

The Committee is constituted by Section 5
of the Parliamentary Proceedings
Broadcasting Act 1946-1973

DEPARTMENT OF THE SENATE
PAPER NO. 345
DATE PRESENTED 10 APR 1974
<i>J.R. Odgers</i>
Chief Clerk of the Senate

The Reference

Extract from the Votes and Proceedings of the House of
Representatives of 29 March 1973 (No. 12, pp. 69-70)

5 TELEVISION OF PARLIAMENTARY PROCEEDINGS—PROPOSED REFERENCE TO JOINT COMMITTEE ON THE BROADCASTING OF PARLIAMENTARY PROCEEDINGS: Mr Turner moved, pursuant to notice—That a joint select committee be appointed to inquire into and report on:

- (a) whether the televising of portion of the Parliamentary debates and proceedings is desirable, and
- (b) if so, to what extent and in what manner the telecasts should be undertaken.

Mr Daly (Leader of the House) moved, as an amendment—That all words after "That" be omitted with a view to inserting the following words in place thereof: "the following matter be referred to the Joint Committee on the Broadcasting of Parliamentary Proceedings for inquiry and report:

- (a) whether the televising of portion of the Parliamentary debates and proceedings is desirable, and
 - (b) if so, to what extent and in what manner the telecasts should be undertaken.
- (2) That the committee, for any purposes related to this inquiry, have power to send for persons, papers and records.
- (3) That a message be sent to the Senate acquainting it of this resolution and requesting its concurrence".

Debate continued.

Question—That the amendment be agreed to—put and passed.

Motion, as amended, agreed to.

Extract from the Journals of the Senate of 1 May 1973 (No. 19,
p. 133)

22 BROADCASTING OF PARLIAMENTARY PROCEEDINGS—JOINT STATUTORY COMMITTEE—
REFERENCE: Order of the Day read for the consideration of Message No. 24 from
the House of Representatives.

The Special Minister of State (Senator Willesee) moved—

(1) That the Senate concurs in the Resolution transmitted to the Senate by Message
No. 24 of the House of Representatives—

(a) That the following matter be referred to the Joint Committee on the Broad-
casting of Parliamentary Proceedings for inquiry and report:

(i) whether the televising of portion of the Parliamentary Debates and
Proceedings is desirable, and

(ii) if so, to what extent and in what manner the telecasts should be under-
taken.

(b) That the Committee, for any purposes related to this inquiry, have power to
send for persons, papers and records.

(2) That the foregoing Resolution be communicated to the House of Representatives
by Message.

Debate ensued.

Question—put and passed.

Extract from the Votes and Proceedings of the House of
Representatives of 7 March 1974 (No. 4, p. 34)

17 BROADCASTING OF PARLIAMENTARY PROCEEDINGS—JOINT COMMITTEE—REFERENCE—
TELEVISIONING OF PARLIAMENTARY PROCEEDINGS: Mr Daly (Leader of the House) moved,
pursuant to notice—

(1) That the following matter be referred to the Joint Committee on the Broad-
casting of Parliamentary Proceedings for inquiry and report:

(a) whether the televising of portion of the Parliamentary debates and pro-
ceedings is desirable, and

(b) if so, to what extent and in what manner the telecasts should be undertaken.

(2) That the committee, for any purposes related to this inquiry, have power to
send for persons, papers and records.

(3) That a message be sent to the Senate acquainting it of this resolution and
requesting its concurrence.

Question—put and passed.

Extract from the Journals of the Senate of 12 March 1974
(No. 5, p. 43)

14 BROADCASTING OF PARLIAMENTARY PROCEEDINGS—JOINT STATUTORY COMMITTEE—
REFERENCE: Order of the Day read for the adjourned debate on the motion by the
Minister for Primary Industry (Senator Wriedt)—

(1) That the Senate concurs in the Resolution transmitted to the Senate by Message
No. 9 of the House of Representatives, viz.:

(a) That the following matter be referred to the Joint Committee on the Broad-
casting of Parliamentary Proceedings for inquiry and report:

(i) whether the televising of portion of the Parliamentary debates and
proceedings is desirable, and

(ii) if so, to what extent and in what manner the telecasts should be under-
taken.

(b) That the committee, for any purposes related to this inquiry, have power
to send for persons, papers and records.

(2) That the foregoing Resolution be transmitted to the House of Representatives
by Message.

Question—put and passed.

PERSONNEL OF THE COMMITTEE:

Chairman: The Hon. James F. Cope, M.P. (Speaker of the
House of Representatives)

Vice-Chairman: Senator the Hon. Sir Magnus Cormack, K.B.E.
(President of the Senate)

Senator G.C. Hannan

Senator J. O'Byrne¹

Senator A.G. Poke²

Mr D.M. Cameron, M.P.

Mr J. Coates, M.P.

Mr G.W.A. Duthie, M.P.

Mr J.A. England, E.D., M.P.

Mr R.H. Sherry, M.P.

Clerk to the Committee:

Mr G.J. Horsfield

1 Discharged, 1 June 1973

2 Appointed, 1 June 1973

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Summary of Finding and Principal Recommendations

Finding

Paragraph

It is desirable to televise the Parliament. 26

Recommendations

That before a final decision is made by the Parliament there should first be a trial period of closed circuit televising. 27

That a Parliamentary Television Unit be established. 30

That Question Time be telecast, for 30-45 minutes, by the A.B.C. at 9.45 p.m. on each sitting day. 37

That a weekly summary program of 60 minutes duration be telecast by the A.B.C. 39

That all television networks have access to video-tapes for news, current affairs and documentary programs. 40

That the Presiding Officers be empowered to refuse access to video-tapes by any network. 41

That Committee proceedings may be televised. 42

That the guidelines layed down by the Committee be re-assessed after one year. 44

That complete legal protection be granted to the A.B.C. when it telecasts the programs recommended at paragraphs 37 and 39. 50

That complete legal protection be given to anyone telecasting a whole day's proceedings or an entire debate. 51

That telecasts of Committee proceedings not be privileged (except in the case of the official weekly summary program). 56

That any witness before a Committee or any member of a Committee may demand that the hearing not be televised. 57

That a complete audio-visual record of the
Parliament be kept, when feasible. 74

That the Parliamentary Proceedings Broadcasting
Act provide absolute privilege only to the radio
Broadcasts presently permitted. 77

That this Committee oversee the implementation
and operation of Parliamentary televising. 84

1 INTRODUCTION

The Reference

1 The proposal for this Inquiry into televising the Parliament was initiated in the House of Representatives by the Honourable Member for Bradfield (Mr H.B. Turner) as a general business motion. His notice came up for debate on 29 March 1973¹. During the course of that debate some 10 members spoke.

2 Problems which were foreseen were the high cost of televising; the complexity of proceedings rendering a television production unintelligible to most viewers; deterioration in behaviour in the House leading to diminution of respect on the part of the viewers; and the difficulty of providing fair and reasonable balance between Government and Opposition and front and back bench.

3 Generally, it was thought that Parliament itself should not change to accommodate the requirements of the medium of television, but rather that television should be used as a tool to demonstrate the manner in which the Parliament has worked and will continue to work.

4 The reference was agreed to by the Senate on 1 May 1973². When the Parliament was prorogued on 14 February 1974 the reference lapsed. At the commencement of the second Session both Houses resolved to re-refer the Inquiry to the Committee. The re-referral occurred without any debate in either Chamber³.

1 House of Representatives Hansard, 29 March 1973, pp. 855-872.

2 Senate Hansard, 1 May 1973, p. 1184.

3 Votes and Proceedings, 7 March 1974, p. 34.
Journals, 12 March 1974, p. 43.

Televising in other Parliaments⁴

5 In recent years the question of televising proceedings has been considered by Committees of the House of Commons and House of Lords in Britain and the House of Commons in Canada.

6 A report to the House of Lords recommended a closed circuit experiment. The experiment took place in 1968 and was inconclusive apparently as no further action has been taken. The House of Commons' Report of 1966 recommended that a trial period of closed circuit televising take place. This recommendation was rejected in the House by 131 votes to 130 in November 1966. The issue was revived again in 1972 and defeated by 191 votes to 165. On 30 January 1974 a private member of the Commons moved that he have leave to bring in a Bill to facilitate televising. This motion was defeated by 189 votes to 164.

7 In Canada, the House of Commons Standing Committee on Procedure and Organisation recommended a feasibility and costing study - the Committee approved of televising in principle. In January 1973, it was announced in the Speech from the Throne : "The Government will recommend to the House of Commons, the broadcasting, by radio and television of all or part of its proceedings and the proceedings of its Committees". Some of the Canadian provincial assemblies are televised.

8 Committees of the U.S. Congress have been televised for some time. And during 1973 a resolution was before the Senate, which, if passed, would have permitted televising the proceedings in that Chamber. It is understood that no vote took place. Many U.S. State legislatures are televised. Full details of television in these legislatures and others appear in Appendix B.

4 Appendix B contains an up-to-date schedule describing the degree and manner of televising in a number of overseas Parliaments.

The Australian Experience

9 In the Australian Parliament, T.V. cameras have only been in evidence on the occasion of formal openings of Parliament. However, on 15 March 1971⁵ the Senate agreed, in principle, to the televising of its Committees' hearings, subject to rules to be promulgated. The Senate Standing Orders Committee report of August 1971⁶ recommended that the finalising of these rules be referred to the Privileges Committee. This recommendation was implemented by the Senate on 22 March 1972⁷. No report has been published yet by the Privileges Committee.

10 The Senate has re-affirmed its resolution of 15 March in that the 7 legislative and general purpose standing committees which were appointed at the beginning of the 28th Parliament were all empowered by paragraph 24 of their resolution of appointment to televise their public hearings at their discretion under such rules as the Senate may adopt⁸. A similar power has been granted to some of the Senate select committees appointed in this Parliament, but not to all of them.

The Inquiry

11 The Committee's terms of reference first charge it with advising the Parliament as to whether the televising of portion of the Parliament's debates and proceedings is desirable. This involves two basic questions :

- (a) whether it is desirable from the point of view of the institution of Parliament and
- (b) whether it is desired by the public, the potential audience.

The terms of reference also require the Committee to indicate the extent and manner of televising which should take place if it is desirable to televise at all.

5 Journals No. 82, 15 March 1971, p. 484.

Hansard, 15 March 1971, p. 537.

6 Parliamentary Paper No. 111 of 1971, paragraph 29.

7 Journals No. 157, 22 March 1972, p. 917.

Hansard, 22 March 1972, pp. 800-804.

8 Journals No. 8, 14 March 1973, p. 49.

12 The Committee has looked at the question of general desirability by attempting to ascertain whether there is a demand from the public for greater access to the proceedings of the Parliament. Also involved in the question of desirability are the problems of balancing cost and/or inconvenience against potential benefit and of ensuring that it is technically feasible to televise Parliament.

13 In all, the Committee received submissions, or heard evidence, from 56 separate witnesses⁹, a number of them appearing more than once. The Committee met on 21 separate occasions during the period of the Inquiry (May 1973 to April 1974).

14 Throughout this Report, care has been taken to use the word 'telecast' or 'televise' when reference is being made to broadcasting by television. There is, at present, some confusion as to the exact meaning of the word 'broadcasting', as it has been used specifically in relation to radio broadcasting from some years. Where the word 'broadcasting' is used in this Report, it relates solely to radio broadcasting, unless qualified by the words 'by television'.

9 Appendix A contains a list of witnesses.

2 THE DESIRABILITY OF TELEVISIONING THE PARLIAMENT

Pro and Con

15 Of the 56 witnesses from whom the Committee heard, some 30 made submissions relating to the desirability of televising Parliament. Of this thirty, 24 (80%) were generally in favour of televising.

16 The arguments put to the Committee in favour of televising are re-stated below in an order which corresponds to the frequency with which they were raised :

- (a) The public has the right to know more about and be able to see more of the day-to-day business of Parliament;
- (b) Televising proceedings would reduce the communications gap between Parliament and the people. It would enable people to participate more freely in the political process and encourage feed-back from them;
- (c) Televising proceedings should raise the quality of debate;
- (d) Televising day-to-day proceedings should eliminate possible selectivity in the media and similarly effect interpretive T.V. journalists;
- (e) Televised Parliament could be of educational value to students.

17 The arguments which the Committee heard opposing the televising of Parliament were as follows :

- (a) It could erode the dignity of Parliament;
- (b) There is a possibility that politicians would "play to the camera". The image of a politician on television is not necessarily related to his ability to do the job;
- (c) A Parliamentary program would either replace current programs or be broadcast in a time slot when no one would watch;
- (d) A large proportion of Question Time is taken up with sectional and parochial issues which would be of little general interest if televised nationally.

- (e) Televising Committee hearings could intimidate witnesses and pre-empt justice;
- (f) There would be unreasonable costs and technical difficulties.

18 The arguments put to the Committee, which have been summarised above, correspond very closely to those put to the British and Canadian Committees which inquired into televising in 1966 and 1972, respectively.

The Audience

19 The public response to the Committee's advertisements and to the publicity which the Committee received during the course of its Inquiry was disappointing. In all, the Committee received submissions from only 6 persons who could be classified as members of the general public. All other persons making submissions were either academics or people directly involved in the operations of the Parliament or the television industry.

20 The Committee considered it particularly important to make a reasonable estimate of the number of persons in the community who were generally in favour of televising the Parliament. This would not necessarily be an accurate indication of the audience for a Parliamentary television program, so an attempt was also made to estimate the audience.

21 The only relevant initial data available to the Committee came from Western and Hughes'¹⁰ 1966 survey on the mass media in Australia and a survey conducted in Britain by the Television Research Unit at the University of Leeds¹¹.

10 Western J.S. and Hughes C.A. - The Mass Media in Australia - Use and Evaluation. Qld. University Press, St Lucia, 1977.

11 Memorandum submitted to the House of Commons Select Committee on the Broadcasting of Proceedings titled Survey of Viewer Reactions to the Proposal to Televis the Proceedings of Parliament. H.C. 146, 1965-66, Appendix 22, pp. 138-141.

The former source, whilst giving some indication of the percentage of Australian television viewers who indicated a preference for news, current affairs and information programs was not sufficiently relevant to enable a valid extrapolation to the subject of the Inquiry. The latter source represented a brief report of a 1964 survey in two electorates in Britain. Of the 813 people questioned in this survey, 34% said that they liked very much the idea of televising Parliamentary proceedings. However, the Committee felt that it could not make a recommendation to the Parliament based on a 10 year old survey in another country. Accordingly, the Australian Broadcasting Control Board was commissioned to carry out a major survey in Australia to establish the percentage of the population which favours the concept of televising Parliament and the percentage of the population which might reasonably be expected to view Parliamentary telecasts.

22 The Control Board Survey was carried out in Melbourne in late 1973. The questionnaire which the Control Board used was extensive and enabled the cross-correlation of a considerable amount of data. The detailed results of the survey appear at Appendix C. To summarise these results :

- (a) 52% of respondents said that it would be a good idea to televise Parliament;
- (b) 46% of respondents said they would watch a half hour summary program at 9 p.m. (on a sitting day) and
- (c) 50% of respondents said they would watch a summary program on the weekend.

Thus the survey results indicated that about half of the population supported the televising of Parliament.

23 The survey data were further analysed in order to estimate a potential audience for Parliamentary programs. One estimate was made by establishing the number of respondents who met both of the following criteria -

- (1) they favoured the televising of Parliament and
- (2) they indicated that they would watch the programs whenever they were shown.

Twenty-two of the 514 respondents fell into this category (4.2%).

24 A further estimate was made by establishing the number of people who fulfilled a different but presumably equally relevant set of criteria -

- (1) they thought that newspapers and television gave too little attention to federal politics;
- (2) they said they were very interested in politics and
- (3) they favoured televising Parliament.

The percentage of respondents who fulfilled these three criteria was 6.2% (32 out of 514 respondents).

25 The survey confirmed the Committee's general impression that a considerable proportion (50%) of the community generally favoured the televising of Parliament in principle but that quite a small proportion of the community (about 5%) was sufficiently interested to represent a regular and committed audience for Parliamentary telecasts. The Committee sees no inconsistency between these two figures. The larger figure represents a real demand from the public that the business of the Parliament be more open, it does not represent a continuing or regular audience although it may be indicative of the size of the audience which would watch on exceptional occasions. The second figure represents an audience which would be fairly firmly committed to watching Parliamentary telecasts.

Finding

26 On the basis of the evidence given to the Committee and the survey data which are reported above and bearing in mind other considerations which are discussed later in this Report, the Committee finds that, conceptually, it is desirable to televise a portion of the debates and proceedings of the Parliament. The Committee considers that it is desirable from the points of view of both the Parliament and the general electorate that there be more public access to the processes of the Parliament. Television is seen as an effective method of meeting this objective.

A Trial

27 The Committee qualifies this finding by recommending that a closed circuit trial period of televising be undertaken as a working model for Parliamentary analysis before the Parliament makes a decision on the general question of permanently televising a portion of the debates and proceedings. (Chapter 7 of this report discusses the form of such a trial period)

3 IMPLEMENTATION OF TELEVISION

Introduction

28 The Committee now turns to the consideration of the second paragraph of its terms of reference. Given that it is, conceptually, desirable to televise the Parliament it remains incumbent on the Committee to indicate the manner in which a permanent method of televising might be established. In this chapter consideration is given to the nature of the unit which should carry out the actual mechanical operations of televising, the nature of the programs which such a unit should produce and the degree of access which should be granted to the various television networks.

29 It should be emphasised that all ensuing recommendations in this Report are made on the assumptions that the Parliament will agree with the Committee's finding at Paragraph 26 and that, in accordance with Paragraph 27, a closed circuit trial period of televising will be carried out to the satisfaction of the Parliament. Given these premises, the Committee now turns to the discussion of the implementation of televising.

The Parliamentary Television Unit

30 It is recommended that there be established by the Australian Parliament a Parliamentary Television Unit. To this unit should be entrusted the responsibility of establishing and operating such television equipment as is necessary for the production of all official Parliamentary television programs. The unit should be responsible for providing the various television networks with access to the television signal in those circumstances where such access is permissible. The head of this unit should be an officer of the Parliament responsible, through the Clerks of the two Houses, to the Presiding Officers. This officer should be responsible for the day-to-day operations of the unit and for advising the Presiding Officers on the exercise of their discretionary powers over the use of the television signal. The technical operatives and other ancillary staff of the unit might be seconded to the Parliament from the Australian Broadcasting Commission for the period of their service with the unit or might be permanently

appointed to the service of the unit. All costs of this unit should be borne directly under the Parliamentary vote.

31 To the Committee's knowledge, no western Parliament directly controls the means of producing its television signal in the manner which is envisaged here. In the European Parliaments which are televised on a permanent basis the television networks are generally given permission to enter with their equipment, on an ad hoc basis. The summary programs which are produced in countries such as Germany and Italy are produced by the networks (which, incidentally, are government controlled) of their own volition. There is no pressure on the networks to show any Parliamentary proceedings or any specific types of programs.

32 The British House of Commons Committee, in its report of 1966 envisaged an arrangement very similar to that contained in the above recommendation of this Committee¹². As well, the Australian Broadcasting Control Board, the Department of the Media, and a number of other witnesses who appeared before the Committee held the view that it was essential for Parliament to control the day-to-day operations of the unit producing the audio-visual signal. The Committee has accepted this advice.

33 The Committee considers it particularly important that the unit producing the television signal should be answerable directly to the Presiding Officers and through them to the Parliament. In such a case sanctions could be more easily applied.

34 In coming to this decision the Committee has weighed very carefully the merits of providing access to the Parliament, by the television media, equivalent to the access presently available to the press. There is a certain compulsion in the argument that all media should have equivalent access to the Parliament and its deliberations. It must be remembered, however, that the present Parliament could not possibly accommodate

representatives of all television networks and the ancillary paraphernalia of their profession. It is only feasible to have one television unit operating in the Chambers of the two Houses and the Committee Rooms of the Parliament. The most equitable solution is for the television unit to be divorced entirely from any existing television network. The service which this unit could provide to the various television networks is discussed in the next section of this chapter. It should be remembered that giving the Parliament a monopoly on the production of the television signal does not pre-empt the decision as to what use might finally be made of this signal.

Possible Parliamentary Programs

35 The Committee has formulated recommendations which provide for different kinds of use of the television signal generated by the Parliamentary Television Unit. These uses are -

- (1) production of certain types of regular and standard programs;
- (2) making the television signal available to all networks under certain conditions.

The Committee would like to emphasise that in its considerations of the types of programs which might be produced by the Parliamentary Television Unit it has been hampered to some extent by a lack of practical experience of the televising of Parliament in Australia. It is envisaged therefore that should the Committee's recommendations be accepted by the Parliament there will be a need for a continuing review of the nature of the programs which are produced and the degree of freedom of access which is granted to television networks.

36 Many of the witnesses who appeared before the Committee favoured the televising of some aspects of the proceedings of the Parliament. A variety of programs were suggested to the Committee. The views of these witnesses are reported and discussed below under the following sub-headings -

- A Question time
- B Daily summary programs
- C Weekly summary programs
- D Special programs
- E Live (2 to 3 hours per day) programs
- F Continuous live transmission
- G Committee proceedings

A Question Time

The program most commonly suggested to the Committee was an edited or complete live or delayed broadcast of Question Time. Some witnesses proposed amendments to the Standing Orders to facilitate a high degree of supplementary questioning which they thought would add to the dynamic nature of Question Time. The Committee offers no comment on such suggestions. This is a matter for the Houses themselves.

B Daily summary programs

It was put to the Committee that a daily summary of events in the Parliament could be transmitted late in the evening of each sitting day. Some witnesses suggested that such a program should reflect the totality of the Parliamentary day whilst others suggested that the program should be produced entirely on the basis of news value. Implicit in a decision to produce such a program would be the necessity for the television cameras to be in operation continuously throughout the day. Such a program would involve a considerable amount of editing and would necessitate the introduction of narration to link the various segments of the program. The Committee has not recommended the introduction of such a program.

C Weekly summary

A weekend summary program is shown in a number of European countries. Such a program can take on at least two different formats:

- (1) It can attempt to concisely summarise the entire proceedings of a week;
- (2) It can attempt to follow through the progress of one or more particularly important issues during the week.

D Special programs

Most witnesses pointed out that there are a number of parliamentary events which warrant more exposure than would be provided by daily or weekly summary programs. These might include the opening proceedings, budget debates and debates on motions of no confidence or on particularly important pieces of legislation or policy statements.

E Live (2 to 3 hours per day) programs

Some support was offered for the proposal that the Houses re-organise their daily business so as to provide a diversity of content for a live program of two to three hours duration. The essential feature of such a program is that it would not be an edited program but would be telecast live. The merits of witnesses' suggestions that the procedures of the Parliament be amended to facilitate better television programs have not been considered by this Committee.

F Continuous Live Transmission

A number of witnesses supported the continuous filming of the two Houses. Such a proposal could only be acceptable in the event of there being a multiplicity of television channels. Since the Committee ceased to take evidence, an important report on frequency modulation broadcasting has been tabled¹³. The technological matters in this report are matters upon which the Committee is not able to comment. But the Committee draws the attention of the Parliament to the recommendation at paragraph 2.10 "That as soon as possible all colour and all black and white T.V. receivers should be made suitable for UHF reception...". In the discussion (paragraph 3.5) the Inquiry stated "There is the strong possibility of the introduction of UHF T.V. Broadcasting...". If the Inquiry's recommendations

¹³ Report of the independent inquiry into frequency modulation broadcasting, March 1974.

and opinions are accepted then it is possible that multi-channel reception may be available within a decade. In this event the Parliament might wish to re-assess the arguments which have been put to this Committee endorsing the continuous telecasting of proceedings.

G Committee Proceedings

A number of witnesses thought that Committee proceedings would make good television. As Committees take on greater significance within the context of the Parliament it seems inevitable that their proceedings should be televised if proceedings in the Plenary Chambers are to be televised. The question of televising Committees is further discussed at paragraphs 53 to 58.

37 It is recommended that at 9.45 p.m., or such other time as the Parliament decides, the Australian Broadcasting Commission transmit, on a national basis on each sitting day, a delayed telecast of between 30 and a maximum of 45 minutes of Question Time from one House. This program should be produced by the Parliamentary Television Unit under the guidelines set out in Appendix F.

38 Since 1946 Senators and Members have progressively adapted and refined Question Time with a view to maximising the benefits of radio broadcasting. The televising of Question Time could well lead to further, quite dramatic, changes in its nature. However, the Committee must base its recommendations on the present situation and the recommendation that Question Time be telecast is based upon evidence that there is an increasing demand and tolerance for such material within the electorate. The time limits prescribed in the recommendation may impose new requirements in the form that questions and answers take: this matter has been examined in detail by the Committee but is thought to lie solely within the province of each House. The Houses may, therefore, wish to look again at their procedures in the light of the experience of televising Question Time.

39 It is recommended that the Parliamentary Television Unit produce a weekly summary program and provide this program to the Australian Broadcasting Commission for national transmission at an appropriate time each weekend following a sitting week. The program should be produced in accordance with the guidelines laid down in Appendix F and it should be of approximately 60 minutes duration.

40 It is recommended that any television network or station be granted access, where feasible, to video tapes of proceedings in the Parliament for use in news, current affairs or documentary programs or in order to produce special programs relating specifically to important occasions in the Parliament. Any program produced from video tapes made available by the Parliamentary Television Unit must be made strictly in accordance with the guidelines laid down in Appendix F. It is envisaged that on exceptional occasions there will be requests for the provision of live coverage.

41 It is recommended that the Presiding Officers jointly be invested with complete authority to refuse access to the television signal or to require that it not be used by any person, television station, television network or telecaster of any kind. Action taken by the Presiding Officers in accordance with this recommendation should be reported forthwith to the Parliament.

42 It is recommended that the proceedings of Committees of the Parliament be permitted to be televised for the purpose of inclusion of material in the programs envisaged in the recommendations at Paragraphs 39 and 40, subject to the guidelines set out in Appendix F.

43 The recommendations above provide that the Australian Broadcasting Commission shall be obliged to show, on a regular basis, two specific programs produced by a Parliamentary unit. Provision is also made for access to the Parliamentary unit's video tapes by any television network. In making such a recommendation the Committee stresses that the Presiding Officers must be granted complete authority to withhold the television signal from networks which mis-use Parliamentary material.

Any disregard of the guidelines which have been appended to this report would be, in the opinion of the Committee, sufficient cause to warrant the Presiding Officers so withholding Parliamentary material.

44 It is further recommended that the guidelines referred to above and attached to the report at Appendix F be re-examined by this Committee and the Parliament at the end of the first year of operation of the television unit.

45 In the preceding paragraphs the Committee has emphasised the importance of laying down guidelines for the Parliamentary Television Unit and for producers incorporating Parliamentary material in programs made by either the A.B.C. or commercial television networks. At the same time it should be pointed out that Parliamentary Privilege and the Common Law also enable the Parliament to apply sanctions against persons wilfully misusing Parliamentary material. Recommendations which are made concerning privilege, in the next chapter, have been specifically drawn up with this point in mind.

4 PRIVILEGE

46 Article 9 of the Bill of Rights states :
That the freedom of speech, and debates or proceedings in Parliament ought not to be impeached or questioned in any court or place out of Parliament.

Section 49 of the Constitution extends all the powers of the British House of Commons (as at Federation) to the Australian Parliament. Thus members of the Parliament are protected in that they are unable to be inhibited from speaking freely. There is little doubt that the laws of privilege also provide absolute protection to any member of the Parliament for words which he said in the Parliament which are transmitted by the media. However, this protection does not automatically extend to media personnel except in the case of radio broadcasting where the Parliamentary Proceedings Broadcasting Act indemnifies an authorised broadcaster.

47 Section 15 of the Parliamentary Proceedings Broadcasting Act states :

15. No action or proceeding, civil or criminal, shall lie against any person for broadcasting or re-broadcasting any portion of the proceedings of either House of the Parliament.

The effect of this section is that Australian Broadcasting Commission personnel, Post Office personnel and others who assist in the authorised publishing by radio outside of the Parliament of words spoken in the Parliament have been given statutory protection from responsibility for the words they are obliged to publish.

48 The privileges of Parliament extend beyond the basic right of freedom of speech of members and the statutory provisions which protect personnel facilitating the radio broadcast. The privileges of Parliament also protect witnesses who appear before Committees to give evidence. Privilege has been extended to such persons in order that they might speak the truth freely and without fear of intimidation or consequence. The question of the status of witnesses before parliamentary Committees is further discussed, in the context of televising, at paragraphs 53 to 58.

49 Witnesses from the Australian Broadcasting Commission and the Federation of Australian Commercial Television Stations stressed a view that they should be granted absolute privilege in respect of any Parliamentary material televised. The Committee is unable to accept this viewpoint totally. Absolute protection is presently granted to the Australian Broadcasting Commission in respect of the Parliamentary radio broadcasts. But a distinction is drawn between this protection and the protection which the television networks have requested, for the Australian Broadcasting Commission is obliged, under the terms of the Parliamentary Proceedings Broadcasting Act, to transmit certain material from the Parliament whereas the Committee's recommendations at paragraphs 40 and 42 would give television networks freedom of choice of material.

50 The Committee recommends that complete legal protection be granted to any person broadcasting or re-broadcasting by television any portion of the proceedings of either House of the Parliament or their committees in the circumstances envisaged in the Committee's recommendations at paragraphs 37 and 39. In other words, protection should be granted to the Australian Broadcasting Commission and its employees and agents against actions relating to the content of programs which have been produced by the Parliamentary Television Unit and which the Australian Broadcasting Commission is required to transmit.

51 The Committee also recommends that complete legal protection be granted to any person broadcasting by television, either live or delayed, an entire day's proceedings or an entire debate in either House of the Parliament, pursuant to authority granted by the Presiding Officers and under the conditions envisaged by the Committee in its recommendations at paragraphs 40 and 41.

52 In the situation where a television network or station has the freedom of choice to televise or not televise various portions of the proceedings of either House of the Parliament, the Committee can see little justification for that television network being granted any protection over and above that which

is presently available to newspaper journalists and proprietors. The press enjoys only qualified privilege for its reporting of the proceedings of the Parliament, the onus being left on the reporter to show that he has presented a fair and impartial record of the proceedings. If journalists or newspapers are unable to show that this is the case they are answerable to the Parliament and at common law for the content of their reports. The Committee believes that when television networks have a similar right of choice of material to be presented, then they should also have the same obligation to account for their selection.

53 In a paper entitled Parliamentary Committees - Powers over and protection afforded to witnesses,¹⁴ which was prepared in 1972 by the then Attorney-General and the then Solicitor-General, considerable attention was paid to the broadcasting and televising of Committee proceedings (paragraphs 184 to 229). The authors of the paper traversed the legal literature on the televising of Committee proceedings and came to the following conclusions (at paragraph 223) :

The impact of television is immediate and uncontrollable by the committee...

We consider that there are grave dangers inherent in permitting the televising of proceedings of committees where they are receiving evidence or submissions which refer to or reflect on individuals...

54 The Law Officers considered that the damage done by the first presentation on television of defamatory material was unable to be undone. At paragraph 224, they continued - The provision [of the U.S. House of Representatives] which forbids the televising of a witness's evidence against his will is perhaps adequate protection to the witness, it is not, however, any protection to third persons whose reputation might be affected by evidence.¹⁵

14 Parliamentary Paper No. 168 of 1972.

15 The Committee's italics

55 The officers of the Parliament and of the Attorney-General's Department who appeared before the Committee referred to the Law Officers' paper and were in general agreement that the principles underlying the acknowledged desirability of televising the Parliament itself did not necessarily extend to televising Committees. The Clerks of the two Houses both drew the Committees' attention to the dangers inherent in televising Committee proceedings. The Clerk of the House of Representatives referred in his submission to the question of subjecting persons other than Members of Parliament to the scrutiny of the television camera and to possible defamation, and stated :

Committees would present problems which would not be expected to occur in the case of the televising of the Houses themselves. It is important, for instance, that the Committee should consider the need also to protect witnesses who appear before Committees...

Witnesses must not only be protected from the laws of slander but also from the intimidation of the camera. It may be necessary to suggest rules which would, amongst other things, grant witnesses the option of refusing to appear if proceedings are to be televised.

The Committee recognises the danger of possible 'trial by television' and supports the Clerk's proposal.

56 The Committee's views on telecasting the proceedings of Parliamentary Committees differ from its views on telecasting proceedings in the plenary Chambers. It is recommended that, except in the case of the 'official' weekly summary program envisaged at Paragraph 39, absolute privilege be not attached to any telecast of any portion of the proceedings of a Parliamentary committee.

57 It is further recommended that any witness before a Parliamentary Committee have the right to refuse to be televised, at any time, during his testimony and that any member of a Committee have the right to demand that television operatives and equipment be denied access to any otherwise public hearing of a Committee. Any program including proceedings

of committees must conform strictly to the relevant guidelines laid down in Appendix F.

58 In the light of the Law Officers' statement that "the impact of television is immediate and uncontrollable by [any] committee...", a view which this Committee accepts, it is seen as particularly important that Committee proceedings never be telecast "live". The Committee considers that in the event of any television network being given permission to cover a committee hearing it is imperative that the authorities responsible for the ensuing program have time to carefully consider the consequences of reproducing testimony given and that there be sufficient delay in telecasting to enable the Chairman of the Committee or a Presiding Officer of the Parliament to require that a certain segment of publicly given evidence be not telecast. This suggestion is incorporated in the guidelines (Appendix F).

5 TECHNICAL DETAILS AND COSTING INFORMATION

59 The cost of establishing a Parliamentary Television Unit which can perform the tasks recommended by this Committee is in the vicinity of \$2,000,000. Some reduction might be made in this cost if the functions of the Unit were to be less extensive than envisaged by the Committee.

60 It is stressed that this costing, provided in detail at Appendix G, must be qualified by two factors. First, most estimates which were given to the Committee were given in mid-1973 and are subject to rising costs. Second, the estimates which have been provided for lighting the Chambers for television are acknowledged by the Department of Housing and Construction to be preliminary estimates which might be significantly low. These factors are offset by technical advances in the electronics industry which are expected, in the next few years, to lead to a reduction in the cost of some equipment.

61 The Committee has accepted the recommendations of the Australian Broadcasting Commission as to technical equipment required and such things as camera placement. The Australian Broadcasting Control Board and the Federation of Australian Commercial Television Stations both advised the Committee that they would accept technical advice and cost estimates as given by the A.B.C.

62 It is envisaged that the Chambers of the Houses would be equipped for six camera operation. In each Chamber there would be two permanently fixed concealed cameras which would be supplemented, in the Chamber being televised, by four portable concealed cameras. Camera layout is explained in detail in Appendixes D and G.

63 Summary of costs

Item	Date & Source of Estimate	Estimate \$	Sub-total \$
<u>In the Chambers</u>			
Lighting	Department of Housing & Construction* 5/7/73	80,000	
Air conditioning	" " "	30,000	
Structural alters.	" " "	20,000	
		<u>130,000</u>	
(Less recoverable costs from a trial = \$30,000)			<u>100,000</u>

Television equipment

9 cameras and accessories	A.B.C., Sept. 1973	523,000	
Sound duplication		10,000**	

Control areas

Construction and fitting	Dept. of Housing and Construction 5/7/73	400,000†	
Direction area equipment	A.B.C. Sept. 1973	240,000	
5 Videotape recorders and accessories	" " "	450,000	
Studio equipment	" " "	2,000	
Installation & miscellaneous	" " "	236,000	1,861,000‡
		<u>Total :</u>	<u>1,961,000</u>

Annual Staff Costs

Salaries	" " "	175,303	
Travelling & subsistence	" "	97,881	<u>273,184</u>

Thus : establishment costs are \$1,961,000 and
staffing costs for one year are \$273,184

* Then being the Department of Works.

** The Committee's estimate

† Maximum figure

‡ \$1,150,000 being recoverable equipment value

64 In relation to the costs outlined above, it should be pointed out that a considerable amount of the capital expended on equipment would be recoverable if the Parliamentary unit was to discontinue operations. The most expensive items involved - the cameras, the video tape recorders and their back-up equipment - represent a cost of about \$1,150,000 (or 59% of the total outlay on installation). This equipment could be deployed elsewhere in the event of the television unit ceasing to function.

65 Finally, bearing in mind :

- (a) that 59% of the total outlay on equipment is recoverable (paragraph 64) and
- (b) that the Committee believes it desirable to televise Parliament (paragraph 26); the Committee considers that cost would be outweighed by benefit.

66 Earlier in this chapter (paragraph 60) and in Appendix G it has been emphasized that the technical description and costings of the Parliamentary Television Unit were hypothetical because such a venture had never been attempted in Australia. This qualification must be emphasized as must the necessity for the television unit, when established, to explore more fully the operational arrangements of television units overseas. It is imperative that the unit has available to it the most up-to-date equipment and facilities.

6 MISCELLANEOUS

Location of the Parliamentary Television Unit

67 The Australian Broadcasting Commission indicated that approximately 280 sq.m. (3,000 sq.ft.) would be required to house the television unit and its equipment. The camera direction and control area requires about 130 sq.m. and the editing and administrative areas about 150 sq.m. Ideally this accommodation should be provided in close proximity to the Chambers. So far as the Committee can establish it is not feasible to accommodate the unit so as to provide the director with a clear view of the two Chambers. However, the Deputy Clerk of the House of Representatives advised the Committee that it might be possible to re-organise his Department's use of the basement directly under the Chamber of the House in order to provide some space. This basement presently houses the A.B.C. radio editing and equipment area plus a considerable quantity of Parliamentary records.

68 It is technically possible to separate the different arms of the television unit although, from the administrative and communications point of view, undesirable. If part of the House of Representatives basement was refurbished to accommodate the camera direction and control section of the television unit, provision could be made outside Parliament House, possibly at the A.B.C. studios in Northbourne Avenue, for the other sections of the unit.

69 The Committee has also considered the possibility of constructing a suitable area at the back of Parliament House between the service block and Queen Victoria Terrace. This area could be constructed for the purpose of housing the Television Unit in its entirety or for the purpose of providing alternative accommodation for the Parliamentary reference material which presently occupies much of the space in the House of Representatives basement. The Department of Housing and Construction has also provided an estimate of \$400,000 to provide an area of 280 sq.m. underground in the

environs of the Parliament. Whilst the Committee is unable to make any positive suggestion concerning the location of the Television Unit it is pointed out that neither this uncertainty nor the inevitability of the re-location of the Parliament should be seen as rendering the available alternatives invalid. The Committee understands that any equipment housed in the present Parliament House would be adaptable to a new building and that, as well, the practical experience of televising in this building should provide a background of technical competence which will considerably facilitate the design of television installations in the new building. The Committee does emphasise, however, the increasing urgency of providing the Parliament with a new and permanent home.

70 In considering this matter the Committee has kept in mind the temporary nature of the present Parliament House. Since the Joint Select Committee on the New and Permanent Parliament House was first appointed in 1965 little real progress has been made towards provision of a new Parliament House. The issue has been debated inconclusively on a number of occasions and it is apparent to the Committee that it is unlikely that the Chambers of the Parliament will be re-located within the next few years.

71 In the report of the Joint Select Committee on the New and Permanent Parliament House of 1970¹⁶, 53 paragraphs were devoted to television and cinematographic operations within the building. The Joint Select Committee was concerned mainly with making adequate provision for closed circuit televising of proceedings and for the provision of news-type broadcast studios, etc. This Committee does not consider that its terms of reference extend to making recommendations concerning any new Parliament House but places on record its agreement with the Joint Select Committee so far as its recommendations relate to television. In addition it is suggested that, even if the Parliament rejects the recommendations in this Report, allowance be made for a permanent television installation in the design of the new building, such space to include some area with a direct view of the Chambers.

Allocation of Televising Between Houses

72 Determinations Nos. 5 and 6 of this Committee dated June 1951 and March 1953 established a regular pattern of radio broadcasting. The intention of these determinations was to standardise the broadcasting procedure and the effect of the determinations was to provide the House of Representatives with about twice as much live coverage as the Senate. The recent practice of the House of Representatives of sitting on occasional Mondays has lead to an effective increase in the radio exposure of the House of Representatives.

73 During this present Parliament the sitting arrangements of the Houses have been varied several times and it cannot be presumed that they are now clearly fixed. Consequently, the Committee does not make a recommendation that certain days be set down for the televising of each House, but asserts that the principle of giving greater coverage to the proceedings of the House of Representatives should be maintained. The nature of the equipment which the Parliamentary unit will require precludes the possibility of covering the two Houses simultaneously. As a result it will be necessary to establish a regular pattern of coverage, especially from the point of view of televising Question Time. The coverage for the purpose of obtaining material for the weekly summary program which the Committee has envisaged might be more flexible and might be left to the discretion of the television unit.

A permanent audio-visual record

74 The Committee understands that it would prove particularly expensive to maintain a permanent video tape record of the Parliament and the facilities which the Parliamentary unit will have at its disposal will not be such as to permit simultaneous televising of the two Houses. However, it is recommended that once it is economically and technically feasible, the Parliamentary Television Unit, in co-operation with the Parliamentary Library, maintain a complete audio-visual record of the proceedings of the Parliament.

Effects of the Committee's Recommendations on the status of the radio broadcast

75 At paragraphs 38 to 42 the Committee has recommended that the Parliamentary Television Unit produce two specific programs (a delayed broadcast of Question Time and a weekly summary) and that television networks have access, under certain conditions, to video tapes of proceedings. If these recommendations are accepted by the Parliament, access to the television signal will be much wider than present access to the radio tapes. Consequently, Parliamentary material could be shown on certain television programs but the sound could not be used for equivalent radio programs. This is an inconsistency which needs to be rectified. It is within the present powers of the Committee to amend its standing determinations in order to provide greater access to the sound tapes.

76 The Committee has recommended that absolute privilege only be granted to the Parliamentary Television Unit and the Australian Broadcasting Commission in connection with the two "official" television programs to be produced. Only qualified privilege should pertain to the users of Parliamentary material for other purposes. The Australian Broadcasting Commission is absolutely privileged in its role as the disseminator of the radio signal from the Chambers of the Parliament. If greater freedom of access to the radio tapes is permitted there appears to be a need to amend the legislation to provide for use of the radio tapes under the same conditions as would pertain to the video tapes. The consequent recommendation contained in the next paragraph is, necessarily, dependent upon the Parliament's acceptance of earlier recommendations in this report.

77 It is recommended that Section 15 of the Parliamentary Proceedings Broadcasting Act should provide that absolute privilege apply only to the authorised live radio broadcast and to the authorised re-broadcast of Question Time and the Governor-General's speech which are required to be broadcast or re-broadcast.

78 If this recommendation is accepted by the Parliament the Committee can then promulgate a new determination under Section 14.(2) of the Act, as outlined in paragraphs 75 and 76 above. Such a determination would include authority for the Parliamentary Television Unit to provide radio tapes upon request and for the Unit to be protected in so doing.

The need for legislation

79 The Committee considers that, wherever possible, its recommendations should be incorporated in legislation. The Committee has been advised by representatives of the Attorney-General's Department that it might be simpler to draft separate legislation covering the televising of Parliament than to amend the present Act which relates only to radio broadcasting. The Committee considers this to be a question of administrative convenience and makes no recommendation.

80 The recommendations laid down in paragraphs 38-42, 50, 51 and 84 (which relate to the implementation of televising, privilege and the role of this Committee) should be incorporated in legislation. As well, it is anticipated that legislation would be required to protect the Australian Broadcasting Commission, the Australian Post Office and other persons and organisations facilitating the transmission of the audio visual signal during a trial period of closed circuit televising. A recommendation has already been made with regard to the Parliamentary Proceedings Broadcasting Act (paragraph 77).

The future role of the Committee

81 In the event of the Parliament's acceptance of the Committee's recommendations a need is seen for continuous consultation between the Committee, the Australian Broadcasting Commission and other organisations involved in the television industry prior to the introduction of Parliamentary telecasting.

82 Whilst the Committee has attempted to outline the basic requirements of a Parliamentary television unit in terms of manpower and equipment, and in terms of method of operation it is acknowledged that when the installation of television

equipment becomes a reality, and afterwards, there will be a continuing need to re-assess the premises upon which the Committee has made its recommendations and to re-assess the means by which the recommendations might be implemented. This will be due to technological advances occurring during this period and to the development of expertise on the part of the television industry and the Committee.

83 To the Committee's present role of allocating radio broadcasting time between the two Houses should be added the role of making standing determinations regarding allocation of televising. It is expected that this role will be demanding, requiring frequent consideration of various proposals. There may be a need, foreshadowed at paragraph 78, for the Committee to promulgate new determinations under Section 14(2) of the present Act (relating to access to the radio signal) and, as well, once regular sitting patterns are clearly established it might be desirable for the Committee to re-consider the present allocation of radio broadcasting time between the Houses. It does not seem feasible to separate television and radio in so far as consideration of allocation and extent of exposure is concerned.

84 It is recommended that this Committee be empowered to oversee the implementation of its recommendations and that it take on a role, in relation to televising, similar to the role it plays in connection with the radio broadcasts.

7 A TRIAL PERIOD OF TELEVISIONING

General

85 At paragraph 27 the Committee recommended that there be a closed circuit trial period of televising before the Parliament makes a decision on the question of permanently televising a portion of the debates and proceedings. This section of the report discusses the possible methods of carrying out such a trial and poses the problems which would be faced by the Parliament in making a decision on the basis of such a trial. Notwithstanding the difference between a closed circuit trial and a permanent television installation, it is considered desirable that Senators and Members become familiar with the possible productions of a television unit. The Australian Broadcasting Commission advised the Committee that it also considered a trial period desirable from the point of view of providing members of the production and technical staff with relevant experience before Parliamentary proceedings went "on air". The House of Lords in Britain reached a similar decision and such a trial was actually carried out.

86 The Commission suggested to the Committee that the proceedings of the Senate and the House be televised for several hours per day for one week each. During this period the Commission offered to produce a number of experimental programs for showing to Senators and Members.

87 The programs which might best be produced for viewing by members during such a trial period are a delayed broadcast of Question Time and a weekly summary program (see paragraphs 38 and 39). It might also be considered desirable that other sample programs be produced: for example, 20 minute edited versions of Question Time; daily summary programs of about 30 minutes duration; or a 30 minute condensation of a complete debate.

88 The Australian Broadcasting Control Board suggested to the Committee that such programs, when made, be shown not only to members of the Parliament but also to representatives of such groups as the Press, commercial television networks,

witnesses who have appeared before the Committee and other interested groups. The Control Board envisaged using the feedback from such groups to provide the Parliament with information about public attitudes to televised Parliament. The Committee does not consider it appropriate to telecast such experimental material 'on air'.

89 Appendix D of this report contains photographs of the two Houses. Superimposed upon the photographs are drawings showing the suggested location and dimensions of the television cameras which the Australian Broadcasting Commission has offered to install for a trial period. The Committee accepts the Commission's recommendations as to the camera type and placement. The trial would be carried out in colour.

90 During a trial period the picture generated by the cameras in the Chambers will be linked through an outside broadcast van to video tape recorders at the A.B.C.'s studios at Gore Hill in Sydney. The use of the video-tape recorders in Sydney will present the A.B.C. with certain problems with regard to normal program production. As well, if considerable notice is not given, it may not be possible to obtain continuous communication links between Parliament House in Canberra and the Gore Hill studios for the purpose of :

- (a) sending the picture to Gore Hill for program production and
- (b) sending the signal back to the monitors installed at Parliament House.

The Australian Post Office has indicated that it will only be possible to provide a relief bearer and that therefore the quality of such temporary links will be variable.

Cost

91 Estimates provided by the A.B.C. and the Department of Housing and Construction in mid-1973 detail the cost of a two week trial period of televising as follows :

A.B.C. equipment & personnel	\$ 14,000
Non-recoverable cost of extra. lighting for 2 Chambers	60,000
	<u>60,000</u>
	\$74,000

As well, the dislocation of normal production schedules during the period could prove costly to the A.B.C. in terms of loss of productivity.

Qualifications

92 A certain number of warnings concerning any trial period of televising should be spelled out.

1 The equipment which would be used for an experimental period would vary considerably from the equipment used by a permanent television unit. An experiment would be carried out using an outside broadcast van located outside Parliament House. This van would be connected by cable to four manned camera positions within a Chamber of the Parliament. The cameras would be located on temporary and clearly visible scaffolding. There might be a necessity for camera-men to change shift and for movement to take place within the Chamber by persons who are neither officers of the Parliament nor members of the Parliament. There would be considerable distraction caused by the camera-men, their equipment and their movements within the Chamber.

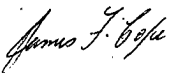
2 Lighting facilities provided for an experimental period of televising would, by reasons of cost and expediency, be of a temporary nature. The lighting might not be as efficient as it would be for a permanent installation and it might be more intrusive and more uncomfortable than permanent lighting. As well it must be remembered that the novelty of a higher level of lighting and the obvious presence of cameras will cause disruption, at least in the first few days.

3 The picture generated by these temporary means could not be expected to be of the same clarity and quality as the picture generated by a permanent installation. There would be fewer cameras in use, thus restricting the variety of shots which could be selected by the director. Also,

the cameras themselves and any inequalities in lighting will be reproduced in the pictures. In other words, the television picture will show not only the Members and their House but other objects and persons who would not be seen if there were a permanent television installation.

4 The quality of the picture will be affected by two other factors. First, the personnel filming, controlling and producing programs will be inexperienced in operating in the parliamentary environment. There will necessarily be a period of learning to do the job. During this period they could not be expected to produce a fully professional product. Second, the technique of signal generation from manned cameras to an outside broadcast van, then to a central terminal in Canberra, then to the A.B.C. studios at Gore Hill in Sydney for editing and transmission back to Parliament House for display on closed circuit monitors involves more temporary links than would be necessary if a permanent installation existed. With each link through which the signal passes there must necessarily be some diminution of the quality of that picture. As well, accompanying sound will be taken direct from the radio broadcast. The sound might not be as satisfactory as it would be if taken specially for use with the picture, as they would not always be synchronised.

5 It must also be recalled that the A.B.C. might not have available equipment which would be contemporary when colour transmission commences and the A.B.C. will not be able to use the electronic character generation techniques which it has proposed be installed in-line with the production unit in order that information about debates and proceedings could be provided visually, superimposed over, or half-screened with the picture of proceedings.


(JAMES F. COPE)
Chairman

April 1974

DISSENT OF SENATOR A.G. POKE TO THE
FINDING OF THE COMMITTEE CONTAINED IN PARAGRAPH 26

I wish to exercise my right to add a dissent to this Committee's Report.

Whilst subscribing to those parts of the Report which describe the operation of a television unit, if there were to be one. I am unable to endorse the Committee's Report in that its principal finding is that it is conceptually desirable to televise the Parliament.

The evidence presented to the Committee was not factual. With the exception of informal discussions which were held with members of the visiting German Parliamentary Delegation, the Committee was able to obtain little insight into the reality of Parliamentary televising. Governmental organisations, such as the A.B.C., the A.B.C.B. and the Department of Media, offered opinions to the Committee - opinions supporting the televising of Parliament. It is disputed that they represent, in any way, the attitudes of the general public and it is disputed that they have any particular expertise with which to back their opinions. In all only six members of the general public responded to the advertisements which the Committee placed in all metropolitan dailies and most major regional newspapers. Outside of New South Wales and Victoria there was virtually no public response at all.

The attitude survey carried out by the Control Board established only that about 50% of the Melbourne sample thought it was a good idea to televise Parliament. The survey did not establish that the audience would be that size. Further information provided to the Committee by the Control Board indicates that the real audience for the program could be very small.

Bearing in mind that the audience would not be large, I find it difficult to accept the argument that the expenditure of some millions of dollars would be justified. This difficulty is exacerbated by the inability of the Australian Broadcasting Commission to guarantee their estimates of cost and the inability of the Department of Housing and Construction to give any firm estimates of cost.

The programs, the production of which this Committee has recommended, will require some editing of videotapes. I am unable to endorse the proposal that officers of the Television Unit could edit videotapes of Parliamentary proceedings without creating dissent and distrust amongst those Senators and Members whose speeches were omitted or edited down.

The inevitability of Parliamentary telecasting is not doubted. I am certain that the Parliament will eventually adopt this medium in its efforts to communicate with the Electorate. I am not certain, however, that this is the right time or that the present Parliament House is the right place. This is a proposal which could easily be deferred until the new Parliament House, which should be designed to cater for televising, has been constructed.

Space is at a premium within this building. It is estimated that a Parliamentary Television Unit would require about 280 sq. metres (3,000 sq. feet) to house its equipment and its staff. Whilst Senators' and Members' accommodation is so unsatisfactory I find it difficult to recommend an expenditure of hundreds of thousands of dollars to equip parts of the building for use by a Television Unit. The money would be much better spent making such areas available for use by Senators and Members.



(A.G. POKE)

Senator for Tasmania

LIST OF WITNESSES AND PERSONS MAKING SUBMISSIONS

<u>Name</u>	<u>Date of giving oral evidence</u>
Mr A.E. Adermann M.P.	
Professor D. A. Aitkin	29 June 1973
Mr B. Alexander	29 June 1973
Mr J.S. Allen	28 June, 26 & 27 July 1973
Mr R.N. Allen	5 July 1973
Mr J. B. Balbeck	29 June 1973
Mr A. Cohen	28 June, 26 & 27 July 1973
Brother Peter Cole	
Mr E.T. Colhoun	28 June, 26 & 27 July 1973
Mr B.J. Connolly	10 September & 26 November 1973
Mr A.S. Cowan	28 June 1973
Professor L.F. Crisp	26 July 1973
Mr A.R. Gunning Thom	27 July 1973
Mr T.S. Duckmanton, C.B.E.	28 June, 26 & 27 July 1973
Mr R.L. Eagers	26 July 1973
Senator the Hon. V.C. Gair	
Rt. Hon. J.G. Gorton, M.P.	

Mr B.W. Graham, M.P.	Australian Post Office	5 & 27 July 1973
Mr L.G. Graham		
Mr H. Grant		
Hon. A.J. Grassby, M.P.	University of Queensland	12 July 1973
Professor C.A. Hughes		
Mr P.R. Jones		26 July 1973
Senator J.B. Keefe	Attorney-General's Department	12 July 1973
Mr G.J. Kelly		26 July 1973
Miss T. Loebeinstein	Australian Broadcasting Control Board	10 September & 26 November 1973
Mr M.B. Longstaff		29 June 1973
Senator J.R. McClelland		29 June 1973
Mr A.C.C. Menzies	Attorney-General's Department	26 July 1973
Mr R.C. Moran		
Mr G. Moot	Australian Post Office	5 & 27 July 1973
Mr J.R. Odgers, C.B.E.	Clerk of the Senate	27 July 1973
Mr J.A. O'Shannassy	Australian Post Office	27 July 1973
Mr J.H.M. Oswin	Secretary, Department of the Media	28 June 1973
Mr G. Pause		26 July 1973
Mr N.J. Parkes, O.B.E.	Clerk of the House of Representatives	

Mr J.A. Pettifer	Deputy Clerk of the House of Representatives	26 July 1973
Mr D.M. Piper	Serjeant-at-Arms, House of Representatives	26 July 1973
Mr A.E. Purkiss	Department of Works	5 July 1973
Mr J.G. Quaine	Australian Broadcasting Control Board	5 July 1973
Mr I. Newman	N.S.W. Institute of Technology	
Mr L. Rasmussen	Department of Works	26 July 1973
Professor G.S. Reid	Australian National University	26 July 1973
Mr J.D. Shannon		
Hon. I.M. Sinclair, M.P.		
Mr H.G. Smith	Usher of the Black Rod, The Senate	27 July 1973
Mr G. Sturesteps	Department of Works	5 & 26 July 1973
Mr L. Tomlinson	N.S.W. Institute of Technology	29 June 1973
Mr H.B. Turner, M.P.		29 June & 26 July 1973
Mr R.M. Ure	Department of Works	5 July 1973
Hon. W.C. Wentworth, M.P.		29 June 1973
Professor J.S. Western	University of Queensland	12 July 1973
Mr V.R. White	Australian Post Office	5 July 1973
Mr E.J. Wilkinson	Australian Broadcasting Control Board	5 July 1973
Mr M.F.E. Wright	Chairman, Australian Broadcasting Control Board	5 & 27 July 1973
Senator H.W. Young		

The Committee also wishes to express its sincere appreciation to the numerous officers of Parliaments and Governments in Australia and overseas who assisted by providing background information in the early stages of its Inquiry.

MEMBER	Date and frequency of broadcast	Advertising of committee	Rate of access, duration and control	Rate of editing	Public interest	Use of content	Equipment	Characteristics of material	Time of day or day
MEXICO MEXICO	All open meetings of general assembly	Yes	Balance of access, control and duration are shared between participants. All participants have equal access. The United States.	No rates exist. Access to program is free. Purchase of program is optional. As well as other programs.	Variable	Yes	All equipment is provided for the use of the participants. There are no restrictions on the use of the equipment.	Restriction on access is that the material is not to be used prior to a meeting.	All material is retained.
ANGOLA	Full-time filing of reports, especially in meetings and broadcasts	Filing is done only in meetings and broadcasts	State channels and free right of access to channels.	Free flow	?	?	2 permanent channels	?	Yes - all film retained
BURUNDI	Positive and negative only	No	?	?	?	?	Equipment is not used	?	?
BURUNDI	Access to all channels	Yes	Access is free for all channels	Some	Low	?	Equipment is not used	Yes - unrestricted access	?
BURUNDI	All channels are available	No	All channels are available	See (C)	?	?	No permanent channels	?	?
FRANCE	Free flow, no access	Yes - freely	All channels are available	See general information	?	?	?	Yes, limited to 15 minutes	?

PANAMA LINE	A	B	C	D	E	F	G	H	I
U.S.S. (House of Representatives and Senate)	Not permitted except for joint sittings								
	Yes - on demand from networks and with the consent of Chairman	Senate - rules laid down by each committee/ouse - Title XI lays down specific guidelines - witnesses may refuse to be televised	None	High	1	Temporary equipment is provided by networks as required	Yes - see item (a)	No	

State Legislatures
 Coverage by radio and television of the Sessions of state legislatures has been allowed in the following States: Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming. Coverage for the most part has been of an occasional nature. On these occasions, speeches by visiting dignitaries, and the Governor's message. On these occasions, with there are restrictions on broadcast coverage in either the House or Senate, permission is granted by unanimous consent of the members or by the Speaker of the House and President of the Senate.

The following states permit radio and television stations to cover the proceedings of the legislature in both Chambers on a regular daily basis: Colorado, Connecticut, Hawaii, Idaho, Indiana, Kentucky, Maine, Mississippi, New Hampshire, New Mexico, North Carolina, Oklahoma, Oregon, Rhode Island, Texas, Utah, Vermont, Virginia, Washington.

Committee Hearings

About 25 states permit radio and television coverage of all committee hearings (except executive hearings). Permission and arrangements are under the control of the Committee Chairman.

CANADA AND THE CARIBBEAN STATES

PERU	The report of the Standing Committee on Procedure and Organization recommended a feasibility and costing study - they had approved of televising in principle. In January, 1975 it was announced, in the speech from the Throne, "The Government will recommend to the House of Commons, the broadcasting, by radio and television, of all or part of its proceedings and the proceedings of its committees."								
ALBERTA	Yr/day sittings televisat, Question Time re-broadcast on Sunday	No	Dev. (A)	None	?	?	2 cameras on floor to left and right of speaker	Press photography and tape-recording from Galleries is permitted	?
BRITISH COLUMBIA	A Special Committee appointed on 2.22.75 recommended to legislative assembly on 28.2.75 that the legislature approve in principle that cameras be permitted to record proceedings and that a special Committee study methods whereby it can be done.								
BRITISH COLUMBIA	Opening day ceremonies only are televised								
NEW BRUNSWICK (Legislation 22.3.75 8/6/75 ch.27)	Entire proceedings filmed and edited	No	Complete access	None	?	?	Yes 2 maroon cameras present at side galleries only (these angles were considered unsatisfactory)		?
ONTARIO	Opening day ceremonies only are televised								
VICTORIA	A Special Committee on Television Broadcasting was appointed April, 1975 to examine the possibility of broadcasting proceedings of the legislature.								
WINNIPEG	A Special Committee on Rules of the House is presently enquiring into costs of live telecasts at present opening day only is televised.								

1 Twenty-eighth Parliament, 4th Session, 2nd Report

2 Special rules relating to the call at Question Time have been introduced to prevent Members all rising to catch the Speaker's eye. No Speaker alterations in services, who will get the call and in what order

3 The experiment was considered satisfactory. Permanent televising was not implemented because of a dispute, as yet unresolved, between the Government and the T.V. companies, on cost-sharing.

A similar experiment was carried out by the C.B.C. in Manitoba in 1970 - results are not known, as yet.

PARLIAMENT

UNITED KINGDOM House of Lords	As a consequence of positive reports of Select Committees on televising the proceedings of the House of Lords ¹ a closed-circuit experiment took place in 1968. The experiment was inconclusive and no action has been taken since.
House of Commons	A proposal that an experimental period of closed-circuit televising take place was recommended by a Select Committee in 1966 ² . The recommendation was rejected by 131 votes to 130 in November 1966. In 1972 the issue was raised again and defeated by 191 votes to 165. The Expenditure Committee has since voted to televise the proceedings and has reported this resolution to the House.
AUSTRALIA Senate	The opening proceedings are televised live and are also re-broadcast. In 1972 the Senate resolved: "That the Senate authorises the televising of public hearings of Standing Committees, at the discretion of each such Committee under such rules as the Senate may adopt." ³ The Committee of Privileges is presently studying draft rules, submitted by the Standing Orders Committee for controlling the televising of Committees.
House of Representatives State Parliaments	Television cameras have not been permitted inside the Chamber. "Background" film, without sound, has been permitted to be taken prior to Committee meetings. Opening proceedings have been televised in most State Parliaments. Otherwise, only the South Australian House of Assembly and the Northern Territory Legislative Council have permitted an occasional intrusion into their Chambers. In South Australia, one live sequence of 5-10 minutes has been broadcast and in the Northern Territory the A.B.C. has, very occasionally, been permitted to film a short sequence whilst the House sat. The issue has never been seriously raised in these legislatures.

1 Papers 190 and 284 of 1966-67 and 159 of 1967-68

2 Paper 146 of 1965-66

3 Journals of the Senate: 1970-71-72, 82, pp. 484-6

THE ATTITUDE SURVEY

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INTRODUCTION

This report presents the results of a survey carried out in Melbourne in October 1973 by the Research Section of the Board in which questions were put to the general public about their degree of interest in the televising of parliament.

The questions were designed to measure interest in politics, satisfaction with current sources of information about what happens in parliament, and the likelihood of viewing parliamentary telecasts should they eventuate. Direct questions on these subjects were accompanied by more general questions on radio, newspaper and television usage.

The survey was structured with the possibility in mind that people might say that they were in favour of parliament being televised while they themselves would not be interested in viewing it, and more importantly would not want it interfering with their own individual watching.

Information was collected by means of a structured questionnaire administered by trained interviewers. A sample of 514 individuals, 18 years and over, in homes in 76 areas, allocated on a random basis according to Census data, was used. Further details regarding the questionnaire, sample characteristics, and method are appended.

Results of previous research conducted in this broad area suggested that relationships may be found between interest in parliamentary telecasts and other "life style" patterns, including demographic variables such as sex, age, occupation, education, interest in politics, interest in current affairs, types of favourite television programmes and patterns of media usage generally. The relationship which the survey found to be most significant was interest in political affairs.

The report is divided into two sections. The first part, entitled "Interest in Televising Parliament", indicates that over half of the respondents believed that it would be a good idea to televise some of the proceedings in Federal Parliament.

The second part, entitled "The Potential Audience", deals with responses to questions designed to discover the potential viewers for television programmes about parliament.

Responses have been analysed under appropriate headings. In each case the exact wording of the question is shown at the head of the table concerned. Table totals will not necessarily add to 100% because of rounding of figures or because "don't know" responses have sometimes been excluded. Many of the results emerge from cross-analyses between sets of data.

As this report is intended for the specialized purpose of the Joint Parliamentary Committee it does not include details relating to all the questions asked. Further details about all findings are, however, available from the Board. Any differences reported between groups in the samples are significant at the 1% level using a chi-square test; that is when the likelihood of the result being due to chance is less than 1 in 100.

PART I

INTEREST IN TELEVISION PARLIAMENT

The question asked was:-

"It has been suggested that some of the proceedings in Federal Parliament should be televised, although some people don't like the idea very much. Do you think that it would be a good idea or do you think it would be a waste of time?"

GOOD IDEA	52%
WASTE OF TIME	48%

This simple response was examined to establish whether the group who thought it is a good idea differed from the total sample on demographic characteristics. The findings were that there was no significant difference. Neither alternative seemed to be chosen by any particular part of the sample, whether classified by age, sex, education level or occupational level.

Another point examined was whether the groups differed in their use of the media. For this purpose, certain questions were asked about television, radio and newspaper habits.

The amount of time spent in viewing television varies considerably between individuals. Respondents were classified into "light", "medium" and "heavy" viewers as defined in Appendix C(i). No association was found between the amount of viewing and the selection of either alternative. Nor was there any association between the number of newspapers read (Appendix C (iii)) or the amount of time spent listening to the radio (Appendix C (ii)) and whether the respondent considered it a good idea or not to televise the proceedings in Parliament.

Thus, media usage does not bear any association with views on the televising of Parliament.

The two groupings were also examined to see if they differed in their assessment of the media in the presentation of news.

Respondents were asked:

"Would you say that mass media coverage of the politicians in our society has been very biased, somewhat biased or not biased?"

VERY BIASED	20%
SOMEWHAT BIASED	46%
NOT BIASED	27%
D. K.	7%

It was found that there is no relationship between believing that the present coverage of politicians in the mass media is biased and a desire for parliament to be televised.

Respondents were then asked:

"I would like to ask you where you get most of your news about what's going on in the world today - from the newspapers, radio, television, magazines, talking to people, or where?"

Responses were as follows:

NEWSPAPERS	48%
RADIO	22%
TELEVISION	23%
MAGAZINES	1%
TALKING TO PEOPLE	5%

The choice of any one medium as the source of news was not associated with whether the respondent thought parliament should be televised or not.

Another question which was asked in this connection was :

"When you think of the broadcasting of news, public affairs or important issues of the day, which particular television station do you think of?"

ABV 2	39%
HSV 7	19%
GTV 9	25%
ATV 0	5%
None	12%

There was no relationship found between the responses to this question and interest in the televising of parliament.

It follows, therefore, that there does not seem to be any relationship between the assessment of the different mediums in their presentation of news and whether parliament should be televised or not.

Consideration was then given to the possible audience for televised parliamentary proceedings. This was assessed in two ways.

Respondents were asked :

"Which reason for watching TV is more important to you - for information or entertainment?"

Responses were :	INFORMATION	31%
	ENTERTAINMENT	61%
	50/50	7%

It could reasonably be expected that people who nominated information as the reason for watching television would be more likely to support the idea of televising parliament. This, however was not found to be the case. No statistical relationship was found between interest in televising parliament and information being the main reason for watching television. This lack of relationship was also evident from an examination of responses to the following questions :-

"What sort of programmes do you particularly listen to on the radio?"; "What in particular do you like to read in the daily newspapers?"; and "What types of programmes on television do you try to watch regularly?". (See Appendix D). This examination showed that there was no relationship between those respondents who spontaneously mention current affairs/information type programmes and those who were interested in televising parliament.

It was then decided to examine the liking and viewing scores of actual current affairs/information type programmes on television. Respondents had been asked to give an evaluation of enjoyment for each programme (Appendix E) - and those who described current affairs type programmes as one of their favourites or "like it" were examined in the light of their responses to whether parliament should be televised. No relationship was found.

The series of questions which did distinguish between those respondents who consider the televising of parliament a good idea and those who consider it would be a waste of time concerned the area of political interest. Respondents were asked :

"First of all, so far as you, yourself, are concerned - would you say that you are very interested in politics, moderately interested, or not very interested?"

VERY INTERESTED	19%
MODERATELY	47%
NOT VERY	34%

Those in the very interested category consider that it is a good idea to televise parliament while those who are not very interested in politics think that the televising of parliament would be a waste of time. This also agrees with the two items of media evaluation which assessed the adequacy of news about Federal Parliament in the press and television.

Respondents were asked :

"At present, do the newspapers give too much, the right amount or not enough news about what happens in the Federal Parliament?"

TOO MUCH	14%
RIGHT AMOUNT	44%
NOT ENOUGH	39%
D. K.	3%

Those who thought it was a good idea to televise parliament thought there was not enough news in the newspapers about what happens in the Federal Parliament. This relationship was also shown in the answers to a similar question about television.

"Now what about television - does it pay too much, the right amount, or too little attention to what happens in Federal Parliament?"

TOO MUCH	11%
RIGHT AMOUNT	47%
TOO LITTLE	39%
D. K.	3%

Those who thought it was a good idea to televise parliament thought there was not enough coverage of what happens in Federal Parliament on television.

This indicates that it is interest in politics and political news which is most likely to be associated with a favourable response to the idea of televising parliamentary proceedings.

It was considered relevant to examine the response to this question in the light of interest in radio broadcasts of proceedings.

The sample was asked :

"Do you ever listen to the broadcasts of Federal Parliament on the radio? If yes, do you listen often, occasionally or hardly ever?"

OFTEN	10%
OCCASIONALLY	21%
HARDLY EVER	9%
NEVER	60%

All those who answered that they had listened at some stage were then asked two further questions :

- (i) "Do you listen to the direct broadcasts during the day, the direct broadcasts at night, or the evening question time replay?"

Respondents were able to nominate any or all of the programmes :-

DAY	21%
NIGHT	15%
QUESTION TIME REPLAY	13%

- (ii) "Does listening give you a higher or lower opinion of parliamentarians, or does it make no difference to your opinion?"

HIGHER	3%
NO DIFFERENCE	19%
LOWER	16%
DEPENDS ON THE PARLIAMENTARIANS	3%

The group who said they listened often (N=53) were examined to ascertain whether they differed from the sample as a whole. There was no relationship found between a desire for parliament to be televised and the frequency of listening to parliament; whether listening is to day broadcasts, night broadcasts or question time replay; or whether listening leads to a higher or lower opinion of parliamentarians.

PART II

THE POTENTIAL AUDIENCE

Questions were asked to discover whether, irrespective of their views on whether or not parliament should be televised, respondents would be interested in watching such a programme and at what times.

Responses to this sort of hypothetical question have to be treated cautiously; there are dangers in relying on responses to questions about future behaviour in respect of a programme yet to be experienced.

In an effort to make the hypothetical situation as real as possible, a prospective programme was described in detail, as the following question indicates :-

"If the decision is made to televise parliament, it seems probable that in the early stages it would be "Question Time" only that will be televised three nights a week. Would you watch such a half-hour programme at

around :-	Yes	Occasionally	No
	%	%	%
9 p. m.	46	17	37
10 p. m.	20	12	69
11 p. m.	6	4	90

It had been anticipated that some difficulty might occur with the understanding of the term "Question Time". This, however, did not occur.

The respondents who gave the "occasionally" response often qualified their remarks with "Depends on the issue" or "I'll see what it is like", so it was decided to consider the "Yes" responses only when deriving an index which combined the results to all three sections.

The index was derived as follows. All people who said they would watch at 9 p. m.; at 9 p. m. and 10 p. m.; and at 9, 10 and 11 p. m., were compared to see the effect of the timing of the programme on whether people would watch or not.

In doing so, a few individuals (N=12) who would only watch at 10 p. m. , and four who would only watch at 11 p. m. , were excluded as being statistically insignificant. The modified break-up is as follows :

WATCH ONLY AT 9 p. m.	29%
WATCH AT 9 p. m. AND 10 p. m.	12%
WATCH AT 9, 10 AND 11 p. m.	5%
NOT WATCH AT ALL	53%
OTHER COMBINATIONS	1%

These groups were examined to see if they differed on the demographic characteristics. At 10 p. m. at night there is a difference in terms of sex, in that males are more likely to say they would view. While at 9 p. m. both men and women were interested in viewing, at 10 p. m. males were more likely to view than females, and this was also true at 11 p. m. , but here the number of people was so small (N=26) that little reliance can be placed upon the finding.

The respondent's occupation was also connected to the time he was interested in watching. At 9 p. m. there was no difference among people from the different occupational groups, while at 10 p. m. those in the professional and technical groups were more likely to say they would watch than any other occupational group.

Age and education were not related to whether respondents would watch or not, nor at what time they were prepared to watch.

The different groups were also considered in the light of their use of the media. The amount of viewing of respondents was not a factor in deciding whether they would view a programme or at what time they would view. The amount of radio listening; what radio stations they listened to; the number of newspapers read; what particular newspapers they read; all were examined in connection with whether they would view or not. Once again, there was no relationship between use of the media and interest in, or time of viewing.

Assessment of the media was another criterion which was used to determine whether there was any differentiation between those who would or would not view, and the nominated times of viewing. The source of news (whether respondents obtained most of their news from newspapers, radio, television, magazines, or talking to people) was not associated with whether or not the respondent would view, or time of presentation thought most suitable. The station which respondents associated with news (either ABV2, HSV7, GTV9 or ATV0) was not a significant factor either.

Another aspect examined was the possible connection between those who believed the mass media coverage of politicians was biased, and those who expressed interest in viewing parliamentary telecasts. No such connection was found.

The responses to questions which sought to identify those respondents who used the mass media primarily as a news source were also examined for possible relationship with the potential audience for parliamentary telecasts. No connection was found. This was also the case with responses nominating information or entertainment as the main reason for watching television.

A significant relationship was discovered, however, when the actual liking and viewing record of existing current affairs programmes were considered. Those respondents who described the current affairs programmes as "one of their favourites" or "like it" said they would watch a half-hour programme on "Question Time", while those respondents who did not enjoy current affairs type programmes said they would not watch the televising of "Question Time". This result is interesting in that it indicates that the potential audience for the televising of parliament should correspond with the audience for current affair type programmes. The size of the audience for current affair type programmes could well amount to the maximum potential audience for the televising of parliament.

It should be noted that examination of the viewing record of current affair programmes, and the TvQ, the TvF and the TvC scales shows that, although current affair type programmes are very much enjoyed and described as "one of my favourites" or "like it", they are not watched very frequently. Thus, although people may be very enthusiastic about the idea of televising parliament, in reality the potential audience is probably much closer to the size of the existing audience for current affairs programmes. (See Appendix E).

It is interesting to note that, when we compare those who described current affairs programmes as their favourites with those who did not, there is a difference in whether they would watch televised parliament, but no difference in their opinion as to whether it would be a good idea to televise parliament.

Enthusiasm about the televising of parliament was widespread in the sample, but the potential audience for the televising of a half-hour programme of "Question Time" is likely to come mainly from those who are already viewers of current affair type programmes.

Interest in politics was strongly associated with the potential audience for the televising of parliament. People who considered themselves very interested or moderately interested in politics said they would watch, while those who were not very interested would not. Those who considered that the coverage of parliament in newspapers and on television was deficient were the most likely to view parliament.

The frequency of listening to radio broadcasts of parliament was a positive indication of potential viewing. No such connection was found, however, between frequency of listening and responses supporting the idea that parliament be televised.

As would be expected, there was a strong relationship between those who supported the televising of parliament and those who said they would view such a programme. Conversely, those who considered it would be a waste of time to televise parliament said they would not watch such a programme.

Respondents were asked to comment on an alternative form of televising some of the proceedings in parliament. The question was :-
 "Would you watch a one-hour weekly summary on, say, a Sunday night, of the highlights of the week in parliament?"

YES	50%
OCCASIONALLY	12%
NO	37%

Some of the spontaneous comments which were forthcoming qualified the responses. Comments such as "depends on the issue" or "depends on what else is on TV", "if on early enough", "depends on time", "if late at night", indicate that the results must be regarded with caution.

There was a strong relationship between those who were interested in viewing parliament on Sunday night and those who said they would watch a half-hour programme on "Question Time" only on a week-night.

Demographic variables had no significance in deciding whether a respondent would watch a one-hour weekly summary on a Sunday night.

Variables which are of significance are once again interest in politics; adequacy of coverage of Federal political affairs in newspapers and television; frequency of listening to radio broadcasts of Federal parliament; liking of current affairs type programmes; and opinion on the televising of parliament.

The reasons for people thinking that it would either be a good idea or a waste of time to televise some of the proceedings in Federal Parliament were varied; 14% of the comments were concerned with what effect televising parliament would have on the institution of parliament itself, while 80% of the comments referred to possible reactions of the audience.

The following are representative of the comments offered in connection with the desirability of televising parliament :-

- (1) "Will give people an insight into what goes on"; "be able to get information first hand, not with other people's slant on it".
- (2) "Politicians are imbeciles at the present - they are not worth watching"; "it will be bad for the public to see how they behave".
- (3) "Might shake the politicians up"; "the politicians will have to toe the line if they're watched".
- (4) "Cost taxpayers too much"; "few people would watch"; "politicians would grandstand instead of working"; "it is better on the radio".

To summarise, the potential audience for the televising of parliament will be drawn mainly from those who now watch Current Affairs programming.

There should be a great deal of initial curiosity associated with parliamentary telecasts and, at this stage, many people said they were prepared to watch such programmes.

The optimum time for televising these programmes appears from the results to be 9 p. m.

In their responses, people did not differentiate between televised "Question Time" and weekly summaries of highlights of the week in parliament. The characteristics of those who said they were interested in viewing were not related to demographic variables.

The determining issues were interest in politics; an expression of inadequacy about present coverage of federal politics in newspapers and television; and a liking and viewing of current affair type programmes.

A P P E N D I X AANALYSIS OF THE SAMPLE

1. Respondent: Any randomly selected male or female, 18 years of age and over.
2. Survey Coverage: The specific areas were selected on a recognised random sampling basis to represent the metropolitan area of Melbourne. A three-stage sampling scheme was used; the first involved sampling of areas; the second, homes within those areas; and the third, a sampling of individuals in the home.
3. Sex Groupings:
- | | <u>Sample</u> | <u>Population*</u> |
|--------|---------------|--------------------|
| Male | 49.2% | 48.9% |
| Female | 50.8% | 51.1% |
4. Age Groupings:
- | | | |
|---------|-------|-------|
| 18 - 24 | 16.0% | 18.3% |
| 25 - 39 | 31.3% | 30.1% |
| 40 - 54 | 27.8% | 26.6% |
| 55+ | 24.9% | 25.0% |
- * Source: Population Estimates 30th June, 1973
(McNair Surveys Pty. Ltd.)
5. The distribution of the sample of interviews matched the population in terms of sex and age groupings.

6. Interviewing: The survey was conducted partly by psychologists of the Board's research staff and partly by trained interviewers operating in the name of the Australian Broadcasting Control Board. All interviewers were fully briefed before the commencement of fieldwork and constantly supervised throughout the duration of the survey. A thorough call-back system was conducted to guarantee the correctness of the sample.

A P P E N D I X BQUESTIONNAIRE

1. Do you have a radio in your home?
2. About how many hours per day do you listen to the radio?
3. Which station do you listen to mainly? (Maximum of two stations)
4. What sort of programmes do you particularly listen to on the radio?

Coding Categories: news/current affairs
music
sport
talk-back
personality shows
other

5. Do you read any newspaper(s) regularly?
Which ones?

6. What in particular do you like to read in the daily newspapers?

Coding Categories: headlines
news/current affairs
sport
advertisements/financial/classified
women's pages/cartoons
everything

7. Do you have a television set in your home?
How many sets are there?

8. How many hours television do you usually watch on -

Monday	Tuesday	Wednesday	Thursday
Friday	Saturday	Sunday	

9. Which channel do you watch mostly?
10. Are there any channels that you almost never watch?
11. I would like to ask you where you get most of your news about what's going on in the world today - from the newspapers, radio, television, magazines, talking to people or where?
12. When you think of the broadcasting of news, public affairs or important issues of the day, which particular television station do you think of?
13. Which reason for watching television is more important to you - for information or entertainment?
14. What types of programmes on television do you try to watch regularly?

Coding Categories: news/current affairs
 drama
 sport
 domestic comedies
 variety
 documentaries
 films

Now I want to ask you a few questions about the coverage of politics in the mass media, such as radio, television and newspapers.

15. First of all, so far as you, yourself are concerned, would you say that you are very interested in politics, moderately interested, or not very interested?
16. Would you say that mass media coverage of the politicians in our society has been biased, somewhat biased, or not biased?
17. At present do newspapers give too much, the right amount or not enough news about what happens in the Federal parliament?
18. Now what about television - does it pay too much, the right amount, or too little attention to what happens in Federal parliament?
19. Do you ever listen to the broadcasts of Federal parliament on the radio?
If 'Yes' -
 - (a) do you listen often, occasionally, or hardly ever?
 - (b) do you listen to the direct broadcasts during the day, the direct broadcast at night, or the evening question time replay?
 - (c) does listening give you a higher or lower opinion of parliamentarians or does it make no difference to your opinion?
20. It has been suggested that the proceedings in parliament should be televised, although some people don't like the idea very much. Do you think that it would be a good idea or do you think it would be a waste of time?
Why?

If the decision is made to televise parliament, it seems probable that in the early stages it would be 'Question time' only that will be televised three nights a week.

21. Would you watch such a half-hour programme at around -

9 p.m.

10 p.m.

11 p.m.

22. Would you watch a one-hour weekly summary, on say a Sunday night, of the highlights of the week in parliament?

23. A. Here is a list of television programmes. I would like you to tell me how you feel about each programme, whether it is one of your favourites, you like it, it's all right if there's nothing better to watch, you don't like it, or you detest it.

- B. Also for each programme -

Have you seen this programme in the last week?

How often?

During the previous week?

Programmes:	Homicide	Number 96
	A Current Affair	On the Buses
	No Man's Land	Weekend Magazine
	Doctor in the House	Price is Right
	Monday Conference	Discovery '73
	Kung Fu	Ryan
	Matlock Police	Bellbird
	Wild Australia	Division 4
	Benny Hill Show	Chequerboard
	Federal File	Days of Our Lives
	Mike Walsh Show	This Week
	Four Corners	Mission Impossible

Programmes: This Day Tonight
Graham Kennedy Show
Today

Plus Basic Data questions on -

- (i) Sex
- (ii) Age
- (iii) Education
- (iv) Occupation

APPENDIX C(i) ANALYSIS OF LIGHT, MEDIUM & HEAVY VIEWING

The amount of time spent in viewing television varies considerably between viewers. The amount of viewing by each respondent was recorded by interviewers, for use as a variable in the analysis of the findings. Viewing was graded at three levels - light, medium and heavy

Light viewers	-	less than 12 hours per week (30%)
Medium viewers	-	between 12 and 20 hours per week (28%)
Heavy viewers	-	21 hours or more per week (42%)

(ii) ANALYSIS OF RADIO LISTENING

Light listeners	-	once or twice a week (21%)
Medium listeners	-	up to 2 hours a day (44%)
Heavy listeners	-	2 hours or more a day (35%)

(iii) NUMBER OF NEWSPAPERS READ

None	13%
One	40%
Two	34%
Three plus	13%

A P P E N D I X DNEWS/CURRENT AFFAIRS ON THE MASS MEDIA

(i) What sort of programmes do you particularly listen to on the radio?

	<u>%</u> *
News/Current Affairs	32
Music	63
Sport	13
Talk-back	13
Personality Shows	8
Other	4

(ii) What in particular do you like to read in the daily newspapers?

	<u>%</u> *
Headlines	13
News/Current Affairs	70
Sport	21
Women's pages/cartoons	19
Advertisements/finance/classifieds	10
Everything	8

(iii) What types of programmes on television do you try to watch regularly?

	<u>%</u> *
News/Current Affairs	39
Drama	29
Sport	14
Films	22
Domestic comedies	16
Variety	23
Documentaries	27

Those respondents who spontaneously mentioned news/current affairs in relation to the radio, newspapers and television were combined to give a further index for analysis.

Mentioned news/current affairs for all media	12%
Did not	88%

* Respondents could mention more than one category so percentages do not add to 100.

APPENDIX EPROGRAMME ENJOYMENT & LIKING

Investigations into measures of programme enjoyment were used in this survey to add a further useful dimension to audience measurement surveys which depend on the ratings. Ratings which simply measure the percentage of sets tuned to a programme at any particular time do not necessarily show the absolute preference of viewers. Respondents were shown a list of 27 programmes and were asked to place each programme in one of six categories:

- (a) one of my favourites
- (b) like it
- (c) all right if there's nothing better to watch
- (d) never watched/don't know
- (e) don't like it
- (f) detest it

Assessment of the extent of enjoyment of programmes was derived from the following indices:-

TvQ - Programme liking.

Those people who said they liked a programme or that it was one of their favourites, as a percentage of people who had any opinion about it.

TvF - Programme familiarity.

Those people sufficiently familiar with a programme to express an opinion about it, as a percentage of the total sample.

TvC - Audience accumulation.

Those people who are familiar with a programme and do not dislike it, i.e. those who said it was a favourite, like it, or all right if there is nothing better to watch, as a percentage of the total sample.

In addition to the liking scale, a separate record of viewing recall was obtained. Respondents were asked for each programme:

"Have you seen this programme in the last week?"

(How often?)

(During the previous week?)

(See Table I for results)

The Kendall Tau rank order correlation was used to test the relationship between each person's liking and viewing record for each of the current affairs/information type programmes. For every programme of this type the relationship was highly significant so that those respondents who described a programme as "one of their favourites" or "like it" were highly likely to have also viewed the programme. It was, therefore, necessary only for further analysis to be confined to the liking scale.

A new index was developed in order to examine whether the sub-sample who enjoyed current affairs type programmes differed in their attitudes to other issues examined in the survey. All the current affairs programmes listed in Table I were examined and respondents were classified as liking current affairs programmes if they nominated five out of the nine current affairs programmes as "one of their favourites" or "like it". This represents 27% of the sample.

TABLE I

PROGRAMME POPULARITY, FAMILIARITY AUDIENCE
ACCUMULATION AND RATINGS

Programme		TvQ	TvP	TvC	* Viewing (Anderson)	Viewing Index
Number 96	(0)	33	81	39	25	15
Benny Hill Show	(0)	65	76	64	22	19
Homicide	(7)	48	91	70	22	17
Graham Kennedy Show	(9)	39	83	49	21	15
A Current Affair	(9)	78	70	74	18	21
Division 4	(9)	59	81	69	18	20
Hawaii Five-0	(9)	40	59	46	13	7
Matlock Police	(0)	50	80	62	16	16
Mission Impossible	(0)	46	63	45	15	9
Doctor at Large	(7)	54	69	56	12	14
Four Corners	(2)	81	76	71	8	14
The Pride is Right	(0)	30	69	34	11	12
Ryan	(7)	43	50	37	13	8
This Day Tonight	(2)	73	70	65	11	15
Wild Kingdom	(0)	80	66	63	11	15
Here's Lucy	(9)	49	71	49	10	12
This Week	(7)	65	36	32	6	5
Weekend Magazine	(2)	85	58	58	10	13
Days of our Lives	(9)	40	36	19	8	6
Wild Australia	(2)	88	48	47	8	12
Bellbird	(2)	40	38	25	7	5
Federal File	(9)	59	30	25	7	5
Chequerboard	(2)	80	40	37	6	7
Monday Conference	(2)	77	38	35	6	7
No Man's Land	(9)	60	16	13	5	2
Mike Walsh Show	(0)	33	46	26	2	5
Network Seven Today	(7)	47	12	8	1	2

* Viewings: Denotes the size of the adult viewing audience as an average of the potential adult audience during and immediately prior to the period of the survey according to Anderson figures.

INTRODUCTION

After the presentation of the Control Board's Report to the Committee it was decided to seek further data. The extra material which was provided to the Committee by the Control Board is reproduced below in schedule form; as well, cross tabulations are reproduced which show the frequency of the responses to a number of the more important questions and the inter-relations between respondents answers to these various questions. The Control Board computed the χ^2 for each of these matrixes. The Questions to which these tabulations refer are also listed at pages 26 - 30 of this Appendix.

Responses to major questions

- Q13 Which reason for watching television is more important to you - for information or entertainment
- | <u>Responses</u> | No. | % |
|------------------|-----|----|
| Information | 157 | 31 |
| Entertainment | 313 | 61 |
| 50/50 or other | 44 | 9 |
- Q15 First of all, so far as you, yourself are concerned, would you say that you are very interested in politics, moderately interested, or not very interested?
- | <u>Responses</u> | No. | % |
|------------------|-----|----|
| Very interested | 99 | 19 |
| Moderately " | 241 | 47 |
| Not " | 172 | 34 |
| No answer | 2 | - |
- Q16 Would you say that mass media coverage of the politicians in our society has been very biased, somewhat biased, or not biased?
- | <u>Responses</u> | No. | % |
|------------------|-----|----|
| Very biased | 104 | 20 |
| Somewhat biased | 234 | 46 |
| Not biased | 137 | 27 |
| Don't know | 39 | 8 |
- Q17 At present do newspapers give too much, the right amount or not enough news about what happens in the Federal Parliament?
- | <u>Responses</u> | No. | % |
|--------------------|-----|----|
| Too much | 71 | 14 |
| Right amount | 227 | 44 |
| Too little | 199 | 39 |
| Don't know (No TV) | 17 | 3 |
- Q18 How about television - does it pay too much, the right amount, or too little attention to what happens in Federal Parliament?
- | <u>Responses</u> | No. | % |
|--------------------|-----|----|
| Too much | 56 | 11 |
| Right amount | 239 | 42 |
| Too little | 198 | 39 |
| Don't know (No TV) | 21 | 4 |
- Q19 Do you ever listen to the broadcasts of Federal Parliament on the radio?
- | <u>Responses</u> | No. | % |
|---------------------|-----|----|
| Listen often | 53 | 10 |
| Listen occasionally | 110 | 21 |
| Listen hardly ever | 44 | 9 |
| Never listen | 307 | 60 |

Q19b Do you listen to the direct broadcasts during the day, the direct broadcast at night, or the evening question time replay?

<u>Responses</u> :	No.	%	} Note: some people said they listened during 2 or 3 of these periods and they are recorded more than once.
during day	106	21	
at night	75	15	
replay of questions	68	13	

Q19c Does listening give you a higher or lower opinion of parliamentarians or does it make no difference to your opinion?

<u>Responses</u> :	No.	% of 207	% of 514
higher opinion	14	7	3
no difference	96	46	19
depends on the man	14	7	3
lower opinion	83	40	16

Q20 It has been suggested that the proceedings in parliament should be televised, although some people don't like the idea very much. Do you think that it would be a good idea or do you think it would be a waste of time?

<u>Responses</u> :	No.	%
good idea	268	52
waste of time	245	48

(of these 80% were mostly interested in the effect on the audience and only 14% were interested in the effect on the institution)

Q21 Would you watch such a half-hour programme at around 9 p.m. 10 p.m. 11 p.m.

<u>Responses</u> :	No.	9 p.m.%	No	10 p.m.%	No	11 p.m. %
Yes	237	46	102	20	31	6
Occasionally	88	17	59	12	19	4
No	189	37	353	69	464	90

(Note: the downtrend of "yes" responses during the evening corresponds closely to the normal downtrend in total audience during the evening, i.e. more people are saying "no" because they would not watch any programme at all as it gets later and later)

Q22 Would you watch a one-hour weekly summary, on say a Sunday night, of the highlights of the week in parliament?

<u>Responses</u> :	No.	%
Yes	259	50
Occasionally	63	12
Never	192	37

Cross-tabulation of responses to selected questions

1. Responses to Question 20 (in favour or opposed to televising Parliament) were cross tabulated against Questions 13, 15, 16, 17, 18, 19, 21 and 22. As well, at my request some 3 dimensional matrixes were generated. These are reported above but are not reproduced here.

(a) Q20 X Q13 (Do you use TV for information or entertainment) :

	<u>Attitude to televising :</u>	
	Good idea	Waste of time
Information	91	66
Use of TV : 50/50	21	16
Entertainment	154	158

($\chi^2 = 3.4$, not statistically significant)

(b) Q20 X Q15 (How interested are you in politics) :

	<u>Attitude to televising :</u>	
	Good idea	Waste of time
<u>Political Interest :</u>		
Very interested	63	35
Moderately "	126	115
Not interested	77	95

($\chi^2 = 9.5$, statistically significant)

(c) Q20 X Q16 (Are the media biased) :

	<u>Attitude to televising :</u>	
	Good idea	Waste of time
<u>Bias of the Media :</u>		
Very biased	54	50
Somewhat biased	124	110
Not biased	69	68

($\chi^2 = 0.2$, a random result)

(d) Q20 X Q17 (Is there enough political news in the press) :

	<u>Attitude to televising :</u>	
	Good idea	Waste of time
<u>Level of political news :</u>		
Too much	31	40
Right amount	104	123
Not enough	126	73

($\chi^2 = 15.6$, very significant)

(e) Q20 X Q18 (Is there enough political news in TV)

	<u>Attitude to televising :</u>	
	Good idea	Waste of time
<u>Level of political news :</u>		
Too much	20	36
Right amount	108	131
Not enough	124	73

($\chi^2 = 19.7$, very significant)

(f) Q20 X Q19 (Frequency of listening to radio broadcast) :

<u>Radio listening :</u>	<u>Attitude to televising :</u>	
	Good idea	Waste of time
Often	29	23
Occasionally	62	48
Hardly ever	25	19
Never	152	155

 $(\chi^2 = 2.3$ a random result)

(g) Q20 X Q21 (Would you watch at 9,10 or 11 p.m.) :

<u>Watching programme :</u>	<u>Attitude to televising :</u>	
	Good idea	Waste of time
9,10 & 11 p.m.	22	4
9 & 10 p.m.	38	22
9 p.m.	109	49
Never	108	170

 $(\chi^2 = 47.1$ very significant)

(h) Q20 X 21 X 22 (Watch at weekend)

Of those who thought televising a good idea and who would watch at 9 p.m., 120 would also watch at the weekend.

Of those who thought televising a good idea and would watch at 9,10 and 11 p.m., 21 would also watch at the weekend

2 Responses to Question 15 (level of interest in politics) were seen as important because level of interest in politics was closely related to attitude to televising (see (b) above - Q20 X Q15). For this reason Question 15 was cross tabulated with Questions 17,18,19, 21 and 22. These are reproduced below.

(a) Q15 X Q17 (Is there enough political news in the press)

<u>Level of political news</u>	<u>Political interest</u>		
	High	Moderate	Low
Too much	8	34	29
Right amount	58	90	79
Not enough	32	113	54

 $(\chi^2 = 17.9,$ not significant)

(b) Q15 X Q18 (Is there enough political news on TV)

<u>Level of political news</u>	<u>Political Interest</u>		
	High	Moderate	Low
Too much	8	20	27
Right amount	43	118	78
Not enough	43	93	61

 $(\chi^2 = 7.5,$ not significant)

(c) Q15 X Q19 (Frequency of listening to radio broadcast)

<u>Radio listening :</u>	<u>Political Interest :</u>		
	High	Moderate	Low
Often	31	17	5
Occasionally	23	71	16
Hardly ever	5	32	7
Never	40	121	144

 $(X^2 = 111.1)$ very significant)

(d) Q15 X Q21 (Would you watch at 9,10 or 11 p.m.)

<u>Watching Programme :</u>	<u>Political Interest :</u>		
	High	Moderate	Low
9,10 & 11 p.m.	8	13	5
9 & 10 p.m.	12	38	10
9 p.m.	31	79	39
Never	48	111	118

 $(X^2 = 25.8)$ significant)

(e) Q15 X Q22 (Would you watch at the weekend)

<u>Watch at weekend :</u>	<u>Political Interest :</u>		
	High	Moderate	Low
Yes	67	141	50
No	32	100	122

 $(X^2 = 55.5)$ significant)

3. In order to obtain a figure on the deeply committed audience (Questions 21 and 22 were cross tabulated. The matrix shows a nucleus of 21 people who would watch the programme at any time.

(a) Q21 X Q22

<u>Watch at weekend</u>	<u>watch during week</u>			Never
	9,10 & 11 p.m.	9 & 10 p.m.	9 p.m.	
Yes	21	45	105	79
No	3	18	46	180

 $(X^2 = \dots)$ Highly significant)

Discussion of the Data

The Control Board's survey was designed for two separate but complementary purposes. First it was expected that the raw data would give an indication of the percentage of persons in the community generally in favour of televising the Parliament and as well, would give an indication of the number of persons who might be expected, under ideal conditions, to view such a program.

The second purpose of the survey was to test a rather general hypothesis about the nature of the person who favours televising the Parliament. It was expected that those who favoured televising the Parliament would be those who indicated a demand for more political information, those who professed a definite interest in politics and those who used the medium of television as an information source rather than an entertainment source.

The frequencies of the responses to the basic questions relating to favouring televising Parliament and relating to watching the program give the impression of being consistent. (i.e. About 50% of the sample responded positively to each of these questions.)

The expectation from these data is that not only would they be the same people favouring television and indicating that they would watch it, but that they would also fit the other criteria which make up the second hypothesis. It cannot be said that this hypothesis has been justified although bilateral analysis of the data (i.e. comparison of answers on one question to answers on one other question) produced highly significant values of χ^2 .

The cross tabulations above indicate, for example, that only about 12% of respondents thought that televising was a good idea and, as well, indicated that they were very interested in politics. Results such as these throw a new light on the Control Board's Report. Another example of the value of examining

the data in more detail can be seen from cross tabulation 1(g) (p. 41) which shows that only 22 members of the entire sample (4.2%) indicated that they thought televising was a good idea and that they would watch a parliamentary program at all of the alternative time-slots on weeknights (9, 10 and 11 p.m.). The Committee emphasises this figure, suggesting that it provides a fair estimate of the size of a continuing and committed audience. It is interesting to note that of the 22 respondents in the category discussed above, 21 indicated that they would also watch a program at the weekend.

Visual analysis of these matrixes indicates that a very small portion of the sample fits all the criteria suggested in the experimental hypothesis. It is highly likely however, that a fairly large proportion of the sample fits some of the criteria (say, 2 or 3 of the 4 criteria). Although significant relationships were shown between responses when measured bilaterally, it must again be emphasised that the survey did not show a large group of people being interested in politics, wanting more news of politics, favouring televising parliament and prepared to watch the program. It would be true to say, however, that a considerable proportion of the sample would fit more than one of these criteria.

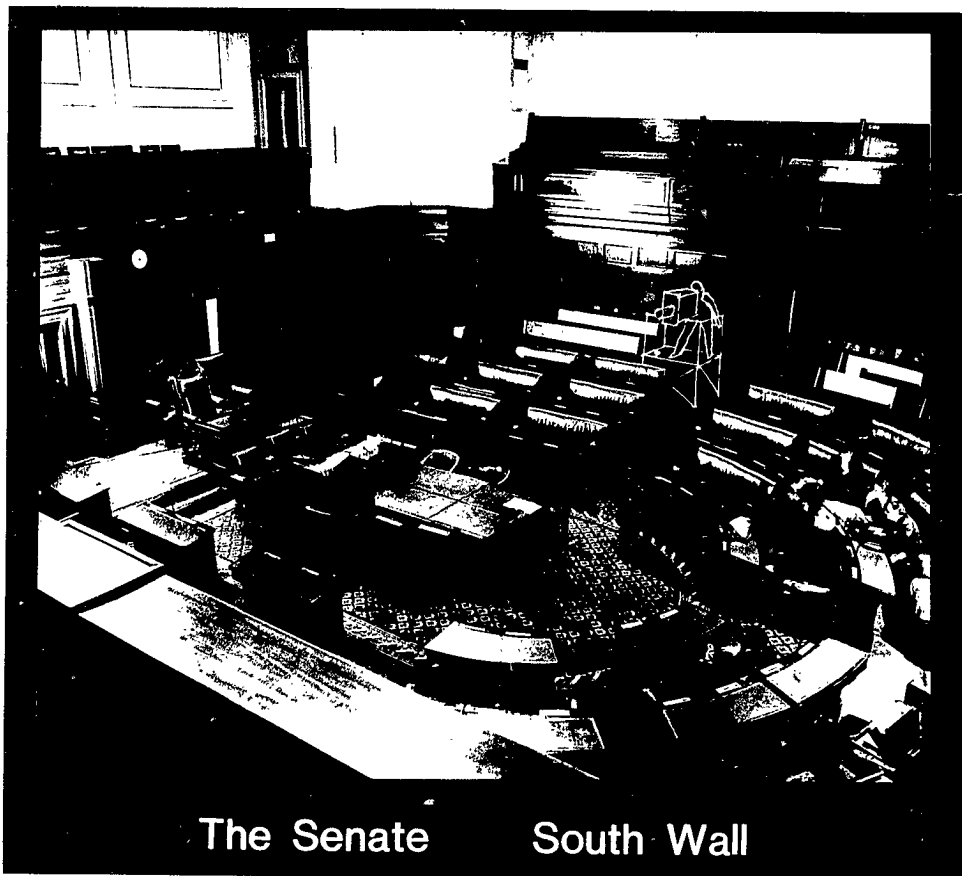
CAMERA AND LIGHT POSITIONS

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<u>1 Trial Period</u>	
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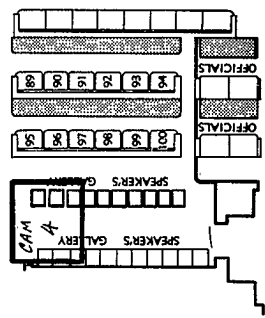
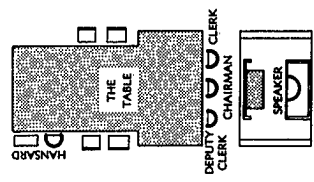
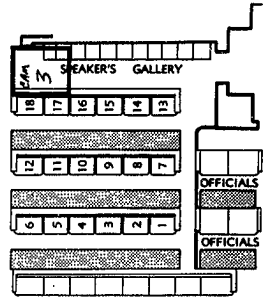
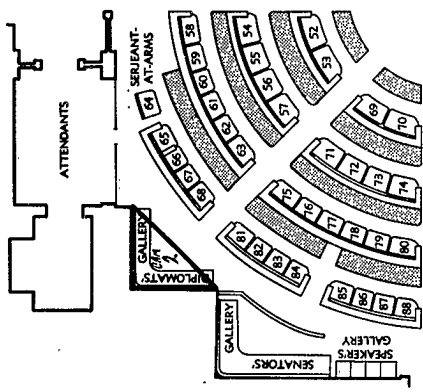
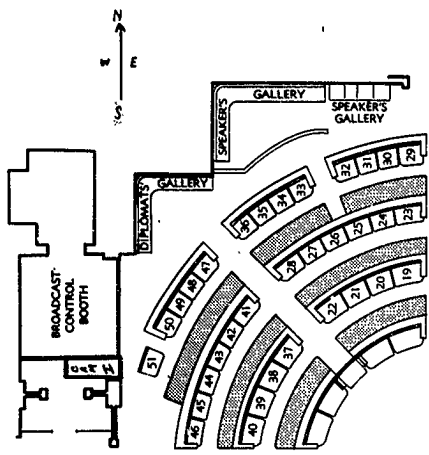
The Senate

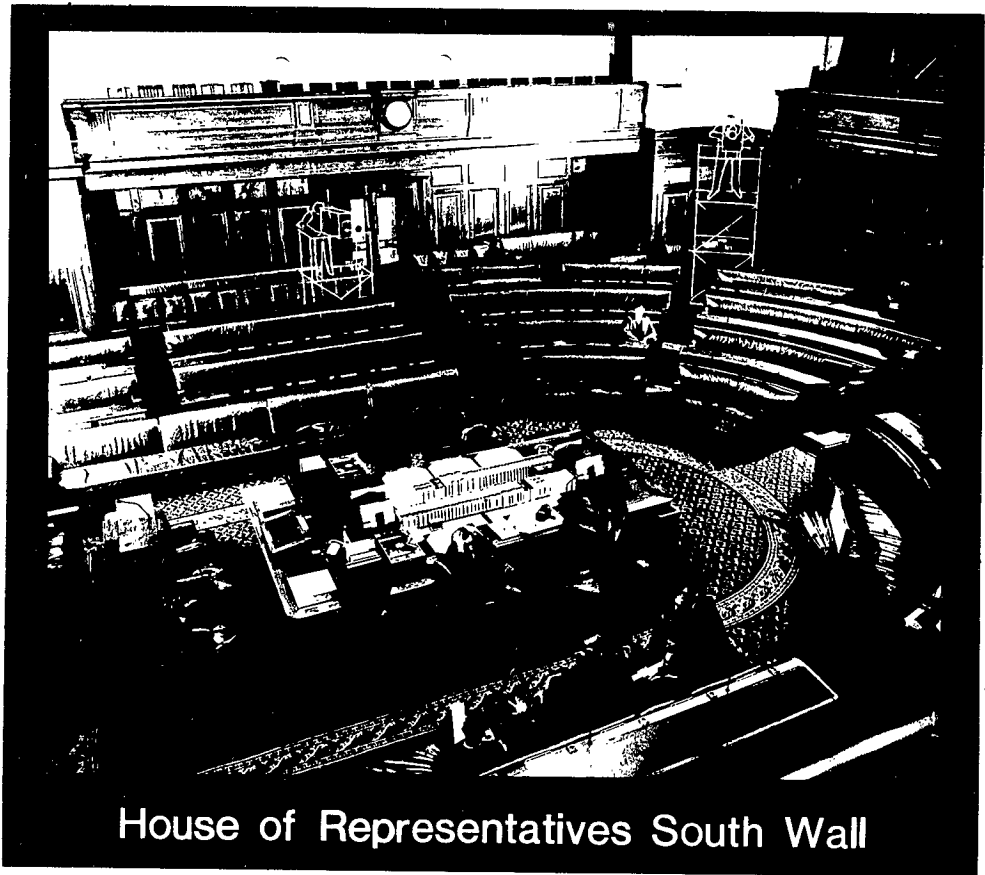
North Wall



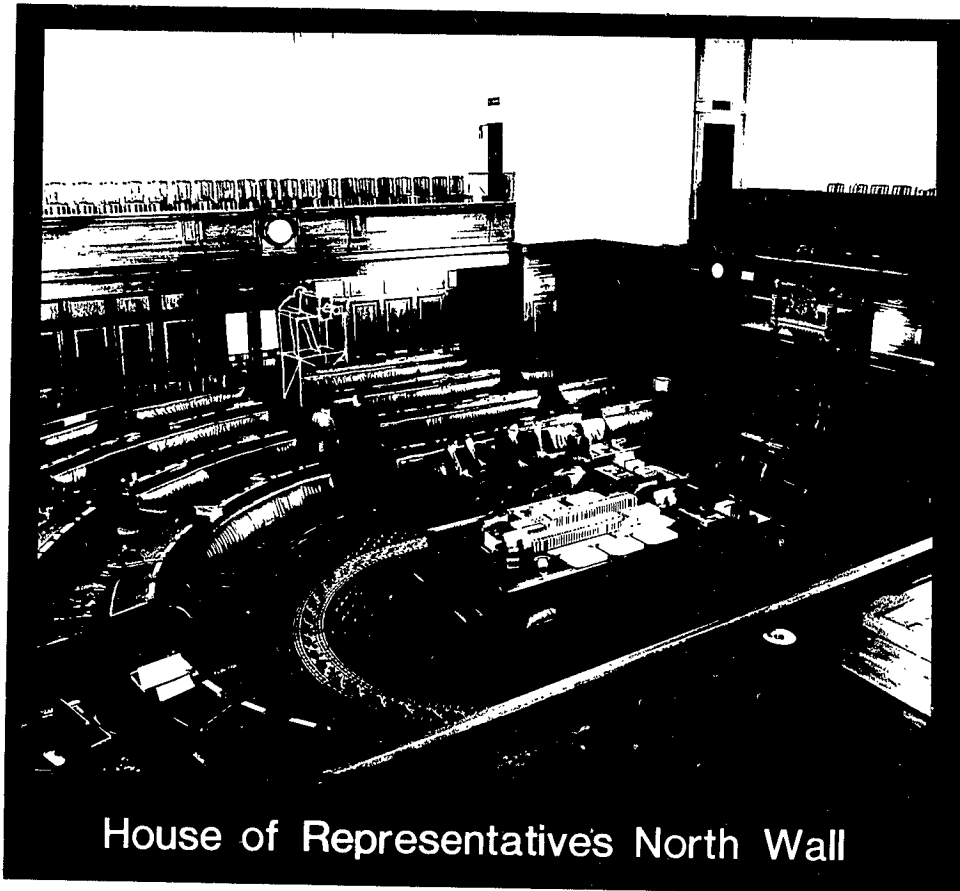
The Senate

South Wall





House of Representatives South Wall



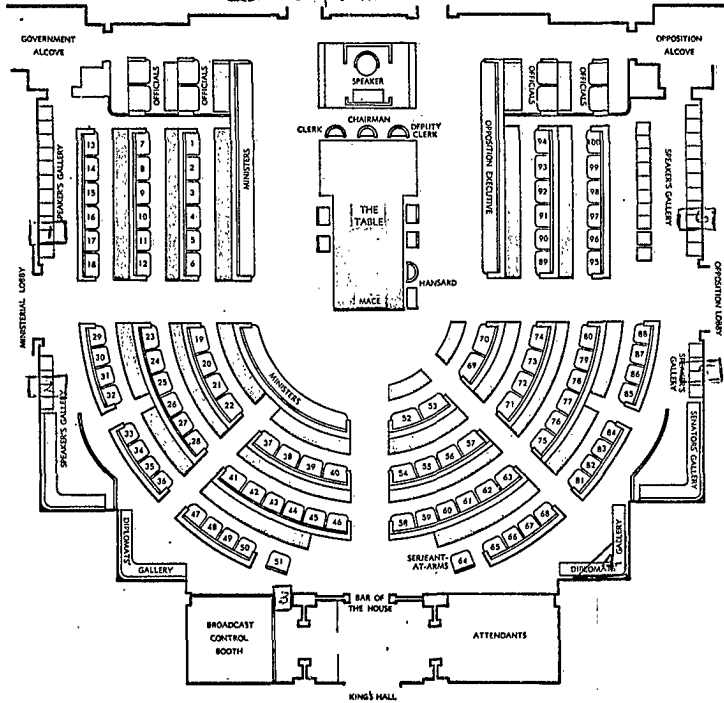
House of Representatives North Wall

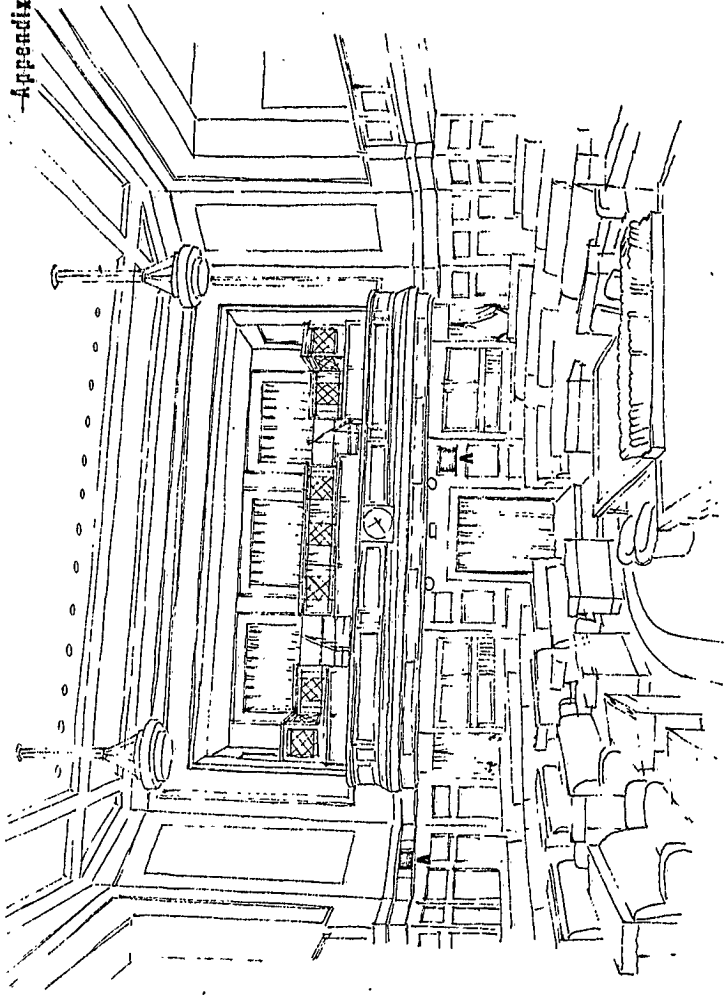


House of Representatives West Wall

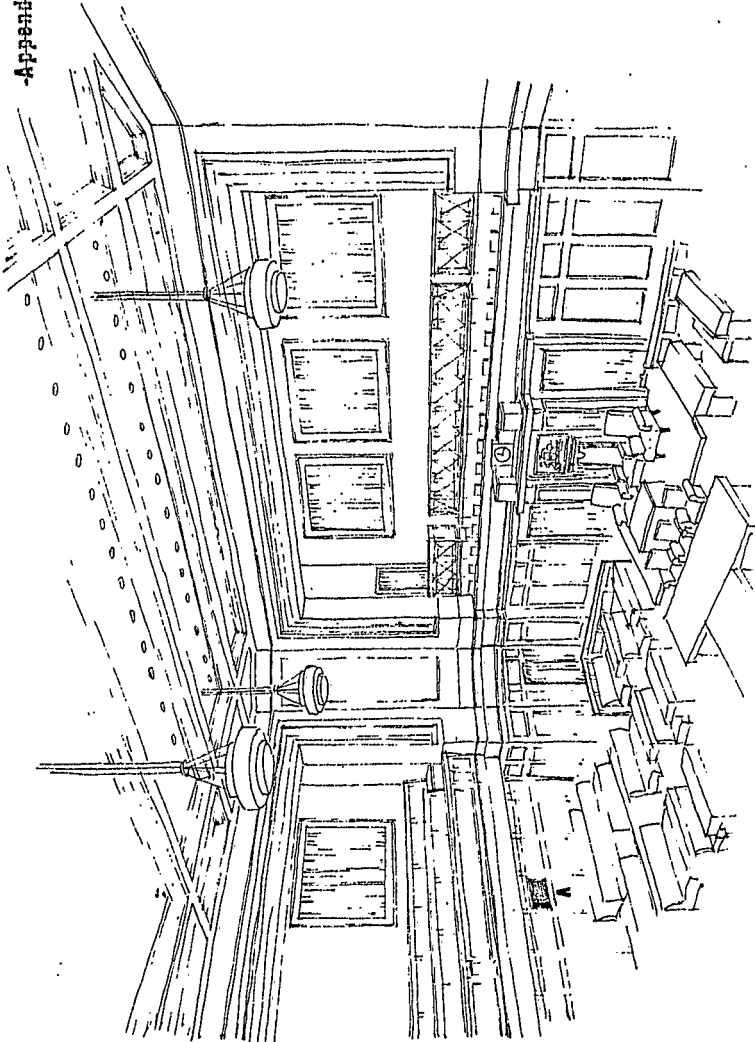
House of Representatives Chamber

General positions Nov 1-6

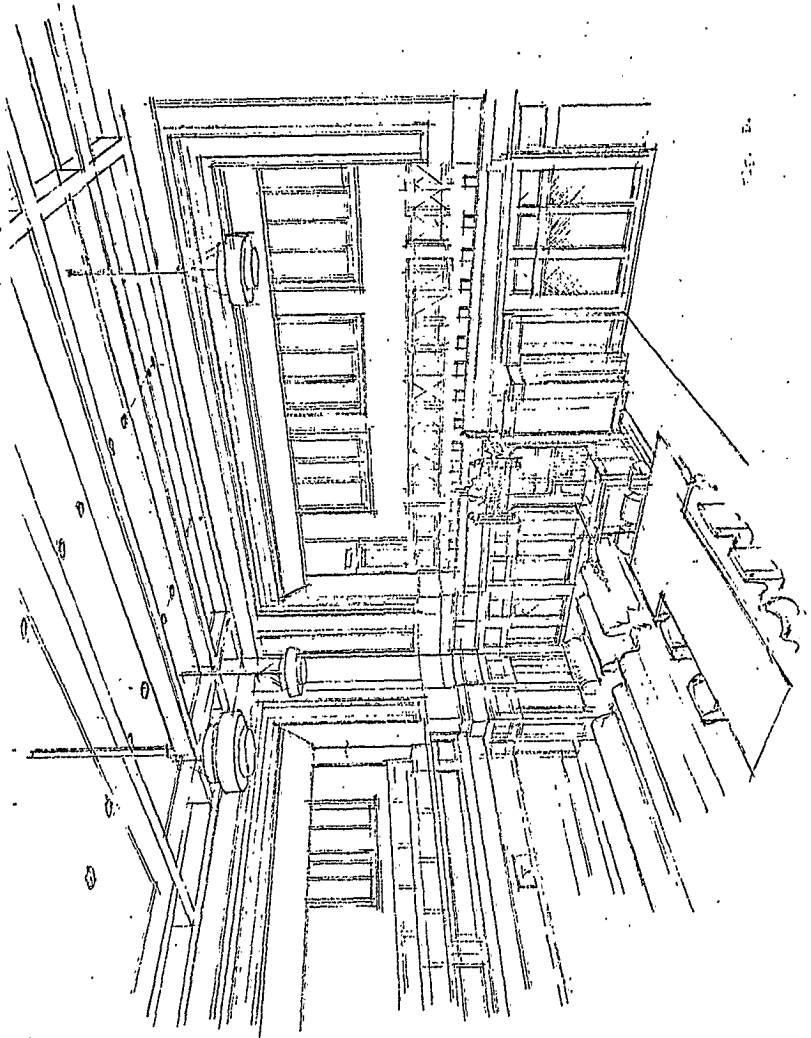




Senate Chamber illustrating ceiling down lights & concealed television cameras



Senate Chamber illustrating ceiling down lights & concealed television cameras



The rules presently governing the broadcasting of
Parliament by radio *

CONSOLIDATION OF GENERAL PRINCIPLES SPECIFIED IN THE COMMITTEE'S FIRST, SECOND, THIRD, FOURTH, SIXTH AND SEVENTH REPORTS ADOPTED BY BOTH HOUSES ON 5 JULY, 17 JULY, 15 NOVEMBER 1946, 30 JUNE 1949, 12 APRIL 1954, AND 7 APRIL 1960, RESPECTIVELY

(1) *Days upon which proceedings shall be broadcast*

The proceedings of Parliament shall be broadcast on each day on which either House is sitting.¹

(2) *Periods during which proceedings shall be broadcast*

The broadcast shall commence on each sitting day at the time fixed for the meeting of the House whose opening proceedings are to be broadcast on that day, as determined by the Joint Committee on the Broadcasting of Parliamentary Proceedings, in accordance with section 12 (2.) of the *Parliamentary Proceedings Broadcasting Act* 1946, and shall cease when the adjournment is moved in the House which is being broadcast at that time, or at 11.30 p.m., whichever is the earlier.

(3) *Allocation of broadcasting time between the Senate and the House of Representatives*

The allocation of broadcasting time between the Senate and the House of Representatives shall be in accordance with the views of the Joint Committee on the Broadcasting of Parliamentary Proceedings, or its sub-committee, on the importance of the impending debate and the public interest attaching thereto. The Committee recognises that, in practice, more time will be allotted to the House of Representatives than to the Senate.

(4) *Re-broadcast of Governor-General's Speech*

On the first sitting day of each session of the Parliament the Australian Broadcasting Commission shall re-broadcast at 7.15 p.m. the Speech of the Governor-General.

* Source: Broadcasting of Parliamentary Proceedings in
Australia A.R. Browning Canberra 1968

(3) Re-broadcast of questions and answers

- (a) Within the limits of time available, the following Parliamentary proceedings shall be re-broadcast by the Australian Broadcasting Commission between 7.15 p.m. and 8 p.m. on each sitting day after the first sitting day of each session:

Senate proceedings Questions without notice and on notice and answers thereto;

House of Representatives proceedings Questions without notice and answers thereto.

- (b) When a Member makes a personal explanation in rebuttal of misrepresentation contained in a question asked that day or an answer thereto, the question and answer shall, subject to the next succeeding sub-paragraph, be excluded from the re-broadcast.
- (c) The Presiding Officer may, in his discretion, refer any case to the Joint Committee for decision as to whether such question and answer shall be excluded from the re-broadcast.

(6) Broadcast and re-broadcast through national stations

No broadcast or re-broadcast of the proceedings of either House shall be made except through national broadcasting stations unless the Joint Committee otherwise determines.

- (7) The general principles specified in the First Report of the Joint Committee on the Broadcasting of Parliamentary Proceedings adopted by both Houses on 3 July 1946, shall be observed generally by the Joint Committee in making determinations in accordance with the *Parliamentary Proceedings Broadcasting Act 1946* but nothing in those general principles shall be taken to prevent the Joint Committee from departing from those general principles in order to meet any unusual or special circumstances.

Determinations made by the Committee, in accordance with the General Principles, are as follows:

STANDING DETERMINATIONS*Transfer of broadcast from one House to another*

(Determinations of 20 March 1947)

- (1) When both Houses are meeting on the one day and the House whose proceedings are being broadcast adjourns for the day prior to a normal meal suspension, the broadcast shall be transferred to the other House as from the time when this other House resumes its sitting after the meal suspension.
- (2) When on any day on which the broadcast has been allotted to the Senate and, as a result of a Want of Confidence Motion having been moved in the House of Representatives, the Senate adjourns for the day, the broadcast shall be transferred immediately to the House of Representatives.

(Determination of 8 May 1947)

- (3) On any day when both Houses are meeting and on which the House to which the broadcast for the day has not been allocated meets in the forenoon and the House to which the broadcast for the day has been allocated meets in the afternoon, the proceedings of the House first mentioned shall be broadcast from the time of its meeting in the forenoon until its suspension for lunch:

Provided that the broadcast of proceedings of the House which meets in the forenoon shall not be continued past the time fixed for the meeting of the other House.

Re-broadcast of questions and answers—allocation of time between Houses

(Determination of 26 November 1947)

- (4) On each sitting day, the re-broadcast by the Australian Broadcasting Commission at 7.15 p.m. of questions and answers as specified in General Principle No. 5 shall commence with the questions and answers of the House to which the broadcast for the day has not been allocated. This determination is to have effect irrespective of any broadcast, pursuant to the Committee's determination of 8 May 1947, of the morning proceedings of the House to which the broadcast for the day has not been allocated.

Allocation of broadcast

(Determination of 21 June 1951)

(5) That, unless otherwise ordered, the broadcast be allocated as follows:

Tuesday sittings	..	..	..	..	House of Representatives
Wednesday sittings	..	..	..	..	Senate
Thursday sittings	..	..	..	..	House of Representatives
Friday sittings	..	..	..	..	Senate

Saturday sittings

(Determination of 25 March 1953)

(6) That, in the event of either House sitting on Saturday, the proceedings of that House shall not be broadcast.

Re-broadcast of questions and answers

(Determination of 30 September 1953)

(7) When points of order or other extraneous matter are eliminated from the re-broadcast of questions and answers, this should be indicated by an appropriate announcement.

Budget Speech and Leader of the Opposition's reply

(Determination of 31 August 1967)

(8) That the Budget Speech and the Leader of the Opposition's reply may be broadcast by the Australian Broadcasting Commission over its regional stations.

Daylight Saving Time in Tasmania

(Determination of 20 September 1967)

(9) That, during the period of Daylight Saving Time in Tasmania, the broadcast shall cease in that State when the adjournment is moved in the House which it being broadcast at that time, or at 11.30 p.m. Daylight Saving Time, whichever is the earlier.

Announcements from Control Booth

(10) The following general principles apply to announcements made from the Control Booths:

- (a) Announcements to be confined to a straight description of procedure, and business before the House;
- (b) Political views or forecasts are not to be included;
- (c) The announcement of each Senator or Member receiving the Call includes the following particulars:
 - (i) Name
 - (ii) Parliamentary office or portfolio
 - (iii) Political party
 - (iv) Electorate or State.

Comment on the presence or absence of Senators and Members (including Ministers) is not to be made except that announcers may refer during Divisions to the way in which specific Members vote. It is to be understood this reference may be made only in such cases as when a Member is voting away from his usual Party alignment or to show on which side an independent Member is voting.

Names of Members intending to speak during the day or evening may be announced from the Control Booth provided that the announcement is of a provisional nature.

GUIDELINES FOR TELEVISION OF PARLIAMENTARY PROCEEDINGS1 General

1 These general guidelines have been designed as rules under which the Parliamentary Television Unit or any television network or station must deal with Parliamentary material. They are framed to provide a means, in conformity with acceptable standards of dignity, propriety and decorum, by which the proceedings of the Parliament should be made available to the people of Australia for their knowledge through accurate and impartial coverage of the debates of the Senate and the House of Representatives and public meetings of their Committees.

2 The achievement of a balance of views in the presentation of Parliamentary telecasts must be planned for and not left to chance.

3 Parliament will not normally be telecast live. Exceptions to this rule may occur on occasions of national importance or great drama (e.g. the Opening of Parliament, the Budget Speech or a Want of Confidence Motion). In such a situation approval must be given by the Presiding Officers and this Committee for a live telecast to take place. During live telecasts it will not be an acceptable television technique to merely watch one Member speaking for a long period of time without visual relief. Cutaways should be used in moderation, however.

- 4 A telecast shall not be such as to
- (i) distort the objects and purposes of the Parliament, Senators or Members in connection with the business of the Parliament;
 - (ii) cast discredit or dishonour on the Parliament or any Senator or Member, or bring the Parliament or any Senator or Member into disrepute.

5 A telecast shall be presented without commercial sponsorship. No commercial advertising may be juxtaposed with Parliamentary material.

6 Radio and television tapes or film of any Parliamentary proceedings shall not be used, or made available for use, as partisan political campaign material to promote or oppose any Parliamentary candidacy.

7 The use of stills from video-tape or film will not be permitted for any purpose.

2 Delayed Telecast of Question Time

The Committee accepts the guidelines for the re-broadcast by radio of Question Time but directs the attention of the Parliament to paragraph 38 of the Report because the Committee has reservations as to whether these guidelines are totally adaptable to television. These guidelines, slightly modified, are :

- 1 When a Member makes a personal explanation in rebuttal of misrepresentation contained in a question asked that day or an answer thereto, the question and answer shall, subject to the next succeeding sub-paragraph, be excluded from the telecast.
- 2 The Presiding Officer may, in his discretion, refer any case to the Joint Committee for decision as to whether such question and answer shall be excluded from the telecast.
- 3 Points of order and other extraneous matter must be eliminated from the telecast of questions and answers. Such exclusion should be indicated by an appropriate announcement.
- 4 The following general principles apply to announcements made from the Control Booths :
 - (a) Announcements to be confined to a straight description of procedure, and business before the House;
 - (b) Political views or forecasts are not to be included;

(c) The announcement (by way of narration or visual means) of each Senator or Member receiving the Call should include the following particulars:

- . Name
- . Parliamentary office or portfolio
- . Political party
- . Electorate and State

These guidelines must be qualified by pointing out that it is not as easy to edit a videotape as it is to edit a radio tape. Consequently, some discretion must be left to the Parliamentary Television Unit to omit some questions and answers because of difficulties in editing-out disturbances which occur during their course.

3 Weekend Summary

1 The program will be one hour in duration, all material to be selected on the basis of the public interest. In presenting this material regard shall be had to :

- (i) balance of exposure;
- (ii) balance of exposure between front and back bench on both sides of each House;
- (iii) ignoring procedural issues unless they become newsworthy and, given the limitations of the medium and time, are comprehensible;
- (iv) reflecting, on a long-term basis, the totality of proceedings.

2 Coverage of speeches on highly controversial issues must be balanced over a reasonably short period of time, and on some occasions, depending on the nature of the subject, within the same program.

3 Controversial subjects must be presented with due impartiality with a view to assembling as much information as possible.

4 The editing and presentation of the programs should be such that no one particular issue is emphasised in such a way as to give the impression of any form of editorial bias.

5 A member, whose speech (or part thereof) is proposed to be included in the program must be informed well in advance of transmission time. Any member has the right to withhold permission for his speech (or part thereof) being included in the program.

6 Editing of speeches should be such that a member's line of argument is not in any way altered.

7 Narration must be confined to factual description of the week's events and the "linking" of video-tape items used. The commentary may not include political views.

8 On occasion, the program may include interviews with Senators or Members but not with journalists, political commentators or any other persons. The interviews must relate only to business which has gone before the House in the past week and equal representation must be given to Government and Opposition in any one program. Neither the interviewer nor the narrator may comment on an interview or express a personal opinion.

4 Excerpts of Proceedings Included in News, Current Affairs and Documentary Programs

1 Coverage of speeches on controversial issues must be balanced over a short period of time, and, if possible, within the same program.

2 The achievement of a balance of views must be planned for; it should not be left to chance.

3 Controversial subjects must be treated with due impartiality with a view to assembling as much information as possible on the subject so that there will be a balanced presentation which will better inform the general public.

4 The selection, editing and presentation of programs including Parliamentary material should be such that no one particular issue is emphasised in such a way as to give the impression of any form of editorial bias.

5 A member, whose speech (or part thereof) any network proposes to program for transmission must be informed in advance. Any member has the right to withhold his permission for his speech (or part thereof) being included in a program.

6 Editing of speeches should be such that a member's line of argument is not in any way altered.

7 The use of stills from video-tape or film of Parliamentary proceedings is absolutely forbidden.

5 Committees

1 These guidelines take effect notwithstanding anything to the contrary contained in the foregoing guidelines and are subject to the recommendations of the Committee at paragraphs 40 to 42 and 53 to 58 of the report.

2 The general conduct of each Committee hearing covered by television or radio and the personal behaviour of the committee members and staff, Government officials and personnel, witnesses, television, radio and press media personnel, and the general public at the hearing shall be in strict conformity with and observance of the acceptable standards of dignity, propriety, courtesy, and decorum traditionally observed by the Parliament and shall not be such as to -

- (i) distort the objects and purposes of the hearing or the activities of committee members in connection with that hearing or in connection with the general work of the committee or of the Parliament; or
- (ii) cast discredit or dishonour on the Parliament, the Committee, or any member or bring the Parliament, the committee, or any member into disrepute.

3 Whenever any hearing conducted by any committee of the Parliament is open to the public, that committee may permit, by unanimous vote of those members of the committee present, that hearing to be recorded, by television and/or radio.

4 No witness appearing before a committee shall be required against his will to be photographed at any hearing or to give evidence or testimony while the recording of that hearing, by radio or television, is being conducted.

5 Television cameras shall be placed so as not to obstruct in any way the space between any witness giving evidence and any member of the committee or the visibility of that witness and that member to each other.

6 Equipment necessary for coverage by the television and radio media shall not be installed in, or removed from, the hearing room while the committee is in session.

7 Floodlights, spotlights and strobolights shall not be used in providing television coverage of a hearing, unless otherwise agreed by the Committee.

8 Television cameras shall not be placed in positions which obstruct the coverage of the hearing by the other media.

9 The proceedings of a committee may not be televised while the Parliament is sitting unless otherwise ordered by the relevant House or Houses.

10 Only one television crew will be permitted in a committee room at any one time. The Chairman of the Committee shall authorise one network, of his choice, to cover proceedings. That network must provide a "split" to any other network or station which requests one. Any charge made for providing such a split shall not exceed the cost of providing the split plus a fair share of the cost of generating the signal.

11 The proceedings of a committee may not be telecast live.

12 In the editing of a program for telecast, the original sequence of question and answer must be used so that a member's or witness's line of argument cannot be varied, either deliberately or inadvertently. If it is desired to include in a pro...

any part of any question or answer then the whole of the question and the whole of the answer must be included.

13 The telecast program shall provide a balanced coverage of the hearing, giving representation of different points of view in proportion to the actual evidence presented.

14 The telecaster is not permitted to give any interpretive comment relating to a witness appearing before the committee but is to restrict himself to the description which is given when the witness is sworn.

15 The Chairman of a Committee or the Presiding Officer may strike out and forbid the telecasting of evidence or testimony, especially if it may tend to defame, degrade or incriminate any person, which has been given in public hearings and which the Committee decides should have been heard in camera.

16 A telecast shall be presented without commercial sponsorship. No commercial advertising may be juxtaposed with Parliamentary material.

17 Radio and television tapes and television film of any Parliamentary proceedings or any segment thereof shall not be used, or made available for use, as partisan political campaign material to promote or oppose any Parliamentary candidacy

18 The use of stills from video-tape or film will not be permitted for any purpose.

19 Personnel providing coverage by the television and radio media must be currently accredited to the Parliamentary Press Gallery.

20 Personnel providing coverage by the television and radio media shall conduct themselves and their coverage activities in an orderly and unobtrusive manner.

TECHNICAL AND COSTING DETAILS¹

1 The cost of establishing the Parliamentary Television Unit will depend on the role which it is expected to play. An estimate provided to the Committee by the Australian Broadcasting Commission in September 1973 ranged between \$1.2 & 3 million. The variation between these two figures represents the cost of extra equipment necessary for operating cameras and ancillary equipment for longer periods and producing more complex programs such as summary programs. Continuing costs such as salaries and maintenance will also depend upon the role the unit is to take. The total cost of the operation, as envisaged in this Report, is approximately \$2 million.

2 Officers from the A.B.C., the Department of Housing and Construction² and the Australian Post Office appeared before the Committee on several occasions to give evidence about the equipment which would be required for televising and the cost and method of operating this equipment. The A.B.C. provided the Committee with an initial submission describing equipment and costs in June 1973. A further submission was provided at the end of July 1973 in respect of an experimental period of televising and a final submission was provided to the Committee in September 1973, being an up-dated costing of a permanent television installation.

3 There must be some doubt as to the accuracy of the costings which have been provided to the Committee because the exercise is a completely hypothetical one at this stage. There is no available experience in Australia of establishing an operation such as is envisaged. Nevertheless, the Australian Broadcasting Control Board and the Federation of Australian Commercial Television Stations both advised the Committee that they would accept technical and costing statements made by the A.B.C..

1 Estimates quoted in this Appendix were provided by the A.B.C. in September 1973 and by the Department of Works in July 1973.

2 Submissions and evidence were supplied by the then Department of Works. This Department was abolished and incorporated into a new Department of Housing and Construction in December 1973.

The Chambers

4 The Chambers of the Senate and the House of Representatives, as they are presently furnished, are not suitable for the production of good quality television pictures. The dark benches and the surrounds of dark panelled wood are in strong contrast to the white painted parts of the Chambers. Lighting the Chambers for television is thus a complex and costly task. In July 1973 the Department of Housing and Construction provided the Committee with an estimate of the cost of lighting the two Chambers for permanent televising. The estimate for this work was \$100,000. This estimate took into account

- (a) Actual lighting equipment;
- (b) Modification to the air conditioning plant;
- (c) Structural alterations;

As well, it was estimated that the non-recoverable costs of lighting for a trial period would be a further \$60,000. The Department has since advised the Committee that it wishes to revise this estimate and that it considers that its initial estimate could prove to be 'significantly low'. Appendix D contains sketches of the Chambers showing the concealed camera positions and the type of lighting envisaged by the Department when it made its submission in July 1973.

5 The Committee has not made any estimate of cost of equipping all Committee Rooms in the Parliament for colour television. Certain Senate Committee Rooms are already equipped for television purposes.

Television Equipment

6 The Committee has operated on the premise that in the event of permanent televising of Parliament, sufficient equipment would need to be provided to enable :

- (a) Delayed broadcasts of Question Time (paragraph 37);
- (b) Summary programmes (paragraph 39); and
- (c) Provision of video-tapes of selected debates and irregular live telecasts of major debates or speeches (paragraph 40)

It is further presumed that, for the time being, it would not be considered necessary to have the facility to simultaneously

record or telecast from both Houses.

Cameras

7 Remote controlled colour television cameras should be mounted in the two Chambers in concealed positions. Manned cameras provide certain advantages in terms of speed of access to a "shot" but have the disadvantages of being bulky and being operated by a man standing at the camera position. On balance, remote controlled cameras will be less obtrusive, will require less camera operators (as two cameras can be operated by one man) and can compensate for their lack of speed and movement by having computerised pre-set shots wired into their control mechanisms.

8 Colour cameras have certain advantages. First, colour pictures can be received as black and white pictures on monochrome T.V. receivers. The converse is not true. Second, there will be no need to replace them at a later date when the majority of Australian homes have colour television receivers, as would be the case if transmission commenced in monochrome. Third, being of a 'later generation' and more technologically advanced, they require less light in order to obtain a picture of a quality equal to that obtained by the now obsolescent monochrome cameras.

9 It is assumed that two cameras would be permanently fixed in each House and that there would be four mobile cameras which could be moved at short notice from one House to another, plus one spare camera. Thus the total cost of cameras with lenses would be \$405,000 (i.e. \$45,000 each). The remote control mechanisms with computer-type control and shot storage facilities, at \$12,000 each, would cost \$108,000. As well, a component for spare parts must be considered. This is estimated at \$10,000. Thus the total cost of this equipment is \$523,000.

10 Normally, six cameras would be in operation in the Chamber being televised. The camera placements are indicated

at Appendix D. The cameras would be placed so that there would be two at each side of each Chamber whilst two would be positioned at the Kings Hall end of each Chamber. The Committee has been advised that the positioning of cameras at points level with, or behind, the Presiding Officers' chairs would lead to a dis-orientation on the part of the viewer. Hence, cameras are only located along 3 walls of each Chamber.

11 Whilst it is technically and aesthetically desirable to have a total of six cameras in operation in the Chamber which is being televised, provision has been made for two cameras to be permanently placed in each Chamber so that in the event of an emergency, when it is not possible to move cameras from one Chamber to another quickly enough, each Chamber possesses a minimum capacity for televising.

Lighting

12 Reference was made in paragraph 4 of this Appendix to the need to up-grade the lighting in both Chambers. The Committee has received reports and heard evidence from engineers from the A.B.C. and the Department of Housing and Construction. These experts have not been in complete agreement as to the level of lighting required to produce good colour television pictures as well as being comfortable. In the course of a demonstration which these organisations gave to the Committee in the House of Representatives Chamber on 26 July 1973 it became apparent that increasing the intensity of ceiling level lighting to the point where good quality colour pictures can be produced would involve the generation of considerable heat and discomfort. Department of Housing and Construction engineers advised that in a permanent installation they could minimise the discomfort and heat levels by providing lighting from a lower level (mainly by bouncing it off the painted upper side walls of the Chambers). As well, discomfort could be lessened if the contrast between dark panelling and white walls

was diminished by covering the panelling with curtains. The degree of inconvenience and discomfort caused by these lighting levels cannot be accurately anticipated by the Committee.

13 In a letter to the Committee dated 12 December 1973, the Secretary of the Department of Housing and Construction advised that his Department's initial estimate of \$190,000³ to equip the Chambers for television purposes might be 'significantly low'. The Department was provided with a report by its lighting consultants late in 1973. The report recommended that a scale model of the Chambers be constructed which would enable trial and error testing of various types of lighting equipment and various types of structural modifications. The Committee expected to receive further advice from the Department together with up-dated estimates of lighting costs early in 1974. In fact the tests have not yet been carried out and the Department is unable to advise the Committee that it will receive these estimates in the near future. Consequently the Committee has reported without the benefit of these estimates. Paragraphs 59-66 of the Report summarise the costing of televising the Parliament. The costing details, in so far as they apply to lighting equipment, must be considered to be tentative. This Committee is unaware of any other estimates and has been obliged to include the Department's preliminary costing.

14 The present level of lighting in the Chambers is between 10 and 15 lumens per square foot in the horizontal and vertical planes. It would be necessary to increase this illumination to 30 to 40 lumens per square foot in order to provide good television pictures. The Committee is aware that even with the present low levels of lighting complaints

3 Made up of non-recoverable trial period costs of \$60,000 plus \$130,000 for a permanent installation (\$30,000 of which is expenditure recovered after the trial)

are heard from Senators and Members that it is too intense, but points out that this present discomfort is caused more by high contrast between light and dark surfaces than by absolute intensity of lighting. It is noted that the level of lighting recommended for offices and factories by the British Ministry of Public Buildings and Works is 30 lumens per square foot. Initial estimates of the cost of temporarily up-grading this lighting for the purposes of an experimental period of televising and for permanently up-grading the lighting have been reported above and in the text of the Report.

Sound

15 It is possible, but it may not be particularly desirable, for a television unit to take a clean feed of the sound which is used for the radio broadcasts. In the event of permanent televising this sound could be duplicated in each Chamber in order that the television unit can obtain sound specially selected for television. This point is made because of the need which is seen for the picture and the sound to be synchronised. It must be remembered that in the interests of producing a "viewable" product, the television producer will be asking his camera men to obtain variety in their shots whilst a Member is speaking. The producer may want to obtain reaction shots, or interjections. When the camera which the producer has chosen is fixed on an interjector it would be most disconcerting if the producer was unable to obtain any sound from the microphone in front of the interjector. It is understood that the cost of duplicating the sound equipment in the two Chambers could be quite low (perhaps \$10,000). However, a full technical assessment of cost and feasibility has not been made yet.

16 At Paragraphs 67 to 71 of the Report the Committee has discussed the problems associated with providing the Parliamentary Television Unit with sufficient working space near to the Chambers of the Parliament. The problem highlighted in this section of the Report is that there is lack of accommodation within the present Parliament House.

The Committee has been advised that a minimum 280 sq. metres would be required to house the control and editing areas of the unit. The only cost estimates available to the Committee are those for re-equipping approximately 186 sq. metres of the House of Representatives basement (\$200,000) and for the cost of constructing an integrated, 280 sq. m., underground control and editing area in the environs of Parliament House (\$400,000).

17 The Committee has also endeavoured to obtain estimates of the cost of constructing above-ground accommodation at the rear of the present building. It is understood that this would probably be the cheapest method of accommodating the unit. However, in the report and in paragraph 25 of this Appendix the largest estimate (\$400,000) has been given as the estimate of the cost of accommodating the unit.

The camera, sound, lighting and effects control area

18 This is the area from which the camera men and their director operate. The director has in front of him six monitors which show the pictures generated by the six cameras. From these six pictures he chooses one which goes on the master monitor and the video tape. Whilst making this decision the director is attempting to anticipate the proceedings in the Chamber and asking his camera men to obtain various shots which he might possibly use. An assistant operates a caption display unit which shows the name of the member speaking, the subject matter of the debate, the result of a division, etc. and an effects generator (which provides split screening for showing two pictures simultaneously or one picture plus a caption display). The director is further supported by technical officers who supervise equipment performance, picture quality and lighting and sound controls. The total cost of all the equipment used within this area is estimated at \$240,000 (this figure includes components of \$20,000 for spare parts and \$25,000 for maintenance). In the event of Parliament wishing to have the...

facility to telecast or record from both Chambers simultaneously, this control area would need to be duplicated in terms of space, manpower and equipment.

Editing and recording area

19 The editing area would be manned by the producer of the programme, a technical supervisor, an assistant producer who would be assisted by a clerk and several video tape recorder operators. The cost of five video tape recorders is estimated at \$75,000 each and would be \$375,000. To that cost must be added \$25,000 worth of spare parts, \$40,000 worth of control equipment and \$10,000 worth of ancillary equipment, bringing the total estimate to \$450,000.

The general office and studio-type area

20 Accomodation must also be provided for an announcer, a political journalist and a steno-secretary. These people can be located in a general office area to which would be added the studio-type facilities needed if commentary were incorporated into summary type programs. Equipment costs would be in the vicinity of \$2,000.

Installation

21 To the costs which have been described in the paragraphs above should be added the A.B.C.'s September 1973 estimates of \$140,000 for installation costs (20,000 man hours), \$50,000 for contingencies and \$32,000 for administrative expenses.

Operating costs

22 In its supplementary submission of September the A.B.C. provided estimates of annual staffing costs based on full year's salaries. The total technical staff required to service the Parliamentary unit as envisaged by the Committee totals 22. The annual salaries total \$175,303 to which should

be added travelling expenses of some \$97,881.⁴ This brings the annual staff operational costs to \$273,184.

Qualifications of the costing

23 The costs outlined in paragraphs 4 to 22 of this Appendix do not indicate total expenditure. It should be pointed out that there will be charges made for using Post Office facilities to relay the signal to transmission points. The Committee has attempted to obtain estimates of these costs with limited success as it has not been possible to accurately predict the amount of time for which relay facilities would be required. Some indication of this cost can be given by reporting that the Australian Post Office has estimated that the cost of transmitting a nation-wide program in colour for an hour at 10 p.m. on each sitting day would be about \$50,000 per annum.

24 Further costs relate to the provision of cabling from Parliament House to the Post Office central switching point. It is understood, however, that provision is already being made to provide coaxial cables for television purposes. Thus, this is not a cost which can be directly attributed to the televising of Parliament.

25 " " Summary of costs

<u>Item</u>	<u>Date & source of estimate</u>	<u>Estimate</u> \$	<u>Sub Total</u> \$
<u>In the Chambers</u>			
Lighting	Department of Housing and Construction 5/7/73	80,000	
Air conditioning	" "	30,000	
Structural alters.	" "	20,000	
		<u>\$130,000</u>	
			<u>100,000</u>
(Less recoverable costs of a trial : \$30,000)			

4 Travel expenses would be incurred if technical staff are seconded from the A.B.C.'s Sydney or Melbourne studios.

<u>Item</u>	<u>Date & source of estimate</u>	<u>Estimate</u>	<u>Sub Total</u>
		\$	\$
<u>Television equipment :</u>			
9 cameras and accessories	A.B.C., Sept. 1973	523,000	
Sound duplication		10,000 ⁵	
<u>Control areas :</u>			
Construction and fitting	Dept. of Housing and Construction 5/7/73	400,000 ⁶	
Direction area equipment	A.B.C., Sept. 1973	240,000	
5 Videotape Recorders and accessories	"	450,000	
Studio equipment	"	2,000	
Installation & Miscellaneous	"	236,000	1861000 ⁷
		<u>TOTAL</u>	<u>\$1,961,000</u>
<u>Annual Staff Costs :</u>			
Salaries	"	175,303	
Travelling & subsistence	"	97,881	273,184

Thus : establishment costs are \$1,961,000⁷ and staffing costs for one year are \$273,184

26 In relation to the costs outlined above, it should be pointed out that a considerable amount of the capital expended on equipment would be recoverable if the Parliamentary unit was to discontinue operations. The most expensive items involved - the cameras, the video tape recorders and their back-up equipment represent a cost of about \$1,150,000 (or 59% of the total outlay on installation). This equipment could be deployed elsewhere in the event of the television unit ceasing to function.

5 The Committee's estimate

6 Maximum figure

7 \$1,150,000 being recoverable equipment value

Qualifications to this Appendix

27 The paragraphs above refer to the equipment and the cost involved if televising were to be carried out on the basis of the premises outlined in paragraph 6. But if a decision was made to increase the capacity of the television unit so as to facilitate simultaneous broadcasting or recording from the two Chambers then certain additional equipment would be required (extra permanent cameras and another control and editing area) and more staff would be required. The added cost of equipment was estimated, in September 1973, at \$820,000. Such an expansion of the unit would require at least an extra 93 sq. metres of operating space and would involve the employment of a further 16 members of staff. Additional staff costs would be \$182,116 per annum. It is not considered economically feasible to extend the scope of the unit as far as this in its first years of operation.