to the other, it would be better if you could have a more dense shopping area with facilities for entertainment and other things that would appeal to women. I think the majority of women would welcome that.

SENATOR HANNAFORD.- Do you think you would ever get general agreement as to which area was to be the main area?

MRS. HORGAN.- I think that would be rather hard, but I do not see why not. At one period we rather advocated corner shops. We had a survey some years ago on the shopping facilities, and it was recommended that little community shopping centres be built. I do not see why one big shopping area would not be to the advantage of the people, provided you did not have to run out to buy your odd bits.

THE CHAIRMAN.- Would you recommend a corner shop right in your residential area?

MRS. WIGMORE.- Yes.

MRS. HORGAN.- I do not know. Living in a suburb where there is no provision for it at all, I cannot afford to forget.

MRS. WIGMORE.- I live in a suburb where, until some time ago, there was a mile walk to the shops because of a practically non-existent bus service. In the last few years they have developed a little shopping centre at Griffith, and it is of the greatest convenience. I cannot see why these shopping centres should not develop as they do in any other city.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- Have you any criticism of the retailers generally in Canberra - not of individual persons or firms, of course?

MRS. HORGAN.- No, I would not say so. I think the majority of retailers do their best to meet the needs of the people, but naturally they are limited.

THE CHAIRMAN.- Do you think they are prejudiced to the extent that many people do a good deal of their major shopping in the capital cities of the states - in Sydney and Melbourne? Yesterday I wanted an article, the kind of thing that most men require, and in one shopping centre they had nothing corresponding to it, whilst in the second one they had only a substitute. One man said to me, "We do not carry that because people do their shopping in the capital cities of the states" Do you think that is true?

MRS. HORGAN.- That is true, but I think the shopping is coming more to Canberra now.

SENATOR WOOD.- With regard to the combination of shopping and parks, a witness said yesterday that he thought the best solution for a city design was to have wedges or fingers of recreation and park areas growing out of the centres. For instance, if you had two blocks of residences they would be divided by a green strip on which would be your community shopping centres, recreation centres and park lands. How does that appeal to you?

MRS. WIGMORE.- Is not ^{that} the accepted idea of modern city planning now?

SENATOR WOOD.- Yes. How does it appeal to the women of Canberra?

MRS. WIGMORE.- I should think that anything that makes for centralised playgrounds and services would be welcomed.

SENATOR WOOD.- The basic planning is that women should not have to walk for more than five or seven minutes to do shopping, and that the children should be close to the playgrounds.

MRS. HORGAN.- One of our executive members has a child who is just starting school and who has three miles to travel. Of course, it is going to take a long time to get facilities in each

suburb.

SENATOR WOOD. - Modern planning is meant to save the child from risk of accident in going to these things, and to save women time and energy in going shopping. Do you think that would appeal to the women of Canberra?

MRS. HORGAN.- I would not be prepared to say yes to all those points. I think it would appeal to me, but I do not know whether it would appeal to everybody.

SENATOR WOOD.- Apparently the various women's associations have no objection to the building of flats, provided there is a reasonable balance between homes and flats in the area?

MRS. HORGAN.- Again the buses come into the picture, because of the distances to be travelled. Naturally people do not want to live miles away from their work. I know they do in other capital cities and that they spend hours travelling, but some of the suburbs here do seem a long way out. The idea is that if the growth came in a bit more it would be better. I do not know whether I altogether like the idea of eight storey flats, but I think there could be more flats. As I say in this report, I think there should be consideration for the people who wish to live in a flat rather than in a hostel, particularly ^{older} ~~elderly~~ people.

SENATOR WOOD.- Generally speaking, you have no objection to flats

MRS. HORGAN.- No, provided they are in keeping with a garden city. Another point that has been mentioned on various occasions is that there should be provision in flats for playgrounds for children. If they were built in a square that could be done.

SENATOR WOOD.- I have noted your suggestion in your report that each flat should be surrounded by sufficient land to permit children to play. If you have individual homes, there are backyards.

MRS. HORGAN.- Yes. The flats that are built between the Hotel Civic and the Hotel Ainslie have been built in a square, and they have a large area onto which all the flats back. That is quite good. They are quite acceptable. They are nice flats, and there should be a lot more like them.

MRS. WIGMORE.- There is a large number of people, quite

SENATE CANBERRA COMMITTEE.

apart from the people who are at present living in hostels and who require small batchelor flats, who prefer to live in flats rather than in houses. I think their needs should be catered for too.

SENATE GENERAL COMMITTEE.

SENATOR WOOD. - It looks as if it is something that we have to accept today.

MRS. HORGAN. - Yes.

SENATOR WOOD. - The National Council of Women is particularly keen on the provision of a women's rest room in the main shopping centre?

MRS. HORGAN. - Yes. There are quite a number of people who come from out of town who feel that they want somewhere where they can rest, and particularly where they can take their children. They can take babies to the Occasional Care Centre, but the ~~larger~~ *other* children do not go there.

SENATOR WOOD. - You state that the Y.W.G.A. wants a theatre and the Country Women's Association wants a concert hall. I do not suppose that you want both a theatre and a concert hall.

MRS. HORGAN. - I do not think so. I think some provision in the way of the hall is the main thing.

MRS. WIGMORE. - Looking into the future again, a theatre and a concert hall are rather two different things as regards architecture, are they not? When the concert hall was mentioned, I think we were thinking of Canberra's lack of any suitable place for orchestral concerts. Canberra is very badly served in that way. We have visits by the A.B.C. Orchestra, but there is not a very suitable place for those concerts. The acoustics of the theatre where they are now held are not good, and the Albert Hall is very small. A theatre would hardly serve the purpose for orchestral concerts, too.

SENATOR WOOD. - I do not know whether you would need both. This is a matter that I have gone into a lot in relation to my own city of Mackay. A stage could be designed in such a way that it could be used for both concerts and theatrical performances. I am sure of that. Do you not think that the basic requirement would be proper acoustics?

MRS. WIGMORE. - Yes.

SENATOR WOOD. - You spoke of a symphony orchestra. All that it really needs is a stage large enough to seat the orchestra. The

SENATE CANBERRA COMMITTEE.

The main requirement is acoustics that will allow the sound to travel to the listeners.

MRS. WIGMORE. - Yes. That would probably mean rather a large building for a theatre, would it not?

SENATOR WOOD. - Not of necessity. A backdrop of curtains can be used. It depends on the number present. A theatre and a concert hall would be very fine physical features, and a planner would have to make provision for them. I think that a good architect could probably design one building to suit both purposes.

MRS. WIGMORE. - If it could be designed satisfactorily for both purposes, that would do. But, looking into the distant future, if Canberra is to grow into a large city, it would not be unreasonable to have both a theatre and a concert hall.

THE CHAIRMAN. - It would be reasonable to provide sites and to make provision for both?

MRS. WIGMORE. - Yes.

SENATOR WOOD. - In relation to a housing settlement for old people, do you realise again that Canberra is in a different position from that of any other municipality. How do you suggest that this housing settlement for old people be provided? Does the National Council of Women intend that the Government shall provide all the money, or have you local charitable organisations that would collect funds and which you ask to be subsidised?

MRS. WIGMORE. - This is a matter very close to the heart of the National Council of Women. We have talked about it for a long time and have done a certain amount of work on it.

MRS. HORGAN. - We made a survey and found that there are quite a number of people who need those homes. The need is there. The National Council of Women runs a club for the elder people. That is to get those people together to give them something while we are waiting for those homes - to get them together and get them to know one another. We run this club once a fortnight. The average attendance is 70 people. You can realise that there are a number of people who are not able to come each time. They have a committee of their own. The representation of the National Council of Women

SENATE CANBERRA COMMITTEE

certainly looks after it, and our societies provide afternoon tea. In view of that, this housing settlement for old people has been spoken of for many years, but it sort of fell through. The National Council of Women took it up again and made an extensive survey of the need for these homes. We then passed it over to a committee. It is not the policy of the National Council of Women to carry these things through. We only show the need for them. There are not the wealthy people in Canberra, naturally. Most of them are public servants.

SENATOR WOOD. - There is probably a better average standard of income in Canberra.

MRS. HORGAN. - Yes, but there are not the wealthy people who could endow a home. There is no one like that living in Canberra, we find. The idea is that we are now preparing plans, or looking for a site. The matter has been passed over to a committee, with the idea that there shall be a central administration block that will provide living accommodation for a matron or a nurse with experience of that type for single old people who are alone. They would be in the one block and would have a community room. We are hoping that perhaps some well-intentioned people will provide a cottage for old people. But we feel that under the circumstances here the Government might build the central block and the rest of it would be up to public subscription. We would open a fund for it. These small cottages would then be built by well-intentioned people or societies.

SENATOR WOOD. - Some provision might perhaps be made in the plan for a suitable site.

MRS. HORGAN. - Several sites have been spoken of, but up to date nothing has been settled.

SENATOR WOOD. - From the point of view of cost of construction, have you thought that elsewhere in Australia a pound for pound subsidy is paid by the Federal Government?

MRS. HORGAN. - Yes.

SENATOR WOOD. - In Queensland the local authorities do some of this work, with the aid of a subsidy of half the cost from the State Government. The Federal Government does not subsidise them. Churches and charitable organisations raise funds and are subsidised

SENATE CANBERRA COMMITTEE.

£ for £ by the Federal Government.

MRS. HORGAN. - Yes.

SENATOR WOOD. - Keeping in mind the subsidy that is paid elsewhere in Australia for the work undertaken, has the National Council of Women considered that some organisation in Canberra could sponsor the raising of half the funds required with the idea of obtaining the Commonwealth subsidy?

MRS. HORGAN. - They are hoping that some person might come to light with a large sum of money and endow something.

SENATOR WOOD. - In other States the funds come not from the wealthy people, but from organisations.

MRS. HORGAN. - In other cities you have the help of the State Governments, as well as a Commonwealth loan. We have nothing.

SENATOR WOOD. - I am trying to get the reaction of Canberra people to the idea that they should do as is done in Queensland, where churches and charitable organisations, if they undertake this work, receive a £ for £ subsidy from the Commonwealth.

MRS. WIGMORE. - We have had a great deal of discussion on this question of homes for old people.

SENATOR WOOD. - I am very keen on the provision of homes for old people.

MRS. WIGMORE. - We have discovered, through the Thursday Club, that in Canberra there is quite a need for accommodation for old people. It is a much greater need than we thought when we first went into the matter. We feel that it is too big a matter for the National Council of Women to handle and that it should be a community matter. It is now in the hands of a community committee in its very early stages, and that committee is investigating all these aspects of it and is encouraging various community organisations to come in. But, as to the planning and financing of it, it is in its early stages yet. The churches are interested, but the church groups are working for their main church funds which help to support the church organisations' old people's homes in other States. That comes into it too.

SENATOR RYAN. - There is in Canberra at present no body

SENATE CANBERRA COMMITTEE.

that caters for the housing of old people?

MRS. WIGMORE. - Only this provisional committee, which was formed as a result of the work that the National Council of Women did at the beginning.

SENATOR RYAN. - It does not actually house old people?

MRS. WIGMORE. - No.

SENATOR BENN. - Your evidence amounted to a plea for the provision of housing for old people?

MRS. HORGAN. - Yes.

SENATOR BENN. - You ask that the Commonwealth Government provide the amenities and services that are at present provided in cities outside Commonwealth territories?

MRS. HORGAN. - Yes.

SENATOR BENN. - Your request does not go beyond that?

MRS. HORGAN. - Not at the moment.

SENATOR BENN. - When you prepared your evidence were you aware that Canberra is a Commonwealth Government city? The Commonwealth Government owns more than 90 percent of the residences. It owns the main services provided, such as electricity and water supplies, roads and footpaths, ^{and} substantially the whole of the transport facilities, and it owns Parliament House also. It is a Commonwealth-owned city.

MRS. HORGAN. - Yes.

SENATOR BENN. - It was with a full knowledge of those facts that you made this plea?

MRS. HORGAN. - Yes.

SENATOR BENN. - The residents of Canberra have to pay income tax?

MRS. HORGAN. - Yes.

SENATOR BENN. - They pay sales tax and excise and customs duties, which are added to the cost of the goods purchased here? You were aware of that?

MRS. HORGAN. - Yes.

SENATOR BENN. - Do you know also that the taxes collected from the residents of Canberra go into general revenue?

SENATE CANBERRA COMMITTEE.

MRS. HORGAN. - Yes.

SENATOR BENN. - Are you aware that there is a special grant made annually from revenue to the South Australian Government?

MRS. HORGAN. - What do you mean by that?

SENATOR BENN. - A special grant of millions of pounds made annually from revenue. It is used by the South Australian Government for the provision of services in South Australia.

MRS. HORGAN. - Yes.

SENATOR BENN. - Do you consider that, in making your plea, you are not unfair to the Commonwealth Government or to the residents of Australia outside the Australian Capital Territory?

MRS. HORGAN. - We do not think that we are unfair. We consider that Canberra, as you say, is a Commonwealth city.

SENATOR BENN. - Neither do I think that you are unfair.

MRS. HORGAN. - We feel that everything from Canberra goes in and we do not get anything out.

SENATOR RYAN. - You stated that a recreation park should be established at a suitable place in the city for the use of local residents and tourists. Have you in mind that such a park already exists at Westbourne Woods? What is the feeling of the National Council of Women about that park? Would it meet the need? I think that if it were given more publicity and if greater facilities and better transport were provided to enable the residents of Canberra to make use of it, it would meet the immediate need envisaged by your organisation.

MRS. WIGMORE. - The only thing is that it is a little far out for tourists who come to Canberra to see the centre of the city - the Australian War Memorial, Parliament House and so on. They need a central park for picnicking, if they are here for a day or two, or are just spending a day here.

SENATOR RYAN. - The Cotter Dam is on the list for the inspection of tourists, and they are able to travel to the Cotter, which is 12 miles away. I suppose that Westbourne Woods/^{park} is only about two or three miles out. I consider that if it received greater

SENATE CANBERRA COMMITTEE.

publicity it would suit the purpose.

MRS. WIGMORE. - Yes. It certainly would seem to me to require greater publicity. I did not know that it was a park. Is that the area at Yarralumla?

SENATOR RYAN. - Yes.

(Continued on page 1169)

SENATE CANBERRA COMMITTEE.

MRS. WIGMORE.- I did not know it was a public park

MRS. HORGAN.- I did not know, either. I was trying to work out where it was.

SENATOR RYAN.- It is an amazing place, if you inspected it. What is the attitude of your organisation concerning Canberra roads generally? Are they hazards?

MRS. HORGAN.- They are not wide enough for a start.

SENATOR RYAN.- That is right. Certain roads which are regarded as arterial roads are within that category?

MRS. HORGAN.- Quite a number of roads are not wide enough, and there is not sufficient room for cyclists. As I have pointed out, there are many cyclists in Canberra. I have in mind the road which leads down from the War Memorial across Scott's Crossing to the offices at Barton. It is not wide enough, and at peak periods, it is quite a hazard for cyclists. It is more of a hazard for pedestrians. No provision is made for pedestrians. My husband walked to work for 20 odd years since we have been here, and he would have to skip off the road on more than one occasion.

SENATOR WOOD.- There is no footpath?

MRS. HORGAN.- There is no footpath at all, and on a wet day pedestrians have to walk on the edge of the road. I do not say that very many people take that walk, but there is no provision made for pedestrians. Cyclists also feel that it is a dangerous way for them to travel. There is just enough room for motor cars to pass, leaving no room for the cyclists. There is quite a hazard.

THE CHAIRMAN.- We are well aware of the risks run by pedestrians. I have nearly been run over twice.

SENATOR RYAN.- I take it that you are familiar with Adelaide Avenue which runs out to Yarralumla?

MRS. HORGAN.- Yes.

SENATOR RYAN.- That would be a particular hazard?

MRS. HORGAN.- Across to the Yarralumla housing settlement it would be.

SENATE CAMBERRA COMMITTEE.

MRS. WIGMORE.- The traffic hazards are increased by the trees.

SENATOR RYAN.- Mrs. Horgan, you have been a resident here for 20 years. Has Adelaide Avenue been improved during the time you have been here?

MRS. HORGAN.- I do not think it has very much. They seem to be cutting in there. I do not use it a great deal.

SENATOR RYAN.- It is an important highway - an artery?

MRS. HORGAN.- Yes.

SENATOR RYAN.- Are you aware that in the Burley Griffin plan, avenues were to be of certain dimensions? All avenues were to be 200 feet in width. You would say Adelaide Avenue has not complied with that requirement?

MRS. HORGAN.- I do not think so. I do not think that the roads are wide enough. They have widened Civic Centre in one part. I think there will be a great risk with the new buildings at Civic. That road is far too narrow, and I believe that the road should have been widened before they sold off those blocks. Every time I look at it, I feel very concerned.

(The witnesses withdrew).

ROBERT ROBSON, Foreman Painter, Sworn and examined:-

THE CHAIRMAN.- Do you wish to make a brief statement?

MR. ROBSON.- Yes, I am here on behalf of the Philharmonic Society. We should like to support some of the evidence which has been given before you gentlemen previously regarding the need for theatres and additional halls in Canberra; but we feel that the previous evidence has not stressed the urgency of the matter.

We operate in a different type of atmosphere from say, the dramatic group. I have in mind repertory halls which have small groups. We are dealing with groups of from 70 to 80 persons at a time. The accommodation problem for us is acute. We are at the mercy of church halls which are inadequate for rehearsals. The Albert Hall is not adequate for performances. The stage itself is very poor, and the accommodation for the cast, which is at the rear of

DORIS CALDERA COMMITTEE.

the stage is unsatisfactory. We sometimes have from 40 to 50 ladies, including the principals, ballet and chorus, crammed into two rooms possibly about 10 feet by 12 feet. The men and the orchestra are downstairs underneath the stage, where the chairs of the Albert Hall are normally stored. They have no toilet facilities whatsoever. The lighting, and indeed the whole set-up of the Albert Hall is farcical from the standpoint of stage production.

We are the only society in Canberra that brings musical comedy, comic opera or that type of musical amusement to the people here. We feel that we are an essential part of the community. We are not only catering for the people who like to witness that kind of performance, but also for the people who like to perform in that field. As I have said, we have on the stage approximately 70 to 80 persons at a time, and for the production from 120 to 130 people are involved, so we differ from the dramatic group in that respect. All our society operates at the one time. We do not just have groups of seven, eight or possibly a dozen at a time.

Our performances are restricted throughout the year due to lack of accommodation. If we had suitable accommodation, we could perform on a one hundred per cent greater basis. At the present moment we give two performances a year, because it takes approximately three months to put these things through. If we had the facilities, we could have four performances a year; but the accommodation is so poor and so tight so far as we are concerned, that we cannot do it.

The disadvantage of rehearsing in a small hall is this: we are in the throes of another performance now. Performance in a small hall for the best part of two and a half months is completed and then we go to the Albert Hall, which is a much larger hall, and the cast is lost, because it has lost the art of throwing the voice, and pitching it. Bookings for the Albert Hall are so great that it is practically impossible to have more than one or two rehearsals before you get onto the stage for your performances. It is almost an impossibility to ask amateurs to perform to the best of their ability under those conditions. We feel that whilst the evidence is being given to this committee on the necessity for theatres and halls

SENATOR CHAIRMAN COMMITTEE.

and we support it wholeheartedly, the planning in our opinion is too far distant. We feel that something should be done with the accommodation that we have today so that we can get over that troublesome period of waiting for theatres or halls, or whatever is to be provided in Canberra.

THE CHAIRMAN.- The matter you want to stress is the immediate necessity for a theatre or music hall?

MR. ROBSON.- A symphony orchestra and the whole thing. We have no fault to find with the accommodation in the Albert Hall from the standpoint of seating. The seating in the Albert Hall is second to none in Australia for comfort. The heating is a different kettle of fish. I have seen the Prime Minister come with a rug.

THE CHAIRMAN.- There is no proper accommodation for orchestra?

MR. ROBSON.- Behind the proscenium, there are no facilities whatever. Have you seen the small room?

THE CHAIRMAN.- I know the needs of people acting in comic opera, because I have been in one.

SENATOR RYAN.- Could not that difficulty be remedied.

MR. ROBSON.- We feel that something should be done to the Albert Hall before a permanent theatre is built, to meet immediate needs.

SENATOR WRIGHT.- You are advocating a quick alteration of the Albert Hall?

MR. ROBSON.- My idea, and the idea of our society is that the heating of the Albert Hall could be remedied by an air lock in the front of the Albert Hall so that when the front doors are open, the cold air is not beating in. There are heating appliances in the hall now but when the front doors are open, the cold air blows in, and you lose whatever heating you have had. An air lock at the front would overcome the heating problem. An architect would be required to say, in reference to the ^{back of the} stage, what could be pulled out and what extensions could be made. We feel that the immediate needs could be met by alterations to the back of the hall, and

SENATE CANBERRA COMMITTEE.

possibly an air lock or something of that kind to the front of the hall.

SENATOR WOOD.- It is a very practical suggestion.

MR. ROBSON.- The seating accommodation in the Albert Hall is 720 and regardless of what anybody says, it is sometimes difficult to fill the Albert Hall.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- Including the gallery?

MR. ROBSON.- We feel that seating accommodation at the Albert Hall at the moment is adequate.

SENATOR WOOD.- Next week you are putting on "Pink Champagne" which is otherwise known as "Die Fledermaus"?

MR. ROBSON.- Yes, we shall have between 1,700 and 2,000 people for a run of three nights. It is difficult sometimes however to fill the house when you have a straight concert. I would say that the average attendance at the Albert Hall would be two-thirds of capacity. Some performances get full houses, others do not. We feel that accommodation area is adequate from the staging point of view.

SENATOR WOOD.- Do international celebrities brought to Australia by the Australian Broadcasting Commission appear at the Albert Hall.

MR. ROBSON.- Yes, they fill the house.

SENATOR WOOD.- For one night?

MR. ROBSON.- Yes. If they were giving a season of two or three nights I should say it would not be full. We know that from our own performances. Three years ago we started off with a concert version of Gilbert & Sullivan. It was a one-night show and it took us all our time to fill the hall but now we have up to a three or four night season and we play now to about 2,000 people. You build up your prestige, but your population is growing also.

SENATOR RYAN.- Are you in session all the year?

MR. ROBSON.- When we are not performing we are rehearsing. We are an amateur body with no paid officials or other persons whatsoever.

THE CHAIRMAN.- Not even the producer is paid?

MR. ROBSON.- No, everything is voluntary.

SENATOR RYAN.- I think the repertory people have much the same complaint regarding lack of adequate facilities for staging their productions as the witness has made.

SENATOR WOOD.- The Canberra Repertory Society receives from the Federal Government a subsidy of £950 a year. Does the

SENATE CANBERRA COMMITTEE

Philharmonic Society receive any subsidy?

MR. ROBSON.- It all depends on how we are situated. We like to stand on our own feet as much as possible. We do not apply for any subsidy when we think we can manage. One year we did not apply for that reason but the next year, when the Queen visited Canberra and we put on "Merrie England", which is a very expensive production and cost us about £500, they granted us, I think £150. As I pointed out earlier, we have no place to practice so we pay £1 a night for a hall in which to rehearse. So this year we applied for a sum to cover us for rental for the year. That has amounted to £160 so we have that sum this year. If that had not been necessary we would not have asked for it, because we like to stand on our own feet and will do so if we can.

SENATOR HANNAFORD.- That is a very fine spirit, but how does the Repertory get £950?

MR. ROBSON.- That is a matter of policy between the two societies. Perhaps we are too independent but we feel that if we earn the money we can spend it as we wish but if we get public money we have to spend it according to rules that are laid down and therefore you lose your independence.

SENATE CANBERRA COMMITTEE

GEORGE JULIUS MEZEY, mechanical engineer, sworn and examined.

THE CHAIRMAN.- Would you make your statement to the Committee, Mr. Mezey?

MR. MEZEY.- During the past six years I have lived in Canberra and have been closely associated with building construction in the city. I have carried out a number of projects, including houses, shops and the erection of plants. Through these projects I have been connected with different departments, universities, and architects, and also with a large number of construction firms. These contacts have made it possible for me to establish in my mind a good general idea of happenings in the field of construction of the city. My main interest in the past, as it still is, is to discover the reasons for the alarming housing shortage in Canberra, the very high cost of buildings and the hair-raising slow progress in this field. I realized eighteen months ago that we shall very soon reach a bottle-neck in our building programme with the present methods of management and planning. I have become convinced through following up overseas reports that we should look for solutions not only in Australia but also in other countries where problems and conditions are similar to those in Australia, bearing in mind the three major problems in Canberra and Australia generally which are 1, housing shortage; 2, High cost of construction; 3, slow progress, plus minor difficulties. I have lived overseas on behalf of a certain company to investigate progress over there and to try to help to solve our present problems here. I feel that my good knowledge of Canberra conditions and problems and also my general knowledge and information about Australia render me capable of looking into things on the angle of adaptability in our country's construction methods. I had an opportunity to look at a large number of jobs and gain the opinions of people with large experience in our problems. I have met a number of them with very sound knowledge of Australia through their past dealings with this country. We have considered our problems and I must say that these meetings and visits made it possible for me to see clearly the things I wanted to bring back to this country, bearing these three major problems that I have mentioned.

SENATE CANBERRA COMMITTEE

in mind. I wish to give you a short list of reasonable solutions based on approved overseas experience and practice. I wish to stress that I was only concerned with certain points and not with the whole details. I shall deal first of all with the reasons for the shortage of housing in Canberra. These are purely my opinions and my company's opinion. The first reason is bad advance planning, or the lack of any advance planning, and bad co-ordination of existing planning, if any.

SENATOR RYAN.- Do you mean lack of co-ordination between planning departments?

MR. MEZEY.- Yes. The other point is building methods and planning methods are out of date. There is a very unsuitable relationship between the authorities and contractors generally which results in a lack of interest by contractors in departmental work. Lack of continuity in the flow of contracts means that contractors are unable to plan in advance and so they become disinterested in Canberra. They are not able to see far enough ahead to be able confidently to establish their businesses in Canberra at a high cost.

SENATOR WOOD.- It is not profitable?

MR. MEZEY.- It is not profitable or practicable, because the cost of establishing a business is high.

SENATOR RYAN.- That position applies to private contractors carrying out government work?

MR. MEZEY.- Yes. We feel that the present tendering system is not up to date and would achieve better results if it were improved in the case of large jobs by contractors being allowed not only to submit a price but also to submit their own designs. This would result first of all in the most up-to-date methods in design and construction and would reduce costs because certain firms would have experience in certain lines of construction. It would also reduce departmental supervision and overhead as far as design is concerned. Another point is that I think that overseas propositions do not receive enough consideration and close attention and there is a general resistance against modern methods which I found out personally on my return.

MR. MEZEY (Continuing) We have the machinery in England to check it. Instead of letting those ideas drop and disappear in government files, they should be considered one way or the other. I also believe that the present building regulations should be reformed and adjusted from time to time to keep up with progress in building developments. Regulations concerning plumbing and electrical installations should keep up with progressive methods, instead of being years and years behind the times.

I realise that major factors in the shortage of accommodation are shortages of labour and materials. I think that the labour problem could be solved partly ^{by} increasing migration of tradesmen, first of all by improving living conditions for workers and trying to provide them with better housing. I have experience of this matter. I lived in a hostel myself, and I know how it feels to live in a hostel in Canberra, with no heating and no entertainment facilities after you finish work. Encourage immigration by making attractive propositions to migrants. I found on the continent that a lot of tradesmen would be attracted to Australia if they were offered a fixed proposition and if they had sufficient information about what they were coming to. They want to know about the wages, the jobs where they will work, and where they will be housed. Just offering them a two-years contract is not attractive enough to induce them to leave their jobs. I might mention that tradesmen overseas are getting only half the wages that Australian tradesmen get. Overseas contractors could be attracted to Australia by allowing them to supply their own labour. That would result in many of their employees staying in Australia after they had experienced Australian conditions. That has been demonstrated by the Snowy Mountains project. I would also suggest that foreign firms be allowed to nominate their migrants and tradesmen and that the Department of Immigration finance it, because if those migrants left the employment of the sponsoring firm they would still be an asset to the country although not to the firm that brought them here. The firm that had all the expense might lose on the proposition, but the country would gain. I have investigated this subject on the

J/1 / 1176 G. J. MEZEY.

SENATE CANBERRA COMMITTEE.

continent, and I have found that the Germans are very keen to come here, provided you can put up a proposition to them and say, "That is how much you are going to earn, and that is how much it is going to cost you to live."

Solving the labour problem by the use of more up to date plant and machinery in the building industry would first of all reduce the number of workers required on the job. I have documents on this subject which indicate that that would result in increased efficiency and reduced costs. Also, the use of skilled and semi-skilled men and specialisation is the present system overseas to get more efficiency in certain types of work. There is a definite shortage of conventional building materials, not only in Canberra but generally throughout Australia. There should be acceptance of new materials, such as concrete elements - concrete blocks and masonry - as has been the case in the United States of America and the continent with 85 per cent of the buildings. Unfortunately, concrete blocks have always been treated in this country as substitutes for bricks. However, they are not substitutes but new material which we must accept.

SENATOR HANNAFORD.- What size are these blocks?

MR. MEZEY.- They are replacing nine bricks in Canberra which means that you are not placing only one brick at a time, but nine bricks. The plant which manufactures these blocks is fully automatic. You can turn out, in the process which I found to be the best, as many as 5,000 blocks in eight hours, which is the equivalent of 50,000 bricks, employing only 8 men.

SENATOR HANNAFORD.- Are they not permitted here?

MR. MEZEY.- They are permitted here, but the Commonwealth Department of Works, being the greatest consumer in housing has not even looked into the matter deeply enough so far. That is one of the lines. The other line with this material is using a new method which is cutting out conventional materials. That is, nine storey flats. This proposition is being considered by the Department of the Interior. I have a photograph of such a block of flats, which I show to the Committee.

SENATOR RYAN.- Where was this photograph taken?

SENATE CANBERRA COMMITTEE.

MR. MEZEY.- These flats are being built in large numbers in Germany.

THE CHAIRMAN.- Curiously enough they are using concrete blocks at Alice Springs.

MR. MEZEY.- Yes. There are certain types of concrete blocks being used in this country, but most of them are produced in backyards.

SENATOR HANNAFORD.- What are the dimensions of the concrete blocks you refer to ?

MR. MEZEY.- The dimensions are different. The blocks shown in this photograph would suit an 11 inch cavity wall.

SENATOR HANNAFORD.- Would they afford good insulation?

MR. MEZEY.- I think the best thermal insulation value it is possible to get in a building product. Technically, it has been proved by the German system, and also by the English.

Concrete blocks and concrete ceilings are very extensively used overseas. They are prefabricated, premanufactured in a factory, which reduces the labour on the job. That is what we intend to do - reduce labour on the job and try to employ machines as much as possible. First of all, there is less capital outlay for your manufacturing plant, raw material is more readily available than clay, and there is speedier erection of the plant which can produce a very high output .

SENATOR WOOD.- Who would build them?

MR. MEZEY.- We are willing to put up the capital. We have the agency for Australia, and this machine has been classified as the best machine in Germany. It is more suitable for Australia because labour is cut down to the minimum.

SENATOR WOOD.- How would you place these blocks - by machine or by hand?

MR. MEZEY.- You place them by hand, but you have special equipment for handling them. It is not expensive.

SENATOR WOOD.- Would it be done by bricklayers?

MR. MEZEY.- Yes, bricklayers or semi-skilled men do it over there. If the bricklayers union would not accept it as a bricklayer's job, semi-skilled men could be used on it.

The most important point about these elements is that they must be considered in the design. They should not be applied to a conventional design, which would make it uneconomic. That means that the architect should base his design on the elements used. Unfortunately, this is very hard to reach, one way and another. It took me a long time over there, and a lot of time here, and if you do not get results with things you are convinced could and should work in this country, it rather breaks your spirit.

Going back to the system of tendering, the submission of designs and prices by overseas firms would have great advantages because you would get the cream of the most up to date designs and methods. We have good engineers in this country, but our output in jobs is not big enough to develop certain methods. I feel sure that we should not waste time developing new methods. Countries such as Germany spend millions of pounds to develop new methods, and we should buy them and take them over. Anybody who is experimenting in this country is wasting a lot of money. You can go overseas, find the most adaptable and the most suitable type of construction, and bring it back to Australia. Of course, not everything that is done over there is adaptable to Australian conditions. I feel confident, however, that if the Commonwealth Bridge ^{project} for instance, were advertised overseas there would be a number of firms who would be interested in tendering for the job. They would be willing to work in with Australian firms. They would have had past experience. I could give you documents to show you what such firms have done, and I think you would find them very impressive. Unfortunately, firms overseas are a bit disappointed about the treatment they received in Australia in the past, and naturally, that does not encourage them to come back and tender for jobs. They feel that they spent a lot of money without any results, because, for political or financial reasons, their plans were not accepted. I feel that it would help to solve the labour problem if we let other firms come in to help us out and give us a push along for a short period. We could then catch up.

SENATE CAMBERRA COMMITTEE.

SENATOR HANNAFORD.- As they did with the Selmer Construction Company at the Snowy. That is a Norwegian firm.

MR. MEZEY.- Yes.

SENATOR HANNAFORD.- It brought its own personnel here?

MR. MEZEY.- Yes.

SENATOR HANNAFORD.- And it is associated with an Australian company?

MR. MEZEY.- Yes. Past experience has shown that it is a big advantage for these firms to associate with a local company which has local knowledge and experience of Australian conditions. A lot of them have burnt their fingers by going into countries they know nothing about.

3 (Sitting suspended from 12.45p.m. to 2.00p.m.)

THE CHAIRMAN. - One witness stated that local builders do not like unconventional designs and that they charge extra for them, although there are instances in which the materials cost for the unconventional design would be less than for the conventional design. Do you think that that is true, and if so, why?

MR. MEZEY. - It is correct, because our labour force in Australia generally, and certainly in Canberra, is used to working on conventional designs. Anything unconventional naturally increases the time spent on the job, because it is not straightforward, and also the foreman looking after the job sometimes is not experienced in the supervision of that kind of building.

THE CHAIRMAN. - Do you know of something called the Commonwealth building contract?

MR. MEZEY. - Yes.

THE CHAIRMAN. - It is a term that one witness used. He stated: "Because of the loose drawing of this contract and because it is normally administered in strict accordance with Treasury Regulations, most builders, in tendering for Commonwealth work, increase their normal prices by as much as 10 percent". Is that true?

MR. MEZEY. - I shall have to think about it for a moment. There is a certain intention among builders to cover themselves for unforeseen points in a contract, because a number of them have maybe made the mistake in the past, or may be blaming the department for it, a number of times, leaving out items that have not been taken into consideration. To make sure that they are not making the same mistake again, they just put another 10 percent on the top.

THE CHAIRMAN. - It has been suggested that that means a very great expenditure of public money. Do you think that the contract could be prepared in a better form so that builders would feel that they were not exposed to unforeseen contingencies?

MR. MEZEY. - It could be done by increasing the number of bills of quantities produced by the department which would be liable for those quantities being correct. At present the builder has to take his quantities off the drawings himself and sometimes a couple of

SENATE CANBERRA COMMITTEE.

feet here and a couple of feet somewhere else increase the price in this unofficial way of taking the quantities.

THE CHAIRMAN. - Do you believe that the average builder would prefer a contract with the Government to a contract with a private individual?

MR. MEZEY. - I think that he would prefer it with the private individual.

THE CHAIRMAN. - Why?

MR. MEZEY. - It is a very long story to answer. In Canberra there is a certain amount of fright of departmental work, because they have found that the supervision maybe has not the right attitude towards the project. They have the feeling that they have more intention of stopping the project than of pushing the project on. In a number of cases gangs of men were sitting down for days waiting for a detail or for something to carry on.

THE CHAIRMAN. - They could not carry on because the departmental officer would not give them the green light?

MR. MEZEY. - Yes. At the same time, a reasonable solution could have been found, but the man at the top did not have the authority to approach anyone in a higher position in the department. It meant that it had to go into paper work, and that naturally stretched on and sometimes held up jobs for days.

THE CHAIRMAN. - Does a private individual usually have an architect to supervise his job?

MR. MEZEY. - Yes. He generally has an architect to draw up his plans, and he has the same architect supervising his project. He can make up his mind on the job and say, "All right."

SENATOR HANNAFORD. - I should like to know a little more about you. Do you represent a firm?

MR. MEZEY. - That is so.

SENATOR HANNAFORD. - What is the name of the firm?

MR. MEZEY. - International Engineering. I also represented two other firms on the trip. One was McDonald Constructions, and the other was a German firm called Gehelen.

SENATOR HANNAFORD. - You are associated with the German firm?

MR. MEZEY. - I am not an agent. I am just associated

SENATE CANBERRA COMMITTEE.

with it. We are intending to go into an Australian venture.

SENATOR HANNAFORD. - You propose to use this method of concrete blocks?

MR. MEZEY. - Yes.

SENATOR HANNAFORD. - Are there any instances in which that method is at present being used in Australia?

MR. MEZEY. - These concrete blocks are not yet used in Australia, for the reason that it is very difficult to establish a basic demand for them. The Commonwealth Government, being the largest consumer of those goods, has, up to a certain limit, to consider a proposition; We find that we cannot get over the juggle of you producing the block and we having to buy it sort of thing. If we could produce a block satisfactorily, we could provide a sample and full specification. These blocks are produced by a German firm in millions in Germany. It is only a question of investigating whether they can be satisfactorily produced here. Machines will work in Australia just the same as they do in Germany. Concrete and cement are the same in Australia as in Germany. It is a fully automatic machine, and it uses only eight men to produce in eight hours the equal of 48,000 Canberra bricks. Somehow, what I find is that there was no Government department given to those things. I have approached authorities on the matter, and they just did not go into it deeply enough and did not consider it much.

SENATOR HANNAFORD. - You naturally have samples?

MR. MEZEY. - I have full specifications and copies --

SENATOR HANNAFORD. - Have you brought any actual samples of the blocks from Germany?

MR. MEZEY. - There are samples coming out, but it is not necessary to have samples if there is no interest shown.

SENATOR HANNAFORD. - Have you not brought into Australia actual samples of your blocks?

MR. MEZEY. - Here is the whole specification. I have it here.

SENATOR HANNAFORD. - I know that, but are there samples of the blocks in Australia?

SENATE COMMITTEE

MR. MEZEY. - They are coming over now. I have been back only five weeks. I came back by plane.

SENATOR HANNAFORD. - You have recently had a trip overseas for the purpose of investigating new methods of building on behalf of your firm?

MR. MEZEY. - That is right.

SENATOR HANNAFORD. - Do the photographs that you have shown us give an example of the work that has been done by that firm in Germany?

MR. MEZEY. - Yes.

SENATOR HANNAFORD. - On bridges and other works?

MR. MEZEY. - Yes. They are all their own design and have been carried out.

(Continued on page 1184)

SENATOR HANNAFORD.- The comparative time to erect a bridge compared with the ordinary orthodox steel fabric would be longer or shorter?

MR. MEZEY.- Pre-stressed concrete is generally used for large bridges on the Continent, and ^{the} basic principles of this type of design are to reduce the quantity of concrete and increase the quality of the steel. You get a lighter structure, but handle less concrete and steel.

SENATOR HANNAFORD.- In other words, it is a reinforced concrete bridge?

MR. MEZEY.- Yes.

SENATOR HANNAFORD.- I understand that the Administrative Block here has been very costly to erect. That is made of reinforced concrete?

MR. MEZEY.- That is right.

SENATOR HANNAFORD.- Had it been constructed of steel frame, it would have been erected much more quickly and at much less cost. Would not that apply to bridges?

MR. MEZEY.- No, it is a different thing. This pre-stressed concrete cannot be applied to buildings as economically as in beams and bridges. There is no need for walls to be pre-stressed concrete. You have a different type of structure in high buildings - the skeleton type where you erect a frame, and fill it up. Then you have the method that I have described here. It is a German system where external as well as internal walls are laid. The use of pre-stressed concrete and a certain type of reinforcement enables you to produce very thin walls, and a very large structure on a fully mechanised production system.

SENATOR HANNAFORD.- And the time factor would be very much less than that involved in the type of construction going on here now?

MR. MEZEY.- Yes. I inspected construction when I was over there, and I got the figures. They can produce in four and a half days employing nineteen men one floor which includes four flats.

SENATE CANBERRA COMMITTEE.

That is only the framework - floors, walls and ceiling. Window frames and doors are cast in position.

SENATOR HANNAFORD.- The actual cost of materials would be less.

MR. MEZEY.- Yes, with certain variations, because foundations here are a bit different.

SENATOR HANNAFORD.- The comparative cost of materials for an orthodox building and the building you describe would be more or less?

MR. MEZEY.- The cost of the orthodox materials would be greater .

SENATOR HANNAFORD.- You would utilise your resources if you had any encouragement?

MR. MEZEY.- That is right. We are having encouragement with the flats. I just mention that.

SENATOR HANNAFORD.- You would be quite qualified to erect houses and flats?

MR. MEZEY.- This system would not be suitable for homes. It is suitable, and is designed for the purpose of having a high building on a small foundation area - a building of nine storeys, and repeating the same flat, one on top of another.

SENATOR WOOD.- Are you a German national?

MR. MEZEY.- I come from Hungary. I studied in Germany.

SENATOR WOOD.- Would you say you made an approach to the department in connection with these concrete blocks?

MR. MEZEY.- Yes.

SENATOR WOOD.- Do you use the blocks in connection with work other than flats?

MR. MEZEY.- We are talking about a different proposition. The flats are entirely different from the blocks. They could be used for small houses and up to a six-storey place with a frame, or skillion around it.

THE CHAIRMAN.- Have you put up a definite proposal to the department to use these concrete blocks in building or has it been only a general discussion?

SENATE CHAIRMAN COMMITTEE.

MR. MEZEY.- A discussion for the sole purpose of producing these documents to the department.

THE CHAIRMAN.- You have not made a proposal for a contract and said, "I am prepared to build certain structures" and your proposal has not been refused?

MR. MEZEY.- I have produced it, and the departmental official said, "What are you going to do about it?" I said, "Are you going to consider it as being a building element in your designs?" You cannot establish a plant costing £25,000 without having a market for it at the beginning.

THE CHAIRMAN.- His reply was discouraging?

MR. MEZEY.- Yes.

THE CHAIRMAN.- Was it in general terms or did he definitely say, "We will not use this" or "We may use this at such and such a stage"?

MR. MEZEY.- They did not take the trouble to look into it further.

THE CHAIRMAN.- I do not want the person's name, but who did you approach?

MR. MEZEY.- I do not want to go into that.

THE CHAIRMAN.- I do not press the question. Is it due to the lack of certainty of future contracts that deters people from going into the building business?

MR. MEZEY.- That is correct. That is the general attitude.

THE CHAIRMAN.- Is it a fact that during certain periods of the year, work falls off and you are likely to lose your men? Could you guarantee men employment all the year round?

MR. MEZEY.- In Australia, yes.

THE CHAIRMAN.- Here in Canberra?

MR. MEZEY.- Yes you can because climatic conditions allow it. If continuity of contract allows, you can do so.

THE CHAIRMAN.- Have you had any trouble with payments? Have you had to wait for payment due to you?

MR. MEZEY.- I have not experienced it.

THE CHAIRMAN.- Suppose we could lay down a definite plan

SENATE CANBERRA COMMITTEE.

so that Canberra will proceed by stages, and in the first five years, this building will be built and as soon as it is finished, that building will be built, so that you have reasonable expectation of continuity of work. Do you think that would make your position better?

MR. MEZEY.- Yes, that is the only solution.

THE CHAIRMAN.- Are you not aware that there will be at least a certain number of cottages built? Where is the uncertainty of the future in Canberra?

MR. MEZEY.- Let us not talk about it at the moment, because we have now a good deal of building in Canberra, and there is a big demand for construction. A year ago, we had a big labour force in Canberra, and firm after firm had to sack staff, and they all moved up to the Snowy Scheme.

THE CHAIRMAN.- What was the date?

MR. MEZEY.- About a year ago,

THE CHAIRMAN.- What was the reason - no expectation of contracts from the Works Department?

MR. MEZEY.- That is right. The Works Department said there was no money available for carrying out those contracts.

THE CHAIRMAN.- The difficulty of getting a sufficient number of men for the building trade must have some cause. What is the cause?

MR. MEZEY.- In Canberra, the main cause is to get people here. You have to attract them financially, or with working conditions, or by offering them housing.

THE CHAIRMAN.- You attract them mainly from Sydney and Melbourne not from other country towns. This would be regarded by most of them as a country town?

MR. MEZEY.- Yes.

THE CHAIRMAN.- Do you build cottages?

MR. MEZEY.- Yes.

THE CHAIRMAN.- Do you think that builders among themselves could arrange to have cottages for men who are going to work here? If you offered an inducement of that kind and allowed men to

buy the houses on terms - ?

MR. MEZEY.- It would be very difficult to finance. It would be largely a matter of capital outlay.

THE CHAIRMAN.- From your viewpoint it would not be good business?

MR. MEZEY.- No.

THE CHAIRMAN.- You like a straightout contract. That is something we shall have to consider later. You speak of attracting labour from overseas. Do you think there is a sufficient number of skilled workmen in Europe, including the British Isles, to attract some here?

MR. MEZEY.- Yes, I have had experience of that. I put an advertisement in a paper in Germany, and I had hundreds of inquiries from people. They are attracted if you put up a fixed proposition to them, "You will be employed by such and such a firm at £18 a week and you will pay £4.10.0 a week for hostel accommodation, which will leave you so much. The general cost of living in Australia is such and such by way of comparison with your own". You have to realise that conditions on the Continent have changed since the immigration programme began in 1949. There is full employment and a man is not going to leave a permanent job at which he is getting a certain £5 a week to come to Australia for a probable £15 a week if he has to enter into a contract for two years and when he asks the department what he will have to do in that time is told, "We do not know".

THE CHAIRMAN.- Don't you think that there is in the building trade in Australia sufficient prospect for the future for well-established firms to guarantee employment to people that they could bring in?

MR. MEZEY.- Yes, it has happened before. A Canberra firm imported 150 carpenters who were employed on the basic wage. The firm ran to the expense of financing their trip so that that would repay the cost. The carpenters were attracted by other contractors offering them high wages, and they have broken the contract. You cannot force a man to work if he does not want to work for you.

Suppose the government was to finance the trips of tradesmen.
The country would be better off because it had those tradesmen,
whether or not he was working for A or B.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- What is the general attitude of organized trade unions towards bringing men out from Europe?

MR. MEZEY.- There was difficulty in the beginning but now I think they would agree and sympathize.

THE CHAIRMAN.- Do you think it is generally understood that the danger of a serious building recession is very remote and that there is enough building work in Australia to keep employment going almost indefinitely?

MR. MEZEY.- Yes, but we have to be careful in the building industry in that you cannot build up a business in peak times without running the risk of it failing in a recession.

THE CHAIRMAN.- Suppose an authoritative statement was made by the Prime Minister in a policy speech that government policy for years to come was continued building and employment was therefore guaranteed in the building industry for a long time in the future, do you think people would be satisfied to establish themselves here?

MR. MEZEY.- Firms have come here before on such considerations and have had to leave Canberra.

THE CHAIRMAN.- Can you name some of the firms that left here?

MR. MEZEY.- McDonald Constructions was one. I know a lot of the affairs of that firm because I helped it a lot. A number of firms left Canberra.

THE CHAIRMAN.- Was it because of something wrong in Canberra or because they were attracted elsewhere?

MR. MEZEY.- They just ran out of work.

THE CHAIRMAN.- Sydney and Melbourne must always have an advantage in attracting firms?

MR. MEZEY.- Yes, but here in Canberra you have to rely on the Department of Works for major contracts.

THE CHAIRMAN.- Can you give me any hint of what you think the government should do to convince business people like yourself that building will go on here whatever happens?

MR. MEZEY.- I think a promise of continuity of work would enable contractors to plan in advance. They would know then that

they could get together a certain amount of plant and a certain labour force and carry on without interruption.

THE CHAIRMAN.- Are the building firms sufficiently elastic in their arrangements and have they sufficient resources and men to change from one kind of building to another, say from brick to concrete or to the new method that you propose?

MR. MEZEY.- Unfortunately, you have to do it in a small place like Canberra because you cannot specialize in one kind of work there not being enough of one kind to keep you going.

THE CHAIRMAN.- Would we get better building work under specialization ?

MR. MEZEY.- Yes, but Canberra is not the place for it. There is a big demand for specialized work in the big cities.

THE CHAIRMAN.- Is it necessary for a firm to be tied to one place?

MR. MEZEY.- It is very difficult to get men to come to Canberra because staff who have been here before will not return.

THE CHAIRMAN.- I know that in the beginning there were incredible difficulties in Canberra. Do you think they are being removed or are getting worse?

MR. MEZEY.- I think they are getting worse because we are getting more jobs and fewer men to do them.

THE CHAIRMAN.- The fault is not the firms but the difficulty of attracting labour?

MR. MEZEY.- Yes. Firms take labour away from one another by offering more money, which increases building costs.

THE CHAIRMAN.- What can we do to make workmen see that this is not an undesirable place?

MR. MEZEY.- I feel that living conditions for single people in Canberra are of importance. Living in hostels should not just mean the provision of a bed and meals. Single workers definitely need comfort after finishing a hard day's work.

THE CHAIRMAN.- Is there no satisfactory private accommodation for single men?

MR. MEZEY.- Canberra is a difficult place for private

accommodation.

THE CHAIRMAN.- Is it a fact that towards the end of a financial year the departmental architects try to hurry you up? That statement has been made in evidence.

MR. MEZEY.- I have had no experience of that.

SENATOR WOOD.- Is it pre-stressed concrete that is used in the bridges you have shown us?

MR. MEZEY.- Yes, that is why it could be done with gracious lines.

SENATOR WOOD.- Have you tried the State governments with this?

MR. MEZEY.- No, I have been back for only a few weeks. I am waiting on the Commonwealth Avenue Bridge being called which will be very soon I believe. I believe the bridge will be designed in a conventional method and we shall have to submit an alternative design. I disagree with that because it will run us into unfair expense. I think overseas experience is that you should submit your own design and your own price so that a firm which has had the experience in a particular type of construction and has the plant to carry it out would have the chance to do the job cheaper than somebody else who has not the experience.

SENATOR WOOD.- Pre-stressed concrete might be very valuable in the States in connection with main roads.

MR. MEZEY.- Pre-stressed concrete has been used in Australia. It is not new.

SENATOR WOOD.- Is your head office in Canberra?

MR. MEZEY.- Yes. This firm were very keen on coming to Australia and have had vast experience in Europe. They have their own system and they build bridges like the 55 metre span across the Danube which I have shown you. We feel that we should have the best in Canberra. These boys are doing bridges every day and naturally have more experience than we have.

(The Witness withdrew)

Extract from - The Sydney Morning Herald Canberra
Supplement, dated Monday, May 9, 1927.

CANBERRA'S ASSETS.

A Great Opportunity.

(By Prof. Alfred S. Hook, University of Sydney).

Canberra is a fine conception. Its plan is lavish - extravagant, if you will - but for all that a masterly piece of work. And the execution, so far as it has gone, is in keeping with the plan. The roads are wonderfully laid out, and splendidly made. Indeed, it is less a matter of plantation bordering a road, than roads and footpaths through a wide and continuous botanical garden. Not only in roads have Canberra's makers been lavish, but in parks and gardens also. And as everyone knows, the plan calls for the formation of a series of great ornamental lakes where the Molonglo now meanders through the city.

EXAMPLE OF BOURNEMOUTH

It may seem fatuous to suggest that Canberra can be made profitable, but there are towns elsewhere in the world that, with a tithing of Canberra's advantages, have won through to independence and world-wide repute. Take one of the best known watering places in England - Bournemouth. What is there in Bournemouth to warrant its rise to eminence amongst so many competing holiday resorts? It is about a hundred miles from London, and its climate is mild and pleasant. It is reputed to be a fairly healthy place, much being attributed to the fact that it has many thousands of pine trees growing within its confines. Originally in fact its site was a great pine forest. It has a few small parks and gardens, an attractive sea-front, and that about completes the list of its natural assets. Yet to-day the ratepayer of Bournemouth pays almost, if not quite, the lowest rates in England; he lives in one of the best managed and most popular towns in the country; and withal he does not make a shoe-string or drive a rivet.

What is the secret of Bournemouth's success? In part, no doubt, it is due to the authorities having done all in their power to preserve the natural beauty of the place, and to add to its attractions by planting thousands and thousands more pines, so that to-day they can advertise it as the City of the Pines. But they also founded a municipal symphony orchestra, and placed it under the baton of one of England's leading conductors. It must have been with fear and trembling that those responsible for so expensive an experiment watched for its outcome, but their courage was abundantly rewarded. People began to go to Bournemouth to hear "Dan Godfrey's Band," though it was not a band but an orchestra. Soon the authorities had to establish a real band as well.

Later on they established smaller bands to play in the smaller parks and centres. And so Bournemouth prospered on nothing more tangible than the scent of the pines, the smell of the sea, and the influence of good music.

BEAUTIFUL SURROUNDINGS

Canberra is situated in such a locality that there is little prospect of its ever becoming an industrial or a commercial centre. Now, the question to face is apart from its being a legislative and administrative centre, is Canberra of any use for anything else?

Take first its accessibility from a great reservoir of population. It is about 200 miles from Sydney; rather a distance by road at first sight, but even now with half the roads under reconstruction there are service cars running that do the trip between breakfast and dinner time. Soon there will be a splendid high-speed roadway right from Sydney to Canberra, and then 200 miles will, even for the average motorist be little more than a pleasant jaunt. To go by rail is even easier. You can work back at the office both before and after dinner, catch a train, and be landed in Canberra in good time for breakfast. The return journey is as convenient.

Then consider the local situation. It is beautiful enough a spot naturally, and the planting of the surrounding hills with millions of pines is going to add much to the beauty of its immediate surroundings. It is well endowed with points of interest within easy reach. Kosciusko, Burrunjuck, and the coast are within easy motoring distance, and withal the country immediately around is very picturesque, and becoming more so as the Federal officers plant their clumps of trees here and there.

CRITICISM OF ARCHITECTURE.

These are Canberra's assets: Considerable natural and cultivated beauty; attractive resorts within easy reach. a fine bracing climate, and the interest that must inevitably attach to the city as the legislative and administrative centre of a great Commonwealth, Canberra's assets are sufficient. The question is whether the powers that be will realise them, and deliberately set out to exploit them. If they do, then Canberra can be made, not only the capital city of Australia, but also one of the most popular tourist and holiday centres in the world. And as such, there is no reason why it should not prove a wonderful financial investment.

But if this is to be achieved, there are certain things that must be done, and some of them must be done very quickly. The first is that it must be realised that Canberra's buildings must be made beautiful - as beautiful as the setting they should adorn. It is a thousand pities that in this one respect Canberra has not been well started, and it is even more regrettable that the wrong does not seem to have been realised even yet. It seems inconceivable, but in the midst of all the natural and cultivated loveliness of Canberra, they have built, and are building, more rows of suburban shops, glazed tile-fronted, with suspended awnings, exactly as if they had been bodily lifted from some Sydney suburb.

Not only in smaller matters, but in large ones too, the same mistake has been made. Take Parliament House and the two administrative buildings, the post-office, and the secretariat. Was ever anything seen so like a Wembley Exhibition pavilion, and a couple of Darlinghurst blocks of flats? True, these are rated as "temporary" buildings, and maybe some day they will be replaced. But they are very substantial, and are likely to last out our time. The two projected permanent buildings, the administrative building, and the War Memorial building will, judging by the plans strike a much more satisfactory note, but even so, and supposing that from time to time other fine buildings are added, there will still be artistic chaos if, in the interim all sorts of poorly-designed smaller buildings are erected all over the city.

ARCHITECTURAL DIRECTOR WANTED.

This should not be. When all is said and done it is the buildings that make a city. It is vitally important that in a city like Canberra, where nothing has been spared to provide ideal settings and backgrounds, the buildings

should be as perfect as architectural and artistic skill can make them. To do less is to provide a frame of exquisite craftsmanship around a mediocre and vulgar picture. It is not a question of expense. Half the trouble - at Canberra and elsewhere - is that too much has been spent on trying to achieve architecture. Less money, spent with a finer discrimination on building well and tastefully just what is needed, and no more would given infinitely better results.

What Canberra needs more than anything else is an art and architectural director, someone who will jealously watch over Canberra's aesthetic destiny and refuse to allow anything to be built by anyone that is not worthy of the splendid city that it is planned to be.

There is such a wonderful opportunity to do the right thing at this moment. The Federal Capital Commission, normally consisting of three members, is at present one member short. Every lover of Australia ought to pray that the opportunity will be availed of, and a man appointed who has a fine taste in aesthetic things, who will take Canberra to his heart and see that her buildings are worthy of her and the great country she stands for.

If Canberra sets out to build a fine central hall, something after the style of the Albert Hall in London, with a fine organ, and under the same roof provides ample facilities for all manner of meetings and conventions, she will have gone a long way to attract many visiting societies and associations. If she goes still further and establishes a Federal orchestra and other such cultural attractions she will attract multitudes of people. Canberra must do something for a living, let her definitely set out to become the greatest social, cultural, and health resort of Australia. She has, or given proper guidance she can have, every possible facility.

Department of Works,
CANBERRA, A.C.T.
18th March, 1955.

The Secretary,
Senate Select Committee on the Development of
Canberra,
Parliament House,
CANBERRA, A.C.T.

ANSWERS TO QUESTIONS

During the course of my evidence, two (2) questions were asked concerning which I promised the Chairman I would supply the necessary answers. They are -

- (a) Proposed Construction of Houses Opposite the Forestry School, Yarralumla

Question asked by Senator Wood

It is proposed to develop the area immediately to the East of the Forestry School, that is directly opposite it. Upon the area in question it is proposed to build a number of two-storey attached maisonette type dwellings. These will be sited within the area in a somewhat informal manner, and we feel will be, in general, aesthetically satisfying. The area will have an open park-like appearance without boundary fences. The units of housing themselves will be carefully sited in order to avoid as far as possible the removal of existing trees.

- (b) Width of Adelaide Avenue and Commonwealth Avenue (?)

Question asked by Senator Ryan.

Adelaide Avenue will be, when traffic and ultimate development warrants, extended to its full width as a dual carriageway. Commonwealth Avenue will be also extended to its full width as a dual carriageway when the new Commonwealth Avenue Bridge is completed.

(M. FIZELLE)
Assistant Director of Works
(Planning and Design)

SENATE SELECT COMMITTEE ON THE DEVELOPMENT OF

CANBERRA.

Statement by - Mr. M. Fizelle, Asst. Director of Works
(Planning & Design) -

Duties, inter-alia:-

'Maintain constant oversight over all planning and design phases of the works programmes. In particular, to ensure that in respect of all works scheduled for approval, whether originating by sponsoring Departments through the Branch or referred by Head Office for consideration, that sufficient information is available to the Branch for preliminary planning and estimating, or detailed design and final estimating as may be appropriate to the nature of the programme under consideration'.

From 1925-1929 was employed by the Federal Capital Commission as an Asst. Architect, responsible to the Chief Architect, Mr. M.H. Rolland.

Prior to taking up present position, was Principal Architect, South Australia, and later Designing Architect, Head Office, Melbourne.

Took up present position in Canberra on the 1st February, 1955.

CONCERN WITH THE DEVELOPMENT OF CANBERRA:

As Asst. Director of Works (Planning), responsible to the Director of Works, I am much concerned with the future control of Canberra. I am no less concerned with what has been done in Canberra in the past, much of which, I think, is to be regretted. However I propose to deal with a number of particular items later.

BASIC PRINCIPLES FOR DEVELOPMENT:

- (a) POLICY which might well be determined by the Government.
- (b) CONTROL of the policy.
- (c) IMPLEMENTATION of the development.

In respect to (a) I feel it important that the development of Canberra should be clearly defined by the Government in respect to policy and basic principles. This policy might determine such matters as the types of construction (i.e. the best), question of temporary buildings, encouragement and development of light industries, and other matters of high policy. In effect, I think that there should be something which I have termed a 'CANBERRA CONSTITUTION'.

In respect to (b) the Committee may consider it desirable that an authority be set up to control the policy laid down by the Government. I do not suggest a name for such an authority, but I do suggest however that it includes an Architect, an Engineer, a Town Planner, a business advisor and a secretary, and that it should, under no circumstances, build up a large staff and should be concerned only with direction and control of policy.

With respect to (c) the implementation of the works programme would continue to be carried out by the Department of Works as at present with assistance as at present being given by the Head Office as required.

The Department of the Interior would maintain its present functions and would be in effect the landlord of Canberra and the municipal authority.

TOWN PLANNING:

My own view is that town planning, particularly that related to domestic areas should be vested in the Department of Works. I think it goes even further than that, and I would say that the whole of the town planning be vested in the Department of Works, being subject always to policy governing the development of the city.

BUDGETTING:

I have always felt it would be difficult to carry out a works programme on a year to year budgetting basis as has been the case in the past. This question has been the subject of much discussion among senior architectural officers during the time that I was at Head Office. I think we all came to the conclusion that the present system was extremely difficult in relation to planning and design of works both architectural and engineering and their implementation and I think it was confidently hoped that some other system would be introduced. Something has been done, but is it enough, and is it satisfactory insofar as the development of Canberra particularly in concerned? Canberra, like the Northern Territory and Papua, New Guinea, has its problems in relation to development which are, in some respects, different to those met with in the more developed States. Continuity of planning and constructions seems to be an essential to orderly development, and particularly so in relation to construction and futurc work potential in order to attract larger contractors to Canberra.

FOSTERING INDUSTRIAL POTENTIAL:

I have felt for some time that there was need to encourage light industries to Canberra. Maybe something along these lines has already been considered but there appears, at the moment, to be no evidence of anything practical as a result.

I think it important, if this is considered seriously, that an area for light industrial purposes should be set aside and sites made available and publicity undertaken with the objective of encouraging industry to Canberra. There appears to have been some confusion in connection with the difference between a shopping area and an industrial area. Shops maybe included in an industrial area, but not industries in a shopping area. I understand that in the shopping area in Lonsdale Street some industries have been set up. I doubt the wisdom of allowing these industries being set up in shopping areas.

TIME FACTORS IN RELATION TO PROGRESS OF WORK:

These may be divided into the following stages:-

1. Preliminary discussions.
2. Preparation of sketch plans.
3. Preparation of working drawings.
4. Invitation of tenders and acceptance of tender.
5. Construction period.

Shortages in all directions have a profound effect upon these time factors. We really are short of good

architectural staff in all our offices and this is common to all architectural practices in Australia. I found during my recent visit overseas that this was so in Great Britain and on the continent. I was asked to recruit architectural staff in Great Britain and as a result we may get perhaps 8 British architects, some of whom are now on their way to Australia for duty at Canberra.

Much of our architectural potential is not always used to the best advantage due to indecisions, changes of plan and often lack of finance to commence the whole or even part of a project upon which much planning has been carried out. We are making use of private architects, when possible, but like ourselves they are short of staff and we have even lost staff recently to private firms. Delays can occur in the acceptance of tenders, particularly the bigger ones due to circumstances not always under our control. As to the constructional period, we are all aware of the slow time factors due to labour and material shortages. The essence of the matter is that unless the above potential factors can be extended then our output in all stages must of necessity be restricted.

CO-ORDINATION:

Co-ordination of all these factors is essential if we are to achieve the best results. I am a great believer in discussion in the earlier stages with all those concerned with the matter in order that basic principles may be determined, prior to any preparation of plans being put in hand. A great deal of time and effort and money is spent in producing plan after plan for many projects, much of which I think, could be avoided by getting down to fundamental principles during the discussion stage. This is, in fact, a principle, laid down by my Department's Head Office.

There are a number of matters upon which I would like to make some comment.

1. Temporary Buildings.

A great number of temporary buildings have been built in Canberra, and it might well be said that there is nothing more permanent than a temporary building. Many of these buildings have been put up due to expediency which has been brought about in many instances by perhaps lack of funds or indecision in respect to the provision of permanent buildings, and the necessity for the construction of temporary buildings in a hurry to meet a particular need.

My own feeling is that there should not be a temporary building of any sort in Canberra. If the economy of the day is such that buildings of a temporary character only can be provided then I think whether they are erected or not should be a matter for very serious consideration by the authorities concerned. Economy is essential but as a weapon it could have disastrous results in the development of Canberra as the National Capital.

2. Construction of Timber Framed Houses.

I do not agree with the construction of timber framed houses, although I know that such houses are built in almost every country in the world; but nevertheless there is little economy in timber houses.

If the price of a timber house is regarded as Xs, the cost of construction of a brick veneer house is X+2½%, and the cost of an all brick is X+4%.

The question as to whether sufficient bricks are available to build all brick or brick veneer houses, whether sufficient tradesmen also are available, is, I know, a matter with which we are much concerned. The production of bricks should no doubt be stepped up to meet the need, and the shortage of bricklayers is no doubt related to years of shortages of bricks.

I have seen a great deal of domestic construction in Great Britain and I would say that nearly all of it has brick as a basic constructional medium.

The maintenance cost of the future, of all the timber dwellings in Canberra must surely be considered, quite apart from the fact that they are not as comfortable to live in, in Canberra's climate.

TYPES OF HOUSING:

Much has been said about the types of housing at present being erected, and I must say that I myself am not happy. I do not agree with the mixture of brick and timber houses in one area. Many municipal councils of course would not permit this.

The Federal Capital Commission had about 50 types of brick and timber houses, and I think if you were to look around today in the Reid and Forrest areas, that one might say that there is no particular monotony, although the number of actual types of houses in these areas was probably not more than 10 to 15.

One must always expect to find a somewhat monotonous appearance in house development prior to the making of gardens and the planting of trees etc., which lend a general softening effect.

Personally I would make no apologies whatever for a minimum number of types of houses provided the types themselves were the best possible designs that could be obtained.

The construction of more flats is in train and my view is that this is one of the best means of providing for a larger number of housing units, and will help to combat what may become a Canberra 'sprawl' and something which we should strive to avoid.

HEAD OFFICE IN RELATION TO BRANCH:

As an architect who has had Head Office experience I would say that the assistance which may be given by Head Office to the States, which includes, of course, Canberra, is very good.

There are, at Head Office, a number of experts or specialists both in the architectural and engineering sections, and these officers are always available for discussion with Branch Officers concerning the design of projects in the early stages, and it is at this stage that they should be called in.

The immediate transfer of Head Office to Canberra would have little effect, if any, on the work at present being undertaken.

It may be of interest to the Committee to know that the proposed Hospital has been planned at Head Office under my own direct control. Also many of the major building

projects in Canberra have been prepared in the sketch stages at least, at Head Office in close consultation with officers of the Canberra Branch.

PROVISION OF GARAGES:

One must be concerned with the lack of the provision of garages to residences. Almost every household in Canberra has a motor-car and under present circumstances it is necessary for the occupier of the house to build his own garage, and I understand there is little control over what is put up.

It would appear that one of the reasons garages are not provided is that this would impinge on the general construction programme. There are ways and means however of providing garages without doing so and they should be explored.

PATHS TO RESIDENCES:

Many residences have been occupied for a considerable period before paths and drive-ins have been constructed. In consequence, the occupants, and in particular the house-wife is most dissatisfied.

I understand the reason for this is that there is only one firm in Canberra contracting for this kind of work and that he has only one roller.

My own view is that as each house is completed, so should the path and the drive-in be completed.

GENERALLY:

I cannot believe that the control of Canberra is sufficient when it permits such things as the Lonsdale Street shops, the telephone building opposite Hotel Kurrajong, and many other such unsatisfactory matters.

Perhaps I have been unduly critical but unless I approach the matter in this way then I am not carrying out to the full, my responsibility. Canberra has grown up - it has shed its three conerced pants and become a City, and I hope will grow into a beautiful one, but this can be so only if all those connected with it are prepared to work and work hard to achieve this aim. There must be an acceptance of Canberra by all members of the Government and the whole Australian community.

(M. FIZELLE)
Asst. Director of Works, (Planning).

15.2.55.

SENATE CANBERRA COMMITTEE

MAX FIZELLE, ^{Directa} Assistant architect department of Works, ^(Planning & design) sworn and examined.

THE CHAIRMAN.- Do you formally tender the statement you have prepared?

MR. FIZELLE.- Yes. I ^{would} like to say ~~that~~ ^{to be} that the opinions expressed by me this afternoon are essentially my own and may not necessarily be shared by the senior officers or any other officers of my department. I have said at the outset ^{of my statement} that prior to coming to Canberra a specific set of duties was prepared to cover these new positions ^{of Assistant Directors of Works} which have been created following Dr. Loder's return from abroad. I have mentioned at ~~the outset~~ that my duties as set down, inter alia, are to maintain a constant oversight over all planning and design phases of the works programmes. That means, as I see it, that I have a responsibility to see that the programming ^{and} the design of the ^{works} programming is appropriate to the Federal Capital and that each thing we do is appropriate in itself and related to the requirements of the department for whom we are doing it. As you ^{may} know, from 1925 to 1929 I was employed by the Federal Capital Commission as assistant architect under ^{H.} Mr. Rolland and I know something of the background of Canberra. However I have not been so intimately connected with Canberra as I am at the moment, since I left Canberra ~~in~~ ^{as Assistant Director of Works} in 1929 and have been here ~~now~~ only since the 1st ~~of~~ ^{and} February. So my knowledge of the detail of Canberra is to some degree limited. I have had experience as ^{Principal Architect} in South Australia and have had head office experience as designing architect in ^{that} head office, and ^{particularly} latterly my duties have been in connection with the tuberculosis programme in which I have been ^{closely associated} intimately connected with Sir Harry Wunderly in the conduct of the programme so far as capital works are concerned. I think that at present ^{the} investment in these works throughout the Commonwealth is about £6,500,000, from works at Perth in Western Australia to Cairns and Townsville in north Queensland. [I have mentioned in these notes that I feel that we should consider the basic principles ^{as} and I set them down ^{here}. I mentioned ^{briefly} that I ~~think~~ there should be a policy. I know that there have been policies in the past ^{but} and I am not sure that they have been always

SENATE CANBERRA COMMITTEE

adhered to. They ~~have~~^{may} been laid down with some determination but have not always been carried out with the same determination. ~~First, I have suggested there should be a policy, and~~ ^SSecondly, that there should be control of policy. My ~~own personal~~ opinion is that there has not been sufficient control of work which has been undertaken in Canberra since the Federal Capital Commission was disbanded in late 1928 or early 1929. ~~I think~~ Canberra has been beset by many problems during the period. It has been the subject of budgetary depressions and budgetary difficulties, political differences, perhaps of opinion, or differences of opinion as to whether the capital was to be developed rapidly or slowly, so that it really has gone through rather a trying period, not forgetting the period of the war. I feel the time has now been reached where there should be a determination to really get on with the job of developing Canberra, and if that is so I feel this guidance should be placed in the hands of some very competent authorities who in themselves are beyond the reproach of anybody and to whom we can all look, myself in particular, and I think my department, for proper guidance.

SENATE CALLED IN COMMITTEE

MR. FIZELLE (continuing).- At the moment ~~I think~~ there are a number of people controlling the destinies of Canberra. There is the National Planning and Development Committee, which I understand has no real authority. It can make an observation, but its observation need not necessarily be law. Then there is the Canberra Advisory Council. I think there are other sub-committees and small entities, all of ^{whom} ~~which~~ seem to have ^{little} ~~no~~ real authority ~~in the matter~~. So, I suggest in the first place that there might be something which I ~~would call~~ ^{have called} a Canberra Constitution. Whether that is possible or not, I do not know. I have felt that the control is not as good as it should be Canberra is essentially a problem for an architect. I think the great majority of our work is architectural work, associated with which there is an element of engineering work, but essentially it is architectural. In the Federal Capital Commission days we had an architect in control of the architectural work and an engineer in control of the engineering work. We had Sir John Butters, who was the chief over the whole of the activities of the Commission. I think myself that it worked out very well. When I look back and think of the ~~things that were~~ ^{what was} done during the days of the Federal Capital Commission, I look ~~back~~ ^{upon} on those things with a great deal more satisfaction than I look upon things which have been ^{done} ~~achieved~~ since, ~~then~~.

So far as the matter of town planning is concerned, I feel that the town planning of Canberra is very closely allied with the work which is carried out by my own department. Frequently we get requests - and I think you have ^{had} evidence of this before - from departments, such as the Department of the Navy, the Department of Air or the Department of the Interior to do something on some particular site. As a constructing authority, it is really only our responsibility to carry out the instructions of our clients. We talk about these departments as our clients and we regard them as having decided all these matters ^{which} ~~that~~ are appropriate before we get the proposal, and that, having sent the proposal ~~over~~ to us, ~~then~~ we should implement it according to what they think is the proper thing to do. I am not sure that this is the right sort of drill. I think there are a lot

N.1 1195 M. FIZELLE.

SENATE CANBERRA COMMITTEE

of other things which should ~~go before that~~, ^{be considered.} but the question of town planning is very intimately related to this very important question of where you should build something. ~~and~~ I think it is quite possible that the plan of Canberra could, at this stage, be reviewed. As I say in my notes, referring to the Griffin plan, I do not think the Griffin plan should be regarded as inflexible. I imagine if Griffin were to have ^{had} to plan the city now he would do it quite differently. It is a good thing we had a plan. Even a bad plan is better, perhaps, than no plan at all. In my view, it is necessary ~~however~~ that the plan should be reviewed having regard to today's conditions, and this could ^{best} be done, I think, ~~best~~ by a body of expert advisers. It has been said that buildings designed and constructed say thirty years ago are now out of date, and the same could well be said of the plan. In reviewing the plan we should not fail to look well ahead. I remember the advice of Sir John Butters, that in all our planning we should try to look fifty years ahead. I think that is very true indeed, because when I look back to the period between 1925 and 19²9, ~~approximately~~ thirty years have passed since the beginning of that period, and I cannot see anything that gives me any great mental lift when I ~~look back~~. Many of the main features ^{of the plan} have been carried out. It has been suggested, ~~I think~~, that the plan of Canberra might be scrapped. I think that is just sheer nonsense, but I do ^{suggest} ~~think~~ that we could look at the plan again.

THE CHAIRMAN.- That is a matter on which we have a good deal of evidence.

MR. FIZELLE.- Personally, I think that Canberra has taken too long to build, and ~~I think~~ that when the plan was drawn by Griffin, probably he envisaged that the city might be developed very much more rapidly than it has been. If it had been, we might now be looking round to see how we could alter the plan to make it fit in with the requirements of today. Perhaps it is a good thing that it has not developed rapidly, in view of ^{the} ~~the~~ possible review that might be undertaken at this stage.

Those are my views in regard to town planning, ~~which I think~~

SENATE CANBERRA COMMITTEE

~~is a very important matter indeed. I think it is possible at this stage for the plan to be reviewed.~~ I suggest that if any review is undertaken it be by a body of expert people. Town planning is a very specialised matter. In Great Britain, a great deal of importance has been given to it recently.

THE CHAIRMAN.- Would you thin a group of men or one man should review it?

MR. FIZELLE.- I think possibly it might be three men. You might feel that it was desirable to get the best of the brains from Great Britain - a man like Sir Reginald Stradley^{ling}, who was responsible for the planning of Stovenage, which I saw in Great Britain last year, and possibly two people from Australia, because we have our Australian point of view in these matters, and I do not think it should be subjugated to the viewpoint of people overseas who do not understand the Australian way of life.

THE CHAIRMAN.- You suggest here an authority, but you also say that you think that the Department of the Interior should remain as landlord and that the Department of Works should carry out the works. What would the authority do, apart from putting out plans?

MR. FIZELLE.- My idea of an authority would be something in the nature of what might be termed, perhaps, a Board of directors. Every large company has a board of directors ^{and} $\frac{1}{2}$ people who carry out the directions of the board. At the moment there seems to be a multiplicity of directions in Canberra.

THE CHAIRMAN.- At the moment it seems to me that you would be adding to the number of people and not concentrating. As I have read this, it suggests to me that you want an authority, but you still want Works to control the work force and the Interior to control some of the things it controls now. Would not that lead to disputes between this authority and Works and Interior?

MR. FIZELLE.- It might lead to discussion between the authority and Interior and ourselves, but I feel that if we could have one authority to ^{control} ~~carry out~~ the policy which ~~might be~~ laid down by the government, at least we could rely on that authority to say to us,

"You should build so many buildings. You should build new a town hall here, a theatre there, and something else there.", and the whole development of the city would be properly ~~amalgamated~~ *co-ordinated*.

THE CHAIRMAN.- Supposing the authority says "We want that done", but Works says "There is a much more important job to be done in Darwin, and we have not the engineers and the other people available. Your job will have to wait". What happens then?

MR. FIZELLE.- I think that that might be dealt with at a later stage, when we get on to this budgeting business.

THE CHAIRMAN.- Could we not have an authority that had its own labour force and that simply did not have to worry about Works? It might have people seconded from Works - it might have a whole force moved over just as you move a regiment or a body of artillery. Would it not be better to have an authority which was responsible to nobody but the Executive and Parliament?

MR. FIZELLE.- That might well be so. On the other hand, of course, the Department of Works, as it is established at the moment, is a very well established organisation, I think.

THE CHAIRMAN.- Please do not think that I am criticising the Department of Works.

MR. FIZELLE.- I am suggesting that this establishment might well be used for the purpose of carrying out the implementation of the programme.

THE CHAIRMAN.- I can see that point, but what I want to get clear in my mind is how could you ensure that this authority would get its way, if it were to be a sort of client of Works to get a job done?

MR. FIZELLE.- I suppose there might be some danger associated with that, the same as there is danger associated with the present arrangement, but I imagine that the authority would have greater authority than the present National Planning and Development Committee, say.

THE CHAIRMAN.- You are familiar with the organisation of the Snowy Mountains Scheme?

SENATE CANBERRA COMMITTEE.

MR. FIZELLE - I am not entirely, no.

THE CHAIRMAN.- You know it is a separate authority?

MR. FIZELLE.- Yes.

THE CHAIRMAN.- It does not have to ask Works for anything. It has its own labour force and its own staff.

MR. FIZELLE.- That is correct.

THE CHAIRMAN.- Do you not think to get the maximum efficiency in Canberra, it would be desirable to have an authority - subject of course always to the Executive and parliament - which had its own labour force? It could get its officers from Works or anywhere else, but they would be transferred and they would do just what the authority wanted.

MR. FIZELLE.- If you put it that way, my answer would be yes.

SENATOR HANNAFORD.- Do you suggest, in the information that you have given to us in this document, that the commission or authority you propose should simply supplement the present state of affairs wherein the Minister for the Interior is the final Arbitrator as to whether these things are going to be done or not, acting in conjunction with the two advisory bodies, the Advisory Council and the National Planning and Development Committee. That seems to be the body that determines things in Canberra at the present time.

MR FIZELLE.- Yes.

SENATOR HANNAFORD.- Your suggestion is that you would simply supplement that with an authority comprising an architect, an engineer, a town planner and so on?

MR. FIZELLE.- That is correct. I am not suggesting that one should override the authority of the minister. I would like to make that very clear indeed.

THE CHAIRMAN.- I think that, in some form or other, ministerial authority should remain, but there could be a good deal of independence in it, as the Snowy Mountains Authority has revealed.

MR. FIZELLE.- Yes.

SENATOR HANNAFORD.- No one has shown me that there is any other

SENATE CANBERRA COMMITTEE

authority existing in Canberra except the Minister, plus the Advisory Council and the National Planning and Development Committee. They are the authorities that determine what is going to be done or what is not going to be done in this place. It uses the Department of Works, certainly.

MR. FIZELLE.- That is very true up to a point, but you must remember that the Department of Works, as I mentioned previously, has a great number of clients. It has as its clients the Departments of the Navy, ^{Army} Air, Army and so on, from all of ^{whom} ~~which~~ it has to take instructions.

THE CHAIRMAN.- Who arranges the priorities for all of these clients? Does the Department of Works do it, or can some authority from outside come and say "You have to prefer Canberra to the Navy" or something like that? ~~Who does that?~~

MR. FIZELLE.- We do not ~~quite~~ know that at the moment. I can assure you that is one thing we are very concerned ^{with} ~~about~~ ^{at the moment}. I discussed ^{this} ~~it~~ with my senior officers only a few days ago. If we have ^{to carry out} ~~to carry out~~ this "Operation Admin" the ~~very~~ fact that we have to ^{do so} ~~carry it out~~ will tax our resources in the extreme. In fact, it is likely to ~~very much~~ overtax our resources, and we could well ~~say we could~~ only carry out the operations associated with Admin and ~~that we could not carry out any other work~~ for ~~any~~ other ^{Canberra} Departments in ^{Australia}. We would be well within our rights in saying that, with the force we have at the moment, and I speak more particularly of the documentation force, because that is the force ^{with which} ~~I am most concerned~~ ~~with~~.

SENATE CALLED IN COMMITTEE.

SENATOR BENN. - You stated that you are concerned about what has happened in Canberra in the past, in these words: "I am no less concerned with what has been done in Canberra in the past, much of which I think is to be regretted".

MR. FIZELLE. - Yes.

SENATOR BENN. - Would you like to elaborate on that statement?

MR. FIZELLE. - I think that there have been far too many temporary buildings built in Canberra. As I mentioned previously, I think it is a well-known fact that there is nothing more permanent than a temporary building. We put it up for reasons of expediency or of finance being available or because somebody puts the pressure on us, and so we find ourselves in this unfortunate position of having to provide this accommodation at a moment's notice. So, very frequently, the temporary building is born. There are the telephone Exchange opposite the Hotel Kurrajong and a great many other temporary buildings, including a temporary building at the Canberra Community Hospital, which, I might say, was put there very much against my better judgment. I hope to goodness that someone in the future will take action to remove it. That is the sort of thing that has been done.

SENATOR BENN. - You dealt with policy control and implementation. Your head office is not in Canberra?

MR. FIZELLE. - No. It is in Melbourne.

SENATOR BENN. - Have you a deputy director in Canberra?

MR. FIZELLE. - We have a Director of Works here the same as we have in every State.

SENATOR BENN. - In every State there is a Director of Works?

MR. FIZELLE. - Yes.

SENATOR BENN. - They work independently of each other?

MR. FIZELLE. - I would not say that we work independently. We work with head office as our directorate, and our directors carry out important directives given by head office.

SENATOR BENN. - Would you have knowledge of work being undertaken in Melbourne?

MR. FIZELLE. - I would have knowledge of work being under-

SENATE CANBERRA COMMITTEE.

taken by my head office only because I happened to be associated with head office before coming to Canberra.

SENATOR BENN. - Would you have any knowledge of the preparation of plans for an Arbitration Court building to be constructed in Melbourne?

MR. FIZELLE. - Yes, I ^{have} ~~am~~.

SENATOR BENN. - Were the plans in progress?

MR. FIZELLE. - The plans are, I think, at present being prepared by Sir Arthur Stephenson and Turner, acting as private architects for the Department.

SENATOR BENN. - The court is to be constructed in Melbourne?

MR. FIZELLE. - Yes.

THE CHAIRMAN. - I should like you now to consider the question of budgeting alone. We have had conflicting evidence on that and we want someone to make it very plain to us how annual budgeting and project budgeting affects us.

MR. FIZELLE. - The present arrangements are, as you probably know, that budgeting is year by year budgeting. A works programme is prepared. I do not know whether you want me to go into the details of the preparation of this works programme.

SENATOR MANAFORD. - I do not think that that is necessary.

MR. FIZELLE. - It is sufficient to say that a works programme is prepared. Just recently I dealt with the works programme for Canberra for 1955-56. That covers all Departments, including the Department of the Interior, which has the largest works programme so far as Canberra is concerned. Up to date, it has not covered the programmes for the Departments of the Army, the Navy and Air. These draft programmes are forwarded to us from our head office. We are asked to review the programme and see which works we think we can carry out - which works we can document, and which works we can carry out in the financial year - and the amount of money that we are likely to spend on ^{them} ~~these~~ works. As you know, very frequently the budget is not passed until some six months or later, ~~as it has~~ happened, after the close of the previous financial year. So that

SENATE CANBERRA COMMITTEE.

when we get a firm programme we very frequently find ourselves with only about four or five months in which to carry out the programme. That might include works which, in themselves, could easily take a year or two to complete. So that we always have this insidious sort of hangover. We have what we call revotes from last year's programme; that is work which is proceeding from last year's works programme. We have works that we have not been able to undertake during last year's programme, which, if they are to be done at all, must be added to the next year's programme. And we have the next year's programme. So that we have a sort of ~~a~~ triple arrangement. My feeling - and I think it is shared by many of the senior officers at head office - is that this year to year budgeting does not give us an opportunity of approaching our planning and our construction problems in a proper manner. It does not give us sufficient time to plan, and that is a very important thing indeed.

In the past we have been beset by problems of documentation. Proper documentation is essential to proper work, and it cannot be done if we are to be rushed in the documentation at the end of any particular financial year. I understand that while I was abroad last year, a new system of some sort was introduced to provide for a planning list, or design list as it is called now. Certain works were put on the design list, and those works were supposedly to be carried into the next year's programme. In effect, what ~~we have done~~ ^{is proposed}, is to design the work at some stage say, in 1954-55, and in 1955-56 these works would be included in the programme. We would have something well ahead. I do not know whether that intention is working as well as it was intended to.

The other thing is that as far as Canberra is concerned it would give us a long-range programme and enable us to enter into long-range thinking and into what might be called long-range contracts, particularly as they relate to the roads and their allied engineering services in Canberra, enabling us to attract contractors ^{with a} ~~of a~~ higher ^{work} ~~calibre~~ ^{potential}. I heard it mentioned here this afternoon that McDonald Constructions Pty Ltd. had pulled out of Canberra. The reason, as I

SENATE CANBERRA COMMITTEE.

understand it, is that we cannot give them anything that is large enough for them to get their teeth into. I think that that might be said of many of our larger building contractors also.

THE CHAIRMAN. - Would not the John Curtin Medical School at the Australian National University have been big enough for them?

MR. FIZELLE. - I think that McDonald Constructions Pty Ltd are engineering contractors rather than building contractors, and the John Curtin Medical School is only one job in Canberra. I heard the previous witness say that there must be long-term continuity of work, and I agree entirely with him.

I was in New Guinea early this year. I returned to Australia from overseas in November last. On my return, Mr. Price asked me to go to New Guinea to look at some of the problems there, ~~which I did~~. I came back fully convinced that to consider developing the works that they had to undertake in New Guinea on the old basis of documentation and calling tenders in the hope that ~~when you had a tender you would have~~ ^{getting} a contractor, and that when you had a contractor he would be able to undertake the work, ~~is~~ ^{and} just a dream. I feel frankly that the same problems, perhaps to a lesser extent, relate to Canberra.

THE CHAIRMAN. - Can you tell me how the Sydney Harbour Bridge was constructed? There must have been a long-term contract running into far more than the annual expenditure.

MR. FIZELLE. - Yes.

THE CHAIRMAN. - How was that reconciled with annual budgeting?

MR. FIZELLE. - I think I might refer to the tuberculosis programme. ^{with} Perhaps I should answer your question. It is so long ago that I can only suggest that there was an amount up to £5,000,000 set aside for the construction of the Sydney Harbour Bridge. It extended to £7,000,000, and it took four or five years to build. An amount was to be set aside to cover its cost until its completion. The project was approved in principle and the amount of money that was to be directed to the project also was approved.

THE CHAIRMAN. - Was it voted in annual instalments or all at once?

SENATE CANBERRA COMMITTEE.

MR. FIZELLE. - I cannot say.

THE CHAIRMAN. - It is a difficult problem. It seems to me that annual budgeting is essential to parliamentary control of finance. If we can devise a scheme by which we can reconcile these projects with annual budgeting, we shall be very happy. I am unable to reconcile the statements that have been made by various architects with those made by the Auditor-General.

SENATOR HANNAFORD. - Can you enlarge on what you were about to say in relation to the tuberculosis services?

MR. FIZELLE. - Perhaps I might take New Guinea first. When I was in New Guinea, I discussed this matter with the Assistant Administrator. I understand that they have made an approach to the Treasury, or to the Minister and through the Minister perhaps to the Treasury that the Government should agree to underwrite a programme of work in New Guinea covering a period of three years for certain specific things to be done. That does not suggest that these ^{the} ~~these are~~ larger items, which of necessity ~~must~~ ^{must not} be submitted from time to time for approval, even to the Minister or to the Treasury for Treasury approval. That should ~~not~~ be done. ^{but it} gives a clear picture that a certain amount of development will take place within three years and that funds will be found to provide for that development. The same sort of thing happened, so far as I can understand, in regard to the tuberculosis programme.

I went ^{overseas} ~~away~~ for the Government in 1950, and subsequent to my return works were put up by the States to the Commonwealth. They were reviewed by my head office and by myself in particular at ~~the~~ head office, and contracts were let. I think that about £6,500,000 worth of capital expenditure is going on throughout the Commonwealth now. As you know, part of the work at Chermiside, in Queensland, has been completed, and the first 150 beds have been opened. The rest of it is proceeding, though slowly. We have had no parliamentary Standing committees and no committees of any sort to say that we should do this, that or the other thing. Apparently funds have been provided under a special arrangement that the Minister for Health has had in some way

with the Treasury.

SENATOR HANNAFORD. - Surely the money is voted each year.

MR. FIZELLE. - Yes. There is an amount set aside for it each year. That is perfectly true.

SENATOR BEHN. - I think that there are many temporary buildings at Chermside also.

MR. FIZELLE. - No. The buildings that you have seen at Chermside are permanent buildings. You may think that they are temporary, but they are not. They are Bristol components. They set a new note in hospital construction. We have 150 beds on what you might call the ground floor and we shall have 450 beds in a multi-storey building. That has given a modern note in hospital construction.

SENATOR WOOD. - How many beds are there?

MR. FIZELLE. ^{150 in the single storey buildings} 180 on the ground floor, and there will be 450 in the multi-storey building.

THE CHAIRMAN. - It seems that all that you can get is an executive promise that the money will be available. Is that sufficient, or must Parliament vote money for years ahead?

MR. FIZELLE. - I do not think it is necessary for Parliament to vote money years ahead. I think that that probably would be asking much too much, but I think it is possible that Parliament approve that certain things shall be done for a period of three to five years,

(Continued on page 1207)

SENATE CANBERRA COMMITTEE.

and that we shall know where we are heading during that period, and also know with some certainty anyway that certain works which we will document and which we hope will be put in the field, will in fact be put in the field because at the moment I can assure you we undertake a tremendous ~~important~~ amount of work for which we have plans and specifications and all that sort of thing, and it never sees the light of day. It is the cause of a great deal -

SENATOR HANNAFORD.- Do you mean that they chop and change?

MR. FIZELLE.- Through indecision.

THE CHAIRMAN.- From the top of the department.

MR. FIZELLE.- I would not say that. It could be due to difficulties of finance from year to year, and changes in plans. You know if you delay something from this year to next year, it is never the same next year. The department always wants something else next year. It never is the same from year to year so far as I can see.

THE CHAIRMAN.- Your next point deals with the fostering of industrial potential.

MR. FIZELLE.- I think it is desirable that we should have some industrial potential in Canberra. I think that is appropriate to the development of any city, and it is unfortunate really that we should think of Canberra only as a city housing public servants alone. There does not seem to me to be any future for a large number of boys and girls who are the children of public servants here. They have either to go into the Public Service in Canberra, or go elsewhere to look for other avenues of employment. Apart from that, it is a good thing to have a leavening, and I believe that if some industrial potential could be introduced into Canberra, it would help to build the city into a better city than would otherwise be the case. I have listened to the evidence of some earlier witnesses, and the question has arisen of industry in relation to shopping areas. I should like to make it plain that to me there is a great difference between industrial areas and

shopping areas. Whilst you can have shops in industrial areas, I do not think you should have industry in shopping areas. There has been a little imposition of a sort of industry into shopping areas around the Civic area which is not good.

THE CHAIRMAN.- Do you not think that when we have brought the majority of the head offices of the Public Service here and building is going ahead so that in a reasonable time we have a population of 60,000, the market will be sufficient to bring in enough industrial growth?

MR. FIZELLE.- I think it is possible that as a result of that, you could have labour which could be used in an industrial market, because industry usually follows the population.

THE CHAIRMAN.- The point I want to get at is whether we need to use any devices deliberately to foster industry or induce it to come here. Will the market be enough to attract it?

MR. FIZELLE.- I do not think so. There should be devices to foster industry. We should endeavour to do so.

THE CHAIRMAN.- What devices do you suggest?

MR. FIZELLE.- I am afraid that I am unable to answer that question in detail at the moment. I have not given it sufficient consideration.

THE CHAIRMAN.- You are aware that Canberra was set up as a Federal Capital in the interests of the six States?

MR. FIZELLE.- Yes.

THE CHAIRMAN.- It will be a very delicate thing to use the money of the taxpayers in those six States to build up a town outside any one of them, possibly to the disadvantage of a town inside one of them.

MR. FIZELLE.- It could be.

THE CHAIRMAN.- That is a major consideration.

MR. FIZELLE.- That could be. The next point with which I have dealt is time factors in relation to progress of work. It has a big bearing on the general progress. I have divided this section into five parts as follows :-

(1) Preliminary discussions.

- (2). Preparation of sketch plans.
- (3). Preparation of working drawings.
- (4). Invitation of tenders and acceptance of tender.
- (5). Construction period.

I am a great believer indeed in preliminary discussions and proper planning and pre-planning before we really attempt to put pen to paper to determine whether a thing is to be like this, that or the other, and finally get really down to tin tacks as to what we are to do; in other words, to be clear about the thing, and having established a thing, to set a price on it, and having set a price on it, to get agreement upon it and then begin work in the field. At the moment in all States, and here in Canberra is no different, we are all the time planning and preparing further plans because of indecisions which may be due to lack of finance or changes of plan. A plan may miss out this year, and next year, somebody does not want it but wants something else. Therefore I do consider that is allied also with the question of budgeting. If you can get a clear line on where you are sailing, it is very much better for everybody. We have very limited staff indeed. I refer particularly to the architectural section. Last year I had an assignment in Great Britain from my department to obtain staff for it. I can say that that attempt was not particularly successful. We interviewed 55 architects in London, and of that number I think we shall probably get five in Canberra. Two of them are with us at the moment. It is very difficult to induce people to come to Australia from overseas. Conditions in Great Britain and on the Continent are very good indeed in relation to building work and all the matters associated with it. A witness earlier today spoke of an attempt to induce German workmen to come here. It is very difficult to get people from Continental countries at the moment because the amount of work in progress in Germany, Holland, Denmark and other countries is very considerable indeed.

SENATOR WOOD.- He advertised, and got some response.

MR. FIZELLE.- He did. That may be so. If you set about

SENATE CANBERRA COMMITTEE.

it in a personal sort of way, you may achieve success, but in a general way.....

THE CHAIRMAN.- Do you wish to amplify your remarks on co-ordination?

MR. FIZELLE.- I think I have covered that.

THE CHAIRMAN.- What is the initial examination standard demanded of an architect by the Works Department before you can employ him?

MR. FIZELLE.- We demand a standard of competency. He must be a member of the Royal Institute of British Architects or the Royal Australian Institute of Architects.

THE CHAIRMAN.- To obtain membership of either of those bodies, what qualifications must he have?

MR. FIZELLE.- He has to pass certain examinations. He has either to go through the University or technical college and obtain the diploma ^{or} ~~so~~ ^{be required to} that he may sit for an examination by one of those ^{institutions} ~~associations~~. Having passed it he then becomes a member of the organisation.

THE CHAIRMAN.- What are the subjects taken in, say, the technical college diploma course?

MR. FIZELLE.- They cover ^{basically} building practice and design generally. ~~taken in broad outline.~~

THE CHAIRMAN.- Is a general education standard required beyond the school leaving age?

MR. FIZELLE.- The general standard of education would be the leaving certificate standard.

THE CHAIRMAN.- Would an architect study the history of architecture?

MR. FIZELLE. - He would during his general training.

THE CHAIRMAN.- Sydney now has a university of technology, which confers degrees?

MR. FIZELLE.- That is correct.

THE CHAIRMAN.- I know that the standard at the technical college is very high in most subjects. Was it very high in architecture?

SENATE CANBERRA COMMITTEE.

MR. FIZELLE.- Yes, Sydney was. We accept the diploma of the Sydney Technical College.

THE CHAIRMAN.- As a practice - I do not mean from the standpoint of departmental convenience but from the standpoint of getting the best building - would you say it is better to have a plan drawn up by ^a departmental architect or by a private architect?

MR. FIZELLE.- I do not think one would say either one or the other. If we can draw the plans, we would draw them. If we cannot draw them, we endeavour to get assistance of private architects.

THE CHAIRMAN.- It depends on the type of building and that sort of thing?

MR. FIZELLE.- The architects within the department are just as competent as the architects outside it.

SENATE CHAMBER COMMITTEE

THE CHAIRMAN.- Do you think we should go to great pains to get the very best architect obtainable when we want to erect a building such as Parliament House which requires imagination and is something more than the ordinary building requiring more than ordinary competence?

MR. FIZELLE.- I certainly do.

THE CHAIRMAN.- There has been some objection to holding competitions for designs. What is your opinion?

MR. FIZELLE.- I think there is very often great objection to competitions. We had a competition for instance for a stadium in Melbourne for the Olympic Games. The architects who won were paid £60,000 but their design was finally rejected because it could not be carried out. No doubt it was a very good scheme. Frequently architects who win competitions win them because they have not always abided by the conditions of the competition but have managed to persuade the adjudicators that their particular designs are the best.

THE CHAIRMAN.- That is a defect in the system of adjudication.

MR. FIZELLE.- It is, but it is a defect that is always present and is difficult to overcome.

THE CHAIRMAN.- Is there any difficulty occasioned by the fact that one of the terms of a competition is that the design becomes the property of the government? Do you think that that is an unnecessary practice?

MR. FIZELLE.- I do not think so. If the government pays a premium then it should own the design.

THE CHAIRMAN.- But what about the unsuccessful competitors?

MR. FIZELLE.- I think they should retain their own designs.

SENATOR WOOD.- Do you not think that other capital cities than Sydney and Melbourne should be considered in relation to architectural work by your department?

MR. FIZELLE.- There are some difficulties in that we have to maintain a fairly close liaison with those architects. The closest liaison can be maintained with architects in Sydney

SENATE CANBERRA COMMITTEE

and Melbourne but there is no real reason why we should not go to for instance Brisbane. Only recently I suggested that a firm of Brisbane architects be given some work in New Guinea but for various reasons we did not finally place it with them, but I have no objection to it myself.

THE CHAIRMAN.- Would anything like the tender system that applies to contracts be applicable to the selection of architects? You could not hawk the job around?

MR. FIZELLE.- You mean private architects?. No, ~~we~~ have a formula for the engagement of private architects which has been worked out by the department in conjunction with the Royal *Australian* Institute of Architects. The formula is that we arrange with the Institute to select architects without the necessity of having to ballot for them as ^{was} previously ~~was~~ the case. Previously we might put the names of a dozen architects in a hat and draw one out but we thought that was not good business because frequently we might pick the wrong horse. Now we invite six or seven or a dozen architects to submit to us information as to their ability to carry out a job, the number of staff they are prepared to use, and the time factor and based on ^{our} ~~their~~ assessment of this we make a recommendation and select the architect accordingly.

THE CHAIRMAN.- If you would not like to answer this question do not hesitate to say so, but I want to get information from somebody on it. Is there any one school or faculty of architecture within a University or technical college in Australia which stands out pre-eminent above the others?

MR. FIZELLE.- No, I do not think so except that I think that the standard of architecture in Sydney and Melbourne Universities and the School of Technology in Sydney is very high indeed. I cannot speak of the other States because I do not know a great deal of them.

THE CHAIRMAN.- You are not saying anything against them?

MR. FIZELLE.- No.

THE CHAIRMAN.- How many schools of architecture are there?

MR. FIZELLE.- I cannot speak for Perth because I do not

know whether the University of Western Australia has a Chair of Architecture but I think there is a Chair of Architecture at Adelaide University *also*

SENATOR HANNAFORD.- If there is, it is comparatively recently established.

MR. FIZELLE.- I know that Mr. ^{*Laybourne*} ~~Layburn~~ Smith was to lecture there. So we have Sydney, Melbourne, Adelaide and Brisbane.

THE CHAIRMAN.- What is the reason for the shortage of architects? Is it because there are not enough people who wish to enter the profession or is it because of competition by other professions?

MR. FIZELLE.- I think there is a shortage of labour in Britain. That is perhaps an extraordinary thing and it is rather interesting to note that Great Britain has absorbed, particularly in Birmingham last year, 5,000 black men from the West Indies. They have been absorbed into industry in Birmingham and are very good workers indeed. They are British subjects and cannot be excluded and Great Britain is rather alarmed. It is becoming something of a problem. ~~I have seen hordes of them in London and they have been absorbed.~~

SENATOR HANNAFORD.- Manchester and Liverpool are full of them.

MR. FIZELLE.- Yes. I can assure you that a shortage exists on the Continent as well as in Britain and Australia. There is a shortage of architects all over the world.

THE CHAIRMAN.- If we go ahead with our schemes we will increase the demand.

MR. FIZELLE.- You will increase our problem.

THE CHAIRMAN. Is there any way in which we can increase the supply?

MR. FIZELLE.- I suppose the supply of architects could be improved by getting more young fellows to take up architecture, but architecture has ^{*had*} something of a chequered career over the last ten years and there are many other avenues, science particularly,

which are much more attractive, and into Science they go in preference to architecture. We are therefore short and have to make the best possible use of the architects we have. That is why we are very conscious of this over-documentation and abortive documentation that we have to carry out frequently.

SENATOR HANNAFORD.- Do you really believe that it was wise to abandon the provision that a building erected in Canberra had to be planned by an architect. I do not think the provision went as far as insisting that it be supervised by an architect, but there was a provision that a house must be planned by an architect. I think it has been abandoned.

MR. FIZELLE.- It has been abandoned. I think it is a very bad thing indeed. I know it is something which is not obligatory on people in other States but I can assure you that it is a subject which has had a considerable amount of thought on the part of various architectural institutes throughout the Commonwealth over the years and I believe it is one to be regretted.

I turn now to the part of my statement dealing with temporary buildings. I have said ~~in my statement~~ that a great number of temporary buildings have been erected in Canberra. Speaking for myself I can only say that I think it is a very great pity indeed. Those buildings are going to be with us for many years. The question of their removal is most difficult. To illustrate a case in point, in Sydney last year the State Government Architect suggested that £100,000 should be spent on rehabilitating temporary buildings which were built for hospital purposes at Randwick during the 1914-1918 war. I am glad to say that I was able, with Sir Harry Wunderly, to squash that one. But there you are. These buildings were put up as temporary buildings in World War I. I think there ought to be very much ^{more} control indeed over whether a temporary building, is erected or not. I think if we want a building in a hurry we should decide definitely whether it is to be really temporary or permanent. I think a higher authority than my department should have the responsibility of determining that.

On the subject of timber-framed houses I do not wish to be

SENATE CANBERRA COMMITTEE

misunderstood in relation to what I have said about the construction of them, but I think we should all recognize that the upkeep of a timber-framed house which is sheeted externally with weather boards is much greater than that of a house which is covered externally with brick or some other medium which does not require constant maintenance.

(Continued on page 1217)

SENATE CANBERRA COMMITTEE

MR. FIZELLE (continuing) I do not know whether you know it or not, but the problem of maintenance of Commonwealth buildings at the present moment is a matter that is exercising the mind of all of us and is a very great burden on the taxpayers throughout the Commonwealth, as well as a burden on manpower. The result, of course, is that buildings which require this maintenance do not get it, due to lack of finance, and they just deteriorate. You look at them and you say "This is a poor looking sort of thing." It is a bad business all round.

I know that timber framed houses are built in other parts of the world. I have seen them in Sweden, Norway, Denmark and other places, but they build their houses differently from ours. If they build a timber framed house they insulate it properly against cold and heat, which makes the living conditions very much better. I myself feel we should not be pushed into building timber framed and timber faced houses in Canberra. We are at the moment exploiting other materials with which to clothe these houses, and instead of building what I term timber framed houses - that is houses covered externally with weatherboards - build brick veneer houses. They need not necessarily be sheathed externally with brick, but with materials that have better qualities than timber and which require less upkeep.

SENATOR HANNAFORD.- What is the outside material of the brick veneer?

MR. FIZELLE.- It is brick. It is a four and a half inch skin brick, and the inside is timber. The brick veneer was always regarded as not quite as good as a brick house. There are many thousands of them in Victoria, from where ^{the idea} they came originally, and they were built there because of the shortage of bricks.

SENATOR HANNAFORD.- To all outward appearances, a brick veneer house is a brick house?

MR. FIZELLE.- Yes. A very great number of the houses you see round here are not ^{all} brick houses. In fact, they are only brick externally and timber inside. If the price of a timber house were regarded as £X, the cost of construction of a brick veneer house would be £X plus 2, and the cost of a brick house £X plus 4, so there

SENATE CANBERRA COMMITTEE.

is not much difference in cost.

SENATOR WOOD.- The fact is that with timber houses you can make them much more colourful than are the brick houses around Canberra. You are limited, apparently, by the variety of bricks here?

MR. FIZELLE.- That is possible. You might think there is a little monotony in the housing.

SENATOR WOOD.- There is rather a monotonous type of red in the bricks here.

MR. FIZELLE.- I have a book here on Canberra which takes my mind back to 1925. Some of the houses around Ainslie I can remember in those days were in open paddocks, and when you look at them now they present a different picture altogether. I think you will find that in time the houses we are erecting now will be softened by the gardens and tree planting around them.

THE CHAIRMAN.- Do you not think that a brick exterior looks much better than one covered with plaster or something like that?

MR. FIZELLE.- Unquestionably. I do not think we should go to plaster. We would not face our buildings with plaster, nor would we paint our bricks. We might paint one in twenty, to give variation.

THE CHAIRMAN.- But a large number of houses have been built which require painting, or some sort of treatment outside?

MR. FIZELLE.- Yes, quite a large number were built during the days of the Federal Capital Commission.

THE CHAIRMAN.- Is that your policy today?

MR. FIZELLE.- Our policy today is to have houses treated externally so that they will require as little maintenance as possible.

SENATOR RYAN.- What is your view about the responsibility for maintenance?

MR. FIZELLE.- Our responsibility is to say that the buildings should now have some maintenance, but unfortunately there is not always the money or the labour to carry out that maintenance.

THE CHAIRMAN.- The previous witness gave us some evidence about building with concrete blocks. Can you give us any

SENATE CANBERRA COMMITTEE.

information or opinion as to that form of building?

MR. FIZELLE.- I do not know ~~this~~ particular system.

SENATOR WOOD.- It is a series of blocks with incisions. They interlock.

MR. FIZELLE.- There are all sorts and forms of construction. We are always having people coming along to us. I can assure you that we never reject anybody. He may have said that we did not listen to him. I do not know him in particular, but as far as I personally am concerned, I never reject anybody's ideas. If we do not think they are any good in the end, we say "We are sorry, we do not think this is a very good system." We have the Commonwealth Experimental Building Station at Ryde and the C.S.I.R.C. Building Materials Division at Highett in Victoria and both of those concerns are available to us for information on the subject of ~~these~~ ^{any} particular materials and will always give us advice as to whether they are good or bad.

SENATOR HANNAFORD. On this point of maintenance, where a householder, renting a commonwealth house in Canberra, demonstrates that he is able to carry out maintenance himself, if any plaster work or painting is required, would it be the policy of the government to take advantage of his willingness to do the work at a similar cost?

MR. FIZELLE.- I do not think that has ever been considered.

SENATOR HANNAFORD.- It would be a case of a person not only helping himself, but also helping the department, with this shortage of labour that exists at the present time.

MR. FIZELLE.- I think that the best way to overcome that is for the government not to be the landlord. I think the best way to overcome this maintenance problem is for the government to sell every house to the man who occupies it, as every state government wants to do. As I have said, we should make it easier for people in Canberra to build their own homes. Mr. Ure gave evidence here on the land question, and I agree with him entirely, but I would go even further than that. I am not quite sure that I agree about the sale of land. I think it might be better to consider the question

of balloting for land. The sale of land brings all sorts of problems associated with it - premiums and people bidding for land which they do not really own. It is really only leasehold. If a man wants to get a block in a particular locality and has the money, he can outbid the other fellow. I think we should make it as easy as possible for people to build their own homes, and I would go so far as to say that we should give people, particularly public servants who are a pretty good risk, loans of up to 90 per cent of the valuation of the houses they propose to build, and give them every assistance to build. We might ourselves ^{in emergency} have to build less houses. We would be rid of the necessity to maintain them. I can only say that I have been really shocked at the lack of maintenance of houses that have been built in Canberra over the last 25 years.

THE CHAIRMAN.- Can you suggest any remedy for the bad maintenance of houses?

MR. FIZELLE.- I think that a great deal of the lack of maintenance is due to the fact that we have not the staff to carry out the maintenance. We might have the money, but not the staff. If we take carpenters, bricklayers or painters to carry out maintenance, we have to take them from the pool of labour that is available to build new houses.

SENATOR RYAN.- That suggests that Senator Hannaford's proposal would probably meet the situation - if the department were prepared to compensate the tenant for repairs he carried out to his home.

MR. FIZELLE.- The opposite is the case, because I think the Department of the Interior says that you are not to do anything in the house; you are not permitted to make any alterations, to repair it, to drive a nail in the wall, or anything of that sort.

I put in those remarks about the relations between head office and the branch offices because there had been some questions asked previously by the Committee in connection with the relationship between my head office and the state offices. Having been a head office officer, I thought I might be able to throw

some light on the matter. All I can say is that our head office, in relation to our state offices, plays a very important part indeed and provides great assistance to those offices. We have at head office a number of specialists. I was a specialist in hospital design when I was at head office. Apart from that, of course, I had other work which I carried out for the Department of the Navy, the C.S.I.R.O. and so on. We have ~~these~~ people there, particularly on the engineering side, and we can call on them as and when we want them, to come up here and discuss a problem with us and our client around the table and decide what is the best thing to be done. Our head office is of great assistance to us if we take advantage of the arrangement that has been set up between head office and the branches.

THE CHAIRMAN.- But would you agree that it would be helpful in the development of Canberra if the head office of the Department of Works were here?

MR. FIZELLE.- No, I do not think it would make any difference.

THE CHAIRMAN.- It is desirable for it to be here for consultation with other departments and things of that nature?

MR. FIZELLE.- That may be so.

THE CHAIRMAN.- You would not agree to the proposition that it is a good thing for the government of this country to have its head offices divided in three different places - some in Melbourne, some in Sydney and some in the National Capital?

MR. FIZELLE.- My answer to that is that I think it would pay the government to develop Canberra now as quickly as possible and complete it at the earliest possible moment. It should transfer here every department which it can properly transfer. This is an investment which is not being fully used at the moment. This hesitancy and lack of finality has no future.

SENATOR RYAN.- Even to the extent of giving priority to building homes for public servants to be transferred here?

MR. FIZELLE.- I think you have to give priority to the whole thing. At the moment we want to redesign our housing in Canberra. My principal architect, who, I would say, is a very good architect,

and some of my supervising architects are dissatisfied with the sort of houses we are putting up in Canberra. We would like to alter that position and to see something better. We would like to ^{materialise} revolutionise them. The only way to do that would be to say "Down tools and let us crack this housing problem." I would like to say, "Down tools on everything else and let us finish Canberra. Transfer the service departments to Canberra, including the Department of Defence". I think that would be the best possible thing to do.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN. - Go on to the next two paragraphs of your statement.

MR. FIZELLE. - I threw this into the ring because I felt that it illustrated a sort of approach ^{which} ~~that~~ when I came to Canberra I could not see was a very good one. I was amazed when I drove about Canberra ~~after I first came here~~ to see all sorts of odd-looking garages going up ~~about the Territory~~ apparently without any sort of control. I made inquiries and asked why we did not provide garages. The answer that I received was that we did not provide them because that would take away the potential from other work that was essential. I am certain that I could go out on to the market and get any number of firms in Melbourne and Sydney to fabricate garages for us of a type that would be acceptable to us under a large contract for, say, 1,000 or 2,000 garages, to be provided as and when we want them and to be erected by those firms. That would supply this very necessary want.

It is well-known that there is a car to, I think, every 3.3 persons in Canberra. That is a very large proportion. I think that some of these things that are going up about the Territory are complete eye sores and will certainly spoil it. I asked also why it was that people had to wait twelve months before they could get drive-ins so that they could get into those garages, and why they had to wait twelve months for a path to the house and in the meantime had to wade through the mud. There must be a tremendous number of housewives about Canberra who are dissatisfied at having mud tramped through their houses. I have since given instructions that every house completed shall have a path and drive-in completed by the contractor and that it shall be handed over complete with those things.

SENATOR HANNAFORD. - Do I understand that when a person wishes to provide a garage for himself he can erect it without submitting plans to the Department of the Interior? When I wished to erect a new garage in Adelaide I had to submit to my local government authority plans, including one showing the proposed location of the garage on the block of land. I could not construct a garage on the

SENATE'S CANNING COMMITTEE.

front of my property if it would obscure the vision of my neighbour. I am amazed to hear that people can erect garages here without any check by the Department.

MR. FIZELLE. - I should not like to be as definite as that. I think that there is control, but, like the rest of the control, I question^{is} whether it ~~was~~ sufficient control. When I see some of the garages that are being erected at residences about the Territory, I am sure that it is not sufficient.

THE CHAIRMAN. - That is not the responsibility of your department?

MR. FIZELLE. - No.

THE CHAIRMAN. - That is the responsibility of the Department of the Interior?

MR. FIZELLE. - Yes, but I think that it would be very much better if it were the responsibility of my department, perhaps as a matter of course, to provide a garage as a house was built.

SENATOR HANNAFORD. - What about the person who does not want a garage?

MR. FIZELLE. - I was going to say ~~as a matter of course~~ ^{that} later ^{on} when we ^{find} that the tenant who is to go into the house requires a garage. We would then put one up and ^{he would be} charged ~~him~~ 3s, 4s, or 5s a week for it. I am sure that he would be willing to pay that amount.

SENATOR RYAN. - I understand that the Griffin plan was that all avenues, and I refer to Adelaide avenue particularly, were to be 200 ft in width.

MR. FIZELLE. - Yes.

SENATOR RYAN. - Do you know of any reason why that requirement has not been observed?

MR. FIZELLE. - I cannot answer that question but I can find out for you if you wish.

SENATOR RYAN. - I should like information also about the continuation of Commonwealth Avenue where it joins the City circuit.

MR. FIZELLE. - I shall obtain that information and see that it is supplied to the committee.

THE CHAIRMAN. - Will you comment on the concluding paragraph of your statement?

SENATE CANBERRA COMMITTEE.

MR. FIZELLE. - I have said, and perhaps not without thought in my mind that I might brook some criticism, that I felt that *adequate* control of Canberra has been lacking when it permits this telephone Exchange of which you yourselves have had so much to say and upon which you have sought so much information. That is a dreadful thing. I do not think it should have been done. It is easy to be wise after the event. The other thing that all of us are amazed at is the development of Lonsdale Street, which is the result of lack of control. I should like to show you these photographs of a shopping centre in Rotterdam, which I saw last year.

(Photographs handed to the Committee by the witness.)

SENATOR HANNAFORD. - You would not describe Lonsdale Street as a shopping centre.

MR. FIZELLE. - Yes. I can buy a venetian blind, a pot of tea, a pot of paint or something like that there, and I should think it would be more a shopping centre than an industrial centre. I have referred to this previously.

SENATOR WOOD. - Do you know how it got away like that?

THE CHAIRMAN. - It seems to be completely unplanned. It is a haphazard growth.

MR. FIZELLE. - It is completely unplanned. In Gottenborg I have seen beautiful shopping centres. They are not elaborate, but are beautifully planned and controlled. There is none of this idea of one shop painted blue, another red and another green. They are all the same and are all based on ~~the~~ ^a controlled plan. The combination is very happy indeed. The Rotterdam one, which I visited ~~only~~ last November, is very ~~nice~~ *good*.

THE CHAIRMAN. - With regard to the building near Hotel Kurrajong, what I have pieced together from the evidence is this: It was initiated by the Postal Department, but there was an understanding that it should be a substantial brick building; the Department of the Interior and the Department of Works approved a building, but a second move was initiated by the Postal Department.

in order to save time, and to get the thing quickly this prefabricated building, which, I take it, was in the possession of the Department of Works, was to be used. Is that the story briefly?

MR. FIZELLE. - I should think that that would be the general story, and I should think that it was probably brought about by what I have termed expediency. May I just repeat what I said about expediency. I stated:

"We are constantly beset by problems of expediency and indecision. Perhaps the latter brings about the former."

I think that that is very true.-

"It becomes expedient to provide some accommodation in a hurry, and so, often, the temporary building is born, to remain with us always. It is a well-known fact that there is nothing more permanent than the temporary building".

You find that everywhere. I stated also that the pressure is always on the departments to spend allotted amounts, and that I appreciated that there are difficulties, perhaps political and financial, but that nevertheless it should be possible to have a long-term programme of, say, three to five years. I feel that it is expediency that brings about a great number of these things.

THE CHAIRMAN. - What you might call a hand to mouth policy of temporary expediency?

MR. FIZELLE. - That is so.

THE CHAIRMAN. - What is your opinion of the Government offices at Barton?

MR. FIZELLE. - Perhaps I might briefly go over the history of those. During the war, from 1939 I think to 1943 or 1944, I was in charge of the Defence Liaison Drawing Office at Victoria Barracks. We carried out the whole of the work for the Departments of the Navy and the Army throughout the Commonwealth from that office. You all, of course, well know the buildings at Albert Park in Melbourne, near St Kilda. These buildings were designed in ^{that} my ~~own~~ office at the Barracks. They were designed to go on that park and to be put up quickly to accommodate Departments of the Services for war purposes. In essence, those are the buildings that have been repeated at Barton.

SENATE CANBERRA COMMITTEE.

No doubt expediency again was the determining factor. They wanted to get them up quickly because they wanted to move people to Canberra. The cost of them probably was not much less than the cost of putting up some building that might have been a permanent building. It need not necessarily have been a building like the new administrative block. It could have been a simple building.

THE CHAIRMAN. - It would not have cost much more to construct buildings such as the East and the West Blocks?

MR. FIZELLE. - No.

THE CHAIRMAN. - Will you give us your considered opinion about the expediency, not merely of flats, but of the 8-storey flats that are to be constructed? What do you think about the site?

MR. FIZELLE. - To answer the last part of your question first, I feel that I am not in a position to comment very much about the site. It is a thing that I have not studied. Presumably it has been studied by officers of my head office who prepared the original sketch plans. No doubt that was done in association with officers of the Department of the Interior. I think that the erection of 8-storey flats in Canberra is a very good thing. I think Canberra wants multi-storey flats to give it some skyline. Throughout Great Britain in many of the smaller towns the churches and cathedrals attract your attention. That is what Canberra wants. It wants a lift. It is too flat and too uninteresting. I am sure that all my colleagues are of that opinion.

THE CHAIRMAN. - You recommend the 8-storey flats?

MR. FIZELLE. - Unquestionably.

THE CHAIRMAN. - Could we have a copy of the plans and some illustrations that will give us an idea what those flats will look like?

MR. FIZELLE. - I have been in touch with my head office. They are developing a model that would illustrate them for you very much better than anything else that we could give you. We shall have the model here next week if that will be convenient for you, and you will be able to see for yourselves what those flats are likely to

look like.

THE CHAIRMAN. - What do you think we can do to improve the quality of buildings constructed by bodies that are not subject to the sort of control that is placed on Government buildings? I do not think that those bodies should be subject to that sort of control. One witness stated that ecclesiastical architecture in Canberra was drab, that there was only one building that he liked - the oldest building in Canberra, which is St John's church; and that there was one more that he did not like personally but of which he approved as a bold and original plan. He said that the other buildings were, beyond dispute, indescribably bad. Do you agree with that opinion?

MR. FIZELLE. - Yes.

THE CHAIRMAN. - What measures should be taken to improve the quality of buildings of that type?

MR. FIZELLE. - I can only say again that greater control is needed, and I hate that word "control", because I am not one who likes control.

THE CHAIRMAN. - You think that plans must be submitted to the planning authority, and that if it disapproves the body should not proceed with the construction?

MR. FIZELLE. - Yes.

THE CHAIRMAN. - That will have to be considered.

MR. FIZELLE. - St John's church is one of those lovely little things. On the northern side of St John's church there is a farmhouse which was ^{one of} the original farmhouses of Canberra. I think that it should be preserved. If it were in Great Britain it would be preserved - it is not a monument but I shall use the term - as a national monument. ~~In time that sort of thing will disappear from Canberra and we shall not see any of it.~~

THE CHAIRMAN. - Who owns it at present?

MR. FIZELLE. - I do not know.

THE CHAIRMAN. - It would be necessary for the Commonwealth to acquire it if it were to be preserved.

MR. FIZELLE. - That would be necessary.

SENATOR WOOD. - This morning I visited the Forestry School. My attention was directed to its aspect which, as you know, is very good. I believe that it is proposed to construct residences almost right up to the roadway in front of the Forestry School. Does that come within your department's control.

(Continued on page 1229)

SENATE CANBERRA COMMITTEE.

MR. FIZELLE.- It might do. Quite frankly, I do not know anything about that. I do know something about the Forestry School, because I was responsible for its design when I was here in 1925.

SENATOR WOOD.- The set-up is attractive. There is a slope downwards which gives a nice aspect. There are two squares of land which serve as a frontal piece to the Forestry School. It would be a great shame to build houses on it and spoil the whole aspect from the Forestry School. It must be a detraction from the beautiful site of the school. You agree that it is most attractive?

MR. FIZELLE.- Yes. I shall obtain an answer to that question, and supply it. Mr. Chairman, before I leave may I refer to an article which was published in the Sydney Morning Herald Canberra supplement on Monday the 9th May, 1927?

THE CHAIRMAN.- Will you tender it as a document?

MR. FIZELLE.- Yes, but I should like it to be returned to me. I do not wish to bore you by quoting the whole article. It is entitled, "Canberra's Assets. A Great Opportunity" and is written by Professor Alfred S. Hook, of the University of Sydney. He concludes the article by saying -

"Architectural Director Wanted.

.... When all is said and done it is the buildings that make a city. It is vitally important that in a city like Canberra, where nothing has been spared to provide ideal settings and backgrounds, the buildings should be as perfect as architectural and artistic skill can make them. To do less is to provide a frame of exquisite craftsmanship around a mediocre and vulgar picture. It is not a question of expense. Half the trouble - at Canberra and elsewhere - is that too much has been spent on trying to achieve architecture. Less money, spent with a finer discrimination on building well and tastefully just what is needed, and no more, would give infinitely better results".

SENATOR HANNAFORD.- In other words, he is inclined to discount the town planning aspect in favour of erecting suitable buildings?

MR. FIZELLE.- I do not think he is inclined to discount it entirely. Probably the meaning has been a little emasculated because I have only read the last part of the article. It is a very fine article.

SENATE CANBERRA COMMITTEE.

SENATOR HANNAFORD.- Who has had the re-building of Rotterdam?

MR. FIZELLE.- The Reconstruction Department.

SENATOR HANNAFORD.- Have they any specific way of doing it?

MR. FIZELLE.- I think they had control over the planning of the city; and a controlling authority. When I was in Germany, I saw a little place called Freudenstadt, situated in the Black Forest. This place had been entirely destroyed by the Free French during bombardment almost at the end of the war. The Germans have rebuilt Freudenstadt, and it is beautiful. Everything is so architecturally satisfying. There is a lovely square. The church has been rebuilt, as well as the Casino. Everything is so well done.

THE CHAIRMAN.- You have spoken of control of building by some authority. It is this authority you have recommended which would have the ultimate control?

MR. FIZELLE.- Yes.

THE CHAIRMAN.- Do you believe that all the buildings in the city should be controlled, that plans should be submitted and that there should be an authority with power to reject anything whether it is a garage, cottage or church?

MR. FIZELLE.- If you want the best results, I think that is what you should ask for.

THE CHAIRMAN.- That would be your recommendation?

MR. FIZELLE.- Yes.

(The witness withdrew)

At 4.36 p.m. the Committee adjourned to Thursday the 17th March at 10 a.m.

NOTES for appearance of representatives of the A.C.T. Branch of the Commonwealth Public Service Clerical Association.

before

The Senate Committee on Canberra Development.

(17.3.1955).

(A) AUTHORITY OF REPRESENTATIVES.

1. Appearing before the Committee are the President (F.J. Arkwright) and Secretary (A.J. MacDonald) of the Branch with the approval of the Branch Council to make submissions outlined by officers of the Branch and a special sub-committee of the Branch.
2. The Branch membership comprises 1630 clerical officers of the Commonwealth Public Service whose headquarters of employment are in the Australian Capital Territory.
3. Membership includes -
 - (i) a number of persons located in Canberra from 1927 and before; who were employees of the Commonwealth prior to any substantial settlement of Canberra;
 - (ii) a number who have entered Canberra in the quarter century from 1927-1952; and
 - (iii) a balance of officers more recently transferring to Canberra many of whom are not permanently settled due to shortages of housing for families.
4. Accordingly, the submissions for the Branch have been framed to express the views of a fully representative cross-section of Canberra residents.
5. Insofar as the issues to be raised in this submission concern the wellbeing of the families of members it is relevant that the members of the Branch and their families aggregate in excess of 5,000 persons or not less than a one-sixth part of the local population.

(B) CANBERRA - THE NATIONAL CAPITAL.

6. Canberra has been developed as a city where, in the natural order of events, no city would be located. It has been developed according to a plan that goes beyond providing for the essential requirements or comfort of its inhabitants. Both the fact of its being and the form it has taken spring from a determination that the Federation of Australian States into the Commonwealth of Australia in 1901 should be recognised by the establishment of a National Capital separate and distinct from the capitals of the several States.
7. It is necessary to emphasise the concept of Canberra as a National Capital in order to adjudge fairly the proportion of its maintenance and capital costs that should be imposed as a liability upon the people resident in the City.
8. A city of 30,000 citizens would naturally in the interests of comfortable living adorn itself with trees and gardens. No city of 30,000 citizens, concerned only to meet the needs of 30,000 inhabitants would have trees and gardens in the profusion in which they are established in Canberra.
9. It is conceivable that a city of 30,000 people with a wide expanse of territory available for planned settlement would build spaciouly. It is contrary to reason that a city of 30,000 people planning only for its own needs and comfort would subdivide itself into some twenty suburbs and to space the suburbs that citizens at one extremity would be from 7 - 10 miles distant from citizens at the opposite extremity.
10. It is inevitable that a city - population 30,000 - would have services and amenities - transport, shops, facilities for recreation, etc. It is impossible that a city concerned only to meet the needs and comfort of a 30,000 population would -

- (i) plan its development so as to load its transport system with a heavy deadweight of non-paying mileage;
- (ii) locate its shopping facilities remote from its residential areas; or
- (iii) burden its recreational facilities with schemes of beautification far beyond the economic capacity of 30,000 average income citizens to carry.

11. On this footing expenditure, whether on maintenance or of capital, in or on the Australian Capital Territory falls to be classified under two headings :-

- (a) so much of the expenditure which satisfies the needs of persons resident in Canberra; and
- (b) so much of the expenditure which follows from the need to make the city conform to its predetermined character as a National Capital.

(C) CANBERRA - A NATIONAL INVESTMENT.

12. There is not lacking evidence that Canberra is becoming a place of patriotic pilgrimage to Australians in the manner that Washington is a place of patriotic pilgrimage to citizens of the United States of America. It can be shown that within the quarter century that has elapsed since the City of Canberra began to take coherent shape and the present time, the people of Australia as a whole have begun to recognise and claim benefit from the National investment made in the City of Canberra.

13. Two identifiable centres of National interest are The Parliament and the National War Memorial. The steadily increasing attendances of visitors at these centres indicate the progress that has been made in identifying Canberra in the minds of the people of Australia with the facts of Federation and Nationhood. The figures ascertained from these institutions are as follows :-

<u>Year.</u>	<u>Parliament.</u>	<u>National War Memorial.</u>
(Earlier records not maintained.)		
1950		114,772
1951(Jubilee Year)		157,113
1952		124,548
1953		157,585
1954 (Royal Visit)	61,611	212,539
1955 (part to 1.3.55)	24,000	46,913
TOTAL	5 ¹ / ₆ years	813,470
	Weekly average	3,035

14. The Australian National University has now been established as a first step towards identifying Canberra as a National centre of learning and culture.

15. It might be added that the planning of National Institutes has consistent regard to the National character of those Institutes. Scholars of world repute are of the staff at the University. At the War Memorial a project in mosaic is at present in progress the like of which has not been attempted anywhere in the world for centuries past. It is a project which will possibly be rivalled in magnitude only by the mosaics of St. Marks Cathedral in Venice with this distinction that whereas the Venice Mosaic was completed over a period of 100 years the National War Memorial venture is scheduled to be completed in two years from now, i.e. 4 years from conception to completion.

16. The investment which the Australian Nation has already made in Canberra relies for its protection upon the future administration of the City being so shaped as to carry forward towards completion the works, structures, enterprises and perhaps particularly, the ideals for which the foundations have already been laid.

17. It is submitted that in the plans made for the development of Canberra the Committee should look primarily for some potential of contribution towards the purposes for which Canberra was conceived and founded, i.e., to be a worthy symbol of nationhood forged by the Federation of a diversity of States and peoples - a centre of learning and culture becoming to that Nation.

18. So far as administration is concerned the same tests of contribution towards the essential purposes for Canberra's being should apply. Our organisation holds the view that administration should bring into complete harmony its functions of future planning and present performance. There should be a stability in administration which will ensure a steady implementation of the plans already approved as being appropriate to the character of Canberra as the National Capital.

19. It is a matter of concern to the A.C.T. Branch Council of the Commonwealth Public Service Clerical Association that there is some evidence of instability in the administration of the Australian Capital Territory and we deem it a duty to specify to this Committee the precise nature of that instability and the implications of it.

(D). CANBERRA - ITS IMMEDIATE FUTURE.

20. Apart from its significance as a National Capital, Canberra enables the several functions of Government to be brought into close co-ordination. Through the Cabinet or Executive, legislation is planned in Canberra; laws are made in Canberra; and, through the Departments of Government, the laws are administered from Canberra.

21. There is a body of opinion which claims that the comparative isolation of these elements of Government from the centres of manufacture and commerce and the larger centres of population leads to lawmaking and administration that is more theoretical than practical. A contrary body of opinion maintains that the detachment of Canberra enables legislation to be framed and administered free from the bias that would result from too close an association with any alternative seat of government.

22. Our organisation is not concerned with these conflicting points of view, but is concerned with the reality that because the nation has seen fit to locate its executive of Government, its legislature and its instruments of Governmental Administration in the Australian Capital Territory, our 1600 members retain their employment and further their careers conditional upon their remaining resident in or about Canberra. It is inconceivable that our 1600 members would be resident in or about Canberra except that they or their parents came to Canberra following upon the decision of the Commonwealth to establish Canberra as the National Capital with the material functions of co-ordinating the several elements of Government and Administration.

23. For these reasons our Organisation regards the residence of its members in or around Canberra as a concomitant of their employment and claims a right to represent the conditions bearing upon residence in the Australian Capital Territory as the proper concern of a Committee examining all aspects of the development of Canberra.

24. Outside the present membership of the A.C.T. Branch the Commonwealth Public Service Clerical Association has concern for several thousand of its members and their dependants at present located principally in Melbourne and Sydney, whose headquarters of employment are scheduled for transfer to Canberra within the next few years.

25. The A.C.T. Branch has the responsibility of advising the Organisation in the several State Branches concerning the attitude which the Association should take toward the projected transfer of officers and their families, and the advice which it should give in reply to member enquirers concerning the

conditions with which they will have to contend if they accept transfer as a condition of continued employment, or, alternatively, advancement in the service of the Crown.

(E). THE FIRST TRANSFER OF OFFICERS TO CANBERRA.

26. In 1927 Statutory Rule No. 22 was approved as Regulation 97B under the Commonwealth Public Service Act, 1922-1924. The preamble to the Regulation read :-

"Whereas the special circumstances attending the transfer of Departments to a newly established city will necessarily involve at the outset, additional expense to compulsorily transferred officers of those departments in relation to housing and living:

and whereas it is expedient that officers transferred to Canberra in these special circumstances should receive special allowances:"

27. Regulation 17B provided that subject to the approval of the Public Service Board, an officer who by reason of the removal, or anticipated removal of his Department, was compulsorily transferred to Canberra, might receive a special allowance, according to the following scale:-

Salary of Officer.	A	B	C
	Married Officer who purchases, builds or rents a house in Canberra.	Married officer other than as Specified in A.	Unmarried Officer.
	Rate per annum.	Rate per annum.	Rate per annum.
£400 and under	54	39	26
£401 to £600	63	39	26
£601 to £1,000	69	39	26
£1,001 and upwards	75	39	26

The allowance was restricted to officers transferred or promoted to fill vacancies at Canberra prior to a date certain being 1st January, 1928.

28. Having regard to a preponderance of officers being located in the salary ranges below £1,000 per annum these special allowances in effect amounted to an average supplement to scale wages of the order of 10%.

29. In 1931 the rates of Canberra allowance were adjusted to £39 per annum for a married officer and £26 per annum for an unmarried officer.

30. The history underlying the changed basis for the payment of Canberra allowance includes that with effect from 1st January, 1928, a distinction was drawn between a married officer who purchased or built a house and a married officer who rented a house. Changing conditions in the staffing of departments had apparently rendered this necessary, so that married officers whose transfer complied with the original conditions received, if renting a house £39 plus 20% of rent paid, while officers whose transfer did not so comply received 20% of rent only. However, it was recognised that a subsidy was warranted in connection with the "compulsory" transfer of officers.

31. The allowance of 20% of rent was discontinued from 1931, following a reduction of 20% in the rentals charged for Government owned cottages.

32. Our Organisation desires to represent to the Committee that the rentals of cottages lately occupied by present residents of Canberra and the rentals that appear certain to apply to cottages that will be made available for our members who will shortly be transferred to Canberra in their employment are disproportionately high in relation to the earnings of tenants, and will involve serious hardships and social implications for them. This aspect of the development of Canberra is enlarged in part (H) of this statement.

33. The early transferees to Canberra were brought here on the firm understandings that the City would be developed as a National Capital worthy of the Commonwealth of Australia with facilities adequate to secure the physical, cultural and social wellbeing of its residents.

34. Insofar as they became tenants of Government-owned dwellings, they did so at a contracted rate of economic rental which included calculated elements to cover capital cost, interest, maintenance and the equivalent of "rates" to meet the services normally provided in other areas by municipal authorities. The rent of every single cottage was thus fixed to ensure to the Commonwealth of Australia an adequate interest return on the investment made by the Nation in the construction of the cottage.

35. So far as hospitalisation was concerned, hospital services were provided free of service charge as and when required being financed out of a local Hospital Tax.

(F) UNIFORM INCOME TAX IN RELATION TO THE A.C.T.

36. In 1941 State and Territory taxes were funded into a Uniform (Commonwealth) Income Tax. The State Tax element was estimated to average out at the rate of 2/- in the pound and a system of State reimbursements was instituted which resulted in the States being paid by the Commonwealth sums on a "per capita" basis, with special additional payments to the States with comparatively small populations and also payments to all States for special purposes.

37. In the result a citizen of Australia resident in a State continued to receive from his payment of Uniform Income tax the Services that he had previously received from both the State and the Commonwealth.

38. The resident of the Australian Capital Territory has not shared in this continuity of services before and since uniform taxation. In the particular matter of hospital services the special hospital tax previously paid in the Australian Capital Territory has been merged into uniform taxation but hospital services have since been made the subject of Service charges. In fact, when income taxes were enlarged to include Social Services contributions of the A.C.T. was required to meet a further levy for inter alia, hospital services over and above the charge he is carrying by reason of the hospital tax having been taken into the Uniform Income Tax.

39. It is submitted for our Organisation that under Uniform Taxation, the resident of the Australian Capital Territory is making a contribution for local services over and above direct payments that he may make, e.g. by way of rent. This Claim relates to the fact that Commonwealth grants channel to the States a proportion of Uniform Tax paid by residents of the States for the provision of purely local services.

(G) RECENT TRENDS OF DEPARTMENTAL ADMINISTRATION OF THE A.C.T.

40. The recent experience of residents of the A.C.T. is that there has been a rapid deterioration in the conditions of residence. Specifically, there has been a renunciation by the Administration of contractual obligations to tenants of Government-owned dwellings and an interference with the methods of providing amenities.

41. Typical of the deterioration but not exhaustive in their scope are the following items:-

(i) Transport Services -

The recent administrative trend seems to be that transport services (buses) are a purely local benefit for which the residents of Canberra should pay in full. In the light of losses sustained by the Service over the years, fares have been raised to a minimum of 6d. per adult.

In the forefront of this statement it was emphasised that the transport services in Canberra carry a heavy burden of "dead loss mileage" by reason of the development of the City as the pride and showpiece of

the Commonwealth of Australia rather than to meet the mere convenience of its citizens. As an illustration there are several bus "runs" of about 15 miles operating within the narrow limits of Canberra. It is an irrational approach to seek to put upon the residents of Canberra the whole cost of transport services in which the route mileage is inflated. Especially, is this so, as the burden falls heaviest upon those residents whose economic position does not enable them to provide self-owned alternative transport.

- (ii) Maintenance - The trend of administration is to restrict normal maintenance and to put upon the tenant of Government-owned dwellings the obligation to carry the costs of certain maintenance.

Tenants have been issued with a list of charges for sundry services, ranging from the replacement of tap-washers (7/6d. per service) to replacement of window panes.

Hedge-cutting has been classified as the responsibility of the tenant.

It is possible to give some apparent justification to these impositions upon tenants on the grounds that similar maintenance is not provided for house-tenants elsewhere and represent services that might well be assumed by the tenant either as contributing to his own comfort or representing the minimum of protection that he owes to his landlord's assets.

These plausible representations need to be considered against the background of fact that the rentals of Canberra houses have been fixed to include specifically a provision of cost of these very services and that after paying for them in his "economic rental" and under the seeming protection of a leasing agreement, the tenant is arbitrarily required by the Administration to carry the very services for which he has paid.

The most disturbing feature of this trend of the Administration of the Australian Capital Territory is the apparent lack of value in understandings that transfers to Canberra are given at the time of their transfer and the apparent ease with which the Administration can disown contractual obligations to tenants in relation to which rentals are collected.

The appearances of instability and capriciousness in the Administration of the Australian Capital Territory raises in the mind of the Council of the A.C.T. Branch of the Commonwealth Public Service Clerical Association very serious doubts as to whether it can advise members of the Organisation listed for transfer to Canberra that their conditions of residence in the A.C.T. will not rapidly deteriorate from those represented to them on the occasion of their transfer.

- (iii) Hospital Services -

The circumstances which have resulted in residents of Canberra in effect being required to make a multiple contribution towards the cost of hospital services have been described in Part (F) of this statement.

- (iv) Housing -

In part (H) of this Statement (hereunder) important aspects of housing of Canberra residents are raised.

- (v) Amenities -

In Part (J) of this Statement (hereunder) aspects of the provision of Amenities are discussed.

(H) HOUSING AND ACCOMMODATION.

42. The "Canberra Times" of Friday, 11th March, 1955, announced that work would be commenced on a building contract for the erection of 113 houses in Canberra - comprising 74 three bedroom houses and 39 two bedroom houses. One in each ten houses erected will be reserved for tradesmen engaged in house construction.

43. This is the most recent evidence of the trend in home construction in Canberra.

44. The contract covers no residence that would be suitable for occupation by a family of size greater than two adults and four children. It is a matter of opinion whether any house of the 113 will meet with reasonable comfort the requirements of a family of more than two adults and two children.

45. The statistics of births amongst residents of the A.C.T. are -

<u>Calendar Year.</u>	<u>Birth Rate.</u>
1950	29.63 per 1000 of estimated population.
1951	28.47 " " " "
1952	30.60 " " " "
1953	26.69 " " " "

(The rate for 1953 when births could be measured against a precise figure of population disclosed by Census proved to be 27.76 and it is probable that the rates shown for other years would also be below the rates per 1000 of actual population.

The birth-rate amongst residents of the A.C.T. is apart from that of the Northern Territory the highest in Australia.

46. Members of our Branch have been inconvenienced by the limited number of multi-bedroom houses available, or their inability to obtain residences satisfactory to their requirements.

47. A construction that may be placed upon the building contract referred to in paragraph 42 of this statement is that -

- (i) recognition is given to the need to entice tradesmen to Canberra by the reservation of 1 in 10 houses for their occupation;
- (ii) no recognition is given to the possibility that any of the remaining 92 tenants may have large families - or alternatively the area wherout this contract will be implemented will be retained as a small family preserve.

48. It is adjudged that when the school children at present in Canberra reach adult age so that room sharing becomes either impracticable (on account of the room size now usual in Canberra houses), or undesirable, families at present accommodated in reasonable comfort will be inconvenienced.

49. The pressure on bedroom accommodation in Canberra by reason of family requirements is increased by occasional demands of private visitors to families in the A.C.T.

50. The view submitted to the Committee is that if the planning of home accommodation has to conform to the need for quick construction of homes so as to preclude any regular provision of multi-bedroom houses designs should include provision for extensions that may become necessary. Further the planning should not be effective in segregating no family and small family groups from large family groups so that large family groups are confined to settlements of the Tocumwal Kut type construction.

51. Rents. The calculation of rentals according to an "economic rent" formula has relation to the economy of home construction rather than the economic capacity of tenants to pay the rentals proscribed.

52. As late as November 1954, the Branch secured information concerning the relationship of rentals to the salaries of tenants of the Government owned residences. Examples involving astonishing strain upon the finances of tenants included -

	<u>For Fortnight</u>		<u>Rent as % of</u>
	<u>Rent.</u>	<u>Salary (Gross)</u>	<u>Salary.</u>
Case 1	8. 8. 4	25.12. 2.	32.9
2	8.10. 8	26. 6. 0	32.5
3	8. 7. 2	26.10. 7	31.5
4	9.12. 4	31. 7. 3	30.6

53. In the survey 29 cases were located in which rent was in excess of 25% of salary - 115 cases in which rent was from 20% - 25% of salary. The survey was made before the recent adjustment of margins; accordingly the figures quoted are submitted merely as an indication of the hardship that is possible.

54. Because the houses last constructed are in the high rent group and because the projected transfer of more Commonwealth Public Servants to Canberra will not be confined to high income earning officers the A.C.T. Branch of the C.P.S.G.A. finds difficulty in framing advice to probable transferees other than that Canberra rentals in relation to salary may result in great economic hardship and restricted living standards to them or alternatively make necessary that their wives obtain employment when and where employment may be obtained.

55. Another feature of rentals that may be emphasised is that the houses available for occupation by young couples contemplating marriage will be in the high rent group. A factor contributing to the high birthrate in the A.C.T. is the low average age of residents of the A.C.T. The pressure upon young wives to continue in employment as a matter of economic necessity is a serious social penalty for the privilege of residence in the Nation's Capital.

56. It is necessary to emphasise that the system of house allocation excludes the practical possibility of those requiring housing exercising any choice of residence or rent payment. Families temporarily accommodated in residential hotels are paid allowances to cover the costs of such living over and above the costs of normal living in a residence. Pressure is exerted upon them to take the first offer of a house irrespective of whether the house itself, or its location is satisfactory or its rent reasonable in relation to their earnings. Rejection of an offer results in discontinuation of the special allowances.

57. At this point we restate the view that except as a concomitant of employment, low income earning public servants would not come into an area of high rentals, nor, being in such an area, accept house accommodation at peak levels of rental except under extreme pressure.

58. The Branch submits to the Committee that as a practical measure to ensure the proper development of Canberra provision should be made to subsidise rents of low income earning residents so that rent shall not exceed a determined percentage of earnings - The subsidy to be adjusted progressively until at a predetermined level of salary or earnings the tenant is able to carry the full "economic rent" without undue hardship or interference to his social entitlements.

(J) AMENITIES.

59. General. Under this heading attention is drawn to the lack in Canberra of an adequate Town or City Hall. The only Hall that justifies mention is the Albert Hall centrally situated in relation to the several residential areas and convenient to none. Accommodation offered by Albert Hall is far short of requirements of a 30,000 population and it is understood that applications for the use of the Hall regularly exceed the dates available for leasing.

60. A City Hall appropriate to the size and character of Canberra including provision of meeting rooms is held to be necessary. Smaller Halls convenient to the southern suburbs and the outlying suburbs to the north of the city are also desirable.

61. Planning for the proper development of the city of Canberra should give some emphasis to the provision of public halls.

62. Recreational. While there are facilities provided and suitable for many classes of residents the family group is not well catered for. The Grotto Reserve is reasonably well developed but small in area and somewhat remote from the city proper. Other places suitable for family outings are few in number and crude as regards facilities.

63. The implementation of the lake scheme even in part would allow of some development of family amenities within the city area. The reservation and improvement of river frontages near to the city would also be helpful.

64. Facilities for sport are good and the use made of them wholly justifies their provision. Some instability of administrative policy is however prejudicing the continued suitability of these amenities to the conditions that apply in Canberra, and the indications are that the understandings and assurances upon which officers were first transferred to Canberra are about to be abrogated.

65. Cases under notice include the building of a fence around a previously open playing field so as to enclose a pavilion erected privately by a sporting body headquartered at the field. Administrative policy is understood to preclude a privately owned structure within an enclosed playing area - and the form of implementing the policy - forfeiture of the pavilion by the sporting body with compensation at the arbitrary valuation of the administration.

66. The future of other sporting organisations in the C.O.T. is also uncertain because of instability of administrative policy. These clubs have been formed and developed (in the way of the Clubs adding facilities) on the footing that prepared playing space would be leased to Clubs at a pre-determined rental in respect of both ground rent and maintenance.

67. Administrative policy has now changed in the direction of making compulsory acquisition of the playing areas by the clubs a condition of their continuing to function. The terms of acquisition are to be fixed arbitrarily by the Administration subject to the condition that no negotiation as to acquisition price or conditions will be permitted.

68. From these two aspects of administrative policy it is seemingly the case that whether the Administration, as a policy, acquires or offloads facilities it arbitrarily determines both the price and conditions of transfer.

69. At this point it is necessary to revert to the contention advanced at the outset of this statement that were the recreational facilities designed to meet the needs and comfort only of the residents of Canberra the surrounds to the facilities would be less elaborate than they are. The capital cost of recreational facilities has been enlarged to provide that degree of ornamentation necessary to enable the facilities conform to the concept of a garden city. In some respects the ornamentation is actually deleterious to the playing grounds e.g. the siting of trees near to a grassed surface tends to inhibit the growth of grass and cast unwanted shadows over the playing space.

70. The particular concern from a community angle that arises out of an unstable policy of administration is that -

- (i) if it proves to be that the efforts by citizen groups to assist in the development of facilities result in their constructions being absorbed as a part of the administrations property; or
- (ii) if, on the other hand, community enterprises built upon long standing practices are placed in jeopardy by capricious changes of administrative policy

the certain result is to dispose the residents of Canberra against any form of community effort on their own behalf and by way of co-operation with the Administration.

71. It may be sound business to put to the residents of Canberra that they should pay for what they want but it is an affront that the administration should both determine what the citizens will want and the price at or conditions on which, they will have it. It may be that the concept of a garden city that will be the showplace as well as the capital of the Commonwealth of Australia should be abandoned and the development of the city stopped far short of its planned form. It is not proper that enforced residents of the city should be asked to carry the burden - capital cost and maintenance - of that part of a National project that has been abandoned.

72. Office Accommodation. The feature of office accommodation that it is necessary to bring under notice is that the provision of amenities at Government offices falls far short of the standards previously laid down as proper by an elected Government of the Commonwealth of Australia.

73. Office accommodation is located remotely from both residential areas and cafeterias. Bus routes and time tables are so arranged that officers resident, in direct distance, only a few miles from their places of employment are not able to return home for the midday meal using bus transport.

74. The office "amenities" in Canberra covering the supply of food comprise two privately conducted "pic-cant" enterprises, and a Sandwich Shop in the Barton area.

75. The items discussed under the heading of Amenities are part of the conditions that apply to the present residents of Canberra and will, with added severity apply to those members of our organisation whose transfer to Canberra will be part of the next major step taken to develop the city - and here we restate the obligation upon the A.C.T. Branch to advise transferees on matters associated with their projected transfer.

(K) COST OF LIVING IN CANBERRA.

76. For family groups the cost of living in Canberra is high. In the case of the essential commodity of milk the supply is at a price of 1/- per pint bottle and delivered compared with 9d. in Melbourne and Adelaide and 11d. in Sydney. Fruit, equally necessary for family groups, is at all times highly priced with a full burden of cost in times of shortage but no benefit from a condition of glut. The absence of virile competition operates to prevent benefit from

glut conditions on the major markets. Petrol, an essential commodity in Canberra, is about 7d. per gallon dearer than in the State capitals.

77. The statisticians index figures for food costs in Melbourne and Canberra indicate the level of essential living costs in Canberra in relation to items in the region. The latest figures are :-

<u>Melbourne.</u>	<u>Canberra.</u>
2671	2950.

78. Because sources of commodity supply are outside the A.C.T. it appears certain that living costs in Canberra will always be higher than in the capital cities of the States because of the incidence of freight on the landed cost of supplies to Canberra.

79. It is pertinent to remark that in 1927 when a Canberra allowance was accepted as necessary (which in effect, as previously pointed out in this statement, was a 10% average increase in salary payments) the comparison of Retail Price Index Numbers, for food and groceries only (30th September 1927 figures) was

<u>Index Numbers</u>		<u>Excess % of</u>
<u>Canberra</u>	<u>Melbourne.</u>	<u>Canberra over Melbourne.</u>
1948	1777	9.6%

Latest Statisticians figures for Food -

2950	2671	10.4%
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80. It will thus be seen that the burden of extra living costs is now higher than in 1927 but no allowance is paid. The disability, in this regard, associated with residence in Canberra is not less real because many more persons suffer it.

81. It is emphasised that this extra burden of living costs has to be borne by the resident of the A.C.T. as a personal subscription to the concept of a National Capital located in the area of the Australian Capital Territory.

(L) EMPLOYMENT PROSPECTS FOR FAMILIES IN THE A.C.T.

82. A matter of concern to many members of our organisation is the restricted choice of employment open to their children after completion of schooling.

83. The public service offers a wide scope but it is neither desirable for the children nor advantageous to the Commonwealth that the children of public servants should be by such circumstances constrained to be public servants.

84. A fuller development of the Australian Capital Territory outside the limits of a settled City is desirable. Pending such development the resident of Canberra must accept the fact of employment of his children in the service as the penalty of his own employment or alternatively shoulder the financial burden of boarding his children outside of Canberra.

(M) CONDITIONS OF RESIDENCE IN THE A.C.T.

85. Those who, in the course of their employment, become resident in Canberra, are subject to a number of disabilities, the severity of which varies according to individual tastes and inclinations or - insofar as the disabilities are of the economic order - according to the level of earnings.

86. On becoming a resident of the A.C.T. a citizen forfeits a substantial part of his citizen rights .

87. Politically his Parliamentary representation is reduced to a sub-normal classification. The member for the A.C.T. in the House of Representatives has no vote except on matters directly appertaining to the Territory. The value of even this restricted vote is effectively offset because few matters affecting the A.C.T. reach beyond the Administration to come before the Parliament.

88. The A.C.T. has an Advisory Council to which a fixed number of members is elected. This body has the power to criticise and recommend to the Minister for the Interior but has no authority to direct that the administration of the A.C.T. should be in accord with either the best interests or desires of the local population, as interpreted by the Council. The resident of the A.C.T. enjoys nothing that is comparable to the Parliaments of the States or the Councils of Municipalities and Shires.

89. Economically, a person transferring in his employment to Canberra is generally at an immediate loss, ranging from £100 upwards. Items of household equipment, e.g., floor coverings and window furnishings provided in a previous residence either lose value on recutting or have to be replaced. An allowance of £10 that is provided gives recognition to the disability, but falls far short of reasonable compensation as a general rule.

90. This statement has explained in some detail further disabilities of

- (i) high rentals;
- (ii) high living costs; and
- (iii) in the matter of hospital services.

91. Culturally the resident of Canberra is at a disadvantage because of the need of an adequate stage for drama and celebrity live artist entertainment, art gallery etc.

92. Socially the transferee to Canberra has no effective choice of locality of living or type of housing. He is limited as to the alterations and improvements he can make for his better comfort, either as an individual or collectively with others. His needs are determined by the Administration, as is also the rate at which these needs shall be met.

93. Recreational facilities are provided but in the light of recent administrative trends, are not effectively controlled by residents to meet their own convenience, nor are they available on terms and conditions that are certain and constant.

94. Factors of the nature described should be kept in mind in comparing other conditions of residence with the conditions of residence in other parts of the Commonwealth. They are material also in considering the question whether the Commonwealth should accept responsibility to subsidise the City of Canberra in the provision of services etc. utilised by local residents - and the extent of such subsidy.

(X) SUBMISSIONS.

95. The following are the submissions that the A.C.T. Branch of the C.P.S.C.L. puts forward for consideration by the Senate Committee:-

- (a) that the planning of Canberra should be in accordance with a Master plan and time-table included in a special Australian Capital Territory Development Act - all changes to the plan to be by amending legislation so that the control of Canberra's development will be emphasised as a responsibility of the Parliament.

Explanatory Note. The present system of making changes in the settled plan for Canberra by Regulation even when the Regulations include plans specifying the deviations is open to two criticisms - viz:

- (i) The Parliament is not under obligation to debate the merits of the original plan and the altered plan and,
- (ii) A wide departure from the original plan may be disguised as a series of minor adjustments, each the subject of a separate regulation.

It is the view of the A.C.T. Branch of the C.P.S. Clerical Association that in the planning of development of the A.C.T. the movements in future population and civic requirements should be anticipated. Properly planned development should not require patchwork amendment.

Further, the protection of the National Investment in the A.C.T. as the site of a Federal Capital demands the completion of plans for which the basic outlays have been made.

- (b) that the burden of capital or administration costs carried by residents of the City of Canberra should be related to the comparable costs in prominent centres in the States with comparable populations. Further, that in estimating the charge to be carried by residents, provision be made to allow credits -
 - (i) at the rate at which Commonwealth grants are provided for the smaller States;
 - (ii) for the added cost of services utilised by residents of the A.C.T. that follows from their being provided on a scale over and above the needs of the resident population so as to subscribe to the status considered appropriate for a National Capital;
 - (iii) by way of compensation for the loss of normal citizen rights that follows residence in Canberra.
- (c) that, insofar as conditions of living in Canberra have been established by contract, or long practice, there should be no depreciation of those conditions until local government is allowed to residents of the A.C.T.
- (d) that the rents of government owned residences in Canberra be subsidised to the extent that is necessary to keep the level of rental below a disproportionate fraction of the normal salary or wages of the tenants.

Explanatory Note. The Branch rejects as improper any scheme of "averaging out" rentals so that the subsidy on high-rent dwellings will be borne by the occupants of low-rent dwellings. In this connection it has been stressed that the "economic rent" formula ensures that, in relation to "old" houses, the Commonwealth is getting a fair return on its capital investment. Any increase beyond the economic rental would involve a sectional tax to provide funds to enable the expansion of Canberra towards its proper stature as a National Capital.

- (e) that, where transfers of officers to the A.C.T. are made pursuant to the plan for the development of Canberra, the transferees be protected adequately against losses incidental to the transfer.

96. The A.C.T. Branch of the C.P.S. Clerical Association is not greatly concerned as to whose administration of the A.C.T. is vested. In the light of experience of the Territory being administered on the one hand by a

Commission and on the other hand by an established Department of Government, the Branch is of opinion that both methods of administration have contributed well to the phenomenal development of the National Capital in the 28 years that it has operated as the Seat of Government. Equally, it appears that criticism might be justified of the administration in either form.

97. The essentials for the proper development of the A.C.T. as understood by the Branch are that :-

- (i) Administration should be stable and at all times be seized with the necessity to keep paramount that the function of the City of Canberra is to be the Capital of the Commonwealth of Australia ;
- (ii) the planning of development should be so realistic that implementation follows automatically upon the approval of planning;
- (iii) the practical work of development should be free of expedient measures that may result in Canberra acquiring an appearance of character out of harmony with its function as a National Capital;
- (iv) Planning and development should be protected against capricious reversals of administrative policy by successive administrations and also against sudden pressures - political or economic - developing from time to time;
- (v) Provision should be made to give the residents of Canberra a measure of responsibility for the making of local laws;
- (vi) Residents of Canberra, present and prospective, should have funds provided for the provision of community amenities and developments desired by them and a full share of control over the disposition of those funds;
- (vii) development should encourage manufacturing activity within the A.C.T. but outside the limits of the city of Canberra to relieve the economic burden of high living costs on residents that follows from the City being at a distance from the sources of commodity supply.

98. Finally, and most important, administration at every level should always be enlightened so that its policies build towards the concept of the City of Canberra that should be a hundred years away and more, from the present time: so that as Australia develops to be amongst the greater Nations of the world its Capital City will be not undistinguished amongst the great capital cities of Europe and the New World.

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT
OF EVIDENCE

MINUTES OF EVIDENCE

(Taken at Canberra)

THURSDAY, 17th MARCH, 1955.

PRESENT:

Chairman	(SENATOR McCALLUM)
SENATOR BENN	SENATOR RYAN
SENATOR HANNAFORD	SENATOR WOOD

FRANCIS JAMES ARKWRIGHT, Public Servant,

ALAN JOHN MacDONALD, Public Servant,

sworn and examined.

THE CHAIRMAN.- Do you tender formally, Mr. Arkwright the document that you have prepared for the Committee?

MR. ARKWRIGHT.- Yes.

SENATOR BENN.- Paragraph 2 of your statement states:-

The Branch Membership comprises 1630 clerical officers of the Commonwealth Public Service whose headquarters of employment are in the Australian Capital Territory.

I accept that figure as correct, but could you inform us how many employees there are in Canberra who are actually on the pay roll of government departments?

MR. ARKWRIGHT.- I cannot do so offhand, but I think a reference was made to it in Mr. Dunk's statement.

SENATOR BENN.- That paragraph is related to the information contained in paragraph 5, which reads:-

Insofar as the issues to be raised in this submission concern the wellbeing of the families of members it is relevant that members of the Branch and their families aggregate in excess of 5000 persons or not less than a one-sixth part of the local population.

Did we obtain that corresponding figure from Mr. Dunk?

THE CHAIRMAN.- You are referring to people who are members of your branch, Mr. Arkwright?

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- I do not think Mr. Dunk's figures would have given us that.

SENATE CANBERRA COMMITTEE

SENATOR BENN.- Could you give us a rough estimate?

MR. ARKWRIGHT.- As a matter of fact, the figure of 5000 is itself only an estimate.

THE CHAIRMAN.- Paragraph (B) 11 reads.-

On this footing expenditure, whether on maintenance or of capital in or on the Australian Capital Territory falls to be classified under two headings:-

- (a) so much of the expenditure which satisfies the needs of persons resident in Canberra; and
- (b) so much of the expenditure which follows from the need to make the city conform to its predetermined character as a National Capital.

Can you think of any formula by which you could work out an equitable distribution of payment for services as between the citizens of Canberra and those of the rest of the Commonwealth?

MR. ARKWRIGHT.- The only answer I can give to that is as appears in paragraph (N) (b) under "Submissions" on page 13 which reads:-

That the burden of capital or administration costs carried by the residents of the City of Canberra should be related to the comparable costs in provincial centres in the States with comparable populations. Further, that in estimating the charge to be carried by residents, provision be made to allow credits.

In the reworded copies of the statement which have been tendered the word "prominent" has been ^{used} in error instead of "provincial" in that paragraph and I ask that it be altered in the copies.

THE CHAIRMAN.- In the event of a municipality being formed I suggest as a formula for the levying of rates that the average of the rates paid in the municipalities of the whole of the Commonwealth should be taken as the basis of the rates that Canberra people should pay. I am not putting that forward as a definite proposal, but only as a suggestion. Do you think that would be an acceptable basis?

MR. ARKWRIGHT.- Yes, with this possible exception, that the ^{estimate} ~~estimate~~ for Canberra ^{is} ~~is~~ possibly ^{at} ~~at~~ a high level rather than the average of ~~the~~ provincial centres.

THE CHAIRMAN.- Do you mean rates, or expenditure?

MR. ARKWRIGHT.- No, I mean what you would get for the rates in Canberra is probably at a better level than you would get in provincial centres.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- It is lower than the average?

MR. ARKWRIGHT.- No, it is higher. You were suggesting that rating in Canberra might be based on an average and you asked whether that would be a suitable proposition. I stated that in my personal opinion the amenities and facilities in Canberra are somewhat better than the average in provincial cities.

SENATOR HANNAFORD.- On that basis then they should pay a little more in rates in Canberra.

THE CHAIRMAN.- It seems to me it is one thing that must be done because you will not get the people of the Commonwealth, particularly those in distant places, to be satisfied if they think Canberra is being favoured.

MR. ARKWRIGHT.- That is correct.

THE CHAIRMAN.- I think it is essential if we want drive and purpose for the development of Canberra that it will be supported only if the majority of the people in the Commonwealth want it done. When we question people, as we have been, as to whether Canberra is getting too much without paying for it itself, it is because we want to get the truth and we want a formula which will satisfy the people.

MR. ARKWRIGHT.- Paragraph (B) headed "Canberra - The National Capital" is, in effect, a statement that Canberra has been so developed that the provision made is not typical of that made for an ordinary city of 30,000 people and states that it is quite impracticable for a city of 30,000 people to carry financially the development of Canberra as it is. I shall not expand beyond the arguments in the statement but I shall refer to a paragraph in the Cole report which more or less supports this.

THE CHAIRMAN.- Personally, I find the statement completely self explanatory and I do not think it requires any support from the Cole report. Have you anything to add to the statement?

MR. ARKWRIGHT.- We say that for the purposes of determining what the local people should be required to pay you divide your expenses, whether maintenance or capital, and decide what part of them relate to meeting the needs of the 30,000 residents.

Our contribution by way of submission on that is referred to on page 13 of the statement. The rates should be fixed on the basis of the rates paid in an ordinary city of 30,000 people.

THE CHAIRMAN.-- It is beyond question that the bulk of the expenditure in Canberra will be undertaken by the Commonwealth, but the only problem is whether we can find a formula by which the citizens of Canberra will pay their equitable part of it.

MR. ARKWRIGHT.-- I shall refer now to paragraph (C) which is headed "Canberra - A National Investment." This paragraph seeks to establish that the period in which Canberra was regarded as being in the nature of an oddity in the Commonwealth is passing, and that there has been a very substantial stimulus amongst the people of Australia ^{to} who claim some interest, or property, in the national investment in Canberra. To illustrate this we have obtained the figures of visitors to the National War Memorial, the growth of which is such that they constitute the most significant indication of the increase of interest in Canberra by Australians generally. I am assured by the Director of the Australian War Memorial that visitors to it are substantially non-residents of Canberra. He states that visual proof of the growth of interest can be seen in the fact that the cars of visitors which are parked outside the Memorial bear number plates of anything up to five different States or Territories of the Commonwealth. The Director has also asked me to enlarge, or qualify, paragraph 15 on page 2 of the statement, in order to emphasise that the project in mosaic, which he describes as one of the most wonderful works being attempted anywhere in the world, is being financed by the Memorial itself out of its own revenues from the sale of publications etc., and is not a charge on Commonwealth funds.

MR. ARKWRIGHT. (Continuing) - Therefore, he wishes to state that as far as the administration of the War Memorial is concerned, they are seized with the importance of it being worthy of a national capital.

MR. MacDONALD. - I would say that there is evidence of a change of attitude on the part of visitors to Canberra over the last few years, both from my personal experience in meeting many tourists, and from the stories of local authorities whom I know. Visitors from the various States take a real pride in claiming Canberra as their national capital. It is not just an oddity, as some of them may have thought in the past. There is growing support, if not yet general support, for the theory that Canberra should be developed as the national capital, something the nation can be proud of.

THE CHAIRMAN. - Would you say that that pride will increase and we will get many more visitors when a few more worthy buildings are put up?

MR. ARKWRIGHT. - I think it is almost certain. I think there is further proof of that in the fact that commercial tourist companies, bus companies and so on, have included Canberra in their schedules.

THE CHAIRMAN. - Would you say that the building up of the tourist trade by tourist companies, by the provision of motorcars, and by setting up private guest houses, hotels and so forth, would do something to shift the emphasis from the Public Service and give you the beginnings of a balanced population in the city?

MR. ARKWRIGHT. - There are a lot of problems attached to having a balanced population.

THE CHAIRMAN. - Yes, I appreciate that. Tourism is an industry of its own. Do you not think that is one of the industries you could build up in Canberra?

MR. ARKWRIGHT. - There is a very substantial use of hostel facilities by visitors every holiday period. Normally, the hostels are required by the local population, but they are not rendered vacant by reason of the outgoings of public servants for their holidays.

SENATE CANBERRA COMMITTEE.

There is quite a considerable demand on local people to put up tourists, even as things are, and I think the Tourist Bureau regularly appeals to private residents to let accommodation on a bed and breakfast basis.

THE CHAIRMAN. - Have you any idea how many people do that?

MR. MacDONALD. - Not a large number, but some people do it regularly, and it is when those people are unable to cope that the Tourist Bureau issues a general appeal.

THE CHAIRMAN. - That would be the Commonwealth Tourist Bureau?

MR. MacDONALD. - That is so.

THE CHAIRMAN. - Have you any suggestions for the improvement of the Commonwealth Tourist Bureau?

MR. MacDONALD. - It has been only in the last year^{or so} that the Tourist Bureau ~~has~~^{has been} taken over by the Department of the Interior. Previously, it was heavily subsidised by the department and run on a commercial basis. It has been rather restricted in its staffing, I know from personal observation of its activities, because of the amount of funds the department is able to spend on its operations.

THE CHAIRMAN. - Which would be the best method - to run it by the Department of the Interior, or the previous method of getting a subsidy from Interior?

MR. MacDONALD. - I think there is room for it to be developed by the Department of the Interior, in conjunction with its ^{News and} Information Bureau, and to ^{distribute} institute publicity of Canberra throughout the Commonwealth. However, before it is able to do that it must ensure that there are proper tourist facilities here, which it cannot do at the moment. I think there is need for great expansion of tourist activities.

THE CHAIRMAN. - Do you know whether the Returned Servicemen's Association does anything to encourage visits by, say, veterans of the first world war?

MR. ARKWRIGHT. - I do not know of any.

THE CHAIRMAN. - That seems to me a very good suggestion. Possibly even a few free tours could be arranged. Would you now go on

to (D) - Canberra - its immediate future?

MR. ARKWRIGHT. - (D) is largely conjecture as to the immediate future of Canberra, because we recognise that while you have to lay foundations for the proper development of the city, the full development may be separated by many years from the present time. We have put in a reference to the body of opinion concerning whether Canberra is a good or a bad thing, but so far as we are concerned, we take it that it is here and that it is a concomitant of the employment of public servants that they have to be prepared to come to Canberra. Because it is a concomitant of their employment, we suggest that our function is to present the conditions bearing upon residence in the Australian Capital Territory as a proper concern of people who are examining all aspects of the development of Canberra. In other words, we believe that the people who are actually living in the place ~~are as much~~ ^{make up} an element in the development of Canberra as a long-range project, because unless you have continuity of population you cannot get the development of the city in any way at all. We also have been concerned as to the likely conditions, mainly economic, which will have to be met by the prospective transferees.

SENATOR BENN. - They are rather far-reaching, are they not?

MR. ARKWRIGHT. - As trends are at the present time, they are very severe.

SENATOR BENN. - Take the case of a public servant now living in Melbourne, with a family growing up, some attending primary schools and others attending secondary schools but almost ready to seek employment in industry. Supposing that the bread-winner is transferred to Canberra. The economic consequences would be far-reaching?

MR. ARKWRIGHT. - Yes.

SENATOR BENN. - First of all, he has to change his location?

MR. ARKWRIGHT. - Yes, at a loss.

SENATOR BENN. - And that is rather a big ordeal in a married man's life?

MR. ARKWRIGHT. - Yes, and it is intensified in the case of families which have to be broken up temporarily or permanently.

SENATE CANBERRA COMMITTEE.

SENATOR BENN. - And, perhaps, a change of educational circumstances?

MR. ARKWRIGHT. - Yes. We have had instances of people who have been unable to bring their families to Canberra because of some difference between the standards of education in the different States of the Commonwealth. For instance, a young fellow who has progressed up to the leaving stage in Brisbane would not, at that late stage in his schooling, want to transfer to an entirely new system in which the curriculum might be at variance.

SENATOR BENN. - It would involve almost a complete change of attitude towards life?

MR. ARKWRIGHT. - Yes. Because the transfer of officers is a step in the development of Canberra, and because these possibilities which we detail later in the statement are there, we feel that it is proper to bring under your notice what the disabilities are. We have to advise our people - "Well, if you come here you have to be prepared to take this, this, and this."

SENATOR BENN. - You believe that the amenities and living conditions generally in Canberra should approach the level in, say, Melbourne, Sydney and Brisbane?

MR. ARKWRIGHT. - Yes.

THE CHAIRMAN. - Are you suggesting that Canberra is a less desirable place for a person with a growing family than most other places in the Commonwealth?

MR. ARKWRIGHT. - I would suggest that, in my experience, it is probably the best place in the Commonwealth as far as very young children are concerned. As far as near youths or youths are concerned, boys and girls approaching the end of their school career, it is a bit of a problem place. The resident of Canberra who has a child who, towards the end of his schooling, shows every inclination or capacity, or both, to assume a professional career, generally speaking will have to face up to sending his child away from Canberra for University facilities.

THE CHAIRMAN. - Yes, but you have jumped a step. You

SENATE CANBERRA COMMITTEE.

have admitted that for little children - kindergarten and primary - it is good, but even when we come to the secondary stage, Canberra High School is equal to any school in the Commonwealth, is it not?

MR. ARKWRIGHT. - I am not criticising the educational system. It is quite as good.

THE CHAIRMAN. - Would not you say that the staffing of the schools in Canberra, both primary and secondary, is equal to that of any State and better than that of a great many towns in Australia?

MR. ARKWRIGHT. - As far as the schooling is concerned, my understanding is that it is the standard of the State of New South Wales.

THE CHAIRMAN. - Which is as high as that of any State in the Commonwealth. I know that standard because it was my job as a public servant for many years to compare educational standards between the States. I am prepared to say that the standard in New South Wales is comparable to that in any State of the Commonwealth, and in Canberra there is a choice of teachers, which means that the people of Canberra get the best.

(Continued on page 1239)

THE CHAIRMAN(continuing)- If you want to go outside the State system, you already have, I think, three or four secondary schools. You have the Roman Catholic and the Church of England schools, and I believe that there are other high schools. It is likely that you will get more schools of that type. Can you seriously argue that it is to the disadvantage of public servants to bring up their children in Canberra, up to the high school stage? If they want to send them to boarding schools, it is just as easy to send them from Canberra to Geelong as it is to send them from Sydney to Geelong.

MR. ARKWRIGHT.- By the time^{the} child is approaching the end of his schooling proper, preparation has to be made for him to take up some future vocation. At the stage at which his schooling has to be regulated according to what he is going to be in the future, the first impediment occurs. If your child is to take up a particular career, the technical education very often has to begin at the age of about fourteen.

THE CHAIRMAN.- I can see the disadvantage there, but are there not facilities in Canberra for technical education?

MR. ARKWRIGHT.- There are, but you cannot say to your son, "You be this, that or that, and I will have your education arranged."

THE CHAIRMAN.- There is a lack of alternative employment in Canberra?

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- I want to make the point that Canberra cannot be considered as an unfavourable centre from the general point of view of bringing up children from early adolescence to the age of seventeen.

SENATOR WOOD.- That is from the point of view of the government?

MR. ARKWRIGHT.- No. As I say, I personally affirm that it is a very good place for children. I include as children every one of school age.

SENATE CANBERRA COMMITTEE.

SENATOR HANNAFORD.- Are youth activities in Canberra for children of school age comparable with those of other centres?

I do not refer to education.

MR. ARKWRIGHT.- I think so. They have sporting and church organisations.

SENATOR HANNAFORD.- Are there cultural organisations?

MR. ARKWRIGHT.- Not so many cultural organisations, I fear. There are not so many cultural organisations in which young people are noticeably interested in the States. The only evidence that I have had is that I do not know of any regular programme of debating or public speaking such as is usual in the city of Melbourne, at all events.

MR. MacDONALD.- Another item you might compare, for instance, is gymnasium activities. There is the opportunity for athletics in Canberra, although they are not engaged in ^{it} in a great way. In the capital cities you might have organisations such as the Y.M.C.A., with well equipped gymnasiums.

THE CHAIRMAN.- There is a M.M.C.A. here.

MR. MacDONALD.- There is, but it has not a well equipped building. It has done a lot of voluntary work to provide a camp, but it has not been able to get in the city area a building suitable for a gymnasium.

THE CHAIRMAN.- The Y.W.C.A. has a hall.

MR. MacDONALD.- Yes, ^{and} The Y.M.C.A. did have the use of an army drill hall, but the army has recently denied it the use of that hall. There is a restriction in the young people's activities. I am not saying that the Commonwealth should ^{nevertheless} subsidise ~~the~~ ^{all of the} organisations *which provide for youth activities.*

THE CHAIRMAN.- We must remember that comparison must not be made always with the capital cities. We must think also of the country towns, which also are peopled by tax payers. Do you know of any town other than the capital cities in Australia where the opportunities for young people are better than they are in Canberra? I can name any number where they are infinitely worse.

SENATE EDUCATION COMMITTEE.

MR. ARKWRIGHT.- I can imagine that. I do not know the cities of the States that have comparable population. When I came through the town of Shepparton recently I was somewhat impressed by what I saw there. They have a big reserve for boating, swimming etc.

THE CHAIRMAN.- Is that provided by the municipality, by the State government, or by a private person or organisation?

MR. ARKWRIGHT.- Probably by the municipality. I do not know. They have even an artificial beach on which, apparently, beach sand has been placed. They have elaborate sporting facilities, bowling greens and things like that in a big park. We should add that there is a youth centre at Corroboree Park in the Ainslie area, which includes the cultural facility of a free library. But it is in the district of Ainslie and is not duplicated in other settled areas. I think that the facilities here do not matter so much as the preparedness of the individuals. A great deal is done by individuals to meet the requirements of the youngsters. There is a great work done by the scouting organisation in which there are many of our own members. The various football clubs take the children from about five or six years right through.

THE CHAIRMAN.- You say that the one serious disability that you want to emphasise, relative to the capital cities, is the lack of a diversity of employment?

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- We acknowledge that. I think that there is no question about it.

MR. MacDONALD.- There is particularly the disability of our members who are transferred to Canberra and have to pull up the roots of themselves and their families.

THE CHAIRMAN.- But is it not understand when a man joins the Public Service that he must be willing to move if departmental requirements necessitate it? He cannot make up his mind to stay in a capital city all his life in his employment.

MR. ARKWRIGHT.- I think that you can say that anyone who

SENATE CANBERRA COMMITTEE

joins the Public Service at the present time would be in that position. But in my department there are several thousands of individuals, who, when they became public servants, had no prospect of leaving their own city.

THE CHAIRMAN.- No, but they could not hope for continued employment in the capital city of their State.

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- I know the State departments in New South Wales. It is the normal thing for a man who joins the Lands Department, the Education Department or the Department of Justice in the New South Wales service to spend about half his working life in country towns.

SENATOR BENN.- Commonwealth departments are not so much dispersed as are those of the States.

THE CHAIRMAN.- Is that a fact? I thought that they would be more dispersed throughout the Commonwealth.

MR. MacDONALD.- Except for the Postmaster-General's Department.

THE CHAIRMAN.- What about the Department of the Army and the Department of the Navy?

SENATOR BENN.- They are very little dispersed. They are in the capital cities.

SENATOR WOOD.- But they are dispersed in various States.

MR. ARKWRIGHT.- I should say that the answer to that is that when you become a State public servant you make up your mind whether you will go into a department in which you will be moved from place to place or whether you will go into one where you will stay put. There are some State departments in which membership involves travelling about, and there are some in which it does not.

THE CHAIRMAN.- Would you not say that, whatever employment a man takes up, there are certain conditions attaching to it that he must accept and that he does accept from the beginning?

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- Do you not agree that since it was always intended to have a Federal Capital and since it has existed since 1927,

any one who joins the Commonwealth service should accept it as the normal thing that he will come to Canberra?

MR. MacDONALD.- He should not have to suffer by coming to Canberra.

THE CHAIRMAN.- I do not agree. He accepts that when he joins the Public Service. I cannot see that there is any hardship.

SENATOR HANNAFORD.- Those things must have been taken into consideration in the first place when salaries and conditions were fixed.

MR. MacDONALD.- Salaries and conditions are laid down according to the duties of the jobs concerned. There are other conditions for travel or transfers.

MR. ARKWRIGHT.- The condition appears to be that anyone who joins the Commonwealth Public Service at the present time would expect to come here.

THE CHAIRMAN.- Yes, and that fact should have been accepted since 1927, because it has always been in contemplation.

MR. ARKWRIGHT.- The people who are to be transferred now include some State senior officers. They include a lot of juniors. As far as the juniors are concerned, the certainty - I put it as a certainty - of transfer to Canberra was before them. As far as the more mature men are concerned, they were in their jobs before Canberra became a real possibility. There have been years and years of promising to do it and not doing it, and each year that a man is located in a particular area the foundations become more and more solidified.

THE CHAIRMAN.- Provided that he is housed and receives a proper salary to make up any difference because of the higher cost of living here, he must accept it as part of the conditions of his employment.

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- Will you now proceed to Section E of your statement.

SENATE CANBERRA COMMITTEE.

MR. ARKWRIGHT.- I fear that owing to the manner in which this section is headed and to a somewhat loose assembly of paragraphs it is necessary for me to qualify paragraph 35. You will notice that we refer to early transfers to Canberra being brought ^{here} on a certain firm understanding, and then, in paragraph 35, we state that so far as hospitalisation was concerned, hospital services were provided free of service charge as and when required, being financed out of ^a local hospital tax. The heading of this section is "The First Transfer of Officers". If we take 1927 or thereabouts as the starting point of the first transfer, that would give the incorrect impression that this system of hospitalisation financed out of a local hospital tax dates back that far. That is not so. The hospital tax was initiated, I think, at the rate of 6d. a person a week in 1932. About 1936 the rate of the hospital tax was increased and graduated up to, I think, 2/- or 2/6d.

SENATE CANBERRA COMMITTEE

SENATOR BENN.- Was the charge 2/6 per person per week?

MR. ARKWRIGHT.- Yes. It was paid by all wage earners in the A.C.T. If there were two working members in a household, they paid 5/-; or if the tax was graduated, they paid 2/6 plus say 2/- or something like that. If there was only one wage-earner in the family, his contribution covered the whole family. I cannot be academic about this statement because I was not in Canberra at the time, and I have no personal experience of it. I have had to rely on what I have been told.

SENATOR BENN.- It might be better if you made a comparison between what had to be paid once and what you have to pay now.

MR. ARKWRIGHT.- Reference is made to a transfer of officers in the first instance being associated with the payment of what was known as a Canberra allowance which, we allege, to have been approximately an average of a ten per cent supplement to established salaries. The preamble to the enabling regulations said that whereas the special circumstances attending the transfer of departments to a newly established city will necessarily involve at the outset additional expense to compulsorily transferred officers of those departments in relation to housing and living, and whereas it is expedient that officers transferred to Canberra in those special circumstances should receive special allowances...

SENATOR BENN.- All that was waived subsequently?

MR. ARKWRIGHT.- Yes.

SENATOR BENN.- In 1931, I think.

MR. ARKWRIGHT.- Yes. There was an adjustment then, and several other adjustments. The history of it is rather unfortunate because it was restricted to officers transferred or promoted to fill vacancies in Canberra prior to a certain date, the 1st January 1928. The result was that we were having officers with identical economic disabilities, and one would be receiving the allowance and another one would not. Representations were made that this was an extraordinary anomaly when people were living in exactly the same conditions and were being paid exactly on the same basis, so

SENATE CANBERRA COMMITTEE

that they should have exact comparability from an economic point of view, and yet there should be a distinction drawn between those two classes of people. In order to correct the anomaly, they imposed the disability on everybody by discontinuing the allowance, despite the fact that the conditions of high living costs etc. which were specifically covered by the payment, did continue.

SENATOR BENN.- Were not rents adjusted at the same time?

MR. ARKWRIGHT.- The allowance included a provision covering high living costs plus rents, and the rent rebate was abandoned when there was a 20 per cent cut in rents about 1931.

I come now to part (F) of my statement which deals with uniform income tax in relation to the A.C.T. What we virtually had in the A.C.T. with the hospital tax was a form of hospital insurance. I suppose that would be the best way to describe it. That gave the wage-earner, in return for the payment of 6d a week at one time, and later 2/- a week, cover for his family. I have pointed out that the tax was payable by each wage-earner in a household. I am assured that this tax was just about meeting the costs of the hospital at the time it was discontinued. There was a pretty close balance between receipts from the tax and the costs of the hospital. There was a modified charge for certain services, I understand, such as X-ray photographs, casualty treatment or out-patient treatment. They were provided at a moderate charge. If I may reply to a question by Senator Benn, I do not know the actual charges for particular services at the hospital but what we had previously out of consideration of the payment of this compulsory levy was virtually free hospitalization. When uniform taxation was introduced, the hospital tax went out of existence, and was virtually funded into the uniform tax.

SENATOR BENN.- Was it a statutory tax prescribed in any Act or regulations?

MR. ARKWRIGHT.- There was a formal assessment, so that there must have been authority for it.

SENATOR BENN.- Naturally the hospital tax had to be abolished with the introduction of uniform tax.

SENATE CANBERRA COMMITTEE

MR. ARKWRIGHT.- The situation that we put to this Committee is this: Before uniform tax you had in all other parts of the Commonwealth, in each State for instance, a State tax out of which the residents of the State received whatever services were provided by the State Government, ^{directly indirectly} and perhaps by the ^{local} ~~associated~~ grants made ^{to} through local governments. State taxes were somewhat higher than the Federal tax in all cases. After the introduction of uniform tax, an adjustment was made under which the Commonwealth was to give grants to the States on a per capita basis, and in addition there were special services grants in part, and special disabilities grants in part covering the States with the smaller populations.

SENATOR BENN.- Actually, they are reimbursements.

MR. ARKWRIGHT.- Exactly, and at the present time they are getting a great deal more than they had surrendered, but not necessarily more than they would have themselves collected if they had continued to be able to take advantage of the changed conditions. The result was that by virtue of certain uniform tax being channelled back to the States, the residents of those States got precisely the same benefits from the Governments, State and Commonwealth, that they enjoyed prior to the introduction of it. The position was somewhat different in the A.C.T. We had had only this single local tax.

THE CHAIRMAN.- Before uniform tax you were in a favourable position compared with the States. You paid no State tax at all.

MR. ARKWRIGHT.- We did not get the services.

THE CHAIRMAN.- You did not pay stamp duty on your cheques.

MR. ARKWRIGHT.- We do not pay stamp duty at the moment.

SENATOR HANNAFORD.- Your condition was worsened by the introduction of uniform tax, but it brought you onto the level of the people in the States. You are not in a worse position than they are.

MR. ARKWRIGHT.- We do not get the benefits of anything done in ^{any} Western Australia with state money.

SENATE CAMPAIGN COMMITTEE

THE CHAIRMAN.- Neither do the people of New South Wales. The people of the three claimant States get special grants; the States get back a reimbursement for having given up State taxation.

MR. ARKWRIGHT.- I do not think you would contend that New South Wales, Victoria, Queensland or any other State government legislates for our comfort or protection?

THE CHAIRMAN.- The position is that you now pay Federal and State taxation, and you have one government instead of two providing all the services.

MR. ARKWRIGHT.- I do not think our position is any different from what it was before uniform taxation in this regard. Our needs were met by the Commonwealth Government.

THE CHAIRMAN.- Before uniform taxation, you were in a favoured position regarding taxation. You are no longer in that favoured position. You are on the same level as the people in the States, but you are not in a disadvantageous position.

MR. ARKWRIGHT.- That is from the point of view of paying taxation. From the point of view of getting benefits, I would say that the States have the benefit of whatever is provided through local government.

SENATOR WOOD.- They pay for it.

THE CHAIRMAN.- I am afraid I cannot see the point.

SENATOR HANNAFORD.- Your position was worsened with the introduction of uniform tax but I think that you were in a distinctly favourable position compared with people living in the States.

THE CHAIRMAN.- I think you had an accidental benefit. Nobody wanted you to have it. As far as I can see you are now in the same position as the people in the States. You have one government instead of two or three governments, but you pay taxation to the Federal Government. I think that, on the average, the results you get in social services benefits are equal to those of the people living in the States.

MR. ARKWRIGHT.- Well, it may be that you can put it that way, but the proposition we are submitting.....

THE CHAIRMAN.- I do not think that we need pursue it.

SENATE CANBERRA COMMITTEE

We shall give the matter careful consideration.

MR. ARKWRIGHT.- We pay the additional amount to put us on the same level as the people living in the States, but we do not continue to receive the services which we enjoyed prior to the introduction of uniform taxation.

THE CHAIRMAN.- You are in a less favourable position than you were before uniform taxation. We shall give it attention, but I am still unconvinced that any injustice has been done.

SENATOR WOOD.- As a former local government man, I would say that Canberra is far ahead in amenities and conditions than most towns in provincial areas.

THE CHAIRMAN.- We must keep that point constantly in mind. Comparison must not always be with State capitals.

MR. ARKWRIGHT.- Part (G) of my statement deals with recent trends of departmental administration of the A.C.T. The transport services should not be viewed as showing a loss sustained in the interests of residents.

THE CHAIRMAN.- I do not think that there would be any dispute on that point. We know the disadvantages of the circuitous route.

MR. ARKWRIGHT.- I also deal with the contractual obligations of the Department of the Interior to the tenants of government-owned houses.

SENATOR BENN.- Is it true that the Department charges a tenant 7/6 for replacing a tap washer.

MR. ARKWRIGHT.- The last of charges which was issued provides for 7/6 for the adjustment of washers, whether it be one washer or a number of washers.

SENATOR BENN.- It is daylight robbery.

THE CHAIRMAN.- Actually you claim that the Department is not carrying out the obligations of a landlord to tenant.

MR. ARKWRIGHT.- Rather the obligations which the Department contracted for.

THE CHAIRMAN.- Very well. That is worthy of consideration.

SENATE CANBERRA COMMITTEE

SENATOR BENN.- What about water?

MR. ARKWRIGHT.- The position is that having been allotted a house you are required to complete an acknowledgment of tenancy which states that you will pay the rent on the days and in the manner provided and that you will "pay and discharge all charges for light, power and water". It also provides that you will yield the premises at all times for inspection, keep the land clean and tidy, maintain any paths and sidehedges and permit the department to come in and do such work as is necessary. You also undertake to "replace any missing fittings or fixtures and repair and make good any defects in the premises other than defects that are the result of reasonable wear and tear, fire, storm, tempest, lightning, flood or earthquake of which notice in writing shall be given by the Commonwealth within one calendar month after the giving of such notice".

THE CHAIRMAN.- This seems to be such a typical Public Service way of doing things that I am very happy to find it being criticised.

MR. ARKWRIGHT.- I am not criticising it, I am only reading it. The acknowledgment of tenancy goes on to state that the tenant has to keep doors and windows securely hung. It also states that all plugs and fittings of baths and basins are to be maintained in good order and condition, all broken or worn out electric light bulbs are to be replaced and all fittings to be maintained in good order. Shelving is to be kept intact and replaced if pulled away from wall. Fireplace openings and chimneys are to be kept clean, and chimneys in general use are to be swept at least once every year. All stove fittings are to be kept intact and replaced if broken or missing. Porcelain or certain fittings are to be kept clean and free from grease.

THE CHAIRMAN.- Could we generalise? Your complaint against the department is that it is vexatious, and, in effect, it demands too much?

MR. ARKWRIGHT. No, what I say is this, that the tenant is asked to acknowledge a tenancy on conditions which provide that he is

SENATE CANBERRA COMMITTEE

responsible for certain things. What is not covered by what he is responsible for, he is paying for by virtue of a provision in the amount of rent covering maintenance which is not the responsibility of the tenant. Having paid for it in his rent, it does not then become a question of whether it is reasonable that he should do it or not. If there is a contractual agreement that a tenant shall do certain things, and that certain things shall be done for him, that agreement should be equally binding on the landlord. In relation to hedges we have said in our statement that cutting of hedges might well be assumed by the tenant, either as contributing to his own comfort or representing the minimum of protection that he owes to his landlord's assets. We say, however, that these things have to be considered against the background of the fact that rentals have been fixed specifically to include provision for the cost of those services. The tenant is paying for these services in his economic rental yet he is arbitrarily required by notice from the landlord to do something which he has paid for to be done for him. We are not concerned with the incidence of hedge clipping, but what we do suggest is that if you get an understanding when you come to live in Canberra that the conditions of your tenancy will be so and so, and that is supported by what purports to be an agreement of a sort, it is very disturbing to have these contractual obligations, which are supposed to be firm understandings, waved aside.

THE CHAIRMAN.- In other words it is arbitrary action in breach of contract, in effect?

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- It should be binding as much on the government as on the tenant.

MR. ARKWRIGHT.- Our particular worry about it is that if, in the interest of bringing these new people to Canberra, some proposal were made that the special circumstances of their compulsory transfer made necessary a payment to them of certain allowances, you can count ^{on} that as a very temporary measure on which you cannot

SENATE CANBERRA COMMITTEE

place reliance.

SENATOR BENN.-- What is your attitude towards the installation of water meters in Canberra?

MR. ARKWRIGHT.-- There again you cannot generalise, but it is a matter of justice. People who have corner blocks with a wide coverage of lawns will naturally have to use more water to keep them in good condition than people with small blocks will have to use. My own block is about 115 feet by 110 feet, but some of the newer houses are built almost cheek by jowl against one another. The persons with the biggest block must necessarily have the biggest usage of water and might not bother to keep the block in good order except that they realise that it is their contribution towards making Canberra a garden city. It boils down to this, that an enthusiastic gardener spends time and money on his garden and then he is to be asked ^{to pay} for the water he uses in helping to make this a garden city. There would be a risk in that that he might cease to be an enthusiastic gardener. You cannot have a garden city unless gardeners are prepared to play their part.

THE CHAIRMAN.-- Would you be prepared to advocate a flat rate?

MR. ARKWRIGHT.-- Yes.

SENATOR BENN.-- You know that Brisbane, with a population of approximately 500,000 people, has no water meters attached to private residences?

MR. ARKWRIGHT.-- I did not know that. I may say that the second item in the acknowledgment of tenancy requires that from time to time, and at all times during the continuance of the lease, I will pay and discharge all charges for light, power and water.

I turn now to Paragraph (H) which is headed "Housing and Accommodation". Housing is the kind of thing in which there is no uniform experience for the people in Canberra, but the degree of satisfaction that a resident of Canberra will get out of the house of which he becomes tenant largely depends upon the circumstances in

SENATE CANBERRA COMMITTEE.

which he is placed. For instance, a family with one or two children can be reasonably comfortable in a house with five rooms but a family with six children could not be comfortable in a house of the same size. Quite fortuitously it was announced in the Canberra Times as recently as a week ago that work would be commenced on a building contract for the erection of 113 houses in Canberra comprising 74 three bedroom houses and 39 two bedroom houses. We say that it is wrong that it should be assumed that a tenant will not require more than a 3 bedroom house. We put the proposition that no single house of that group of 113 would satisfy, on grounds of reasonable comfort, the requirement of a family of more than two adults and two children, unless by a merciful selection, the parents are able to ensure that all the children are of the same sex and can be put in one room which could be used as a sort of dormitory.

THE CHAIRMAN.- What do you recommend?

MR. ARKWRIGHT.- We say that in the planning of houses provision should be made for necessary expansion. We say that if a large family develops where ^{there was} ~~they were~~ previously a small family, it should not be necessary for it to put up with great inconvenience or to wait until somebody obligingly leaves a house more suitable for it. There should be provision for extension.

With regard to rents, which are dealt with in paragraph 52 of our statement, I think it needs to be said that we have had a survey of actual rents against actual salaries of tenants and we have found four cases in which the rent was approximately a third of the salary.

THE CHAIRMAN.- That is too much, it should not be more than a quarter at most.

MR. ARKWRIGHT.- We measured this against the system by which houses are allocated. We have endeavoured to indicate that while temporary accommodation is being provided at hostels, private hotels, etc. it is recognised that the salary of the average public servant does not enable him to carry his family in an hotel. The consequences are that an adjustment is made that represents the diff-

SENATE CANBERRA COMMITTEE

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eronce between the cost he incurs while resident in a hostel with his family and the cost which a man in his salary group would normally incur when he is living in a house. The difference is made up. When a man applies for a house he can indicate to the Department of the Interior that he desires a certain type of house. He can also indicate the number of rooms, the type he prefers out of several that might be available, and even the locality in which he would prefer to live. But there is no obligation on the department to offer him only a house within the scope of the preferences that he has expressed either as regards size, rent or anything else. Having been offered one house, and having found it unsuitable either for his personal convenience, or his pride because of its locality, if he refuses it there is liaison between the allowance-paying authority and the house allocating authority which arranges that when a man has refused tenancy of a house his allowance is cut out. That means that he is in Canberra with a family living in a hostel which may cost up to £8.15. 0 per head per week, which is more than his earnings in salary, and he has to go out of the hostel immediately. There is no alternative accommodation and for all practical purposes he is forced to take the unsuitable house.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN. - Is not the remedy that the whole housing programme must be so stepped up that there will be no shortage of houses?

MR. ARKWRIGHT. - Yes.

THE CHAIRMAN. - And for there to be a variety of houses, so that there will be more choice?

MR. ARKWRIGHT. - And also houses made available within the economic capacity of the people. As we point out in our statement, there are men on £12 a week paying £4.10s a week in rent.

THE CHAIRMAN. - But is not that a problem that faces everybody who wants to get a house today, because of the undue cost of building a modern house in relation to income?

MR. ARKWRIGHT. - I would accept that it is a problem. If you are a resident of Melbourne and you are a low income-earner, you do not seek to look for a house in Toorak or St Kilda Road. Here, you have the assured tenancy of a house in time, but you have no certainty that the house, when you get it, will be within your economic capacity. In the States, you do not look for a house that is outside your economic capacity, but ~~if you do~~ ^{that is suitable} and if you find one, you may ~~not~~ be able to get it.

(The witnesses withdrew, subject to recall at a later stage).

SENATE CAMBERRA COMMITTEE.

FRANCIS JOSEPH WATERS, sworn and examined.

DUDLEY CHARLES SMITH, sworn and examined.

JOHN BRUCE KENNEDY, sworn and examined.

THE CHAIRMAN. - I take it you are all builders?

MR. WATERS. - Yes. On behalf of the members of the Master Builders' Association of the Australian Capital Territory, I present the following statement:-

On behalf of the members of the Master Builders' Association of the A.C.T. whom it is my privilege to represent before the Senate Select Committee on the Development of Canberra, I wish to place before you our suggestions for the development of the National Capital.

We propose to place before you our suggestions under the following headings:-

- (1) A defined programme of works to be carried out over a specific period.
 - (2) The recruitment of labour to carry out such programme.
 - (3) The availability and supply of materials to effect this programme.
- (1) A DEFINED PROGRAMME OF WORKS TO BE CARRIED OUT OVER A SPECIFIC PERIOD.

It has been our contention in the past and we might state that we have not been reluctant to bring the matter before the Ministers of the Departments of Interior and Works, that until such time as the Government decide upon a definite programme for the development of Canberra, it is very difficult for building firms, both local and interstate, to establish organisations in the Territory.

In the past the works programme for the development of Canberra has been very spasmodic. This we understand, is due to the procedure that all works grants are on a yearly estimate, and we have found that generally speaking, there are no works contracts available for tendering from 30th June, until the latter part of the year. This you will agree, is not in the best interests of the building industry when contractors have large organisations

SENATE CANBERRA COMMITTEE.

established and cannot see sufficient continuity of work to keep them engaged, as the industry is dependent upon the amount of money available from each year's estimates for the building programme.

We suggest that to overcome this difficulty and to further the development of the national capital, it is essential that a definite works development programme should be implemented, on a five, ten, or fifteen-year plan. If Canberra is to become a city worthy of its status as the national capital, there should be greater insistence that its development should be free from interference, irrespective of economic conditions or political policy. There has been interference with the programme since the beginning of Canberra. This should not be; in effect it should be given every priority, and even should there be a general recession at any stage, advantage should be taken of the availability of labour and material to step up the development of the national capital.

Therefore, gentlemen, we again stress our point that Canberra can only be developed under a long-term programme which in turn will encourage the expansion of the established building organisations in the Territory, and serve as an inducement to interstate companies to become established in Canberra.

(2) RECRUITMENT OF LABOUR TO CARRY OUT SUCH PROGRAMME:

In order to carry out such a programme as outlined in our first point, it is necessary to consider the inducements to recruit the necessary additional labour, particularly skilled tradesmen. With that object in view, we suggest the following:-

For the first two years of a defined programme, a large proportion of the housing units constructed should be made available to skilled workers in the industry. We appreciate that such a course would cause difficulties in other directions, but taking a long-range view of such an approach, the benefits of the greatly increased labour

SENATE CANBERRA COMMITTEE.

force would far outweigh the immediate disadvantages of such a proposal.

We have found from experience that the most satisfactory type of skilled tradesman, has always been a permanent resident of Canberra.

We understand that it has been stated in previous evidence heard by the Committee, that tradesmen could be recruited for work in the Territory, from migrant labour or the payment of country allowance and the working of a six-day week. With this, we do not concur, as, from past experience, we have found that the majority of migrant tradesmen brought to Canberra at considerable expense from overseas and placed in hostels, have only made Canberra a terminal and have not remained in the Territory, but have drifted to other Capital cities.

The payment of country allowance would only add to the building costs, which is not in the best interests of Canberra, and it must also be considered that to pay country allowance to a section of the building tradesmen in the Territory who are housed in hostels, creates discontent amongst tradesmen who reside in the Territory.

The working of a six-day week is a further burden which we consider an unwarranted addition to the cost of building in Canberra, and would not be necessary where tradesmen are established as permanent residents under our scheme of proportionate preferential housing.

To further augment our scheme of housing tradesmen in the Territory, it may be necessary to consider a rental subsidy in this direction.

(3) THE AVAILABILITY AND SUPPLY OF MATERIALS TO EFFECT THIS PROGRAMME.

It is patently obvious that it would be impossible to carry out a long term programme of development in Canberra without a guaranteed supply of materials. The supply of basic materials in Canberra, such as bricks, metal, sand and timber, is under governmental control, and to date has been totally inadequate to supply even the present

requirements of a reduced building programme. We cannot stress too highly the necessity for greatly increased production of these materials if the building programme is to be carried out at the rate which is obviously necessary for the rapid and efficient development of our national capital.

The supply of other basic materials such as cement and steel products is outside the control of local departmental enterprises and it may become necessary to consider government assistance in maintaining the necessary rate of supply of these materials.

One particular point which we would suggest for consideration is that the Commonwealth should negotiate with the various State Governments for the abolition of road tax on building materials which Canberra, by virtue of its geographical position, is forced to obtain from outside centres. We might add that at the present time, goods transported by Commonwealth vehicles are free of this tax, whereas materials carried by private vehicles, whether for use on Commonwealth projects or not, are subject to it.

In conclusion, the suggestions that we make to the Committee are from experience in the administration of the construction side of the development of Canberra over the past years. We suggest that when Canberra is being considered in relation to other capital cities, it be borne in mind that this Territory, being established as a national capital, is without parallel in the Commonwealth. We believe that in this particular instance, the Commonwealth as a whole, must take a very much greater responsibility for the development of Australia's first city.

THE CHAIRMAN. - You want a programme for five, ten or fifteen years. Which would be best - five, ten or fifteen?

MR. WATERS. - That all depends on the survey which would have to be taken of what buildings are to be erected in Canberra and what are the requirements. To date, the whole of the building programme here seems to have been on the basis that one department has decided "We are going to have a building there and another one there", and there has never been any defined programme for the construction of Canberra. Builders are reluctant to open up here, unless they can be assured of continuity of work. The lack of that assurance also affects recruiting of labour. People will not come to Canberra from New South Wales, Victoria and other States to seek employment. The person who establishes himself in Canberra must have a certain guarantee in relation to the time he is going to be here. It has happened in the past that work has been doled out by departments as immediate requirements arose, with the result that builders in the Territory have never had continuity of work to guarantee their employees, or, indeed, to guarantee their own organisations, to induce them to set up. This seems to be due to the fact that in the past Canberra has been built according to the amount of money available on a yearly estimate. We say that if Canberra is going to be built - and I think we all agree that it has gone too far now to scrap it - the procedure should be that there should be a committee or some such body to work out the requirements of departmental buildings in the Territory, to find out what manpower will be required to formulate that scheme, on a 5-years, 10-years or 15-years basis, and then get down to tin tacks and say, "This is the extent of recruitment of labour we will need for the next ten years." It is definitely wrong to house employees in hostels, as in the past, because a lot of people who come here and live in hostels are only seeing Australia at the builders' expense. I do not say they are not good tradesmen, but they have not the interests of the city in which they live at heart, because they can pick up their tools today and go elsewhere - there is so much work available for them. We feel, also, that in view of

the cost of running the hostels, housing would be more beneficial because you would not have the overhead.

THE CHAIRMAN. - I think that is beyond dispute. You have made a case for priority for employees of the building trade, in regard to housing. We have also heard another case for priority to be given to a different group. Does it not amount to this: That in any overall scheme, housing itself must take priority over Government buildings? If you could get the housing at this moment, so that every family had a house in Canberra, that would go a long way to making this a city?

MR. WATERS. - Yes, but you have such a big lag in the housing of public servants at the present time that the tradesmen are very low down on priority.

THE CHAIRMAN. - You think they should be higher?

MR. WATERS. - We maintain that before the government of the day considers moving administrative offices to Canberra from Melbourne or elsewhere, it is important that those offices, and the amenities and houses that go with them, should be established. You cannot establish those by putting the cart before the horse. To establish them, you must have tradesmen in the Territory so as to have those buildings available for the big transfer of departmental personnel. To try to dovetail the two of them in together is useless. In the first place, you have not the accommodation for your tradesmen, and a married man is not going to leave his people in one of the States in order to come to Canberra.

THE CHAIRMAN. - The point is that housing must be stepped up. You think the first priority is to the people in the building trade?

MR. WATERS. - Yes.

THE CHAIRMAN. - And that that is one of the main ways in which you could get a reliable and good type of tradesman here?

MR. WATERS. - Correct.

THE CHAIRMAN. - It simply means that you have to increase greatly the number of houses. What is the number of houses built each year in Canberra now?

MR. WATERS. - 450.

THE CHAIRMAN. - How many will it take to house all the employees engaged in the industry?

MR. WATERS. - You cannot assess that until such time as you have assessed your requirements. We say there should be a survey of the Government buildings which are to be built.

(Continued on page 1262)

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN.- I accept your point about the survey.

MR. WATERS.- After that it would be what private enterprise would have to dovetail into the development of a government nature. It is no good the government building, say, one thousand cottages to bring one thousand public servants here unless there are shops, picture theatres and the things necessary to set up community life.

THE CHAIRMAN.- It all has to advance like an army, with every unit provided?

MR. WATERS.- The survey has to be developed of the period for which you are going to do it and what labour and material you will require. That will give you the basis of saying that we require 500 tradesmen in Canberra to complete a programme over the next ten years. Of that 500, we will need, say, 200 in the first year, 200 in the next year and the other 100 in the third year. If we are going to build 500 houses in the first year, we must give 50 per cent of those houses to recruit the extra labour. You will appreciate that as you progress with your programme the requirements of the building industry will reduce, and as you go up with your men you are stepping up. Though in the first place it may cause objections from some sections of the Public Service that the tradesmen are getting houses in preference to them, in effect, on the long-term policy, it will speed up the completion.

THE CHAIRMAN.- That is a very powerful argument, and we shall give it careful consideration.

SENATOR HANNAFORD.- It seems like sound reasoning to me.

MR. WATERS.- We do not think it is fair or conducive to civic pride to have a line of demarcation between a building tradesman and a public servant.

THE CHAIRMAN.- What sort of a line of demarcation?

MR. WATERS.- It is seen in the houses that have been made available in the past, but is not seen so much now. We refer particularly to the prefabricated houses in the Narrabundah area. They were available only for tradesmen. The letting and the control

SENATE CANBERRA COMMITTEE

of them was in the hands of the Department of Works and Housing. We do not want houses of that nature.

THE CHAIRMAN.- That type should vanish entirely.

MR. WATERS.- We think that a tradesman is as good a citizen and that his wife and family are entitled to the same type of housing as any other person is entitled to. It does not add to civic pride or community effort to have your building section segregated in an area surrounded by a lot of gum trees and public servants in another area. The whole thing should be intermingled.

THE CHAIRMAN.- I would not object to the gum trees. It is the type of house that is wrong. We shall consider that point very carefully.

MR. WATERS.- We suggest that perhaps we can give you a few lines on what we have here, and then you can come back at us. I stated :-

"To further augment our scheme of housing tradesmen in the Territory, it may be necessary to consider a rental subsidy in this direction."

We have heard the public servants this morning speak of the high economic rental that they have to pay. In the past, when they had hostels here, they used to pay the men country allowance to live in them. But the department cut that out. There are a lot of tradesmen in the Territory that have gone out of the industry into industries with better amenities.

SENATOR RYAN.- That is general.

MR. WATERS.- That is general, but seeing that we definitely need tradesmen in the Territory, it may be necessary to pay a subsidy to make up the economic rent of the houses that you put these men into, so long as they work in the industry. Immediately a man leaves to become, say, a milkman, his subsidy would cease and he would have to pay the economic rent. At present a tradesman, say, in Sydney will say, "The cost of living in Canberra is higher than it is in Sydney, and I have not the opportunity of saying that a house offered in Canberra is too dear for me, and that I shall wait until I get the offer of another one." Usually they have to take

SENATE CAMBERLA COMMITTEE.

the house offered to them. There are rentals of £4 and £5 a week, and if he receives, say, £12.10.0 a week it does not give him an inducement to come. If the rental were no greater than £3 and a subsidy of the difference between what we consider he could pay and the economic rent were paid, it would give an inducement to other people who are out of the industry to come back into the industry. It would not be a matter of increasing wages or altering the economic standards of the country. It is only for the development of Canberra to give them a subsidised rent, because the departments would do it, if necessary, by the fact of giving them a country allowance. They were paying a country allowance of £4.7.0 at one time.

THE CHAIRMAN.- The country allowance is a bait that has not caught the fish. Do you think that the house in itself will be sufficient inducement to get good tradesmen?

MR. WATTERS.- Yes.

THE CHAIRMAN.- It is equally clear that if he is a married man with a family and he has a house here, there is very little likelihood of his going away.

MR. WATTERS.- That is right. But he must have that continuity of work. That is where we come back from the builders' point of view. We have spoken about the recruiting of labour. It is impossible for the builder to keep his staff unless he gets continuity of work. The yearly estimate is not so much the bugbear. A department can estimate what it is going to do in the year, but it also has to have a cash allocation for that year. A department might say that it can spend £2,000,000, but its cash allocation for the period might be only £100,000. In the initial stages of a project in the building industry the big proportion of the money is not absorbed in the first year. Take a project that will take two or two and a half years. The money is not absorbed in the first year as rapidly as in the second year. On a project of £5,000,000, you might spend £100,000 in the first year. In the second year and in the six months into the third year, you might be spending, say, £200,000, due to the fact that all the finishing

SENATE CANBERRA COMMITTEE

trades that are coming in are the expensive trades. Unless the Treasury can say, "Whatever your estimate for the year is, that is your cash allocation," you will always have the difficulties that we have had in the past. Unless cash can be carried over from one period to another, it becomes a bottleneck as the projects proceed.

THE CHAIRMAN.- Are you paid in instalments or at the conclusion of the contract?

MR. WATTERS.- We are paid in progress payments as the work is completed.

THE CHAIRMAN.- At what intervals?

MR. WATTERS.- Every fortnight.

THE CHAIRMAN.- Have you any complaints about departments not making payment promptly?

MR. WATTERS.- I do not think so. The only complaint that we had was about the 10 per cent retention that was kept on all our projects until £100,000.

THE CHAIRMAN.- What was that for?

MR. WATTERS.- For good faith and to complete the building, and the general terms of contracts with the Department of Works.

SENATOR HANNAFORD.- That is usual.

MR. WATTERS.- That is so, but we maintain that it is too much.

SENATOR HANNAFORD.- Does it not apply everywhere?

MR. WATTERS.- Not in private enterprise. It is by negotiation. Most of it is $2\frac{1}{2}$ per cent.

THE CHAIRMAN.- Has the department contracts with fixed general terms and conditions?

MR. WATTERS.- Yes. The 10 per cent is by contract, and by negotiation over it. You can have a contract with the department for, say, £150,000, but your retention may not be £15,000. It may be only £12,500, because over the £100,000 it becomes a matter of negotiation. We say that that 10 per cent is too much, because if there is any profit at all, the profit is gone. You are only being reimbursed for the money that you expend.

SENATE CAMBERRA COMMITTEE.

By the same token, it is keeping contractors from tendering for departmental work when there is plenty of private enterprise work about at 2½ per cent retention, and it is a big thing. We believe that it is being considered under the next contracts that they are going to bring up that the retention will be 5 per cent. But at the present time the 10 per cent is too much.

THE CHAIRMAN.- I understand that there is a sort of standard contract agreement form.

MR. WATERS.- That is right.

THE CHAIRMAN.- Have you any criticism of it apart from the 10 per cent retention?

MR. WATERS.- No, but the Master Builders' Federation of Australia, in conjunction with the Department of Works, is now putting suggestions to the department on a new form of contract.

THE CHAIRMAN.- Do you find the departments easy or difficult to negotiate with on these matters?

MR. WATERS.- We find that they have set rules and regulations which are defined and there is no departure from them to a great extent.

THE CHAIRMAN.- That is one of the great difficulties in the Public Service. There are often very good reasons for these things. After all, there is an interlocking of departments. A department must satisfy the Treasury and it must also be ready to meet attacks in the Parliament. We might criticise a thing and the department must be ready with its defence. I do not think that we could possibly obtain the degree of flexibility that is possible in contracts with private individuals who have no one but themselves to satisfy.

MR. WATERS.- We do not accept that.

THE CHAIRMAN.- Do you find, when you put up a proposal for something such as the reduction of the retention percentage, that your wishes are to a degree met?

MR. WATERS.- They are under these circumstances, because it was brought under the proper authority, and particularly the Auditor-General.

SENATE CAMPAIGN COMMITTEE.

THE CHAIRMAN.- According to one witness, who was referring to the Commonwealth building contract, "Because of loose drawing of this contract and because it is normally administered in strict accordance with Treasury regulations, master builders, in tendering for Commonwealth work, increase their normal prices by as much as 10 per cent". That is, they charge the public authorities 10 per cent ^{more} than they charge private individuals. Is that a fact?

MR. WATERS.- No, We do not agree with that suggestion.

THE CHAIRMAN.- Do you increase the price at all for that reason?

MR. WATERS.- No.

THE CHAIRMAN.- You say that that is untrue?

MR. WATERS.- Definitely.

SENATOR WOOD.- You do not think that the cost is increased because of the insecurity of the work?

MR. SMITH.- Definitely not.

MR. WATERS.- No.

THE CHAIRMAN.- Several witnesses have stated also that a house plan of a novel type, for example with a flat roof and certain other features, would cause you to charge more, although the materials cost might be less.

SENATE CANBERRA COMMITTEE

MR. WATTERS.- That would be right.

THE CHAIRMAN.- What is the reason?

MR. WATTERS.- It is outside the ordinary orthodox method of construction. Where specialists come into building contracts, and special work is involved it is always dearer than standard work.

THE CHAIRMAN.- Why?

MR. WATTERS.- Because of the extra labour involved.

THE CHAIRMAN.- You spend less on materials, but there is more labour?

MR. WATTERS.- Yes. There is also the time factor, because the man is not accustomed to that type of construction.

THE CHAIRMAN.- Is it fair to say that it is rather a rough and ready estimate, or stab in the dark, and you possibly might make a good deal out of it?

MR. WATTERS.- No, because tendering is so keen now that every job has to be measured and priced according to the job. It is not as though you can get any price for building now. I think that the Commonwealth agrees that tenders they get are very competitive.

THE CHAIRMAN.- They are cut pretty well as low as they can be?

MR. WATTERS.- Definitely.

THE CHAIRMAN.- When you get an amazing difference in two tenders for the same work, what interpretation do you put on it? I know of one in Canberra, and you possibly know of it. I cannot understand the amazing difference.

MR. WATTERS.- I think that might be a good question for us to go back to the suggestions that we have made to you in regard to continuity of work. You will find that sometimes a contractor will tender for a job and cut considerably because he wants the job to keep going on. Another contractor will tender for that job at a legitimate price. He may not be seeking the job. I think the discrepancy there could be answered by the fact that until such time as the continuity of work is brought into the fact, we shall get these big differences in price. You do not find that so much in

SENATE CANBERRA COMMITTEE

the States, because you have continuity of work, and not from the one source. Here, ninety per cent of our work is Commonwealth work and we have pointed out the 10 per cent retention that the Commonwealth insists upon, so it is most hard for builders in the Territory compared with anywhere else in the Commonwealth. We are dependant upon Commonwealth contracts for 90 per cent of our work whereas builders in the States have only about 10 per cent of their work from that source. So a builder doing £100,000 of work a year for the Commonwealth here would be up for £9,000 retention, but a builder in the States doing only £5,000 of his £100,000 turnover would be up for only £500.

THE CHAIRMAN.- Would it be good business to erect a cottage for a young married couple with one child just big enough for them, and leave a portion to be completed as the family grew?

MR. WATTERS.- That is done quite a lot. Provision is made for future extensions, but Mr. Smith reminds me that it may be more economical to build the place at the one time. Suppose you build a two-bedroom house and make provision for a third bedroom. It would be more economical at the time to build the third bedroom than at a later stage for the builder to come back.

THE CHAIRMAN.- That is true, as costs tend to rise.

MR. WATTERS.- That is right.

THE CHAIRMAN.- Do you think there is any chance of building costs being stabilized?

MR. WATTERS.- That depends upon the Arbitration Court.

THE CHAIRMAN.- That, and other factors. Would you say that the quality of work being done today is better than it was a few years ago, say at the end of the war, when building was resumed?

MR. WATTERS.- We can safely say that the production today is better than what it was about seven years ago.

THE CHAIRMAN.- A good answer. What is the length of your experience of building in Canberra?

MR. WATTERS.- Mr. Smith has been here for sixteen years, and Mr. Kennedy and I for seven years.

THE CHAIRMAN.- That takes you back to the war.

SENATE CALIFORNIA COMMITTEE

MR. SMITH.- Pre-war for me. Is it necessary to have one spokesman?

THE CHAIRMAN.- No, any one of you may answer the questions.

MR. SMITH.- I should like to refer to cottages pre-war. I was not engaged in cottages at that time but when there were no shortages and when there was a plentiful supply of labour, there were not any difficulties in building at all. I suppose the rate would have been twice the rate at the present time. I am not saying there were twice as many houses, because there was not the labour force.

SENATOR WOOD.- A slower rate of building would increase the costs tremendously.

MR. SMITH.- I think it would do. It depends on many factors, including supplies and labour, which are the two biggest factors in the inflated costs.

THE CHAIRMAN.- How much of your building materials are produced locally?

MR. SMITH.- Well, bricks are the biggest bottle-neck in the Territory at the present time. I think I can go back ten years, and possibly more. They knew the number of bricks would be nowhere near the quantity required but successive people have not actually got round to the fact of increasing production until possibly in the last eighteen months.

SENATOR BENN.- Does present production meet 50 per cent of the requirements?

MR. WATTERS.- No, we are bringing in bricks from Bowral and Sydney.

SENATOR WOOD.- What is the solution?

MR. WATTERS.- Increased production from the brickyards.

SENATOR WOOD.- How?

MR. WATTERS.- By more efficient machinery and additional plant. We are given to understand in two years time the production of the brick-yards will be 360,000 bricks a week whereas at the present time it is only 180,000. Of that 180,000 over the last five

SENATE CANBERRA COMMITTEE

or six years, 30,000 of the bricks have been going back into the brick-yards to construct their own kilns, so there has been only 150,000 roughly a week for distribution in the Territory for departmental work and private enterprise. That is why private enterprise is forced to bring bricks from Bowral at about £10 per thousand dearer, and from Sydney at about £15 per thousand dearer.

SENATOR WOOD.- How long ago did they tell you it would be two years?

MR. WATTERS.- Only yesterday. A kiln will be completed in September, but that will not increase production, because the new kiln will only be doing the work which another kiln is doing now. The present kiln will have to be demolished and re-built on the lines of the new kiln. Then it will be about two years from now that the two kilns will go into operation, and produce 360,000 bricks.

THE CHAIRMAN.- What is the quality of Canberra bricks?

MR. WATTERS.- For twelve months they have been experimenting with a dry-pressed brick. They are to make semi-plastic bricks. Dry-pressed bricks have been condemned.

THE CHAIRMAN.- What bricks are to be made?

MR. WATTERS.- All the machines going in will make the semi-plastic brick which will be a good face and hard brick.

SENATOR BENN.- They cannot make good bricks here. Was not a definite attempt made in 1949 to increase brick production?

MR. SMITH.- I do not know whether we should buy into this. There was something unfortunate. I think some department paid a lot for machinery which was not satisfactory for the local type of clay. I suppose that was back five years.

SENATOR RYAN.- Is it not possible to get other types of bricks?

MR. SMITH.- Not from the Canberra district. Perhaps you mean face bricks. They are much dearer again. We can buy cement bricks from Queanbeyan, but I would not say that they are the quality of the clay brick.

THE CHAIRMAN.- Would you recommend building with brick

SENATE CANBERRA COMMITTEE

facing for cottages, and stone for great public buildings?

MR. SMITH.- Definitely, from the point of view of appearance and maintenance afterwards they are the best.

MR. WATTERS.- But we must bear in mind that the type of structures you put up must be considered in the light of availability of materials. Whilst we say that there is nothing better than a brick home because you have not got the maintenance, and its durability is there for life, we must also be appreciative of the fact that there are timbers in the Territory which could be used for houses and which would accelerate the rate of housing.

THE CHAIRMAN.- There are good timbers in the Territory?

MR. WATTERS.- There is the southern hardwood which has been used here ever since there has been a Canberra. The better hardwoods always come from the north. There are a lot of timber structures here.

THE CHAIRMAN.- Are wooden buildings allowed here?

MR. SMITH.- Yes.

THE CHAIRMAN.- I have not seen very many. There are so many buildings which are alledgedly temporary that you never know.

SENATOR WOOD.- A departmental architect has stated that a wooden house does not cost much less than a brick house, and that the small difference between them would be more than lost in the extra maintenance.

MR. WATTERS.- That would be right.

SENATOR HANNAFORD.- Are there any areas where they are prohibited?

MR. SMITH.- Yes.

THE CHAIRMAN.- One witness recommended a timber house with a brick veneer. Would you recommend it?

MR. SMITH.- It is common ^{practice} ~~brick~~ but I think, in view of maintenance again, it is not wise, because inside there is a timber frame, and it tends to crack and separate. You have only a thin sheet of fibrous plaster, which gets knocked about.

MR. WATTERS.- And you are cutting out the cheapest part of your brick construction.

THE CHAIRMAN.- It is an unsatisfactory compromise.

SENATE CANBERRA COMMITTEE

SENATOR WOOD.- We have timber buildings in the north, and I do not know that the maintenance is so much, and our weather is much more tough on buildings. There is this aspect, that the homes always look fresh.

THE CHAIRMAN.- Well-kept wooden houses can be good. However, I think that brick is the better type. Is there much variety of tiles and other roofing materials?

MR. SMITH.- We have two alternatives; the terra-cotta tiles, which in my opinion are the best, but they are hard to get. They are not made locally, but come from Sydney. Then we have the local cement tile.

THE CHAIRMAN.- What is the cement tile like in appearance?

MR. SMITH.- You cannot miss them. They are on 90 per cent of the houses going up at the present time.

THE CHAIRMAN.- What colours?

MR. SMITH.- All colours.

THE CHAIRMAN.- The red tile is the terra-cotta one on the older houses?

MR. WATTERS.- Yes; you can get different types in terra-cotta, too.

THE CHAIRMAN.- I suppose we cannot make comparisons with anything we are going to build because money is no object with the U.S.A., but they have a slate roof.

MR. SMITH.- Yes.

THE CHAIRMAN.- Did they import them?

MR. WATTERS.- Yes.

THE CHAIRMAN.- Have you any idea of the cost of the building?

MR. WATTERS.- No.

THE CHAIRMAN.- It is the most impressive design in Canberra.

MR. WATTERS.- They have them elsewhere.

THE CHAIRMAN.- It is the only one we have here.

SENATOR HANNAFORD.- Apart from the retention allowance to which reference has been made, what type of work do you favour, government or private?

MR. WATERS.- Personally it is immaterial to the Master Builders' Association .

MR. SMITH.- I would rather have government work.

MR. KENNEDY.- I am quite impartial.

SENATOR HANNAFORD.- Would you say that the cost of building a home here is higher than elsewhere?

MR. WATERS.- Yes.

SENATOR HANNAFORD.- We have had evidence tendered that the difference between Canberra and Sydney is very little, if any. Do you definitely say that the cost here is higher than elsewhere?

MR. SMITH.- I would not say that it is a great deal. It is a very hard thing to compare because you would have to compare the same types of houses.

SENATOR BENN.- If you have to bring materials such as bricks from Sydney to Canberra, naturally you increase the cost?

MR. SMITH.- There is no doubt about that.

SENATOR HANNAFORD.- Mr. Smith mentioned three factors, uncertainty of supplies, uncertainty of labour and lower output of tradesmen. Which would you say, Mr. Smith, was the greatest and most important factor in the high cost of homes here?

MR. SMITH.- I think supply of materials and possibly labour would be the two biggest factors. The lower output of tradesmen would be next. I do not think that output here is really any less than in Sydney or in Melbourne. It is comparable right through.

THE CHAIRMAN.- It varies according to whether the employer knows how to manage people or not?

MR. SMITH.- It varies when there is a greater amount of work than there are tradesmen to do it. When it is the other way round with not much work and a lot of tradesmen you find you get a greater output.

SENATOR HANNAFORD.- : Is the number of apprentices in the

building trades being maintained at a satisfactory standard or is there any discouragement in that direction?

MR. WATTERS.- That is allied to the problem of continuity of work available to the employer, because organisations will not accept apprentices if they cannot be guaranteed that they are going to have continuity of work. The reason is that the employer is responsible for the apprentice for five years. If the work cuts out in twelve months he is faced with finding other work for the apprentice. A builder might like to take on apprentices, because they are potential tradesmen, but he is not going to saddle himself with apprentices if he has not got the work in front of him. If the work cuts out he would have to endeavour to find the apprentice a transfer to some other contract.

SENATOR BENN.- Are they not indentured to your organisation?

MR. WATTERS.- No, to an individual.

SENATOR HANNAFORD.- If you cannot continue you have to see that he is satisfactorily transferred to some other master builder?

MR. WATTERS.- As far as possible. We have pointed out that our big reason for coming before you is that builders have to have continuity of work in order to establish themselves in the territory. Everything hinges on that.

SENATOR BENN.- What degree of continuity of work have you had during the time you have been in Canberra?

MR. WATTERS.- My firm came to Canberra seven years ago under an agreement with the Department of Works to have work for three years. The Department was under no obligation to give us work at the expiration of that period. We stayed on here. We have had contracts from the departments and from private enterprise, but during that period we have had our times when we have had only one job going instead of six or seven. Consequently the manpower that we have established here has drifted, perhaps to other contractors in the territory. With the general falling off about three years ago things changed. They had five hostels here at one time for workers and to get accommodation for men whom you were bringing from Sydney you had to make application a fortnight before for your reservations.

SENATE CANBERRA COMMITTEE

That was how hard it was to get reservations in the territory up to about four years ago during the boom period. As the work dropped off, because of lack of contracts and because there was no work available for them in other building or other contracts the people that had come in started to drift away.

SENATOR HANNAFORD.- What is the name of your firm?

MR. WATTERS.- Kennedy and Bird.

MR. SMITH.- In my particular case I have been employing 50 men at times but at present I am down to ten. At the moment I have not got a government job. I think that could be traced to lack of continuity of work. Unfortunately, my tenders were not just right to gain another job and it has put me in that position, but it seems rather ludicrous when people are crying out for houses that in my case and in other cases we have not got a job on for the department.

SENATOR BENN.- This Committee has had evidence that there is no lack of finance, but that the main aspects are materials and manpower.

MR. WATTERS.- There would be something more than that concerned, and that would be the preparation of plans by the Department of Works,

SENATOR HANNAFORD.- Do you mean there is a lag there?

MR. WATTERS.- Yes.

THE CHAIRMAN.- There is one statement I should like elaborated. You have said that no works were available for tendering from the 30th June to the end of the year?

MR. WATTERS.- Generally.

THE CHAIRMAN.- Why?

MR. WATTERS.- We are told these things but we do not know what happens in the actual set-up of the department. What happens as far as we know is that at the end of the financial year, on the 30th June, the departments have, prior to that, made their requisitions of what buildings they want. They perhaps estimate that they want to spend £2,000,000. Take one department at random, as an example,

SENATE CANBERRA COMMITTEE

the Department of Health. Suppose it wanted to spend £2,000,000 in the territory on works including a new wing for the Canberra Community Hospital. Its estimates go to the Treasury. We are given to understand that the Treasury cannot say how much that department is going to get until the budget is prepared because the Treasury does not know how much they are going to allow out of revenue to that particular department. By the time the budget is prepared in August or so, the Treasury may tell the department that it can only spend £1,000,000. The Department of Health is told to spend the million pounds where it may need it most. The department may decide not to build the new wing at the hospital, and to do other things instead because the wing is not so urgent as the others but to try to get it into the estimates next year. That is where the lag comes in, and in a lot of cases we are given to understand that the plans are prepared on the estimates of the requirements of the departments but when the expenditure is cut down some of these plans may be shelved for another couple of years, and the department may be going on with something else at that time for which they have done their sketch plans. That is where you get the lag.

THE CHAIRMAN.- Another experience that has been mentioned to us is that at the end of the financial year there is a rush to commit expenditure on works and sometimes plans are hastily drawn without having been fully thought out.

MR. WATTERS.- We find towards the end of the financial year that quite a few contracts are given out but we would not like to comment at this juncture on whether plans are hastily drawn up.

THE CHAIRMAN.- Do you know whether plans are altered after you have been given them by the Department? Does the Department make alterations to plans after they have been given to you?

MR. WATTERS.- Definitely.

THE CHAIRMAN.- That is quite common?

MR. WATTERS.- Yes.

THE CHAIRMAN.- It increases costs.

SENATE CAMBERRA COMMITTEE

MR. SMITH.- I do not think you can blame the Department of Works. It is the client departments.

THE CHAIRMAN.- But it is some department somewhere?

MR. SMITH.- Yes.

THE CHAIRMAN.- Is it true that in the first six months of the financial year you do not get many contracts, then you get a lot of them in the second half of the financial year?

MR. WATERS - There are not many contracts given out in the beginning of the year.

THE CHAIRMAN.- We have had complaints that the architects were worried and hampered sometimes by departments wanting to get a thing and then being frightened that the Treasury might want something else. Is there anything in that?

MR. SMITH.- You are referring to departmental architects in the other departments?

THE CHAIRMAN.- Yes.

MR. SMITH.- I do not know whether we could express an opinion on that.

THE CHAIRMAN.- Do you normally employ an architect or do you have certain standard plans?

MR. WATERS.- We build to the plan supplied.

THE CHAIRMAN.- The department supplies the plan?

MR. WATERS.- Yes.

THE CHAIRMAN.- Do you do that in relation to private building.

MR. WATERS.- We get private building plans from private architects but in many of the smaller groups they may build without an architect's plans, but not in the Master Builders' Association. Not many of our members would build without an architect.

(Sitting suspended from 12.30 to 2.00 p.m.)

SENATE CANBERRA COMMITTEE.

DR. WILLIAM EDWARD HANLEY STANNER, sworn and examined.

THE CHAIRMAN. - What is your occupation, Dr. Stanner?

DR. STANNER. - I am an anthropologist and Bursar of University House. My observations relate to a very particular matter and, in shorter measure, to a more general problem which I see shaping in the ~~town~~ ^{of Canberra} of the capital city. I direct my statement mainly to a particular question: The types of accommodation which are to be provided over the next phase of Canberra's development for single persons and for men or women who are obliged to live away from their homes because of their occupancy of posts in Canberra. I make the assumption that total employment will grow faster than the rate at which private dwellings can be built in Canberra and that, therefore, for some time to come there will be a large number of people of all kinds who have no home, living in Canberra. If that assumption is correct, and if there is no alternative scheme, it seems to me likely that the present system of hostels will be relied upon to house a progressively large population, and that the present numbers might even grow. I would think that this is a mistaken and, in the long run, a misguided policy.

Over the long term, I think the hostels should be replaced by several types of apartment house in which a range of self-contained apartments could be offered. The general model of apartment house I have in mind is ~~as that in Chelsea Cloisters, Nell Gwynn,~~ ^{like that of} or the White House in London, re-designed and adapted to the Australian climate and the special circumstances of Canberra. I lived in several such places, and I feel they would suit many people in a wide range of circumstances much better than the hostels at present in Canberra. To show what can be done by special design, I found I could live, with very reasonable comfort, in a smallish room, from memory about 8 ft. by 11 ft, furnished with a day-bed, shelves and cupboards over the bed, a writing table, an easy chair and one other small chair. From one side of the room a door led to a bath-room and a lavatory. On the same wall, flush folding doors opened on to a very small recessed kitchen furnished with a single small electric stove, a small refrigerator and a small working table.

The bathroom and kitchen together occupied the whole length of one wall, about 11 ft, and they had, perhaps, half the depth of the main room. I have no exact measurements, but I would say from memory that the entire suite would have had an area of 11 ft. by 12ft 6 ins. I would like to see an actual analysis made of the cost of building blocks of such apartments, in various ranges of sizes, in Canberra, and to see an examination made of their ~~actual~~ income earning potential. Everything in this apartment I have referred to was a tight fit, but I had comfort, I had room to work, I had a place to entertain a few friends, I had somewhere to cook breakfast and occasional meals of my own choice, and I had, to me, the inestimable boon of privacy. A shower rather than a full-scale bath would allow proportionately more space in either the living room or the kitchen, and a shower would be more in keeping with Australian requirements. This block of apartments had its own restaurant, its own snack-bar and liquor license. It had a small shop where tobacco, biscuits, sweets and toilet needs could be bought. There was a garbage service which operated by means of a clever chute from inside the apartment; there was a laundry, and a daily-maid service could be had if required. The apartments could be obtained furnished or, in some circumstances, unfurnished. My rent, in 1947, was, I think, £4.4s a week. If this could be obtained and was thought to be functional - and to the best of my knowledge was economically profitable - in cities like London, I would require very detailed explanations of why it is not possible to do so on some appropriate scale in Canberra.

I find it very difficult to understand ^{why} or to resist the conclusion that hostel thinking as such is becoming much too set and much too established in this city. I speak as someone who has had a number of years residence in Canberra, who has lived in two hostels and visited several others and has had, moreover, actual experience of managing and running a place of accommodation, because I am now **Bursar** of University House. The hostels of which I had knowledge were well run, They were clean, and I was treated with full and

proper civility, so my remarks are not, therefore, meant to be criticism of the management, past or present. But I could not advise any person, other than someone who is young and resilient, *and* whose interests I had at heart, to choose employment in Canberra if it involved several ^{years} residence in a hostel and if employment of equal attraction were available elsewhere. Hostels, being institutions, have to be run along institutional lines, and they have the common, and I think the inevitable faults of institutions. They have to work on standardised lines, and this usually means both dullness and uniformity. In the hostels known to me, the furnishings were adequate and dull; the food was adequate and dull; the bedrooms were usually about the minimum size allowed by law, and were dull; the public rooms were usually more than adequate and dull; and living there, I am afraid, was dull. Superficially, their appearance was, in some cases, very attractive, and if one only visited them on special occasions and lived outside, one might think them quite interesting places, but these are not, I would submit, good tests. One has to live in them for an extended time to form a good judgment. It is a continual fight, in any institution, to avoid this kind of deadening effect, and it can be escaped from, I think, only in two ways. That is, by spending money which can often become quite *uneconomic*, to provide markedly higher standards in every way, and by the exercise of much imagination and self-help by residents. But I can see no real case for saying that we have any right to expect this from the management of hostels, and one of my essential points is that only in special institutions can residents hope to develop and keep this kind of enthusiasm. To try to offset the inevitable faults of the Canberra hostels would mean, in my opinion, only throwing good money and good effort after mistakenly spent money and mistaken effort.

I think the only other option is a fundamental change of policy, and my view is that this is the time when such a change could well be considered by some such body as this Senate committee. Prolonged hostel life, is, in my view, the kind of life that no

SENATE CANBERRA COMMITTEE.

employer, government or private, is really entitled to ask an employer to live, except as a temporary measure and for a brief period. I am very much against a hostel being allowed, by intent of policy or by default of decision, to become a semi-permanent or a permanent feature of Canberra or the capital Territory. I cannot see them providing anything more than a rather second-rate way of living, unless unjustifiably heavy expenditure is incurred. It might be a little different if hostels were a natural type of institution, but they are not; they are extremely artificial, and they produce, I think, a rather unnatural type of social life, which is now tolerated only because no one who has to endure it has the ability to do anything about it. I ^{have} had the impression, also, that criticism is sometimes not very welcome. I would say that a large hostel is only a pseudo-community. A person going there is compelled to live at close quarters with a large number of other people with whom he may well have only the most accidental things in common, ~~when~~ ^{he} is in Canberra by necessity. His job brings him here. There is no community of real interest in the hostel as there is, for example, in a university community, and even there the prolonged association of a large number of people, all of whom are drawn together by a very strong single bond, is not without its problems. There is no such bond in the hostels, and I think the negative and the frictional aspects of living are of a much higher tension than they need be. I am trying to speak cautiously when I say that the hostels with which I was acquainted were not, in my day, very happy places. I saw a good many signs of psychological stress amongst people living there. There was a good deal of grumbling and a good deal of actual aversion between one group and another, and one individual and another. I saw about an equal amount of effort at evasion or compensation of these things - sensitive people trying to isolate themselves, and stable people trying not to develop the habit of enlarging small grievances, and cliques forming to exclude others.

DR. STANNER (Continuing).- I felt the influence of these things myself, living in hostels.

I would ask the members of the Committee to consider the position of someone no longer very young, and therefore not too resilient, not yet very old, and therefore still capable of being indignant, and faced with anything from one to three or four years of life in a good hostel. He is free to do all that is not prohibited by rules, but there are quite a few rules, as there must be, and some of them are very limiting. He takes three meals a day within very narrow limits of time, wherever he may work. If he misses a meal he cannot claim a rebate. He cannot eat at leisure. Staff rules and routine keep him under constant pressure. The law does not let him have wine, beer or spirits at the table. Three times a day, seven times a week, twelve months of the year, he sits at the ^{same} table with the same people. He cannot change very often, because this is vexatious to the staff - it loses his napkin and changes the waitresses' tasks - and it may upset two sets of people, those ^{he leaves} and those he joins. So the solution is to ^{settle} at the one table. He shares the same baths and toilets with other people and uses the same public rooms as other people. If he wants quiet or ^{or} privacy, there is only his bedroom to go to, ^{and} outside; and where does he go in a city with so few amenities as Canberra has at present? If he is young, resilient and sporting, these things can be taken in his stride, but I think that the majority of people living in hostels are not of this kind. They are rather older people with problems and interests, and in practice, as there is nowhere else to go, a great many people spend a great deal of their leisure time in their bedrooms.

As I have said, these are about the minimum size allowed by law. They are fitted up as bedrooms and nothing else, and they are unsuitable for anything but sleeping. In my own case, I could not work or read properly in public rooms because of disturbance. They were very fine public rooms. I could not work or read properly in the bedroom because it lacked a suitable table and chair. I

SENATE CANBERRA COMMITTEE.

was allowed only one chair, and that would not fit the available table. A proper easy chair would not fit in the room with the other necessary furniture. In the end, I was compelled to go to some pains and expense to fit my own room with my own reasonable needs. In my own apartment I would have thought that that was a very natural thing to do. In a hostel, the need seemed in some way to become an imposition. This is a neurotic effect of compulsion to live an unnaturally restrictive kind of life. It is a very common condition in such institutions. One tends to develop a delusion that petty things are important things, and ^{that accidents} / are breaches of principle. It wants a very steady temperament or much humour to offset this ^{loss of a} sense of proportion.

A great deal of capital is now locked up in the Canberra hostels, and this means inevitably an inertia towards a change of system, and many purely expedient reasons can be advanced why no change should be made. - cost, shortages, difficulty of administration and so forth. With every proper respect, I wish to suggest to the Committee that it might make several inquiries: What is the precise state of policy towards the continuation of the hostels? What exactly are the problems of providing an alternative? Has there been a really careful study of possible alternatives, and what has emerged from such a study if it has been made? I feel a need to put to the Committee that it might test for itself the viewpoint of the many hundreds of people who actually live in hostels. It would be valuable to know how many people really prefer this form of life, how many live in hostels because there is simply no alternative, and if there were an alternative, what, in the circumstances, they would want it to be.

I do not like to see the question of the development of Canberra being arranged almost as if the people who are to live here were the last thing to be considered. The development of Canberra, as I see it, is a tremendous task. As a physical task, it will be probably the largest development scheme in the Southern Hemisphere. It seems to me that no one authority can possibly hope to carry out

all the tasks that will be involved through all its phases. I would think that there is a natural division into which these tasks fall. The first is the management of what is now established and has to be maintained and kept going. The second set of tasks are all those involved in the planning of the expansion as such. Thirdly, there is the task of the actual physical construction of the basis of the expansion. In my opinion, as Canberra's population nears the 50,000 mark, which may not be very far away, there is a very strong case being made for the transfer of some of the purely management functions from the Department of the Interior to some form of local government authority. I know - and I agree with this - that it is a very complex task. It is one that I have been at some pains to study as far as I can. I should not care to try to say at the moment just what functions can be or should be transferred, but I think that the case for a progressive study of this with an actual intention to make some such division at an appropriate time cannot now be resisted. Its force is too strong. Part of the case for the need to do it is a matter of the need to concentrate our best abilities on the actual planning of the expansion itself. At present I do not see that this can be done anywhere else than in the Department of the Interior, which seems to me to be its proper office and its proper place, but for this very reason I think that the Department's best interests would be served in the long run by disencumbering it of many of the maintenance and administrative functions of keeping the established and the growing Canberra going as a going concern. I am equally strongly of the opinion that the larger task of the construction of the physical basis of the expanded Canberra is a matter for a separate kind of authority with a completely clear and unobstructed charter to build what they are told to build, with absolute certainty of capital and with a proper provision of working equipment. Otherwise, no sensible person would have anything to do with such an authority. In my view, it would be quite vital to keep such an authority wholly free, first of all of the current task of the administration of Canberra, and secondly, of the whole of the planning functions

SENATE CANBERRA COMMITTEE.

themselves. So that you have the three natural divisions into which this development programme falls. That is all that I have to say in the main.

THE CHAIRMAN.- That is very interesting. With the first part I agree completely. A self-contained room and the use of a restaurant is much more attractive to me than is a hotel, a hostel or any other sort of boarding place. I shall not question you on that. I should be quite prepared to recommend that something like that should be considered. Your analysis in the second part of your statement is very clear and will help us to conclusions to which we shall be forced to come. We have had several recommendations about the form of local government that should be permitted at this time before the development of the city is completed. Do you think that a council, partly nominated and partly elected, would have merit?

DR. STANNER.- My own views, so far as they have gone, run rather to a council of the shire type than the city type.

THE CHAIRMAN.- For the whole Australian Capital Territory ?

DR. STANNER.- For the Capital Territory, because, in a sense, the city itself is not really a viable unit. It has natural economic and social links with the country side, and I would prefer to ^{see} believe that something should be evolved along shire rather than city lines.

SENATOR HANNAFORD.- Are those links in this instance not comparatively minor?

DR. STANNER.- I think that they are not very strongly built up at present. I would not call them minor links. They are not very noticeable at present. There is a very great gulf between the country people ^{around} about Canberra and those living in the city, but I do not think that one should regard that as a desirable condition.

SENATOR HANNAFORD.- I agree with you on that point.

THE CHAIRMAN.- Do you think that there is any reason to depart from the present system?

DR. STANNER.- My own thoughts run mainly to an elected body. The actual transfer of powers is an extraordinarily complex thing to see one's way through. I would not visualise a day after which specific powers shall be handed over.

That would be an unreal approach. There might have to be a fairly long interregnum in which functions were in some cases shared by those who now discharge them, and those whose task would be to carry them on. For a time there might have to be a proportion of nominees rather than elected members. You cannot extinguish responsibility just in a day....

THE CHAIRMAN.- I am not too sure that the old legislative councils with their nominee members were a success. The nominee members were usually with the Governor and the elected members were against him. From 1842 to 1852, N.S.W. had that system.

DR. STANNER.- I am not very drawn to the idea. I can see ^{in it} only an expedient.

THE CHAIRMAN.- What about the other idea of having an entirely elected body with very limited powers to begin with, like the experiment in the provinces of India?

DR. STANNER.- What would be the reason against beginning with the normal range of local government powers and scrutinizing only those which have to be given to such a body? There is no experience in the area of local government. It would have to be grown into very slowly, but I cannot see why most of the functions carried out by a country shire could not equally well be carried out in Canberra. It seems to me to be a strong advantage to relieve the Department of many of the things that it has to do today.

SENATOR HANNAFORD.- Would that come within the category of what is already the established plan?

DR. STANNER.- Yes, that is the formula I have chosen as a general purpose formula.

SENATOR BENN.- Have you considered the financial aspect?

DR. STANNER.- If it took over functions, it would have to take over the revenues, ^{needed to discharge them} or would require a subvention of a considerable order for quite a long time.

THE CHAIRMAN.- Is there any merit in the suggestion that representation in the Senate and the House of Representatives be

SENATE CANBERRA COMMITTEE

increased? The Constitution allows it.

DR. STANNER.- I had not thought of it. It seems an interesting and novel idea, but it is not actually representative on that level which is necessary. It is the command of their own local functions. With a town of 50,000 people, it must be a strong argument to justify the withholding of the ordinary powers of civil government.

THE CHAIRMAN.- Washington which has 750,000 still withholds it, and there is a strong move in the city to fight self-government. That seems absurd but it is true. There are various reasons, including the colour question. You have mentioned an advising authority. You would want a planning authority to start to plan the thing before you did anything. Who should that consist of?

DR. STANNER.- It is a very large order of question. It seems to me that we must have in governmental circles a large number of skilful and competent people whose ability and knowledge I should like to see set free from managerial tasks to concentrate upon this.

SENATOR HANNAFORD.- The suggestion would also relieve the Department of the Interior of the multitudinous tasks which it has to undertake at the present time.

DR. STANNER.- The matter of what special help they would then need is primarily a matter for their own judgment. Nothing is less welcome than the expert flung in from outside uninvited. If there is sufficient freedom from routinized functions, the problem would really solve itself. If you divide your time between planning and administration, you do both badly.

THE CHAIRMAN.- Would you have the planning authority subject to a responsible Minister?

DR. STANNER . It would be a Ministerial and departmental function. It would be impossible to visualize it otherwise.....

THE CHAIRMAN.- You then get your authority to execute the plan?

DR. STANNER.- No one would touch such an authority, except under certain conditions. It must have a charter and an instruction

SENATE CANBERRA COMMITTEE

to build of a highly specific kind. Its capital funds must be certain for years to come, and it must have full executive authority. If those things are not realized, no one in his sense would touch the taks. That is the weakness of most large-scale construction programmes which come in the twilight between departmental control and control by an outside executive. I have seen this in many places, and this is the fundamental fault. You set a task, like *as for* a general in the field, and you give him only half the freedom he needs and only half the weight he wants. He should not be limited. You must construct your authority under a charter, provide funds and give it power to act, get the services it needs, and set a time for delivery. You can do no more.

THE CHAIRMAN.- You would set this authority up for a definite time?

DR. STANNER.- Yes.

THE CHAIRMAN.- You would have it planned to have so many houses, so many public buildings and so many roads built at the end of that time?

DR. STANNER.- I would say ten to fifteen years.

THE CHAIRMAN.- We have to plan it fifteen years ahead?

DR. STANNER.- I am sure at least that far ahead.

THE CHAIRMAN.- That has helped us to clarify. The problem comes up constantly, but this is very helpful.

SENATOR HANNAFORD.- It has been enlightening to me to hear of the conditions that obtain in hostels. I remind the Committee that we have not yet inspected any hostels.

DR. STANNER.- Most of them are very good.

THE CHAIRMAN.- I do not doubt that. The hostel has been developed to a fairly high standard in comparison with what it was originally?

DR. STANNER.- Yes.

THE CHAIRMAN.- I can see the sort of thing at the Hotel Kurrajong. I think that Senator Hannaford's suggestion for an inspection is excellent.

SENATOR HANNAFORD.- There are hostels and hostels. Some

SENATE CANBERRA COMMITTEE

are like Mulwala, which, I imagine, has few attractive views, and surroundings, in comparison with another hostel like Lawley.

DR. STANNER.- They are technically hostels, and they are very well run. It is impossible in a sense to find superficial faults.

SENATOR HANNAFORD.- Have you any idea of the comparative cost to an individual or couple of living in a hostel compared with the accomodation you have mentioned?

DR. STANNER.- You could probably live in an apartment as cheaply if not more cheaply than you can live in a hostel. In addition you would have the food that you wanted. The wife could buy the food with more discrimination. You do not seem to be under the same impulse to go out and look for expensive things elsewhere and it works out in the end on a rather cheaper basis. The rates in hostels are very low, but there is still the problem I have mentioned. They are under the compulsion to keep working costs very low, and this is evident in a hundred ways. You must standardize meals, and have meals cooked in the cheapest way, and watch awfully carefully how much staff you have. You must get the maximum value from your staff and in the end where all these costs come to reside is in the life of the person living in the hostel. That is where the restrictions start. There is no quick way of solving the problem unless you change your entire policy of housing. It is nearly impossible to pick a superficial fault at the hostels. If you inspect them, you will find them uniformly clean and well-run. What you should do is to live in one for a year. That would be the ideal test.

SENATOR WOOD.- Do you live on your own?

DR. STANNER.- I am living in University House.

SENATOR WOOD.- Are you married?

DR. STANNER.- I am a bachelor.

SENATOR WOOD.- When you speak of dullness, I presume you are referring to the monotony of hostel life. You have found that effect?

DR. STANNER.- Yes.

SENATE CANBERRA COMMITTEE

SENATOR WOOD.- By having little flats or apartments you would have your individual way of living. Have you had any reaction from people living in hotels to your suggestion?

DR. STANNER.- Those to whom I have spoken fall into two groups - those who think it would be a very good idea and those who have some doubt about it. A large number of people living in hostels are men who have been required to leave their families and come to live in Canberra virtually as bachelors for some time. They require houses. I am concerned now with the balance of the people for whom a house is not a solution; also for the number of married people living in Canberra who cannot with any foreseeable horizon be given houses. For a long time to come there will be many married people for whom houses cannot be provided. Something better than hostels should be done for them.

SENATOR WOOD.- Your idea is entirely for people living on their own either as bachelors or living away from their families?

DR. STANNER.- Yes. It would be a mistake to have large blocks of family flats in a city like Canberra. That is essentially an urban solution of the family problem. Families in Canberra should have houses but my feeling is that we are so structuring the future of Canberra by having large numbers of apartments here that we cannot conceivably keep pace with building individual homes. Therefore, a large number of people will be separated from their homes.

SENATOR WOOD.- You mentioned the place in which you lived very cheaply. Was it multi-storied?

DR. STANNER.- There is probably a natural economic unit which varies from city to city. I should like this matter to be investigated.

DOCTOR STANNER (Continuing) I would not want to see large five storey blocks of houses built here. That is the urban or city pattern.

SENATOR WOOD.- What would you think of the department's making a survey of the people at present living in hostels in order to find out what they desire?

DR. STANNER.- I think it would be a very good idea. I suggested something of that kind. One would like to know the actual state of opinion, but the question must be ~~fairly~~ ^{very} carefully drawn. I gave some time to thinking how we could get a good indication of what was wanted. One would want to know, if people had the option, what form their option would take. Would they go into a large apartment if it was available or would they want a small one? Would they be prepared to pay a little more than their present costs in order to get such an apartment? We should know how people's ideas are running and what they would like to see as the alternative.

SENATOR WOOD.- My experience is that girls who board in Mackay and such places in North Queensland stay in a hostel just so long and then get a flat of their own. It seems to be a case of breaking the monotony of hostel life because after a time they go back and live in hostels. It is probably because they desire a changing sort of life.

DR. STANNER.- Women have much more initiative in that regard than men have because a great many girls in Canberra find out families who are going away and take over their flat or house for a month or so and share it with other girls. It gives that break away from hostel life that you have mentioned.

SENATOR WOOD.- There seems to be some trend that way and your suggestion is one which deserves our keen interest and consideration.

SENATOR HANNAFORD.- A certain number of the inhabitants, if they might so be called, of the university, are living there and are catered for?

DR. STANNER.- Yes.

SENATOR HANNAFORD.- What is the form of management of that?

SENATE CAMBERGA COMMITTEE.

DR. STANNER.- We have something like ninety people living in University House. The actual figure is between 90 and 100.

We cater entirely for them. Each has his individual apartment which is not merely a bedroom. It has also a study and sitting room, with special furniture of its own built into it. In fact, we have tried to remedy all the kinds of faults that I have been referring to and it appears to work very satisfactorily. The model building is not quite the same.

THE CHAIRMAN.- I think the Committee might well visit the University to see some of that.

DR. STANNER.- I should be delighted to show you round.

(The witness withdrew)

SENATE CANBERRA COMMITTEE.

FRANCIS JAMES ARKWRIGHT, recalled

ALAN JOHN MacDONALD, recalled.

THE CHAIRMAN. - You had been explaining to us, Mr. Arkwright, page 7 of your statement, dealing with housing.

MR. ARKWRIGHT. - My recollection is that we had your assurance that you understood the problem concerning the necessity to provide extensions of the houses as families grow, etc., and I do not think there is any need to add to that. I think we can proceed to rentals, which we have discussed briefly already. I think you accepted that the one-third inroad in salary in the cases that I mentioned was a particularly severe one. The survey was not restricted to members of our own organisations, but we could not make a separate survey, and it is possible that in this regard we are stating the disability of someone other than our own members. However, I do not think that that affects the principle which is, as we understand it, that the employer and the landlord being one and the same individual, consideration might be given to fixing a limit to the proportion of salary which would be eaten up by rent for a house provided by the employer-landlord. This principle is, I think, admitted in the territories other than the Australian Capital Territory, and I think it is also admitted so far as post office employees who are allocated to postmaster positions in various towns are concerned. I think that is also so in the Army, ~~so that~~ the circumstances here are such that rent can be a particular hardship. The disability facing people who are listed for early transfer to Canberra is that the newer the house the tendency is for the higher the rent to be.

THE CHAIRMAN. - That, of course, is general, is it not?

MR. ARKWRIGHT. - Yes. The conclusion that we invite the committee to come to is stated in paragraph 58 and is that, as a practical measure to ensure the proper development of Canberra, provision should be made to subsidise rents payable by low income-earning residents so that rents shall not exceed a determined percentage of earnings. The subsidy might be adjusted progressively

SENATE CANBERRA COMMITTEE.

until, at a predetermined level of salaries or earnings, the tenant is able to carry the full economic rent without hardship or interference with his due entitlements.

We have thought it neither desirable nor practicable to seek to limit the provision along these lines to employees of the Crown, because we feel that the community at large has as much interest in Canberra, and that non-Crown employees are essential to the development of the city, so that any scheme of rental adjustment would apply, as a practical measure, to all residents rather than to seek to create anomalies by limiting it.

THE CHAIRMAN. - It really comes to this: That where the rent is above a certain percentage of the income, everybody's rent should be subsidised?

MR. ARKWRIGHT. - Yes.

THE CHAIRMAN. - We shall consider it. I can see quite an argument in favour of it, but the trouble is that whenever you try anything like that there are so many other things that are brought up. It is worthy of consideration, though.

MR. ARKWRIGHT. - I think the statement contains the views that we have put before you, and if there are no questions I shall proceed to (J) of the statement. Shortly stated, that is that we have no community facilities, apart from a single hall, about which I understand you have already had evidence as to its short-comings from the point of view of meeting community requirements. There are a number of halls around some of the suburbs which have been described as not worthy of mention. Some of them are departmental halls, others have been privately constructed, and the use which is made of them by various tennis clubs, football clubs and similar bodies is a pretty clear indication that there is a need for some community facilities in the suburbs.

Regarding recreation ^{and} ~~hall~~ facilities, we accept that the Cotter Reserve is not a bad place, but it is small and is not easy of access except for people who happen to own a car or who have friends who own a car. There is an occasional bus service out to the

SENATE CANBERRA COMMITTEE.

Cotter during the summer months, but you would not say that it is available for the community at large as a practical consideration, although I should say that most people in Canberra go out there at some time or other. We feel that something closer in to the city would be desirable, and from that point of view we are a little bit disappointed that the lakes scheme, having been allowed to lag for so many years, now is the butt of criticism, which means that the possibility of discontinuation of the proposal for the lakes scheme seems to be exercising many minds.

THE CHAIRMAN. - At the present time that has been under consideration by the Public Works Committee. We cannot know their findings until the report is presented to Parliament, so I do not think it is very profitable to say much about that subject. We cannot discuss it fully. We may have an opinion as to whether the lakes should be there or not, but the subject will not come before this committee until the Public Works Committee report is presented to Parliament.

(Continued on page 1299)

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN (continuing).- I might say that the whole of the proposals that were under criticism are in the air at the moment. No one knows whether they will be carried through.

SENATOR WOOD.- Do you not think that the lakes would add to the amenities here and improve living generally?

MR. ARKWRIGHT.- I mentioned earlier that I had been through Shepparton and was very much impressed with the fact that an inland town had facilities not only for open bathing, but also for the children, and also facilities for rowing. Ballarat has facilities for rowing at Lake Wendourie. Without being competent to comment on the engineering aspects of the lakes scheme, we think that some extension of the watering facilities available to the residents is desirable, so as to expand the attractions and the variety of the facilities available here.

THE CHAIRMAN.- Where should the family picnic ground that you suggest be?

MR. ARKWRIGHT.- In the early maps of Canberra you will find that in the Molonglo River, just below the hospital buildings, there was at one time a swimming pool. It was not a swimming pool in the sense of a built-up structure such as the swimming baths will be, but it was a defined area for swimming. In the course of the years that has ceased to be an area for swimming. It is now virtually part of privately controlled property. One side of the river is used for growing lucerne. The other side is virtually part of the hospital grounds. There is a considerable frontage of river in the area of the Australian Capital Territory, and if some effort were made to reserve part of it instead of handing it over as grazing land or something of the sort, it might be helpful. We have not made a tour down the Molonglo River to locate a particular site, but there are quite a few reaches of the river that are attractive enough.

THE CHAIRMAN.- A permanent site would have to await the construction of the basins and the lake, if there is to be a lake.

MR. ARKWRIGHT.- Yes. Another point arising out of this

SENATE CANBERRA COMMITTEE.

discussion of lakes, but not concerned with the desirability of the lake as a lake, is that we have, in several parts of our submission, referred to the necessity for a stability of administrative policy. If you abandon a plan after you have made a basic investment to provide it, you have lost the benefit of the basic investment. This lake proposal, as I understand it, led to the Hotel Acton being fronted at the present time over a lucerne paddock, but on the understanding that when the lake came the hotel would have a water frontage. I think, but I would not deny the possibility of being wrong, that the construction of the University houses is based on the probable limits of the lake.

THE CHAIRMAN.- That is true.

MR. ARKWRIGHT.- We have a road which skirts the proposed boundary. Except that the lake does come into being, whatever capital has gone into negotiating the arrangement of these things is more or less so much lost expenditure.

THE CHAIRMAN.- The area should be either a lake or a recreation ground. There should be no possibility of its being leased to private people for a particular sport or purpose.

MR. ARKWRIGHT.- Part of it is parkland at the moment. We accept that the facilities for sport are good and that substantial use is made of them, but we direct attention to what might be called little pin pricks, which are prejudicing the continued possibility of the conditions of providing those facilities in the circumstances that occur in Canberra. We have had instances of football clubs particularly, in a spirit of self-help, going to considerable expense and trouble to build facilities near to the playing grounds, which are, for practical purposes, their headquarters. In one instance a decision has subsequently been made after a very substantial building has been erected to enclose the playing area as an enclosed ground. The fencing will be so placed that the structure erected by the club will be within the fenced-in area. That means that you would have a privately-owned building on an enclosed ground, which is understood to be contrary to policy. The solution to this was, as we are informed, the forfeiture of the

pavilion by the sporting body, with compensation, but at the arbitrary valuation of the administration, which, naturally enough, was considerably lower than the value placed upon it by the people who built it.

In other instances we have had a decision that it is about time some of the sporting bodies took over the facilities that they have been using on a tenancy arrangement. They were thereupon informed that as from such and such a time they had to take over these buildings and facilities. Again, the price was fixed by the administration, and again, peculiarly enough, there is a difference of opinion between the potential enforced purchasers and the vendors as to the value of the facilities.

THE CHAIRMAN.- Can you name some of those places?

MR. ARKWRIGHT.- The bowling greens are the ones that are most covered by them.

THE CHAIRMAN.- What is the position? Have they actually been bought by the clubs?

MR. ARKWRIGHT.- No. The position is that the department has served them with notices that they should take them over at valuation.

THE CHAIRMAN.- What will happen if they do not take them over?

MR. ARKWRIGHT.- What happened was that servicing of the greens was discontinued for a number of days until an emergency arrangement was concluded to negotiate further on the terms of taking over and things like that.

THE CHAIRMAN.- What is the present position? Are they still bargaining?

MR. ARKWRIGHT.- Yes. I think that as recently as this week the Minister for the Interior allowed a further period in which to discuss the matter. The points at issue were not so much the principle of taking over the facilities as the terms of taking them over.

SENATOR HANNAFORD.- Do you know the terms?

MR. ARKWRIGHT.- By hearsay, but I would say fairly

accurately. I think that the terms were that the clubs were to pay for the capital cost of whatever was to be transferred to them.

THE CHAIRMAN.- That would include the making of the greens, the erection of seats, and the rooms?

MR. ARKWRIGHT.- Yes, the buildings, gardens and that kind of thing. It even included buildings that, in the course of the years, had been erected and pulled down as being unsuitable and were replaced.

THE CHAIRMAN.- Whether that will come within the scope of our recommendations I do not know. Perhaps we can lay down principles on that. Probably the arrangement would be completed before we present our report.

MR. ARKWRIGHT.- In that regard, our concern is that if something grows up as an established method of doing things within the Australian Capital Territory over a number of years and works satisfactorily, it should not be disturbed, as it were, abruptly, and that there should be a fixed arrangement for a period of time covering any arrangement, and if the desire is to vary the arrangement, some notice should be given. Negotiations in the matter that I have spoken of have been carried on over a number of years.

THE CHAIRMAN.- You understand that at times there must be changes. When Canberra was established there was virtually nothing here. It was the accepted policy - and, I think, the necessary policy - that the government should spend a great deal of money to make it attractive, and it has done. With a growing population, it is natural that from now on the people who live here and who intend to live here for the rest of their lives should more or less take these things over. The taking over of the bowling greens might be the right policy. Of course, the terms are a matter of justice.

MR. ARKWRIGHT.- Another point is that the majority of sporting bodies in Canberra have not been content just to accept the facilities as they are, but have sought to increase amenities on their grounds. Quite a number of club rooms have been erected or extended by private investment. With some of the bigger clubs, the investment has been a very large sum of money, running into thousands of pounds. If they know that they must have a reserve fund to take over some aspect of control or management or protection of the asset at a future date, they can make arrangements accordingly. But if they put all their money into an investment in the form of a club building and then are required to take over additional responsibilities for the management or conduct of the affair, their planning is all wrong. That is why we feel that there should be some stability, and that changes should be negotiated so that they are not, as it were, an administrative direction that from such and such a date you shall do something you have never done before. We mention that the concern from the community angle is that, if you get this instability of administration, if one administration does not follow on and concur in the policies adopted by the previous administration, if the efforts of citizen bodies to assist in the development of facilities result in their construction being absorbed as the administration's property, or if community enterprise built upon long-standing practices is placed in jeopardy by changes of administration^{or} policy, the certain result is to dispose the residents of Canberra against community effort on their own behalf or by way of co-operation with the administration.

THE CHAIRMAN.- Would you say that the answer is some form of partial local self-government covering those particular activities.

MR. ARKWRIGHT.- The inclusion of the word "partial" is necessary because it appears to our organization that it is virtually impossible exactly to duplicate in Canberra any form of self-government practised either in the shires or the metropolitan and suburban areas.

THE CHAIRMAN.- That is one of the things to be examined

closely. The Federal Government now exercises all the functions of government here. The line might have to be somewhat arbitrary, but could we have municipal government, or probably local government for the whole territory, as is done in the States, but not include functions which seem to be clearly impossible on the score of expense? Would not people learn the art of self-government in that way?

MR. ARKWRIGHT.- Subject to the difficulty.....

THE CHAIRMAN.- The line must be to some extent arbitrary. If we were to recommend self-government, I should like to give away as many functions as possible. Would it necessarily be much on the lines of a shire in New South Wales? After all, local government powers are not very expensive.

MR. ARKWRIGHT.- Even in the States, you have differences in the items carried on by local bodies. Then you have to pick items according to local conditions. The problem here is that it is difficult to divorce the things which naturally fall within the scope of local from the fact that they are part of a national scheme to be brought to fruition one hundred years from now.

THE CHAIRMAN.- Would an area division be feasible? Suppose the government triangle were left exclusively to the Federal Government and areas outside it were subject to local government control?

MR. ARKWRIGHT.- There is a possibility that it would work. One of our submissions now is that there is some scope for local government in order to give us a proper sense of community well-being.

MR. McDONALD.- The interests of the people have not been encouraged entirely. A few days ago the Secretary of the Department of the Interior, Mr. McLaren, was commenting on the Progress and Welfare Council ^{reports that appeared at a meeting of} and said that few and evasive replies had been received to requests for information on the department's plans. He said that the responsibility for Canberra's development did not lie fully with the residents. It is difficult to draw the line between where the residents fit into the picture, and the Department

SENATE CANBERRA COMMITTEE

has control. He said that while their views would be respected - some people claim that they have not - and their interest has been welcome, their views would not dictate the ultimate development, which was a question of national interest. In many ways, local interest in problems which may be regarded, to our way of thinking, as municipal matters, have been rejected by the administration as not being the concern of citizens.

THE CHAIRMAN.- You must regard it as a constant feature that the handing away of power is a difficult operation for any government. Few people voluntarily surrender any power.

MR. ARKWRIGHT.- There is a disability in regard to the idea of the district subdivision which you have suggested. There ^{is} to be an integration of the services provided in the triangle....

THE CHAIRMAN.- I know that. Would it be possible to have a local council which determined what should be done but could become a client department of the Works Department and the Department of the Interior? The council need not get entirely new people. Officers could be seconded to it?

MR. ARKWRIGHT.- There again is where the crux of the difficulty lies. The local authority in one area might decide that it could do a job cheaper by providing its own force.

THE CHAIRMAN.- Personally, I would allow that. We must allow some experimentation, and if it proved a failure we can alter it. This is an era of experimentation.

MR. ARKWRIGHT.- The broad approach, I should think, is to say to the citizens of Canberra what we expect them to pay for, we will let them control.

THE CHAIRMAN.- As far as you can, yes. That is a good principle.

SENATOR BENN.- I have examined this evidence very carefully, and I have no questions to ask on it. The evidence is sufficient as it is. Senator Ryan is in the same position.

THE CHAIRMAN.- That is a great compliment. There is no use in asking questions just for the sake of doing so. I get curious as we proceed.

SENATE CANBERRA COMMITTEE

SENATOR BENN.- I do not want Mr. Arkwright and Mr. McDonald to think that because we are not asking questions, we are not interested. Asking questions will not improve the evidence. I am satisfied with it.

MR. ARKWRIGHT.- I should like to make a brief addition on that part of my statement under the heading of "Office Accommodation". As Canberra is laid out we feel that besides the provision of facilities for the supply of foodstuffs, there should be some assurance that the facilities will be retained for the purposes for which they were provided. There is to be set up in the new administrative block, we understand, a very adequate cafeteria. Our experience with West Block across the way is that we had a cafeteria which served the people of West Block and elsewhere and it was suddenly dispensed with as a cafeteria.

THE CHAIRMAN.- For what reason?

MR. ARKWRIGHT.- There were probably three reasons. First, there was the security aspect. Secondly, I think the Department of External Affairs was in a position to use more office accommodation. Thirdly, the question of finance may have arisen because during the period of rising costs, it was difficult to run the cafeteria to suit the Treasury.

^{the} MR. McDONALD.- The Cafeteria was running satisfactorily financially at the time, and the year before, when it was closed. We agreed we could not dispute that it might have to be closed for security reasons, because it was above the Department of External Affairs, but we were concerned that the Department or the Government was not prepared to make any provision to replace the amenity. A plan was drawn up to provide a small cafeteria adjacent to the building, but the plans for it were spoilt because of a Treasury decision, I understand, disallowing the necessary funds.

THE CHAIRMAN.- Would it be a good idea to allow the amenity to be run by a private caterer?

MR. ARKWRIGHT.- It would be alright, I think, if you could get a private caterer to do it, but unfortunately ^{there} this is a very restricted period of ^{building} time.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- Only the lunch-hour?

MR. ARKWRIGHT.- Yes, and there is not much scope for anything outside that limited time.

THE CHAIRMAN.- Y u do not have morning or afternoon tea?

MR. ARKWRIGHT.- We do, but that is provided on the basis of delivery at the desk.

THE CHAIRMAN.- I understand that the cafeteria at the Commonwealth Bank in Sydney provides morning and afternoon tea.

MR. McDONALD.- And the Postal Institute in each capital city.

THE CHAIRMAN.- It should be possible here, We shall consider that very carefully.

MR. ARKWRIGHT.- I come now to the matter of cost of living in Canberra. Substantially, the point we have made is that, on the index figures, there is a margin of 10.4 between the index figures covering foodstuffs in Melbourne and Canberra, and a lesser margin between Canberra and Sydney, and a greater margin comparing Canberra with Brisbane. The relation between Canberra and Melbourne was considered the proper comparison in 1927 because of the large number of Melbourne people who were then transferred here. The difference was 9.6, and a Canberra allowance was paid which for practical purposes meant a 10 per cent increase in the remuneration of Crown employees, on an average. The cost of living in Canberra compared with Melbourne is now higher than it was when the allowance was paid. Our proposition is that the disability suffered by residents of Canberra is not the less real now because more people have to suffer it.

SENATE CANBERRA COMMITTEE

MR. ARKWRIGHT (Continuing). We suggest that the reason why the cost of living is, and will be, higher, is that in order to prevent State jealousies, it was required that the National Capital should be at least one hundred miles from Sydney. Actually, it is 200 miles from Sydney, and 400 miles from Melbourne. I should imagine that the bulk of supplies for Canberra come from those two places and that if it had been possible to build the capital city 100.1 miles from Sydney presumably the freight element would have been so much the less and we would have living costs comparable with Goulburn.

THE CHAIRMAN.- When you say supplies do you mean that Canberra gets food from those places?

MR. ARKWRIGHT.- Manufactured foodstuffs.

THE CHAIRMAN.- What about meat? Is that obtained locally?

MR. ARKWRIGHT.- It is locally killed.

THE CHAIRMAN.- What about vegetables and fruits?

MR. ARKWRIGHT.- We have a number of gardens about the place, but it is mainly from Sydney, I understand.

MR. MacDONALD.- That is so. Local fruit suppliers bring their supplies regularly from Sydney. They have cold storage facilities here for them.

THE CHAIRMAN.- That seems strange. After all, if you can grow fresh things it is better than stuff that has been kept in cold storage for a long time.

MR. ARKWRIGHT.- It is possible that a lot of the foodstuffs is grown just outside the boundaries of the A.C.T., but because of marketing arrangements it has to come to us via Sydney. I do not know if that is the case, however.

MR. MacDONALD.- In any event the price of local ^{foodstuffs} ~~of~~ foodstuffs is no less than the price of those we receive from Sydney.

THE CHAIRMAN.- Is there not a margin on all salaries which is adjusted according to the cost of living in the area in which a person is living?

MR. ARKWRIGHT.- No, because as far as we are concerned we are on the average of fluctuation of the cost of living over six capitals, which means that people on the lowest level of living

SENATE COMMITTEE

get an advantage, and those at the top miss out a little, but in any event the cost of living adjustments have been suspended. We are only on the element of marginal adjustment at the moment. We feel that at least part of this extra cost which must be unavoidable here is due to the fact that this place was put 200 miles away from one source of supply and 400 miles away from the other source of supply in order that Canberra could be located at a place where it would be a national capital somewhat removed from the main centres. Therefore, the extra living costs are a personal subscription by the people of Canberra to the idea of having a national capital remote from both Sydney and Melbourne.

THE CHAIRMAN.- Do you think that there is anything that people can do apart from governmental action to develop growth of foodstuffs here? Could you not form a co-operative?

MR. ARKWRIGHT.- We have one co-operative. We have here a proposition at the end of our evidence that developments should encourage some manufacturing activity with the A.C.F. outside the limits of the city to relieve the economic burden, so that some of the goods manufactured in Sydney which we now use could be manufactured closer to home. I have also personally made representations to Melbourne city establishments that there is a very considerable market here and that if they were willing to set up a system of selling from sample to size and having a show place here with one of everything they have to sell, and quote the Melbourne price, the amount of profit would justify them carrying the freight themselves. But I was unfortunately not successful in persuading them that it was an economic proposition to supply goods in Canberra at Melbourne prices.

MR. MacDONALD.- A serious disadvantage faced by local people regarding the supply of goods is not only the higher prices, but the lack of variety in the articles they want to purchase. For instance, if they want to purchase any type of household commodity the shops here do not have the same variety of that article as is available in other cities.

THE CHAIRMAN.- Do you think retail facilities here

have been improving and that they will improve further?

MR. ARKWRIGHT.- There again, it depends on how the new shopping is allocated. If the new shops were to take up one type of trade, say the supply of clothing, one would assume that the result would be increased competition but if you merely put all different kinds of businesses in you do not get any competition resulting from that.

THE CHAIRMAN.- Is it not the habit of people in Canberra, who come originally from capital cities, to do their more important shopping in those cities?

MR. ARKWRIGHT.- That is correct.

THE CHAIRMAN.- Yesterday I wanted to buy a tie of a particular type. One shop did not have any ties. The others did not have the sort I wanted, and they said "Well, of course, most people buy this sort of thing in Sydney and Melbourne." All I wanted was a black tie.

MR. ARKWRIGHT.- It is probably an indictment of the local tradespeople that people here should think it desirable to go to the other cities for such things.

THE CHAIRMAN.- It cuts both ways. It is partly due to the habits of the consumers and partly to the retailers.

MR. ARKWRIGHT.- The next part of our statement is a very concise one dealing with employment prospects for families in the A.C.T. You will recall that earlier in the day you mentioned that it was a good place for young people to be in, I agreed with that statement, but said "Only up to the end of their schooling". I had in mind the fact that the avocations which are open to children here largely depend upon the form in which a child's schooling has been completed. If you are going to take a medical or law course, it is necessary to do Latin, but if you are going to take a trade course it is necessary to do some kind of technical work, and at all events Latin would be superfluous. We feel that this is rather a serious disability which will become urgent in a very short time.

THE CHAIRMAN.- Let us get this clear. Up to the Intermediate

SENATE CANBERRA COMMITTEE

standard, that is, up to the age of 14 or 15. It is generally conceded that there should not be specialisation?

MR. ARKWRIGHT.- No.

THE CHAIRMAN.- Up to that stage education could be the same. Nobody would really suffer by lack of specialisation. I do not regard any education as wasted, but early specialisation is bad.

MR. ARKWRIGHT.- It is a long time since I left Melbourne, but I think from memory it starts round about the merit standard in Victoria.

THE CHAIRMAN.- What is that?

MR. ARKWRIGHT.- About 14 years of age, I think. That is the stage at which you virtually begin secondary education.

THE CHAIRMAN.- In New South Wales, up to the middle of the secondary stage, while there is some differentiation, it is not strictly specialist.

MR. ARKWRIGHT.- My recollection of Melbourne is that it is a universal course up to the merit stage and thereafter there is technical education for those who intend to go to trades while the others continue their academic courses.

THE CHAIRMAN.- There might be a year's difference according to States, and that is all.

MR. ARKWRIGHT.- We feel that there is a great number of youngsters up to the age of 14 or 15 in Canberra at present and their future is not obviously defined at the moment. It appears distinctly doubtful, except that all become Commonwealth Public Servants. Whether they will be satisfied to stay in Canberra - and there are lots of reasons, especially in the case of young girls, why youngsters should not be separated from their families at that age - is another matter. However, I think the point has been quite simply made in our statements, and there is little necessity to elaborate it.

MR. MacDONALD.- You might say that some young people go into the Public Service against their own desires because their parents do not want them to live away from home.

THE CHAIRMAN.- I think it is very bad that they should have to go into the Public Service when they have an inclination for something

also. It is bad for the service.

MR. MacDONALD.- I agree.

THE CHAIRMAN.- Are you suggesting something different in the education system, or alternative employment?

MR. ARKWRIGHT.- Rather alternative employment. The throwing open of part of the territory to some kind of manufacturing would, I think, create those opportunities.

THE CHAIRMAN.- We have had evidence of a shortage of labour in the building trade. If we do anything with this report at all, building in Canberra will increase to an enormous extent. Opportunities for apprenticeship would be one opening for youth here.

MR. ARKWRIGHT.- Yes.

THE CHAIRMAN.- That brings up the question of the rather artificial division that some people have placed between clerical employment, skilled trades and various other occupations. To some extent these things are a matter of social environment and other ideas. I should say that it would be good to encourage the idea that the occupation of skilled tradesmen, like a fitter or turner, is one of the most important in the community and nobody should think that it is beneath his dignity to enter that sort of occupation if he has an aptitude for it. As far as we can we should create the atmosphere that the skilled man is of the utmost importance.

MR. ARKWRIGHT.- I think so.

THE CHAIRMAN.- What are the facilities here for technical training?

MR. ARKWRIGHT.- We have the Technical College and there is the Canberra High School .

THE CHAIRMAN.- In Sydney there are technical high schools which have much the same course as the other high schools except that certain manual skills are strongly emphasised. They are directed towards turning out tradesmen and the students get actual training which fits them for a technical course later.

MR. MacDONALD.- There is rather a division between Canberra High School itself, which is on a higher plane with training for professional occupations, and Telopea Park which is an Intermediate

SENATE CA. NEERA COMMITTEE

high school which provides technical training also.

MR. ARKWRIGHT.- I think you could say also that the Governmen schools have facilities for technical education, but I should not be certain that the denominational schools have them. Section (M) of our statement deals with conditions of residence in the A.C.T. It lays down what has been the cause of any difference of opinion between ourselves in making representations and yourselves as receiving them. On several occasions you have suggested that we in the A.C.T. have a nice place to live in with good living conditions, and we have endeavoured to say "Yes, but - ". We feel that the answer is that the conditions of residence in the A.C.T. involve us all in certain disabilities. We do not suggest that everybody feels the same disabilities. It largely depends on the outlook of a man whether he feels that a restriction of his civilian rights is a matter of importance or not.

SENATE CANBERRA COMMITTEE.

MR. ARKWRIGHT. - It depends upon his economic situation whether he finds the cost of living an excessive burden. While admitting the weight of these disabilities, we have listed a number which I shall run through briefly to give you the opportunity to ask us anything you like about them. The first point is that, politically, our representation is not a full one. The right of the member for the Australian Capital Territory to vote on matters affecting the Territory is a pretty empty kind of privilege, because in the manner in which Canberra is controlled, I do not recall any instance in which the present member for the Australian Capital Territory has been called upon to vote. All these things are done at the administrative level. Although we have a voice, it is a voice unsupported by a vote, which is a valueless kind of political representation.

THE CHAIRMAN. - Do you think it would be of advantage to have a representative in the Senate also?

MR. ARKWRIGHT. - Yes, I think it would be of advantage to have a representative wherever the Government operates.

THE CHAIRMAN. - There is one difference. The vote of the representative in the other House involves the fate of the Government. A vote in the Senate will be valuable and might affect many questions, but except by a long and complicated process it would not upset the government of the day. It has therefore occurred to me that you may be more likely to get full representation if you had a representative in both places.

SENATOR WOOD. - If you had a full vote, your proportion of voters would be extremely low in comparison with electorates in other parts of the Commonwealth.

MR. ARKWRIGHT. - That is so. There might be a fairly equal division of the parties which might result in the member for the Australian Capital Territory having the power to embarrass the Government, because of the bi-cameral system. On the other hand, we have the factual position that this committee is sitting because someone in the Senate appreciated the necessity of something being

SENATE CANBERRA COMMITTEE.

done in the Territory, which shows that if we could have someone in the Senate we might do better. We might get over the question by amalgamation of all the territories which, I think, have common problems in these things, and have one representative instead of the standard three. At all events, we feel that we have not full citizenship rights.

SENATOR WOOD. - How many voters would you have in the Australian Capital Territory?

MR. ARKWRIGHT. - We have 30,000 people altogether, and I suppose it is doubtful whether more than half of them would be adults. There would be about 12,000 voters I would say.

THE CHAIRMAN. - We have to consider the Territory, in our problem, as having an increasing population. You would not be likely to get a full vote until you had at least a voting population equal to an electorate. I do not think we need labour this matter because we are wrestling with the problem, and we will try to get such representation as we think just and practicable.

MR. ARKWRIGHT. - The Advisory Council is a less than adequate form of local government. There is an economic disadvantage in transfers of public servants to Canberra. The transferee has to change his household equipment to the new environment, and his permanent cost of living is higher. We have high rentals, high living costs, and there has been a change in the cost of hospital services. I shall not refer to cultural matters, because I understand they have been covered by other evidence. We have no choice of locality of living or type of house. One cannot make improvements or alterations to the property to make for greater comfort. Our needs are determined by the administration, which also determines the rate at which those needs will be satisfied. We have recreational facilities but we do not have control of them in the real sense. When you say to us, "Are you not better off than the people of such and such a provincial town in a State?", we say, "Perhaps we have better amenities, but they have things that we have not got." To make a comparison without recognising that the

SENATE CANBERRA COMMITTEE.

people of the Australian Capital Territory are at a disability in some respects gives a wrong complexion to the position.

THE CHAIRMAN. - I assure you that everyone of these submissions will receive very careful consideration.

MR. ARKWRIGHT. - The submissions that we put forward for consideration by the committee are that the planning of Canberra should be in accordance with a master plan and timetable included in a special Australian Capital Territory development act, and that changes of the plan should be by amending legislation. If we have legislation, the Parliament has to debate it and study the circumstances. Unless Parliament actively associates itself with the necessity to view this place as a national capital, its ultimate destiny will never be realised.

If it is decided that the residents of Canberra should carry the burden of certain services, we suggest that you first of all determine what you want them to carry. We say that under uniform taxation they are making a contribution now. According to the figures that I have been given, if the Australian Capital Territory were provided with Commonwealth funds out of uniform taxation, Commonwealth revenue, on the same footing as Tasmania is provided with such funds, £900,000 would be made available in a year for the development of the Australian Capital Territory and the services that are in it. According to my information, it is costing something like £3 less to the Commonwealth to carry a citizen of the Australian Capital Territory than it costs to carry a citizen of Tasmania.

SENATOR WOOD. - In Queensland we do not get that special grant. I think it may be that local government gets that from the State Government in the form of services, such as agricultural services, railway services, and things like that. I do not think that local government gets it from State Governments in order to give it to the people.

MR. ARKWRIGHT. - The answer to that is that in some States things are provided by the Government which, in other States,

SENATE CANBERRA COMMITTEE.

are provided by semi-governmental utilities. The view we take is that certain revenue is provided for the Tasmanians to do with as they will, which means that the development of the State of Tasmania carries benefits for all of the citizens of Tasmania. We have tried to set out what Canberra would cost if it were a State instead of a Commonwealth Territory. Then we have the added cost of services utilised by the residents of the Australian Capital Territory which have been enlarged because of subscription to a national ideal - that is, the ten mile extra bus run which is added to a journey from one side of the city to the other because the route follows the plan of a garden city. The third point we suggest is some compensation for the loss of normal citizenship rights, although how you can value that in money, I do not know.

Insofar as conditions of living in Canberra have been established by contract or long practice, there should be no depreciation of those conditions until local government is allowed to residents of the Australian Capital Territory. We suggest that the rent of Government-owned residences in Canberra be subsidised to the extent that it is not necessary to be a high-salaried officer in order to be able to pay it without calling upon your wife and your family to add their little bit of labour.

We have thought it necessary here to make a note to the effect that the trend of thought which has been expressed is that the only way you can get out of this rent problem is to average out, which means that you raise the rents on the low-rent houses in order to pay the rents of the high rent houses. We reject that on the grounds that people who are in low rent houses are using a low capital cost facility which, at an economic rental, is giving a proper return to the Government, and that if you add more to that you will be making a sectional tax on those people to provide something for someone else.

SENATOR WOOD. - You are suggesting that the people in the older places should pay a low rent, but you do not want the people in

the new places to pay a high rent to meet that, because of the cost to the individual. You suggest that that might be subsidised. You do not want a discriminating tax, as it were, but what about the people outside Canberra being asked to subsidise rents in Canberra?

MR. ARKWRIGHT. - Their subscription is by way of income tax, and we pay the same rate of income tax as they do.

SENATOR WOOD. - But it is a subsidising by them, is it not?

MR. ARKWRIGHT. - Yes, but we contribute to that.

SENATOR WOOD. - Of course you contribute, but whilst you are contributing you are getting what other people contributing are not getting.

MR. ARKWRIGHT. - The low-rent person is not getting any benefit from Bill Smith up the street having a week house rented to him for £4.10s.

MR. MacDONALD. - The people in low rent houses are not only people on ^{high} low salaries. People in low rent houses generally have been in them for many years, and at the time they went into them they were paying a comparatively high rent. They have suffered some disability, and in fact they have already ^{given} paid the Commonwealth a good return. They should not be called upon for any reason other than a reason connected with their houses, to pay ^{rent} more for them.

SENATOR WOOD. - What is the position in Canberra itself? Does it not cause friction or arguments when people say, "Why should they get that house for so much, and why should I have to pay so much more?"

MR. MacDONALD. - I think the only discontent might be not where people have lived in an old house for many years, but where some people are fortunate enough to move into an older house now and get a cheap rental. I think many people would suggest that if there is a change in tenancy of an old-type house, there could not be any objection to a reassessment of the rental of that house.

SENATE CANBERRA COMMITTEE.

MR. ARKWRIGHT.- In paragraphs 97 and 98 we have made a table of the essentials for the proper development of the Australian Capital Territory as they appeal to us, which might be of some assistance to you as virtually a summary of the conclusions that we ask you to draw from the overall submissions. I think that it is understandable and requires no further comment.

THE CHAIRMAN.- Your statement is a carefully drawn document and will receive careful consideration. However, I should like to give you a word of warning. It may be that some of the things that you have advocated and with which we agree may be outside the scope of our assignment. We shall have to give attention to matters of policy affecting the development of Canberra, but it may be that matters of general policy are outside the scope of our inquiry.

(The witnesses withdrew.)

At 4.30 p.m. the Committee adjourned.

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SENATE CANBERRA COMMITTEE

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF
CANBERRA.

MINUTES OF EVIDENCE.

Taken at Canberra.

MONDAY, 16th MAY, 1955.

PRESENT:

The Chairman (Senator McCallum)

Senator Benn

Senator Tangney.

Senator Ryan

MR E. COLIN DAVIS , Director of the Timber Development Association of Australia, sworn and examined.

THE CHAIRMAN. I understand that you have prepared statements which you wish to make to us.

MR. DAVIS. - May I open my address this afternoon by introducing my association and myself and explaining just who and what we are. I am the Director of the Timber Development Association of Australia, a non-trading, non-profit making organisation founded some seventeen years ago by millers, merchants, foresters and importers to advise the public on all matters appertaining to the present and potential uses of timber. The many thousands of pounds worth of material on the treatment of timber, the preservation of timber, modern timber home plans, and photographs, booklets etc., and the services we provide, are entirely free of any charge or obligation. We represent the Australian Timber Industry, a very vast industry as you will agree, and we are naturally concerned with showing the public how best timber can be employed in industrial, commercial or domestic application. When we read statements which have been made before this Committee suggesting in fact that timber had no place in the overall building development of Canberra, we were most concerned, for two reasons: Firstly because these

SENATE CANBERRA COMMITTEE.

statements could have a very severe effect on the timber industry of this country generally, and more particularly on the local timber industry and secondly because the statements which were made were most inassurate.

During the years that I have been Director of this organisation it has been my duty to investigate every phase of building, and building research, in conjunction with builders, architects and various public and semi-public authorities and to pass on the information thus obtained to the public. I have been in close contact with members of the Royal Australian Institute of Architects, the Master Builders Association of Sydney, the Commonwealth Research Station and the Forestry Commission amongst other bodies. It is only to be expected that during the course of my investigations I have acquired a wide knowledge of matters relating to building and to architecture, including home planning, and I have acquired a knowledge of the cost of various types of buildings and of the public demand therefor. It is part of the object of my Association and of my duties as Director to advise the general public in matters appertaining to building, particularly dwellings. Today, for instance the average cost of building a timber home in the Territory is £340 per square as compared with £375 per square in brick. This represents a difference of £335 on each ten square house erected. I say 10 squares because that is generally accepted as the average dwelling. I understand that despite the fact that this Committee is still sitting, tenders have been called for the construction of a further 200 brick houses. If those houses were timber instead of brick it would mean that £60,000 could have been saved. Even allowing for what one must regard as a backward prejudice against timber, it is hard to realise why such a preference is expressed for brick particularly in view of material costs.

Local cement bricks are £15 per thousand, but the local supply is unable to meet the demand and bricks have to be "imported". I use that term to refer to bricks that come to Canberra from outside. Bricks from Sydney cost £30 per thousand (including

A.2 122 E.C. DAVIS

SENATE CANBERRA COMMITTEE.

freight) and from Bowral £23 per thousand, whilst local timber, in plentiful supply in all sizes and varieties, is cheaper than in Sydney. These figures have been assessed from local building figures, loan authorities' records and official statistics. Surely this must be in complete contradiction to the statement that there was no difference in the price between brick and timber homes. Prior to World War 11, speaking in general terms, timber homes or weatherboard homes as they were usually called, were not generally popular and the occupants thereof were usually confined to persons of the poorer type who were not usually concerned with the aesthetic appearance of homes, and frequently were not persons who took any pride in the appearance of their home or of the land on which it was erected. Also, they were often persons who were not concerned with the better finishing of homes. To a large extent such buildings followed a more or less common plan with no pretensions to architectural beauty.

Since World War 11, largely under the pressure of the high cost of construction of brick dwellings, home seekers have been compelled to seek timber homes and to appreciate more and more the advantages of such homes compared with brick homes. More people in all walks of life, both professional and otherwise have been compelled, or persuaded, to turn to timber homes and many of these persons being people of taste and discernment, have, apart from matters of planning and convenience, naturally sought to express their tastes in their homes. The major result of this accelerated demand for timber homes has prompted architects to improve the designs of homes constructed in timber so as to give expression to the demands for beauty and taste, as well as charm in their homes. So now, apart from mere matters of architecture alone, many persons have come to know and to appreciate the flexibility and charm, stability and climatic advantages of timber homes. It is a recognised fact too, that there is an acute shortage of competent bricklayers in the Territory and that this shortage is causing an "auction block" atmosphere for skilled labour. Builders are compelled to compete against each other by offering higher and higher wages to get and keep bricklayers and the result is a home saddled with unnecessary construction costs.

SENATE CANBERRA COMMITTEE

In the beginning Canberra was regarded as a garden city. I am afraid that the garden has developed a great many noxious weeds as far as its dwellings are concerned. About 25 years ago there was considerable prejudice against timber buildings as dwelling houses, This, I believe, was largely due to the weatherboard monstrosities which were usually erected in those days. Most of these constructions were absolutely devoid of any architectural imagination and had no pretensions towards beauty or taste. Consequently, a considerable prejudice against them was engendered.

It must be admitted that many of the older generation of architects, out of date with the modern timber developments, still maintain a prejudice against any building of timber. Excellent samples of this can be found in Canberra when one examines the modern streamlined homes, brick or timber, designed by private architects, and compares them with the stereotyped unimaginative efforts from the drawing boards of departmental architects.

Canberra must surely be unique in being the only Capital City in the world where every house has the same door. I refer to the 'six light doors' which are to be found on every Government owned home in Canberra. What a ridiculous state of affairs when so little imagination or variation is expressed that, from the hundreds of available front door designs, only one has been selected.

Areas like Harman do much to contribute towards the prejudice against timber homes. There we have a group of weatherboard homes, all box shaped, with the same lack of maintenance and, worst of all perhaps the same doors, the same windows and the same painful similarity. Narrabundah is another shameful example. It has a group of water-proof plywood homes, surely built as temporary structures, unpainted and uncared for, and lacking such amenities as a garage. These dwellings once again must create a definite misconception in the use of timbers. Even in the more modern types of

SENATE CANBERRA COMMITTEE

timber homes being erected in Canberra, no imagination has been expressed in the use of the weatherboards themselves. An inspection of Canberra from one end to the other reveals no weatherboard profile other than rusticated. Surely splayed, log cabin types or one other of the many available weatherboard profiles could be employed for some degree of variation.

It cannot be denied that timber homes, compared with brick are more economical, more comfortable, and frequently more beautiful. They can also be erected in three weeks less time than brick homes. A logical result of a greater knowledge of the advantages of timber homes has been that a great deal more of such homes have been erected in recent years than brick homes. As appears from the New South Wales Pocket Year Book for 1955, issued by S. R. Carver, Government Statistician and printed, as appears from the endorsement thereon, by A. H. Pefferer, Government Printer, the new houses, excluding flats, stone and concrete houses, for the following financial years were as follows:

<u>Year</u>	<u>Brick, Inc. Brick Veneer</u>	<u>Wood</u>	<u>Fibro</u>	<u>Others</u>	<u>Total Houses</u>
1948-49	7423	2594	11196	78	21291
1953-54	6662	7207	14469	57	28395

The old prejudice has, however, generally disappeared completely, and the class of persons who live in timber homes today are vastly different in their personal and financial station to the type of person who was usually, but not always, prepared to erect or buy timber homes in the past. There have been a number of contributing factors to this, but the chief factors are the difference in the price of construction of timber homes as compared with brick homes; the fact that modern architecture is able to present, and does present, timber homes in such attractive designs that they appeal to the buying public; and the fact that in many areas it has been found that the soil content is not suitable for the construction of heavy brick buildings.

I would say that many parts of the federal capital, because of the peculiar soil content, are unsuitable for the brick buildings but ideally suited for the lighter modern timber

home. For instance I noted that every house in Grant Crescent, Forrest, and in Jardine Street, Kingston, showed very obvious signs of bad cracking in the brickwork. This deterioration is also noticeable in many other parts of Canberra. I would wager that no sub-soil examination is made of any areas before tenders are called for the erection of heavy brick homes. Over in the Causeway is an area which must surely embarrass a great many civic minded people in Canberra, a slum area in a garden city - in a city which is yet too new to have a slum area. There, old timber houses, unpainted for the past 15 or 20 years, once again contribute to the prejudice against timber, but they are the weatherboard houses of the past, not the modern timber homes of today. Again, in Ainslie, we find a great number of prefabricated homes deteriorating rapidly, mainly because of the inferior paints which have been used, but exciting more attention because there is nothing modern or attractive about their overall design.

A factor which has led to the improvement in the design and appearance of modern timber homes and thus helped to dispel the old public prejudice against them is that during the past 25 years, the requirements of the local government authorities have been more stringent in matters relating to design and construction. Another factor is that 90% of the homes are now built under the supervision of finance institutions, and these authorities themselves impose a strict supervision on matters of design and structure.

Many members of the public now prefer timber homes to brick homes. Indeed, it is not an exaggeration to say that many persons have come to prefer them and to regard such preference as a matter of smartness or good taste. In French's Forest area, near Sydney, the vendors of an estate of over one hundred blocks have imposed a covenant permitting only timber homes to be erected thereon. The slides of modern attractive timber homes which I will screen today show clearly the advancement made in the architectural design of timber homes and show clearly too the many pleasing and appealing effects, as well as the comfort

SENATE CAMPBELL COMMITTEE

and convenience, that can be secured in a timber home.

The matter of finance is always an important one in connection with the building or acquisition of a home. Obviously, a big advantage in building in timber is that one can build much more for ones money and still have the maximum in beauty, utility and comfort. Today, the rapid advance made in architectural designs, together with the many bright new paints available and, in the case of timber homes, the abundance of very many beautiful timbers both local and imported, guarantee the home builder that he can possess a home built of timber which encompasses every attraction. The climatic conditions prevailing in the federal capital, in my opinion, render timber homes a much more satisfactory dwelling than brick. In hot weather the timber homes actually cool much more quickly and, in the cold weather, because of its natural insulating quality, timber is much warmer. When weather conditions are particularly damp, the timber dwelling dries much quicker, whereas a brick home, notwithstanding cavity walls, frequently remains damp for some time. A drive around Canberra tomorrow, half way through the day, will show how many brick houses are still carrying on their walls the dampness from the night before. Inside, these homes are like refrigerators.

In my opinion, buildings designs often change very quickly, and here brick homes are at a disadvantage in respect to timber homes because they do not lend themselves to alterations and additions with the same facility as the timber home. The well designed ^{timber} home with a nicely laid out garden, and painted in the many pastel shades now available, presents a more pleasing aspect, ^{than brick} and has a greater attraction for buyers, visitors and dwellers apart from the attraction that is created by the lower price.

Over the years, I have visited many towns and areas in many parts of the world where practically none of the dwellings are in brick and the aesthetic appeal of such areas has been excellent and impressive, and in my opinion this experience will be continually repeated now that the public have begun to realise the advantages and beauty of well designed and planned h

SENATE CANBERRA COMMITTEE

homes in timber. I have taken the liberty of bringing along with me today a quantity of booklets. One book, our own publication, shows the types of modern timber homes that are being built about Sydney. The price of those varies from £2,000 to £12,000. The second book shows the ten houses which were selected as the ten most attractive Canadian homes last year. Many of these I am sure you will agree, would be ideally suited for Canberra, the garden city of our Commonwealth. I am producing too, for your examination, photos of the late Franklin Roosevelt's "Little White House." You will see for yourself, the comfort and dignity of this timber home.

A great advantage of homes constructed of timber as compared with brick homes is that they lend themselves with great facility to a change of colours according to the trend in public taste from time to time. Did you know, gentlemen, that the majority of homes built through the War Service Homes Division are of timber? Some years ago, in New South Wales, a timber home in the metropolitan area was not regarded as an attractive proposition on which to lend money as was a home built of brick. This difference was reflected in the fact that, usually, lending institutions would not lend as big a percentage of the value of timber homes as they would in the case of a brick building. Furthermore, the disfavour in which timber homes was regarded was reflected in a high rate of interest. This disfavour has been dispelled by modern architecture, and the popular demand for timber homes. Lending institutions now make no differentiation between brick homes or timber homes.

It must be the fervent prayer of all of us that no atom bomb should ever fall on Canberra --- indeed nor on any part of Australian soil - but it is a possibility that we must consider. Scientists have revealed, as many of you have undoubtedly read, that the resident of a timber structure has five times greater chance of survival than the inmate of a brick building.

Another matter which must be considered is the advent of television. The person living in a timber home will find

SENATE CANBERRA COMMITTEE

he has a much clearer and more constant T.V.reception than his neighbour in a brick home. This is because of the natural insulating qualities of timber.

In conclusion, I would ask that timber be regarded and treated in its right perspective. My industry would be the last to suggest an uncontrolled construction of miscellaneous wooden shacks but we suggest that the modern timber home of today has many advantages to offer.

(Continued on page 1329)

CANBERRA SENATE COMMITTEE

At your convenience, Mr. Chairman, I shall show some slides which illustrate the prevailing trend in modern timber homes which have been erected in Sydney suburbs and other places. The purpose of these slides is to show what can and should be done in building timber homes. The houses vary in price from cheap to expensive, and the architecture also varies from orthodox to, shall we say, the more contemporary.

(Mr. Davis then showed a considerable number of slides, depicting timber houses. He explained that one of them, a single storey house, painted white, with a green roof, and of a considerable size, was 135 years old.)

SENATOR BENN - Do you know of any restriction on the construction of wooden dwellings in Canberra?

MR. DAVIS - No, I do not.

SENATOR BENN - Do you say that no restriction exists, officially?

MR. DAVIS - I am not aware of that.

SENATOR BENN - Are sufficient supplies of timber available here for the construction of dwellings?

MR. DAVIS - Yes.

SENATOR BENN - Both softwoods and hardwoods?

MR. DAVIS - Yes, in abundance at the moment.

SENATOR BENN - Locally grown or imported softwoods?

MR. DAVIS - Either oregon or radiata pine.

SENATOR BENN - If you had the choice of a brick house or a wooden house, which would you accept?

MR. DAVIS - I am already biased. - Naturally, I should prefer the timber home.

SENATOR BENN - In your evidence you made a rough comparison of the costs?

MR. DAVIS - Not a rough comparison - a very accurate one.

SENATOR BENN - What about maintenance costs? A wooden house has to be painted every five years, has it not?

CANBERRA SENATE COMMITTEE

MR. DAVIS - Yes. The maintenance costs of a timber building today do not exceed those of a brick building by more than 12½%, and as time goes on, that margin will depreciate in favour of the timber house, because even with the brick house, there is a great quantity of timber work, such as under the eaves, windows and doors, which must have constant maintenance. As a brick home gets older, it needs more and more attention if you wish to keep the face of it in first class condition.

SENATOR BENN - You are of the opinion that people are gradually favouring wooden buildings as against brick buildings?

MR. DAVIS - Yes. That is borne out by official statistics.

SENATOR BENN - That is due entirely to the attitude of people towards wooden buildings?

MR. DAVIS - Yes. There are several things that contribute to that trend. One of them is the complete change in the architecture of timber buildings. Something is being created that appeals particularly to the younger generation. Secondly, room for variation in colour is an important factor. People can change the appearance of their house quickly and cheaply. The difference in cost is perhaps the most important factor today, when finance restrictions limit the outlay which many people can make.

SENATOR BENN - You referred in your evidence to the older generation of architects, and you implied that they are out of date as far as modern timber developments are concerned, and that they still maintain a prejudice against any building that is made of timber. Do you think they were ever prejudiced against timber dwellings?

MR. DAVIS - Yes. Architects will admit that themselves, and will say that they felt, in the past, that timber was limited to the building of sheds and little places in the country. Many of them would not dream of suggesting to their clients that in a first class house they should employ only timber. Brick and stone had the hallmark of stability and security for people who had a lot of money. That position has changed completely.

SENATOR BENN - Would not that apply more or less to local conditions, or would it have general application.

CANBERRA SENATE COMMITTEE

MR. DAVIS - I am speaking of the Australian position. I am not conversant with the feelings of overseas architects, although we in Australia are influenced very greatly by the trends which prevail in other parts of the world. That has been particularly so during the last couple of years.

SENATE CANBERRA COMMITTEE

SENATOR BENN :- You have referred to some doors.

MR. DAVIS.- Yes, six-light doors.

SENATOR BENN.- Have individuals any say in what type of door shall be constructed?

MR. DAVIS.- Not on government-owned houses, I should imagine.

SENATOR BENN.- You are under the impression that the Government has restricted the use of doors to six types?

MR. DAVIS.- No, one only. Six-light doors are framed doors with six panes of glass.

SENATOR BENN.- Would that not be as a result of tests that have been made?

MR. DAVIS.- No. I should imagine that it would be a matter of convenience. With having to draw an individual plan for each house, it would be more convenient to pull out the same old plan each time.

SENATOR BENN.- There is nothing wrong with the quality of the doors?

MR. DAVIS.- Not at all.

SENATOR BENN.- It is merely from the point of view of appearance?

MR. DAVIS.- That is right.

SENATOR BENN.- In some parts there are local authority by-laws which prohibit the construction of timber dwellings?

MR. DAVIS.- That is so.

SENATOR BENN.- But that does not apply here?

MR. DAVIS.- I do not know.

SENATOR BENN.- One is free to construct in wood, brick or any other materials. You have referred to some dwellings at Anslie and you have mentioned that prefabricated homes have deteriorated rapidly. You have stated that the reason mainly was the use of inferior paints.

MR. DAVIS.- Yes. They are very interesting to look at. The places have all been painted, but they are now of two tones because, although the houses may have been that colour originally (indicating darker green), from a couple of feet below the eaves to the ground level they are that colour (indicating lighter green), and some

have bleached even more than that. It is an amazing example of deterioration of paint.

SENATOR BENN.- So far as you know, the paints have not been tested scientifically?

MR. DAVIS.- No. It could be the paint, or the application of the paint, but it is definitely in the treatment.

SENATOR RYAN.- You have expressed a preference for timber-built homes. Can you tell the Committee whether the public has a preference for timber homes, for instance in New South Wales as against South Australia?

MR. DAVIS.- They are much more preferred in the eastern States at the present time than in the other States, but as you will see in the figures that I have quoted there has been an amazing acceleration in the popularity of timber homes as against the others. Whereas in 1948/1949 7,000 brick homes were built, in 1953/1954 the number dropped to 6,600. Over the same period, the number of timber homes built rose from 2,000 to 7,000.

SENATOR RYAN.- That was throughout Australia?

MR. DAVIS.- No. Those particular figures, which are the only figures I could get in a hurry, apply only to New South Wales.

SENATOR RYAN.- Do you know the figures for the Australian Capital Territory?

MR. DAVIS.- No.

SENATOR RYAN.- In the Australian Capital Territory would timber, generally, be immune from any pests?

MR. DAVIS.- White ants and borers? Yes and no. Many of the popular timbers, such as cypress, that are being used already have an immunity to white ants. Many of the other timbers that are increasingly coming onto the market are being immunised by merchants. I believe that shortly the immunisation of timber will become compulsory throughout the country, but at the present time there are many who are doing it as a service for their customers. Even if the timber is not immunised and is highly susceptible to white ants and borers- I do not know the building

SENATE CANBERRA COMMITTEE

regulations that affect the position in the Territory - in New South Wales there are three things that almost prohibit the possibility of white ants. I am referring to the new houses. First, all piers have to be tin-capped; secondly, the joists and bearers must be thoroughly creosoted or treated with some other preservative; thirdly, there must be a maximum of light and ventilation underneath the house. Most building inspectors insist on those three requirements, and if they are met, the possibility of white ant infestation is approximately one in 20,000.

SENATOR RYAN.- You also stated in your evidence that, on a general tour of Canberra, you had noticed certain districts in which many of the houses were cracked and that there was evidence that the land on which many of those homes had been built had not been properly surveyed. Do you say that timber would obviate that characteristic?

MR. DAVIS.- Yes. That is why timber is used generally in places like New Zealand where they have many earth tremors.

SENATOR RYAN.- You do not say that that is the main reason why they were used in the eastern States as against South Australia?

MR. DAVIS.- No.

SENATOR RYAN.- It is on the score of economy that they are used in the eastern States?

MR. DAVIS.- Yes.

SENATOR RYAN.- Getting down to the major aspect of our investigation, that is, the speedy development of Canberra, do you say that timber would supply the answer to the need for the speedy erection of homes?

MR. DAVIS.- Yes. You could definitely average out that in the Australian Capital Territory today, with the conditions under which the men are working, a timber house could be erected in three weeks less than the same size house in brick.

SENATOR RYAN.- That would result in a considerable aggregate saving?

MR. DAVIS.- Yes.

SENATOR RYAN.- You have told us about the qualities of timber

for home construction. Would the same thing apply to the erection of business premises and accommodation for government offices?

MR. DAVIS.- With limitations. We appreciate as much as anyone else that timber definitely has its limitations. We would not suggest that you should build blocks of flats or government buildings, Parliament House or buildings like that, with it. I should say that for the normal, orthodox industrial or commercial building of one storey, or even two stories, timber could be employed profitably.

SENATOR RYAN.- As far as you know, there is no lack of supplies today?

MR. DAVIS.- Not at all.

SENATOR TANGNEY.- I was wondering whether public prejudice against the use of timber for better class homes has not been engendered more or less by the by-laws of the various States in relation to brick areas and wood areas. In my own State, it is only in the outer suburbs and areas in which fibro houses are permitted that timber homes also are allowed, despite the fact that excellent timber, such as kauri and jarrah, are available. I was wondering whether there would need to be a public awakening to the value of the use of timber before we could get very far with a plan for its use.

MR. DAVIS.- In New South Wales, with which I am much better acquainted, until a year or two ago all municipal councils had the right to declare brick areas where and when they liked, and they were doing it for rating purposes or what they might have considered aesthetic purposes. Their action attracted so much attention that eventually they were deprived of the right of declaring brick areas. They could recommend by resolution of council that such declarations be made, but then the approval of the Minister for Local Government had to be given. Very few applications are now made, but an average of nine out of ten applications for the declaration of brick areas are now rejected.

At the present time, we do not know of one solitary municipal council in New South Wales that is making a demand for brick area declarations. In other words, they are being influenced by the public demand and the new types of homes that are being created on the drawing-boards of architects. Even in hard and fast brick areas they are permitting timber homes to be erected, subject to their being to a certain standard.

SENATOR TANGNEY.- That is a very big factor in Western Australia, because the optional areas are generally in the outer suburban areas and are of the poorer type of land. Many of those houses of which we saw photographs this afternoon, and particularly those on the sides of hills, have the foundations finished in brick and the rest of the house in timber. How would the cost be affected?

MR. DAVIS.- The foundations contribute a great deal towards the cost, and the higher the foundations the greater is the cost. Even so, if the super-structure were of timber instead of in brick, there would still be a considerable saving, although not as much as if the house were on level ground.

SENATOR TANGNEY.- In addition to maintenance costs, there are insurance rates and fire risk. Are the fire insurance rates on a timber house dearer than those on a brick house?

MR. DAVIS.- I do not know what they are in the Territory, but in New South Wales they are much dearer. In some cases, the insurance rates on a timber home are five times as great as those on a brick home, despite the fact that in such countries as America, England, Canada and New Zealand, where timber homes are prevalent, insurance rates are the same. We are now agitating with the insurance companies for something to be done about what we consider to be an iniquitous state of affairs, because it has been proved that in New South Wales each year more brick houses than timber houses are burnt down.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN. - Could you produce some figures on that?

MR. DAVIS. - Yes. Ninety percent of the fires in houses in New South Wales start inside the house where there are combustible materials, like carpets, blinds, furniture and so on and have no reference to the outer structure.

SENATOR TANGNEY. - Could not higher maintenance costs and higher insurance rates present difficulties in relation to the planning of a programme for the extensive use of timber for the construction of homes?

MR. DAVIS. - They could. That is a very important point.

SENATOR TANGNEY. - The New Zealand Houses of Parliament form the largest timber building in the southern hemisphere. I was there some years ago and I heard, as has already been mentioned, that the current earthquake activity is the reason behind the fact that there are so many timber houses in New Zealand.

MR. DAVIS. - That is so.

SENATOR TANGNEY. - You agree that fire insurance rates and higher maintenance costs are important in connection with the construction of timber houses?

MR DAVIS. - We appreciate that they are important.

SENATOR TANGNEY. - That might present a difficulty in connection with the popularising of timber homes?

MR. DAVIS. - That is so.

THE CHAIRMAN. - Your evidence has been most constructive and has given us a new point of view on a number of matters. Do you think we should restrict timber use to the building of homes, or could it be applied in relation to public buildings?

MR DAVIS. - I think it could be used for public buildings, as I have said, with limitations. I have noticed that there are a number of public buildings in Canberra constructed of timber. I might not approve of their design but from the materials point of view they appear to me to be satisfactory.

THE CHAIRMAN. - Would you not think that in the main we should use stone or brick for public buildings?

SENATE CANBERRA COMMITTEE

MR. DAVIS. - Against my own interests I would say "yes".

THE CHAIRMAN. - I have a prejudice in favour of stone or brick. I like timber, but I think it is best used inside, and not outside.

MR. DAVIS. - I would not agree with that point of view.

THE CHAIRMAN. - What is your association doing to improve the standard of building?

MR. DAVIS. - We work in close co-operation with the Institute of Architects in New South Wales and other States. We also work in very closely with municipal authorities. One of the features of our association is the provision, without charge, of plans and photographs of homes similar to those pictures of which I have shown you today. We should be the last people to suggest the erection of some of the horrible shacks one sees around, even if their erection would mean selling a few more thousand feet of timber. Through the various avenues of publicity that are open to us and through municipal authorities and the Institute of Architects, we are presenting from time to time advice conducive to a better type of house.

THE CHAIRMAN. - Your evidence could make us examine our own prejudices. I have a prejudice for stone possibly because my ancestors came from Scotland but I think timber is really wonderful and there is no question about the wonderful effects to be had from it inside the houses.

MR. DAVIS. - Some prejudices against timber are inspired by the fact that people are not familiar with it.

THE CHAIRMAN. - Have you been to the United States?

MR. DAVIS. - Yes.

THE CHAIRMAN. - When I was there I was greatly impressed by timber buildings I saw. You made a good point about weatherboards. Most of us think of timber houses as being the old weatherboard cottages, which, candidly, I hate.

MR. DAVIS. - So do we.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN. - You are trying to get away from then?

MR. DAVIS. - Yes. If my industry had any say in the matter we would have no more of what is generally termed "weatherboards".

SENATOR BENN. - You would keep to dressed timber?

MR. DAVIS. - The term "weatherboard" arouses a prejudice in people's minds and that is why we like to talk of "timber" homes which are more modern and stream-lined than the old weatherboard types.

SENATOR TANGNEY. - What is the difference between weatherboard and timber?

MR. DAVIS - There is actually no difference but timber is the term used for the modern type of home, whereas the term "weatherboard" conjures up a picture of horribly dilapidated homes such as one sees in country areas.

THE CHAIRMAN. - I thought that weatherboard was the form of construction in which the boards overlap.

MR. DAVIS. - I think you are referring to the fact that weatherboard used to be splayed.

SENATOR BENN. - Weatherboard is usually applied to roughly cut boards on which the marks of the circular saw are visible. When such hardwood is machined it looks as good as any other class of timber, does it not?

MR. DAVIS. - Yes, but the term "weatherboard" today refers to the outer covering of timber homes.

THE CHAIRMAN. - Do you not think that the question of maintenance is an important point in a timber house?

MR. DAVIS. - Maintenance is not as severe as might be thought, because, as I have said, the cost of maintaining a timber home of any size does not exceed the cost of maintaining a brick home of the same size by more than 12 $\frac{1}{2}$ %. For instance, we are developing plastic paints now which stay on for years.

THE CHAIRMAN. - What are the comparative insurance rates between timber and brick?

SENATE CANBERRA COMMITTEE.

MR. DAVIS. - In New South Wales the brick rate is about 1/6d per £100 and the timber rate is 5/6d per £100.

SENATOR TANGNEY. - Brick houses are now often painted in bright colours instead of being plain. Would not that lead to as much maintenance as would be necessitated on a timber home?

MR. DAVIS. - Yes.

THE CHAIRMAN. - How often has a timber house to be painted outside?

MR. DAVIS. - It depends on the paint used. I have a water-front house which is painted every two years but other people with timber homes in the outer suburbs away from the sea might have to paint them only every five years.

THE CHAIRMAN. - Then you would say the time would be from two years to five years?

MR. DAVIS. - Yes.

THE CHAIRMAN. - To what degree can timber stand up to white ants and other pests?

MR. DAVIS. - Timber houses today can be made completely immune to white ants.

THE CHAIRMAN. - How is that done?

MR. DAVIS. - By three methods. By the employment of timber that is already immune to white ants or by using timber that has been immunised before it comes from the merchants, or by the proportions which local building authorities insist upon.

SENATOR BENN. - And by using creosote?

MR. DAVIS. - Yes, or some of the newer preparations.

THE CHAIRMAN. - Is not the type of timber the most important thing?

MR. DAVIS. - I should say that that is the least important.

THE CHAIRMAN. - The insurance rates are very important?

MR. DAVIS. - We regard them as very important.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN. You would agree that, in the main, the insurance rate is higher than for brick?

MR. DAVIS. - Yes.

THE CHAIRMAN. - Is that the result of prejudice?

MR. DAVIS. - We believe that it is a prejudice that goes hand in hand with the prejudice that has prevailed for so many years against timber houses.

THE CHAIRMAN. - What is the reason for it?

MR. DAVIS. - We say that the reason is usually lack of knowledge.

THE CHAIRMAN. - Do you think if we allow large scale construction of timber houses in Canberra, we should restrict such construction to particular areas or should have brick, timber and stone in the same areas?

MR. DAVIS. - If the intention is to enhance the appearance of Canberra, having in mind at all times the convenience of the people, I should say that timber homes should be intermingled with brick and that there should be a proviso, if you wish to have a proviso, that only houses of a certain standard or value should be permitted. But there should be no blanket approval or rejection of timber homes in any area. I think that would be a backward attitude to take in any area.

THE CHAIRMAN. - What do you think would be the general effect on the budget of large-scale timber construction?

MR. DAVIS. - I would not even attempt to answer that. However, as I have already said, you could build many more timber homes for the same money than you could build brick homes.

SENATOR RYAN. - During the course of your evidence you stated that timber homes could be constructed more cheaply than brick homes, and quoted some figures.

MR. DAVIS. - The figure I gave is only half the difference. In New South Wales today the difference - and this is a very accurate figure - between the cost of constructing a

SENATE CAMBERG. COMMITTEE

brick home of 10 squares and a timber home of similar size is £700 in favour of the timber home. However the cost of materials and labour up here reduced that difference to £335 in the A.C.T. but even that is a considerable amount.

SENATOR RYAN. - It would amount to a considerable sum in relation to the building of a large number of homes under a programme?

MR. DAVIS - Yes.

The witness withdrew.

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Henry T. Perez, Editor.

JOINT VENTURES ARE HERE TO STAY.

THE PHILOSOPHY of joint-venture contracting has come in for some harsh words from one of the country's most eminent contractors.

In addressing The Moles (see p.173), Carl B. Jansen, president of Dravo Corporation, said: "Joint venturing is rapidly becoming a 'way of life' for our industry, and I seriously question both the validity of purpose and the ultimate consequences. It is becoming a habit, this endeavour to acquire partners for each new venture. As one Hollywood child explained to another: 'I have four daddies by my first momma and three mommas by my fourth daddy.' I wonder at the ease of shuffling of business partners in a business that is supposed to be in dead earnest.

"Do the public and the customer draw the proper conclusion in assuming, as many now do, that most of these combinations are to reduce competition? As joint venturing increases in popularity among contractors, are we not committing a form of slow suicide by emasculating the major asset of our industry - our rugged individualism and much vaunted competitive spirit?"

Well, there would seem to be a lot of truth in Jansen's words. The current project directory of one large construction company, for instance, shows that it is engaged in 23 joint ventures involving a total of 27 other firms, some of which appear as co-venturers on as many as 6 or 7 of the jobs.

This does not mean, however, that rugged individualism and the competitive spirit have necessarily been stifled. Indeed, as Jansen himself points out, joint ventures have merit in certain cases, namely: "the pooling of financial and manpower resources to permit bidding on and undertaking a construction project well beyond the capacity of a single contractor; and for the performance of certain military or defence projects of major size, where an individual contractor should not be expected to place his entire facilities or organization - or possibly even a substantial portion thereof - at the complete disposal of the government."

It was this basic thought - that contractors might temporarily combine to undertake projects beyond the scope of any one of them - that spawned the joint venture. Rather than decrease competition such combinations tend to increase it by allowing smaller construction companies to bid against far bigger ones.

And even where large firms enter into joint ventures, they may well be building up increased competition among themselves for subsequent work, when they might want to "go it alone": the knowledge and experience gained on a project where the individual skills of various construction outfits are pooled can increase the ability of each participant to undertake jobs more varied or more complex than he had originally been able to.

This collective pooling of contracting skills is one of the prime advantages of joint ventures. It can often eliminate the need for subletting various phases of the job. And in so doing, it makes it unnecessary to allow for a subcontractor's expected profit, and can result in a lower bid. Pooled knowledge and ability has other obvious advantages, too: the best collective thinking of the co-venturers can result in more accurate bid estimating, in more efficient job planning, and in better prosecution of the work in the field.

It is true that joint venturing, by spreading the financial risk among all members of the combine, can limit the size of the risk individually assumed by a participating construction firm on any one job. But this is not to say that contractors have grown soft or have lost their rugged individualism. Rather, in most instances, it just indicates ordinary prudence.

Joint ventures are not cure-alls for contracting problems, of course. They are not substitutes for construction know-how, common sense, or sound business principles. Neither are they cartels for restraint of competition. Used properly, joint ventures offer many advantages for the average contractor. They are here to stay.

SENATE CANBERRA COMMITTEE

WARREN D'ARCY McDONALD, Chairman of the McDonald Construction Company Limited, and a member of the Council of the National University, sworn :

THE CHAIRMAN.- I understand that you will commence your evidence by making a brief statement to the Committee?

MR. McDONALD.- Yes, Mr. Chairman. I have lived in Canberra for 30 years and I have taken some part in the construction of Canberra so far as building and engineering are concerned. I have taken some part in the life of Canberra and have suffered the disabilities and enjoyed the pleasures of life in Canberra as a private citizen. The Federal Capital Commission started the work of developing Canberra in 1925. It was an independent authority. Twenty seven months after the establishment of that commission, in May 1927, Parliament House was opened. I believe the period of the commission's activity to have been the only period in the history of Canberra when real progress was made in the construction of the city. Works were carried out according^{to}/schedule and with some degree of efficiency. I believe that, if the development of Canberra is to advance rapidly again, some sort of independent authority must be established in order to take charge of the work. At the beginning of 1925, no public buildings had been erected in Canberra. Even the foundations of Parliament House had not been laid. The Hotel Canberra was in process of construction and some cottages were scattered around the Territory. Yet most of the public buildings that are now occupied in Canberra had been completed by the end of 1928. Buildings that were completed during that period included East Block, West Block, Parliament House, the Hotel Acton, the Hotel Kurrajong, the Hotel Ainslie and a considerable number of cottages. Three separate contracts for the construction of 100 homes were let during that period.

At that time there were no tarred roads in the Australian Capital Territory. There were only dirt tracks with their attendant transport difficulties. I think that it was

SENATE CANBERRA COMMITTEE

in 1929 or 1930 that the Federal Capital Commission went out of existence and its functions were taken over by the Department of Works. Since then, Canberra has suffered the disability of divided control. Certain responsibilities have been assumed by the Department of Works, ^{and} some by the Department of the Interior whilst other departments such as the Department of Health have also been made responsible for matters which come within their sphere of administration. In my opinion, this divided control has been responsible for a great deal of the slow progress that has taken place in Canberra and for the great difficulty in obtaining firm decisions on important matters. Although some improvement has occurred in this respect during the last two years, the position is still bad and it will remain unsatisfactory until Canberra is provided with a unified control.

I think that most people will agree that the Burley Griffin plan does need some review. As a layman, I have no great fault to find with the basic plan. However, I think it is time that the whole scheme was reviewed in the light of modern transport development. The weakness of the scheme lies in its lack of ability to deal with road transport. There has been considerable controversy as to whether the lakes scheme should or should not remain a part of the plan for the development of Canberra. I think that there was almost complete unanimity in regard to the abandonment of the East Lake. Since then, considerable controversy has taken place concerning the central lake and the west lake. A decision in regard to the lakes scheme is an urgent necessity. ^{In} my opinion, it is one problem that should be tackled as early as possible. I suggest that the matter is so urgent as to warrant an interim report being prepared on it by this Committee. I know of many instances in which doubts concerning the lakes scheme have caused the implementation of other schemes to be delayed. The west lake is the present bone of contention. I am not prepared to give evidence as to whether I favour

SENATE CANBERRA COMMITTEE

the central lake scheme or the full lakes scheme but, as a resident of Canberra, I believe that some lakes scheme is essential to the aesthetic development of the city. I believe that the proposed central lake, which would be about 2½ miles long by half a mile wide, would provide an appropriate water feature for a capital city. I consider that the official planners should state whether they wish to have the central lake only or whether they require the west lake as well. As a layman, I believe that land may have a better use than to be filled with sheets of water. It may be advantageous to the city to reserve for other use the area of the proposed west lake.

CANBERRA SENATE COMMITTEE

I believe that no decision should be made on the lakes scheme without a very thorough enquiry, mainly of a technical nature, because in it is involved the control of the headwaters of the Molonglo and Queanbeyan rivers, and the extent to which they should be controlled, the erection of dams to conserve the necessary water, and so on. The cost of the scheme would be so high that that is an important aspect on the technical side. I think that the town planners should have a considerable amount of say in the lakes scheme, as to whether or not they consider it advantageous to retain West Lake. In my opinion, this lakes scheme is the most urgent matter in relation to Canberra at the present moment.

Tied up with the Burley Griffin plan, which has already been the subject of some enquiry by the Public Works Committee, is the question of arterial and access roads. I am given to understand that the next bridge to be placed over the Molonglo will be at King's Avenue, and that the main bridge over Commonwealth Avenue will not be built for some eight or nine years. To me, that seems fundamentally wrong. The Commonwealth Bridge, whatever we do about it, will be the main arterial road between the north and south parts of the city. The King's Avenue bridge, if constructed, would take the people from the south side of the city to the vicinity of the American War Memorial. I see no technical reason why the Commonwealth Avenue bridge could not be designed and built within a period of three years. In fact, I am sure it could be done. It has been said to me that there is very little room on the site for the builders to work. But I think that difficulty could be surmounted. I have seen bridges built in more difficult places, where the area available to the builders has been much less than it is on that site. I stress that consideration should be given to the building of a new bridge on Commonwealth Avenue as a priority job in relation to the one at King's Avenue.

I wish to make some reference to the effect of reductions, which have occurred from time to time, in the Canberra vote. I do not believe that any long-range project can function satisfactorily

unless there is some guaranteed undertaking that a certain sum of money will be made available from year to year. Whether it is difficult to do that under the present administration I do not know, but I visualise a vote being made available in something the same way as money is made available for the Snowy Mountains Hydro-electric Authority, which enables that authority to let contracts for five years. I believe that £60,000,000 was set aside for the Snowy scheme for five years. In my opinion, Canberra wants something in the nature of a guaranteed yearly vote over a period of years. The uncertainty occasioned in the past, not only because of the lack of knowledge as to how much money will be available each year for Canberra, but also due to the fact that the budget has been presented late in the season, has meant that it has been very rarely before the end of the year that the money has become available. If anybody wanted to sabotage Canberra, I suggest that he could not have done better than to proceed on the lines that have been customary here for many years, and to delay the Canberra vote to such an extent that the amount of work has had to be restricted, with the result that money has been returned to the Treasury. Canberra has suffered in the past by reduction of the vote.

In 1952/53 there was a substantial cut, and it was due to that cut that the housing situation in Canberra is in its present parlous state. At that period the Department of Works, at great cost, and great effort, had built up a work force in Canberra which filled every hostel to capacity. Work was proceeding in every direction, both engineering and building work, at a very satisfactory rate. The Works Department had been, at long last, able to prepare all the necessary blueprints for the expansion of the city, and had been able to get its staff of supervisors and engineers up to the required numbers. Without much warning, there was a considerable reduction in the vote, and the effect on Canberra was very serious. Today, the work force has drifted away, and the contractors have drifted away too. It is only necessary to look at the number of homes erected in recent years to see the effects of that reduction.

CANBERRA SENATE COMMITTEE

The reduction of votes and the late issue of the budget has led to much uncertainty in the building life of Canberra. It is now becoming difficult to attract people back here, particularly tradesmen, because they were brought here before and had to go away owing to lack of work.

There are other bad features associated with the reduced budget. When money for services is reduced, the tendency is to use most of the money on the most necessary work, which, normally, is the erection of homes. The effect of the 1952/53 budget reduction was that a considerable amount of money that, normally, would have been spent on engineering services in extending water supply services to the outskirts and distant suburbs, was restricted to the building of houses. That was all very well, and possibly it was the only alternative, but the Departments concerned were faced with the problem of having to find additional homes within the areas already serviced with water and so on. Since then, there has been continual encroachment on lands which the people of Canberra have regarded as set aside for parks and gardens. I have no doubt that the Committee has seen how homes have been crowded on to small allotments, which is one of the least desirable features of Canberra. In some of the suburbs, I am sorry to say that there are buildings crowded together, and the overall effect does not reflect credit on the architects of the national capital.

I can see no reason why future budgets for Canberra should not be prepared beforehand and some amount set aside year by year, so that this continual "boom and bust" that has been a feature of Canberra for so many years, might be avoided. I hope that this committee will be retained as a Standing Committee of the National Parliament. I feel that if a Standing Committee of both Houses were appointed it could serve to keep the interests of Canberra before both the main political parties and both Houses of the Parliament. Through its members, it would be able to answer quite a lot of ill-informed criticism which arises both inside and outside the Parliament, and it might be able to protect the funds that are

CANBERRA SENATE COMMITTEE

made available for Canberra, if it should appear that some of the Treasury boys were anxious to reduce them.

My suggestion for improving the speed of completion of Canberra is to set up an independent authority which would cover the planning, development and maintenance of the National Capital. I think that that authority should be under the control of an independent Commissioner, who would have to be specially selected for the job. The Government would have to go out of its way to find the best man available, which would not be an easy task. He would have to be a good administrator and would need the necessary drive, energy and faith in the National Capital to do the job properly. I hope that such a man could be found in Australia, but if not, then it would be necessary to consider going outside Australia. However, it would not do very much credit to Australia if such a man could not be found here. In my opinion, the Commissioner should be assisted by two Assistant Commissioners, one to cover the planning side, who should be a town planner of repute, and the other to have a knowledge of construction. If this authority were set up in the near future, the first thing it would have to plan would be a method of dealing with the lakes scheme. It would also have to prepare a review of the Burley-Griffin plan, and consider the plan for the transfer of Departments to Canberra over a period of years. I think that the body should be given authority to plan the national buildings. I say again that, in my opinion, Canberra has grown to its present size without achieving anything particularly great in the architecture of its national buildings. There is great room for improvement, and I feel that this cannot be brought about while we depend on the Works Department for the planning of our national buildings.

SENATE CAMBRIA COMMITTEE.

In saying that, I do not wish to appear to be highly critical of the Department of Works or its personnel. I should like to make it clear that I have a high regard for a lot of the engineers and the other personnel of the Department of Works. They are quite capable engineers. But I think it is the system that brings the department down, and it seems to be unable to go ahead. It has responsibilities throughout Australia. I think it would be better for everybody concerned if the completion of the national capital were to be taken away from the Department of Works. I should like to see, in the planning of our future national buildings, our homes, and perhaps the layout of the new suburbs, outside engineers of repute employed. They could be obtained from throughout Australia, and their plans could be obtained by means of a competition or some other method. I should like to see Canberra contain buildings of national distinction which would reflect the very best in Australian architecture. I do not think I am wrong in saying that it has not that standard yet.

In relation to the development of Canberra, I think the first requirement is a sufficient number of houses for skilled tradesmen. I do not mean that every skilled tradesman who is required for the next five years should be housed in a separate home, because I foresee that Canberra could be completed at the end of a five-year or ten-year period, and we would not need such a large work force at that stage. But I do think that an additional number of homes, say up to five hundred, should be built entirely for occupation by skilled tradesmen, particularly by those who are in short supply in Canberra at the present time. Those homes should be of such a standard that they could be spread throughout the suburbs of Canberra and not congregated in one area. That would enable the occupants of those houses to mix a little more in the life of the city. Such a labour force, provided with additional homes, could be built up by the use of hostels to accommodate a considerable number of single men.

The second matter with which such an authority would have to deal under its developmental heading would be the overcoming of

SENATE CANBERRA COMMITTEE

shortages that occur from time to time, and which up to the present time have been everybody's responsibility, but about which nobody has done anything. I refer to the shortages of bricks, cement, steel, concrete metal and the like. That duty would be one of the primary duties of the authority. Probably some months would be required to rectify the shortage of materials, but it could be done. It has been done in other parts of Australia, and it could be done here. It is essential that Canberra should be assured of its requirements of such materials for the quick and speedy completion of the city. Somebody should be given the job of controlling the supply line, and it should be his job to ensure that there is no shortage of materials.

There are two methods by which the work should be carried out in the constructional branch. One would be for that branch of the authority to supervise the work. That is the normal method. The alternative method, which is rather new to this country but which has been particularly effective in producing results at three places in Australia within the last few years, has been employed in the building of the oil refineries at Kwinana, Altona and Kurnell. At those places the management of the construction was given to a contractor, or a group of contractors, who, for a management fee, supervised the construction. The fee was a small one which was based on a very low percentage. Such groups of contractors are generally people who are experienced in construction work, who have solid backing of their own, who have good labour forces, who are able to obtain the services of other contractors as sub-contractors, and who are always available to do the major part of the work themselves if necessary. Such a system is known as the joint venture system of contract work. I make the suggestion that the building of Canberra could be advanced more quickly if the work were to be farmed out to some group that would be responsible for building Canberra to a set plan, and to a time-plan, and which would be willing to give guarantees that the time factor would be observed, with penalties provided. I refer to the successful building of the refineries as an example of what can be done in this country in a

SENATE CANBERRA COMMITTEE

very short period with job organisation at work. That is why the Kwinana, Altona and Kurnell refineries have been built, at the expenditure of so many millions of pounds, within a period of from two to two-and-a-half years. As I stated, the second method is almost unknown in this country except in relation to those three refineries, but I offer it to the Committee for investigation. It has been very successful in the United States of America, and I feel that for major projects - I include the completion of Canberra - the suggestion that a group of contractors should be employed is worthy of some consideration.

I think that the fourth branch of the work of the authority should cover the maintenance of the present city and that of the future work. It could either do the work itself or delegate the authority to the Department of the Interior which, after all, would become the landlord or which eventually, I assume, would be responsible for the maintenance of the city until the constructional period was completed. In my opinion, it would not matter greatly if the whole of the maintenance were kept away from the authority, but I think it might be better to place everything under one authority and allow it to delegate power to outside departments if it so desired.

I suggest that the completion of Canberra is a vitally important project. I think that the head of the authority should be a Minister or an Assistant-Minister who should be responsible to the Prime Minister. I make that suggestion because I think the project is very important and that it would be advantageous to remove it from other departments where some conflict of interest might arise. If such an authority were established, I am quite certain from experience that it would be possible to develop Canberra to any specific point in any specified time. In other words, if it were stated that all of the departments or certain departments were required to be here in 1957, 1958, 1959, 1960, 1961 or 1962, that would be the only way of achieving that objective. Ever since the war, I have seen many reports published in the local

SENATE CANBERRA COMMITTEE

press in relation to what it was proposed to do in Canberra. To the best of my recollection, every one of those forecasts has been woefully upset. With the present system of control by the Department of Works, and particularly with the out-of-date control that obtains, I do not think it is possible to make the grade.

I have mentioned a few mistakes of the past, but I do not think they are very material. I have covered the question of the budgets and the reduction of the Canberra vote. I have a note to the effect that private enterprise has never received much encouragement, and that is quite true. That was not deliberate, of course, but it has resulted from private enterprise having endeavoured to do something but having eventually become bogged down with a multiplicity of departments and controls and having given up the ghost and gone away. I have known that to happen on many occasions. I have made a reference to the pre-fabricated houses and the reduced building allotments, which are very important as related to the future of Canberra. I feel that many of the houses that have been built at great cost within recent years are very poor, and that there will be an agitation to do away with them. The brick-yards have been a problem ever since I came to this place thirty years ago. There have never been enough bricks, although in the early days the position was not as bad as it has been in recent years. I do not know why the Government persists in running the brick-yards. I think it ought to dispose of them to somebody who knows something about bricks and that the works should be run as a private enterprise. I do not say that from the point of view of private enterprise versus government control, but I think that the best people to run brick-yards are those who have been associated with them all their lives. It is not an easy job, and it is more difficult in Canberra because the material is difficult to get and it has to be transported for some distance.

I do not agree with the system that has been adopted by the Department of the Interior in recent years. It may not have been the

SENATE CANBERRA COMMITTEE

fault of the department, but it has been selling land for the erection of shops and dwellings by auction. I feel that the penalty nowadays of building one's own home is sufficiently high without having to pay a very high price for the privilege of obtaining a specific block. I should like to see more blocks made available at the value placed upon them by the Department of the Interior. I think that would help to develop the outside areas. I should also like to see other facilities made available to people who are willing to buy their own homes, because it is only as people have an interest in their own homes and as they use their own architects that we will have sufficiently diversified architecture in the suburbs to make the place attractive. The other comment I have to make is that I regard the development of Canberra, the seat of government and the place at which the management of the country should be centralized, as important. The present dispersed control must result in huge intangible losses carried forward from year to year. That position will obtain while the incomplete state of the seat of government remains as it is.

SENATOR TANGNEY.- You referred to minimum frontages of blocks. What is the minimum frontage for household blocks in Canberra at the present time?

MR. McDONALD.- As far as I know it is 50 feet.

SENATOR TANGNEY.- What is your attitude towards the building of flats? You have spoken about the provision of houses for skilled tradesmen, flats, and hostels for single men.

MR. McDONALD.- I favour the building of flats in Canberra. The city is growing, and it will continue to grow, and I think there is always a percentage of people who prefer to live in flats. I see no reason why flats should not be built in Canberra at suitable locations.

SENATOR TANGNEY.- You have referred to the joint venture system of contract work which has been a wonderful success in Western Australia in the establishment of the Kwinana oil refinery. It was established in approximately two-thirds of the estimated time, which is something quite new in relation to building nowadays.

SENATE CANBERRA COMMITTEE

SENATOR TANGNEY (Speaking) - That was because a big American company did all the main work.

MR. McDONALD. - English and American.

SENATOR TANGNEY. - Do you think a company such as that could be encouraged to take an interest in this?

MR. McDONALD. - I would be quite certain that there are already in ^{Australia} four or five groups of companies which would be interested in the completion of Canberra. It would not be a question of giving anything to only one company that could do the job but it would be a matter of the Government taking the best offer that it received from among four or five groups of contractors.

SENATOR TANGNEY. - Would you suggest the establishment of an Australian Capital Territory authority?

MR. McDONALD. - I would make such an authority as independent, and with as full powers, as possible. It is essential that it should be free from interference to the greatest possible degree.

THE CHAIRMAN. - Do you think the Snowy Mountains Hydro-Electric Authority would be a good pattern for us to follow?

MR. McDONALD. - I am not very familiar with it, but I see no reason why a similar authority would not function in the Territory on the same lines.

THE CHAIRMAN. - I have the impression that the Snowy Authority works very well.

MR. McDONALD. - It has worked very well. In the early stages it was the butt of an enormous amount of criticism because of disabilities that were not appreciated, but that criticism has gone now.

THE CHAIRMAN. - It has the great advantage of being non-political since both major political parties approve of it. It is the sort of authority that this Committee should examine.

MR. McDONALD. - You really want in Canberra something more independent than the Snowy Mountains Authority, if possible, because, as you will understand, this is a place of pressures where the authority is building in Canberra, and everybody knows

SENATE CANBERRA COMMITTEE.

what is going on and is inclined to pull strings on occasions.

So the authority must be independent.

SENATOR TANGNEY. - You think we could recommend that a certain amount of money should be set apart for the completion and development of Canberra over a certain period of years?

MR. McDONALD. - Yes, that is what I have in mind. A figure which would be adequate could be taken out and the Government could decide over what period of years the expenditure would be spread. If it decided on £100,000,000 it might chose to expend it at the rate of £20,000,000/^{a year} for five years or it might find it more suitable to expend it at the rate of £10,000,000/^{a year} for ten years.

SENATOR TANGNEY. - The amount expended, or much of it, would be recoverable from rents?

MR. McDONALD. - Yes.

SENATOR TANGNEY. - I think if we are going to build up our labour force and have to house the incoming workers we should be careful not to allow the development of more slum areas like the Causeway and Westlake areas which are more or less forgotten because they are, in a way, hidden. We must be careful not to allow the construction of purely temporary homes that will come to be used permanently. Have you any scheme for cleaning up the Causeway and Westlake areas?

MR. McDONALD. - When you want additional labour and have to bring men from Sydney you have to house it, and that is the trouble. I would certainly give people here first option on houses built. We could deal with the problem in the same way as the problem of the old Molonglo settlement was dealt with. When anybody left a house there to go into a permanent house the settlement house was pulled down and eventually the settlement disappeared in the space of two or three years. I think it was an old internment camp from World War 1. I certainly think that the Causeway and Westlake areas should be evacuated and that the homes should be removed as soon as tenants leave them for newer homes. That seems to be the easiest way to do it. It would take some time, but it would be a progressive movement.

SENATE CANBERRA COMMITTEE.

I think many Westlake and Causeway people could be attracted into new homes.

SENATOR TANGNEY. - Some of the business premises in Cunningham Street near the Railway Station are not very engaging in appearance. Is there any scheme for their removal?

MR. McDONALD. - They are an unsightly mess. They are among the things that grew up in Canberra before an industrial area was selected. I think that area near the Railway Station started by people squatting there. As far as I know the Department intends to move these people to the industrial area two or three miles down the road which is now available for the purposes for which these people are using the Causeway.

SENATOR TANGNEY. - Is that land leased?

MR. McDONALD. - I do not know. I think it is on a monthly tenancy.

SENATOR BENN. - Like Senator Tangney, I wish to compliment the witness on his excellent contribution which, to my way of thinking, practically solves the problem of the development of Canberra in that if we can return to the conditions of development that existed between 1925 and 1928 we shall progress much faster. You have stated, Mr McDonald, that what you termed "divided control" has contributed to slow progress in Canberra's development since that earlier period of rapid development. Would you say that the fact that the head office of the Department of Works is situated in Melbourne contributes in a major degree to prevention of the rapid development of Canberra?

MR. McDONALD. - I have no doubt about that. I am thoroughly convinced that work in Canberra has suffered because the head office of the Department of Works is in Melbourne. I have seen many instances of contracts having been accepted or having been recommended for acceptance and because they would cost more than £10,000, which is the limit of the discretionary power of the Works Director in Canberra, they have been forwarded to Melbourne for approval and have been delayed there for weeks. I am certain

SENATE CANBERRA COMMITTEE.

that that has impeded construction in Canberra.

SENATOR BENN. - There was a time when the head office was in Canberra?

MR. McDONADD. - Yes, I think that would be shortly after the abolition of the Federal Capital Commission in the early 1930's which coincided with the depression period. I think that at that time there was a Works section of a department which later became a department itself. When it became a department the headquarters were moved to Melbourne, I think in the early 1930's. It was a period of slack work in Canberra because we were still in the depression.

SENATOR BENN. - Is there any reason why the Federal Capital Commission was not re-established? Was any publicity given to the need to re-establish it or was there any agitation on that score?

MR. McDONALD. - Speaking from memory, the Federal Capital Commission did an outstanding job, but it incurred some opposition from the Public Service. That was my own view at the time. I think that that opposition was caused by two factors. One was that the Commission had a fairly free charter to pay what salaries it liked to its executive officers and was paying them, at the time, salaries considerably higher than the same men could have obtained in their departments. That occasioned some personal resentment. The second reason was that the Commission became the bogey-man in relation to Canberra. It brought people to Canberra and placed people in houses it had selected. The public servants concerned did not want to come here anyway and they came to regard the Commission as the bad boy who had dragged them to Canberra, and picked their houses for them. In those days people were being put in houses before the footpaths or other facilities were built and there were the same difficulties as attend any mass transfer of people. I think that some of that opposition resulted in the abandonment of the Commission in about 1929. Sir John Butters, who was the first head of the Commission, who had been obtained from the Tasmanian Government's HydroElectric

SENATE CANBERRA COMMITTEE.

Commission to head the Federal Capital Commission, had retired at the end of 1927.

SENATOR BENN. - Up to that period rapid progress had been made under the Commission's administration, and over the intervening years there appears to be no obvious reason why the Commission was not re-established.

MR. McDONALD. - In those days private enterprise did its share in the development of Canberra, because the Kingston shops were nearly all built by private enterprise, at that time, with the exception of a few that have been recently started. Civic Centre, with the exception of a few buildings, was also completed in that period under the Commission. The Manuka shops were also nearly all built in that period. A comparison of the progress between 1925 and 1929 and the progress between 1929 and 1955 is staggering although, of course, we have to take into consideration the depression years and the war years.

SENATOR BENN. - You seem to be emphatic about the Lakes scheme? Would you say that the consensus of public opinion in the Territory is that the Lakes scheme should be implemented?

(Continued on page 1360)

SENATE CANBERRA COMMITTEE

Mr. McDONALD.- I think that the consensus of opinion is that a lake scheme should be implemented, Public opinion is probably half for the west lake and half against it.

SENATOR RYAN.- The general consensus of opinion favours the central basin?

Mr. McDONALD.- Yes.

SENATOR RYAN.- Do you consider it essential that a direct road should be built from Canberra to the coast?

MR. McDONALD.- It is generally considered that it would be beneficial to Canberra to have a direct road to the south coast of New South Wales. Such a road would make it possible to reach the seaside in two and a half hours. As the people of Canberra are living at an altitude of 2,000 feet it would be beneficial for them to have better access than they have to the coast.

SENATOR RYAN.- What would be the approximate distance for such a road?

MR. McDONALD.- It would probably be about 100 miles.

SENATOR RYAN.- Adelaide avenue is a hazard for transport, particularly for tourists. Under the Burley Griffin plan, avenues should be two hundred feet wide. What is your opinion of Adelaide Avenue?

MR. McDONALD.- It will require to be much wider than it is at present when the development of Yarralumla has been completed.

SENATOR RYAN.- You have said that the consensus of opinion is that the Senate Committee of inquiry should be retained?

MR. McDONALD - Yes.

SENATOR RYAN.- You also said that some statutory authority should be established for the development and control of Canberra. Would you suggest that both bodies should co-operate and that the Parliamentary Committee should have advisory powers?

MR. McDONALD.- I would give the authority controlling Canberra as wide powers as possible and have the Parliamentary

SENATE CANBERRA COMMITTEE

Committee exercise only advisory functions. The Committee could be vocal in Parliament in regard to all matters pertaining to the authority. I think that it would be undesirable to give the Parliamentary Committee any power over the independent authority. The problems of the authority could be referred to the Committee for advice and assistance.

THE CHAIRMAN.- The Committee has^{heard} complaints that there is insufficient continuity of work for Government contractors in Canberra?

MR. McDONALD.- That has been so, particularly in 1952 and 1953. In 1951 my firm did about £130,000 worth of work in Canberra for the Government. The amount of work available decreased to such an extent that, at the end of 1953, we closed our office and transferred our personnel elsewhere. We had run out of work. It might be true to say that there was work but that our tenders were not low enough. My firm is not doing any work in Canberra at present.

THE CHAIRMAN.- Does it intend to return here?

MR. McDONALD.- It would, under certain circumstances.

THE CHAIRMAN.- What is the outlook at the moment?

MR. McDONALD.- It seems to be good.

THE CHAIRMAN.- How many building firms are there in Canberra ?

MR. McDONALD.- There are not many in the front rank of builders but I suppose that there would be between 20 and 30 building contractors of various types and sizes.

THE CHAIRMAN.- Do they think that the future is fairly secure?

MR. McDONALD.- They are hoping. They have heard all the talk about so many thousand houses having to be built. But before building can be re-commenced on a large scale it will be necessary to get back the labour force which was here three years ago.

THE CHAIRMAN.- Would you agree that the main incentive required in order to get the labour force back is the provision of houses for the men?

SENATE CANBERRA COMMITTEE

MR. McDONALD.- I have been told that hostel accommodation is unsatisfactory and that Canberra is not a desirable place for people to live in unless they have their own homes. When my firm was doing work here our employees had a poor opinion of the hostels which lack privacy.

(Continued on page 1363)

CANBERRA SENATE COMMITTEE

THE CHAIRMAN - Do you think that the Government Departments plan their projects as well as private firms plan them, or do you think that they live from hand to mouth, as it were?

MR. McDONALD - I do not think that their planning is as good as that of private firms, because, by its very nature, a Government Department cannot specialise. It carries out a general type of work throughout Australia. I think that if the Works Department were left with the stodgy kind of work, which has no technical difficulties, it would be a good thing. When it comes to specialised jobs - and I contend that the building of the National Capital is a job for a specialist - that is where the architecture of Canberra has fallen down. It has been dependent on the young fellows in the Department who have not travelled. You cannot expect to get a first class architectural design from people who have not seen the world and have not had that experience.

THE CHAIRMAN - Do you think we would be wise to try to get one first rate man and ask him to do the job?

MR. McDONALD - I do not think it would be any good getting a first-class man if you are going to bring him here and put him in the Works Department, because if he is good, he will not stay there.

THE CHAIRMAN - Is there a big shortage of workmen at the moment?

MR. McDONALD - If I were to take on, say a £100,000 job tomorrow, I would not be able to get the men here. I would have to bring them from somewhere else.

THE CHAIRMAN - What is the most important thing in getting young workmen to come here?

MR. McDONALD - The most important thing is to give them something to do when they are not working.

THE CHAIRMAN - Do you think that the thing that is bad about this place, from the point of view of young people, is that there is no shopping centre, no beautifully lit neon signs on buildings, and not enough restaurants and dance halls - the legitimate things that young people are attracted by?

CANBERRA SENATE COMMITTEE

MR. McDONALD - I think so. Life in Canberra, for the young boy or girl, is very poor. It always has been. There is a lack of cultural facilities and amonities. There are only two picture theatres when there should be four or six. The only place to dance, apart from the places in the suburbs, is the Albert Hall, which is somewhat chilly.

THE CHAIRMAN - Would I be right in saying that for the young married couples who are mainly interested in their children, this is one of the best places in Australia?

MR. McDONALD - Yes.

THE CHAIRMAN - And that for the young unmarried people it is not one of the best?

MR. McDONALD - That is so.

THE CHAIRMAN - A previous witness this afternoon gave evidence about erecting more houses of timber. What do you think about that?

MR. McDONALD - It is all a question of what you like. If you lived in an area where bricks were easy to get, you would say that a brick home was better than a timber one, but if you live in an area where there are no bricks, it is possible to get some beautiful wooden homes, and people are quite happy to live in them. However, you really have to sell a wooden home if it is to be erected in a brick area. You have to prove to the person concerned that he is not taking a "B" grade home. Of course, a wooden house costs more to maintain, as a rule, and the cost of insurance is greater. I lived in a wooden house for many years and found it just as comfortable as a brick house. Of course, you do not save much, in Canberra, by building a wooden home. The difference between the cost of a wooden home and a brick veneer home, for instance, is very small indeed.

THE CHAIRMAN - I have been told that stone masonry is a lost art. Do you think it would be worth our while to definitely recommend that we should import a couple of thousand stone masons?

MR. McDONALD - I think you would have to re-educate the people to a demand for stone houses.

THE CHAIRMAN - But you need stone for many big buildings these days, do you not?

CANBERRA SENATE COMMITTEE

MR. McDONALD - Yes, but that work could be done by a few additional stonemasons.

THE CHAIRMAN - Does the new administrative building here require the services of stonemasons?

MR. McDONALD - Yes. It is very expensive to build in stone these days. Whether the stonemasons of two generations back worked harder or better, I do not know, but I do know that stonework is very expensive now.

Incidentally, I received only today an article published in America replying to criticism of joint ventures. The article, written by the President of an American business organisation, stated that, in the opinion of the writer, the joint venture is bad because it negatives competition, and so on. If the committee would be interested to see it, I can make a copy available.

THE CHAIRMAN - Thank you very much, Mr. McDonald. The committee will be very pleased to have it.

The Committee adjourned at 5 p.m.

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF
CANBERRA.

MINUTES OF EVIDENCE.

Taken at Canberra.

TUESDAY, 17th MAY, 1955.

PRESENT:

The Chairman (Senator McCallum)

Senator Benn

Senator Tangney

Senator Hannaford

FREDERICK JAMES McCAULEY,- Trade Union Secretary and
HENRY EDWARD CURAN,- Painter, both of Canberra, sworn
and examined:-

THE CHAIRMAN.- I understand that you have a statement prepared, but before submitting it to the Committee are there any comments that you wish to make?

MR.McCAULEY.- We wish to make some comments in relation to the report in this morning's Canberra Times of proceedings before the Committee yesterday by Mr.Warren McDonald. We do not wish to argue about the points raised by Mr.McDonald but the A.C.T. Trades and Labour Council believes that the timber houses which have been built in Canberra in the pre-war years - I refer to houses of decent type and not to temporary dwellings at Causeway and Westlake- were generally houses which would be suitable anywhere. We also point out that at Harman, which is a Royal Australian Navy establishment, timber framed houses were built in 1938 and 1939 by the Government, we believe by day labour. We say that those houses are possibly equal to many of the brick houses now being built. We stress that in building timber framed houses the materials used in their construction should be as sound as possible. We suggest the use of oregon studs in preference to hardwood, but

SENATE CANBERRA COMMITTEE

we do not insist on it. We also suggest that Australian cyress pine or Western Australian jarrah be used for weatherboards - preferably jarrah. There has been some discussion of the relative value of brick houses and timber framed houses because of extremes of climate in Canberra. We are of the opinion that any inconvenience could easily be overcome by the use of slag-wool packing between the outer and inner linings of the main outside walls. That is all we desire to say now on this subject, except that, apparently, timber framed houses are giving every satisfaction in the Snowy Mountains area and in houses built in Goulburn by the New South Wales Housing Commission.

THE CHAIRMAN.- I have not read the report of yesterday's proceedings. I can only presume that it is accurate, although a condensed report. This Committee will base its conclusions on the evidence placed before it, and not on newspaper reports.

MR. McCAULEY.- We should like now to comment on Mr. McDonald's suggestion that the whole of the building construction in Canberra should be given over to a big building firm which would be charged with the responsibility of seeing that jobs were carried out according to a time schedule. We say immediately that we disagree entirely with that suggestion. We believe that it would not solve the problem. We take this opportunity to point out that on the Braun Trans-World Corporation works at Altona, in Victoria, the first thing which the contractors realized was that extra wages were necessary if they were to secure suitable staff. Secondly, they realized that complete co-operation with trade unions was necessary if the work was to be carried out harmoniously. That was brought about, the contractors even going to the extent of entering into an agreement with the trade unions without reference to the Federal Arbitration Court.

I shall now read the statement that the A.C.T. Trades and Labour Council has prepared. The Council desires to place before the Committee three main observations which, if acted upon, would be of advantage. They are set out under the following headings:-

SENATE CANBERRA COMMITTEE

- (1) Housing and associated problems.
- (2) Industrial conciliation methods.
- (3) Services and administration.

I shall deal first with housing and associated problems. It must now be 100% obvious to everyone that the output of houses during the past few years will have to be increased steeply if we are to build a city as rapidly as the Government now appears to consider necessary. However, on the method of achieving this objective there are bound to be differences of opinion. At the outset, we make it quite plain that, in our opinion, the only really practicable and satisfactory method of large scale house construction at a cost anywhere near the figure upon which the economic rental can be met by the workers, is by direct day labour construction, carried out by the construction section of the Commonwealth Department of Works.

Investigations since 1946 of house building in Canberra would undoubtedly show that the day labour projects at Narrabundah and Griffith, which were carried out under the supervision of Mr.F. Douthwaite and the foremanship of Mr.C. Stevens, were lower in cost, better in workmanship and finish, and much quicker in construction than under any other method used, namely straight out contracts, or cost-plus fixed fee contracts. Although there has been considerable criticism levelled at the cost-plus fixed fee system, we are of the opinion that this method, if properly supervised, is preferable, from the point of view of quality to the ordinary straight out contract. We say unhesitatingly, however, that any return to this system- and it appears to us that there will be a return to it, must be the subject of discussions between the Department of Works, building contractors, and the Labour Council. We satisfy ourselves for the present by pointing out the big difference in administrative staff between various cost-plus fixed fee contractors in Canberra during the years from 1947 to 1953. Enquiry here would reveal that the firms of Howie and Moffatt, and Kennedy and Bird, both of which are firms with a good reputation

SENATE CANBERRA COMMITTEE

as builders in New South Wales, effectively carried out their projects with much smaller administrative staffs by comparison with those of A.V.Jennings and Concrete Constructions Ltd. To return to our contention that day labour building is cheaper, we point out that we were unofficially advised in 1946 that the day labour cottages built along Sturt Avenue and McKinlay Street in Narrabundah were being turned out at that time at from approximately £100-£190 a house cheaper than identical houses built on the striag out contract system on the other side of the street by builder J.L. Chapman were built. In a letter to Mr.J.M.Fraser the Member for Canberra, the Minister for the Interior revealed later that houses built in O'Connor by day labour were £56 a square, or approximately £560 a house, lower than identical type houses were built in the same region by cost-plus fixed fee terms.

The Labour Council is adamant that, given good conscientious foreman and sympathetic consideration from higher up, straight out day labour construction will be far the superior method. It is our considered opinion that day labour building was being deliberately sabotaged long before the present Minister, as a matter of Government policy, decreed that it should be tapered off. In support of that statement we print out that a very big majority of C.R.T.S. trainees who went through the Canberra Technical College were employed on day labour jobs. Moreover, the first batch of British migrants to arrive in late 1946 and early 1947 were put on these jobs without any prior planning for their placement, with the result that on one job we know of twenty-seven bricklayers were employed on a single cottage, and carpenters were placed four to a ceiling in rooms as small as 8 feet by 6 feet. There was also the fiasco of the Maltese migrants who were supposed to be tradesmen. We recall that for weeks on end, in the Griffith area, six supposed bricklayers were kept on the job despite protests by the foreman. The result was that walls which were built one day were demolished on the succeeding day. We may as well intinate at this stage that we had little or no confidence in several of the "higher-ups" at

SENATE SELECT COMMITTEE

the Department of Works whose job it was to administer the day labour projects. Much of the progress that was made in 1946 and 1947 was made in spite of those people, not because of them. Under an arrangement existing between the then Minister for Works, Mr. Lazzarini, and the Council, union representatives were permitted to draw attention to shortages of material, methods by which work could be carried out more quickly and cheaply, and any other matter of mutual advantage. We say now that never at any time was an attempt made to have that method succeed. At a later stage, by agreement with the then-Minister for Works, Mr. Lennon, an attempt was made to set up joint consultation, but this too was in some ways thrown overboard. The nearest approach to any real attempt to co-opt trade unions since that time came in 1954, when the present Minister for the Interior invited the Council to be represented at his conference on the future development of Canberra. In addition, the Minister invited the Trades and Labour Council to nominate one of his officers to act as a liaison officer between the trade union movement and the Committee controlling the future development of the city.

We invite this Select Committee to call for a proper analysis of cost of construction under the various forms mentioned, taking into full account the value to the nation of the training given to C.R.T.S. trainees, and migrants of varying degrees of skill, and bearing in mind the overhead charged against the day labour jobs, (alleged to be approximately 37% added to cover hostel losses etc.). We feel secure about the resultant disclosures. We invite the Committee, further, to call for a schedule of costs of day labour jobs now being built and recently completed under supervisor T. Hungerford and to compare these costs with the contract prices for similar houses being built under competitive tendering in the Ainslie-O'Connor areas. In support of our submissions we draw an analogy. The postal, water and sewerage and electricity undertakings are not given out to private enterprise to administer. The Army, Navy and Air Force are not handed over to private enterprise. Why then should the peoples' houses be handed over?

SENATE CANBERRA COMMITTEE

We take the liberty at this stage to re-submit matter previously submitted to an inquiry by the Parliamentary Public Works Committee, as follows:-

The following is intended as an indictment of a system and the people chiefly concerned in the operation of that system. We refer to contract building and, particularly, to the building of the peoples' homes.

If this report is lacking in colour or impressiveness, the reasons are not that we are lacking in knowledge of the industry, or that we are not sincere, but will be caused by our deficiency of literary skill in the compilation and setting out of our experiences and observations.

Generally speaking, and to a variable extent, piecework can be placed in the same category as contract work: that is to say, the contractor is principally concerned with making profit out of his business interests as an employer of labour.

We are well aware, there are very few tradesmen - that is real tradesmen - who become "successful" contract builders. We mean, of course, in being successful people who succeed in making profits. The reason for this is that a tradesman does a good job, uses good material, and his general understanding of the industry, his pride and craftsmanship will deter him from taking advantage of the numerous cheap and shoddy tricks than can be and are used by unscrupulous but successful contractors.

SENATE CANBERRA COMMITTEE.

MR. McCAULEY (Speaking). - Contractors faced with a specification depend upon their ability to chisel down requirements and to omit every factor that is overlooked in the specifications. Private enterprise in any case is not deserving of any consideration because it has never concerned itself with the problem of providing homes for the people except slums wherein the profit-making motive is evidenced in the most brazen manner. Quite recently we read of much enthusiasm in the House of Commons by the Government's announcement that it is going to be the biggest Master Builder in the country, was retaining its war-time factories for the production of hardware etc. There must have been some very good reasons for this action as we cannot presume that all prewar contractors were killed in action.

It might be appropriate to quote at this juncture the opinions of two eminent members of the Victorian Housing Commission, Messrs. F. Oswald Barnett and W.O. Burt, in their book "Housing for the Australian Nation". They say - "Private enterprise is engaged mainly in the building of houses for sale, and when that demand is satisfied, houses are built for letting at a full economic rent, which thousands of people in the State of Victoria are unable to pay. The present system under private enterprise provides houses for letting only when it is profitable for the investor to provide them. If it had been profitable commercially, private enterprise already would have met the demand. Private enterprise cannot profitably house the lower paid worker or the poor except by a disastrous lowering of housing standards. This would inevitably mean a lowering of our national standard of living. Private enterprise has failed."

There always was and probably still is that exception to the rule, the small craftsman builder with ample means to have a good quality job done to detailed specifications under the personal supervision of the architect. This type of builder can be of little use in the general scheme. He cannot tackle the

big building projects unless he obtains finance and when he does that the people who provide the finance will take means to place the project on a profit first basis. Most building today where done by private enterprise is done by the letting of sub-contracts. Under this system the contractor obtains the plans and specifications of a job, hands them around to the various sub-contractors in the different trades and thus obtains a price for each section of the work. Each sub-contractor computes the cost of labour and material of his own section of the work including wages for himself and adds his percentage of profit, shall we say 15% of the gross cost.

We now have a position where each section of the work is loaded with 15% over and above the cost. The contractor in accepting these prices and computing the total price for the job adds for himself 15% on the total price. Thus we find the job carrying 30% over cost where it would, or should, if sub-contractors were not employed, be carrying 15% only. The builder in that case would need to employ a foreman or leading hand in each section of the work. He would need to purchase all material and to accept all responsibility. By letting most of the work out to sub-contractors the contractor avoids probably two-thirds of the worry, work and responsibility. The person or people for whom the house or houses are being built pay an extra 15% for this delightful arrangement.

As distinct from the sub-contractor there is another type of operative known as the pieceworker. The pieceworker is mostly found amongst bricklayers and plasterers and is distinct from the sub-contractor because he, the pieceworker, supplies labour only, the contractor supplying the material. The price in the case of the bricklayer is computed on so much for a thousand bricks laid. Piecework under most building awards in the Commonwealth is prohibited and where performed becomes a breach of the award. The pieceworker can circumvent the law by purchasing a small

SENATE CANBERRA COMMITTEE

quantity of material such as one bag of lime or one bag of cement. In such instances magistrates have ruled that this makes him a sub-contractor and not a pieceworker.

In regard to this type of operative work we make the following comment. The execution of building by piecework is but a snide method of performing work without a rate being set down by a Wages Board or Arbitration Court. Piecework and bonus systems have always been opposed by building unions, but the reasons for opposition have not always been made clear because it would seem at first sight that the unions were opposing a method by which workers may increase their wages. Piecework and bonus systems are introduced by the employers despite opposition. Obviously this would not occur if workers benefited under the system.

Piecework provides for payment by results, yet invariably workers must speed up to get these results. In slack or normal times, competition forces the piecework price to lower and lower levels where finally the workers have to work longer hours to obtain a living wage. Workers are set in competition against one another while the employer applauds their efforts and gives them a few shillings extra out of the pounds gained by this speed-up method.

Pieceworkers bargain individually with the employers, a most undesirable practice, as it by-passes all conditions such as annual leave, sick pay and payment for statutory holidays. Job amenities such as proper lavatory accommodation, tool sheds, shelter sheds and good scaffolding mean nothing to the pieceworker, and he is not interested in assisting other workers in the job to obtain these rights. There is little or no chance of apprentices being trained by pieceworkers as they have neither the time nor patience to contribute to this necessary side of the industry.

In concluding our observations on the evils of all forms of contract building work we would like to refer to sworn evidence given on behalf of the A.C.T. Trades & Labour Council before the Canberra sitting of the Commonwealth Housing Commission, which reads as follows:-

SENATE COMMISSION COMMITTEE

The transcript of the verbal evidence: John Ferels Muir, Senior Storeman, and President of the Canberra Trades & Labour Council; and John Richard Jenkins, Carpenter & Joiner, and Secretary of the Amalgamated Society of Carpenters & Joiners, sworn.

The Chairman: Have you prepared any written statement? -

Mr. Muir: No. We propose to submit a detailed statement later. We would like to deal verbally with the question of administration and types of construction but with regard to costs we would like to make a considered statement later. Under Canberra conditions it is desirable that any government building scheme be carried out by day labour and not by the contract system. We have found as an industrial movement that great trouble has been experienced in carrying out the contract system. First with regard to the type of work done and secondly with regard to the lowering of conditions of labour. Our experience has been that the day labour system has produced a better class of building for the people. We look at the matter from the point of view of the expenditure of public funds. We want the best possible return from that expenditure in workmanship, and construction. Day labour gives better and cheaper work. Under the contract system 20 or 30 cottages may be allocated to a contractor, who is allowed a certain period in which to complete the contract. I know of no instance where contracts have been completed on time. To evade certain labour conditions contractors have put men off rather than meet holiday pay. It is a question of evasion of industrial awards. Owing to the mismanagement of labour and possibly defective work, which has made alterations necessary, extensions of time have been repeatedly granted to contractors. I know a case

SENATE CANBERRA COMMITTEE.

in which a contractor was unable to build a group of cottages in the specified time and the trade union movement had a difference with him with regard to the labour conditions. An extension of time was granted and eventually the work was taken over by the Department, which had to introduce some of its own workmen to refit the windows and hang the doors. The carpenters employed by the contractor may have had to do shoddy work. I made a complaint personally to the Minister for the Interior. I found a man working on a cottage at 6 a.m. on a Sunday with a sanding machine. There is no necessity for Sunday work, under proper supervision. It is impossible for a clerk of works to control a contractor who has 20 cottages under construction. The departmental supervision covers only 5 days a week.

Mrs. Ryan: You contend that day labour produces a better type of house than contract work? -- Yes, and greater satisfaction among the employees.

Mr. Jenkins: I have been employed in Canberra as a carpenter for 19 years and have worked for various contractors and governments. For the last five or six years I have been employed by the Department of the Interior. I have seen inferior materials put into jobs by contractors when the clerk of works' back was turned. I am not here to advocate the socialisation of the building industry, but I do claim that the day labour system will produce a house of much better quality than that produced by the contract system. I have seen contractors in Canberra flout the conditions of their contracts, and have seen them intimidate tradesmen in periods of slackness so as to prevent them doing a tradesmen-like job. I worked on a group of cottages and saw windows put in without

SENATE CANBERRA COMMITTEE

lead flashings. When the omission was detected flashings were prepared and carried from room to room. The clerk of works thought that one would be put under the window in each case, but the employees were told not to insert flashings unless the clerk of works was closely watching the job. Things like that generally happen at a time when most of the men are dependent on contractors for employment and fear being blacklisted. Today the men are a little more independent than they were a few years ago. I was engaged for 2½ years on maintenance work on cottages built by the Government and various contractors, and by my own experience I know that the amount of maintenance rendered on contract built cottages is far in excess of that rendered on cottages built by day labour. I am particularly concerned on this point because I know of instances where my fellow workers are purchasing these houses on time payment and they are not getting value for their money. Some of the contractors in Canberra are honest to the last degree but others will grab every possible penny by sacrificing the quality of material and speeding up the work to such a degree that the men cannot possibly do a good job. I do not say that all buildings in Canberra should be built by day labour but that system should be applied to large groups of cottages where supervision is difficult. When the profit motive is removed there is no incentive for inferior work. Every man becomes a supervisor and the leading hand carpenter is as good as a clerk of works on any job. In a compact building good supervision is possible but in a large group of cottages spread over a considerable area you need a battalion of supervisors with eyes in the back of their heads. We brought a building contractor, Alex Maston & Co., before the court on 22 charges of breaches of the industrial award. I

SENATE CANBERRA COMMITTEE.

think the men were compelled to pull down as much work as he had erected. We have a tremendous amount of trouble with contractors in the Territory in connection with the payment of wages and with their attempts to evade the conditions of awards. We have our organisation to police those matters and do so as effectively as possible. It would be of great advantage to all concerned if contractors who do inferior work were prevented from building large groups of cottages, where supervision is difficult. I am not going to stress the industrial side of the matter, as to putting in bad material and creating conditions whereby bad workmanship is done, that is out of our jurisdiction and to have that remedied we can only publicise it amongst people like yourselves."

We now briefly submit a suggested method of day labour building in Canberra.

In discontinuing the Government day labour projects, one of the greatest anomalies was created by putting to grass competent building foremen. One of the best building foremen ever engaged in Canberra and previously in charge of the Narrabundah day labour project is now employed as foreman of the maintenance work shop depot at Kingston. Men of his calibre should be given back their positions in the field of day labour construction and be allowed to aid the construction and development of Canberra by making the fullest use of his knowledge and skill. They should also be given the right to hire and fire and be empowered to select or reject men whom they regard as suitable or otherwise for the successful operation of the project. They should not be compelled to take labour that they do not require.

Materials should be made available of the type ordered for the requirements of the job; not unsuitable material,

ordered by unqualified personnel attached to stores whose knowledge is only of the article and not of the purpose and requirements of the article. The foreman is best in a position to know what material is required. It should be supplied as ordered by him.

The projects should not be hampered by any more overhead or multiple teams of officers of various grades etc. having, each in turn, too much to say plus the power of veto on matters affecting the efficient running of the jobs. All that is necessary for the building of the cheapest houses in Canberra by Government day labour is to remove half the fingers that previously poked into the housing pie.

The projects should be placed on a business like basis and completely operated on from the field under:-

- (a) the General foreman,
- (b) a Clerk of works with real supervisory qualifications, and
- (c) the Architect in charge, to be available in a consulting capacity.

The other dead heads should not be charged against the projects. The only other persons to come into the picture would be the time office and pay section. The other obstacle, incentive, could easily be brought into the project by splitting up amongst the project workers the difference between the estimated cost and the actual cost of the project on a pro-rata basis. Due allowance, of course, would have to be made for rise and fall of cost of both labour and material. Material supplies can only be maintained by stockpiling. The sooner this is realised by the Department and Treasury Officials, the sooner will Canberra's building programme commence an even and steady flow. Should this plan be put into effect the cheapest and at the same time best quality houses in Canberra will eventuate once again. To ensure its success a deterrent must be placed upon those who would seek to destroy day labour housing either by seeking to jump aboard a successful band-wagon or wilfully seeks its obstruction in the many ways possible within the building nightmare usually called "overhead". Because we realise the

difficulty in securing a change in Government policy, irrespective of the strength of our case for day labour, we feel that it is necessary to make several strong recommendations to cover the conduct of contract building.

(a) Supervision. Where this important question is concerned we say nothing can or should be left to chance. The Department of Works should enlist in its supervisory staff a complete panel of one or more tradesmen from each of our building trades. Extra care would have to be taken to see that the best men were secured. From then on, all brickwork should be supervised by a bricklayer, plastering by a plasterer, painting by a painter and so on. It is unreal and unreasonable to expect a carpenter, for example, to look after all trades on a long line of houses, perhaps being built by a number of contractors.

(b) Licensing. Builders and trade sub-contractors should be licensed under a very stringent system. A qualification bond of a large sum should be the first requirement. Where the applicant for a builder's license is not already a builder of repute a very strict test should be applied to ensure that only first class building tradesmen were given a license. We have in mind that what appeared to be an unjust examination was insisted upon before a license was granted by the Department of the Interior to Mr. F. A. Somes some years ago. However, since that time, licenses have been issued to persons who could not even pass a simple third year apprenticeship test at the technical college. Licenses have also been granted to parties who could not finish their C.R.T.S. course. The Government has a duty to both itself and the private home and business builders to see to it that the contractors are people both of repute and ability. Under no circumstances should a sub-contractor, e.g. a painter, plasterer or plumber, be given a license unless he is a 100% competent tradesman. Both contractors and sub-contractors should be compelled to contribute to the uplift of the trade by either the training of apprentices or by contribution to a fund to be disbursed amongst apprentices taking diploma course training. This

would ensure a higher standard of work. They must not be allowed to take everything out of industry and put nothing back into it. An Ordinance to give effect to these suggestions is an URGENT MUST.

(c) Publicity Notice. An Ordinance should be introduced at once to ensure that immediately a building or other project is commenced, a large notice board shall be erected plainly showing the names of the Architect and the Builders. As soon as they are introduced to the work the names of the subsidiary contractors for electricity, plumbing and painting should be given equal prominence. An Ordinance of this kind would assist in keeping shoddy work down to a minimum.

(d) Health Provisions. The present staff of the Department of the Interior dealing with the questions of scaffolding and amenities should be at least doubled. The present inspector who is a competent practical officer with years of experience in the Sydney area should be appointed chief inspector and given two assistants. The present practice of handing the inspection of sanitary conveniences on jobs to the Department of Health should be discontinued and the work included in that of the scaffolding inspectorate. There should be heavy penalties for failure by builders to fully observe the existing ordinances in relation to conveniences, amenities, and safety. The inspector should be empowered to take legal action after the ignoring of his first warning. The health of the workers and the residents of surrounding areas is without doubt the responsibility of the Government itself and all laxity should be immediately eradicated.

(e) Licensing of Tradesmen. There should be a system of licensing of tradesmen in each apprenticeship trade. There should be no person employed in any trade until he is in possession of a certificate of license issued by the licensing authority. Such an authority should be set up immediately, and we suggest that the present Apprenticeship Board Ordinance could be extended to empower this body to carry out the

licensing authority functions. .

The Ordinance should make it an offence for an employer to engage any tradesman who did not possess a certificate. At the same time, the Ordinance should set down the standard required to procure a license in each of the trades. It is completely illogical to insist that apprentices in the various trades should spend five years in training to become efficient tradesman while migrants and other people can, by just calling themselves tradesmen, be employed in all trades other than as electricians and sanitary plumbers. The work of incompetent tradesmen in any section of the building trade can be as great a menace to health and as costly to home owners as would be the work of an incompetent plumber or drainer.

While this section of our submissions deals chiefly with building, we feel that we should conclude the question of the licensing of all tradesmen. A poor electric installation can easily cause death, but so too can a poorly repaired electrical appliance, and to date there is no law to insist that the person who repairs such appliances for distributors of electrical equipment shall be either examined or licensed.

We point out that there is just as much risk to life in a poorly repaired motor car as in a poor electrical installation. Further, it appears to us that the future of the apprenticeship scheme in Canberra is almost entirely dependent upon registration and licensing of all tradesmen. We refer the Committee to the recommendations of the Commonwealth State Apprenticeship Inquiry under the chairmanship of Mr. Justice Wright of the Commonwealth Arbitration Court dealing with the question under discussion.

(f) Industrial Inspector and Apprenticeship Inspector.

Any large scale works programme would most certainly bring with it the absolute necessity for the policing of industrial awards. Unless this is done, breaches of awards will go on wholesale. Some persons may consider this policy to be the task of the trade unions. We do not agree with this contention. It is very obviously the task for those charged with the policing and maintenance of other laws, for awards are, in reality, just another type of law. The Labour Council urges that the Government should, as soon as possible, appoint an industrial officer (full time) to police awards in all classes of industry. This is not a job into which any public servant can drop. It calls for a man trained in such work. At this stage, we point out that, in some states, penalties imposed by police magistrates for award breaches are paid into the funds of the Union initiating the prosecution. This system could and should be considered for inclusion in an Ordinance which should also set out clearly the powers of the Police Magistrates to impose penalties for award breaches. But very definitely, a full time inspector is necessary.

Similarly, in respect to apprenticeships, an inspector should be put on the job of looking after the interests of apprentices, ensuring that all are given the best possible training. At the present time, the duties of the apprenticeship Inspector are usually mixed in with the job of inspector of public nuisances. We feel that the committee will agree

SENATE CANBERRA COMMITTEE

with us that this is far from a desirable mixture from a psychological point of view. Any such inspector, when appointed, should be himself a skilled tradesman, well versed in the needs of apprentices.

Before passing away from building and associated problems, Council desires to express its opinion of the Government's proposal for the almost immediate future in respect to what is termed "Operation Administration".

In our opinion, the first essential is to have a guaranteed works programme with the necessary finance allocated for at least five years ahead. The present system of annual allocations is upsetting to all concerned. At least, part of each year is spent in the doldrums. First, we wait for the Budget; then, after it has been passed by the Parliament, a further period of delay occurs while advice from the Treasury is being awaited. We express the opinion that the failure of the Government in 1952 to keep the work coming out caused both tradesmen and builders to become jittery. One result was the exodus of tradesmen from Canberra. Lack of security of employment is always more or less present in the building industry. So in Canberra, to have any stable work force at all, we must have a 5/10 year plan to be carried out without interruption. It is unreal to expect that either builders or tradesmen could be coaxed to leave a place where there is already some assured work to come to Canberra and face an intermittent allocation of work with consequent intermittent employment.

Secondly, to carry out this operation anywhere within the realms required, demands an increased flow of both materials and skilled labour.

In respect to the former, it is well known that the brick position is acute in Canberra. However, it appears to us that the allocation of the bricks that are available is not being carried out as it might be. The important thing is to get as many homes built as possible in the shortest possible time. To do this, the employers of labour on a regular basis, i.e., the Department of Works Government contractors on home construction, should be given first priority, particularly in the supply of bricks.

SENATE CANBERRA COMMITTEE

Some firms have recently laid off bricklayers (in several cases they have left Canberra) because of the shortage of bricks, while it is possible to find on a run around Canberra very many thousands of bricks at grass, used only on private housebuilding at weekends.

The matter of the importation of bricks is also one requiring close analysis. For example, we hear very many complaints from builders that they are refused a permit to bring bricks from other centres for use in Canberra, chiefly on the grounds of costs. We refer only to those on Government contracts. Those on private building are under no such restriction, we presume.

That there is some form of preferential treatment in this matter can be found in the fact that the firm of Civil and Civic has been permitted to import bricks from Sydney for the hospital extensions and from Bowral for the Reid flats. We do not disagree with the bringing of bricks into Canberra, but we suggest that a much fairer method would be for the Department of Works to purchase a million bricks from the N.S.W. State brickyards, bring them to Canberra by rail, stack them at the railway yards and allocate them from there. We fail to agree that the added cost should be any bar to bricks being brought in by the contractors themselves. We quote these approximate figures, being the cost landed on the job selecting a site in the suburb of O'Connor, the cost being per 1,000 bricks -

Canberra	£15.12. 0
Goulburn	£22.10. 0
Bowral	£27.10. 0
State	
Brickworks	£31.10. 0
Gundagai	£29. 0. 0
Parkes	£37. 5. 0

It will be seen from these figures that a house of 30,000 bricks would cost £660 more in Parkes bricks than in Canberra bricks. We have excluded from our table cement bricks made at Oaks Estate because they are, in our opinion, neither as good as nor as attractive as clay bricks.

SENATE CANBERRA COMMITTEE

If we spread the added cost of Parkes bricks over a period of amortisation of 50 years, we find it would add £13 per year or 5/- per week to the rental. The amortisation period could easily be made 60 years. The fact that the importation of bricks would permit builders to complete their houses more quickly would ensure that, in some cases, the Department would commence to draw rentals earlier than planned and that could be used as a set-off against the added rental caused by the use of imported bricks.

In respect to the supply of timber, any means by which added quantities could be secured should be utilised. We have in mind the case of Charles Schoele, sawmiller of Oakes Estate in the A.C.T. This mill has closed down because of inability to secure logs. The owners have been refused a renewal of leases in the forest areas of the N.S.W. Forest Commission on the grounds that there are no stands available. There must be some in the A.C.T., surely. We understand that the Government yards are not in a position to supply all requirements even at present, and that timber is being brought in from the South Coast of N.S.W. If this is so, every effort should be made to get Schoele's mill into full scale production.

With regard to the Government stores, our information again is that they are sadly understocked. There seems no other aspect to the matter than this - The building of Canberra is the responsibility of the Government. The Government should see to it, then, that all the necessary materials to permit an expanding works programme on a large scale are available in sufficient quantities. There is nothing so devastating to any programme, large or small, as continued irregular shortages of materials. The effect on the morale of both builders and tradesmen is very serious. We feel it unnecessary to traverse this aspect any further.

To carry out this enlarged programme, it will be vital to secure an additional 1,000 tradesmen. The question

SENATE CARPENTERS COMMITTEE

is how and from where? It occurs to us that a close examination of the wages under awards in N.S.W. and the A.C.T. is necessary. We will deal specifically with the wage for a carpenter. In N.S.W., the weekly rate is £18. 5. 0, plus 3/- per day fares. In Canberra it is £16. 5. 6. plus 2/6d per day fares. It is true that in N.S.W., the award is loaded to cover payment for public holidays, sick pay and lost time due to wet weather, whereas in Canberra all these are paid for as they occur. While Council does not subscribe to work being done on public holidays, we feel that the facts are inescapable. Under the loaded wage system, an employee receives payment for ten public holidays each year. In addition, when he works on a public holiday, he receives double time for it. In effect, he really receives three days pay for each public holiday upon which he works. Taken over a year, this represents a further fourteen shillings a week gain to N.S.W. In Canberra an employee receives a day's pay for a public holiday if he does not work and double pay if he works. To get equality with N.S.W., he should receive treble pay for working on a public holiday.

We believe that anything given by way of an inducement to tradesmen to come to Canberra must apply also in a just manner to those who are already here. Conditions in respect to amenities etc. for tradesmen must be made as near as possible to those enjoyed in the public service, i.e. increased annual leave, sick pay etc. plus long service leave. Council does not approve the introduction of a living away allowance to workers coming to Canberra. This usually results in single workers moving into the place, staying a while with fares and board paid, and then moving out. The fair thing in our opinion is the introduction of a locality allowance of £5 a week payable to all workers in the building industry, thus eliminating the dissension caused as between workers who are in receipt of living away allowance and those who are not. In addition, this payment, together with improved amenities,

SENATE CANBERRA COMMITTEE

would prevent the drift to other work of experienced tradesmen as has been evident in recent years. It is our contention that in order to compete with other States for competent tradesmen the gross weekly wage should be at least £1 week higher than in N.S.W. i.e. £18. 5. 0 plus 14/- public holiday margin, plus £1, giving a wage for tradesmen of not less than £20 a week of forty hours. On top of this, the conditions of A.C.T. awards in relation to public holidays, sick pay and compassionate leave could be considered the incentive necessary to bring labour in.

To retain such labour is the second leg of the double. Council has considered this aspect also. We do agree with the Master Builders' Association that some form of housing allocation is necessary, but such allocation must not be allowed to upset the balance as against those people who have been waiting for homes in Canberra for a long time. We have examined a proposal made some time ago by the Master Builders' Association for subsidised rental for incoming building tradesmen. We might be inclined to agree, provided those building tradesmen already here were treated in a similar fashion, but in any case, it could easily prove to be a packet of dynamite as could, of course, any other scheme.

We put this forward as a really concrete suggestion - that the Department of Works be instructed to advertise for 100 building tradesmen (who must be competent by our standards) in Sydney and Melbourne newspapers, willing to come to Canberra and build their own homes. When such have been selected, sufficient materials should be placed upon the site agreed upon, the worker to supply his own labour and erect the house. Immediately upon completion, the person should be allowed to move his family into the house. Rental should be charged upon the basis of cost of land and material plus services, and where the person concerned desires to purchase, the amount of the labour to be valued and accepted as deposit on the purchase price.

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SENATE CANBERRA COMMITTEE

The system could be easily extended to those tradesmen already living in Government owned homes in Canberra, many of whom are unable to borrow money for home building.

Such a system would ensure good construction, pride in workmanship and permanent residency of much needed tradesmen. We agree that it may be difficult, but take courage from the now famous words of Lord Mountbatten "the difficulty may take a little overcoming, the impossible will probably take a little longer".

Council is not unaware that, by negotiated contracts, builders from outside are being encouraged to come to Canberra and bring their own labour. This is, of course, only another way in which L.A.A. is being introduced by subterfuge. We refer to the reported disparity in prices of cottages recently to a local builder, T. H. O'Connor, and those let to Lovensohns of Sydney. At the same time we are advised by local builders that contracts are difficult to secure.

While we maintain that all home building should be carried out by Government day labour construction, we are adamant that any contracts which are let should be by straight out tendering, with no strings and no preferential treatment. The trade union movement has no need to bolster up a case for employers, but it objects to any resort to subterfuge.

There should also be a new approach to the employment of tradesmen. It is indisputable that the local trained men are by far the better. For this reason improvements to the apprenticeship scheme are very necessary. There should be free tools of trade for all apprentices, such to be issued by the employer. There should also be a very steep rise in the rates pay to apprentices. We point out that a reasonably high standard of education is necessary to permit entry to the scheme. By comparison with the Public Service, however, the rates of remuneration are very poor. In addition, the apprentice is called upon to provide his own tools, extra clothing etc. and attend technical college.

CANBERRA SENATE COMMITTEE

The Department of Works should insert a clause in all negotiated or straight out contracts making it obligatory on the contractor to ensure that the tradesmen he brings to Canberra are up to Canberra Technical College requirements. There is a tendency for contractors to bring in and use migrants who have not been trade tested. Council urges the passing of an ordinance requiring trade testing, plus a compulsory period of Technical College training for those who pass, to adapt them to our methods of working. It is, again, undeniable that in very many cases our third year apprentices are well able to teach many of the migrants coming into our midst as tradesmen. There should be no equivocation on the part of the Government in this matter. The retention of high trade standards is its responsibility.

Technical college instructors often report that the reason given by apprentices for lack of attention is that they are better than the migrants. If a compulsory training system following trade testing were introduced, the newcomer would be paying towards the work of the college. He would be more anxious to assist in keeping out the bodgies, the apprentice would no longer feel that he was being unjustly discriminated against, and the trade generally would benefit to a large extent. The trade testing of migrants overseas, if it is carried out at all, appears to be a hopeless failure. This haphazard method must cease. If the Government wants bricklayers, for example, it should send a competent bricklayer overseas, to test and recruit them, not a clerk or a plumber.

I interpose here to point out that at a very simple trade test held last Monday week at the Canberra Technical College, only one out of ten German migrants was able to pass the test in bricklaying.

Similarly, with other trades. The best batch of migrants brought to Canberra, from the point of view of trade ability, was 150 German carpenters brought out by A. V. Jennings in 1951/52, all of whom had been trade tested in Germany by the then Deputy Principal of the Canberra Technical College, Mr. Allen Jack, who was himself a carpenter and joiner. But in any case, it is doubtful whether migrant tradesmen are the answer to our problem in Canberra, because

CANBERRA SELECT COMMITTEE

as soon as they are able to leave Canberra for another place where wages are higher, they are lost to us.

Another matter to which strict attention should be given is the practice of allocating Government homes for key personnel of incoming contractors. This appears to be a necessity in order that foremen etc. may be housed. However, the abuse of this privilege, as in the case of the McConnell Company, by having twelve or thirteen workmen living in one house in the suburb of O'Connor, cannot be tolerated. Hostels are available for this purpose, and should be used accordingly. Homes should be for families of key-men only. We urge this enquiry to look closely into this aspect, in the interests of all concerned.

In preference to unrestricted immigration, the Council feels that it might be possible, in some way, to introduce a dilution scheme similar to the C.R.T. scheme, under which Canberra residents anxious to train as tradesmen could be given a chance, previously denied to them, to take up a building trade. Council would be prepared to meet other parties interested in this matter. However, to conclude, we reiterate that there is no scheme likely to prove effective, from a long term viewpoint, which does not include:-

- (a) a locality loading on wages,
- (b) permanency in the works programme, and
- (c) assistance in home building for competent tradesmen willing to make a home in Canberra.

Finally, we urge that the standards of both quality and quantity of food in Department of Works hostels should be based on those which exist in the Works hostels of the Selmer Engineering Company at Munyang and Guthega, and the Kaiser-Walsh Company at Eucumbene Portal, Junction Shaft, and Tunut Ponds. We invite this enquiry to make its own comparison in an unobtrusive manner.

2. Industrial Conciliation. In this matter, Council submits the following for the consideration of the enquiry. It particularly stresses the ever-widening gap between the cost of living in Canberra and in the State of New South Wales. In addition, the basic wage difference as between these places is to say the least

CANBERRA SENATE COMMITTEE

unjust. For the information of the enquiry, we give the respective figures : New South Wales, £12. 3. 0., and the Australian Capital Territory, £11. 18. 0. a week. These rates have applied since the basic wage freeze by the Federal Arbitration Court in August, 1948. It is imperative that something be done quickly to remedy the existing unjust state of affairs.

Returning to our memorandum on industrial affairs, we point out that outside the Territory the settlement of industrial disputes by the Commonwealth is confined to those disputes which extend beyond the limits of any one State. Industrial disputes which are confined to one State, are settled by the industrial machinery set up in that State. There has been much criticism of this dual system of conciliation and arbitration by both employers and employees alike. Only recently, when he retired from the Bench, the former Chief Justice, Sir John Latham, had some very pertinent criticisms of this dual system. In particular, he mentioned how a local dispute, which may involve only a very few men, has to be elevated into a national dispute, that is, one which involves more than one State, so that it can be dealt with by the Federal Court. Sir John Latham contended that disputes should be confined to, and settled near the most local point to their origin.

At present in the Territory, there is both a system of both Federal awards and determinations of the Australian Capital Territory, which were originally made by the Australian Capital Territory Industrial Board. The objection which the A.C.T. Trades & Labour Council has to the present set-up is that there is a tendency for the Territory to become involved in disputes which exist in other States, simply to secure for, or to force on, employees in Canberra, a Federal Award. The Council does not believe that this is in the interests of industrial peace in the Territory. In short, as Sir John Latham states, it suffers from having a purely local dispute, for example in Western Australia, becoming a national issue. What is needed in the Territory is a fuller system of local conciliation machinery.

The Industrial Board of the A.C.T. which was abolished in July

CANBERRA SENATE COMMITTEE

1949, was near to being a satisfactory set-up. It was in line with the most modern trends in industrial affairs, based on conciliation rather than arbitration. It was something like the Victorian Wages Boards. The idea of an independent chairman, plus representatives of Labour and Management, placed the emphasis on conciliation rather than arbitration. During the existence of the A.C.T. Industrial Board, a period of over 25 years, there was no major industrial trouble, which is a commendation of the efficiency with which it worked. However, we do not recommend its re-establishment quite in its old form. To take account of the different types of disputes, and at the same time bearing in mind the need to keep the settlement of the dispute as close as possible to the origin, it is more desirable, instead of having permanent members representing management and labour respectively, to have members drawn from the organisations which cover the industries involved in the dispute. In other words, if it is the skilled building tradesmen, then the representatives of the building trades unions should sit for the duration of the dispute on what might be called the A.C.T. Conciliation Committee (Building Trades). If, on the other hand, the Metal Trades were involved, representatives of the Union involved should be represented. For general disputes, two representatives representing the unions generally should be set up, which might be called the Central Conciliation Committee. The Chairmanship, of course, would be rotating.

Nor do we propose that the Conciliation Committee should be invested with power to fix the basic wage, which is of Commonwealth concern. However, we do believe that the Committee should be invested with authority to grant a Territory Allowance should the Central Conciliation Committee, on investigation decide that it is warranted. Similarly, we believe that standard hours should be fixed by the Commonwealth, but here again, some provision should be made for local differences in customs and conditions. To these extents, the power of the proposed industrial set-up would be different from the complete powers of the Industrial Board.

CANBERRA SENATE COMMITTEE

Provision should also be made for the registration of industrial organisations within the Territory. The actions of some group or groups of members of a Federal organisation in a distant State can lead to the de-registration of that organisation, and workers in the A.C.T. are then denied the opportunities of conciliation and arbitration facilities available to other A.C.T. workers. We believe this to be entirely wrong, especially as workers in the six States still have access to their respective industrial tribunals. We do not believe, however, that the Secretary of the Attorney-General's Department, should be responsible for the acceptance or refusal of an application for registration of an organisation. There are obvious objections, in that he can be subject to political pressure. The registration or de-registration of organisations should be in the hands of the Central Conciliation Committee where, after all, the general responsibility for maintaining industrial peace, lies. The employers and employees, as well as the officials of the State, are entitled to some say as to whether they will bargain with each other. It finally rests on the parties in industry to make the system work. In short, at the moment, we believe the workers in the A.C.T. are at a grave disadvantage in comparison with those in the States, where they have the advantages of the dual system. We believe that in the above proposals, we have eliminated the disadvantages of the dual system for all the parties concerned.

3. Services and Administration.

- (a) Future Government: The Trades and Labour Council does not set itself up to be an authority on such a matter, but feels that the plan recommended by the A.C.T. Advisory Council, that is, a Legislative Council, comprising six elected members and six appointed members, would be the most suitable for the immediate future.
- (b) Electricity undertaking: Council feels that this undertaking should be divorced from the Department of the Interior and should, in future, be administered by a Board responsible

CANBERRA SENATE COMMITTEE

to Parliament. The Board should comprise a Government nominee, a representative of the consumers (elected at the same time as the Advisory Councillors, or nominated by the Council), and a representative of the Electrical Trades Union.

- (c) Shop and Factories Ordinance: Council feels that this should be enacted immediately and that it should follow closely the lines of the New South Wales Act. It is very necessary now while shops and factories are being erected. The ordinance to be effective, must provide for a Welfare Board, with representatives of employers and employees, with the Inspector as Chairman, such board to be appointed by the Minister, as in the case of the A.C.T. Apprenticeship Board.

The Trades and Labour Council feels that in any plan for the future development of Canberra, the construction of a new Technical College should be very close to the top of the list.

SENATOR TANGNEY - Is the licencing of tradesmen adhered to in the Australian Capital Territory?

MR. McCULEY - I understand that the position in each of the States is that a licence is required by electricians, sanitary plumbers, and drainers. I do not know why the Fire Underwriters do not insist on motor mechanics being registered, because a lot of motor cars are destroyed by fire, and in many instances their destruction has been due to incompetent or careless work by mechanics. Plumbers, electricians and drainers must be licenced in Canberra.

SENATOR TANGNEY - How do the apprenticeship conditions here compare with those referred to in the recent report of the enquiry on apprenticeships?

MR. McCULEY - With the exception that the enquiry suggested some methods of improvement, it is found that the A.C.T. scheme, under the A.C.T. Apprenticeship Ordinance, is practically the best in Australia.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- You mentioned apprenticeship. Do you think that the building trade today is getting sufficient supplies of workmen in the various trades?

MR. McCAULEY.- Definitely not, nor are we getting sufficient supplies of materials.

THE CHAIRMAN.- Does that apply to Australia generally, or do you refer only to the A.C.T.

MR. McCAULEY.- The general opinion is that there is a shortage of tradesmen throughout Australia. It was that shortage which led the Government to set up the Commonwealth and State Apprenticeship Enquiry, in order to find the best means of securing sufficient tradesmen. As a result of the enquiry it was pointed out that there was likely to be a shortage of tradesmen for about five years. After that period it was expected that the number of apprentices offering would be sufficient to meet the need for trained men, except in the event of a crisis such as a war.

THE CHAIRMAN.- Does that apply to all trades?

MR. McCAULEY.- Yes, but particularly to bricklaying and plastering in the building industry and to boiler-making and blacksmithing in the metal industry.

THE CHAIRMAN.- Are we to regard stone-masons as a lost race?

MR. McCAULEY.- There are no indications that any stone-masons will be trained in the future. Information received from the Sydney Technical College is to the effect that there is very little enquiry for training as stone-masons.

THE CHAIRMAN.- There was a time when stone-masons were among the best paid tradesmen.

MR. McCAULEY.- That is probably the position today, but there is a general tendency to get away from stone because it is a costly form of building.

THE CHAIRMAN.- I suppose the result will be the use of stone as a veneer.

MR. McCAULEY.- Yes.

THE CHAIRMAN.- Will that not still need stone-masons?

MR. McCAULEY.- Yes.

SENATE COMMITTEE

THE CHAIRMAN.- In my opinion large public buildings in Canberra should be constructed of stone. The public buildings in Washington make anything else look shabby.

MR. McCAULEY.- We are completely in accord with that view, but even on the administrative block job not many stone-masons are required. The stones are large and are placed in position by mechanical means. All that is necessary is for men to set them in position.

THE CHAIRMAN.- I take it that the squaring of the stones is done by mechanical means?

MR. McCAULEY.- Machines have done away with much of the labour.

THE CHAIRMAN.- Are monumental masons also a dying race?

MR. McCAULEY.- I do not think so. Generally a business is passed down from father to son.

THE CHAIRMAN.- One witness mentioned the Levenson project. Do you know why it failed?

MR. McCAULEY.- I know a lot about it. We objected to the negotiated form of contract. Our understanding is that the firm of Levenson was given a contract to build 113 houses as the result of a negotiated contract. Tenders were not called. In our opinion negotiated contracts leave the way open for discrimination against builders who may be out of favour with the Department.

THE CHAIRMAN.- Your criticism of contracts was partly in relation to the cost-plus system and partly to any kind of contract.

MR. McCAULEY.- Our criticism of contracts generally is based on our belief that the building of homes for the people should not provide opportunities for contractors to make huge profits. Particularly in Canberra, but also throughout Australia the best interests of the people and of the country would, we believe, be served by houses being built by governments on the day labour basis, thus eliminating the profit motive from home building.

THE CHAIRMAN.- Do you think that the housing schemes of the States bear out your view?

MR. McCAULEY.- I have no reason to believe that the Victorian

SENATE CLERICAL COMMITTEE

scheme showed any disadvantage compared with houses built under contract. In New South Wales houses built in the early period of the Commonwealth and State Housing Agreement by day labour were substantially cheaper and equally as good as houses built under the contract system. I also understand that there is little if any complaint about the cost or the progress of the work of constructing the Adamini by dam which is one of the biggest jobs in connection with the Snowy Mountain Scheme which is being built by the New South Wales Public Works Department on the day labour principle.

SENATOR HANNAFORD.- You said earlier that day labour jobs had 37% added to cover losses on hostels. Is it a fact that that percentage was added to costs for such jobs?

MR. McCAULEY.- In 1947 or 1948 we were given to understand by Mr. Lennon, the then Minister for Works, that about 37% was being added to the cost of day labour jobs to cover losses on government hostels. At that time we had complained to the Minister that members of our unions were being overcharged by hostel management authorities. The Minister said that there may be grounds for grievance but that the Department was already losing more than it could afford and that some of the losses had to be added to the cost of day labour houses. It should be possible to get the correct figures.

SENATOR HANNAFORD.- It seems an extraordinary percentage to add.

MR. McCAULEY.- It was thought so at the time when the matter was freely discussed in Canberra.

SENATOR TANGNEY.- Did those hostels cater for building industry tradesmen?

MR. McCAULEY.- I refer to hostels conducted by the Department of Works, not those under the control of the Department of the Interior. I understand that there were substantial losses on the operations of the former hostels.

SENATOR HANNAFORD.- Are conditions much the same today?

MR. McCAULEY.- I understand that conditions are now different.

SENATE CANBERRA COMMITTEE

There is now no living away from home allowance, but in those days every person who worked on building in Canberra was given free board at the hostels. It was equal to about £4/4/- a week. The present Minister cut out the allowance in 1952 and since then each employee pays for his own board at the hostels.

SENATE CAMPBERRA COMMITTEE

MR. McCAULEY (Speaking) - That might get over the position that 37% was being added. If we took enough workers on each job at £4 a week to cover the board, it might easily go to one-third.

The Witness withdrew.

SENATE CANBERRA COMMITTEE

HAROLD GERARD WAIGHT, Clerk, 78 Torrens Street, Braddon, Australian Capital Territory, sworn and examined.

THE CHAIRMAN. - Would you like, first, to make a general statement in relation to the desirability of establishing a zoo in the Australian national capital?

MR. WAIGHT. - Yes. My father was in charge of the Ballarat Zoo, which he built, and where I was born. I assisted him at the Zoo. We learned a great deal by trial and error over many years. Later, I was employed for a number of years by the Benjahn Bequest to the Nation, for the preservation of Australian wild life everywhere in this continent; and I have travelled extensively over all Australia in pursuance of my duties.

A Zoo becomes the focal point of interest to visitors to the city if properly set out, and also for family outings for city residents; in addition it should be of value from the point of view of research and study of animals in connection with the activities of the C.S.I.R.O., and the Australian National University etc.

It is my view that the National Capital should aim to have one of the largest and most representative collection possible of Australian Wild Life, as its sole aim in the first instance, and as its main aim overall. Australia is the fortunate possessor of many rare and unusual examples of wild life not found elsewhere in the world. Whilst the distant future might see the extension of a Zoo towards the inclusion of animals and birds, etc., not indigenous to Australia, the immediate aim should be to make Canberra the central point of a comprehensive Australian Wild Life collection. In this way, the National Zoo would not be merely a copy of other Zoos already established in the State capitals, and elsewhere; it would be the central Zoo, which would collect and maintain the finest collection of representative Australian wild life possible.

In the preservation of our wild life, the education of children is of the utmost value; and familiarity of all Australian residents with our harmless and interesting birds, some reptiles, and animals would be one of the best methods of ensuring their

preservation.

Suitable gardens should surround a Zoo, encouraging picnics and visits to the Zoo proper. Canberra lacks at present a picnic ground area, where visitors can spend a day or a few hours. For this purpose, it would be necessary to establish a refreshment unit in the grounds, which could be leased out.

There is a great deal of work to be done in the study of the habits and breeding of Australian wild life. It is only recently that the first comprehensive book on Australian wild life was issued. There is also an urgent need to preserve many specimens of our wild life, and with the encroachment of our growing population into the countryside, it is inevitable that many specimens will become more rare, or even extinct. This has already happened in some cases, notably the striped ant-eater (numbat) of W.A.

It would surely be most appropriate that the national capital of Australia should be the home of an outstanding collection of Australian Wild Life. It might be presumed that this would be that natural function of the National Capital, and a very necessary part of the development of a capital of a national character. The criticism has been levied that much of our development here is not characteristic of Australian life as a whole - that it is artificial, and unlike life anywhere else in Australia. One definite step towards restoration of the balance would be the establishment of this Australian Wild Life Zoo.

THE CHAIRMAN. - The original Canberra plan provided for the establishment of a Zoo?

MR. WAIGHT. - Yes.

THE CHAIRMAN. - Was the area set aside in that plan big enough for the purpose?

MR. WAIGHT. - It is hard to say. You want spaciousness for kangaroos, etc. There HAS been a change from the original site.

THE CHAIRMAN. - The original plan envisaged the

SENATE CANBERRA COMMITTEE.

establishment of a Zoo at Westlake?

MR. WAIGHT. - Yes, but now it is supposed to be built out towards Black Mountain.

THE CHAIRMAN. - What area of land do you think is required for a Zoo?

MR. WAIGHT. - I should say about 30 acres.

THE CHAIRMAN. - As small as that? I was thinking in terms of something much bigger than that.

MR. WAIGHT. - Tropical birds and animals would have to be concentrated, and their cages heated.

THE CHAIRMAN. - Do you contemplate having native wild life in cages or allowing them to run free?

MR. WAIGHT. - About three-quarters of our native wild life do quite well in this climate.

THE CHAIRMAN. - What about kangaroos?

MR. WAIGHT. - The main thing for kangaroos is to have an enclosure with a fence at the front, from where the public can see them, but to run the fence around the back of the grounds, because kangaroos will not breed under conditions where people can go around to the back of their enclosure.

THE CHAIRMAN. - Have you had experience of other Zoos?

MR. WAIGHT. - Yes. I have had quite a deal to do with the Melbourne Zoo. I have spent much of my free time there.

THE CHAIRMAN. - The only satisfactory Zoo that I know of in Australia is at Taronga Park in Sydney.

MR. WAIGHT. - You have a great opportunity to create something like that here under the shoulders of Black Mountain. What counts against the Melbourne Zoo is that it was built on a swamp.

THE CHAIRMAN. - I have the impression that Zoos are not as fashionable as they used to be; many people have revolted against them.

SENATOR HANNAFORD. - The Adelaide Zoo was never better or more popular than it is now.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN. - A number of people take the attitude that, on the score of kindness to animals, you should not keep them in captivity?

MR. WAIGHT. - I think it depends on the conditions under which the animals are kept. You never hear any complaint about the animals at the Taronga Park Zoo, although in Melbourne you hear quite a lot of complaints.

THE CHAIRMAN. - The old-fashioned small cages for tigers, etc., savoured of cruelty.

MR. WAIGHT. - I am against having anything like that here. My idea is to stick wholly and solely to Australian Wild Life, and to get a good collection. The expense would not be so great. If you go in for a general Zoo, you have to think in terms of millions of pounds.

THE CHAIRMAN. - There could be a charge for admission?

MR. WAIGHT. - I do not think any Zoo would pay for itself.

THE CHAIRMAN. - You could get donors also?

MR. WAIGHT. - In Australia, many people living in outback places are only too willing to get specimens for Zoos. But if they have to be imported from overseas a good deal of cost is involved. In a Zoo here you could have monkeys to create amusement for the people and also in connection with research work at the Australian National University. Rhesus monkeys do quite well in this climate. There would be no need for heating to be provided for them.

SENATOR HANNAFORD. - What about in the winter-time?

MR. WAIGHT. - They are all right so long as you keep them away from concrete.

THE CHAIRMAN. - Are there any animals in this country in danger of dying out, which it would be well for us to preserve?

MR. WAIGHT. - Quite a number of them today. Many new Australians shoot anything that walks or crawls. They love shooting. In their own countries they were not allowed to wander around and

shoot indiscriminately as they do here. I have seen them wilfully destroy the echidna. Of course, I know they are a bit of a pest, because they carry ticks. Platypus are shot in the rivers, particularly at flood time.

SENATOR RYAN. - Is the platypus rare now?

MR. WAIGHT. - No, but they become extinct on the advent of population. There is only one way that they can become extinct, and that is by wilful destruction.

THE CHAIRMAN. - I think that there would be general consent as to desirability. The only two factors are priority - many people might think that other things should come first - and cost.

MR. WAIGHT. - The cost should not be very large. My father built the Ballarat Zoo 40 years ago for from £3,000 to £4,000.

THE CHAIRMAN. - Was it run as a private institution?

MR. WAIGHT. - No, it was run by the Benjahn Bequest. It is not a Zoo any longer. They had only a certain amount of money to spend each year, and costs got out of hand.

SENATOR HANNIFORD. - You referred to the first comprehensive book on Australian Wild Life. By whom was it published?

MR. WAIGHT. - I cannot remember the author's name. It came out about seven or eight months ago.

THE CHAIRMAN. - Mr. Throsby Morrison runs the Wild Life Magazine?

MR. WAIGHT. - Yes. I know him quite well. I used to write articles for him when I was in the game.

SENATOR HANNIFORD. - Is the numbat now extinct?

MR. WAIGHT. - It is very rare to see one now. It is like the Tasmanian wolf. It is practically extinct.

SENATOR HANNIFORD. - I believe that a man killed one the year before last?

MR. WAIGHT. - David Clay spent quite a time over there, but could not see any sign of them in the territory where they used to be seen. He was there for six or seven weeks.

SENATE C. MBL. RA COMMITTEE

THE CHAIRMAN.- Would pests and destructive animals be a serious problem if you had a fairly open place?

MR. WAIGHT.- It could not be open, It would have to be surrounded by a fence at least six feet high to keep dogs out. If only one dog barks, kangaroos will stampede. They hit the wire and the whole lot could be lost through one dog barking. That has occurred in my experience.

SENATOR HANNAFORD.- Would the conditions of life be suitable for koalas? Is the eucalypt upon which they feed available here?

MR. WAIGHT.- The eucalypts are not here now and that matter could be given attention immediately. A start could be made with planting the correct type of tree. It would grow here, The main danger with koalas comes from bush fires. If the bush fires miss some of the koalas, they often die after eating the new, young leaves. They derive prussic acid from them and die from inflammation. They may appear to be fat and healthy when they are picked up, but they die.

The witness withdrew.

JOHN LEO MULROONEY, sworn and examined.

THE CHAIRMAN.- What is your occupation?

MR. MULROONEY.- I am a public servant. I am speaking before this Committee on behalf of the Australian National Football League, Canberra. I shall deal first with the sporting side of the matter and then I shall give my views as a citizen. I have lived in Canberra since 1927 and have taken an active interest in the development of the city. Primarily I am here to speak about recreation. In a bureaucratic city like Canberra, it is wrong to give the impression that the people are pawns. We know it is easy to criticise, but it is right and proper that criticism should be expressed if only to make officialdom generally aware that the non-official view has the right to be heard on the people's behalf especially when the people - as in Canberra - have given such

SENATE CANBERRA COMMITTEE

conspicuous service in an honorary capacity. As a sports' administrator, I believe that there has not been much long range planning of recreational facilities in Canberra. Canberra is essentially a city of young people. The majority of those who have moved here with Government activities are of the collegiate type. That should ensure a higher proportion of people who play sport. Therefore, recreation facilities should be on a larger scale than those found in most cities. It is not known whether any extensive research has been made by experts into the recreational requirements of Canberra. Does the Department of the Interior know what is required for the proper provision of recreation in Canberra? If so, is proper provision included in the plan? We want to know whether any research is being undertaken at present. This is important because of the rapid growth of the city in recent years.

Some years ago, it was intimated that a scheme for a national sports oval at Turner was under consideration. A site was selected and representatives of football organisations from all Australian states planted trees on the ground. The Prime Minister planted a tree on behalf of the nation. Recently, it has been rumoured that the whole scheme has been pigeon-holed. We want to know if there is a scheme for a national sports ground and, if so, where is the ground to be located.

If a national sports ground is to be constructed, - and we hope it will be - may I suggest that the planners examine the records of the work done in Rome before the war in the construction of the majestic Mussolini Forum. This national monument contains football fields, athletic and cycling tracks, tennis and handball courts, swimming pools and other recreation facilities set in a beautiful botanical area.

In Canberra, not one oval has a grandstand. More than 20 years ago I discussed with departmental officials the construction of a grandstand. Plans were drawn and proposals were examined, but nothing came of it. Some years later, the matter was raised again but it has been a case of -

Promise, Pause, Prepare, Postpone
And end by letting things alone.

SENATE CANBERRA COMMITTEE

Recently, a football club suggested that it would be willing to build, free of cost to the taxpayers, a brick grandstand at the Manuka Oval, but the offer was not entertained. Ironically, that club is now building a two-storey brick clubroom which, when completed, will be valued at £20,000. That is a community spirit which should be encouraged. Mention has been made to this Committee of subsidies to Canberra sporting organisations. If a few pounds were made available from physical fitness funds, it would be a drop in the ocean compared with the value of voluntary work performed by those administering the various sports. It would not be an exaggeration to say that the value of the work and the time and effort spent by the many hundreds of honorary administrators and sports participants during the past 30 years would exceed the amount spent by the Government in making preparations for the various sporting facilities.

Australian football clubs in Canberra have built clubrooms in their own time and at their own expense. Each of these is valued at not less than £5,000. When they embarked on the work, there was no suggestion that they would be evicted but when they had finished, fitted and furnished the buildings the Department has warned them that the pavilion is to be forfeited. Surely that is not just. Certainly it is not an encouragement to those enthusiastic and sacrificing citizens. The Department will not do anything and when the club does an excellent job, the Department takes the cream and leaves them with the skim milk.

No provision has been made at any ground for the comfort of the patrons or those who provide the entertainment. There is no provision in each suburb for an Australian rules football field. The organisation controlling Australian football in Canberra has made a mammoth contribution to the recreational life of the city and the physical fitness of many inhabitants but from many angles, the attitude of the Department of the Interior could have been more friendly disposed. One outstanding example applies to the schools. It will come as a surprise to learn that in this great freedom loving country, the playing of Australian rules football is forbidden in the Government schools. One headmaster has been particularly unfriendly. In this national capital, the school curriculum instills into the minds of the children that the Four Freedoms is a racehorse and not a right. We betide any boy or any parent who tries to tell that headmaster otherwise.

SENATE CAMBERRA COMMITTEE

Before the war and after the Berlin Olympic Games, the Olympic Association present^{ed} to the Australian Government a hut used at the games which was placed on the Manuka oval. I approached the Department with a view to taking over the shed, dividing it and making it habitable. The Departmental officers said that I could not do that. Eventually, the hut fell to pieces and was carried away. That is the approach of the Department towards football. We presented goal posts to Government schools. In one case, the school authorities cut up the goal posts and turned them into rugby posts. That, of course, is sacrilege.

In every ground, the Department has done something that is contrary to common sense. At the Kingston ground, trees have been planted up against the fence. No motor cars can get in to provide comfort for spectators. There is no grandstand and in the winter, women will not stand in the rain to watch a football match. The Department has grown trees in a most inconvenient place. At Manuka, bleacher seats have been provided, but they have been built right round the ground and no motor cars can get in. If the bleachers were covered, it would be all right, but there is no protection from the weather.

Similar complaints can be made about other grounds. We asked for fences at Northbourne Oval. The fences were built but they were erected inside the pine trees so that there was little or no room for motor cars. That was fifteen years ago or just before the war. I said it was a silly place to put the fence but I was a voice in the wilderness. Now, the fence is being removed and rebuilt on the outside. That dual work could have been avoided.

At Ainslie, they have allowed the Postmaster-General's Department to build a set of transmission wires almost across the ground. It is not on the ground, but it is where any grandstand or other buildings might be erected. When such matters are pointed out to the Department, the reply is always that it is a temporary arrangement like Parliament House, but these obstructions

SENATE CANBERRA COMMITTEE

are very inconvenient to administrators.

SENATOR HANNAFORD.- Who built the pavilion at Manuka?

MR. MULROONEY - The Government, but it has been divided so many times that when the English cricketers came here, there was trepidation in the Department because the building was in such disrepair. The Government has spent a couple of thousand pounds on reconstructing the pavilion, but it is quite inadequate.

SENATOR RYAN.- Are there any amenities at Turnor?

MR. MULROONEY.- No, except a shed which the Turnor people built. There is no grandstand and there are no seats or rather, there are a few seats which the club erected .

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- Has it been only in relation to the furnishing of grounds, and things like that, that you have found that the departments have not done what you wanted them to do?

MR. MULROONEY.- First of all, I think there should be a better perspective outlook. That is to say, this place is growing very rapidly, and what is being done for the future? Is there to be a national sports arena? It is no good waiting fifty years and then deciding to have a cricket ground like that of Sydney or Melbourne.

THE CHAIRMAN.- That is to say, in the plan there should be provision for a sporting ground at such and such a site?

MR. MULROONEY.- Yes.

SENATOR RYAN.- Have you any particular site in mind?

MR. MULROONEY.- We do not mind where it is, so long as it is accessible to the people. We do not want it to be out in the far flung sections of the city. As I said before, it was decided at one time to have a ground at Turner, between the Civic Centre and Black Mountain, which was quite a good place. We were under the impression that they were going ahead with that ground, and we brought people from every State of Australia to plant trees there. Then we learned that they were not going ahead with it. I understand that an excellent proposal was under consideration, but rumour now has it that that plan has been jettisoned. I do not know how true that is. We want to find out what they are doing, and we want to be told about it.

SENATOR BENN.- You have grounds allotted to you at the present time, have you?

MR. MULROONEY.- Yes. We have to share the grounds with the other codes, which is not a very satisfactory arrangement. However, we do not mind any of them using the grounds occasionally. We should prefer to have our own grounds, but here, where the ground is all leasehold and not freehold, it would be very difficult for the Government to pass over entire control of a ground to a particular sport, unless, of course, the supporters of that sport

were prepared to do something. As I have said, there is no grandstand at the ground to which I referred. The club is prepared to spend money to build a grandstand. Naturally, if they are going to spend £20,000 or £30,000 they want some security of tenure.

THE CHAIRMAN.- What was the reason for the objection to that?

MR. MULROONEY.- I think they objected on the ground that if they handed it over to a particular activity, when they wanted it themselves they might find it difficult to get it back from the lease-holder.

THE CHAIRMAN.- Would you care to offer an opinion as to whether leasehold or freehold is the better?

MR. MULROONEY.- As a citizen, and as an Australian, I am definitely in favour of leasehold. I think the unearned increment should remain with the nation, and I commend our forefathers for the excellent job they did in having that established.

THE CHAIRMAN.- Do you not think you could have a body of trustees who could run the ground and take full responsibility for it?

MR. MULROONEY.- That is an excellent idea. I think it would be quite feasible. The football people like to train on at least two nights a week, but it is not possible for the Rugby and Australian Rules codes to train on the same night. The Government says "You have to train on the one night."

THE CHAIRMAN.- That is the sort of thing that could be obviated if the ground could be handed over to trustees. How many grounds would you need? You would need a ground for each football code, would you not?

MR. MULROONEY.- You want a football ground in every suburb. I think we would want at least nine grounds in the city.

THE CHAIRMAN.- Football and cricket players could use the same ground?

MR. MULROONEY.- Yes. I would be in favour of multi-use of the grounds, although I believe that the Superintendent of Parks and

SENATE CANBERRA COMMITTEE

Gardens feels that the grass is affected if too much use is made of the grounds. That seems to me to be exaggerated, because in Melbourne, clubs play every night on the grounds.

SENATOR HANNAFORD.- They become real old bog-holes, though.

MR. MULROONEY.- Yes, they do, under bad conditions.

THE CHAIRMAN.- Is tennis played on government courts here?

MR. MULROONEY.- Yes, there are courts leased from the Department. Tennis is a very popular game.

THE CHAIRMAN.- Manuka is the main sporting oval, is it not?

MR. MULROONEY.- Yes.

THE CHAIRMAN.- Perhaps that is what makes Manuka a little more lively than some other parts of the city?

MR. MULROONEY.- Yes, that is true, but Manuka is much more accessible than most other parts of Canberra. That is a big thing in sport. People will not travel long distances to follow sport.

SENATOR RYAN.- Do you use the school-grounds?

MR. MULROONEY.- No, we are not allowed to do that. They are sacrosanct. We get over the difficulty of using the school-grounds by playing the boys on Saturday mornings. We have about six different grades, including "atoms", "midgets", and so on. The men managing those grades are doing a great thing in providing physical training for these children.

SENATOR RYAN.- I believe there are no amenities, such as changing rooms and that sort of thing, at Northbourne oval?

MR. MULROONEY.- That is so.

SENATOR HANNAFORD.- Would you say that the grounds you have are fairly well-placed?

MR. MULROONEY.- Yes.

SENATOR HANNAFORD.- I do not suppose that attendances are sufficiently large to give your clubs sufficient financial ability to stand on their own feet and provide amenities for themselves?

MR. MULROONEY.- They do that. I have already pointed out that four of the clubs have their own club rooms which they built at their own expense and in their own time. They raised the money

SENATE CANBERRA COMMITTEE

by various means. Last year or the year before, one club raised something like £10,000 in the year.

SENATOR HANNAFORD.- Over and above that you claim that the Department of the Interior should provide decent amenities, such as pavilions, on the various grounds?

MR. MULROONEY.- Yes. We cannot provide toilets, for instance. The amenities are not good, generally speaking.

SENATOR HANNAFORD.- Do you charge for admission to football matches?

MR. MULROONEY.- Yes.

SENATOR HANNAFORD.- Matches are played competitively in the various parts of the city?

MR. MULROONEY.- Yes, every Saturday. We have six teams in the first grade and six in the second, and there are two games on each ground every Saturday.

SENATOR HANNAFORD.- The clubs would derive fairly substantial revenue from that?

MR. MULROONEY.- We derive some revenue from it, but it is not very great.

SENATOR RYAN.- What is the feeling between the administrators of the national game here and the Department of the Interior?

MR. MULROONEY.- We have to accept what they say. We have to compromise, because if the Rugby League and the Rugby Union people want the grounds, there must be some give and take. Of course, the departmental people are quite nice people.

SENATOR RYAN.- Your main objective now is to secure a national sports arena?

MR. MULROONEY.- Yes, on behalf of the recreational requirements of the city. We want it for everybody - to cater for every sport.

I shall now go on to the next part of my statement. Economists take into consideration a third type of economy which is not covered by primary production and secondary production. It is called "tertiary" production. This category covers the whole field of finance, amusement, recreational and travel facilities, the

professions, the public service, the Parliament and the politician all fall within the ambit of tertiary production. Surely there can be no better example than that supplied by the city of Canberra. Further, economists have established that as a country's standard of living increases, its people will wish to spend a growing proportion of their incomes on services of all kinds and a correspondingly smaller proportion on food and clothing and manufactured articles in general. What the economists have in mind are the newer types of consumer demand, especially personal services such as shopping and hotel services, facilities for recreation, amusement, sport and holidays, and centres for greater cultural activities in music, art and science. As the standard of living rises, the need for the employment of more and more people in the tertiary industries increases. The added application of science and mechanisation to primary and secondary production, and the growth in output per person, will normally release labour for employment in the tertiary field.

MR. MULROONEY (Speaking) - The war was responsible for advancing Australia industrially by fifty years. In the census preceding the war manufacturing took 20% of the total labour force. Today, it is taking 30%. The numbers of people engaged in primary production fell from 25% to 15% over the same period. But in the tertiary field the position has remained stationary - around 55% of total employment.

The U.S.A. has the highest standard of living in the world and leads every other country in the provision of high quality services.- shopping facilities, super-markets, same day laundry and dry cleaning services, outstandingly attractive restaurants and hotels, and above all the unrivalled facilities for recreation and amusement. Even Americans of moderate incomes have their homes complete with refrigerators, washing machines, washing-up devices, cookers that time themselves and ring a bell when the joint is done, radios that wake you up with a cup of coffee, etc. The ice-man no longer cometh, but the oil man does, pumping fuel oil from his lorry into the enormous basement tanks that provide central heating for the millions of householders. What a welcome visitor would the oil man be in Canberra at this time of the year if we had central heating.

The Dean of the Faculty of Commerce at Birmingham University, Professor Walker, who lived with his family for some time in the U.S.A. has written glowingly of the super-markets: "An English wife is enraptured by the ease of shopping. The week's supplies could be bought in half an hour. All the foods are wrapped in cellophane, set out on shelves or in refrigerator cabinets and deep freezers, to be picked out by the customer and handled freely without offence. My wife, now we are home, comes back from a shopping expedition frantic with frustration at having to try so many places for what she wants and appalled at the cost of manpower on both sides of the counter. It was my wife's impression that American efficiency has contributed heavily to that ease of house-keeping which so delights a wife in the U.S.A."

SENATE CANBERRA COMMITTEE.

The Canberra housekeeper is long-suffering. She has to walk long distances to do her shopping. And then what frustration! In this and many other directions the avenues for future development in Canberra are many, but in the thirty years of Canberra's existence conditions have not been made attractive, either for the public - particularly the house-wife - or for the investor. The standard of living in Canberra is higher than in any other Australian city. In Canberra it can be said that, although the cost of living is high, on a per capita basis more money is paid in salaries and wages every fortnight than in any other Australian city. But officialdom seems to be adverse to the National Capital "stepping out". It is fearful lest it should be extravagantly progressive. It is not my desire to be unnecessarily critical, but I feel that bureaucracy has failed the tertiary producers.

I feel it would be impossible to detail the many ways in which community services fall short in our National Capital. Here are some:-

Shopping facilities are lagging badly and have shown no improvement in twenty years;

Office accommodation and "amenities" are sub-standard;

From a cultural point of view there is no large auditorium - National Gallery, and there is no place where theatrical entertainment such as ballet and opera could be adequately staged;

The railway station and the small building at the airport are not befitting the National Capital, and the rail service is behind the times.

Employment prospects for girls and boys leaving school are restricted.

Absence of schools. It is true the private schools are endeavouring to cope with the situation, but the authorities have failed to cater for the large number of school children;

The city bus transport is inadequate;

There are only five hotels, and these cannot meet the demand for accommodation and other services;

SENATE CANBERRA COMMITTEE.

At the hotels and the Government controlled hostels there are a few garages, but motor cars worth more than £500,000 have to be left outside in the streets, wholly unprotected, and subjected to the severity of Canberra's winter, when the temperature is 8 or 9 degrees below freezing point.

Some people say that large scale industries should be encouraged in the city environment. With that point I am not altogether in agreement. A capital city is important as the centre of ^{the} country's law-making, and the home of its national institutions, but is more than a city and a seat of government. It is the symbol of a country's strength and unity, the spiritual home of its nationhood and the face it shows to the world. A capital must possess those attributes of beauty, dignity and welcome which are the hallmarks of its functions.

One of the beautiful cities of Europe is Madrid. In many respects it is similar to Canberra. It is far removed from the coast. Its altitude is 2,000 feet, situated on an undulating plateau bounded on the north by the Sierra which rise to 7,000 ft. The River Manzanares is spanned by six bridges, It is not bigger than the Molonglo. It was ridiculed by Cervantes as "a rivulet with the reputation of a river". It has a healthy, severe climate. The reason for its selection was purely political. It has no commercial development, but it has great cultural and intellectual activity. Without having any great commercial activity, Madrid, owing to its central position and political importance, has become the national headquarters of the banks, railways, insurance companies and financial institutions and many national bodies. Its population exceeds one million. It has many beautiful tree-lined boulevards. At one end of the city is the artistically planned University City. At the other end, but not far from the centre of the city, is a beautiful park named El Retiro. It is as extensive as Albert Park or

Centennial Park, and in the centre is a large lake used principally by children for rowing boats. El Retiro is studded with magnificent statues and thousands of trees, the most graceful of all being our Australian gum trees. The Canberra Lake Scheme could be developed along these lines.

It is interesting to recall what Mr. McKenzie King said of Ottawa in 1928:-

"We may not have the largest, wealthiest, or the most cosmopolitan capital in the world, but I believe that with Ottawa's natural and picturesque setting, given stately proportions and a little careful planning, we can have the most beautiful capital in the world. I want you to view not only with sympathy but with enthusiasm a project which everyone will recognise as beyond any consideration of party, that has for its object solely and wholly the development and beautification of Ottawa as the capital of this great Dominion, something that will give some expression of all that is highest in the idealism of this great nation, and something which those from beyond our gates and those who follow in future years will come to recognise as an expression, in some degree, of the soul of the Canada of today".

Ottawa's population in 1810 was 150, and 50 years later it was 27,000. Canberra's growth has been greater than that of Ottawa.

We want some national figure to breathe in to our national capital the spirit of McKenzie King. However, I doubt very much whether the majority of the people of Australia are interested in the capital city of their native land. I thought that, as Canberra grew, the people of Australia would be more conscious of the significance of Canberra, but I now doubt it. With the passing of the years, the people of this country have gone back to advocate state rights. Foolishly I thought the

SENATE CANBERRA COMMITTEE.

country would one day favour unification, but I am convinced now that the people of, say, Western Australia would not tolerate being governed from Canberra. The transfer of more public servants from Melbourne and Sydney to Canberra will not improve matters. Their transfer will not please them and once again we shall witness the resurrection of such terms as "Bush capital" and "The largest electrical country in the world".

On the subject of the form of administration, I feel that the Advisory Council has not served any useful purpose. The Legislative Council which has been suggested for A.C.T. law-making is the same pack of cards as the Advisory Council, only shuffled in a more artful manner. The Federal Capital Commission left too many "skeletons in the cupboard". I favour the appointment of a dictator - one who would not be subject to ministerial direction. And for such an appointment there would be no need to go outside Australia. At the present time it is difficult to ascertain where the responsibility lies - that is whether a "job" is the responsibility of the Department of the Interior or the Department of Works. A three-man Commission virtually ends in the Chairman being a dictator.

SENATE COMMITTEE.

THE CHAIRMAN. - We have heard various opinions as to the best way to control Canberra. Do you think it would be better to concentrate control in one department, rather than in two or three departments?

MR. MULROONEY. - Yes, very definitely.

THE CHAIRMAN. - Would you prefer the control to be vested in one man rather than in a government department?

MR. MULROONEY. - Yes.

THE CHAIRMAN. - He would have to be responsible to Parliament?

MR. MULROONEY. - Yes, definitely. If he were not subject to ministerial control there could be greater flexibility.

THE CHAIRMAN. - You suggest something like the control exercised by Sir John Butters?

MR. MULROONEY. - Although there were three Commissioners, Sir John Butters became a dictator.

THE CHAIRMAN. - Was his administration successful?

MR. MULROONEY. - The Commission did a number of things that were not right.

THE CHAIRMAN. - Did they get effective work done?

MR. MULROONEY. - Yes. They sowed the seed, but they made many mistakes. When I came to Canberra in 1927 the Commission was about to make a road in front of West Block. It involved shifting a hill. Later, they decided to put the hill back again. In another instance, the Commission invited tenders for the removal of garbage from hostels to a piggery. The successful tenderer was summonsed by another section of the Commission because he did not have a license to run a piggery. Another instance of bad management was the placing of poor foundations in the administrative building. They had to be taken out later.

SENATOR HANNAFORD. - Was the original work done by private contractor?

MR. MULROONEY. - Yes.

THE CHAIRMAN. - What do you suggest as a means of

SENATE CANBERRA COMMITTEE.

providing a greater variety of employment to young people leaving school?

MR. MULROONEY. - That is one of the difficulties of life in Canberra. More opportunities for employment than those now offering in the Public Service must be provided.

THE CHAIRMAN. - Do you not think that with the growth of Canberra's population business people would come here of their own accord?

MR. MULROONEY. - Something seems to be retarding the development of Canberra. For instance, when a grocer applies for a license to sell liquor the police inspector opposes the granting of a license.

THE CHAIRMAN. - Is it not possible to buy liquor in single bottles in Canberra?

MR. MULROONEY. - Liquor can be bought in single bottles, but more grocers' licenses are required. I say that although I am a teetotaler.

(Continued on page 1423)

SENATOR BENN - What was the result?
SENATOR BENN - What was the result?

MR. MULROONEY.- The magistrate overruled him.
But officialdom comes in and says "No, you must not do that".

SENATOR BENN.- It sound reasonable to oppose that.

MR. MULROONEY.- I could name others who are not
so fortunately placed, in that the police inspector opposes them.

THE CHAIRMAN.- We were referring to the proposal
to transfer additional public servants to Canberra. Do not you
think every departmental head office should be here?

MR. MULROONEY.- Yes, I quite agree with that.

SENATOR HANNAFORD.- I think you adopted an unreasonable
attitude in relation to the progress of Canberra. Do not you
consider that you were hypercritical of the progress that
has been made here in a relative^{ly}/short period of time?
You mention^{ed} the development of Ottawa and other places. Would
not you be generous enough to concede that Canberra has made
reasonable progress during the period of time that it has been
in existence?

MR. MULROONEY.- Yes, but there is room for improvement.

SENATOR HANNAFORD .- Do you think that Canberra is
developing along the right lines?

MR. MULROONEY.- Yes, they are on the right road,
but, as I have said, much remains to be done. In my opinion,
the housewives suffer the most. The public servants go away
to their duties every day, but the womenfolk have the problem
in front of them. They should be helped, if at all possible.
I do not want it to be thought that I am intensely critical
of the progress that has been made in this city. I am only
pointing out that there are deficiencies. I am trying to be
constructively critical rather than destructively opposed to
what is being done.

SENATOR HANNAFORD.- My impression was that you
considered that, compared with American standards, we were
not getting along fast enough.

MR. MULROONEY.- I should say that I never expected
to see a population of 25,000 people in Canberra.

SENATE CANBERRA COMMITTEE

SENATOR HANNAFORD.- You have referred to the Canberra airport. Surely you consider that it is adequate for present requirements?

MR. MULROONEY.- I regret to say that I must disagree with you in that regard. I have been there on occasions when it was impossible to move about.

SENATOR BENN.- I agree with that.

THE CHAIRMAN.- Are you referring to the runways?

SENATOR HANNAFORD.- I agree that, on occasions, the facilities are not quite adequate.

MR. MULROONEY.- I should say regularly. If you go out to catch the 5.45 p.m. plane to Melbourne, or the 5.20 p.m. to Sydney, those two planes come in together and probably the A.N.A. plane is held up and all of the waiting passengers are forced to congregate in a small room. If it is raining, conditions are very uncomfortable. I do not suggest that a palatial building should be provided, but at least there should be provided facilities better than exist at present.

SENATOR HANNAFORD.- Usually, improvements are effected when it is realised that a facility is no longer adequate.

MR. MULROONEY.- There is another aspect of the matter with which I do not agree. Ansett has been applying for permission to come into Canberra but some departmental officer has said "No, you cannot come into Canberra". I consider that Ansett should be encouraged to come into Canberra. This is an instance in support of my statement that the city is lagging. Again, the railway station is inadequate, and the train service is diabolical.

THE CHAIRMAN.- Surely you are not referring to the new diesel air-conditioned train?

MR. MULROONEY.- That only runs between Sydney and Canberra. Many people come to Canberra from places in the other States. In any case, the new train has only been running a week.

THE CHAIRMAN.- I have travelled by it twice, and on both occasions found it very good.

SENATE CANBERRA COMMITTEE

MR. MULROONEY.- It is a happy augury for the future when the N.S.W. Railways Department provides a good train, because they are the worst railways in Australia.

SENATOR HANNAFORD.- It is an instance of what I said a moment ago, that improvements are effected when circumstances demand.

MR. MULROONEY.- That is so, but it has taken over thirty years for the new train to come along. The Department operates like the Mills of the Good Lord.

SENATOR HANNAFORD.- Surely you do not suggest that a train like that should have been provided thirty years ago to serve this city? Would it have been necessary then?

MR. MULROONEY.- As a matter of fact, before the war we had a diesel train service as good as the one that is operating today, but it continually broke down. I suppose the manufacture of diesel engines was not as highly specialised then as it is today. Of course, Sydney is only 200 miles away. I am concerned about the people who come here from longer distances than that, such as the people from Melbourne. It is a very tiring journey to Canberra from Melbourne.

THE CHAIRMAN.- It is all right as far as Albury.

MR. MULROONEY.- The Spirit of Progress is quite a good train, but it is becoming out of date. Instead of continuing at the hansom cab rate, we should get along at the aeroplane rate. I should not like the Committee to think that I am destructively opposed to progress. I am in favour of progress, but hand in hand with progress the Government should provide the people with facilities.

SENATOR HANNAFORD.- You have criticised the Canberra bus service. After all, it is in the power of the Canberra people to point out to the authorities that the service is inadequate. The service is provided for the people of Canberra themselves. It is not a national responsibility to run a Canberra bus service. The people of this city could pay more for additional service, or remedy the situation in another way?

SENATE CANBERRA COMMITTEE

MR. MULROONEY.- I can answer that question quite simply. The people of Canberra have no say at all as to what they might wish in regard to the bus service .

THE CHAIRMAN.- Do you want a dictator?

MR. MULROONEY.- Even a dictator would possess the milk of human kindness. With respect, I point out that the politicians come and go. They do not see the difficulties with which the people of Canberra have to put up. Last year, as Mr. Bullock, the Secretary of the Committee, would recall, the bus service that runs at the back of Parliament House used to go down past the front of the Hotel Kurrajong and then amongst the houses in Barton. Because it went 100 yards or 200 yards off National Circuit, some bright person in the Department of the Interior came to the conclusion that the bus was running a little bit out of its way to serve the people. So now the bus runs straight past the Hotel Kurrajong and the Hotel Wellington, without going near any houses. Before, it used to serve the people now it serves nobody. This is typical of the difficulties with which the people of Canberra have to contend.

SENATOR BENN.- They have no say in it?

MR. MULROONEY.- No.

SENATOR BENN.- Actually, they have no say in where they shall live?

MR. MULROONEY.- No, not in this city. That is one of the difficulties that I have pointed out.

THE CHAIRMAN.- That is only because of the shortage of houses. The Government does not say to people that they must live in such a such a place?

MR. MULROONEY.- You have to go where the Department of the Interior tells you to go. If you do not like the house, you have to put up with it. That point was made by the Public Service Clerical Association when they appeared before the Committee.

The witness withdrew.

The Committee adjourned.

SENATE CANBERRA COMMITTEE

SELECT SELECT COMMITTEE OF THE PARLIAMANT AND DIVISION OF
OF CANBERRA.

MINUTES OF EVIDENCE

Taken at Canberra

WEDNESDAY, 18th MAY, 1955.

PRESENT:

The Chair an	(Senator McCallum)
Senator Benn	Senator Ryan
Senator Hannaford	Senator Tangney

KEVIN JAMES MULHERIN,- Public Servant, President of the A.C.T. Progress and Welfare Council, sworn and examined:-

THE CHAIRMAN.- I understand that you have prepared a statement. If you would be good enough to read it now we shall ask you some questions about the points raised.

MR. MULHERIN.- I shall deal first with the administration of the A.C.T. Although the Council endorses the recent recommendation of the A.C.T. Advisory Council, it is very reluctant to suggest that the Minister for the Interior should make an early decision in this matter which is a most important step in the future development of the A.C.T. With the setting up of some form of local administration, the A.C.T. Progress and Welfare Council considers that the centralization of administrative functions would create unified administration, allow for a long-term plan of development, and help to break down the present general feeling of frustration among citizens of Canberra, which has been accentuated by the attitude of Parliament and the administration in not allowing them the smallest responsibility in the management of their own domestic affairs.

We are also concerned about the bus service in Canberra. So far as my Council is aware the present minimum adult fare of sixpence

is necessitated by the every increasing financial loss associated with the service. It is unrealistic to expect that the residents of Canberra should be happy to have the privilege of paying excessive fares when the city has been planned to have such vast areas of "no-income miles" for buses to traverse. The Council considers that the introduction of broken shifts, one-man buses, and feeder bus services would help considerably to reduce the present annual deficit.

Under the heading "Park Lands and Amenities" I shall refer first to theatre sites. We consider that provision should be made in the plan for theatres to be erected in O'Connor, Narrabundah and Yarralumla, and that the sites should be offered for sale by public auction. We understand that provision has been made for two additional theatres, one each at Manuka and Civic Centre, but we think that people in other suburbs should have these facilities provided nearer to their homes. We also are of the opinion that work should be commenced as soon as possible on the proposed City Hall. No action has yet been taken to erect the hall. Something should be done, because the Albert Hall is inadequate to meet the city's needs for entertainment and cultural gatherings. Provision should also be made to erect public halls in outlying areas.

We are concerned also with the provision of additional areas to be set aside as park lands. At present the only fully organised area available for the family unit is situated on the banks of the Cotter River. As the reserve is about twelve miles from the city it can hardly be considered to be a convenient location. The Council strongly recommends the provision of park areas in the more densely populated parts so that mothers with young children could spend some of their leisure time, if any, there. One area which the people generally thought was a permanent reserve is Solander Place, Yarralumla, but it was recently divided up for housing by the Department of the Interior, even after strong representations had been made for its retention as a playing area. Tenders for the erection of 12 houses in Solander Place closed on the 10th May. It is the only area available for children in the vicinity. The

A.2 1428 K.J. MULHERIN

SENATE CAMBERLIA COLLEGE

present plan provides for the erection of about 350 houses in this area, and as most of them will be occupied by young couples with children, playing areas should be provided for them. If the recommendation of the Public Works Committee is approved by Parliament, and the Westlake is re-introduced into the plan, a further proposed park land will be lost to Canberra. The area in question is situated in Yarralumla, in close proximity to Government House, and is known as Westbourne Woods. The area was to be reserved for botanical and zoological gardens, but if the Westlake scheme is proceeded with it will be used as a golf links.

SENATE CANBERRA COMMITTEE.

That is a vast area and I consider that if the west lake plan is proceeded with and the Canberra Golf Links is moved to Westbourne Woods, provision could still be made for smaller parklands and, perhaps, a zoological garden.

There are still streets in Canberra in which lighting has not been provided. Residents have occupied houses in some of these streets for periods up to five years.

Residents and visitors who have not their own means of transport are compelled, in certain circumstances, to use the hire car service. The charge for this service is 2s 6d per mile, that is, 1s 3d per mile from the point of hire and return. I understand that the Minister for the Interior has now made provision for taxicabs to operate in Canberra. My Council considers that as the use of taxicabs is an experiment and the cab proprietors are entitled to a living, it might be desirable to commence the service with a charge of 1s flag fall and 1s 6d a mile.

So far as parking facilities are concerned, the most neglected shopping centre is the one at Yarralumla. The shops at Yarralumla provide most of the commodities that housewives require from day to day and there is usually traffic congestion there. There is a "nature strip" opposite the shopping centre which could be used to park a number of cars with angle parking.

It has been brought to the notice of the Council by various bodies that garbage contractors are carting garbage without properly covered waggons. As a result, a lot of garbage spills on to the roadway. I think that some amendment should be made to the relevant ordinance in order to compel garbage contractors to make proper provision for the cartage of garbage. The ordinances provide that the householders shall have garbage containers of a certain standard.

Provision has been made for a shopping centre in the North O'Connor-Lynehan area and this should be proceeded with immediately. The people who live in this area are largely

SENATE CANBERRA COMMITTEE.

young married couples with children. In order to do their shopping they are compelled to wait for a rather poor bus service or hike up to one and a half miles to the nearest shop. A balanced plan of development would enable this area to become a unit rather than a group of 600 or 700 houses and nothing else.

The scheme which was recently outlined by the Minister for the Interior for the purchase of houses has not brought home purchase within the reach of the average resident. Whilst the deposit required is fairly reasonable, the maximum loan available, £2,750, is too low. Very few homes that have been built in the last 10 years are available for purchase for less than £3,750. My Council considers that had the Department of the Interior considered the overhead costs which are connected with house-building projects in the same way as they have considered the re-adjustment of rents it could have devised a more reasonable scheme. Such a scheme would have a good psychological effect on young people who complain about having to pay rents of up to £4.10s a week. If these young people were buying their house they would feel much better towards the few highly paid public servants who occupy the older homes. The increase in the rents of the older houses will have a bad effect on the financial position of many older people who are dependent on pensions or superannuation for their income. It would also adversely affect a few people who receive a small wage because they are doing unskilled jobs.

From time to time, the nominated members of the A.C.T. Advisory Council do not give a fair and reasonable account of the views of the department that they represent on subjects which have been considered by the department. In the main, they give evasive answers to questions, not co-operative answers. My Council considers that that is not a desirable attitude because the elected representatives of the Advisory Council are trying

SENATE CANBERRA COMMITTEE.

to do a job for the residents of the Territory. On social and cultural matters, we do not consider that the nominated members should have a vote. We consider that they adopt a personal viewpoint or a departmental attitude and, in either case, the Advisory Council is prevented from giving expression to the wish of the people.

I understand that the local ordinances do not contain any provision for the abolition of the road tax on consumer goods which come into the Territory. It may be argued that, now that price-fixing has ceased, retailers or wholesalers may reap a benefit from this position. But there may be at least one or two retailers in Canberra who would be prepared to pass the benefit on to the consumer and, in that way, force other retailers to do the same.

The Commonwealth Statisticians retail index figures show that the people of Canberra are now worse off than they were in 1927 when a special living allowance was provided for employees in Canberra. It costs from £2 to £4 a week more to live in Canberra than it costs to live in Sydney.

Immediate action should be taken to invite softgoods manufacturers to establish plants in the Territory. At present, children whose parents are unable to give them a complete education are forced into unskilled jobs in the Public Service which have no future. If the Department of the Interior would compel persons who have leased industrial sites to proceed with the establishment of their industries, this position would be rectified. It would be desirable for bigger industries to be established outside the city area but as near as possible to the rail head.

SENATE CANBERRA COMMITTEE.

There is also the question of hotel trading hours. The council considers that the administration in Canberra should have been the forerunner in the move for later closing hours; but, as the Minister has seen fit up till now not to make a decision on late closing hours, we think he should be reminded that, before he does make any firm decision, hotel proprietors should be required to provide certain facilities such as some form of snack bar with proper seating accommodation, and waiters. People should not be served with liquor while standing at the bar. We should have some sort of civilised approach to the question. From what we have heard, it seems that hotelkeepers are quite anxiously awaiting the introduction of 10 p.m. closing, but I imagine that would be strictly from a monetary viewpoint. I do not think their desire is wholly to assist the man who wants a drink after 6.30 p.m.

I wish to raise a point also in relation to the size of homes. It seems that there are not sufficient houses to cope with people who have four or five, or sometimes seven or eight, kiddies. Such homes would be mainly in the three bedroom category and we think that, perhaps, more emphasis could be placed on the provision of larger houses for the larger families. I refer also to the question of the sale of semi-detached single storey houses. As far as I have been able to ascertain, there is no unsurmountable legal difficulty associated with the sale of such homes. People are virtually forced into a home when they come here. If that home happens to be a semi-detached place, and if at some stage the occupant wishes to buy it, either the department should give him an alternative place immediately, or he should be allowed to purchase the home in which he resides.

THE CHAIRMAN - Is the body that you represent a federation? You represent, not one progress association, but a number of them?

MR. MULHERIN - Yes. At present, there are only four associations. There have been as many as nine.

THE CHAIRMAN - Were they in the suburbs?

SENATE CANBERRA COMMITTEE.

MR. MULHERIN - Yes. At present, there are associations at Turner, Yarralumla, Duntroon and O'Connor. There are other progress associations in outlying districts. There is one at Jervis Bay, one at Uriarra, one at Gyshwick. We make representations on their behalf. As they are so far removed from the centre of activity, they cannot be represented otherwise.

THE CHAIRMAN - You seem to be a little uncertain about the form of local government that you want, and when you want it.

MR. MULHERIN - All we want is something with some executive powers.

THE CHAIRMAN - Do you want to take executive power away from the Minister?

MR. MULHERIN - Yes.

THE CHAIRMAN - Would that body be elected by local people?

MR. MULHERIN - Yes, it would be fully elected.

THE CHAIRMAN - I am afraid that would be quite out of the question unless you could divide the powers. It is impossible for the Australian Capital Territory to surrender its government to a local body. It represents all the people of Australia.

MR. MULHERIN - That is right, but I imagine the same position obtains in Washington.

THE CHAIRMAN - Washington has a form of local government, but that governing body is not responsible to the citizens of Washington. Washington has tried many forms, but at the end of 150 years, they are still uncertain. We have been told by the former Usher of the Black Rod, who has just returned from overseas, that a private bill was before Congress when he was there, but he did not know whether it would be passed. This matter is one of the hardest to come to any conclusion about, and we have not had much direct advice from citizens. Do you want a municipal government that would be similar in form to a town council or city council, and which would control lighting and transport, and things like that?

MR. MULHERIN - We consider that a body on a municipal level

SENATE CANBERRA COMMITTEE.

would be a step in the right direction. .

THE CHAIRMAN - What powers would you give it?

MR. MULHERIN - We would give it every power connected with domestic affairs.

THE CHAIRMAN - I have asked many witnesses questions in relation to this matter, but we have not received from them any definite opinion about where the line should be drawn. For example, the Town Council of Goulburn - I think I am right in saying this - would control the roads, the water supply, sewerage, and street lighting. It would also make all kinds of ordinances for local government, and have certain powers to join with another town or district or shire to establish an ad hoc body to be called a county council, and things like that. As you have stated in your evidence, the city is designed in such a way that it presents some inconveniences to you.

MR. MULHERIN - There are two levels of government. There is the purely domestic level, which affects the people of Canberra as the people of Canberra and not as people of Australia, and there is the other aspect of the matter which affects the people of Australia.

THE CHAIRMAN - But neither you nor anybody else has given us a clear dividing line.

MR. MULHERIN - I think it could be reached only by a series of eliminations.

THE CHAIRMAN - Would you give such a body a little power at the beginning, or would you give it a lot of power, which could be gradually taken away?

MR. MULHERIN - We concede that we have started in the wrong way. We have a Minister in charge, and it is only natural that a Minister, or any one man who has the power that a Minister has, will do something that makes somebody unhappy.

THE CHAIRMAN - I do not think that that helps us very much. Let us get down to concrete matters. A proposal has been made for the provision of three central basins and a west lake. Who should determine that matter - the Australian Government or the local people?

SENATE CANBERRA COMMITTEE.

MR. MULHERIN - The Government.

THE CHAIRMAN - That means that the expenditure is the responsibility of the Government, and I am afraid that the administration must remain under its control. What about the big park areas that are part of the scheme for beautification and such places that will be used by approximately half a million visitors a year? Who should control those?

MR. MULHERIN - The Government.

THE CHAIRMAN - What about the little local playing areas and the sporting areas?

MR. MULHERIN - They should be controlled by the local controlling authority.

THE CHAIRMAN - Now you are helping us. I have not been able to obtain from former witnesses any clear opinion on those matters. I think that it would be necessary to lay down that certain things should be paid for by the local people and that certain other things should be the responsibility of the Government. One very important witness told us that he did not want municipal government at all because all of the municipal services were being provided very well by the existing body, and that to take away such control would mean taking it away from a highly competent body comprised of efficient people and giving it possibly to a smaller body that would not do it as well.

MR. MULHERIN - Did he assume that the smaller body would not have any money?

THE CHAIRMAN - No.

MR. MULHERIN - If that body were to have a grant -

THE CHAIRMAN - It would have a grant, but the determining of it is the difficult thing.

MR. MULHERIN - I should think that any of the experts who are now in the various departments could be co-opted by this body.

THE CHAIRMAN - Do you mean they could perform both services? Without giving up their position in a central department where they

SENATE CANBERRA COMMITTEE

have other duties to perform, they could give a certain amount of time to the local body?

MR. MULHERIN - Yes. I should say that, in the main, the officers who are concerned with Canberra are concerned with Canberra only.

THE CHAIRMAN - I formed quite a different impression from the evidence of another witness. You would prefer an elected municipal body, all the members of which should be elected by the people of Canberra?

MR. MULHERIN - Yes.

THE CHAIRMAN - Have you thought whether it would not be better to have more than one such body? As this is a fairly big area, do you think it would be better to divide it, not necessarily into the existing suburbs, but into certain areas with their own municipal councils?

MR. MULHERIN - I do not think that, while we have the one central city area, that would be practicable.

THE CHAIRMAN - My opinion of Sydney is that some of the comparatively small local municipal areas are very good, and that to get rid of them and install one huge city council may be very attractive in theory but might not work in practice nearly as well.

MR. MULHERIN - Let us take, as an example, Tamworth or Wagga or Albury.

THE CHAIRMAN - Canberra is different from Wagga. Do you think there is any difference between the community interests of the people north of the Molonglo and the community interests of those who are south of it?

MR. MULHERIN - In the main, yes, because the area to the north of the river is much more densely populated.

THE CHAIRMAN - You do not agree with the proposal that was advanced by one witness that we should not have any municipal governments, but that we should have a legislative council to deal with matters on the State level?

MR. MULHERIN - I should say that that has its merits. My point

SENATE CANBERRA COMMITTEE

is that any approach to the question must be slow, and that it must be on a scale where mistakes may be rectified.

THE CHAIRMAN - You suggest the setting up of some kind of temporary administration for a period of, say, three years, with the idea of replacing it at the end of that period?

MR. MULHERIN - Yes. When we made a submission to the Advisory Council when it commenced to examine this matter approximately two years ago, we felt that the initial step should be the appointment of an administrator who was a local man, who had the place at heart, and who had experience in different phases of administration in Canberra. Then there could be a body elected on a ward system, of which the local member in the House of Representatives could be a member, and it could advise the administrator, who would have some direct connection with the Parliament. That would be the starting point, and, as time went by, he could recommend to the Government any variations that should be made.

THE CHAIRMAN - I do not think you will have much need to convince us about the value of parks. Do you think that certain parks should be set aside, dedicated, and not allowed to be used for any other purposes unless such provision was made in an act of Parliament?

MR. MULHERIN - Yes.

SENATE CANBERRA COMMITTEE

SENATOR RYAN.- In all suburbs?

MR. MULHERIN.- Yes. You will find it hard to select suitable places in a lot of suburbs. It is not much use having the park some distance from the people whom it is to serve.

THE CHAIRMAN.- Playgrounds as well as parks are wanted.

MR. MULHERIN.- Yes. I spoke of playgrounds.

SENATOR HANNAFORD.- You mentioned Solander Place.

MR. MULHERIN.- Yes.

THE CHAIRMAN.- Most members of the Committee have read the report of the Public Works Committee. It has not come before us officially yet, but we shall consider it very carefully. You have put your finger on a very great lack when you mention the lack of a taxi service. How far that is due to the Government and how far it is due to the fact that no one is interested enough to provide such a service, I do not know, but we must consider methods of providing a taxi service. Taxis should be available.

MR. MULHERIN.- Provision for them has recently been made, but there has been no stipulation about it.

THE CHAIRMAN.- At the moment private hire car services provide the only available service.

SENATOR HANNAFORD.- I do not think that applies now.

MR. MULHERIN.- It does.

THE CHAIRMAN.- The last time that I arrived in Canberra I rang a hire car service for a car and paid the double fare. There was nowhere where I could get a taxi.

MR. MULHERIN.- That was the original approach in the initial stages of the development of Canberra.

THE CHAIRMAN.- The detail of garbage services is important. I do not know whether we should make a detailed recommendation about them, or whether it should be left to a re-organisation of government control.

SENATOR RYAN.- Was there a complaint?

MR. MULHERIN.- No. I know that this question is

SENATE CANBERRA COMMITTEE

before the Department, and it will get around to pulling the contractors into line.

THE CHAIRMAN.- Do you consider that a really big and important shopping centre should be developed so that the people of Canberra may do their shopping on a big scale with the sort of facilities that are available in the large cities?

MR. MULHERIN.- Yes. I am all in favour of the development of Civic Centre.

THE CHAIRMAN.- In addition to the development of smaller centres for shopping for the ordinary home needs?

MR. MULHERIN.- Yes.

THE CHAIRMAN.- There is a housing problem in Canberra. Housing depends partly on policy in all the states as well as here.

MR. MULHERIN.- Very recently there was an agreement reached between the Federal Government and the State Governments on state housing commission homes that were subsidised by the Commonwealth Government, in relation to the sale of those homes. From my little knowledge of that scheme, I think it is much better than the scheme that was recently introduced in the Australian Capital Territory. It has one big point in its favour: Housing is cheaper in Sydney, and the £2,750 loan helps the average family man to purchase a housing commission home in the state. That is not the position in Canberra. There are very few ^{brick} houses being completed today under £4,300 in Canberra. There are brick veneer houses that have recently been completed in Canberra for £4,600. That is the difference. I feel that too much emphasis can be placed on Commonwealth-State relations in these matters. This is strictly a Federal consideration, and the responsibility for maintenance, which is a big thing, will be passing from the Government.

THE CHAIRMAN.- The principle is the same, of course. One of the main things is the high cost of housing. How can we reduce it? We have to consider whether it is economic

SENATE CAMBRIA COMMITTEE

for a government to subsidise housing permanently. A lot of people are asking, in effect, for their houses at less than cost. Is a reduction of the cost not the real thing to be considered?

MR. MULHERIN.- That is from the point of view of a man paying rent, but if you give everyone the opportunity to purchase a home -----

THE CHAIRMAN.- It occurs even in the purchase of homes. We have evidence that some people cannot buy at what is, in effect, cost.

MR. MULHERIN.- Some houses have been built in Canberra by building constructors for £2,300 and sold for £5,600. I do not know how they do it.

THE CHAIRMAN.- What is the case for the abolition of the road tax? Are the residents of the Australian Capital Territory to have a privilege that people who live in the States will not receive?

MR. MULHERIN.- My understanding is that the road tax in the main has been done away with in the states.

SENATOR HANNAFORD.- It has been removed from interstate traffic.

MR. MULHERIN.- Yes.

THE CHAIRMAN.- You think that the legal position will bring about equality?

MR. MULHERIN.- Yes.

THE CHAIRMAN.- The term "Canberra allowance" is most unfortunate. Anything that will imply that Canberra is an undesirable place and that people have to be bribed to come here is bad.

SENATOR HANNAFORD.- Perhaps it might be termed "locality allowance".

MR. MULHERIN.- Yes. That would be better.

THE CHAIRMAN.- I have not any cost of living figures. Is the cost of living really higher in Canberra than it is elsewhere? Cost of living figures are not a good indication,

SENATE CANBERRA COMMITTEE

because they are based only on certain items. It depends on the things that one wants to buy. One person might want more of goods that are cheap.

SENATOR TANGNEY.- How is it that the cost of living based on the C series index appears lower in some capital cities, whereas the real cost of living is higher?

MR. MULHERIN.- The commodities that are taken into account in the C series index for the determination of the basic wage are the "bread-and-butter" lines that are very closely allied throughout the Commonwealth. Butter is 4/2d per lb here, and I think it is 4/1d per lb in Sydney. The difference is not there.

SENATOR TANGNEY.- How much a week is allowed for rent in the Canberra basic wage?

MR. MULHERIN.- I cannot tell you.

SENATOR TANGNEY.- It is 26/- a week in Western Australia, and one could not rent a fowl house for that amount.

SENATOR HANNAFORD.- The higher cost of living in Canberra compared with other cities might be due to the fact that there is not as much buyer resistance in a place such as this. If a shopkeeper can sell an article at a high price, there is no incentive for him to reduce the price.

THE CHAIRMAN.- The remedy for a lot of these things seems to rest in the hands of the people who live here. They might organise and take action for themselves, and not necessarily wait for the Government to do something. Buyer resistance can be re-organised. You have referred to soft goods manufacturers. Have you thought about market gardeners, orchardists and other producers to cater solely for the Canberra market? I have been told, for instance, that a good deal of produce is brought here by rail or road from centres far distant, such as Sydney. At a small show that I attended in the Albert Hall I saw some magnificent vegetables and other produce that had been grown here. Would it not be possible to establish market gardens to cater for the needs of Canberra people?

SENATE CANBERRA COMMITTEE

MR. MULHERIN.- We have at least one market gardener in Canberra. He will be washed away by the lake

THE CHAIRMAN - There are other suitable areas.

MR. MULHERIN.- We have orchards close to Canberra.

THE CHAIRMAN.- There are river flats available and also a good water supply.

MR. MULHERIN.- Yes, but as against those advantages, we have many boards. To get a livelihood from their land, these men are compelled to sell their goods through these boards in New South Wales.

THE CHAIRMAN.- That is not peculiar to Canberra.

MR. MULHERIN.- It is peculiar to New South Wales. These men are affiliated with those bodies. The egg board has a man at Hall who is in charge of the eggs in Canberra. If you try to get from a local poultry^{man}/eggs that have not been handled by Brown out at Hall, you will see the difficulties. The Chamber of Commerce does not encourage these men to do anything that is not according to Hoyle. Consequently, those producers are of very little import so far as we are concerned.

THE CHAIRMAN.- I have the feeling that a lot of these things are not really the problem of the Federal Government, and that the local people could take action to help themselves.

SENATOR HANNAFORD.- There is certainly a problem in Canberra.

THE CHAIRMAN.- Yes.

SENATOR TANGNEY.- Here we have a capital city, not of a state, but of the Commonwealth. It is the only capital city in Australia that has not a first citizen elected by the local people. The capital cities, ^{for example} / , have their Lord Mayors. Here the Minister for the Interior virtually takes the place of the Lord Mayor of a capital city. Functions of the Federal Government are much too complex for the Minister to be concerned with all the local problems that might elsewhere be the concern of the local council and its mayor. How would the people of Canberra react to a proposal for a form of local government with

SENATE CANBERRA COMMITTEE

a mayor and councillors representing the various suburbs, in the manner of the ward system, which was mentioned earlier, as a first step towards representative government in the form of a legislative council, which might eventually be achieved? There is no town hall in Canberra. As I have stated, the Minister for the Interior is the first citizen of Canberra by virtue of his office as Minister, but Canberra is only one of the many concerns of that portfolio. How would the people of Canberra react to a proposal for an elective city council with an elected mayor?

MR. MULHERIN.- They would receive it very well. Any attempt to allow the people of Canberra to have some say in the domestic affairs of this city will be welcomed by the local residents. We consider that our first citizen is the Secretary of the Department of the Interior, Mr. McLaren.

SENATOR TANGNEY.- He is a paid official of the Government.

MR. MULHERIN.- Yes.

SENATOR TANGNEY.- He is not elected by the people.

MR. MULHERIN.- He lives in Canberra.

SENATOR TANGNEY.- The citizens have no voice in the appointment of someone as first citizen.

MR. MULHERIN.- No.

SENATOR TANGNEY.- A form of local government would have to be financed by some means. Elsewhere in Australia local councils derive a great deal of their income from rating on properties, and they are thereby enabled to undertake work on footpaths, lighting and the like. What is the present position in Canberra? Are rates paid?

MR. MULHERIN.- Yes. Rates are payable. They average about £4 a house. There are 6,500 houses here. The income from that source would not assist in other than domestic development in small areas. You could not build a big bridge or anything like that out of that income.

SENATE CAMPAIGN COMMITTEE

SENATOR TANGNEY.- In most capital cities the ratepayers complain that the Commonwealth Government does not pay rates on its property. That would be an important issue in Canberra, would it not?

MR. MULHERIN.- I know it is a matter of considerable interest and I suppose it would be so here.

SENATOR TANGNEY.- Would not one-man buses tend to slow down the service?

MR. MULHERIN.- You probably have in mind places where there is a bus service. We have not a satisfactory service here.

SENATOR TANGNEY.- Would one-man buses be safe for children?

MR. MULHERIN.- I would hate to think that any form of administration would be as slow as the New South Wales Railways department has been in providing means of preventing accidents on trains. One-man buses could be fitted with doors that would be shut while the bus is in motion. That is a difficulty which could easily be overcome.

SENATOR TANGNEY.- I take it that in advocating one-man buses you have in mind the provision of extra buses rather than the displacing of men.

MR. MULHERIN.- Yes. I do not suggest that men be dispensed with.

SENATOR TANGNEY.- If the Westlake scheme is proceeded with will Westbourne Woods be developed as a golf links, or could another site be found?

MR. MULHERIN.- There are other sites but none so attractive.

SENATOR TANGNEY.- Have trees been planted there?

MR. MULHERIN.- Yes, but there are also native trees in the area. The trees that were planted allowed for golf fairways.

SENATOR TANGNEY.- What amount of rent is allowed for in the compilation of the basic wage for the A.C.T., and what is the average rental paid in Canberra?

MR. MULHERIN.- I am unable to give that information.

SENATOR TANGNEY.- I understand that rentals are likely to be increased considerably. Do you think that some of the disabilities associated with Canberra would be solved if Canberra had some

SENATE CANBERRA COMMITTEE

form of local government, perhaps similar to that of provincial cities, so that the local people would accept some responsibility for their own affairs?

SENATOR HANNAFORD.- Do you agree that there is some resistance to a changed form of government, mainly because it would probably mean the payment of higher municipal rates, water rates, electricity charges and so on?

MR. MULHERIN.- A good deal would depend on the attitude of the government. At present the Government subsidises some of the services because Canberra is being developed as the national capital. The people should pay for these services on the same level as people in the other capital cities do, but the whole cost of such services should not have to be borne by the people of Canberra.

SENATOR HANNAFORD.- Do you agree that the charges now imposed are on a lower level than in other cities?

MR. MULHERIN.- That is because of the government subsidy.

SENATOR HANNAFORD.- In those circumstances, do you not think that there would be some form of resistance to the granting of local government to the people?

MR. MULHERIN.- Yes. That is only natural.

SENATOR TANGNEY.- In Western Australia the municipal councils act as agents for other bodies which provide lighting, water and so on.

MR. MULHERIN.- The same position obtains in New South Wales. The municipal councils undertake certain business in order to suit the convenience of the people.

SENATOR HANNAFORD.- I am assured that there is some local resistance to the idea of local government for Canberra.

MR. MULHERIN.- That is so. There is some resistance, but it would exist in any case, regardless of the nature of the proposal, if it meant increased charges. The resistance is not pronounced.

SENATOR RYAN.- You refer to parking areas for motor vehicles. Do you think that the provision made at Kingston is adequate to meet the needs of the people?

MR. MULHERIN.- I had in mind the provision of parking space

SENATE CANBERRA COMMITTEE

in the immediate vicinity of shops. The provision made at Kingston is inadequate, but the problem is being overcome.

SENATOR BENN.- You have referred to the Canberra allowance. What is your interpretation of that allowance?

MR. MULHERIN.- It is an amount of money in addition to the basic wage rendered necessary by the higher cost of living in Canberra compared with the average cost in other places.

SENATOR BENN.- Perhaps you would like to amend your statement in relation to the cost of living. To whom was the Canberra allowance paid?

MR. MULHERIN.- So far as I know it was paid to everyone working in Canberra.

SENATOR BENN.- Was it not exclusive to Commonwealth public servants?

MR. MULHERIN.- Not so far as I know. I think it was paid to everyone, including those in private employment.

SENATOR BENN.- Do you know how it was fixed; was it by statute or otherwise?

MR. MULHERIN.- I am not conversant with the basis of the allowance.

SENATOR BENN.- Was it not an arrangement between the Commonwealth Government and the Public Service Association?

MR. MULHERIN.- I do not know.

SENATOR BENN.- Did it not apply only to Commonwealth public servants who were transferred to Canberra when the Parliament was transferred?

MR. MULHERIN.- It was paid to them, but I do not think it was confined to them. I think everyone in Canberra got it.

SENATOR BENN.- Who discontinued it?

MR. MULHERIN.- I do not know the complete history of the Canberra allowance. My statement today was prepared by the A.C.T. Progress and Welfare Council. I am not acquainted with every detail in it, although I have studied the statistician's figures and the basis of the "C" series index.

TABLE A.

EDUCATIONAL ESTABLISHMENTS IN THE A.C.T. UNDER CONTROL OF THE DEPARTMENT OF THE INTERIOR.

	<u>Enrolment</u>	<u>Course</u>
(1) <u>Technical</u>		
Technical College	1200	(a) Trade (Apprenticeship) (b) Commercial (Accountancy, Typing, Shorthand) (c) Typists-in-training (d) Sheep and Wool (e) Women Handicrafts (Dressmaking, Millinery) (f) Pottery and Art (g) Supervision and Management (h) Also trade testing of migrants.
(2) <u>Secondary</u>		
Canberra High School	532	5 year course to Leaving Certificate includes Languages, Technical, Commercial and Home Science.
Telopea Park High School	514	5 year (non-language) to Leaving Certificate includes Technical, Commercial and Home Science.
Jervis Bay		Children from Jervis Bay and Wreck Bay Aboriginal Schools attend Nowra High School.
(3) <u>Primary</u>		
Ainslie	773	I.S.W. Syllabus 3rd to 6th Class.
Duntroon	51	"
Telopea Park (Griffith)	732	"
(4) <u>Infants</u>		
Ainslie	405	I.S.W. Syllabus Kindergarten to 2nd Class.
Turner	379	"
Duntroon	53	"
Telopea Park (Griffith)	356	"
Narrabundah	262	"
Acton (Yarralumla)	114	"

(5) Small Schools

Uriarra 22
Hall 24
Tiarra 31

(6) Jervis Bay Schools

Jervis Bay 51
Wreck Bay 57

(7) School for Mentally Handicapped Children.

10

(8) Evening Continuation School

250

(9) Pre-School Play Centres

	3-5 yrs.	2 yrs.
Ainslie	72	15
Bannister Gardens	70	14
Causesway	(28 in May)	
Duntroon	28	7
Fairbairn	13	4
Monaro Crescent	64	14
Narrabundah	90	17
Occasional Care	Fluctuates	
Reid	37	22
Throsby Crescent	70	15
Turner	76	16
O'Connor	118	15
Yarralumla	70	15
Mobile Unit	89	

(10) Private Schools

(a) Church of England 259
Boys Grammar School
Girls Grammar School 280

N.S.W. Syllabus - Kindergarten to 6th Class.
" "
" "

"
(School for aboriginal children at Wreck Bay Station)
N.S.W. Syllabus - Kindergarten to 6th Class.

Special course for mentally handicapped children.

Courses leading to Intermediate Certificate, Matriculation, Public Service Clerical, Advanced English for Migrants, Cookery, Hobbies.

Provide pre-school education for children from 2 to 5 years of age. Attendance is staggered. The mobile unit visits outlying areas.

Registered with the Department of the Interior but under the control of Religious Organisations. All follow N.S.W. Syllabus.

Courses from Kindergarten to Leaving Certificate.
A Boarding and Day School for boys.
Courses from Kindergarten to Leaving Certificate.
A Boarding and Day School for L.I.I.

(10) cont'd.

(b) Roman Catholic	
St. Edmunds College	433
St. Christophers Convent	629
St. Patricks Convent	478
St. Benedicts Convent	161

Day School for Boys. 4th Class to Leaving Certificate.
Girls' School - Kindergarten to Leaving Certificate. Includes
boys kindergarten to 3rd Class.
Girls' Primary and Infants. Kindergarten to 6th Class.
Includes boys kindergarten to 3rd Class.
Infants School - boys and girls - Kindergarten to 3rd Class.

TABLE B

Enrolments in Canberra Schools May, 1955.

1. PUBLIC

SCHOOL	INFANTS	PRIMARY	SECONDARY	TOTAL
Ainslie Primary (Including Infants)	405	775	-	1,178
Canberra High	-	-	532	532
Duntroon (Fishwick)	53	51	-	104
Marrabundah Infants	262	-	-	262
Telopea Park	-	-	514	514
Griffith Primary (Including Infants)	356	732	-	1,088
Turner Primary (Including Infants)	379	-	-	379
Yarralumla Infants	114	-	-	114
Total Maintained Schools	1,569	1,556	1,046	4,171

2. PRIVATE

Boys Grammar	35	92	132	259
Girls Grammar	80	79	101	260
St. Benedicts	123	38	-	161
St. Christophers	258	228	163	649
St. Edwards	-	211	222	433
St. Patricks	275	203	-	478
Total Certified Schools	751	851	618	2,220
TOTAL:	2,320	2,407	1,664	6,391

TABLE C
SHOWING PROGRESSIVE INCREASE IN ENROLMENTS
IN A.C.T. SCHOOLS DURING 1936 - 1954.

Year	Public	Private	Total	% increase on previous year	% Private School to total
1936	1443	607	2050		29.6
1937	1573	643	2216	8.1	29.1
1938	1549	685	2234	.8	30.6
1939	1650	688	2338	4.6	29.4
1940	1747	689	2436	4.2	28.2
1941	1725	766	2491	2.4	30.8
1942	1878	803	2681	7.6	29.9
1943	1828	842	2670	-0.4	31.5
1944	1805	910	2715	1.7	33.5
1945	1785	1004	2789	2.7	36.0
1946	1884	1013	2897	3.9	35.0
1947	1931	977	2908	.3	33.6
1948	2021	1003	3024	4.0	33.2
1949	2263	1090	3353	10.9	32.5
1950	2503	1173	3676	9.6	31.9
1951	2807	1351	4158	13.1	32.5
1952	3064	1427	4491	8.0	31.8
1953	3614	1674	5288	17.8	31.7
1954	4037	1967	6004	13.3	32.8
1955	4171	2220	6391		34.7

‡ Enrolments will probably increase by 250 during 1955.

TABLE D
Estimated Enrollments 1955-1960
(As prepared by Mr. Goodman - Excluding effect of "Operation Administration")

	1955			1957			1958			1959		
	Pub.	Priv.	T.	Pub.	Priv.	T.	Pub.	Priv.	T.	Pub.	Priv.	T.
Infants	1472	756	2108	1570	785	2355	1664	832	2496	1762	881	2643
Primary	1628	814	2492	1832	941	2823	2154	1007	3161	2342	1171	3513
Secondary	1210	605	1815	1340	670	2010	1-72	736	2208	1662	831	2493
TOTAL:	4310	2155	6465	4792	2396	7188	5290	2645	7935	5766	2883	8649

	1960		
	Pub.	Priv.	T.
Infants	1782	891	2673
Primary	2456	1228	3684
Secondary	2298	1149	3447
Total:	6536	3268	9804

TABLE E
Estimated Enrollments - 1955-1960 Including "Operation Administration"
(Prepared Departmentally prior to May, 1955)

	1955(actual)			1956			1957			1958			1959		
	Pub.	Priv.	T.	Pub.	Priv.	T.	Pub.	Priv.	T.	Pub.	Priv.	T.	Pub.	Priv.	T.
Infants	1569	751	2320	1850	850	2700	2000	900	2900	2300	1050	3050	2500	1150	3650
Primary	1556	851	2407	1900	1100	3000	2200	1250	3450	2600	1500	4100	3000	1500	4500
Secondary	1046	618	1664	1100	650	1750	1200	750	1950	1450	900	2350	1650	900	2350
TOTAL:	4171	2200	6391	4850	2600	7450	5400	2900	8300	6350	3450	9800	7150	3550	10500

	1960		
	Pub.	Priv.	T.
Infants	2750	1250	4000
Primary	3100	1900	5000
Secondary	2000	1200	3200
TOTAL:	7850	4350	12200

PUBLIC SCHOOL ACCOMMODATION AVAILABLE AT LAY, 1955

TABLE F.

School	Location	Percent Enrolment		Desirable Capacity in i.in.	Desirable Capacity in i.ex.	REMARKS
		Infants	Sec. T.			
Canberra High	North Side	732	532 532	480	600	Extensions under way and due for completion this year.
Teelopa Park High	South Side		514 1246			This school has 35 classrooms and 6 special rooms. At present it is operating under considerable difficulty owing to a separate primary school and a separate secondary school being conducted in the building.
Inslee (Including Infants)	North Side	405 773	1178	400 (I.) 480 (P.)	480 (I.) 560 (P.)	Saturation point has been reached and some relief must be provided within the next few weeks.
Turner Infants	North Side	379	379	360	400	
Griffith Infants	South Side	356	356	360	400	
Narrabundah Infants	South Side	262	262	280	280	
Acton	North Side	114	114	160	160	The old nursery school building at Acton is being used to accommodate infants from Yarralumla until Yarralumla Infants School is completed.
Duntroon (Fyshwick)	North Side	53 51	104	120	120	Three Teacher School.
Total number of children enrolled.		1569	1046 4171			

PUBLIC SCHOOL ACCOMMODATION WHICH IS EXPECTED TO BE AVAILABLE AT MAY, 1956

TABLE G.

School	Location	Estimated Enrolment			T.	Desirable Capacity		Remarks
		I.	P.	S.		Min.	Max.	
Conberra High	North Side		470	550	550	600	720	Extensions due for completion during 1955.
Clojea Park	South Side		240	550	1020			It is hoped that extensions will be under way in 1956. Although it is expected that conditions at this school will be eased by the transfer of some primary classes, conditions will still be far from ideal.
...inslie (Including Infants)	North Side	460	650		1110	400(I.) 480(P.)	480(I.) 560(P.)	
Turner (Including Infants)	North Side	410	240		650	360(I.) 240(P.)	400(I.) 240(P.)	One block of 6 classrooms in the new Primary Building is due for completion in December, 1955.
Duntroon (Fyshwick)	North Side	55	60		115	120	120	A small extension is planned.
Griffith (Including Infants)	South Side	445	480		925	360(I.) 480(P.)	400(I.) 480(P.)	Two block of 6 class rooms due for completion at the end of December 1955.
Narrabundah Infants	South Side	280			280	280	280	
Yerralumla Infants	South	200			200	280	360	
Acton						160	160	The use to which the old Nursery School building will be put will be determined at the end of the year in the light of the overall position.

Total number of children enrolled

1850 1900 1100 4850

TABLE H.

PUBLIC SCHOOL ACCOMMODATION WHICH IS EXPECTED TO BE AVAILABLE AT MAY, 1957

School	Location	Estimated Enrolment			Desirable Capacity		Remarks	
		I.	P.	S.	T.	Min.		Max.
Canberra High	North Side			600	600	600	720	
Telopea Park High	South Side			600	600	750	1000	
Ainslie (Including Infants)	North Side	500	560		1060	400 (I.) 480 (P.)	480 (I.) 560 (P.)	
Turner (Including Infants)	North Side	440	480		920	360 (I.) 480 (P.)	400 (I.) 520 (P.)	
Duntroon (Fyshwick)	North Side	60	60		120	120	120	
Griffith (Including Infants)	South Side	420	480		900	360 (I.) 480 (P.)	400 (I.) 520 (P.)	
Narrabundah Infants	South Side	280			280	280	280	
Yarralumla (Including Infants)	South Side	300	320		620	280 (I.) 320 (P.)	360 (I.) 400 (P.)	
Forrest (Primary Excluding Infants)			300		300	320 (P.)	400 (P.)	It is proposed that the Primary Department be built before the Infants Department so that Primary classes may be transferred from the Telopea Park High School.
Total number of children enrolled.		2000	2200	1200	5400			

TABLE I.

PUBLIC SCHOOL ACCUMULATION WHICH IS EXPECTED TO BE AVAILABLE AT MAY, 1958

School	Location	Estimated Enrolment		T.	Desirable Capacity		Remarks
		I.	P. S.		Min.	Max.	
Canberra High	North Side		700	700	600	720	
Talopee Park High	South Side		750	750	750	1000	
Ainslie (Including Infants)	North Side	440		920	400(I.) 480(P.)	480(I.) 560(P.)	
Turner (Including Infants)	North Side	360	430	810	360(I.) 480(P.)	400(I.) 520(P.)	
Duntroon (Fyshwick)	North Side	70	90	160	160	160	
Lynnhem (Including Infants)	North Side	260	300	560	280(I.) 320(P.)	360(I.) 400(P.)	
Griffith (Including Infants)	South Side	360	520	880	360(I.) 480(P.)	400(I.) 520(P.)	
Merrabundah (Infants)	South Side	280		280	280(I.)	280(I.)	
Yarralumla (Including Infants)	South Side	280	390	670	280(I.) 320(P.)	360(I.) 400(P.)	
Forrest (Including Infants)	South Side	250	390	620	280(I.) 320(P.)	360(I.) 400(P.)	
Total number of children enrolled		2300	2600	1450	6350		

TABLE J

PUBLIC SCHOOL ACCOMMODATION WHICH IS EXPECTED TO BE AVAILABLE AT LAY, 1959

School	Location	Estimated Enrolment		T.	Desirable Capacity		Remarks	
		I.	P.		S.	Min.		Max.
Canberra High	North Side			720	720	600	720	
Telopea Park High	South Side			930	930	750	1000	
Ainslie (Including Infants)	North Side	355	400		755	400(I.) 450(P.)	480(I.) 560(P.)	
Turner (Including Infants)	North Side	345	430		775	360(I.) 480(P.)	400(I.) 520(P.)	
Duntroon (Fyshwick)	North Side	70	90		160	160	160	
Lynsbeem (Including Infants)	North Side	280	320		600	280(I.) 320(P.)	360(I.) 400(P.)	
Duntroon West (Including Infants)	North Side	200	260		460	280(I.) 320(P.)	360(I.) 400(P.)	
Griffith (Including Infants)	South Side	400	500		900	360(I.) 400(P.)	400(I.) 520(P.)	
Narrabundah Infants	South Side	280			280	280	280	
Yarralumla (Including Infants)	South Side	290	390		680	280(I.) 320(P.)	360(I.) 400(P.)	

/...2.

School	Location	Estimated Enrolment			Desirable Capacity		Remarks
		I.	P.	S.	T.	Min.	
Forrest (Including Infants)	South Side	280	310		590	280 (I.) 320 (P.)	360 (I.) 400 (P.)
Red Hill (Primary only)	South Side		300		300	280 (I.) 320 (P.)	360 (I.) 400 (P.)
Total number of children enrolled		2500	3000	1650	7150		

TABLE F

PUBLIC SCHOOL ACCOMMODATION WHICH IS EXPECTED TO BE AVAILABLE AT FAY, 1960

School	Location	Estimated Enrolment			Desirable Capacity		Remarks
		I. P.	S.	T.	Min.	Max.	
Canberra High	North Side		600	600	600	720	
Telopee Park High	North Side		800	800	750	1000	
Dickson High	North Side		600	600	600	720	
Assiie (Including Infants)	North Side	370	410	780	400(I.) 480(P.)	480(I.) 560(P.)	
Turner (Including Infants)	North Side	375	450	825	360(I.) 480(P.)	400(I.) 520(P.)	
Duntroon (Fyshwick)	North Side	70	90	160	160	160	
Lynham (Including Infants)	North Side	280	320	600	280(I.) 320(P.)	360(I.) 400(P.)	
Duntroon West (Including Infants)	North Side	280	280	560	280(I.) 320(P.)	360(I.) 400(P.)	
Griffith (Including Infants)	South Side	350	500	850	350(I.) 400(P.)	400(I.) 520(P.)	
Narrabundah Infants	South Side	280		280	280	280	
Forrest (Including Infants)	South Side	250	330	580	280(I.) 320(P.)	360(I.) 400(P.)	
Yarralumla (Including Infants)	South Side	295	400	695	280(I.) 320(P.)	360(I.) 400(P.)	
Red Hill (Including Infants)	South Side	200	320	520	280(I.) 320(P.)	360(I.) 400(P.)	
Total number of children enrolled		2750	3100	2000		7850	

SENATE CANBERRA COMMITTEE.

WILLIAM JOHN HARDEH LIND, Assistant Secretary (A.C.T. Services),
Department of the Interior, sworn.

THE CHAIRMAN. - Would you care to make a statement to
the Committee?

MR. LIND. - I presume that you would like me to comment
on the evidence that was given by Messrs Gleeson, Goodman &
Dickins in relation to education?

THE CHAIRMAN. - Yes.

MR. LIND. - I propose to answer a few of the points that
were raised by those witnesses, particularly by Mr. Gleeson. I
shall also give the Committee some material illustrating what
the Department/^{considers}that the pattern of development should be up to
1960. In the first place, I should like to pay a tribute to
the excellent analysis that was carried out by Messrs Gleeson &
Goodman. To some extent, they have done a service to the residents
of Canberra. However, there was some suggestion in their evidence
that they could not obtain material that they required from the
Department of the Interior. I think that there has been some
misunderstanding in that connection because Mr. Goodman received
a good deal of his material from the Department of the Interior.

Mr. Gleeson said that the high standard of building that
had been observed previously in schools had been reduced. Generally
speaking, our standard is as high as ever. The Turner Infant
School and the Griffith Infant School contain facilities which
are of a higher standard than those which were provided in
pre-World War II buildings. For example, they have assembly
halls, dining rooms and coverings on all floors. The Canberra
High School has been referred to as a show place. Whilst it
has many fine features, it lacked an assembly hall, a gymnasium
and a lunch room. The laboratory and library accommodation were
insufficient. The additions that are now being undertaken will
correct this position to some extent. Telopea Park school was
referred to as a show place when it was first built. It, too,
has good features but it is very much below modern requirements

SENATE CONFERENCE COMMITTEE.

for a secondary school. Extensions to this school have been planned and it is hoped that a start will be made on the work in the next financial year. The main addition will be a new domestic science block.

Mr. Gleeson stated that Telopea Park School is badly over-crowded. That is correct. Over-crowding is due to the fact that primary classes are still accommodated in the building. It is probable that all the primary classes will not be transferred from the Telopea Park School building until the beginning of 1957. By that time the Griffith Primary School, the Yarralumla Primary School and, possibly, the primary department of the Forrest School will have been completed. Mr. Gleeson stated that new schools had been built in the Northern Territory which are equal to or above the standard of the Canberra High School. Plans of the new schools in the Northern Territory are not readily available. However, one would expect secondary schools built in 1954 to be superior to a school built in 1938. Mr. Gleeson commented on the use of special rooms such as sewing rooms, music rooms and art rooms as normal class-rooms. This has been the practice for many years and there is very little chance of it being discontinued in the near future.

Mr. Gleeson stated that the old nursery school building at Acton has been used for infant children and implied that it was over-crowded. One hundred and fourteen infant children from Yarralumla are accommodated in this building and it could accommodate approximately 40 more quite comfortably. It was indicated that some difficulty had been experienced in determining the capacity of schools. In the case of primary and infant schools, ^{children} 40 to a class-room, exclusive of special rooms, is considered desirable. On the other hand, in times such as the present it is necessary to make use of all the expedients possible if education is to be provided for all the children to seek enrolment. It has been said, too, that the Ainslie Primary School is seriously over-crowded. That is

SENATE CANBERRA COMMITTEE

correct. We must do something within the next two or three weeks to ease the position there. Primary children from Turner districts and O'Connor/ attend this school and this, together with the new development in the Ainslie district and the occupation by migrant families of the Ainslie Hostel, has caused the congestion. It was said that the percentage of children who attend private schools in Canberra is higher than elsewhere. That is so. The percentage of children who attend private schools throughout Australia is about 25 and in Canberra it is 33 1/3. If the private schools do not continue to provide for this proportion of the children of Canberra we shall be in serious trouble in providing accommodation within the next few years for all those children who wish to attend public schools.

Mr. Gleeson maintained that by 1957 we shall require six infants schools, four primary schools, and four secondary schools. My department does not agree with this estimate but we realise that it is governed by the size of those new schools. I propose to distribute a schedule which will show that we hope to have five primary and five infants departments and two secondary schools by 1957. It was stated that the building of schools should be given high priority. They have had a high priority for several years but the preparation and execution of plans have been too slow. Messrs Gleeson & Goodman referred to the compulsory school age in the Territory as being from 6 to 14 years. It is from 6 to 15 years. The practice is to enrol children after they reach five years of age, subject to teachers and accommodation being available.

The statistics that were supplied by Mr. Goodman in relation to enrolments up to 1960 excluding transfers/^{which will be}caused by "operation admin" are, in my opinion, reasonably accurate. as far as the grand total is concerned. However, I differ with some of his refinements. It is anticipated that transfers arising from "operation admin" will increase school enrolments at public schools by approximately 1,300 by 1960. That is a rough

SENATE CANBERRA COMMITTEE.

assessment because the details of "operation admin" have not yet been confirmed.

I shall now distribute to members of the Committee tables which will provide them with additional information. Table A will give the Committee an idea of the educational establishments in the Australian Capital Territory under the control of the Department of the Interior. That control in relation to private schools extends to registration and, to some extent, ^{to} supervision.

Table B sets out the enrolments in all schools in Canberra in the various categories of infants, primary and secondary. It will be noticed that the grand total is 6,391 and that the number in certified schools is 2,220 compared with 4,171 in the public schools.

(Continued on page 1453)

SENATE CLAREBERRY COMMITTEE.

Table C shows the progressive increase in enrolments in the A.C.T. in all schools from 1936 to 1954. You will note that, in the last column, the percentage of children educated in the private schools has increased by about 5%, but that throughout almost twenty years that percentage of 33.1/3 has been more or less static. That leads us to hope that the private schools will be able to continue to bear that burden of educating that proportion of the local children.

You will notice that in Table D we have reproduced Mr. Goodman's figures. You will recall that he excluded the effect of Operation Admin. Our figures take in Operation Admin up to 1960, as we see the position. You will note that his total in 1960 for all children was 9,804, whereas our total is 12,200. I direct your attention to Mr. Goodman's figures for 1955. He has made an error of 164 in his basic figure in relation to secondary education. For secondary schools, he has shown a figure of 1,210, whereas the actual figure is 1,046. That is an error of 164, which throws out his totals throughout the table; but, overall, his figures are very reliable.

In Table F and in the following tables, we have made an attempt to show what will be our enrolments in public schools and how we hope to accommodate them. The allotment between schools, particularly after 1956, is speculative. A lot will depend on ability to implement the programme, particularly on the building side, as related to the transfer of people under Operation Admin and development in the various suburbs. At present, the population is roughly on a 50/50 basis, with a slightly higher number of children on the north side than on the south side. We have discovered over a period that one can count on one child for every house. At the present time are 6,465 children attending school, and our houses total 6,338. That pattern has been revealed over quite a number of years.

SENATOR HANNLFORD - What is the number of children attending school, both primary and secondary?

MR. LIND - If you look at the figure for 1955 in Table D, you will note that there are 6,465 children attending school, and the

SENATE CANBERRA COMMITTEE.

total number of houses, both public and private, is 6,338. In Table F we have just set out the position as it is. The letters I, P, S, and T mean infants, primary, secondary and total. On the question of desirable capacities, we have worked on the basis, in the secondary schools, of 36 children for each class up to third year, and thirty for fourth and fifth years. The minimum is on the basis of that class load, and the maximum would be on the basis of using ordinary classrooms plus special rooms. In the primary and infants' schools we have worked on the basis of forty children to a class, the desirable minimum being forty to a class, using only the normal classrooms. The maximum capacity is on the basis of forty children to a classroom, and using some of the special rooms as ordinary classrooms. It will be noted that extensions are under way at the Canberra High School; they are due to be completed during this year. Portion of those extensions has been completed. We have made no attempt to show what we think is the desirable minimum or maximum capacity at Telopea Park. The position there is not good, and something will have to be done before 1956 to ease the situation. At Ainslie, too, we have reached saturation point, and we have another expedient in view there. The Acton Nursery School, as the name implies, is the old nursery school. We closed that school in, I think, 1950, following the development of our pre-school centres in the suburbs. We have been using it, to some degree, as a safety valve. Then we transferred children from Turner and O'Connor to that building while the Turner Infants' School was being completed. Last year, we transferred infants from the Telopea Park school to ease the situation there. This year, we have started off, in effect, the Yarralumla Infants' School in that building, and it will remain there until the Yarralumla Infants' School building is completed, we hope, towards the end of this year. I am afraid that we will still need to use it next year to relieve the situation at either Telopea Park or Ainslie.

Table G is on the basis that, towards the end of this year, or early next year, we will have one block of six classrooms completed in G.2.

SENATE CANBERRA COMMITTEE.

the new primary school building at Turner, and two blocks of the new primary school building at Griffith. The contract provides that both of those blocks should be completed by that time, and both the Turnor Primary School and the Griffith primary school should be entirely completed by this time next year.

Table H is on the basis of the Yarralumla infants' school and the Yarralumla primary school being completed, and also the primary department of the Forrest school being completed. Usually, we have the infants' department completed first, but, as the position at Telopea Park is rather grim, we propose to give preference to the primary department at Forrest. Table I takes us up to 1958, and that is based on a primary school, including an infants' department, being available on the north side at Lyneham, and on the basis of the infants' department of the Forrest primary school also being available. Table J presupposes a new primary school, including an infants' department, at Duntroon West. That will be up towards what we now know as Russell Hill. It also presupposes the completion of the primary department of a school at Red Hill. That will be to the east or south-east of the Boys' Grammar School. Table K, which takes us up to 1960, presupposes a new high school at Dickson on the north side of the city, and the completion of the infants' department of the Red Hill school. With the completion of those buildings, we will have, on the north side, two high schools, four primary schools including infants' departments, and a small school at Fyshwick. On the south side, we will have one high school - Telopea Park - four primary schools, including infants' departments, and one separate infants' school at Narrabundah. That is the programme that we are aiming for. We have not attempted to project requirements or population beyond 1960, because we think that there are so many intangibles that there would be little point in trying to forecast our enrolments and accommodation needs beyond 1960.

SENATOR HANNAFORD - In what way do your figures differ from those that were given to us previously? Did not the figures that were given to us before go up to 1960?

SENATE CANBERRA COMMITTEE.

MR. LIND - They went up to 1960, but I think we are allowing a little more on the primary and infants side, and one school less on the secondary side.

THE CHAIRMAN - Do you not think the reasonable assumption is that the population will continue to grow steadily, say, for the next ten years?

MR. LIND - If we had no migration and no Operation Admin, we would still have to provide for 8,000 children in the public schools and the private schools.

THE CHAIRMAN - Do you not think you should take into account the bringing of all the head offices to this place?

MR. LIND - I do not think they will be here before 1960. We have allowed for that position up to 1960.

THE CHAIRMAN - In view of the general policy, is it not reasonable to assume that migration will continue?

MR. LIND - We have allowed for migration at the existing rate, and perhaps a little higher.

THE CHAIRMAN - Would there not be other intangibles? People may come here to live, because it is a very desirable place in which to live. Of course, they would be old people.

MR. LIND - I do not think they could be expected in great numbers.

THE CHAIRMAN.- As you say, some things are intangible and cannot be measure.

MR. LIND.- We have taken into consideration what might be called the obvious intangibles - immigration, irrespective of Operation Admin, up to 1960, that is for blocks A, B and C of the administration block, and tradesmen and others who may be brought in.

THE CHAIRMAN.- We have evidence that one of the most important needs is the provision of houses for married men in the building trade.

MR. LIND.- That is catching up with us a bit now on the financial side.

THE CHAIRMAN.- Though it is a reasonable assumption that schools will continue to take about the same proportion, you cannot get away from the fact that the obligation of the Government is to educate the child of any parent who wants to send it to a public school.

MR. LIND.- I do not think anyone would suggest otherwise.

THE CHAIRMAN.- I do not say that you should try to get them if they do not want to go to public schools. You should provide for them if they demand a public school education.

MR. LIND.- For some reason or other, a large percentage of the population desire to send their children to private schools.

THE CHAIRMAN.- Do you think migration has anything to do with that?

MR. LIND.- Going back to 1936, our figures do not show it.

THE CHAIRMAN.- The proportion has grown?

MR. LIND.- By about 5%.

THE CHAIRMAN.- I do not think that is the story in New South Wales.

MR. LIND.- No. That figure of 25% that we gave over- all, I think goes back to 1939; but nevertheless, even at 1936,

I think our percentage was about 29%.

SENATOR TANGNEY.- The opening of St. Edmunds' College has made a difference, has it not?

M.R. LIND.- St. Edmunds' College opened only in 1952, and we had a fairly high percentage before that. St. Edmunds' could affect it only to the extent that we had some children from Queanbeyan. It is not a boarding school, as you know. As against that, as you know we have children from the Oaks Estate attending the Queanbeyan public school.

THE CHAIRMAN.- With regard to the overall policy, the Department of the Interior provides and equips the school buildings, but does not staff them?

M.R. LIND.- We staff the technical college to some extent, and we staff all our pre-school centres.

THE CHAIRMAN.- What is the continuing policy for pre-school centres? I notice that you closed one nursery school. Why was that? Was it a change of policy?

M.R. LIND.- Not altogether. The nursery school was the first pre-school establishment started in Canberra. It was on the basis of the whole day, just the same as the kindergarten and the normal school, of 9.30 a.m. to 3 or 3.30 p.m. Under that set-up, I think for 92 children it necessitated a staff of 6, plus a secretary and transport at a high cost. We felt that we could not develop pre-school education on that basis for two main reasons: (1) the cost and (2) the adverse effect of transport for fairly lengthy journeys for children aged between 3½ and 5 years. That was the reason for cutting it out. We felt that it was better to serve the children in their suburbs with the children, say, between 3 and 5 years. We now have twelve centres, I think, plus the mobile unit, plus the occasional care centre.

THE CHAIRMAN.- You would have more pre-school facilities than New South Wales has.

M.R. LIND.- I think, on pre-school education, we would be up with the foremost authorities in the world.

THE CHAIRMAN.- Do you think that the demand for play centres for very small children is increasing?

MR. LIND.- From my contact with the pre-school organisations and people coming from all the states, and from the reading on the subject that I have done, I think that there is a great demand for it, and more support, perhaps, than there was previously.

THE CHAIRMAN.- Do you think that the Australian Capital Territory should have its own education policy, or that it should simply accept what is done in New South Wales? These are all important things with the growth of Canberra.

MR. LIND.- I know. I am just wondering how best to answer. I think the Territory is very deeply indebted to the State of New South Wales for the education facilities that that state has provided since the Territory was established. I think there is a lot to be gained by a small, isolated territory, even with a population of 100,000 people, being attached to a state education department with its training colleges, skilled administrators, and its research staff into the trends and developments in education.

THE CHAIRMAN.- The opinion of many people abroad, as expressed at various education conferences that I have attended, is rather that the ideal is a very small centre, and that the big body should only have a general superintendence. The New South Wales education system is often criticised as being too large for proper administration and for the proper formulation of policy.

MR. LIND. Yes. That has been corrected to some extent, I suggest, by the division of New South Wales into regions for education purposes.

THE CHAIRMAN.- Who is the regional officer here?

MR. LIND.- Mr. Cockburn, who is situated in Wollongong. But we deal either directly with head office or with the local district inspector, who is resident here.

THE CHAIRMAN.- Who is the local inspector?

SENATE CANBERRA COMMITTEE

MR. LIND.- Mr. Vic. Armstrong, who has just succeeded Mr. Jim Bingham. Our relationships work very well. If there are any problems, we can discuss them on the spot - and there are problems - and they can be resolved very amicably and quickly.

SENATOR TANGNEY.- I have tried to work out the proportion of secondary school children to the total number of school children. This year it is about 25%. On the estimated figures for next year, it will be down to 22 $\frac{1}{2}$ %. In 1957, it will be 22 $\frac{2}{9}$ ths %. It will remain stationary then until 1958. In 1959, it will increase a little to 23 $\frac{1}{8}$ th %, and in 1960, it will fall again to 22.9 per cent.

MR. LIND.- I think you will find that that is very closely related to the local birthrate.

SENATOR TANGNEY.- Do you think that the Canberra High School, the Telopea Park High School and the three private schools are adequate, or do you think that there should be a technical college of status equal to that of the High School for those children who want to take trade courses and who want some of the advantages of secondary education, but who do not intend to go to the University?

MR. LIND.- I think there is a real need for an additional secondary school in one section of our private schools - for girls. So far as the public schools are concerned, the set-up at present is that entrance to the Canberra High School is on a competitive basis. Those who do not go to the High School are usually those children who are interested in, and perhaps more suited to, the more technical courses.

SENATOR TANGNEY.- Do they get those courses at Telopea Park?

MR. LIND.- Yes. The curriculum is biased more towards the technical work than towards the professional work.

SENATOR TANGNEY.- Could the problem be resolved by making Telopea Park purely and simply a technical college?

MR. LIND.- We have our technical college. I know you

SENATE CANBERRA COMMITTEE

are laughing, but you cannot judge the work that the college is doing by the building. It has done and is doing an excellent job.

SENATOR TANGNEY.- I know that.

MR LIND.- Just what will be the future split-up of secondary pupils is difficult to forecast at this stage. It is governed to some degree by the accommodation problem and the trends. We shall be very much interested in the outcome of the findings of the inquiry into secondary education that is now meeting in New South Wales. It is a question whether to have co-education and segregation, or three high schools with competitive entrance to the Canberra High School as now, and with the other two more or less multi-lateral. It is very difficult at this stage to say what should be done.

SENATOR TANGNEY.- Are there any figures to show what proportion of students who finish the course at the High School go to the Canberra University College or to the universities in Sydney and Melbourne?

MR. LIND.- We have figures, but I do not have them here. Though I cannot state the proportion, I think it is higher than would be found in the states, because the very make-up of Canberra tends to make people more education conscious.

SENATOR TANGNEY.- They are marvellously well off here.

MR. LIND.- There are institutions such as the Australian National University and the Canberra University College. The staff at those institutions want more or less all of their children to have tertiary education.

SENATOR TANGNEY.- Do you think it is a good thing for the staff of the schools in the Australian Capital Territory, who are provided by the New South Wales education department, occasionally to be transferred outside the Territory and to be replaced by others from outside the Territory? Is there very much rotation of staffs?

MR. LIND.- There is a big rotation of staffs, and I think that is more or less indispensable to a good education

system. We have to guard very closely against in-breeding, and we have to bring new ideas and fresh approaches into this public service city, as it were. I think it is a good safety valve.

SENATOR TANGNEY.- So do I, and therefore I should be opposed to any attempt to centralise the administration of education in the Australian Capital Territory.

SENATOR HANNAFORD.- I was interested to hear you state that the Canberra High School was conducted on the competitive entrance plan. Will you elaborate on that statement,

MR. LIND.- Originally we had two main schools. We had Ainslie on the north side and Telopea Park on the south side. Telopea Park provided for education from the infant stage to the primary stage for children from the north side, and also for all secondary education in public schools here. We separated it in 1938 and put the secondary children into the high school. That was then the secondary school. As time went on, we could not take all the pupils offering at the High School, and they started to build up at Telopea Park again. It was always on the basis of ability grouping.

SENATOR TANGNEY.- When was the High School built?

MR. LIND.- I think it was built in 1938.

SENATE CANBERRA COMMITTEE

SENATOR HANNAFORD.- I take it that students who attend the High School must have a higher standard of education than the average child who attends the secondary school at Telopea Park.

MR. LIND.- Yes.

THE CHAIRMAN.- Every child gets some kind of secondary education, but the High School is for those with special aptitude. All sorts of administrative problems arise, such as whether it is better to have different schools for ^{those studying} such subjects as languages and mathematics.

SENATOR HANNAFORD.- Do you think that is a sound idea?

MR. LIND.- There is something to be said for and against it.

SENATOR TANGNEY.- It can lead to snobbery.

MR. LIND.- There is more in it than that. We must always keep in mind that we are dealing with human material.

SENATOR RYAN.- In the erection of new schools I assume that special attention is given to the safety of the children, both in the grounds of the school and in the matter of drains in the vicinity.

MR. LIND.- We go as far as we can to ensure that the children will not meet with accidents because of the proximity of the school to storm water drains etc. Two of our school sites are close to drains and there was some argument about the suitability of the sites. Some people say that schools should be placed in the best position, while other people say that the best sites should be used for houses. The Telopea Park school is near a big drain but we have never had any trouble because of that.

SENATOR RYAN.- I noticed a big drain near the Turner school.

MR. LIND.- We incurred considerable expense in covering that drain. However, it would have had to be covered in any case.

SENATOR RYAN.- Do the school authorities take precautions to protect the children?

MR. LIND.- There is always someone on playground duty.

SENATOR RYAN.- I take it that there is consultation with educational and other authorities when a new school is being

SENATE CANBERRA COMMITTEE

designed. I noticed that at the Turner school the administrative quarters are right at one end of the building.

MR. LIND.- There is some disadvantage in that arrangement. We work in close liason with headmasters of the New South Wales Education Department, and particularly the local Inspector, when designing schools. There is a great difference of opinion as to what is the best design. I agree in some measure with the criticism of the layout of the Turner school, but in planning it we were at some disadvantage because of the use of Bristol units. The school is built of imported aluminium units. The difficulties of a long corridor are not so great if the Headmistress has not also to take a turn at teaching. Of course, if she has to teach, her difficulties are increased whether or not there is a long corridor.

SENATOR RYAN.- Is the design of the Griffith school similar to that of the Turner school?

MR. LIND.- Generally, yes.

The Witness withdrew.

The Committee adjourned.

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF
CANBERRA.

MINUTES OF EVIDENCE

Taken at Canberra.

THURSDAY, 19th MAY, 1955.

PRESENT:

The Chairman (Senator McCallum)

Senator Benn

Senator Tangney

Senator Hannaford

MALCOLM STRAHAN, Teacher of Modern Dancing, 11 Lockyer
Street, Griffith, sworn and examined.

THE CHAIRMAN. - I understand that you have a prepared statement. Would you please read it to the Committee and we shall ask you any questions that may arise from it.

MR. STRAHAN. - Canberra is a city where people are trying to live, that is, work and at other times, seek ways to enjoy themselves, as all people must. So far, the people of Canberra seem to have been almost forgotten in the overwhelming amount of evidence placed before the Committee regarding town planning, lake schemes, wider roads etc. This we all know to be necessary, because it affects the nation generally, but Canberra people, who have to stay here year in and year out, seem to receive scant attention when all this planning is put into operation. For instance, the people of this city have not yet a recognised suitable dance hall, although most authorities recognise dancing as an essential entertainment. Where there are people you must have entertainment, not only one particular kind of entertainment, but a wide, varied range of every type of diversion, that is usual to the present way of living. It is most essential, in considering the progress of Canberra in future years, that this viewpoint should be most thoroughly investigated, particularly when so much is being said regarding the

SENATE CANBERRA COMMITTEE.

necessity of bringing more and more Government departments to Canberra, thus increasing the population by many more thousands.

The vandalism and child delinquency that seem to be rampant throughout the world today are brought about by idleness and lack of organized activities that are acceptable to the average person. Dancing in some form or other seems to be the most universally accepted expression of our social world today. My interest being in dancing, I shall now present to the Committee my impressions of the public requirements regarding dancing as an entertainment and relaxation in Canberra, and hope that it will be of some use to the Committee. I shall refer first to the unsuitability of the Albert Hall as Canberra's principal dance hall. Firstly, a regular dance night is not made possible by the system used in allocating the hall, a matter to which I shall refer later. Very often Saturday night after Saturday night is taken up with flower shows, concerts, eisteddfods, fetes, etc., leaving, on quite a number of Saturday nights, no hall large enough to accommodate the hundreds of people who wish to dance on this night regularly. The hall is not large enough for most of the main balls, dance festivals or ordinary popular night dances. The stage is most unsuitable for the projection of music into the hall, as most of the effort of the orchestra is lost into the roof and backstage. A shell of some kind is necessary to give the required projection of sound. The stage is cold and draughty during winter months, and heaters which are available warm one side of the body while the other side freezes. I was talking to Mr. Peggson this week and he said that has been remedied to a certain extent by having heaters which are a lot better than the ones they used to have. The doorway used for taking admission money or selling tickets is not suitable for dances, being wide open to the street, making it most uncomfortable for people who are condemned to stay on the door for hours at a time through the cold winter nights, or hot and sometimes windy, summer nights,

SENATE CANCELLER COMMITTEE.

apart from the fact that the business of the person, or organisation, conducting the function, is wide open to the public gaze, on a table with a drawer. The ticket box provided is not suitable, being in the wrong position for a dance or similar function.

Dressing rooms at the sides of the stage, and the ante-room, are all too small for their respective uses... A large supper room is essential for the successful management of a ball, and Albert Hall has no supper room as such. I suggest that a large dance hall should be erected in Canberra in a central position, with spacious supper rooms and dressing rooms. A position opposite, or near, Albert Hall would be most suitable. There should be a removable, or fixed, shell for dance orchestras, a convenient ticket box, and thermostatic heating of some kind, and it should include a proper ticket box. Tiered seating should be arranged around the interior of the hall, instead of the present custom of one single row of seats, which usually leaves half the people present standing up. This would also save the worries of the caretaker of Albert Hall regarding the public standing on, and damaging, seats, particularly during dance championships, exhibitions, floor shows or presentations of debutantes, etc. This hall should be reserved as a dance hall, and not be let for roller skating, which usually damages the floor.

Such a hall would relieve the pressure of bookings of Albert Hall and, if it was reasonably close to Albert Hall, many people on the way to dances would call in to view the proceedings. It would thus be of advantage to organizers of such events as flower shows, fetes, etc.

The Department of the Interior, in allotting Albert Hall, rules that every organization or public body in the A.C.T. shall have an equal right to book the hall, whether for a dance or other reasons. In my opinion this is right only up to a certain point.

Many people in Canberra, including Mr. Les Pogson, Mrs Hartigan, Mr. Bruce Lansley, Mr. Bob Walker, myself, and many others, have in past years managed to obtain, for a while, a

SENATE CANBERRA COMMITTEE.

succession of bookings on one particular night, say a Wednesday night. We provide many novelties, exhibitions, popular competitions, dance competitions and various floor shows etc., to attract the people. Then, just when some return is being shown, after the initial outlay of advertising to make this night popular, by the presentation of good sound entertainment, every organisation in Canberra decides to apply for Wednesday night. In keeping with its policy the Department gives them all a Wednesday night. Immediately the crowds begin to fall off on this night, because most of these organizers just sit at the door, letting the dancers fend for themselves. As long as the dancers pay at the door the organizers do not worry what kind of programme goes on inside the hall. Thus the advertising and hard work of the original organizer goes for nothing, and the dancers themselves are the losers, as this night eventually has to close down.

My suggestion is that, should a local person or organization wish to conduct a popular night weekly, the hall should be made available, other nights being made available to persons or organizations wishing to use the hall occasionally. Saturday nights in particular should be lot entirely for dances, until a suitable hall is available to take the place of Albert Hall. There is not another hall in Canberra that people will go to in any number, when Albert Hall has been booked for other than dancing, because there is not another suitable hall in the district. A check of Saturday nights this year will show the number of nights on which there has been no regular Saturday night dance at the Albert Hall.

I turn now to the unsuitability of other Canberra halls. Most of these halls, Government and otherwise, are unheated against the long winter, and have very little ventilation for summer months. Some floors are not the best, and the rent for dances is usually out of proportion to the size of the hall. Again, most of those halls are booked up as much as twelve months in advance for weddings, etc., and do not hold many people. The

SENATE CANBERRA COMMITTEE

only hall of any size, with a good floor, apart from Albert Hall, is the Causeway Hall, but, as it is not in a central position, people will not attend owing to the distance and difficulty of travel. Most of such small halls are away from shopping centres and bright lights.

The isolation of the various suburbs has an effect upon community activities in Canberra. Although I am afraid we have our shopping blocks, our isolated suburbs, our winding roads and our Burley Griffin plan for Canberra with us for ever, I should be very pleased to see Dr. Karl Langer's six months re-designing plan for Canberra, with its one main street, come into operation. This, I am sure, would do more than anything else to bind the people of Canberra together. My suggestion for an improvement on the Langer plan would be to build all the main governmental buildings along a wide sweeping driveway, around the hills, commencing at Red Hill, continuing around the foot of Black Mountain and then to Mount Ainslie and Duntroon, converting all present Government buildings, where possible, into houses or flats. By filling in the open spaces, as required, in the centre of the city, with houses, we would indeed find ourselves in the City of Canberra, and not in a number of isolated suburbs, as at present. Dr. Langer said that most of Canberra's buildings were "mediocre or worse than that". We of Canberra know that quite a number of these buildings have been called temporary ever since their erection, so if those buildings are ever to be replaced there is nothing to stop Dr. Langer's plan, or my plan, or any one else's plan, from being put into operation, if it will improve the conditions, socially or otherwise, of the thousands of people who have to remain perhaps the rest of their lives in Canberra. The effect of, in Dr. Langer's words, "our series of suburbs", on the population is that of frustration. If you live in an outer suburb on one side of Canberra and wish to attend a function or visit a home in an outer suburb on the other side of Canberra, the odds are that if it is at night, you will not go, because of the uncertainty of travel,

SENATE CANBERRA COMMITTEE

and the amount of time taken to arrive at your destination. Most buses skirt the outer suburbs before visiting each shopping centre in turn. If the convenor of a function wishes it to continue until midnight or later, he must order, and pay a considerable sum for, a special bus, otherwise the theatre buses are the last for the night. The theatres do not have to pay for the buses that wait after every session to take people home to every suburb.

Organizations are formed in Canberra, flourish for a while, then dwindle away, mostly owing to the inability of people to travel quickly from one end of Canberra to the other, unless they have their own cars or can afford hire cars. Dr. Langer's one main street would obviously have a terrific effect upon the social life of Canberra, and the effect on trade would be of great benefit to the business life and the people of Canberra.

In my sixteen years of modern dance teaching in Canberra and surrounding districts, I have found that shyness and inability to mix is far more common among the younger children in country areas than in the cities, and even in towns with one main street you find them better able to talk and mix than the children of the A.C.T. This is most likely brought about by the isolated conditions under which they live, giving the people themselves a stand-offish, isolated feeling. The ability to dance could solve the problem for many of these young people, giving them the balance and poise in every day life that is so noticeable among taught dancers. I tender now an article from the Sydney magazine "Tempo", by a Sydney dance teacher, regarding evidence placed before the "Survey of Secondary Education Committee, N.S.W. Schools". I submit that modern dancing should be taught in all A.C.T. schools, as a must, because of the conditions applying to this area. There should be a qualified teacher, because dancing is at present taught by sports masters or mistresses, who mostly know little or nothing about dancing, and who usually teach old time dances. This training becomes almost useless to the pupils as soon as they commence attending dances, because most dance functions have all

SENATE CANBERRA COMMITTEE.

modern dances, with sometimes an occasional old time dance. Most music today over the air, at concerts, and in films, is modern, and therefore tends to make modern dancing the most popular. A person who has learnt to dance usually becomes a well behaved citizen. His training does everything to encourage him to become a well-trained person in every-day life. He has no need to drink to excess to gain dutch courage in order to be able to dance. He already can dance. He goes to a dance to dance, not to cause vandalism and teenage delinquency around street corners. He becomes a sound thinking and balanced person. Before closing I should like to bring attention to the difficulties of Canberra dance teachers in obtaining suitable floor space in or near shopping areas. There are teachers of modern, ballet, tap and country dancing in Canberra, all working in outlying and, in most cases, unsuitable halls. Contractors and owners usually divide up floor space into offices, in new buildings, and others have concrete floors. A suggestion that would be of value if a new hall were to be built is to build a two storey building, with two or three smaller halls on the top floor, to be let to teachers of dancing for studios. This would bring the main dancing of Canberra under one roof, and bring the pleasures of many types of dancing within the reach of children and adults alike, thus helping towards a happier and healthier population and towards the development of Canberra generally.

SENATOR BENN. - You say there are not sufficient dances in Canberra to cater for the demand?

MR. STRAHAN. - That is so. The main dances in Canberra are held at the Albert Hall, but it is not big enough. As far as the frequency of dances is concerned I think in March or April of this year there may have been two dances on Saturday nights because other functions such as flower shows would have the hall.

SENATOR BENN. - Is that the only dance hall in Canberra?

MR. STRAHAN. - No, but it is the only central one and

SENATE CANBERRA COMMITTEE.

it is the only one that will accommodate 250 dancers, other than the Causeway Hall, and people cannot be attracted to it.

SENATOR BENN. - What is the reason for that? Is it the nature of the surrounding area there?

MR. STRAHAN. - It is because it is a less pleasant area and because of travel difficulties in getting there.

SENATOR BENN. - Are you teaching dancing in any of the schools at present?

MR. STRAHAN. - I shall be in the Grammar School next term. That is the only school in Canberra which has a recognised dancing course.

SENATOR BENN. - They have dancing courses in the schools in all States have they not?

MR. STRAHAN. - The University of Sydney now teaches dancing.

SENATOR HANNAFORD. - Why should you make this claim about having this particular hall that you envisage made available for dancing on Saturday nights? Is not Saturday night a really unsuitable night for dances?

MR. STRAHAN. - Saturday night is the main night for dancing in Canberra. Dances in various districts fluctuate from one night to another. Wednesday night used to be the main night, then Friday night was the main night, and now at present it is Saturday night and has been for years.

SENATOR HANNAFORD. - I know that in the city in which I live the concentration on Saturday nights is at picture shows and it is practically impossible to book seats if one leaves it too late. Surely Saturday night would be unsuitable for a large ball.

SENATOR BENN. - It might be all right for what is known as the "two bob hop".

MR. STRAHAN. - It costs 4s now.

SENATE CANBERRA COMMITTEE.

SENATOR TANGNEY - Do you think that the nature of the approaches to the Causeway Hall would influence young girls, particularly, in not going to the hall?

MR. STRAHAN - Yes. The approach to the hall is through the industrial area, with railway yards and goods yards round about. Only this week when someone rang me for private lessons and I told him that the lessons would be at the Causeway Hall, he demurred.

SENATOR TANGNEY - Has any approach been made to the Department of the Interior to supply buses for dances, the same as it does for picture shows?

MR. STRAHAN - It would not consider it. The money they take on the buses by way of fares does not clear what they charge for the buses. You could not fit enough people into the buses to do that.

SENATOR TANGNEY - Do you think that if buses could run to appointed spots, such as the Causeway, it might be a good idea from the point of view of young girls?

MR. STRAHAN - Yes. The main reason why not many people go down there is the nature of the area.

SENATOR HANNAFORD - Is not the Albert Hall large enough for the ordinary Saturday night dances?

MR. STRAHAN - Quite often, it is not. In addition, it is very often required for other purposes. For years, the caretaker of the hall has tried to have the wings opened up, so that people could stand at the sides of the hall. On an ordinary night, there may be as many as 400 or 500 people dancing there. I do not know what the seating capacity of the hall is, but I imagine that on an ordinary night, with perhaps 400 people there, 200 of them would have to stand about.

(The witness withdrew).

SENATE CANTON COMMITTEE.

MAURICE KUNER

sworn and examined.

RICHARD McDONALD FRY

sworn and examined.

MR. KUNER - I am governing director of the A.C.T. Engineering Company. I am an engineer by profession. I propose to present a statement to the Committee.

MR. FRY - I have been a resident of Canberra for over 17 years, and I was headmaster of the Telopea Park School for practically all of that time. I retired recently and am at present business consultant to Mr. Kuner. Before Mr. Kuner makes his statement, perhaps I might be permitted to say a few words.

Mr. Kuner will speak on behalf of private enterprise and industry, and I wish to give a few personal views on that subject, since I have held, for a long time, certain views on the importance of industry in the Australian Capital Territory. As long ago as 1942, I led a Committee which discussed post-war reconstruction, and as an educationist, I was most concerned at that time with the importance of industrial development in Canberra. Of course, at that time Canberra was thought of only as the National Capital and the Seat of Government. I met with very strong opposition, not only from the then heads of the administration, but also from important commercial interests, for some reason or other. My grounds were that a healthy community, whether it be a Federal Capital or anything else, needs a background of other and diverse occupations. My problem at that time was the placement of children leaving school, and the discussion was on reconstruction and education. At the time, vocational guidance was one of our big problems. We found that people who should have been going into industry at various levels, were going into the Public Service, and that still happens, so that there are square pegs in round holes. The matter was not very well received then, the reply being, "We do not want chimneys in Canberra." In my view, that is a secondary

SENATE CANBERRA COMMITTEE.

matter to the health of the group.

Later, I took the view that the political health of the community depends on a diversity, not only of occupations, but also of interests. I think it is a bad thing for any city to owe allegiance to any one body, whether it be the Shell Oil Company, John Brown's coal mines, or the Federal Government. Where people have economic interests widely spread, you have a much healthier group. I do not feel that citizen representation in Government would be good if the places were predominantly occupied by public servants. I think representation depends on expansion of rural interests and also expansion of industrial interests in the population. Everything should not wait on the word of one man, whether he be a Minister or anybody else. For the political health of the community, I think that the establishment of industry, properly run, is important. Of course, these are personal views.

I think, too, that the social life of the community demands the establishment of industry. There is a tendency, even in bowling and football clubs, for vocational interests to intrude. I feel that to have a full and free social life, you want to have widespread private enterprise, and freedom of movement amongst tradesmen, artisans and others, because I think that makes for independence in the individuals in the community. I think it is good for the industrial health of the community itself. This might be a small point, but when we are bargaining before a conciliation committee or conciliator, where the union is opposed by the Government in respect of a certain trade, it is a matter of a bargain between two groups, there is something wholesome in the intervention of a third party, private enterprise, which can help to make the awards given more in line with those outside. If all artisans are employed by the Government, for instance, and there is no considerable private group, perhaps the awards given will be out of line with those in other places, as was the case with Canberra a few years ago, when it was necessary to offer certain incentives to people to get them to come here. I think bargaining

SENATE CANBERRA COMMITTEE

between the Government and the unions is an advantage.

In my view, the most encouraging things which have happened in Canberra in the last few years have been (a) the introduction of the National University, which provides a diversity of interests, and (b) the very strong growth of industry. Mr. Kuner's statement will have to do largely with the sort of deal that industry is getting here. To my mind, one of the basic things is that the administration has to move to a position of tolerance. It has to say, "We have to put up with those people and make room for them, even at the risk of inconvenience to ourselves." It has to recognise that industry is here to stay and that it is serving the community very well. The administration must adopt an attitude of positive co-operation and help. It must attempt to see the problems of industry and, if necessary, to encourage industry. I am quite sure that industry does not want anything for nothing. It does not want favours and is not asking for something from the Government in the sense of something free, though it is asking for a fair go and not to be inconvenienced because of priorities against it, or to be told, "This has priority because it is for the Government", or to be moved arbitrarily hither and yon without proper consideration of the circumstances.

MR. KUNER.- I am a professional engineer, Member of the Institution of Engineers, Vice-Chairman of the Canberra Division of the above Institution, Governing Director A. C. T. Engineering Co. Pty. Ltd.

Prior to forming A. C. T. Engineering Co. Pty. Ltd., Canberra, in 1947 I was on the staff of the Department of the Interior and Works and Housing, holding the position of Senior Mechanical Engineer, A. C. T., at the time of my resignation.

My present occupation and previous experience have given me an opportunity to observe and understand two points of view - public service and private enterprise.

I propose to discuss two important phases of Canberra's development.-

(a) The development of local industry.

(b) The heating of public buildings and homes.

Local industry serves the community. (1) By manufacturing locally commodities and materials required for the development of the city and for convenience of Canberra residents.

(2) By providing varied occupational opportunities for Canberra's growing population and, particularly, for those who cannot be, or for those who do not wish to be, employed in the Public Service.

Modern thought and policy, influenced by the possible effects of modern warfare on national resources, favours the decentralisation of industry. There seems to be no valid reason why industries developed to meet Canberra's immediate needs should not be seen as forming one of the bases of national strength in times of emergency. For example, my own company, manufacturing in Canberra mechanical and electrical heating appliances, has already laid the foundation of a very useful unit. Unfortunately due entirely to the lack of positive policy on the part of successive administrations, these foundations, involving a considerable capital investment, have been laid on a site which must, apparently, now be vacated.

M. KUNER
R. McDONALD FRY

SENATE CANBERRA COMMITTEE

It may be said that Canberra's location is not such as to offer sufficient advantage for the development of industry in its vicinity. My company has not so far found location a particular disadvantage. In fact we are finding a market for our appliances in New South Wales, Victoria and Tasmania and expect to find these in South Australia, Western Australia and possibly New Zealand. We have also carried out some large interstate contracts using Canberra as our headquarters.

We have, as I have shown received considerable encouragement, from our experience and from outside sources, to develop our activities in Canberra. If the administration has sought to encourage us, I am sorry to say that we have completely missed or failed to recognise the evidence of their encouragement. On the contrary, we have found the attitude of the administration very discouraging. One has felt from the beginning that private enterprise in industry has been officially regarded more as a necessary evil than as a positive contribution to city development.

Witness the development of the Kingston-Causeway area which has been criticised as an eyesore and is not, it must be admitted, particularly attractive. But whom should we blame for this? Here, private enterprise has been permitted to exist for the past twenty or thirty years. The term "permitted to exist" is used deliberately.

(1) Private enterprise needed sites on which to develop. The best that the Department could offer at the time were those at the Kingston-Causeway area. Occupancy has been permissive only and of temporary status. In the main, tenancies have been of the kind renewable only at three monthly intervals. A few were allowed the privilege of a seven year lease. There was always the threat of an arbitrary order to quit. Small wonder, therefore, that capital investment has been of a minimum kind and that the results have tended to offend the eye.

In contrast with these, consider those who were

SEVERE CANBERRA COLLAPSE

fortunate enough to have been accepted, many years ago, on to a limited number of blocks in the Braddon area. These have not only developed on ^{the} spot industrial undertakings of a permanent kind, but are now able to sell out their interest in the blocks at a very considerable advantage (Capital Cordial Co.) when they take their businesses to the newer areas now being developed. The position of these, comparatively few, early Braddon lessees is, as we have said, in marked contrast with those holding temporary leases at Kingston, for they will shortly be summarily ordered to leave the site on which they have expended money and labour, without even the compensation of special consideration. This, notwithstanding the fact that the industries so established have contributed, no less than those in Braddon, very generously to Canberra's present day development and status. More will be said later of the plight in which some of these people now find themselves.

(2) The existence of industry over this long period has indeed been a minimum existence, at least in terms of services. For example, Canberra may well be surprised and shocked to know that this significant section of the capital city is without sewerage and is still being served by a pan system only, and has been depending upon the irregular visits of a night soil contractor - a day time service - for its sanitation. Incidentally this system does not apply to adjacent Government establishments in the same area since these premises do have proper sewerage service.

During the past few years departmental policy has become more positive in action but no less negative in its attitude towards private enterprise itself.

Capital Investment and the Causeway-Kingston Area. Notwithstanding the difficulty of developing industry under the circumstances outlined, we reiterate that it is a fact that many useful enterprises have been established at, in many cases, a considerable cost. It is not enough to say that all this was done in the full knowledge that tenancy was temporary and that the

lessees should have budgeted for losses on transfer. Nor is it enough to say that they are being given full consideration simply because they may, under certain conditions, be given priority in the location of permanent sites which are now being offered on the so called major industrial area.

In the first place, what prior thought is being given to the needs of these particular industries in the laying out and preparing of the blocks? In our own case, at least an acre will be needed for development and we consider that the position of the block will be very important. Our application clearly indicated that two small blocks taken together, or one large block was our requirement. We were offered one small block and could get no other. Prior consultation with interested parties desirous of acquiring blocks would not seem to have been too much to expect when such a great deal had already been done in and for Canberra by the various local enterprises concerned.

In a word, I believe that I speak for private enterprise in the industrial field when I say that the designing and planning of major industrial areas should proceed only with the advice and in close co-operation with those engaged in the interested industries.

In the second place, the condition attached to priority in the allocation of blocks is too stringent. The Department says, in effect, if you want to receive any advantage from your early enterprise for establishing your business in Canberra you must be prepared almost immediately to abandon the fruits of your labour and migrate within twelve months. It matters not, that important contracts presently under execution are expected to extend well beyond the period stipulated, or that in some cases it would be physically impossible properly to make the shift in the time prescribed. Government priority overrides all other considerations in the allocation of sites. If this idea is accepted without any reservation, then further discussion would not be worthwhile. One feels, however, that a

very great body of public opinion rejects this idea and that

SENATE CANBERRA COMMITTEE

Parliament itself would not subscribe to it.

Those who have looked over the new major industrial area will have observed that prior to the offering of any blocks to private enterprise a very large section of the very best area had already been allocated to a Government enterprise - the erection of a Tractor and Plant Repair Shop. I believe that during a previous stage of city planning it was intended to extend Canberra Railway Station into the area now being used for our temporary industrial leases and what plans have now been changed so that this area is available for other purposes. The administration has apparently decided that those other purposes shall be governmental projects and those projects should be given preference over any claims established or put forward by or on behalf of private enterprise.

The reasons given for refusing to allow private enterprise to develop this area are variously given as stemming from (a) the need to expand the governmental projects as suggested above and (b) the need to remove an eyesore which, by the way, is, as I have shown, very largely the fault of administration policy, or lack of it, over the last twenty years. Whichever way it goes private enterprise, it seems, must go.

I believe that the claims of private enterprise to remain are very strong. Industrialists have actually established their right to remain and utilise the allocated areas by their hard work over many years and I submit that it is quite wrong to override and to discard their interests.

If better buildings are required, I have no doubt that, given proper encouragement, and a more permanent status, buildings would be improved to meet whatever standards are required.

To sum up:-

(1) Private enterprise in industry, especially including that located in the Kingston-Causeway area, has greatly contributed towards Canberra's development.

(2) This has been done, particularly in the latter case, in the face of a singularly negative, if not difficult,

attitude on the part of the administration over many years. Present conditions of private enterprise in the Kingston-Causeway area which have resulted from this attitude, are really incredibly bad but that fault does not lie with industry.

(3) It is not agreed that "Government purposes", as such, is sufficient argument to give automatic priority, and certainly not sufficient reason to justify the arbitrary eviction of established industrial undertakings.

(4) Should such removal of plant and premises be insisted upon, then special consideration should be given to circumstances in each individual case.

The next part of my statement deals with the housing of public buildings and homes. Perhaps you would like to question me now on what I have said already.

THE CHAIRMAN.- I do not propose to ask you anything about the desirability of diversity of employment for Canberra people, because I fully recognise the necessity for it. What limitations, if any, would you put on the types of industry that come here?

MR. FRY.- Should there be limitations?

MR. KUNER.- I consider that that matter should be left entirely open. Industry will come here if it finds there is scope for it - any industry at all.

THE CHAIRMAN.- The question of security of tenure, or lack of permanency, is certainly important. What land tenure would you prefer?

MR. KUNER.- We should prefer complete permanency.

THE CHAIRMAN.- There are degrees of permanency. There is no absolute permanency anywhere, because governments have the right to resume land. There are leases for various terms. Will you tell me what term you would prefer?

MR. KUNER.- We should be satisfied with leases for 99 years here.

THE CHAIRMAN.- You do not argue that you should have a freehold?

MR. KUNER.- No.

THE CHAIRMAN.- Do you object to zoning in any way? You do not suggest, do you, that industry should be allowed to go anywhere it likes?

MR. KUNER.- We do not object to zoning if it is considered necessary to meet town planning requirements.

THE CHAIRMAN.- In your opinion, what is the best area for industry here?

MR. KUNER.- We feel that the area we are in at present is suitable. It is adjacent to the railway. We think it is quite suitable.

THE CHAIRMAN.- Is there any other suitable area in the city?

MR. FRY.- I think the area I suggested in 1942, between here and Queanbeyan, is the most suitable area for industry.

THE CHAIRMAN.- Do you agree that if certain industries were not considered to be suitable for establishment here because of the aesthetic and other requirements of the city, they should be located in a satellite town situated not too far away from the city?

MR. KUNER.- I should say that the distance from the city should not be more than from eight to ten miles.

THE CHAIRMAN.- You would not object if we said that it would be better to put certain types of industry - I do not say all - eight or ten miles away?

MR. KUNER.- No.

MR. FRY.- I think that distance would be insignificant.

SENATOR TANGNEY.- You have said that tenants in the Kingston-Causeway area will shortly be summarily ordered to leave, without even the compensation of special consideration. Is that your opinion, or is it a fact?

MR. KUNER.- It is a fact. That is happening now. Other blocks have been offered to the occupants of the area, conditional upon surrendering their temporary leases in the Kingston-Causeway area within 12 months

SENATE CIBOLA COMMITTEE

MR. FRY.- Further than that, we have been told that the leases will not be renewed beyond the end of, I think, 1956.

(Continued on page 1487)

SENATE CANBERRA COMMITTEE.

MR. FRY (Speaking) - The reason is that nobody had an incentive to spend the minimum. We feel that we could do as well in that area. In fact, we could improve that area in some respects better than the Government is likely to do because if the Government just wishes to increase its workshops I am quite certain that our firm could do something better than that, because our plans involve lawns and gardens.

MR. KUNER. - I would go further than that. I have discussed this matter with people who have had tenancies there for many years and they would be very pleased to be given an opportunity to improve to meet any requirements made, but I feel that they are being severely ill-treated by being asked to leave buildings which they have developed and will lose all their invested capital effort.

SENATOR LANGNEY. - Is the main road referred to the main entry to the Causeway or is it where people are leaving?

MR. FRY. - Yes. Incidentally, when applying for the new block we applied for one on the main road for the very reason that we want to provide an attractive building on an attractive site. As the report says, We were unable to get the block we wanted simply because the one we could get was too small and the reason for that was that we could not get out within twelve months. Contracts for the Australian National University ran over that period and it would have meant stopping all work completely for six weeks which is impossible when contracts are running as they are. So we lost all priority for that reason.

SENATOR BENN. - What do you manufacture?

MR. KUNER. - We manufacture heating appliances and central heating radiators. We are the only people in the Commonwealth who manufacture central heating appliances. Until we commenced manufacture of them Australia's needs were all imported. They are now being made in Canberra and we distribute them to all parts of Australia.

SENATOR BENN. - You say in your statement "Government priority overrides all other considerations in the allocation of sites"

SENATE CANBERRA COMMITTEE.

Can you give me a concrete instance of that?

MR. KUNER. - A concrete instance is that the Government has decided to absorb the Kingston-Causeway area for its own purposes. As a result, without any further consideration being given to our requirements, we are being told to get out.

SENATOR BENN. - Has not the Department allocated to you another site?

MR. KUNER. - Yes, but the Department might equally have allocated other sites for its own use. I am claiming that no consideration has been given to our needs and requirements. The Government merely said, "We want this site for bus sheds. We are not concerned what you want it for, you can go and build your new building somewhere else".

SENATOR BENN. - Did the Department indicate where you could build?

MR. KUNER. - Yes, but it did not ask us what space we require for our future development. It merely said that it was offering a number of sites and that we could apply for one of them. We did, and the one we got was not suitable. That is all there is to it. Our future development is indefinite. We do not know what we are going to do.

SENATOR HANNAFORD. - What is your opinion of the Lonsdale Street industrial area which you mention in your statement. Do you think the people there have been treated reasonably well, or do you condemn the setting aside of that particular area as a semi-industrial area?

MR. FRY. - I should like to clarify this. Our reference was not to the present Lonsdale Street, Braddon area, which was the windbreak area which was originally left free for a railway line. We are referring to the older industrial blocks which start from the Civic Theatre and go along that line where Freebody's Garage, the Capital Cordial Company and the Canberra Times Office are. That area has been opened up for a long time.

SENATE CAMBERGIA COMMITTEE.

I should not like to comment on the other area.

SENATOR HANNAFORD. - What is your frank opinion of the Lonsdale Street area?

MR. FRY. - I do not like it.

MR. KUNER. - I consider that a very much better effort could be made. Personally I am not particularly happy with what has happened there. We think that we could have developed an industrial area that would look much better. I am principally concerned with the fact that people^{who} have been given an opportunity to develop industries in that area have gained, and are about to gain considerably from their investments while we, to all intents and purposes, have completely lost the value of our efforts.

SENATOR HANNAFORD. - Do you not think that in the ultimate it is a wise policy to move the industrial area from the Causeway to the new area and that a certain time limit would have to be specified by the authorities in which that was to be achieved, even if you claim that you have not had the consideration given to you that could have been given to you?

MR. KUNER. - My answer to that is that if it were considered as a town-planning development with industrial buildings I would be willing to accept it, but if industrial buildings have to be moved in order to enable the Government to instal bus sheds and other similar installations, I am opposed to it.

SENATOR HANNAFORD. - Is that the proposal?

MR. KUNER. - We have been unable to obtain any information. All that we can learn, and that has come very reluctantly from the authorities, is that the Government is going to use it for something else.

MR. FRY. - I have some information on that. The purposes for which it is to be used are Government purposes. I have been led to believe that they are an extension of Government facilities in that area of the type that are further up the road. We believe that, as between two forms of industrial undertakings there is no reason why additional buses could not be parked

SENATE CANBERRA COMMITTEE.

so that the people already established in the area could be allowed to stay put. It might be all right if it was to be something completely new, like a park, or even residences but if it is to be only another industrial undertaking, then, as between the two, there is not much justification for the proposal. The A.C.T. Engineering Company has one plant there which has considerable foundations down. There are presses and machinery which cannot be moved in the way that a few bales of goods might be picked up and moved elsewhere.

SENATOR HANNAFORD. - Do you think that if the place is to be retained as an industrial area certain consideration could be given to the better type of establishment?

MR. FRY. - We believe that.

THE CHAIRMAN. - I have some questions which relate to evidence given previously. Do you think that in order to get tradesmen to Canberra it is a good thing to weight wages by paying an extra amount above the wages that apply in an industry generally?

MR. KUNER. - I think it is more important to provide homes for workmen.

MR. FRY. - I agree.

SENATOR TANGNEY. - You are speaking from experience?

MR. FRY. - Yes, and I thoroughly agree. As a matter of fact it is my continuous experience.

THE CHAIRMAN. - I should like your opinion of what the Public Service has termed "Operation Admin" which provides that within a definite time the heads of departments and head office staffs will be brought to Canberra. Have you any criticism of that as a matter of government policy?

MR. KUNER. - No.

THE CHAIRMAN. - Can you give us your idea of what effect it would have on conditions generally if it were done in a fairly short time? For instance, there would probably be competition

SENATE CANBERRA COMMITTEE.

for tradesmen between the Government and industry.

MR. FRY. - Not if the home-building situation had improved. It all turns on the question of providing homes for workmen.

THE CHAIRMAN. - What about supplies of material? Do you think competition in that respect would cause prices of materials to rise and result in a form of local inflation?

MR. FRY. - That is a question of organisation, of course. If the organisation was good there would be no such worry at any time.

MR. KUNER. - I do not see any likelihood of a price increase for that reason because we are so close to other centres.

MR. FRY. - I feel that it strengthens our argument that if precedence in these things were given a chance to develop of itself it would pick up the slack. The situation arises at the various shopping areas, for instance, Kingston, where under the previous policy we have completely enclosed the block. But if you could get blocks quite freely, the supply problem would be met by the fact that business people would look ahead and would see the need for increased supplies there and supply would automatically be looked after. The present difficulty is that the restrictions of the plan tend to cause a state of uncertainty.

THE CHAIRMAN. - You have been in Canberra for 17 years, Mr. Fry.

MR. FRY. - Yes.

THE CHAIRMAN. - How long have you been here, Mr. Kuner?

MR. KUNER. - Since 1938.

THE CHAIRMAN. - You have given us some opinions of the effect of the plan on Canberra. What is your general idea of the overall effect of the handling of the plan? Do you think that in the main it has been good?

MR. FRY. - Do you mean on the physical aspect?

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN. - Both the physical planning and the planning of development.

MR. FRY. - I do not find in the Griffin plan the faults that many people find in it. I believe that it is working out very well and I have no doubt that the suggestions made to this Committee will overcome such difficulties as there are. In some directions, however, the planning has been a bit restricted and behind the times. I do not know whether I should make comments on matters that are outside my ambit.

THE CHAIRMAN. - We should like you to make such comments insofar as they can be of assistance to us.

MR. KUNER. - The only point I wish to raise is that the planning of a city such as Canberra calls for the utmost efficiency and experience of that type of work. That applies to the employment of highly trained professional architects and engineers. We probably have made some mistakes in detailed planning by being forced to employ people whose experience has been extremely limited. That may be due to reasons which apply to the whole of our national trend.

THE CHAIRMAN. - Do you think the Causeway industrial area was a bad site to begin with?

MR. KUNER. - I think the site was quite good, but the methods of progress were very poor.

THE CHAIRMAN. - Why was it chosen?

MR. KUNER. - It was chosen originally because it was adjacent to the railway and the Government Power House.

MR. FRY. - It was not on the Griffin plan as an industrial area but it was selected because the railway finished there and the Power House was near by, and therefore the Government developed its own industries there. The Braddon area was planned for the railway extension and an industrial area was established there. The same situation arises, to some extent, in Griffith, where they stopped the railway at Banner Avenue and facilities developed there.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN - We have had a good deal of evidence about education from both officials and parents and citizens. As a former headmaster, you should know a great deal about this. What is your opinion about the general plan and provision of schools here?

MR. FRY - I was hoping, in one way, to avoid being asked that. I have been talking on this subject for a long time. The figures given yesterday were given, virtually, by me in 1949. I find very little excuse for the delay. The Canberra Times' files will contain reference to the figures used by me. The fault, I hasten to say, lies least of all, with the Department of the Interior, because it has always been on the ball, at least for the last fourteen years. I think that the fault lies mainly with the Department of Works, in its priorities difficulties, and especially with the priorities committee. I have been very closely associated with this. The fault also lies, to some extent, with the arrangement with New South Wales. Since I am an officer of the Education Department still, I suppose I should be careful in what I say, but I think that New South Wales has, to some extent, retarded education here, mainly because Canberra is so far away from Sydney. It is not the fault of any individual, but because, as far as Sydney is concerned, Canberra has been regarded as only a country town for a very long time. I believe that we would have done better to have had the arrangement as it was but with an authority here which was able to press perhaps more firmly for a local plan. There has been no local plan. The talk I gave in 1949 was a plea for a blueprint for Canberra.

THE CHAIRMAN - What is your opinion about parks, public areas and recreational grounds? Do you think they should be set aside and never used for any other purpose?

MR. FRY - I think that is necessary.

THE CHAIRMAN - You have had experience of young people leaving school. Is it difficult to keep them in Canberra after they leave school.

SENATE CANBERRA COMMITTEE

MR. FRY - They are not kept here.

THE CHAIRMAN - There is a certain trend towards the cities, is there?

MR. FRY - They are not kept in Canberra. We have to send them elsewhere. Any boy who wants to be an industrial chemist, for instance, we lose.

THE CHAIRMAN - The reason is purely occupational, is it?

MR. FRY - Purely occupational. There has been no other reason, in my view. Canberra has provided, over the years, a very satisfactory background, both socially and otherwise, but in regard to vocations, I have been concerned about the fact that our best young people have had to be exported.

THE CHAIRMAN - You think that vocational training is almost the sole reason for losing them?

MR. FRY - Yes, and also lack of incentive has sometimes resulted in poor examination passes. At times it has been difficult to get people to aspire to high passes in the Leaving Certificate examination, for instance, because 4B's would get them jobs. Some of them have expressed the view quite plainly that if a pass of 4B's will get them jobs, why should they do more.

THE CHAIRMAN - I am interested in that, because I was told something of that kind years ago. It was said that one of the reasons was that the young people knew they could get into the Public Service. I have been told, however, that Canberra has a high school which, of recent years, has had very high passes.

MR. FRY - That is very true, in recent years. I was referring to times further back than that. I think what you say is true of the last five years.

SENATOR TANGNEY - It was suggested by an earlier witness that most of the people in business at the railway station area are squatters who have simply squatted there, and that once they got there, the Department took notice of them. What do you say about that?

MR. FRY - I would say that that was an extremely inaccurate

SENATE CANBERRA COMMITTEE

statement. Substantial businesses of our type are definitely not squatting there.

THE CHAIRMAN - Perhaps Mr. Kuner would now continue with his statement.

MR. KUNER - Yes. The Canberra climate makes some form of heating a must in all Canberra buildings, private or public. This has been recognised in various ways ever since Canberra was established. So far, however, there has been little positive action properly to meet climatic conditions. In this connection I present the following views which I hope will be found constructive.

At the outset, let me say that very much saving could accrue from the adoption of schemes involving groups of buildings rather than treating each building constructed as an individual unit. This is a proper subject for consideration by town planners.

Canberra's many public buildings are all heated in one way or another, most of them being equipped with independent heating systems involving boiler plants of indifferent fuel efficiency and each requiring a group of boiler attendants.

What is the alternative?

Similar problems have been met and solved in many other cities in the world, and up-to-date practice tends to favour the provision of central boiler plants serving a number of public buildings over a given area.

From our present position at Parliament House, for instance, quite a number of Government buildings may be seen, each happily expelling smoke from its boiler chimneys, for within reasonable distance are the new Administrative Block, West Block, East Block, National Library and the Patents Office, Telephone Exchange, four Temporary Office Blocks, Hotel Kurrajong and the Albert Hall. Some increase in overall efficiency and considerable reduction in operational costs, involving a saving of many thousands of pounds per annum, could have been made in this area if such a scheme were in

SENATE CANBERRA COMMITTEE

operation. This could mean a proportionately increasing saving as Canberra grows, if planning followed these lines.

Some opinion appears to favour air conditioning for Canberra buildings. The new Administrative Block, for example, is equipped with refrigeration plant for the treatment of the air for summer cooling. This is one of the kinds of installation in which, as contractors, my company would be interested and I should be one to welcome this development.

In my professional capacity, however, and as a private citizen and a taxpayer, I am very doubtful whether the high expenditure which summer cooling involves could be fully justified. This doubt applies, particularly, to buildings as solidly constructed as the Administrative Building which should resist very slowly to temperature changes.

All in all, these important questions, and especially the question of obtaining the highest level of overall winter comfort in all public buildings at the lowest possible cost, seem to justify the appointment of a Technical Committee which should include engineers of the highest possible status in heating engineering. Such a committee could have local and departmental representation, but should be one which was fully equipped with technical background and a full knowledge of modern developments in this field. It would also be the committee to advise on the desirability or otherwise of air conditioning in Canberra.

Canberra homes are not, as a general rule, suitably constructed to meet expected winter conditions. The following points are significant.

(1) Consideration should first be given to the heat-insulating properties of the various materials which may be used for home construction.

(2) Ceiling and floor insulation which can be provided at a relatively low cost would be responsible for very great savings in heat losses. To illustrate:- To heat a Canberra residence of approximately 12 squares and not insulated, 12 kilowatt in electric

SEN. TED CLARBERG COMMITTEE

power would be required. The provision of ceiling and floor insulation would reduce heat losses so that only about 5 kilowatts would suffice. This would reduce running cost for this type of heating from 2/3d. an hour to 11d. an hour. A proportionate reduction in running costs would apply to any other type of fuel used.

(3) Heat retaining qualities of homes would be greatly improved by the omission of wall ventilators, which are still being prescribed. They are now considered unnecessary and, in this sense, are relics of the past.

(4) Second only in importance to insulation is the proper orientation of the building with respect to the sun. This involves the taking of the greatest possible advantage of the sun's radiation by arranging living spaces in a proper sequence in relation to the sun's progress during the day.

(5) So far, an open fireplace has been the normal provision for home heating. Unfortunately, the normal fireplace, whilst contributing to a homely atmosphere, results in excessive heat radiation and cold draughts. It is singularly inefficient, in that a great proportion of the heat which is provided goes up the chimney and is thus a dead loss. Further, the increasing scarcity of wood fuel is certain to aggravate this problem and to render inefficiency even more expensive.

The recent report by the Department of Works recommends the installation of one or more slow combustion stoves as the solution to the problem of home heating. I do not agree with this recommendation. I regard it as a retrograde step. Whilst, admittedly, saving something on fuel, it suggests that the housewife should maintain three or more fires. There are better and more up-to-date methods of meeting the problem.

I would like to recommend that consideration be given to the use of solar heating, combined with electricity. Successful experiments conducted by the C.S.I.R.O. for the heating of hot water for domestic supply suggest that this method of heating could

SENATE CANBERRA COMMITTEE

be extended, particularly in places like Canberra where many hours of clear sky, even in mid-winter, would provide fuel without cost. A solar installation would have to be equipped, of course, with auxiliary electric heating to supply additional heat during unfavourable periods. I believe, however, that solar heating combined, as explained, with electric heating, or even all-electric heating, is economically quite feasible and within the reach of average citizens, provided - and this is important - that homes are properly insulated and suitably orientated to take full advantage of heat from the sun.

THE CHAIRMAN - I should like some further explanation of solar heating.

MR. KUNER - That is a method of heating which uses energy from the sun to heat water. The water, in turn, is circulated through a conventional type of central heating radiators or panels in the ceiling, or by other forms which are used for heating homes. This has been done to some extent in California and other places, and the way it is done is to have a large tank, a flat tank, coloured black, containing a series of coils filled with water. This assembly is covered by a sheet of glass and located on the roof or some other position which is widely exposed to solar radiation. The water is heated by sun radiation, and by means of more conventional mechanical appliances, it is circulated through the building. We in Canberra have sun for many hours, and we could obtain quite a useful source of energy by that means for heating water.

THE CHAIRMAN - This is a matter of expert opinion, and I am afraid that none of the members of the committee could express an opinion as to whether it is better than other methods that we know of. However, we shall note it. Would you say that one of the major difficulties in the planning of Canberra is that the people who built from the beginning were not aware of what the Canberra climate is really like?

MR. KUNER - Quite so. I would say that the original

SENATE CANBERRA COMMITTEE.

planners, who came mostly from other parts of the Commonwealth, did not realise what the climate here was like.

THE CHAIRMAN - They did not appreciate the intensity of the cold in winter. As a matter of fact, I have the impression that some of them thought it was a sub-tropical, or even a tropical climate.

MR. KUNER - Yes.

THE CHAIRMAN - A thing that has always struck me is that the blocks of shops in Civic Centre are identical with those in New Delhi. In fact, I think they could have been taken from the same plan. That does not mean that they are unsuitable, but it does indicate the attitude of the original planners.

MR. KUNER - Yes, I think it does.

SENATE CONSERVATION COMMITTEE

SENATOR TANGNEY.- Have you any idea of how much this insulation and heating would add to the cost of an ordinary home that you could buy for, say, £3,500 now?

MR. KUNER.- The cost of insulation would be in the vicinity of £150. The cost of installing a heating system is something which cannot be established at this stage, as it is largely experimental, but I am very strongly of the opinion that the cost could be brought down to a very reasonable level. In fact, I think the capital cost could be recovered in a number of years as a result of the lower cost of fuel.

MR. FRY.- Welding, panel-beating, refrigerator maintenance and a few other trades of that kind suffer from the fact that in Canberra they are not established trades, as they are in the states. To become a welder in Canberra, a man must be fully qualified as a fitter and turner. To be a panel-beater in Canberra, he must be fully qualified as a motor mechanic. I think some investigation of that matter would be worthwhile. I do not suggest that the standard of entry into those trades should be lowered, but there are many people who have become good welders who have never reached the stage of being a fitter and turner. There are many good panel-beaters who could not go on to the level of being good motor mechanics. It seems to me that if a man must become a fully qualified motor mechanic before he is allowed to do panel beating, which is the present situation, we are putting some restrictions on the activities of workshops, because probably there may be about ten motor mechanics who are beating panels. That seems to me to be a sheer waste.

(The witnesses withdrew)

THE COMMITTEE ADJOURNED.

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of

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SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF
CANBERRA.

MINUTES OF EVIDENCE.

Taken at Canberra.

TUESDAY, 28th JUNE, 1955.

PRESENT:

The Chairman (Senator McCallum)
Senator Benn Senator Vincent
Senator Ryan

ALBERT VICTOR JENNINGS, Managing Director, A.V. Jennings Construction Company Pty. Ltd., sworn and examined.

THE CHAIRMAN. - I understand that you have prepared a statement for submission to the Committee.

MR. JENNINGS. - Yes. In appearing before your Committee. I feel that my evidence can best be directed to housing with suggestions for organizing and increasing production; bearing in mind the urgency of the housing problem and the vital part it plays in the development of Canberra.

Past Experience. - Briefly, my experience in group housing dates back to 1932 since the formation of A.V. Jennings Construction Company in Melbourne. In addition to other building work, private estates were developed by my company - town planning, laying roads, services, designing, erecting and financing private houses and shopping centres on these estates. During the war we have carried out solely Government work, and since the war have included in our building activities group housing for Governments in various States. During the last ten years we have completed 8,000 homes, costing £20,000,000. Three thousand of these homes included the construction of roads, paths, services, etc., in a suburban area for the Victorian Housing Commission. The highest number erected by my company in one year was 1,500 in 1951. We are continuing our group housing along with our other work. Our present rate of production is about 1,000 homes per year, while our potential is 2,000 homes per year. We employ about 2,000 men.

SENATE CANBERRA COMMITTEE.

The work in Canberra is carried out by A.V. Jennings Construction Co. (Canberra) Pty. Ltd., mainly for the department; the only private contract we now have is "Industry House", which is complete, except for some minor details. Late in 1949, we entered into an agreement with the Commonwealth Government to erect 1850 homes and other buildings in Canberra under a "Fixed Fee" contract. The difficulties encountered and overcome in erecting these homes can, I think, form a sound basis to enable me to put forward some constructive proposals that can increase production and help overcome the local housing shortage in a reasonable time. Before going into Canberra, we were made aware of the difficulties of supply and labour by the Works Director at that time, J.R. Potts. The main shortages then were roof tiles, fibrous plaster, timber, plumbers, painters, carpenters, etc.

To avoid disturbing the local contractors and sub-contractors, we financed and assisted in setting up sub-contractors to manufacture cement roofing tiles, ^{and} fibrous plaster sheets; we financed timber mills and encouraged Victorian plumbers, painters and general tradesmen to work in Canberra. This meant a considerable outlay and quite a lot of organisation, but the Canberra set-up was greatly assisted by our parent company, and still is from time to time.

Plaster was obtained from a mill set-up by us in Mildura, and gypsum for the plaster from a deposit in north-western Victoria, and another area near Mildura, located by aerial survey, was held in reserve. This was all necessary because of the great shortage of plaster for sheets. Seasoned timber was brought in from our timber mills and joinery works.

Some framing timber was provided from a southern New South Wales bush mill until it was diverted to the Snowy River Scheme, because the miller was offered, by a buyer from this area, £1 per 100 super feet above the price we were paying. We managed to get it elsewhere for 10/- extra, and that had to go on to the price of the homes. Later, we financed another mill for the whole output, but had to cut the supplies because of shortage of contracts. Obviously, it is difficult now to get that supply back.

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SENATE CANBERRA COMMITTEE

A hostel was erected by us for the Department, and we hoped to house a number of men there, but as soon as it was finished it was requisitioned to provide extra Departmental staff accommodation - owing to the increase in Parliamentary Members. We made cement bricks, although cement was difficult to obtain at times. This was done to supplement the supply of clay bricks. Brick veneer homes were erected to spread the number of bricks over further homes. Some no-fines concrete homes were also erected, as an experiment. We are now erecting a number of monocrete homes, also a new type masonry veneer home on a timber frame approved by the Department. We erected about 500 overseas pre-fabs in Canberra after inspecting and making suggestions regarding the manufacture of the prototype in England. Two of our representatives were sent overseas for that purpose.

In winter it was usual for a large number of tradesmen to leave Canberra for warmer areas, some returning in the summer. This seriously depleted the labour force available. In 1951, we decided to bring in 150 German tradesmen on a 2-year contract - mainly carpenters - to help increase and stabilise our labour. The Union agreed to admit them as members, providing they were satisfactorily trade tested. Our representative, approved by the Department and the Unions, did the trade testing in Munich, Germany, assisted by another of our representatives well acquainted with Germany, and the language. They were sent there at our expense, and I followed later, meeting them at Munich. It took six months in looking over the 3,000 men to get the 150 required - after medical examinations, screening, trade testing, and getting men within a certain age group. On arrival in Australia, they were met by the representative who helped to select them in Germany, and were then housed in Canberra Departmental hostels. Later, they were frequently contacted personally regarding their welfare. A club and orchestra were formed, and concerts given by the men; these concerts appeared to be popular. This was done to enable the men to meet more Australians socially.

SENATE CANBERRA COMMITTEE

Our labour force was increased to about 420 men at the end of 1953, but other contractors were offering financial inducements that we could not offer under our fixed fee agreement, and some men started to drift.

At a later stage it became known amongst the tradesmen that Government finance was getting short for future contracts in Canberra, and the men began to move out of the territory. Our work was, in fact, slowing down owing to the hold up with new contracts, and our labour force of all trades gradually decreased to less than 100 men. Most of these men left the territory.

Recently, a new programme has been announced for housing administration staff over the next few years, and a strong demand has now set in for labour.

Turnover in labour costs about £20 per man. Through the policy of the Department regarding overtime, we were obliged to cover the extra cost out of our fee when we worked the men a six-day week. We were losing men so fast ^{that} overtime was necessary to retain them. This meant running at a loss for some time pending other arrangements.

Since changing from fixed fee to firm price, and the new programme has been announced, contracts are coming through faster. When we have sufficient balanced contracts, we will build up our labour force again to get back to, and increase our previous rate of production. Bricks, at present, are short, and we have suggested, and had approved, masonry veneer tiles, which eliminate bricks altogether in a home.

The above is a brief summary of the progress with the contract, and has produced about 1,100 homes over about five years, including 55% in 1953 and 54% in 1954 of the departmental homes erected in Canberra.

Conditions Peculiar to Canberra.

Site Development. Early site development is a difficult problem in all States, but more so in Canberra, owing to the limited plant and labour available for a larger programme. This can delay house construction very considerably.

Planning. To cope with the high standard of home required in Canberra, Estate design and house design needs to be co-ordinated. Large scale housing in each State is almost solely to cater for minimum housing requirements, but Canberra covers a wider field.

Shortages, Labour/Materials. Periodical shortages of labour have occurred by men leaving the territory in winter, mainly men housed in hostels, lack of work during breaks in letting contracts, and uncertainty of the future. Material shortages have occurred at times. With bricks, for instance, plans were prepared, and while awaiting finance brick supplies dwindled by use in other contracts. Auctioning for timber has taken place by the demands of other Departments, particularly Snowy River, the highest bidder getting the timber. Prefabricated homes, generally, are only an expedient. American figures are interesting on this subject - 7% in 1951, and about 5% in 1954.

Competition. Competition is often very keen amongst housing contractors endeavouring to retain their gangs. In many cases this has led to under pricing, poor performance and financial difficulties. The outcome has often meant increased, instead of decreased costs to the Department. This, of course, happens in the States, but the Department, being the largest construction authority in the territory, is the most affected.

Finance Fluctuations. Finance fluctuations have added tremendously to the difficulties and cost of housing in Canberra. When the job stops or is slowed down the re-employment of each man costs £20. Government money is the main source of finance, and work fluctuates according to the allocation of funds.

Methods of dealing with Canberra conditions and conclusions reached.

I submit, separately, a plan of a possible method of handling housing in the territory, based partly on the desires of the Department, as expressed recently in an advertisement. Some of the details that could be examined and brought in the general plan are noted hereunder, together with some conclusions reached after local experience. Permanent resident tradesmen are desired. They could be encouraged to board single men for better social life. This applies particularly to migrants who are likely to get homesick if left to their own resources in Canberra. This did apply to some German migrants.

I feel very strongly that home ownership should be encouraged with finance up to at least 95%. In certain cases, a deposit could be included in the re-payments over a period. More encouragement should be given to home purchase and less to hire purchase. Canberra could give a lead to the States in this regard. I feel that this could be a vital factor in encouraging married tradesmen, migrants and others, as well as public servants, to remain in Canberra, allied to continuity of work. Home ownership encourages thrift, initiative, family stability and community interest. It also helps solve many social problems.

Some thought might need to be given to industry, light or heavy, in or near Canberra, to employ growing families. These young people absorb naturally the local atmosphere and are very important. They would be encouraged to marry and settle in Canberra.

Where hostels are unavoidable, the tariff should be reasonable, with proper amenities.

If similar home purchase conditions were available to all Canberra residents, including tradesmen and migrants, no complication would arise, and no country allowance would be needed. I have in mind the German immigrants who came here. From this point on, I should like to elaborate headings that I have made. They are as follows:

(a) Each man turned over in the labour force costs about £20.

It has been found that with intermittent contracts we lose labour. The present job in Canberra affords an example of that. In connection with that job, we built up our labour force to approximately 420 men, but with contracts gradually diminishing we had to cut that labour force, which fell eventually to about 100 men. We believe that it costs us approximately £20 to employ each new man who comes on to the job. Therefore, the cutting down of our labour force by approximately 300 men cost us approximately £6,000. This is a hidden cost in connection with building.

THE CHAIRMAN. - Could you explain to us how you arrive at that figure of £20?

MR. JENNINGS. - First, it is necessary to advertise for a number of men, and receive replies. It may be necessary to advertise several times. It is also necessary to get in touch with the employment bureaus and so on, and then we have to get the men to the site. When a man comes to the job in the first instance, the time of one of our senior staff men is occupied in interviewing him. Having decided to engage the applicant, it takes a certain amount of time for him to get used to the type of work, and it is necessary to fit him into a gang, and so on. We estimate the overall cost of doing that at £20.

(b) We find it necessary to work six days to retain our men.

In Canberra, we have found that the majority of men prefer to work six days a week in order to get extra money.

THE CHAIRMAN. - Do you mean six full days, or only the mornings on Saturdays?

MR. JENNINGS. - I mean six full days.

- (c) Maintenance is lightest on brick or cement integrally coloured outside walls.

In home building, to which this evidence mainly refers, economics come into the picture very considerably because the final cost of a house influences interest and rental charges. People who lend money on housing prefer to do so on a home that does not require too much maintenance, so that, if the house comes back on their hands their security is better. Also from the purchasers' and owners' point of view, maintenance is lowest on bricks and cement.

SENATOR VINCENT. - Do you mean that maintenance on brick houses is cheapest, having regard to the life span of bricks?

MR. JENNINGS. - One of the biggest items of maintenance is painting. Bricks do not require any attention, nor does cement integrally coloured.

SENATOR VINCENT. - Do you contend that it is cheaper to maintain a brick house than a wooden house?

MR. JENNINGS. - When you say a wooden house, I would not say a wooden-framed house, because most of the maintenance is incurred in painting the outside walls in order to protect them from the weather.

SENATOR VINCENT. - I mean a house built of wood.

MR. JENNINGS. - The outside walls - you can have a final house of wooden frame with bricks on the outside, or some other medium on the outside.

SENATOR VINCENT. - I am only referring to a house built of wood. You say that a brick house is cheaper to maintain than a wooden house?

MR. JENNINGS. - Why I am qualifying the outside walls is that with brick walls outside - I think you mean a house that has a wooden frame inside ^{which} would possibly cost more to maintain than a brick house right through. I would say that the cost of maintaining a house with brick inside and outside walls would not be very much less than the cost of maintaining a timber-framed house with

plaster sheet walls inside. One big difference that comes in is the maintenance on the outside covering.

(d) Retention money - suggest a bond.

The department will take bank guarantees, but in some cases it is preferable for a contractor to have a bond, providing it is from a reliable insurance company. In some cases the bank will regard the guarantee as being a debit against the overdraft. I think it serves the same purpose if an insurance bond is accepted by the department, as long as it is from a reputable insurance company. I think some Government departments do accept it. That makes it easier for the contractors in regard to finance.

(e) About 15 trades or sections need to be organised on each job.

Housing is not so simple to organise as appears on the surface. A lot of organisation is required in order to co-ordinate 15 trades or sections in order to get a house built.

(f) Homes erected in part and added to later are unsatisfactory.

It has been found, ever since the war, that homes erected in part and added to later have proved unsatisfactory.

SENATOR VINCNET. - Why?

MR. JENNINGS. - Because you have to go back to the house and often pull some of it down and so on. By the time you do that, we consider that the added cost is not economical compared with a house of that size built originally, because no matter how small is a house, there must be provided bathroom, sewerage, and kitchen facilities. I say that, as a general policy, that is uneconomical.

(g) Quantity and quality of work now better, owing to availability of more materials and better organisation when contracts are available.

The quantity of materials available does affect your jobs; if all material needed is available, your work goes through smoother and it does facilitate better organisation of the job. It also affects the quality of the work. It makes organisation simpler if the men have the work to carry on with. It is easier to organise, and you obtain both better quality and quantity. With regard to

the phrase "When contracts are available", I point out that if greater continuity is given in work, it affects the whole set-up.

- (h) Auctioning for materials and labour means increased costs as evidenced by Snowy River experience regarding timber.

We are building in Canberra. We had arranged for timber from a mill, but the Snowy scheme was getting under way and that timber was urgently required. Our miller was approached by somebody from that area who wanted timber. He agreed to pay an additional £1 a hundred super feet for it, so we lost our timber and had to go elsewhere. Finally, we got it by paying an extra 10s a hundred super feet for it. That cost goes on to the cost of the house, although the Government authorities got the material. That is ; . . . another unseen factor in relation to building costs.

SENATOR VINCENT. - Is it usual for building materials to be auctioned?

MR. JENNINGS. - I do not mean auction in the sense of a sale, but rather competition. The point that I am making is that when two government authorities want the same timber, they compete with each other for it, ^{and} the cost of the timber is increased unnecessarily. We refer to it as auctioning for labour and timber.

SENATOR VINCENT. - Could that be avoided?

MR. JENNINGS. - It could have been avoided in this instance by the two departments arranging to each take half of the timber. Our work was on a fixed fee basis. When they found that we were getting the timber, they could have come to us and entered into some arrangement.

- (i) A fast rate of production is more economical over period. Continuity is essential.

The word "continuity" is something that can be argued in many ways. It can be said that we cannot expect to have contracts laid on, and so on, and that when a big contractor is given a contract extending over a period of years, a small contractor might ask why he got such a contract. I believe that there is a place for both. Obviously, when big works have to be carried out, they have to be tackled in a big way. A small man can handle five or ten

contracts a year quite successfully, but where there is a big programme - one requiring the provision of a certain number of homes within a certain time - you have to organise for it. You have to organise both in relation to materials and labour. It is necessary to start from the beginning. You must have regard to the materials that are available to enable you to get the contracts through in the time required. In Canberra, the standard is of necessity higher than in the States, where a number of housing authorities is catering for the immediate requirements of the people. In Canberra, it is necessary to bring in a lot of the supplies needed, and the design must be related very closely to the available materials. In order to maintain continuity, a contractor has frequently to provide the materials himself when they are not available from the normal source of supply. In those cases a contractor has to set about obtaining material from other sources, and he might, as we have done, have to bring labour from overseas and put them up here. If you have a sufficiently large contract, you can afford to do that, with satisfaction to all concerned. You get faster production, and it is more economical.

- (j) A fast rate of production needs good pre-planning, co-ordinated good team work and adherence to schedules.

I have already explained the necessity for good pre-planning, etc., under the previous heading.

- (k) Negotiated contracts are necessary for this type of work over a period of about five years.

SENATOR VINCENT. - You do not mean negotiating for the contracts for five years, do you?

MR. JENNINGS. - Oh, no.

SENATE CANBERRA COMMITTEE

MR. JENNINGS (speaking) - So many problems come into it. If a straight-out tender were called for such a job you would have so many provisos in it that eventually it would amount to a negotiated contract. We consider that negotiated contracts are very necessary in a place such as Canberra to permit the necessary set-up and from the Department's point of view to do things on the most economical basis.

THE CHAIRMAN - Would you not have tenders at all?

MR. JENNINGS - Not for a job of this type. The Department picks out whoever it thinks is capable of doing the job. It might pick out two or three contractors.

THE CHAIRMAN - Are tenders not always regarded as a safeguard in the spending of public money?

MR. JENNINGS - I quite agree with you on the principle, but in the building industry so much flexibility is required in the handling of buildings. Often it is far more economical and better from the point of view of the authority to have a negotiated contract.

THE CHAIRMAN - Suppose the public official who handled the matter were accused of favouritism, even though the charge might be completely false. What answer would he have?

SENATOR BENN - Do you mean that the Government should negotiate contracts with contractors who were already doing work for it?

MR. JENNINGS - Not necessarily.

SENATOR BENN - You do not think it should negotiate contracts with unknown contractors?

MR. JENNINGS - No. If I wanted to negotiate a contract, I would not just bring along Brown or Jones. I would call on the people who were doing the type of work necessary. I would rely on past performance and their reputations; so that everything is quite clear under certain circumstances. The types of contract are fixed-fee, firm-price, cost-plus and negotiated. Let us take a large job that has been done recently - the Eldon Dam. Tenders

were called and the contract was let for approximately £8,000,000. The dam cost £24,000,000. I am not criticising what was done. I am just putting it up as an example. A job is not more economical because tenders are called for it. It can be more economical on a negotiated basis. Tenders can be called and certain conditions can be laid down. Everyone can adhere to those conditions. But to do a job satisfactorily in certain instances, it is necessary to have a lot of provisos in the tender. That means that it eventually is a negotiated contract.

SENATOR VINCENT - Would that procedure not obviate the possibility of any new contractors being engaged?

MR. JENNINGS - No. Other contractors could put up their proposals for negotiations as well. I do not mean to exclude anyone.

SENATOR VINCENT - Do you mean that you would begin proceedings for a negotiated contract?

MR. JENNINGS - At the present time tenders have been advertised for a job at St. Mary's, seeking contractors prepared to negotiate for a fixed-fee contract with the Commonwealth Government. Any contractor can make his proposals, and out of the group a contractor is selected. That is a negotiated contract.

SENATOR BENN - What does the term "fixed fee" mean?

MR. JENNINGS - That is the fixed fee that is advertised. Suppose £1,000 is fixed as the estimated cost of a job and the contractor is to get 5% for his fee. His fee will be 5% of that amount of £1,000, whether the job costs £1100 or £900. That is a fixed-fee contract.

SENATOR BENN - You stated that negotiated contracts are necessary over a period of about five years. A contractor, whether he works on negotiated contract or otherwise, wants to see five years ahead of him.

MR. JENNINGS - Yes, depending on the size of the contract. We came to Canberra on a negotiated contract. I was told of the difficulties up here with shortages and so on. We assisted to establish and finance a plaster works because we could not get

enough plaster here. The plaster had to be brought from a show that we established at Mildura after we obtained a gypsum deposit. It went right back to the gypsum, and the sheets were manufactured here. We established a roofing tile works. We had to finance timber mills to obtain timber here. We had to encourage Victorian sub-contractors - plumbers, painters, and so on - to come up here. Unless you have a large contract you cannot afford to do that. You have to know where you are heading. You could not do it if you had a contract for six months with a possibility of more work in another six months, or another twelve months, depending on the amount of money available. It would not be economical.

SENATOR BENN - Is not five years a fairly long period in relation to home construction?

MR. JENNINGS - Not on a big scale. You have to tool up, as it were, for big-scale production in housing, the same as for motor cars or anything else, and particularly in Canberra. You have to bring your men up here and house them. You have to get materials flowing in and you must have them when you want them, particularly at a time when there is a big demand for them. It takes the best part of nine months to get the thing under way on a big scale if you are going to hand-over a regular number of houses every week.

SENATOR VINCENT - What do you call a big scale for Canberra?

MR. JENNINGS - I would say 500 houses a year. It is possible for one organisation properly tooled up in Canberra to erect 1,000 homes a year, but that will take a lot of planning. You have to go right back to the planning of the houses at the beginning, and even to the planning of the estate.

SENATOR BENN - Do those figures that you gave apply to present conditions?

MR. JENNINGS - I would put it this way: the lines of communication would have to be shortened very considerably to enable you to do that. They would have to be cleared also so that you could get more prompt decisions. The money - and that is the main influence on the work here - must be there, and contractors

SENATE CANBERRA COMMITTEE

must not be kept waiting as we have been kept waiting, putting men off while waiting for the money for contracts to become available.

SENATOR VINCENT - Do you have difficulty in getting money from the Federal Government after you have earned it?

MR. JENNINGS - No. I do not mean it that way. I refer to the funds for the project. We had a five-year contract, and in the middle of it funds were not available for the contracts. We were getting the contract in groups over a period. It was a large contract in pieces.

SENATOR VINCENT - Was it not actually a series of small contracts?

MR. JENNINGS - Yes, under a blanket agreement. The money for some of those groups was not available as they came along, and when that happens the job slows down until the money is available. As a result, you lose your continuity.

SENATOR VINCENT - Do you mean that the contracts were not completed to ensure continuity?

MR. JENNINGS - That is correct. They could not be completed because of lack of funds.

- (1) Intermittent tendering with uncertainty of contracts breaks down production and increases costs.

That is very vital. We have experienced it in all States. It is not peculiar to Canberra. In big-scale housing it is very necessary.

SENATOR BENN - More so in Canberra.

MR. JENNINGS - Yes. You have all your men in Canberra, and once they leave it is very difficult to get them back.

SENATOR RYAN - The isolation of Canberra is a vital factor.

MR. JENNINGS - Yes. That will overcome itself as we get more tradesmen here and the money becomes available.

- (n) In some cases fixed fee contracts are preferable, as instanced at RUE Jungle, and can refer Eildon Dam. Housing is the most difficult of these contracts because the cost is so closely related to economics.

THE CHAIRMAN - What do you mean by "related to economics"?

MR. JENNINGS - If interest, depreciation, and so on represent

SENATE CANBERRA COMMITTEE

6%, only £100 extra on a house means £6 a year more for the tenant or the owner. If we say it is £6. 10. 0. a year, that is 2/6d. a week, which the tenant or the owner - the owner pays for his own maintenance - must pay in interest charges. It is an extra cost to the householder. Whereas, a factory may cost a company £5,000 extra. The company spreads the additional cost over its production over twelve months or two years, and it is not felt. This cost is felt by the individual in housing. That is a point that I think has been overlooked quite a lot. The point about the fixed-fee job at Run Jungle is that it was a fixed-fee job for Territory Enterprises.

THE CHAIRMAN - Is it not a very low fee?

MR. JENNINGS - Yes. I am referring to the flexibility there. They were doing underground mining, and they changed to the open-cut method. If it were at a firm price, it would have been for underground mining, and when it came to open-cut mining, they would have had to readjust their prices and so on. That leads to possible differences of opinion about the cost. On a fixed-fee contract, it is the actual cost plus the fee.

(n) At present we receive about 6,000 bricks a week.

SENATOR VINCENT - Are those bricks made in Canberra?

MR. JENNINGS - Yes.

THE CHAIRMAN - Does that figure refer to the trade as a whole?

MR. JENNINGS - No. Those are the bricks that we receive. They are Canberra bricks. 12,000 bricks would be needed to build a brick veneer house. That means that we have enough bricks to build one brick veneer house every fortnight.

SENATOR VINCENT - 25 a year?

MR. JENNINGS - Yes.

SENATOR VINCENT - What is a brick veneer house?

MR. JENNINGS - It is a frame house, the same as for timber, only the outside is brick.

SENATOR VINCENT - It has one layer of bricks on the outside?

MR. JENNINGS - Yes.

SENATOR BENN - The bricks completely cover the wooden frame.

SENATE CANBERRA COMMITTEE

MR. JENNINGS - Yes. That helps to reduce the number of bricks required in a house.

SENATOR VINCENT - Is it cheaper than a brick house?

MR. JENNINGS - It was at one time about 10% cheaper, but the difference now would not be so great.

SENATOR BENN - A brick veneer house is quite all right?

MR. JENNINGS - Very definitely.

SENATOR VINCENT - Would it last as long as a brick house?

MR. JENNINGS - Yes.

SENATOR VINCENT - Why are not all houses brick veneer?

MR. JENNINGS - Some people prefer an all-brick home. I built a brick house for myself, with plaster finish inside. It was a bit more costly. I know other people who prefer brick veneer homes. They say that they are cooler or warmer.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN. - How do you do the inside walls?

MR. JENNINGS. - Fibrous plaster sheets.

THE CHAIRMAN. - You can put paper on that, or paint it?

MR. JENNINGS. - It is not necessary to paint it. You can paint it, or put paper or anything on it.

THE CHAIRMAN. - You can panel it?

MR. JENNINGS. - You can panel it with anything inside, timber or plaster.

THE CHAIRMAN. - You would have the wooden framework inside?

MR. JENNINGS. - Yes. But I would say definitely that there is nothing wrong with a brick veneer house. I suppose that 90% of the houses built by the Victorian Housing Commission are of brick veneer.

SENATOR RYAN. - There are a lot in South Australia, too.

SENATOR VINCENT. - Are there any built in Canberra?

MR. JENNINGS. - Yes.

SENATOR RYAN. - There are a lot up in Griffith?

MR. JENNINGS. - Yes.

SENATOR RYAN. - How many bricks would be required to build a normal brick home?

MR. JENNINGS. - It varies, depending on the size of the home.

SENATOR RYAN. - A small home?

MR. JENNINGS. - Say 18,000 or 20,000.

(c) Slates. - We opened a quarry at Willunga, South Australia, for slates during cement shortages. The quantities obtained were not large. The reason I mention that is to give a bit of background to show what it is necessary to do to maintain production. We could not get enough cement for cement tiles, and we could not get terra cotta tiles. We heard of this quarry in South Australia, but we were not successful in getting a large quantity of roofing slates, so the material from that quarry has been used for paving purposes, and has proved quite satisfactory. That is an indication of the things that are necessary to maintain production.

SENATOR RYAN. - Is it economic to produce slate from the old quarry at Willunga?

SENATE CANBERRA COMMITTEE

MR. JENNINGS. - For paving it is. We have not got enough roofing slate. We set out to get roofing slate, but the slate that we are getting is more suitable for paving, and it is quite economic. It is only a small show, but there is a big demand for it, and it has turned out worthwhile.

SENATOR RYAN. - There is plenty of it available?

MR. JENNINGS. - Yes.

SENATOR VINCENT. - Roofing tiles look very nice, but would you say they are the ideal? I mean terra cotta tiles. Are they the ideal roofing material?

MR. JENNINGS. - I like terra cotta tiles. They have been very successful.

SENATOR VINCENT. - Well, you cannot walk on them with cracking them.

MR. JENNINGS. - You can walk on cement or terra cotta tiles. The tiles fit on to battens, and if you walk over the tiles where the battens are you will not damage the tiles. If you walk between the battens you will invariably crack the tiles.

SENATOR VINCENT. - Would you say that they keep out the weather better than some other forms of roofing constructions?

MR. JENNINGS. - Over the years they have proved successful in that regard. As far as keeping the weather out is concerned, I suppose that galvanized iron would be possibly the most favoured medium of the lot.

THE CHAIRMAN. - Is galvanized iron cheaper than tiles?

MR. JENNINGS. - Very slightly cheaper at the moment.

THE CHAIRMAN. - Is there any objection to it if it is painted? Of course a lot of tin roofs do not look very nice, but a painted galvanized iron roof can look quite well.

MR. JENNINGS. - Yes. Of course the maintenance problem comes into it. Insulation is required here too.

SENATOR VINCENT. - What do they use for roofing purposes in Great Britain and America?

MR. JENNINGS. - They use a lot of asphalt tiles. It is a bituminous material.

SENATOR VINCENT. - Are they better than our terra cotta tiles?

MR. JENNINGS. - Oh, no. I think they would need replacing about every seven years. Our terra cotta tiles here, I would say, are equal to any in the world. There are good and bad terra cotta tiles, but the good class ones are a beautiful job. The cement tiles have improved tremendously, too.

SENATOR VINCENT. - Are they as good as terra cotta?

MR. JENNINGS. - For weather-proofing, in some cases, they may be a little better, because they are cast. The terra cotta is baked, and the material may warp slightly. The good cement tiles are very popular now, because of the shortage of terra cotta. There is not a great deal of difference between them. Of the two, the terra cotta would be superior from an aesthetic point of view.

SENATOR VINCENT. - Can the terra cotta tiles be coloured in the same way as the cement?

MR. JENNINGS. - They can be coloured. The cement tile has a tendency to fade, but they are experimenting with some plastic arrays, and so on, which may help to overcome that difficulty.

SENATOR RYAN. - What is the composition of the terra cotta tiles?

MR. JENNINGS. - Clay.

SENATOR RYAN. - What is the life of them as compared with other tiles, slate and galvanized iron?

MR. JENNINGS. - I would say, although I am not fully experienced in the manufacture of either, that there would not be much difference between the lot. Galvanized iron does rust after a time.

THE CHAIRMAN. - What is the life of a tile roof?

MR. JENNINGS. - I would say it would be the life of the house.

THE CHAIRMAN. - It would last as long as the brick?

MR. JENNINGS. - I would say pretty well as long as the brick. A hard-burnt tile is the best.

SENATOR RYAN. - It seems to be the custom here for anyone building a home to have a tile roof.

MR. JENNINGS. - Yes.

SENATOR RYAN. - Is there any special reason for that?

MR. JENNINGS. - There is no doubt that they look better.

(p) Canberra Costs Compared With Other States. - In other States a lot of costs are compared with the jobs built by Government housing authorities. As I have said before, most of the homes built by governments in the States are the minimum type of home, catering for the minimum requirements of the people. They do not build a larger type of home. They build the minimum types because of considerations of low rental, slum reclamation and so on. In Canberra the houses are larger. In many instances the standard in Canberra would be higher and the houses larger. Another factor concerns the materials that have to be brought here. Cartage has to be paid on those materials. If you eliminated that consideration, and brought the houses down to a comparable basis, I feel that the cost would work out practically the same.

SENATOR VINCENT. - If I wanted to build a five-roomed brick house, with the same fixtures and fittings, in Canberra, it would cost about the same as an identical house in Sydney or Perth?

MR. JENNINGS. - Yes. When you eliminate the various problems you strike in various states, you get down to the same basis exactly. There is very little difference in cost of housing in the various states.

SENATOR VINCENT. - Are you now speaking about group housing?

MR. JENNINGS. - Yes.

SENATOR VINCENT. - Can you give us an idea what it would cost a private individual to build a house?

MR. JENNINGS. - If it applies to group housing, the only difference there would be in private housing would be the requirements of the person himself in designing a private house.

SENATOR VINCENT. - I am talking about identical houses in each place. If I wanted to build a five-roomed brick house in Canberra and one in Perth and one in Sydney, as a private individual, would each of those three houses cost approximately the same?

MR. JENNINGS. - The same as in group housing?

SENATOR VINCENT. - No. Would each house cost the same in each capital?

MR. JENNINGS. - Each capital has its local problems and to overcome those you have to bring it down to that basis. I have noticed in group building, it has been quoted by some departments that they could build a house much cheaper in Perth or in Tasmania than in Victoria. But when the whole thing is boiled down to a comparative basis in each state, there is very little difference between them. Labour in each state is comparable.

THE CHAIRMAN. - Do transport costs in Canberra add to it?

MR. JENNINGS. - Yes.

SENATOR VINCENT. - Then the cost is greater in Canberra?

MR. JENNINGS. - Transport costs.

SENATOR VINCENT. - I mean generally - transport or anything else.

MR. JENNINGS. - You would have to pay extra for the transport of materials into Canberra. That is where the difference between the costs would come.

THE CHAIRMAN. - Will those extra costs for transport be eliminated when the local brick works are in full production?

MR. JENNINGS. - Yes, because now a lot of bricks are transported into Canberra.

SENATOR VINCENT. - I am trying to find out how much more it would cost an ordinary man such as myself to build his own dwelling in Canberra, compared with an identical dwelling in Melbourne, Brisbane or Perth.

MR. JENNINGS. - Half the value of the house is represented in materials, and you would have to pay transport costs on them from Melbourne or Sydney. That could be worked out in percentages to give almost an exact figure. Transport costs are one of the most important factors.

THE CHAIRMAN. - Could you provide us with a statement showing the exact figures?

MR. JENNINGS. - Yes. The cartage cost on bricks for a house would be £280 and for weatherboard £180. 75% of the bricks are brought in to Canberra.

THE CHAIRMAN. - So that it is obvious when local supplies of bricks are available, costs will be diminished.

MR. JENNINGS. - Yes, if basic materials can be obtained here.
(q). Experience with German labour interesting - social aspects as well as technical.

MR. JENNINGS. - The tendency has been for labour to migrate towards warmer climates in the winter - particularly those living in hostels, and it was difficult to retain labour. We sent two of our men overseas to bring out some German carpenters under contract for two years. We had to go through 3,000 men to get 150. They had to be in a certain age group, trade tested, screened, and medically examined. Finally, we got them out here. They all came without any dependants, and when they arrived the social aspect was they were all brought here in a group and they were wandering around with nowhere to go. They made themselves as happy as they could, but some of them naturally got homesick and became unsettled. We did encourage some social activity.

SENATOR VINCENT. - Did you have much wastage as a consequence?

MR. JENNINGS. - No. At the beginning there was some wastage but later on, as our contract diminished these men did drift. We encouraged them to look elsewhere for work because there was not enough funds available to carry the contract through. The main point I am making here is that if these chaps came out and were able to purchase a house and had their wives and families here, they would be much better and more satisfied citizens, and would not want to wander.

SENATOR VINCENT. - Is that one of the reasons you suggest your group contracts should be spread over a period of not less than 5 years?

MR. JENNINGS. - Yes, and the money made available.

SENATOR BENN. - How did their standard of workmanship compare with that of the Australians?

MR. JENNINGS. - We wanted them to come out here and be accepted immediately by the unions. We came to an arrangement with the unions that we would send over a man acceptable to them, to the department, and to ourselves, to trade test them. We sent over also a man who knew Germany and the language and who had contacts there. In addition, I went over myself. We brought men out here who were particularly good tradesmen, especially from a joinery point of view. When they got here they found it difficult to get into our way of working on the rough work - the framework of the job. If we were to select another group we would not be so selective as we were in this case in getting what you might call expert joinery men. We would get more of the rough carpenters who could do the framework and would more easily get into our way of working. They were about 75% efficient when they got here, but by the time they were getting up to 90% efficiency, they began to drift.

THE CHAIRMAN. - They were slightly less efficient than our tradesmen, even at the end?

MR. JENNINGS. - Yes.

SENATOR BENN. - Did you have a different working system?

MR. JENNINGS. - Yes. Without reflecting on the overseas tradesmen, I would say that our fellows are at least in line with them, but in most cases our building tradesmen have more initiative.

SENATOR VINCENT. - Would you say, generally, that the Australian is a better worker than the European?

MR. JENNINGS. - Yes, if he works under similar conditions. I would say that the Australian worker is without doubt equal to the European worker and in many cases he is vastly superior.

SENATOR VINCENT. - You think the Australian worker has the "edge" on the European?

MR. JENNINGS. - Our chaps have the "edge" on them with initiative - on anybody in the world.

SENATOR VINCENT. - Do you say that because the Australian has more initiative he is a better workman?

MR. JENNINGS. - Yes. If the Australian gets his heart into a job, he can make that job go, and it is a pleasure to deal with him. We have our problems as everybody has in every part of the world, but I consider that the Australian is the easiest workman to handle.

THE CHAIRMAN. - The sole reason for importing workers is the shortage of tradesmen?

MR. JENNINGS. - That is so. There is a shortage and these men have become absorbed in the trade and they are an acquisition to our country.

SENATOR RYAN. - How did you fare with the social aspect?

MR. JENNINGS. - These men had to go into hostels. My very strong view is that when they come here, if they could go into a private home with their family you would cut down by 90% the number who wanted to go back again.

THE CHAIRMAN. - That has been stated in previous evidence and there does not seem to be any doubt about that.

SENATOR RYAN. - What about catering for the social aspects?

MR. JENNINGS. - We had a social officer to look after them.
 (r) Plans drawn for building to use certain materials and delayed for construction may cause difficulties with those materials when proceeded with.

MR. JENNINGS. - There is a good deal in that point. A job may be planned to use bricks but because the funds are not available the plans are put on the shelf. Subsequently word is received that funds will be available in 6 months. In Canberra there is a big demand for bricks on brick jobs but if they are not available we get plans to build houses for which there is no material and we have to import bricks into Canberra at extra cost.

(s) More private homes would be erected in Canberra if better finance was available.

SENATOR VINCENT. - Does that statement mean that more private individuals would be able to build their homes, or that more homes could be built on such bases as group construction contracts?

MR. JENNINGS. - Both. If finance was available on a basis of 90% or 95% of the value of the house, more people would be building their homes in Canberra.

SENATOR VINCENT. - Do you suggest that if the Government could lend the residents of Canberra 95% of the cost of their homes, more homes would be built?

MR. JENNINGS. - Yes, more private homes.

SENATOR VINCENT. - Do you suggest that that is at all practicable?

MR. JENNINGS. - The total cost of each house built to let has to be provided by the Government. If the onus of repayment is put on to the occupant of the home as an owner, the Government would save the maintenance of that house and would get its money back over a period of years.

SENATOR VINCENT. - You are suggesting that the Government should provide the purchase price for the construction of homes for citizens of Canberra?

MR. JENNINGS. - Yes. The Government is providing it now by paying the total cost of rented houses. It is simply transferring

that debt from the department. that has borrowed the money from the Government to the new purchasers of those homes in giving them home ownership.

SENATOR VINCENT. - You have referred to comparative costs in relation to housing in Canberra and elsewhere. Has a private individual here to overcome any difficulties in connection with building construction, other than those associated with excessive costs?

MR. JENNINGS. - I do not think that he is confronted with difficulties additional to those which operate in the States. There are the same problems in relation to design. First, it is necessary for a person to obtain land.

SENATOR VINCENT. - Is there any difficulty in connection with obtaining building land here?

MR. JENNINGS. - Although I am not conversant with all details of the system, I understand that all land in Canberra is made available on lease; tenders may be invited, or an auction held.

SENATOR VINCENT. - Would there be an adequacy of architects and builders, from the point of view of the private individual?

MR. JENNINGS. - Yes.

(t) Not enough use is being made of present contractors' potential in Canberra.

Contractors were in Canberra, but due to the restriction of funds their potential was not fully used.

SENATOR BENN. - Do you mean that they were capable of doing more than they were doing?

MR. JENNINGS. - Yes, exactly. At the present time a lot of contracts are being let.

SENATOR BENN. - To take a hypothetical case, if the Commonwealth Government gave you a contract to construct 1,500 houses in Canberra within three years from the end of this week, do you think you could fulfil that contract?

MR. JENNINGS. - Yes.

SENATOR VINCENT. - What would be your maximum potential in Canberra?

MR. JENNINGS. - I should say, if the work were available,

1,000 homes a year. Our overall potential is 2,000 homes per year; Our biggest year was 1951, in which we built 1,500 homes, and we have built 8,000 homes in the last ten years, at a total cost of £20,000,000.

SENATOR VINCENT. - In Canberra?

MR. JENNINGS. - No, outside. We have never been up to our full potential in the Commonwealth.

SENATOR VINCENT. - What is your present rate of building in Canberra?

MR. JENNINGS. - It is down now. We have only 100 men left out of our work force of 420 men, but we are negotiating contracts for approximately 550 houses. I hope to have them finalised within the next few weeks and to be able to set about building up our gangs again. If you have the jobs ahead, and the money is available, you can plan accordingly.

(u) Canberra has grown to such an extent that it now is experiencing growing pains.

SENATOR VINCENT. - Could you describe the symptoms?

MR. JENNINGS. - The contemplated housing programme - I do not know the full programme, but speaking of the part of it that I do know - is such that there will need to be a great expansion of home production in Canberra. The mere asking for a lot of homes to be built rapidly, as a matter of expediency, will not solve the problem. It will need a lot of planning. It will be necessary to shorten considerably the lines of communication, having first the funds available to do the work. But in doing that, everybody concerned will be pushed to the extreme. If it were going to be attempted on those lines, I do not think it would be successful unless it was closely gone into beforehand.

SENATOR VINCENT. - What could be the bad effects of the growing pains?

MR. JENNINGS. - Instead of regarding housing as a matter of expediency, it should be looked upon as a properly planned project. If a demand were made for a lot of houses to be provided extra quickly, that may lead, as it did before, to the bringing in of a

lot of overseas prefabs, and other prefabs, which I am certain would be very much against the grain of many of the residents of Canberra whom I have met; they are very conscious of the beauty of the city. That is a factor that has impressed me tremendously since I have been in Canberra. If that occurred, I think it would upset a lot of the good planning and good work that has been done by many people.

THE CHAIRMAN. - I think the evidence in that regard is unanimous.

SENATOR VINCENT. - You have submitted separately a very interesting document entitled, "Suggested general plan for ^{see pages} 1540 - a.b.c. group housing in Canberra", in which you envisage the appointment of a small committee consisting of not more than three members - an administrator, a financial authority, and a sociologist - to be responsible to the Government through the appropriate minister. Do you appreciate the fact that such a committee would have to work in close association with any other organisation set up in connection with the overall expansion and development of Canberra and, as such, may have to be responsible to the more powerful - shall we say - body?

MR. JENNINGS. - Yes. I should point out that I have made these suggestions in the realisation that, to a degree, they are contentious; the people concerned in the set-up could be functioning already within a department in various ways. I make this point: Irrespective of which is the governing authority in Canberra, the main thought behind my suggestion is that a special group or committee should be established to watch housing.

SENATOR VINCENT. - That is a very interesting remark. I assume that you would not object to the controlling committee being integrated into the general organisation that may be set up for the development of Canberra?

MR. JENNINGS. - That is correct.

SENATOR VINCENT. - And may have to be subservient to it?

MR. JENNINGS. - I quite agree. My suggestion has been put

forward in order to promote thought in this connection.

SENATOR VINCENT. - Having regard to the climate of Canberra, and other factors, do you consider there is anything lacking in the dwelling houses that are being built here which would make them what, for the want of a better expression, might be called ideal homes for Canberra?

MR. JENNINGS. - That is the kind of thing that the Committee that I suggest could investigate. One of the problems that has been associated with the building of houses for renting in Canberra has been that the responsible people have been required to get the job done for a certain amount in order to keep rents to a minimum. On the other hand, they have endeavoured to achieve the best standard possible. Only this morning, we were discussing the question of insulation.

SENATOR VINCENT. - Would you mind giving the committee the benefit of any ideas you have which could result in improvements, so far as future building activities in Canberra are concerned?

MR. JENNINGS. - It is desirable for an economical form of internal heating to be introduced. I have experienced a number of methods of floor heating, which makes for congenial living. I consider that this is one important factor that should be investigated. Of course, we are all familiar with the slow combustion stove method of heating. If the provision of internal heating on a big scale were investigated, an economical means of providing that service might be evolved.

SENATOR VINCENT. - Has consideration been given to that matter?

MR. JENNINGS. - I do not really know, although it has been talked about in some departments.

THE CHAIRMAN. - We have already heard some evidence in relation to internal heating.

MR. JENNINGS. - If refrigerators and other amenities could be installed in homes and included in the home purchase price, that would obviate the necessity for the occupiers and owners to buy such equipment subsequently on hire purchase - probably at higher prices.

SENATOR VINCENT. - I quite agree that housing conditions could be improved as you say. But would the inclusion of those items initially make the cost of the houses in a sense prohibitive for the ordinary purchasers?

MR. JENNINGS. - That is where the question of design comes in. You have to start from the beginning.

SENATOR VINCENT. - I was about to ask you about design. Would you say that we have not yet designed an ideal house for Canberra?

MR. JENNINGS - Attempts have been made to design the ideal home here as well as, I suppose, in the States. The best example that I can give is to point out that, when one designs a house for himself, no matter how long it takes to build, after it is finished he thinks of an improvement that could have been incorporated. However, every effort should be made to attain the ideal. Every endeavour should be made to increase home comforts by internal heating and the installation of refrigerators and other amenities. If these matters were taken into consideration when deciding the original design, economics could be studied in the light of the final project. I consider that there will always be scope for that. Furthermore, I believe that there is considerable scope for group building on a large scale.

SENATOR VINCENT. - Do you know of any building construction firms, other than your own, which would be prepared to carry out large-scale group building in Canberra?

MR. JENNINGS. - I know of such firms in Victoria which could probably be induced to come to Canberra. As far as my company is concerned, we produced more than half of the departmental homes that were provided in Canberra in 1953 and 1954. Of course, there are contractors here, operating in a big way, who have been concentrating on the construction of building other than houses. In our case, we have concentrated on housing.

SENATOR VINCENT. - Would you mind enumerating the advantages of group building over other methods?

SENATE CHAIRMAN COMMITTEE

MR. JENNINGS - Do you mean small groups of homes or the flow from large-scale production?

SENATOR VINCENT - Large-scale production.

MR. JENNINGS - The advantages are that when you have a flow going you can regularly hand over, and if you are building 1,000 homes a year, you have it on the basis that you are handing over 20 a week. In Victoria we were handing over up to 15 a week at Heidelberg. When you are arranging for tenants you can tell them fairly accurately in advance when the homes will be available. In Canberra where there is to be a big administration building, they want to know when they can get houses for the people who will work in that building. If they can say with a degree of certainty that so many houses a week will be handed over, they can bring their people up to work in the administration building and have the houses ready for them.

SENATOR VINCENT - You can plan for the completion of the house. Are there any other advantages?

MR. JENNINGS - You save in cost. Where you have a number of contractors, some working on roads and some on other services all at the same time, they get in one another's way. We have an instance at present in Victoria where another firm is making the roads. It is not concerned about us. Conditions are very wet and that firm has ploughed up the ground in all directions. We are in a sea of mud. We have to get extra transport. Any transport that goes in has to be towed in. Trucks become bogged and have to be pulled out. It all adds to the cost. Someone must pay for it, and it all goes into the cost of the homes. If the job is done on a big scale and is properly planned, one trade follows the other.

SENATOR VINCENT - There is better co-ordination of activities?

MR. JENNINGS - Yes. Of course, the money comes in more quickly. You get your tenants in more quickly and obviously your money is not long unproductive.

SENATOR VINCENT - With large-scale group building contracts

SENATE CANBERRA COMMITTEE

can you avoid a tendency towards monotony of design?

MR. JENNINGS - Yes.

SENATOR VINCENT - Why is it not being avoided?

MR. JENNINGS - It has been done to some extent, but not to the extent it can be done, because it has not been possible to programme or to design far enough ahead because of the lack of continuity.

SENATOR VINCENT - But it can be done?

MR. JENNINGS - I say definitely that it can be done. On a new estate, no matter how much variation in design you have, the lack of foliage about the place accentuates any sameness in design. In places in Canberra where there are trees there is a different aspect.

SENATOR VINCENT - I take it that you agree that whole streets of identical houses are not desirable?

MR. JENNINGS - Not desirable if it can be avoided.

SENATOR VINCENT - Does your company experience any delay in obtaining payment from the Government for its contracts?

MR. JENNINGS - No. We have been paid very promptly. We get in touch with the Department and see the people responsible for what has to go through for any contract that we have. We endeavour to co-operate. In our experience in Canberra, we have had particularly good service in that regard. I say very sincerely that the officers with whom we have dealt have been most co-operative. We have found them very easy to get on with. I am not throwing bouquets. I have stated the facts.

SENATOR VINCENT - Do you take longer to build a house here than you take in some other cities?

MR. JENNINGS - We have done so because we have not been able to organise as much as we have done elsewhere. If we could get up to the flow as we have done elsewhere over longer periods it would not take any longer to build in Canberra.

SENATOR VINCENT - Could it be arranged that houses be built as quickly here as in other cities?

SENATE CANBERRA COMMITTEE

MR. JENNINGS - It could be arranged.

SENATOR VINCENT - What prevents it from happening now?

MR. JENNINGS - First, the lack of continuity; and secondly, the problems that the Department has before a plan can be put into operation. Those problems partly cause the lack of continuity. It is mainly tied up with the availability of funds and the necessity for the jobs to go through so many channels before they are put into operation. Those factors lead to delays. In effect, the lines of communication in Canberra should be shortened.

SENATOR VINCENT - Can any of the delays be attributed to the contractors?

MR. JENNINGS - Yes. I do not say that the contractors are by any means without fault.

SENATOR VINCENT - How can the delays be avoided?

MR. JENNINGS - You would not have so many delays if you had your contract, knew how long it was for and what you were going to do, because you could plan better. If a contractor takes on a job of only limited size and it is just a fill-in job, his employees know that it is a fill-in job, and if there is better work offering elsewhere they will look for it elsewhere.

SENATOR VINCENT - How much longer does it take you to build a house here than it takes you to build a comparable dwelling in Melbourne or one of the other capital cities?

MR. JENNINGS - It would not take any longer under the same conditions.

SENATOR VINCENT - But it is taking longer at present. How much longer is it taking?

MR. JENNINGS - About 30% longer.

SENATOR VINCENT - In terms of weeks, how long is it?

MR. JENNINGS - That is a difficult question.

SENATOR VINCENT - At any rate, it takes 30% longer in Canberra than elsewhere?

MR. JENNINGS - Yes.

SENATOR VINCENT - I think you should be congratulated on

the job you did at Industry House, which is a very fine building. As an illustration of the delay in building in Canberra, can you tell me why it took so long?

MR. JENNINGS - We had delays with bricks, which we had to bring to Canberra from elsewhere. We had a number of other delays. Tenants had some major variations in their works, and those delayed us. In the circumstances, that job went through fairly quickly.

SENATOR VINCENT - Would you call it a fast job?

MR. JENNINGS - I would not say it was a fast job, but in the circumstances it was fast.

SENATOR VINCENT - The delays in building in Canberra rather appal me. Would you agree that that factor alone must inevitably add to the capital cost of the homes?

MR. JENNINGS - It does.

THE CHAIRMAN - Is it true, as we read in the press, that the average rate of brick-laying is much slower than was the rate before the war?

MR. JENNINGS - That is a very contentious point. Before the war we had an adequate supply of bricks. A lot of these things come down to supplies. It has often been stated that a bricklayer is laying only so many bricks a day and so on, but, when you take the time he spent on a job before the war compared with the time he spends on it now, and allow for the intermittent supply of bricks and, sometimes, the quality of the bricks, it is difficult to see much difference.

THE CHAIRMAN - The common statement that it is due to deliberate delay on the part of the bricklayer does not meet with your support?

MR. JENNINGS - No. The only delay on the part of the bricklayer occurs when he has not the bricks to lay.

SENATOR RYAN - Before the war his ordinary hours of work were longer.

MR. JENNINGS - Yes.

THE CHAIRMAN - Is there any dissatisfaction on the part of

SENATE CANBERRA COMMITTEE

home buyers or building contractors with the leasehold tenure in Canberra?

MR. JENNINGS - Up to the present time it has not affected us as contractors. We have not heard anything about it. There is one point that I wanted to make about prefabricated homes. I was at an International Research Congress in London, in 1951, and I had to read a paper by an American who did not attend. He stated that only 7% of the total output of new homes in the United States of America was pre-fabricated in 1951. My son went overseas with the productivity team last year, and the figures he obtained showed that the proportion had dropped to 5%.

SENATOR VINCENT - I take it that people do not like pre-fabricated homes.

MR. JENNINGS - I should hate to see a lot of them the same type. If you wanted thousands of homes you could easily get them lined up.

SENATOR RYAN - What is your programme in Canberra for the next twelve months?

MR. JENNINGS - We are now negotiating for approximately 550 homes. Further negotiations are going on but have not reached finality and we do not know exactly what the future is there. We have another group on hand. We would have about 600 or 700 that we eventually will construct in the near future, but that is as far as we know at the moment.

(The witness withdrew).

SUGGESTED GENERAL PLAN FOR GROUP HOUSING IN THE FEDERAL
CAPITAL, CANBERRA.

1955.

To enable a comprehensive workable plan to be put into effect for mass housing in the Capital City, an overall approach could be made under the following headings;

1. Policy and constructional control.
2. Land availability and feature surveys.
3. Planning Consultant, directly responsible to the controlling body.
4. Site construction and surveys.
5. Services and road design and construction.
6. House designs and contract documents.
7. Contract control and checking of accounts.
8. Type of Contractor.
9. Overall programme.
10. Type of Contract.
11. Production and supply.
12. Estate Management.

1. POLICY AND CONSTRUCTIONAL CONTROL.

It is important that the policy and control of housing in an area such as this should be in the hands of a Committee of not more than three members, directly responsible to the Government, or at least with only a Minister between the Committee and the Government. This Committee should consist of an able Administrator, a Financial Authority and a Sociologist.

It is considered unwise for a practising professional or practical constructor to be a member of this Committee.

The Committee should be responsible for the setting up of both site and house standards, arranging and controlling contracts through a professional planning consultant.

2. LAND AVAILABILITY AND FEATURE SURVEYS.

Departmental facilities should be used to make the land available and produce feature surveys as the basis for the planning.

3. PLANNING CONSULTANT.

A professional planner, skilled in community planning and housing requirements, should be appointed and be directly responsible to the Policy-forming Committee for the preparation of detailed plans for layouts and houses, and through whom additional professional assistants should be controlled.

4. SITE CONSTRUCTION AND SURVEYS.

Through the Planning Consultant, independent professional Engineers and Surveyors should operate for the purpose of providing the necessary physical constructional work needed at the site, grading roads, drains, channels, paths, etc.

5. SERVICES AND ROADING.

The design and construction of this work should be carried out along with the site construction and surveys preferably by the same Consultants who should be skilled in civil construction, drainage and sewerage treatment.

While it may be necessary for these engineering consultants to operate to existing local standards, these standards should be controllable by the Policy-forming Committee. Only such professional consultants should be used who have the necessary qualifications to make decisions for this type of work.

6. HOUSE DESIGN AND CONTRACT DOCUMENTS.

The Planning Consultant should be responsible for the preparation of not only house designs and Contract drawings, through his own organisation, but be responsible for the co-ordination of other Consultants operating under his control. He should put into physical operation the policy of the Central Housing Committee.

7. CONTRACT CONTROL.

While it will probably be necessary to liaise with existing Departments for the purpose of making payments, this should only be done by a Liaison Officer appointed by that Department. It is considered better that Design & Planning control, checking of accounts and general operation of the contracts should be directly under the control of the Planning Consultant who is responsible only to the overall Housing Committee.

8. TYPE OF CONTRACTOR.

It is considered desirable that only such Contractors who are capable of undertaking the whole of the constructional work from the underground services through the site construction, house construction and landscaping, be employed. Contracts should be so awarded.

I have found that one of the greatest retarding influences in constructing large housing areas in a reasonable time is the conflicting operations of contractors operating at the one site.

9. OVERALL PROGRAMME.

The production of houses is no different from any other large production organisation, and efficient planning for large areas can only be on a continuous programme, preferably not less than five years.

This will make economic planning possible.

The present method of operating on a yearly basis is entirely uneconomic and unsatisfactory.

10. TYPE OF CONTRACT.

The form of contract which is generally acceptable to the Government in these matters is a Firm Contract.

Its problem, however, is that it is almost impossible to visualise a five-year programme in sufficient detail to enable such a contract to be entered into. This could be overcome by a firm price contract, plus schedule of rates for all items contained in the contract, plus such others as may be envisaged, plus rise and fall clause similar to that operating in Victoria at the moment.

Such a contract must be made as near as possible automatically adjustable by independent Quantity Surveyors operating on the schedule of rates and the rise and fall clause.

Any form of contract which leaves the matter open to bargaining should be avoided.

11. PRODUCTION AND SUPPLY.

A production organisation such as that envisaged in the type of contract above, is no different from any other large scale manufacturing concern. The key to production in any form is supply.

Production planning, based on known supplies or known sources of supply, is an absolute essential.

It is just as important to set up a supply organisation and plan it in detail as it is to plan the estate and the houses.

Only on the basis of known supply of material and sources of supply can a detailed plan of the constructional work, both site and building construction, be based.

12. ESTATE MANAGEMENT.

An existing Department could be used for Estate Management, but it is felt that an Estate Officer, capable of taking over and controlling the estate after construction, should be appointed early in the constructional activity.

Where houses are sold this Department should take over and control sales and financing.

These are some of the items which occur to me as being worthy of consideration in an attempt to solve the problems associated with housing in the Capital Territory.

SENATE CANBERRA COMMITTEE

WILLIAM DUNBAR, Director, Government Tourist Bureau,
Canberra, sworn and examined.

THE CHAIRMAN - I understand that you wish to make a statement.

MR. DUNBAR - I have prepared some notes which might assist the Committee in assessing the present tourist traffic in Canberra, some aspects of its significance to the people who come to Canberra and to the residents of Canberra, and also its business or commercial value to Canberra.

W. DUNBAR.

MR. DUNBAR. - In order to establish some of my statements in appropriate perspective for Australian tourist activity generally, I shall ask your leave to mention some items of research carried out by the various Australian Government Tourist Bureaux. I shall endeavour to give you some idea of the nature of official and commercial provision for, and encouragement of, tourist activity in Canberra, and, finally, to suggest directions in which it appears likely that tourist development might be expected. I must make it clear that it is not my place to discuss departmental policy, but I hope that I can inform you of tourist promotion that has been implemented, and suggest directions in which it appears that a continuance of present trends will further improve the tourist attractions of the Australian capital.

Present Activity. - Any figures of tourist traffic in Canberra must be given with the reservation that no definite formula can be quoted as applying throughout Australia, or throughout the world. The same kind of problem is encountered here as was experienced by your previous witness; bases of comparison are not easy and are not watertight. In other words, there are many different answers to the question, "What is a tourist"? A further difficulty exists in that no watertight counting method is possible in Canberra. In a place like Tasmania it is much simpler. The Tasmanian Government Tourist Bureau can merely add up the numbers of shipping and airline arrivals, subtract the number of Tasmanian residents who have travelled, and the results are a clear matter of arithmetic. However, we suggest that 240,000 visitors came to Canberra last year. That figure represents careful study of passengers on railways, airlines, scheduled long-distance coaches, non-scheduled inclusive tour coaches, that is the Pioneer Tourist coaches that you see around the city, day trip coaches, which travel from distances up to 150 miles, and private motorists. Cross-checks are provided by a study of known hotel bookings, motor camp usage, and counts made at the Australian War Memorial and the Parliament. Visitors to the Australian War Memorial last year numbered 212,000. That is a figure which has been

SENATE CANBERRA COMMITTEE

made available to me by Major McGrath, the Director of the War Memorial. The number is being well maintained this year, and should be greater than last year. This stream of visitors is significant in three ways. First, the visitor to Canberra is a slightly different visitor from the one who goes to, say, Katoomba. I am not maligning Katoomba, but the person who goes there has possibly one intent - it is simply a honeymoon resort. The Canberra citizen is brought in touch with people from all over Australia to a much greater degree than is the case, for example, with the average citizen of Sydney. The tourist is accepted here as part of the pattern of the community, even though he is transient. I suggest that the New Australian in Canberra has been accepted in just the same way. In my opinion, this offsets the claim often advanced that the Canberra citizen is in lonely isolation from the rest of Australia, unknowing and uncaring about his fellow-countryman's problems. I suggest that the ratio of tourists to local residents is much higher, and the contact much closer, than it is, say, in Sydney.

Secondly, I can assure you that the tourist himself is profoundly affected by his visit to Canberra. The Australian War Memorial has woven threads of pride and understanding into the hearts of the Australian man and woman. I believe that quite sincerely. It has also helped to silence the man who, at the mention of any memorial project, used to proclaim that a hospital would be a better memorial. The tourist visits parliament, and, cynics notwithstanding, he listens to Parliamentary debates with an interest which makes Parliamentary broadcasting much more real to him at home. He makes mental notes about the tree-lined streets, and these are being reflected in the civic programmes of towns and cities all over Australia. He also gets an impression of the setting in which administration is carried out, and of the people who do it, and I do not believe that either of these impressions is to our discredit. I suggest, with discretion, that visits by people to Canberra over the last few years have been a very real factor in a changing attitude towards the national capital and what it represents.

Now I make some remarks on the business or commercial angle of the tourist in the Canberra economy. Studies that we have made suggest that the average visitor stays in Canberra from $1\frac{3}{4}$ to $2\frac{1}{4}$ days. Obviously, many thousands make a one-day visit, while large numbers stay for a week or ten days. Again taking the average visitor, I suggest that he spends about £5/2/- per visit. I have prepared that figure, and you will have to accept it as an informed guess, if you like to use that term. The amount is made up, by proportions which I can suggest to you if you wish, of his accommodation, additional refreshments, souvenirs, hand-book guides, maps, sight-seeing tours, taxis, bus fares, and entertainment. This figure, which naturally I cannot support by audited figures, but hope that I may be given credit for handling with the greatest care, represents a total of £1,250,000 a year spent by tourists in Canberra. Mention of a figure such as this may, at first glance, suggest to you a surprising - you might even think an alarming - amount spent by people on holidays. I ask the liberty of mentioning to you an item of research carried out by myself and some of my fellow-Directors, comprising the Australian and New Zealand Government Tourist Conference, in the course of the last couple of years. Australia is probably the world's outstanding example of the application of the principle that holidays with pay are considered essential to the maintenance of effective physical standards of efficient work throughout the working year. As you know, most of our arbitration practice provides for at least two weeks holiday with pay. The State and Commonwealth public services, and large sections of private industry, have three weeks annual leave, while some professional groups, such as our 50,000 schoolteachers, have four or more weeks annual leave. This, together with statutory holiday weekends, eight or nine in number, not to mention sick leave and long-service leave, are accepted as essential to maintaining efficiency. The Commonwealth Year Book shows figures which are available to you, indicating the total work force of the Commonwealth as being in the vicinity of 3,250,000 people, the remaining proportion of the total population being grouped as children not employed, housewives, retired persons, invalids and unemployed. My

SENATE CANBERRA COMMITTEE

colleagues and myself, in the conference I have mentioned, are generally agreed that the average employed person in Australia spends between £35 and £41 on annual holiday travel, with a couple of long week-ends probably thrown in in which holiday travel can be included.

You will see from these items that an amount of something like £140,000,000 is accountable as holiday travel expenditure in the national budget, plus an amount not assessed for holiday or recreational travel by people in the other groups - children, retired persons, long-service leave, etc. You will note that I have not included any figure for spendings by visitors from overseas in the Australian tourist pattern, nor have I deducted amounts spent abroad by Australian travellers, but you may have noticed a statement attributed to a spokesman for the British Travel Association recently, claiming that Australians are expected to bring £5,250,000 to the British tourist industry this year. That is of a total of, I think, £75,000,000 brought into Britain by tourists this year.

Now I return to Canberra. I should like to mention some items of official provision already made for the tourist in Canberra. Public buildings are, for the most part, organised with special consideration for the visitor to Canberra. For instance, this Parliament building has special arrangements for week-end hours of inspection, when Canberra is visited by numbers of people for whom the week-end is the only opportunity to visit the building. The Tourist Bureau, for tourist service, is open for nine hours a day on weekdays, and it is also staffed at week-ends in order to provide service to the visitors in giving information and directions and, particularly, in the arrangement of accommodation at short notice. This is the more necessary because accommodation houses in Canberra are not all in one block of shopping buildings, as is the case in most cities of comparable size. In its normal activity the Tourist Bureau provides a comprehensive information and booking service to Government departments and to the public. Questions involving detailed knowledge of Australian geography, or of the preparation of involved travel itineraries, are almost commonplace.

The Tourist Bureau maintains a close relationship with State

Government Tourist Bureaux in each of the six Australian States, and also with the New Zealand Government Tourist Bureau, for the obvious value from co-operation. Last year the Tourist Bureau handled 15,000 bookings for travel by rail, air and road.

In connection with the arrangement of accommodation, it is worth noting that much of our peak holiday traffic has to be accommodated in private homes, and we maintain a register of some 200 homes with emergency accommodation totalling about 350 beds. I feel that I should pay a tribute to the householders who assist us in this direction at times when the existing accommodation houses are unable to handle the peak periods. In Canberra these peaks can be quite substantial. They are related to holiday weekends, to seasonal factors, and to the difficulty of forecasting the times at which Parliament will be in session. There is also, of course, the factor that many visitors do not wish to secure accommodation at tariffs which apply at the leading hotels. The accommodation booking service of the Tourist Bureau handled 25,000 bed-nights last year. I might explain that the term "bed-nights" is one which is used by all Government Tourist Bureaux.

Official consideration of items of tourist interest, such as park lands, picnic spots, tourist roads, is also handled by Government departments with the requirements of the tourist very much in mind. Every co-operation is given in arranging for large conference meetings. Meetings such as the Australian and New Zealand Association for the Advancement of Science - or the Science Conference, as we popularly called it - in Canberra last year would have been quite impossible without the large amount of assistance provided by the departments concerned. The Housing and Accommodation Section of the Department of the Interior also co-operates fully in making available accommodation in Government establishments, subject, of course, to Parliamentary and departmental requirements. I should imagine that you gentlemen have noticed that in your own comings and goings - the presence of people other than Parliamentary people.

Publicity is given the widest possible coverage consistent with reasonable regard to public expenditure. I have here some examples of tourist literature which is prepared for distribution, both free and for sale to the visitor. I hand copies to the Committee for your perusal. Those that are duplicated have to be produced with frequent changes, and that is the only possible means of handling them.

The standard of these pieces - I refer to the handbook which is sold at 2/- and another at 6/-, and to some free material and a couple of folders - compares favourably with tourist literature available through State Government tourist bureaux channels. I might mention that the Government tourist bureaux of the various Australian states and the Canberra Tourist Bureau, are in close co-operation in the provision of information and in arranging of bookings for visitors to Canberra. I need hardly add that the amount of material published can never satisfy completely the demands of tourist agencies for this material. You might be interested to know that only a few years ago a map was published with the co-operation of a petrol company, for free distribution, and although it was distributed only at the Tourist Bureau in Canberra, with limited numbers in State Government tourist bureaux offices, it had to be discontinued when the annual distribution of this map and a smaller version of our own exceeded 120,000 a year. That company did a wonderful job and went far beyond what could have been a reasonable commercial return for its action. The Canberra map is now issued at 1/- a copy - such as you have there - and in the last 12 months our sales of maps and guide books at the Tourist Bureau, amounted to nearly 30,000, in addition to the quantities sold at newsagents, souvenir shops, hotels and motor camps, figures for which I have none in my possession.

Local commercial provision for the tourist should be mentioned at this stage, because garages, restaurants, and even hotels have, at times, been criticised for their shortcomings in providing services for the tourist. In my opinion Canberra was no different

from any other part of Australia at a time when supply of labour and goods was critically short, but a remark made by a Canberra businessman at the time is significant. He said that a "brush-off" by a garage proprietor anywhere else in Australia was unfortunate, but trivial, whereas a similar incident in Canberra could make national newspaper headlines. That is reasonably correct.

At the present time we are still short of sufficient accommodation, particularly of the moderate tariff type, to meet the demands of heavy periods, let alone peak periods. That has been demonstrated by my remarks regarding the use of private home accommodation. Garages, restaurants, the motor camp proprietor, and other business people coming into contact with the tourist, in my opinion do not lose, by comparison, with their contemporaries in other cities. Hotel accommodation and dining-room service in Canberra is equal to the best in Australia.

SENATOR VINCENT. - It is also the dearest.

SENATOR BENN. - What places do you refer to?

MR. DUNBAR. - The Hotel Canberra, the Hotel Kingston, the Hotel Civic and the Hotel Ainslie.

SENATOR BENN. - That has been my experience also, travelling around the country. Canberra hotel accommodation is comparable with that provided elsewhere in the State.

SENATOR VINCENT. - But that does not make it very good.

SENATOR BENN. - No, but it is comparable, and it is not bad.

SENATOR VINCENT. - I think it should be better.

MR. DUNBAR. - My experience in handling numbers of American people who come here - they are not many at the moment - is that although they can be critical, they are favourably impressed. For example they comment favourably on the present condition of the Hotel Canberra and the services provided there. The Canberra Motor Camp was developed considerably by the Department of the Interior in the last couple of years to a point where it could be taken over by a private operator on a successful basis. Service at the Motor Camp is now comparable with most of the leading examples of motor camp operation in other parts of Australia, and

an extensive programme of improvements is in hand for next season. In the past year, approximately 30,000 people have stayed in the Camp for periods of one night to a week.

Transport services have improved during the past few years. Rail service between Canberra and Sydney was much improved a few months ago with the introduction of a new fast diesel service, which is operating to capacity loading. Slightly more than 30,000 reserved seats and sleeping-berths were purchased in Canberra at the railway station and the Tourist Bureau, acting jointly, last year. Air services are providing four schedules a day between Canberra and Melbourne, and eight or nine schedules daily between Canberra and Sydney. Road services link most towns within 150/200 miles of Canberra and these are operating difficulties, partly due to road conditions, high operating costs and, no doubt, to the extremely rapid increase in registrations of private motor cars. This factor has influenced all public transport.

Having looked at the overall picture of tourist activity in Canberra today, the Committee may ask what extension is likely and what are the limiting factors. The increasing mobility of the average man and his wife can be expected to continue, and the total of individual visitors to Canberra will be commensurate. The idea of Canberra as an appropriate meeting place for regional and Australia-wide conferences, shows signs of spreading to a wide range of organisations - scientific, cultural, fellowship, commercial, and sporting. The Australian and New Zealand Association for the Advancement of Science early last year demonstrated the extent to which conferences can expand. More than 1,300 people were in conference for a week on that occasion. Conferences to be held in Canberra during the next 6 months include the Ophthalmological Society of Australia, Printing and Allied Trades Employers Association of Australia, Conference of Australian Apex Clubs, Association for Adult Deaf and Dumb Education, Australian Esperanto Society and the Australian Political Summer School.. That last is regularly held.

THE CHAIRMAN. - That is a fixture. I was a Director of it

when it first met in Canberra.

MR. DUNBAR. - Many more conferences are organised on a purely official basis. Visits by groups of school pupils are increasing in frequency and, given encouragement and capacity to handle, this could well attain very big proportions. Here again as in the case of accommodation generally, the availability of sufficient quantities of suitably priced accommodation will remain a determining factor. However, the provision of encouragement for this item of Canberra development is obviously a matter of departmental policy and I am not competent to offer any suggestion as to development in this direction.

Improved road services in the surrounding areas of New South Wales will inevitably bring increased traffic to, and through Canberra, emphasising the geographical location of Canberra as a cross-roads for the southern half of New South Wales. Traffic between the western districts, the Riverina on the west, and the Snowy and the South Coast on the south and east, already uses Canberra as a stop-over point. Expanding numbers of private motorists, and the improvements expected in road services in the future, produced the obvious result for Canberra as a tourist centre. The development programme in the Snowy Mountains area is already stimulating greatly increased traffic on the part of people anxious to take in both Canberra and the Snowy Mountains Project, as parts of a combined tour. In this respect, the Snowy Mountains Authority is to be commended for its interest in providing a public opportunity to inspect the progress of that great project.

That is a general summary of the position as I see it concerning tourist traffic into Canberra. It gives some idea of its significance and the trend that can be expected, also an indication of the extent of official encouragement by sections of Government administration and others.

THE CHAIRMAN. - We are greatly impressed by the tourist activity in Canberra. One witness said that since the Department of the Interior took over the Tourist Bureau its activities had

become somewhat circumscribed. He suggested that this may be due to a reduction of money spent on literature or staffing. He had the impression that it had not shown the initiative as a Bureau which existed in the earlier stages when it was a small affair and a lot of the Chambers of Commerce assisted the Director day by day. Would you like to comment on that statement?

MR. DUNBAR. - I think a problem arises to which a previous witness has referred. A basis of comparison provides difficulty. When I came to Canberra in 1937 it was a city of 8,500 or 9,000 people. It was distinctly a community town. Everybody knew everybody's affairs and took an interest in them. They had that fierce pride of a small community growing out of some of its depression problems. I value very much the friendships I formed at that time and the assistance I received from members of the community. It is inevitable that as development goes on public responsibility should prompt a slight change in Tourist Bureau administration. That might be felt because some of the original personality may have been merged into departmental routine, but I doubt it. My impression is that our credit with people in Canberra is very sound. We have our problems, such as irritated people, the same as any other business or community organisation, but I think that our activities have widened and I ascribe that to normal development.

Committee adjourned at 5.0 p.m. until 10. a.m. to-morrow.