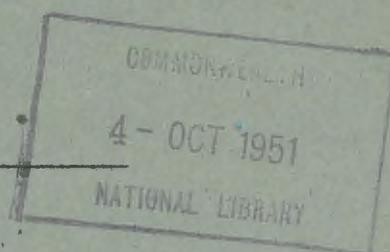


1950.

COMMONWEALTH OF AUSTRALIA.



## SECOND ANNUAL REPORT

OF THE

# AUSTRALIAN BROADCASTING CONTROL BOARD.

YEAR ENDED 30TH JUNE, 1950.

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Presented Pursuant to Section 6P—*Australian Broadcasting Act 1942-1948.*

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**By Authority :**

L. F. JOHNSTON, Commonwealth Government Printer, Canberra.  
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# AUSTRALIAN BROADCASTING CONTROL BOARD.

## SECOND ANNUAL REPORT.

*The Honorable the Postmaster-General:*

In conformity with the provisions of section 6r of the *Australian Broadcasting Act 1942-1948*, the Australian Broadcasting Control Board has the honour to furnish its Report, being the Second Annual Report of the Board, on its operations during the year ended 30th June, 1950, together with financial accounts in the form approved by the Treasurer, and the report of the Auditor-General on those accounts.

2. The Report covers the first full year since the Board's establishment on 15th March, 1949.

3. This Report is arranged as follows:—

- Part I.—Introductory.
- Part II.—Administration.
- Part III.—Technical Services.
- Part IV.—Programme Services.
- Part V.—General.

### PART I.—INTRODUCTORY.

#### MEMBERSHIP OF THE BOARD.

4. Section 6b of the Act provides that the Board shall consist of three members appointed by the Governor-General, one of whom shall be chairman. The Board was constituted on the 15th March, 1949, when Mr. Lawrence Bede Fanning, I.S.O., was appointed chairman for a period of three years, and Messrs. Clive Ogilvy and Robert Gumley Osborne, B.A., LL.B., were appointed members, each for a period of seven years.

#### FUNCTIONS OF THE BOARD.

5. The principal functions of the Board are set out in section 6k of the Act, as follows:—

- (a) to ensure the provision of services by broadcasting stations, television stations and facsimile stations, and services of a like kind, in accordance with plans from time to time prepared by the Board and approved by the Minister;
- (b) to ensure that the technical equipment and operation of such stations are in accordance with such standards and practices as the Board considers to be appropriate;
- (c) to ensure that adequate and comprehensive programmes are provided by such stations to serve the best interests of the general public.

6. The Board has other functions relating to broadcasting, television, and other services, and details of these are set out in paragraphs 42-45 of its First Annual Report. (They are also referred to, where appropriate, in this Report.) In particular, the Board is required to determine the location, operating power and frequency of all broadcasting and television stations and to advise the Minister on all matters relating to the licensing of commercial broadcasting stations.

#### AUSTRALIAN BROADCASTING SERVICES.

7. The First Report of the Board reviewed briefly the development of broadcasting services in Australia up to the time of the appointment of the Board.

8. Shortly after its establishment, the Board commenced a general review of the Australian broadcasting structure with a view to determining the matters which

would require to be considered in relation to the discharge of its first and major responsibility in relation to broadcasting, namely, the provision of adequate broadcasting services in this country.

9. The Australian broadcasting system existing at the date of the establishment of the Board consisted of two types of services—

- (a) The National Broadcasting Service, established and operated under Part II. of the *Australian Broadcasting Act 1942-1948*;
- (b) The Commercial Broadcasting Service, operated under licences granted in accordance with Part III. of the Act.

10. These two forms of broadcasting service are, as appears on the face of the Act, essentially distinct and separate and they have developed in different ways.

11. The National Broadcasting Service is provided by the Australian Broadcasting Commission, a statutory corporation, which in accordance with legislative provisions is required to broadcast from the national broadcasting stations "adequate and comprehensive programmes", and "take, in the interests of the community, all such measures as, in the opinion of the Commission, are conducive to the full development of suitable broadcasting programmes". The cost of the National Broadcasting Service is met out of funds provided by the Parliament in accordance with estimates of expenditure approved by the Treasurer. (See Sections 27 and 28 of the Act.) Before the 15th March, 1949, the cost of the Service was largely, though not entirely, met from listeners' licence-fees. (See paragraph 208 of this Report.)

12. The provision and operation of all technical services associated with the transmission of programmes provided by the Commission are undertaken by the Postmaster-General's Department. The location, operating power, and frequencies of the national broadcasting stations have been determined in accordance with a policy which was designed to ensure nation-wide reception of the programmes provided by the Commission. These programmes are, in general, produced on an Australian and not a local or regional basis, except during relatively short periods devoted to items of special interest to the areas in which the individual stations are situated. On the date of the establishment of the Board, this policy had been carried to the stage where one national programme was available to over 90 per cent. of the population and a second programme was provided to 68 per cent. of the population from the 37 medium frequency national stations which were then in operation.

13. The Commercial Broadcasting Service is provided by a large number (102 at the date of establishment of this Board) of separate broadcasting stations, licensed individually (although, subject to section 53 of the Act, which is referred to in paragraph 40, more than one licence may be held by one person or company), and relying for their income on the broadcasting of advertisements. Licences are granted for a period not exceeding twelve months. Licensees of commercial broadcasting stations are required to provide programmes to the satisfaction of the Board, which is also required to approve of the technical equipment and method of operation of such stations. As a result of the method of selection of licensees and the basis adopted prior to the establishment of the Board

for the allocation of the operating powers and frequencies of the commercial stations, the Commercial Broadcasting Service has developed as an essentially local or regional service for particular areas, although in recent years the development of networks and similar organizations and the tendency of certain metropolitan stations to be associated closely with country stations in the provision of relayed programmes may have somewhat changed the picture.

14. The Board feels that there are considerable advantages in the present dual system which includes most of the distinctive features to be found in the broadcasting systems in other countries. The Board is therefore proceeding on the basis that, generally speaking, the National Broadcasting Service is intended to provide an Australian-wide service as a public utility, and that the Commercial Broadcasting Service is intended to provide, substantially, a local or regional service on a commercial basis through a number of separate broadcasting stations serving relatively restricted areas. It should perhaps be made clear that this distinction in the scope and functions of the two services is not intended to be construed as reflecting on the Commercial Broadcasting Service. The commercial broadcasting stations constitute an integral and important part of the Australian broadcasting structure, which it is the duty of the Board, under the Act, to develop.

15. The Board is able to report that considerable progress has already been made in the preparation of plans for the improvement and extension of both the National and Commercial Services, and some particulars of these plans are given later in this Report.

16. The Board has also devoted considerable attention to the many problems associated with the introduction of television services into Australia. Whilst these and the other technical matters mentioned in Part III. of this Report have occupied much of the Board's time during the past year, it will be seen from Part IV. that the Board has not overlooked its responsibility to ensure that "adequate and comprehensive" programmes are provided to serve the best interests of the general public.

## PART II.—ADMINISTRATION.

### MEETINGS OF THE BOARD

17. It is the normal practice of the Board to meet each week for the consideration of matters of policy requiring the attention of the full Board. All the meetings during the past year were held at the Board's head-quarters in Melbourne, with the exception of one held in Sydney.

18. The Board feels that the very nature of the service which it has been established to control demands that it should keep in close contact with the broadcasters, with listeners, and with representatives of the broadcasting industry in the various States. It therefore regrets that because of the need to deal, in the first instance, with the broad issues with which it has been confronted in the early stages of its existence, and which are referred to in this Report, it has not yet been found practicable to visit each State. However, individual members of the Board have visited each capital city, except Perth, and various other centres, and its senior officers have made investigations in all States.

19. The Board has made plans to pay more frequent visits to all States for the purpose of enabling representative bodies to express their views concerning the grade of service provided by broadcasting stations and of investigating broadcasting conditions generally throughout the Commonwealth.

### CONSULTATION WITH THE AUSTRALIAN BROADCASTING COMMISSION AND REPRESENTATIVES OF COMMERCIAL BROADCASTING STATIONS.

20. The Board is required by the Act to consult the Australian Broadcasting Commission and representatives of the commercial broadcasting stations in the exercise of its functions in respect of the programmes of the National and Commercial Broadcasting Services respectively.

21. In compliance with this obligation, the Board has freely consulted the Commission during the year on many matters and has arranged with the Commission for close liaison between appropriate executive officers of the respective organizations in order that each body may render the maximum assistance to the other in regard to matters of mutual interest.

22. The Board has also had several conferences with the Standing Committee appointed by the Australian Federation of Commercial Broadcasting Stations to confer with the Board on matters affecting the Commercial Broadcasting Service.

23. The members of the Board attended the opening of the Annual Convention of the Australian Federation of Commercial Broadcasting Stations, which was held in Sydney in February, 1950, and arranged for its senior officers to be present in Sydney during the week of the Convention to enable licensees to discuss any matters upon which they desired the guidance of the Board.

24. The Board has adopted the policy of affording representatives of industries associated with broadcasting every opportunity of expressing their views to the Board, and the following organizations have appointed liaison committees to confer with the Board:—

The Federal Council of the Electrical, Radio and Telephone Manufacturers of Australia.  
The Electrical and Radio Development Association.  
The Australian Association of Advertising Agencies.  
The Australian Association of National Advertisers.

The Board has had very useful discussions with these organizations concerning the particular branches of the industry in which they are interested.

### STAFF OF THE BOARD—HEAD OFFICE.

25. The Head Office organization of the Board provides for three divisions, namely, the Administrative Division, the Technical Services Division, and the Programme Services Division.

26. When the First Annual Report was submitted, only two appointments had been made to the staff—Mr. J. O'Kelly having been appointed Secretary, and Mr. R. B. Mair, B.E.E., A.M.I.E. (Aust.), Director, Technical Services Division.

27. During the year, Mr. D. A. Jose was appointed as Director, Programme Services Division, Mr. J. M. Donovan as Assistant Secretary (with special duties connected with television services), and the remainder of the positions on the Head Office staff which have been created by the Commonwealth Public Service Board were filled.

### STATE ORGANIZATION.

28. Soon after its establishment, the Board consulted the Commonwealth Public Service Board concerning the organization which would be required in each State for the detailed administration of the Board's functions, and for the conduct of field investigations for the purpose of ensuring that an adequate service both

in respect of technical efficiency and satisfactory programmes, is available for listeners throughout the Commonwealth. The Public Service Board subsequently approved of the Board's proposals for the establishment of a small staff in each State and applications were invited from persons desiring appointment to the positions in question.

29. Pending the establishment of the Board's State organization, the Director-General, Posts and Telegraphs, had arranged for officers of his Department to attend to the most pressing requirements of the Board in the States, including the inspection of broadcasting stations, field surveys of transmissions, and the investigation of various other matters relating to the conduct of the broadcasting service. After the present Government assumed office, the Board, at the request of the Minister, conferred with the Director-General for the purpose of ascertaining whether it would be practicable for his officers to continue to act as the Board's representatives in the various States.

30. It is imperative that facilities should exist whereby the Board can be kept fully, reliably and expeditiously informed on all aspects of broadcasting throughout the Commonwealth and that a properly qualified staff should be available for this purpose. Discussions were still proceeding with the Director-General at the close of the year, in an endeavour to devise an alternative organization under which the Board might be enabled to conduct its field investigations efficiently through the agency of officers of the Postmaster-General's Department.

31. In the meantime, the Board gratefully acknowledges the valuable services which have been performed on its behalf by officers of the Post Office in the various States.

#### LICENSING OF COMMERCIAL BROADCASTING STATIONS.

32. The statutory provisions relating to the grant, renewal, revocation, suspension and transfer of licences for commercial broadcasting stations are contained in Part III. of the *Australian Broadcasting Act 1942-1948*. The power to grant, renew, &c., such licences is conferred on the Minister, but section 52A provides that before exercising any such power, the Minister shall take into consideration any recommendations which have been made by the Board as to the exercise of that power.

33. Many of the powers of the Board and in particular those contained in section 67 of the Act, which relates to the accounts to be kept by commercial stations and the furnishing of information to the Board with respect to the operation of stations, are inseparable from the licensing provisions and the assessment and collection of licence-fees prescribed by the *Commercial Broadcasting Stations Licence Fees Act 1942*. In the course of the administration of those provisions of the Act which confer express powers on the Board as distinct from the Minister, it is necessary for the Board to conduct continuous correspondence and discussions with all the commercial stations.

34. For these reasons, as well as obvious considerations of convenience, it has been arranged, with the approval of the Minister, that the Board shall, in addition to discharging its statutory functions in respect of commercial broadcasting stations, also be responsible to the Minister for the detailed administration of the provisions of the Act relating to the licensing of commercial broadcasting stations.

35. With the Minister's authority, the Board is revising the existing licensing procedure and proposes to introduce at the earliest possible date a new system which, it is confident, will be more effective and more satisfactory both from the point of view of the administration and the licensees.

#### LICENCES FOR COMMERCIAL BROADCASTING STATIONS.

36. On the 30th June, 1950, there were 102 licences for commercial broadcasting stations in force. A list of licensees is contained in Appendix A. After Appendix A is included a map of Australia showing the location of all broadcasting stations.

37. The disposition of the licences according to States is shown hereunder:—

State.	Metropolitan area.	Country districts.	Total.
New South Wales (including Australian Capital Territory)	7	29	36
Victoria .. .. .	6	13	19
Queensland .. .. .	4	16	20
South Australia .. .. .	3	5	8
Western Australia .. .. .	4	7	11
Tasmania .. .. .	2	6	8
Commonwealth .. .. .	26	76	102

#### FEES FOR LICENCES FOR COMMERCIAL BROADCASTING STATIONS.

38. The licensee of each commercial broadcasting station is required by the *Commercial Broadcasting Stations Licence Fees Act 1942*, to pay an annual fee of £25 per annum, plus one-half of 1 per cent. of the gross earnings of the station, in any case where a profit has been made in the previous financial year. The total amount of licence-fees payable during 1949-50 was £17,479, made up as under:—

State.	Metropolitan.	Country.	Total.
	£	£	£
New South Wales .. .. .	3,932	3,300	7,232
Victoria .. .. .	2,821	1,646	4,467
Queensland .. .. .	1,188	1,445	2,633
South Australia .. .. .	990	290	1,280
Western Australia .. .. .	453	582	1,035
Tasmania .. .. .	366	466	832
	9,750	7,729	17,479

#### COMMERCIAL BROADCASTING STATIONS—FINANCIAL RESULTS OF OPERATIONS.

39. The following particulars, which have been extracted from statements submitted by the licensees of commercial broadcasting stations since 1942, in pursuance of the provisions of section 67 (1) (c) of the Act, show the financial results from the operations of such stations during the past seven years:—

Year.	Number of stations in operation.	Stations making a profit.	Stations showing a loss.	Total revenue.	Total expenditure.	Total profit.
				£	£	£
1941-42	97	53	44	1,330,000	1,248,188	81,812
1942-43	96	66	30	1,298,297	1,157,294	141,003
1943-44	98	87	11	1,871,851	1,491,967	379,884
1944-45	100	89	11	2,184,686	1,758,905	425,781
1945-46	100	86	14	2,279,719	1,851,042	428,677
1946-47	101	85	16	2,388,587	2,013,363	375,224
1947-48	102	86	16	2,774,371	2,278,319	496,052
1948-49	102	90	12	3,212,253	2,619,474	592,779

LIMITATION OF OWNERSHIP OF COMMERCIAL BROADCASTING STATIONS.

40. Section 53 of the Act provides that—

A person shall not own, or be in a position to exercise control, either directly or indirectly, of, more than—

- (a) one metropolitan commercial broadcasting station in any State;
- (b) four metropolitan commercial broadcasting stations in Australia;
- (c) four commercial broadcasting stations in any one State; or
- (d) eight commercial broadcasting stations in Australia.

This provision was first enacted as a regulation under the *Wireless Telegraphy Act 1905-1936* in November, 1935.

41. Of the 102 commercial broadcasting stations which were licensed on 30th June, 1950, 32 were being operated by persons or organizations which were in a position to control only one station, and ten were being operated by persons or organizations which were substantially interested in or in a position to control two stations.

42. The rest of the stations (namely, 60) were operated by organizations with substantial interests in three or more stations, one organization being in a position to control, directly or indirectly, eight stations.

43. In no case did it appear, from the returns supplied to the Board in pursuance of the Act, that there had been any infringement of the provisions of section 53, but this question is under constant review by the Board, which makes reports and recommendations to the Minister on all proposals for transfers of licences and also for transfers of shares in companies holding licences.

44. Newspaper companies or companies or persons substantially interested in newspapers owned nineteen of the 102 stations, and held shares in 25 other stations.

NETWORKS OF COMMERCIAL BROADCASTING STATIONS.

45. One of the outstanding features of the Commercial Broadcasting Service is the organization of stations into groups, called networks.

46. The basic objectives of networks are twofold—

- (a) to facilitate the sale to advertisers of station time on a joint basis by the associated stations,
- (b) to provide programmes of a standard which could not be regularly maintained except by the co-operation of a number of stations.

47. The economic basis of networks is the sale to advertisers of broadcasting time by the member stations jointly, which has many advantages both for the advertisers and the stations. From the point of view of the listener the production of programmes on a network basis has clearly many advantages. Some apprehension has been expressed, however, in recent years because of the obvious possibility that the operation of networks may result in monopoly control of commercial broadcasting. This view has been expressed particularly in the United States, where the operation of networks is on an extensive scale. (See, e.g. Robinson, *Radio Networks and the Federal Government*, New York, 1943.)

48. The operations of networks were examined, in 1941, by the Joint Parliamentary Committee on Broadcasting (the Gibson Committee), which expressed the view that "whilst there is nothing inherently wrong with the network system of commercial stations, its future developments and the danger of monopoly control should be watched by the Parliamentary Standing Committee".

49. The Parliamentary Standing Committee on Broadcasting (Second Report, 1943) made a series of recommendations regarding the control of networks, the main purpose of which was to ensure that there should

be Ministerial control of the relationships between licensees of commercial broadcasting stations and networks.

50. Following consideration of the recommendations of the Standing Committee, the Australian Broadcasting Act was amended in 1946 to provide for the making of regulations controlling the operations of networks, and a condition was inserted in the licence for each commercial broadcasting station as under:—

the licensee shall not without the consent in writing of the Postmaster-General—

- (a) acquire any share in any network company, or
- (b) enter into or renew any agreement or arrangement with any network or similar organization concerning the provision of programmes or the broadcasting of advertisements.

51. Section 6x (4) (d) of the Act, as amended by the Act of 1948, empowers the Board—

to regulate the establishment of networks of broadcasting stations and the making of agreements or arrangements by licensees of commercial broadcasting stations for the provision of programmes or the broadcasting of advertisements.

52. The two principal networks in existence at present are the Macquarie Broadcasting Network and the Major Broadcasting Network.

53. The Macquarie Broadcasting Network is a proprietary company in which the following stations (known as "member stations") were shareholders on 30th June, 1950:—

*Macquarie Broadcasting Network.*

<i>New South Wales—</i>	<i>Queensland—</i>
2CA Canberra.	4BH Brisbane.
2GB Sydney.	4BU Bundaberg.
2HR Lochinvar.	4GY Gympie.
2LF Young.	<i>South Australia—</i>
2LT Lithgow.	5DN Adelaide.
2MW Murwillumbah.	<i>Tasmania—</i>
2PK Parkes.	7HO Hobart.
<i>Victoria—</i>	7LA Launceston.
3AW Melbourne.	

Stations 2MG Mudgee, 3CV Maryborough and 5RM Renmark were member stations, but not shareholders.

Macquarie Broadcasting Service Pty. Ltd. has an arrangement with a number of other stations, in accordance with which they may co-operate with the network on agreed terms in the sale of station time for the broadcasting of Macquarie programmes. On the 30th June, 1950, the following stations were co-operating stations—

<i>New South Wales—</i>	<i>Queensland—</i>
2AD Armidale.	4AY Ayr.
2AY Albury.	4CA Cairns.
2BE Bega.	4GR Toowoomba.
2BH Broken Hill.	4LG Longreach.
2BS Bathurst.	4MB Maryborough.
2DU Dubbo.	4MK Mackay.
2GF Grafton.	4RO Rockhampton.
2GN Goulburn.	4TO Townsville.
2HD Newcastle.	4VL Charleville.
2KM Kempsey.	4WK Warwick.
2MO Gunnedah.	4ZR Roma.
2QN Deniliquin.	<i>Western Australia—</i>
2RG Griffith.	6AM Northam.
2TM Tamworth.	6CI Collie.
2WG Wagga.	6GE Geraldton.
2WL Wollongong.	6KG Kalgoorlie.
<i>Victoria—</i>	6PR Perth.
3BA Ballarat.	6TZ Dardanup.
3BO Bendigo.	<i>Tasmania—</i>
3GL Geelong.	7AD Devonport.
3MA Mildura.	7BU Burnie.
3SR Shepparton.	7DY Derby.
3UL Warragul.	7QT Queenstown.
3YB Warrnambool.	

54. The Major Broadcasting Network is not a company, but is an association of which the following stations were members on 30th June, 1950:—

<i>New South Wales</i> —	<i>South Australia</i> —
2KO Newcastle.	5AD Adelaide.
2UW Sydney.	5MU Murray Bridge.
	5PI Port Pirie.
	5SE Mt. Gambier.
<i>Victoria</i> —	<i>Western Australia</i> —
3DB Melbourne.	6IX Perth.
3LK Lubeck.	6MD Merredin.
	6WB Katanning.
<i>Queensland</i> —	<i>Tasmania</i> —
4AK Oakey.	7EX Launceston.
4BK Brisbane.	7HT Hobart.

55. There are also the following associations of stations or groups of stations in the same ownership which are described as networks, but their operation is confined to one State:—

*Victorian Broadcasting Network*—Stations 3HA Hamilton, 3SH Swan Hill and 3TR Sale.

*The Queensland Broadcasting Network*—Stations 4BC Brisbane, 4GR Toowoomba, 4MB Maryborough, 4RO Rockhampton and 4SB Kingaroy.

*The "Advertiser" Broadcasting Network*—Stations 5AD Adelaide, 5MU Murray Bridge, 5PI Crystal Brook and 5SE Mount Gambier.

*Whitford's Broadcasting Network*—Stations 6PM Perth, 6AM Northam, 6GE Geraldton and 6KG Kalgoorlie.

*The Tasmanian Coastal Broadcasting Network*—Stations 7AD Devonport, 7BU Burnie, 7DY Derby and 7QT Queenstown.

56. Since its establishment the Board has carried out a continuous investigation of the operation of networks, and shares the opinion of the Parliamentary Committees referred to above, that on the whole their activi-

ties are beneficial to listeners, in that these combinations of stations permit programmes to be produced on a scale which could not be undertaken by any individual organization. The possibility that networks may exercise too great control over the operations of individual stations is, however, real, and this aspect of the matter requires constant vigilance, to secure a proper balance between the interests of the networks and the individual stations. The Board's approach to the regulation of network activities is not one of bureaucratic interference, but is based on increasing the benefits which networks are undoubtedly able to confer on listeners, especially listeners in rural areas, while at the same time preserving the independence of individual stations.

57. The precise steps to be taken will depend on the circumstances of each particular case. The stated object of all networks is to improve broadcasting by co-operative means, and this principle does appear to be applied in practice, having regard, of course, to the exigencies of a competitive system financed by revenue from advertising.

#### TRANSFER AND SUB-LETTING OF LICENCES.

58. Under section 50 of the Act, a licensee of a commercial broadcasting station is not permitted to transfer the licence or assign, sub-let or otherwise dispose of the licence except with the consent in writing of the Minister, who is, under section 52A, required to take into consideration any recommendation the Board may make concerning the matter. During the year approval was given for the transfer of the licence for station 4LG Longreach from the Longreach Printing Company Proprietary Limited to Mr. E. B. Connor, of Longreach.

59. At the 30th June, 1950, the following six stations were, with the consent of the Minister, being operated by persons other than the licensees—

Station.	Licensees.	Date of original consent.	Operating company.
2CH Sydney ..	New South Wales Council of Churches Service ..	14.4.36	Amalgamated Wireless (A/asia.) Ltd.
3CV Maryborough ..	Central Victoria Broadcasters Pty. Ltd. ..	17.12.41	J. R. Birt Pty. Ltd.
3SH Swan Hill ..	Swan Hill Broadcasting Co. Pty. Ltd. ..	5.4.37	Central Murray Broadcasters Pty. Ltd.
3KZ Melbourne ..	Industrial Printing and Publicity Co. Ltd. ..	10.2.32	3KZ Broadcasting Co. Pty. Ltd.
3XY Melbourne ..	Station 3XY Pty. Ltd. ..	17.5.35	Efttee Broadcasters Pty. Ltd.
5RM Renmark ..	River Murray Broadcasters Ltd. ..	13.9.37	Hume Broadcasters Ltd.

#### STATE BROADCASTING ADVISORY COMMITTEES.

60. Section 6q of the Act provides that the Minister shall appoint in each State a Broadcasting Advisory Committee, whose functions shall be to advise the Board with respect to any matter relating to the programmes of broadcasting stations, television stations, or facsimile stations. Prior to the establishment of the Board these Committees were required to advise the Minister. Advisory Committees were accordingly appointed in the various States and a list of the members was contained in Appendix "A" of the Board's First Report. The present term of appointment of the Advisory Committees expires on the 30th September, 1950, and the Minister has decided to defer their re-appointment until he has had an opportunity of examining the matter for the purpose of determining the best manner in which the Committees may contribute to the development of broadcasting services.

61. The Board is fully aware of the great importance of maintaining an active interest by local bodies in broadcasting problems. It hopes that it will be practicable to provide for the establishment, in each State, of Advisory Committees which will be qualified to advise it in respect of particular aspects of broadcasting.

#### UNESCO NATIONAL CO-OPERATING BODY FOR RADIO.

62. During the year the Board has been represented by one of its members on the UNESCO National Co-operating Body for Radio. This is one of several Co-operating Bodies which have been established to advise on Australian policy in relation to the general programme of the United Nations Educational, Scientific and Cultural Organization and to advise and assist in the carrying out of UNESCO projects in Australia and other UNESCO activities. The members of the Co-operating Body for Radio include representatives of the Australian Broadcasting Commission, the Australian Federation of Commercial Broadcasting Stations, the Postmaster-General's Department, the Musicians' Union, the Professional Radio Employees' Institute, and Actors' and Announcers' Equity, as well as of the Board.

63. This Body has advised on the briefing of the Australian Delegation to each of the five sessions of the UNESCO General Conference held so far. It has been particularly concerned with the attitude which the delegation should adopt towards UNESCO's programme in radio, but it has also been able to give useful advice on other matters in the field of mass communications, such as, for example, UNESCO's Survey of

Mass Communication Facilities throughout the world, its Draft Agreement on the Importation of Educational, Cultural and Scientific Materials, and its work on Copyright.

64. Acting on the advice of the Body, the Director-General of UNESCO arranged for the attendance of two Australians at meetings of UNESCO's Radio Programme Commission—Dr. Keith Barry, Controller of Programmes, Australian Broadcasting Commission, in 1948, and Mr. John Ridley, President, Australian Federation of Commercial Broadcasting Stations, in 1949. Both Dr. Barry and Mr. Ridley were able to give the Director-General of UNESCO useful advice on ways in which UNESCO might encourage broadcasting organizations to use the radio to help develop understanding between nations. One result of these meetings has been the production by UNESCO of a fortnightly script entitled "UNESCO World Review". This is distributed in English, Arabic, Spanish and French and used in 106 countries or territories. It is used regularly in Australia by several broadcasting stations. The UNESCO Radio Division also makes available to Member States without charge a number of recorded features and talks which have been broadcast by Australian stations.

65. The current programme of UNESCO includes the following broadcasting activities:—

- (a) to supply radio broadcasting organizations with documentation and material, written or recorded, designed to promote the purposes of the Organization;
- (b) to supply, whenever possible, on request from Member States, radio material to meet their special requirements;
- (c) to arrange the production of radio documentary and feature programmes on education for adults in rural districts, in co-operation with radio producers from Member States and making use of the Organization's mobile recording equipment.

66. The significance of broadcasting in furthering the objectives of UNESCO is clearly very great, and valuable work has been done in Australia by both national and commercial stations. Through the activities of UNESCO, Australia may be able to make a useful contribution to the development of broadcasting services in countries where these services have made relatively little progress, and this aspect has been prominent in recent discussions of the Co-operating Body for Radio, particularly at the meeting which considered Mr. Ridley's report on the meeting of the Radio Programme Commission held in Paris on 24th-29th October, 1949.

67. For some years UNESCO has been making surveys of Technical Facilities in Press, Film and Radio in Member States, the results of which have been published in a series of valuable reports prepared by the Commission on Technical Needs. These surveys were continued in 1950, and Australia was included in the list of countries to be included in the report for this year. The questionnaire on radio facilities in Australia was considered by the Co-operating Body and it was arranged that the answers to the questionnaire should be prepared by the Board. The UNESCO field worker who was responsible for the Australian survey (M. Pierre Frederix) visited Australia during the year and conferred with the Board and its senior officers. He also met several officers of the Australian Broadcasting Commission and the President of the Australian Federation of Commercial Broadcasting Stations. The report will be published shortly and will contain a useful survey of the Australian broadcasting structure.

#### DEFAMATION BY MEANS OF BROADCASTING.

68. The Board receives from time to time complaints from persons who allege that defamatory statements have been made about them in broadcasts. Such persons, have, of course, available to them the appropriate legal remedies provided by the law of defamation, and they are so advised by the Board. Unless the statements complained of constitute matter which is indecent or such as to cause offence to any section of the public (when sections 91 and 92 of the Act would apply), the Board is unable to take any other action.

69. Questions of civil and criminal responsibility for matter broadcast are regulated by the State law with which the Board is not directly concerned, but the Board's experience since its appointment prompts it to refer to the well-known legal difficulties which arise in the application to broadcasting of the law of defamation, and particularly of the distinction between slander, or oral defamation, and libel, or written defamation. Except in New South Wales and Queensland, where the distinction between slander and libel has been abolished by legislation, it would appear that defamatory matter which is broadcast is slander (even if broadcast from a script) and for the person aggrieved to succeed in an action at law, it is necessary for him to prove "special damage" or actual monetary loss. The whole question is, however, of considerable complexity, as appears from the learned paper on "Radio, Television and the Law of Defamation" read by His Honour Mr. Justice Barry of the Supreme Court of Victoria at the Sixth Legal Convention of the Law Council of Australia held in Melbourne in July, 1949, and the discussions on the paper at the Convention, which are published in the *Australian Law Journal*, volume 23, pages 203 and following. This subject has been authoritatively considered by the Committee on the Law of Defamation appointed in England in 1939, which reported in September, 1948. The Committee's Report (Cmd. 7536) contains the following statement and recommendation:—

A defamatory statement transmitted over the radio in a broadcast, reaching, as it may, an audience of many millions, is calculated to cause as much, if not more, damage than a written report in a newspaper however large its circulation. The existing law as to defamatory broadcasts is not wholly clear and has not been the subject of any English decision. The view generally accepted in this country is that a broadcast which is read from a written script—as is the practice in the great majority of broadcasts—amounts to libel, while a broadcast spoken extempore amounts only to slander. For so artificial a distinction, there can be little justification. We consider that all defamatory broadcast statements should be treated as libels and we accordingly recommend that statements or images broadcast by radio-transmission and capable of reception by means of radio-receivers should be deemed to be published in writing by the person, firm or corporation responsible for the broadcasting of such statements or images.

70. To this extract may be added by way of comment that it appears to follow from the Australian decision in the case of *Meldrum v. Australian Broadcasting Co. Ltd.* (1932) V.L.R. 425 (which is not referred to by the Committee), that defamatory matter broadcast from a script would not necessarily be held to be libel, so that the position in Australia (except in New South Wales and Queensland) is even less satisfactory than in England. The Board feels that at the present time there may be cases in which the existing rules lead to injustice and that there are very strong grounds for adopting in Australia the recommendations of the English Committee. For this reason, it has taken the opportunity of inviting attention to this question, which is, of course, a matter for the State Government concerned.

#### FINANCIAL ACCOUNTS OF THE BOARD.

71. In conformity with the provisions of section 6p of the Act, a statement of the financial accounts of the Board for the year ended 30th June, 1950, appears in Appendix B of this Report.

### PART III.—TECHNICAL SERVICES.

#### REVIEW OF EXISTING BROADCASTING FACILITIES.

72. The Board is required by section 6K (1) (a) of the Act to "ensure the provision of services by broadcasting stations, television stations and facsimile stations, and services of a like kind, in accordance with plans from time to time prepared by the Board and approved by the Minister".

73. As mentioned in paragraphs 12 and 13, the Australian broadcasting system had been developed, prior to the establishment of the Board, to a stage where there were 37 national and 102 commercial broadcasting stations operating in the medium frequency band. For this reason, the Board felt obliged, before making any plans for the improvement or expansion of the existing services, to make a review of the coverage of transmitters which are already in operation. The Board made this review during the year and its investigations revealed that, notwithstanding the progressive development of the broadcasting system during recent years, there are still many listeners in the Commonwealth who are without any reliable broadcasting service. Whilst this applies in particular to the more remote country regions, the technical quality of the service in many centres of comparatively dense population is of an inferior grade because the strength of the available signal is insufficient to override the interference experienced by listeners as the result of the operation of neighbouring electrical apparatus and of atmospheric disturbances. The most effective method of overcoming these deficiencies is by erecting additional stations and by increasing substantially the operating power of those already in operation. The number of new stations which may be established is, however, limited by the restricted number of the available frequency channels (which subject is referred to in paragraphs 101 to 109), and the economic problem involved in providing stations to serve a comparatively small number of listeners in remote areas. Accordingly, the Board has given consideration to the questions of increasing the power of Australian broadcasting stations and of establishing additional stations, for the purpose of determining the extent to which these measures should be adopted in order to improve services for listeners.

#### INCREASE IN THE OPERATING POWER OF STATIONS.

74. The operating power of both national and commercial stations in Australia is, generally speaking, on a lower level than that of most other countries and a much improved service will be provided if the power of Australian stations is increased. Increases in power would provide a stronger signal over greater areas and thus improve the quality of reception of those listeners who are at present dependent on comparatively weak signals from distant stations and also of those whose enjoyment of the available services is affected by the high noise level in the areas in which they reside.

75. The tendency throughout the world is to make use of higher power for the purpose of providing a better grade of service for listeners, and apart from the special local considerations which would suggest the desirability of increases in the power of certain Australian stations, there have been notable developments in neighbouring countries which point strongly to the necessity for considering a general increase in the power of broadcasting stations in the Commonwealth. As a member of the International Telecommunications Union, Australia recently participated in a Regional Conference of countries held for the purpose of reaching agreement on the use of frequency channels in the Pacific area in a manner which would avoid mutual interference. At this meeting the representatives of Pakistan, China and the Philippines indicated that

proposals were in hand for the extension of the broadcasting services in their countries by the addition of new high power stations with power up to 100,000 watts, compared with the maximum operating power of 10,000 watts in Australia at the present time.

#### PLANS FOR THE DEVELOPMENT OF THE NATIONAL BROADCASTING SERVICE.

76. As indicated in paragraph 12, the national stations are intended to provide a service throughout the whole of the populated areas of the Commonwealth, and in some cases they provide the only reliable service available to listeners. Most national stations have therefore been allotted comparatively high power on the more favorable of the channels in the band of medium frequencies allotted under the International Radio Regulations for broadcasting purposes.

77. On 30th June, 1950, there were 39 medium frequency national stations, the location of which is shown in the map attached to Appendix A, and further particulars of which are contained in Appendix C. Of these 39 stations, 20 were operating on a power between 5,000 watts and 10,000 watts, whilst the power of the other nineteen stations was 2,000 watts or less. After surveying the particular requirements of the area served by each of these stations, the Board has reached the conclusion that there should be a very substantial increase in the power of a number of the major national stations and that the power of other stations should also be considerably increased.

78. Whilst the power increases which are contemplated by the Board will greatly improve the efficiency of the National Broadcasting Service, it will still be necessary to provide additional national stations to extend the service to certain areas of the Commonwealth which will not be covered by existing transmitters, even with the additional power now contemplated. The Board therefore proposes to arrange for the establishment of a number of new regional stations ranging in power from 200 to 10,000 watts, the lower-powered stations being intended to improve the signal strength in large towns which, although within the primary coverage (non-fading area) of existing stations, do not, for various reasons, receive a satisfactory service, and the higher-powered stations being installed in areas at present outside the primary coverage of stations already in operation.

79. The implementation of these plans will present certain distinct advantages to listeners. For example, they will—

- (a) enable listeners within the present service area of the national stations for which increased power is proposed, to receive a much better service;
- (b) at night time, when the secondary service is available, enable about 99 per cent. of the population to receive, with a reasonable degree of satisfaction, two national programmes;
- (c) materially improve conditions for many listeners whose reception is now adversely affected by interference arising from electrical apparatus; and
- (d) minimize any possible degradation of service as a result of the operation of high power stations in neighbouring countries.

80. Shortly before the expiration of the period to which this Report relates, the Board had submitted to the Minister, as required by the Act, its plans for the development of the National Broadcasting Service. The Board's proposals are dependent in some instances upon the outcome of discussions which, as mentioned in paragraph 106 are to take place with the New

Zealand broadcasting authorities concerning the allocation of frequency channels to Australian and New Zealand stations.

81. The service provided by the national medium frequency stations will continue to be supplemented by the high frequency (short wave) stations, which have been established to supply a service to the very sparsely populated areas of the Commonwealth and its territories. A list of these stations is contained in Appendix C.

#### POWER FOR COMMERCIAL BROADCASTING STATIONS.

82. The difficulty of resolving the question of operating power for commercial broadcasting stations arises from the fact that there are insufficient frequencies to provide a clear or exclusive channel for each operating station. Power must therefore be determined having regard to the following fundamental factors:—

- (a) certain stations must operate under shared channel conditions which place a limitation on the area which they may cover with an effective service; and
- (b) as far as technical conditions and the interests of listeners will permit, equitable relationships between competing stations should be preserved.

83. Prior to the establishment of the Board, commercial stations operating on clear channels had been authorized to utilize power up to a maximum of 2,000 watts, whilst those required to operate on shared channels had been limited to much lower power. Under the present operating conditions of the 102 commercial stations, 32 operate on clear channels and 70 operate on shared channels, with power as indicated below:—

Number of stations.	Authorized power.
5 .. .. .	100 watts
25 .. .. .	200 "
8 .. .. .	300 "
31 .. .. .	500 "
5 .. .. .	600 "
1 .. .. .	750 "
13 .. .. .	1,000 "
14 .. .. .	2,000 "

84. The Board feels that it will be useful to explain, in regard to the operating conditions of commercial stations, that there are several factors which affect the coverage (or service area) of a broadcasting station, including the frequency allocated, the soil conductivity, efficiency of the aerial system and the radiated power. The principal factor is, however, the type of channel allocated to a station, i.e., clear or shared. Coverage of stations which are required to share a channel is severely restricted during the night time as a result of mutual interference between them, and it cannot be extended by increasing the power of the stations concerned. On the other hand, stations operating on clear channels are not subject to such a restriction and their coverage is limited only by the incidence of noise or by the natural phenomenon of fading. Where fading is not the determining factor, increases of power for these stations result in an extension of the area in which a satisfactory service can be provided. The result therefore is that while increases of power for stations operating on shared channels will not extend their service area during the night hours, the position is entirely different with stations on clear channels which are in general able to extend their service area by the use of higher power. The coverage of stations on shared channels during daylight hours would be slightly extended by increasing their power and, generally speaking, a better service would be rendered to listeners situated on the fringe of their existing service areas. During hours of darkness, there would be no extension of the existing service areas, but the strength of signal available to listeners would be raised.

85. The review which has been made by the Board suggests that there is still much room for development on the technical side of the broadcasting services. In the case of the commercial stations operating in capital cities (other than Hobart) and operating on clear channels in country districts, the review indicates that further investigation must be undertaken before a conclusion can be reached as to the policy to be adopted.

86. However, the position of the low powered country stations operating on shared channels has caused the Board considerable concern because of the persistent applications which have been made by these stations for an improvement in their operating conditions, and the fact that many of them are deferring the purchase of more efficient transmitting equipment whilst awaiting a decision on their applications.

87. The investigations which have been made indicate that there are no serious technical or other objections to the grant of increased power to this class of station, although such a course may entail some modifications to existing standards relating to the geographical separation of stations, and some frequency changes.

88. The Board has, therefore, formulated an interim plan for improving conditions in country districts which are being served by low-powered stations operating on shared channels. This interim plan envisages the use of higher power by all country broadcasting stations occupying shared channels or channels which have been regarded as reserved for ultimate use on a shared basis. Summarized, the considerations which have led the Board to adopt the procedure which has been explained in this part of the Report are—

- (a) the inherent disadvantages under which shared channel stations are required to operate when compared with those which operate on a clear channel;
- (b) the need to investigate further the probable adverse effect on shared channel country stations of any plan which would afford the clear channel stations greater advantages than they now enjoy;
- (c) the very much greater advantages which would be gained by stations operating on clear channels from the use of higher power than would be gained by shared channel stations;
- (d) the fact that increases of power of a relatively limited extent may be granted to shared channel stations without prejudicing greatly any rearrangement of frequency allocations which may be required later for the expansion of the commercial service;
- (e) the possible need, which has yet to be investigated, of requiring a change of operating conditions of clear channel stations, involving perhaps some measure of sharing—a course which would be made more difficult if higher power were authorized now for these stations.

89. Following the Minister's approval of the interim plan referred to in the preceding paragraph, the Board on 8th June, 1950, informed the licensees of commercial stations of its conclusions and invited them to submit such information as they saw fit concerning their services in order that the special requirements of each station might be assessed with a full knowledge of local conditions.

90. It was not practicable to reach finality concerning this matter before the end of the period to which this Report relates because, amongst other reasons, it was necessary, as explained in paragraph 106, to consult the New Zealand Administration before the power of stations operating on certain frequency channels could be increased.

91. As indicated in paragraph 84, the coverage of stations operating on shared channels can be extended during daylight hours by the use of higher power. For this reason, the Board is considering the practicability and the desirability of authorizing some of these stations to operate on higher power during daytime, when there is no interference between stations sharing the same channel.

#### ADDITIONAL COMMERCIAL BROADCASTING STATIONS.

92. There is still a great demand for licences for new commercial stations and by 30th June, 1950, 955 applications had been recorded, distributed amongst the various States as under:—

State.	Country.	Metropolitan.	Total.
New South Wales .. ..	317	79	396
Victoria .. ..	112	70	182
South Australia .. ..	57	41	98
Queensland .. ..	144	33	177
Western Australia .. ..	30	21	51
Tasmania .. ..	27	23	50
Northern Territory .. ..	..	..	11
Total .. ..	..	..	955

93. Many of these applications are of long standing (some dating from the early days of commercial broadcasting) and in a number of cases the applicants may no longer be interested in securing a licence. It is, however, clear from correspondence received during the year that many organizations and individuals are anxious to enter the commercial broadcasting field.

94. The Board's investigations have disclosed that a satisfactory commercial broadcasting service is not available in many of the areas from which applications have been received, and in a number of cases there is reason to believe that licences for additional stations would be justified if it were practicable to grant them.

95. As has been pointed out previously, and is discussed in paragraphs 101 to 109, the further expansion of the Commercial Broadcasting Service is restricted to a very considerable extent by the limitation on the number of channels which are available. The Board has been engaged during the year on an investigation into the possibility of allocating channels for additional commercial stations, but this investigation was not completed at the end of the period to which the Report relates.

96. The Board is aware of the arguments which have been advanced for the proposition that the limited number of frequency channels should not be the determining factor in the licensing of additional stations, and conditions in the United States of America, which although using the same band of frequencies as the Commonwealth has licensed 2,276 broadcasting stations, have frequently been quoted as an example of what might be done in Australia. It would, however, be impracticable, for many reasons, to adopt the American practice in this country.

97. The high density of population in the United States enables the licensing authority in that country to impose conditions on licences, especially in relation to the use of shared channels, which restrict the service areas of stations to an extent which would be economically impossible in Australia. If the sharing conditions which are observed in America were applied in Australia, the effect on service areas would, generally speaking, be such that not only would a great number of listeners be deprived of their present service, but many of the stations would be unable to continue in operation.

98. The following comparisons may be of interest. The areas of the United States and Australia are approximately the same. The population per station in the United States of America is approximately 68,435 and in Australia approximately 55,717. In Australia there are 127 stations in the eastern States, an area less than half that of the United States, and 46 of these are in New South Wales, which is about one-tenth of the area of the United States. The majority of these 46 stations are distributed over less than half the State, and, in consequence, in this part of Australia, the density of stations, in terms of geographical area, also approaches the average for the United States. Of the 2,276 stations which were licensed in the United States on 1st January, 1950, 1,078, or nearly half, are of a power of 250 watts or less and of these 910 operate on six "local channels". The service area at night of these 1,078 stations is limited to about 12 miles. Of the remaining stations, there are 620 operating in the daytime only, and 625 which are required to employ directional aerials to reduce interference with other stations at night. There are only 63 stations operating at night with a power above 250 watts, which do not employ some device to reduce night-time interference such as reduced operating power, or use of directional aerials.

99. Prior to the establishment of the Board the practice in accordance with which the frequencies and operating powers of commercial broadcasting stations were allocated was, generally speaking, the determination of a service area based on the protection of each station's signal from interference up to the 1 mv/m. contour at night. This practice was in accord with the basis adopted in the United States of America for certain classes of stations, but for other classes of stations a much more limited service area was provided and this area for all stations has, especially since 1937, been progressively reduced, mainly for the purpose of permitting the licensing of additional stations.

100. The Board has examined all aspects of this question, especially in relation to the determination of increased power for commercial broadcasting stations on shared channels, and the licensing of additional stations. While there may be some advantages in varying the basis previously adopted in Australia, it is evident that the overwhelming differences in population density render it impracticable to apply here some of the later practices adopted in the United States of America. At a later stage the Board hopes to be able to publish some conclusions on the technical standards for the allocation of frequencies and power for shared channel broadcasting stations, a subject on which considerable technical investigation is desirable.

#### ALLOCATION OF FREQUENCIES—INTERNATIONAL REGULATIONS.

101. References have been made in the preceding paragraphs to the limitations which are imposed by the International Radio Regulations on the use of frequency channels for broadcasting purposes, and it is appropriate that some account should be given of developments which have taken place recently in the regulation of the allocation of frequencies on an international basis. Because the frequency channels used for radio communication services (including broadcasting) are capable of interfering with, and are subject to interference from, the services of other countries, and as the number of channels available is not sufficient to meet all demands, it has been necessary for many years for their use to be regulated by international agreements. The International Telecommunications Union, with head-quarters in Switzerland, has acted as the central organization where the frequency requirements of all countries are registered and circulated to

all members, under regulations agreed upon at the International Conference of Madrid, 1932, and of Cairo, 1938.

102. The rapid growth of all radio services during and subsequent to the war, made necessary a review of the allocation of the available frequency channels between the various services (aeronautical, maritime, broadcasting, &c.), and at the Atlantic City Radio Conference of 1947 an increased number of channels was made available to the broadcasting service, particularly in the high frequency bands which are most useful for long-distance coverage. In addition, in order that the requirements of all countries could be co-ordinated, an enlarged international organization was set up by the formation of the International Frequency Registration Board, a body of eleven members chosen on a wide geographical basis. The essential duties of this body were to effect an orderly recording of frequency assignments made by the respective countries and to furnish advice to members of the International Telecommunications Union with a view to the operation of the maximum practicable number of channels in the portions of the spectrum where serious interference may occur.

103. The frequency bands available for broadcasting (other than very high frequency broadcasting) as a result of the conclusions reached at the Atlantic City Conference are as follows:—

Medium frequency broadcasting—

535-1,605 kilocycles per second.

Broadcasting in tropical areas—

3,200-3,400 kilocycles per second.

4,750-5,060 kilocycles per second.

High frequency broadcasting—

3,950-4,000 kilocycles per second.

5,950-6,200 kilocycles per second.

7,100-7,300 kilocycles per second.

9,500-9,775 kilocycles per second.

11,700-11,975 kilocycles per second.

15,100-15,450 kilocycles per second.

17,700-17,900 kilocycles per second.

21,450-21,750 kilocycles per second.

25,600-26,100 kilocycles per second.

104. Although considerable use has been made by Australia of the medium frequency and high frequency broadcasting bands, it is only recently that transmissions have been commenced in the tropical frequency bands. These are limited in number and are radiated from two stations only, at Brisbane and Perth. Very few existing broadcast receivers are capable of receiving the tropical frequencies, but it seems evident that extended use of the bands is most desirable in the future if those listeners outside the normal range of the medium frequency stations are to receive a satisfactory service.

105. Since 1947, a number of international conferences have been held with a view to the formulation of a new international list of frequencies below 27,500 kilocycles per second, in order that the International Frequency Registration Board might have a sound basis on which to work.

106. The medium frequency band was considered by an Administrative Radio Conference, held in Geneva in 1949, comprising all those countries in Region 3 as defined in the International Radio Regulations, and a reasonably satisfactory list was formulated.\* It was, however, necessary for Australia to make a reservation at this conference to provide for the large-scale changes envisaged by the Board for the broadcasting services of the Commonwealth, some of which are indicated elsewhere in this Report. Australia is so situated

geographically that other countries (except New Zealand) using the medium frequency broadcasting band are so far distant that interference from or to those countries is of a secondary nature, although developments in the use of higher power in the future may alter the situation considerably. An agreement was made with New Zealand in 1948 which limited the permissible operating powers of many stations to values insufficient to meet the needs of the expanded broadcasting service envisaged by the Board, and arrangements are being made to review the agreement.

107. The 3,200-4,300 kilocycles per second tropical broadcasting band was considered by the Region 3 Administrative Radio Conference, and the 4,775-5,060 kilocycle per second tropical broadcasting band was considered by a special frequency allocating board (known as the Provisional Frequency Board), both conferences meeting in Geneva in 1948 and 1949. Provision was made for the operation of stations with frequencies in these bands at six locations within the Commonwealth and New Guinea. As the frequencies concerned have a wide interfering range it will be necessary to co-ordinate their use closely with other countries, particularly Indonesia and South-East Asian countries.

108. Frequency assignments in the high frequency bands have been discussed at three conferences, at Mexico City in 1948-49, at Paris in 1949 and at Rapallo in 1950. A significant feature of discussions at these conferences has been the tendency to make greater use of these bands for international broadcasting, and, as a result, the channels available for national broadcasting under international agreement may, in the future, be much more limited. It has not yet been possible to prepare acceptable lists for the high frequency bands, partly because of excessive demands for channels by some countries, and for other reasons. The conference in Rapallo is continuing but the outcome is not promising.

109. Before any of the lists mentioned above can be brought into operation they must be ratified by a further international conference. An extraordinary Administrative Radio Conference has been proposed for September, 1950, at The Hague, the aims of the Conference being the completion of an International Frequency List and the determination of the manner of bringing it into force.

#### STANDARDS FOR THE TECHNICAL EQUIPMENT AND OPERATION OF BROADCASTING STATIONS.

110. The Board is required by section 6K (1) (b) of the Act to ensure that the technical equipment and operation of broadcasting stations are in accordance with such standards and practices as it considers to be appropriate. In the discharge of this function, it is the intention of the Board to prescribe standards which will result in the application to the Australian broadcasting system of modern techniques and the operation of stations in conformity with sound engineering practices. During the year, the Board has devoted much attention to this matter, because it would be futile to make plans for the expansion of the broadcasting services without simultaneously taking appropriate measures to attain the maximum efficiency in the installation, maintenance and operation of the technical equipment employed. A draft set of technical standards has been prepared for the guidance of the licensees of commercial broadcasting stations and the officers of the Postmaster-General's Department, who are responsible for the operation of the national stations. This will be discussed with the Engineering Committee of the Australian Federation of Commercial Broadcasting Stations and the Post Office before being adopted by the Board.

\* Region 3 includes the following countries: Afghanistan, Australia, Burma, Ceylon, Portuguese Colonies, Colonies &c. of the United Kingdom, Colonies &c. of France, India, Indonesia, Iran, Japan, New Zealand, Pakistan, Philippines, Siam, United States Territories.

111. The standards will apply to all transmitting and technical studio equipment and also deal with such matters as the selection of sites for stations, the performance of transmitting aerial systems, and testing equipment to be held at broadcasting stations. Signal values suitable for various conditions of city and rural service, based on experience of the signal strength necessary to overcome noise in average locations, will be indicated and the signal strengths and fading conditions which define the limits of the primary service area of stations will be stated. Full particulars will be given of the considerations which should be taken into account in selecting a site in order to provide service to the principal town or city associated with any particular station, and in order to avoid excessive blanketing of receivers in the area near the station due to an excessive signal strength, which is regarded as 250 millivolts per metre. In regard to radiating systems, the standards will prescribe the conditions under which directional arrays may be employed for the purpose of increasing the radiation in a particular direction. They will prescribe a minimum height of one-eighth wavelength for all transmitting aeriels and a minimum figure of merit of 150 millivolts per metre unattenuated at a distance of 1 mile for power of one kilowatt input to the aerial. The minimum requirements of an earth system will also be stated. Full particulars will be given of requirements with respect to transmitting equipment, including such matters as percentage modulation, audio frequency response, audio frequency distortion, carrier noise, frequency stability, spurious radiation and such matters relating to the mechanical construction of equipment as shielding, metering, and standard of component parts. Requirements will be laid down for programme control equipment and the power control system associated with the transmitter, as well as emergency standby equipment. The standards will include a section dealing with the acoustic treatment of studios.

#### UNATTENDED OPERATION OF BROADCASTING STATIONS.

112. Several national stations are already being operated by the Postmaster-General's Department by remote control and many requests have been received from licensees of commercial stations for permission to operate transmitters without a technical operator in constant attendance on the plant. The advantages of remote control to the licensee of a station are obvious and the Board considers that the operation of well-designed modern standard broadcast transmitters is so reliable that the unattended operation of the equipment may be authorized, with appropriate safeguards, without any serious risk of interruption to the service of a station. The Board has therefore approved in principle of the use of unattended transmitters on conditions which will be prescribed in the standards mentioned in paragraph 110. In normal circumstances, the Board will require an auxiliary standby transmitter to be available in cases where unattended operation is approved, with provision for remote change over from the main to the auxiliary transmitter.

#### SYNCHRONIZED OPERATION OF BROADCASTING STATIONS.

113. The Board appreciates that its responsibility to ensure the provision of adequate broadcasting services imposes on it the obligation to keep abreast of all developments in broadcasting techniques, and to undertake appropriate research and tests for the purpose of determining whether the introduction of any new methods would enable a better service to be provided to listeners. For this reason, the Board has, during the year, considered the possibility of the use of synchronized operation of broadcasting stations with the object of overcoming, at least to some extent, the difficulties which

are being encountered, because of the limited number of frequency channels available, in establishing sufficient stations to provide an adequate broadcasting service throughout the Commonwealth. The practice of operating two or more stations with synchronized carrier frequencies, that is, with a very low difference in frequency between the carriers, and with the stations radiating the same programme, has been adopted in some overseas countries, particularly in Europe, where the very great demands for the limited number of frequencies available for broadcasting purposes have necessitated recourse to special measures to provide satisfactory broadcasting services. The system is virtually a means of increasing the service areas of stations sharing one channel, the limitation being distortion rather than interference between programmes. It has the disadvantage however, of requiring special equipment and, as previously mentioned, necessitating synchronized transmitters radiating the same programme.

114. The possible application of synchronized operation in Australia is being examined by the Board and comprehensive tests are to be carried out by the Post Office on behalf of the Board on the synchronous operation of two existing national stations. The results of these tests will enable the Board to reach conclusions as to various aspects of synchronized operation which will be of value if, at a later date, it is used in the Australian broadcasting system.

#### FREQUENCY MODULATION (VERY HIGH FREQUENCY) BROADCASTING.

115. Tests are being continued with experimental frequency modulation stations in Sydney, Melbourne and Adelaide, particulars of which are included in Appendix C. Much useful information has been obtained from the tests which have already been conducted and the experience which has been gained is in part responsible for the decision of the Board to adopt frequency modulation for the sound channel in the proposed television services.

116. The Board appreciates that the use of the very high frequency band for broadcasting purposes would provide a means whereby a greater number of stations can be established than is possible in the medium wave band, but as was mentioned in its First Report, there are some difficulties (chiefly economic) in making effective use of the system, not the least of which is the fact that the cost of receiving equipment designed to take full advantage of the improved reproduction and other properties of frequency modulation would be substantially greater than is the case with receivers at present in use. The Board therefore proposes to defer any decision as to the introduction of frequency modulation broadcasting until it is in a better position to gauge the effect on the existing medium frequency services of its plans for the development of the National and Commercial Broadcasting Services.

#### TELEVISION.

##### *Change in Government Policy.*

117. In the Board's First Report, details were given of the preliminary action which had been taken prior to 30th June, 1949, in connexion with the introduction of television into the Commonwealth. It was indicated in the Report that the former Government had, on 14th June, 1949, decided upon the introduction of a national television service into the Commonwealth, initially in the six State capital cities, and had directed the Board, in consultation with the Post Office, to take such preliminary action as was necessary for making preparations for the introduction of the service. In conformity with this direction, the Board and the Post Office examined the tenders which had been previously

received for the provision of television equipment. It was found necessary to obtain additional information from the tenderers on various points and the situation was further complicated by the issue of a writ out of the High Court claiming that the acceptance of any of the tenders for the supply of television equipment would be unlawful. As a result, it was impracticable for the Board and the Post Office to make definite recommendations for the acceptance of tenders until 26th October, 1949, and a decision on the matter had not been reached by the former Government before it ceased to hold office.

118. Following the present Government's announcement of its intention to permit private enterprise to provide commercial television services, the Board, in February, 1950, submitted a report to the Minister indicating various alternative means whereby the policy of the Government in this respect might be implemented.

119. The whole question has since been reviewed by the Government, which, on 27th June, 1950, reached the following decision:—

- (a) that television be developed on a gradual scale only in Australia;
- (b) that initially a National Television Service be established in Sydney;
- (c) that one commercial television licence be issued in Sydney and Melbourne and in any other capital city where it is felt that the applicant's capacity to provide a service justifies the issue of a licence;
- (d) as experience in the technical and preliminary aspects of television is obtained, consideration be given to the extension of the National Television Service to other capital cities and to the larger provincial centres.

These decisions involve substantial amendments to the *Australian Broadcasting Act 1942-1948*, and the preparation of amending legislation was under consideration at the end of the period to which this Report relates.

120. In view of the time which had elapsed since tenders were first invited for television equipment in August, 1948, the Board was directed to arrange, in consultation with the Post Office, for fresh tenders to be called for the station, which is to be established in Sydney. Appropriate action in this regard was being taken at the close of the year, specifications for the station being prepared in conformity with the standards determined by the Board in pursuance of section 6K (1) (b) of the Act.

121. Some particulars were contained in the Board's First Report of the technical standards to be applied to television services in Australia and during the year this matter received further consideration, particularly in the light of developments in practices in overseas countries, where television services have been in operation for some time. Details of the standards finally determined by the Board are contained in Appendix D and certain aspects of them are discussed in the following paragraphs.

#### *Availability of Frequency Channels.*

122. In view of the decision of the present Government that commercial television stations are to be licensed, it became necessary for the Board to examine in some detail the availability for Australian television services of frequency channels in the bands of frequencies which are in use at present in Great Britain and the United States by television stations. The Board had discussions with other Government

bodies operating services in these bands, and as a result, the following channels will be available for projected television services:—

Within two years—three channels between 178 and 204 mc/sec.

After five years—a total of five channels between 174 and 216 mc/sec.

Further negotiations are being conducted with a view to securing that two additional channels in the band between 47.5 and 70 mc/sec. will be available for television services. In addition, it may be possible to employ two channels within the 90-108 mc/sec. band, which, although reserved for frequency modulation broadcasting, have not so far been used to any extent for that purpose. The extent to which this band should be used for television, however, cannot be determined until the Board has reached a decision regarding the introduction of very high frequency broadcasting into Australia.

123. It is thus possible that nine channels in the bands mentioned will ultimately be available for television services, of which five should be available as soon as required. This would enable three stations initially, and five stations ultimately, to be accommodated in each State capital city, and channels to be reserved for the extension of the service to Newcastle, Canberra, and provincial cities, if they were required at a later date.

124. It is of interest to compare the position outlined above with conditions in the United States and in Great Britain, in which countries television is most advanced. The United States has twelve channels between 54 mc/sec. and 216 mc/sec. and Great Britain five channels between 41 mc/sec. and 68 mc/sec. The nine channels expected to be available in Australia, while not giving unlimited scope for television stations, are considered adequate for a considerable number of years to come.

125. It is considered unlikely that the ultra high frequencies above 300 mc/sec., the use of which is being investigated in the United States at the present time, will be employed in Australia for television for a considerable time. The technique of using such frequencies for television is still in the developmental stages. However, in discussions with other Government bodies concerning the allocation of these frequencies, the Board has ensured that a considerable band has been reserved for use in television.

#### *Definition of Picture (Number of Lines).*

126. The Board has watched developments in overseas practice, particularly with regard to standards being adopted for monochrome television in other countries, as well as developments in colour television, with a view to possible modifications of the Australian standard of 625 lines 25 picture per second.

127. In particular, the Board has followed with interest the deliberations of a television sub-committee of the International Consultative Radio Committee (C.C.I.R.) of the International Telecommunications Union. This sub-committee, which comprises representatives of the United States of America, Great Britain, France, and a number of other European countries, has made some attempt to decide upon international standards for television. This attempt has not, however, been completely successful, due mainly, it is thought, to the reluctance of the major countries operating television services, namely Great Britain, France and the United States of America, to agree to certain changes which would necessitate substantial variation in their systems in which a very large amount of capital has been invested. The United States of America has retained its 525 line 30 picture per second

system, Great Britain its 405 line 25 picture, and France its 819 line 25 picture system. The other nations adopted a standard of 625 lines 25 pictures per second, which is the same as the standard adopted by Australia prior to the findings of the C.C.I.R. sub-committee.

128. After careful review of all relevant factors, the Board has concluded that a system employing 625 lines is desirable for the Australian service and will give a more satisfactory resolution than the British or United States system, under stringent viewing conditions, for only a small increase in cost due to the greater band width required.

#### *Picture Frequency.*

129. In the United States of America the picture frequency has been standardized at 30 per second in accordance with earlier practice mainly because in that country commercial power mains operate at 60 cycles. A picture frequency of 30 enables American television pictures to be received at greater brightness levels without the annoying effects of flicker than is the case in Great Britain, where the picture frequency is 25.

130. The Board has examined this problem in the light of overseas developments and considers that the effect of flicker is likely to be overcome in the future by means other than by the raising of the picture frequency, which has the disadvantage of requiring increased band width for a picture of the same number of lines, and further that there is a definite advantage to be gained in retaining a picture rate of 25 per second, especially in the televising of motion picture film. For example, the use of a picture frequency of 25 per second allows the televising of a standard motion picture by means of a special type of motion picture televisor known as a "flying spot scanner". This scanner is capable of giving better reproduction than any other known type. The use of a picture frequency of 30 per second, as in the American system, does not allow the utilization of this technique when normal 24 picture motion picture films are being televised.

131. In view of the importance motion picture film is likely to assume in Australian television programmes, the Board has concluded that because of the advantages of the flying spot scanner, if for no other reason, the advantage lies in favour of a picture frequency of 25 per second in the present state of the television art.

#### *Synchronous or Non-Synchronous Operation.*

132. One point emerged from the deliberations of the C.C.I.R. mentioned in paragraph 127, namely, that it is desirable to employ a picture frequency which is non-synchronous with the power supply, that is, in which the picture frequency is not an integral sub-multiple of the power supply frequency. The use of a synchronous system has, in the past, been advocated on the grounds that it is easier to design transmitting and receiving equipment.

133. At the initial development of television in the United Kingdom and the United States of America, it was thought desirable, if not imperative, to have the field frequency synchronized with the electric supply mains frequency. Recently, however, there have been rapid developments in the design of equipment suitable for operation on a non-synchronous basis. The Board has studied these developments and has arrived at the conclusion that there would be a distinct advantage in standardizing on a non-synchronous system for Australia in view of the fact that it would enable exchange of programmes between two cities such as Melbourne and Sydney, which have power supplies whose frequencies are not interlocked, without the risk of distortion which could occur with a synchronous system operated under the same conditions. To allow for future

developments of this nature the Board has adopted the non-synchronous operation instead of synchronous as originally intended.

#### *Modulation for the Sound Channel.*

134. The Board has given further consideration to the type of modulation to be used for the television sound channel. The intrinsic advantages of frequency modulation at very high frequency have been seen in the many communications fields in the United States of America in which frequency modulation is used, notably sound broadcasting, mobile and fixed radio links, and finally television sound channels. These advantages are freedom from noise (receiver and motor car ignition types) and freedom from co-channel interference. A further specific advantage from a television point of view is a minimum of interference between the sound and picture channels, since each is inherently free from interference from the type of modulation used in the other channel. In addition, the use of frequency modulation for the sound channel enables the receiver manufacturers to design receivers of the inter-carrier type which the Board believes offers certain advantages over the conventional type of receiver. The use of frequency modulation of the sound channel has therefore been retained in the Board's standards.

#### *Colour Television—The Problem of Compatibility.*

135. The Board has watched very closely overseas developments, and after examining all relevant factors, considers that there is no cause for delaying action on monochrome television in Australia on the ground that it may be desirable to supplant or supplement it with colour in a very few years. At the same time the Board has considered whether the possibility of the future introduction of a colour system may make it desirable to modify any of the standards which had been previously adopted. In view of the rapidly changing developments overseas on colour systems it has concluded that the only modification which is desirable is an increase in the channel width from 7 to 7.5 megacycles per second.

#### *Publication of Standards.*

136. In addition to fixing the basic standards for the Australian television service, the Board has also determined such details as the wave form of video signals and the frequency response of vestigial side band transmission, and has prepared drawings covering these items for issue with specifications for transmitting equipment. The Board has provided these drawings and full particulars of the standards to all firms who are likely to engage in the manufacture of television receivers. The Board has consulted freely with the manufacturers, who have expressed their complete satisfaction with the standards which have been adopted.

#### *Television Sites.*

137. The Board has given consideration to the question of a suitable site for the television station in Sydney. The laws which govern the propagation of radio waves at frequencies employed for television purposes are similar to those governing the transmission of light. Large obstacles, such as mountains and buildings, cause shadows where the field strength of the transmitted signal is comparatively low. As a consequence it is highly desirable to minimize the extent of these shadows by raising the transmitting aerial as high as possible above the surrounding terrain. A suitable site is therefore one on an elevated area located as near as possible to the centre of the area to be served. The transmitting aerial can be raised as high as possible by the use of a steel tower, which is usually limited by practical considerations to a height of

about 500 feet. A factor which must be given due consideration in the choice of a site is the effect of Civil Aviation restrictions in limiting the height of any structure, erected on a prospective site.

138. In Sydney, having regard to all the circumstances involved, the Board has selected a site at Gore Hill on the North Shore line. This is the highest land sufficiently close to the city and in addition has all the practical merits of a suitable site for a transmitting station.

#### PART IV.—PROGRAMME SERVICES.

##### GENERAL CONSIDERATIONS.

139. The general function of the Board in relation to programmes, as prescribed in section 6K of the Act, is to ensure that adequate and comprehensive programmes are provided by broadcasting stations, television stations and stations of a like kind "to serve the best interests of the general public".

140. Section 6K also imposes on the Board the following specific obligations:—

- (a) to ensure reasonable variety of programmes;
- (b) to ensure that divine worship or other matter of a religious nature is broadcast for adequate periods and at appropriate times and that no matter which is not of a religious nature is broadcast by a station during any period during which divine worship or other matter of a religious nature is broadcast by that station;
- (c) to ensure that facilities are provided on an equitable basis for the broadcasting of political or controversial matter;
- (d) to determine the extent to which advertisements may be broadcast in the programme of any commercial broadcasting station; and
- (e) to fix the hours of service of broadcasting stations, television stations and facsimile stations.

141. The primary responsibility for the broadcasting of programmes rests, under the Act, with the Australian Broadcasting Commission in respect of the National Broadcasting Service, and with the licensees of commercial broadcasting stations in respect of the Commercial Broadcasting Services, and it is generally conceded that they have done very effective work in their respective spheres. The problem of providing programmes to satisfy the varying tastes of listeners is one which calls for expert knowledge and persistent effort on the part of the broadcasters, and the general attitude of the Board to its responsibilities in respect of programmes is to collaborate with the broadcasters in a combined effort to secure what Parliament has described as the provision of adequate and comprehensive programmes to serve the best interests of the general public.

142. As a form of mass communication, broadcasting possesses unique features, and in the comparatively brief period since its inception it has become an indispensable means of entertainment and enlightenment in nearly 2,000,000 Australian homes. Any innovation in the field of science which so rapidly secures for itself a place in the daily affairs of the individual is clearly a factor of great influence in the life of a nation. The most distinctive feature of broadcasting is that it does not make its appeal to any particular class, but to men, women and children of all ages and in all places. This universal appeal of broadcasting is of special significance from the sociological point of view, and in this field there arise such important general questions as the possibilities of broadcasting as an educational medium and the provision of a unique opportunity for

cultural development generally. There are also many particular problems of great importance in this sphere such as, for example, those associated with the relation of broadcasting to the child listener. Correspondence received by the Board from listeners and organizations on these subjects provides eloquent testimony of the prominence of such matters in the public mind.

143. It was natural perhaps that in the early days of broadcasting there should have been some preoccupation with technical problems, but, whilst these are still very important, especially as there still remain many technical obstacles to the fullest possible use of broadcasting, there is a growing world-wide interest in the less tangible but equally significant matters of a sociological nature. This development is indeed the distinguishing characteristic of modern broadcasting and will assume greater significance with the advent of television. Consequently, the Board's responsibilities in respect of programmes are such as to require that it should be fully and reliably informed at all times concerning broadcasting programmes and that it should undertake continuous research to test their adequacy and acceptability to the general public. During the year, the Board made appointments to the limited number of research positions approved by the Public Service Board in the Programme Services Division and these officers are engaged on a general survey of programmes. Considerable attention is being given to the examination of audience measurement statistics for the purpose of analysing listening habits of the public, and discovering trends in programme interest. It is hoped that the results of such an examination will throw considerable light on the requirements of listeners in different localities, and under differing conditions of life, and that it will be possible to acquire some objective information regarding the sociological effect of broadcasting. It will then be necessary to apply the results to the overall problem of ensuring the provision of adequate and comprehensive programmes. This is a long-term project, but the information already obtained has proved of considerable value in the day-to-day work of the Board.

144. The Board is fully conscious of the need for the utmost co-operation not only with the Australian Broadcasting Commission and representatives of commercial broadcasting stations, as required by the Act, but also with the Universities and other educational authorities both in Australia and overseas. The Board has already taken steps to ensure the collaboration of these organizations, which it is happy to acknowledge.

##### VARIETY IN PROGRAMMES.

145. It has often been claimed that one of the virtues of the Australian broadcasting system is that it provides several alternative programmes in most localities from which listeners may at almost any time make a selection. Whilst the claim is, generally speaking, well founded, there is, nevertheless, ample evidence, both from the Board's own observations and the frequent representations of listeners, that at certain times there is a tendency on the part of the broadcasters in the same locality to broadcast sessions of a very similar character. The problem is perhaps most acute in country districts, where it frequently happens that the programmes being broadcast by the local national and commercial stations are so much alike that the desired variety is not available to their listeners. News broadcasts may be mentioned as an example. It was considered necessary during the war to have a single news service broadcast by all stations at the same times each day. Although several different services are now available, most stations have continued to broadcast them at the standard times adopted during the war. The effect of this practice is to

deprive the public of alternative programmes at those times and the opportunity of listening to the different news sessions which would be available if they were broadcast at other times. Some stations have, however, recently changed the times of their main news broadcasts and the Board will encourage any further developments of this character. Many complaints have been made to the Board that persons who are not interested in sporting programmes on Saturdays and holidays have no acceptable alternative programme. The solution of this particular problem, and the general question of the co-ordination of programmes for the purpose of arranging that listeners in any locality may be assured of reasonable variety, requires very careful consideration, and the co-operation of broadcasters is essential in achieving the desired result. The Board, as a result of the discussions which have already taken place, believes that suitable adjustments to programmes will be practicable and will result in considerable improvements. Since the end of the period to which this report relates several adjustments of this kind have, in fact, been made.

#### RELIGIOUS BROADCASTS.

146. The Board explained in its First Report that, in order to determine what steps were necessary to give effect to the direction of Parliament that "divine worship or other matter of a religious nature should be broadcast for adequate periods and at appropriate times", it had obtained complete information from the Australian Broadcasting Commission and all commercial stations as to the nature and extent of religious broadcasts. It was evident from this information that whilst the Commission and some commercial stations had succeeded in the exceedingly difficult task of providing adequate and acceptable religious broadcasts, the licensees of many other commercial stations required some guidance in regard to this aspect of their service. Accordingly, the Board decided to propose a basis upon which commercial stations might approach the problem of arranging religious broadcasts in conformity with the spirit of the legislation and suggested that the following principles should be applied:—

- (a) Each station should devote at least one hour on every Sunday to such broadcasts at an appropriate time to be approved by the Board.
- (b) As far as practicable, such broadcasts should include the broadcasting of divine worship, that is, a religious service held in a church or other place where corporate devotion by a congregation usually takes place.
- (c) For the purpose of ensuring that as far as practicable services of all denominations are included in such broadcasts, and subject to the reservation in paragraph (h) as to capital city stations, each station, which had not already done so, should approach the local representatives of those denominations which constitute a reasonable proportion of the religious population of the district on a census basis with a view to convening a joint meeting at which an acceptable roster would be prepared. A station might make a reservation approximating 15 per cent. of the total number of its religious broadcasts, so that it might allot services to broadcasters of outstanding ability who might be found in denominations whose adherents were too few in number to enable them to broadcast on the census basis, or in order to provide for special services such as centenaries or visits of prominent ecclesiastics. The population and denominational figures published by the Commonwealth Statistician in

1947 in respect of the city, municipality, shire or other local government area in which the station is located, should be taken as a guide.

- (d) In determining the churches or places from which the broadcasts are to be made, a station should have regard to the suitability of particular buildings or locations, the inability of local clergymen to provide for regular broadcasts, or other special circumstances which might render it impracticable for a station to comply with these principles.
- (e) As an alternative to broadcasts in the city or district where the station is situated, a station might relay a broadcast on behalf of any denomination from any other station, provided the local representative of that denomination agrees and provided the relay was in accordance with the agreed roster.
- (f) A station should not charge a denomination for land lines, recording, station time or staff costs for such broadcasts, but if a particular denomination desires to broadcast additional sessions and the station was willing to provide them, appropriate charges for such sessions might be made at the option of the station.
- (g) In the application of these principles, the Board would, in every case, have regard to the nature of the religious broadcasts (if any) already conducted by each station and the local circumstances of each station.
- (h) In the case of capital city stations, the Board would also have regard to the necessity for avoiding an excessive number of broadcasts of divine worship at the same time, and to the necessity for consultations between the stations, as well as the denominations, for the allocation of appropriate times.

147. Experience has shown that it is difficult to arrange religious broadcasts on a basis which is entirely acceptable to all denominations, but the Board is able to report that a substantial measure of success has already been achieved by the licensees of most commercial broadcasting stations in providing for the broadcasting of religious matter as required by the Act.

148. It is pointed out above that the Act requires the Board to ensure that "no matter which is not of a religious nature is broadcast by a station during any period during which divine worship or other matter of a religious nature is broadcast by that station". This unique provision appears to the Board to be capable of two interpretations. On the one hand, it may have been the intention of the legislature to ensure that broadcasters should not offend against good taste and common sense by combining in one session religious matter and matter which is patently not religious in nature, such as for example, advertising. The Board believes that it is extremely unlikely that any broadcaster would deliberately allow this to be done and, in fact, no instances of this kind have been under notice. On the other hand, the provision may be interpreted as requiring that the Board should make a judgment as to what may be appropriately included in a broadcast of religious matter. The Board came to the conclusion at an early stage after some discussions with certain stations that this would be an impossible task and that no guidance (except in terms so broad as to be practically meaningless) could be given to stations as to the application of this provision. Leaders of religious denominations have expressed some uncertainty and apprehension as to the effect of this provision which in certain circumstances might be construed as implying some form of censorship of religious broadcasts. Whilst the Board does not consider that the

provision was intended to interfere in any way with complete freedom of religious expression, it suggests that Parliament might see fit to review the matter and clarify the Board's obligations under this particular sub-section.

#### POLITICAL BROADCASTS.

149. It has been indicated in paragraph 140 that the Act requires the Board to ensure that "facilities are provided on an equitable basis for the broadcasting of political or controversial matter". In the First Report the Board referred to this provision in the following terms:—

101. The provision in the Act that the Board should ensure that equitable facilities are made available for the broadcasting of political and controversial matter expresses an ideal which every democracy might be expected to attain. It should not be overlooked that the number of broadcasting stations which may be licensed is strictly limited by the International Regulations. As the Chairman of the Federal Communications Commission of the United States has said, "If printing presses were few and their output severely limited, a democratic society could not allow the small group of owners unlimited discretion as to what is and what is not printed". The legislatures of Canada and the United States have both enacted legislation of a similar character and the question of political broadcasting has received consideration by Parliamentary Committees in Great Britain, one of which expressed the following view:—

"The control of political broadcasting is one of the most difficult and important problems which the advent of 'wireless' has created. It is obvious that a medium whereby expressions of political opinion can be brought into seven or eight million homes needs very careful safeguarding if it is not to be abused. It would be possible for those in control of broadcasting to maintain a steady stream of propaganda on behalf of one political party or of one school of thought. They could to some extent make or mar the reputations of politicians, and by a judicious selection of news items and the method of their presentation they could influence the whole political thought of the country."

102. It is also appropriate to mention that the Gibson Committee and the Parliamentary Standing Committee on Broadcasting have both expressed the view that the various political parties should receive impartial treatment, and recommended that where time for political broadcasts is sold, equitable arrangements should be secured by regulation.

103. The Board is glad that in dealing with this difficult question it will have the benefit of the experience of the other English-speaking democracies as a guide in its formulation of practices to be followed in Australia.

150. The first general election held after the enactment of this provision was the general election of Senators and Members of the House of Representatives held on 10th December, 1949. The Board made on 8th September, 1949, an order to be cited as the Political Broadcasts (Federal Elections) Order, relative to the broadcasting of political matter by commercial broadcasting stations, during the period between the issue of the writs for the forthcoming Federal election and midnight on the Wednesday preceding the day of the poll, after which time the broadcasting of any political matter was prohibited by section 89 of the Act. This Order was published in the *Gazette* on 15th September, 1949. Section 6L of the Act provides that for the purpose of exercising its powers and functions under the Act the Board shall have power to make such orders as it thinks fit. Orders so made are declared to have the force of law, and the provisions of the *Acts Interpretation Act 1901-1947* apply to them. They must therefore (*inter alia*) be laid before each House of the Parliament, and each House may, by resolution, disallow any order. A copy of the Political Broadcasts (Federal Elections) Order is set out in Appendix E.

151. The Order received a hostile reception in the press and in Parliament, where an adjournment motion was moved in the House of Representatives on 28th September, 1949, to discuss the matter. (See *Commonwealth Parliamentary Debates*, volume 203, pages 643-659.) In the debate which ensued, the Order was criticized by speakers on behalf of both the Government

and the Opposition. It was apparent from the discussion that it was not the desire of Parliament, either House of which has (as pointed out above) power to disallow any order made by the Board, that the provisions of the Order should be applied to the broadcasting of political matter during the election period. The Board, therefore, on 6th October, 1949, made a further Order (to be cited as the Political Broadcasts (Federal Elections) Order No. 2—see Appendix F) repealing all the provisions of the original Order except those which required licensees of commercial broadcasting stations to refrain from discriminating between parties and candidates in respect of charges and to submit returns to the Board relating to political broadcasts during the campaign. The following statement was made by the Board in explanation of the second Order:—

The Political Broadcasts (Federal Elections) Order was made by the Australian Broadcasting Control Board in pursuance of an obligation imposed on it by section 6K of the Australian Broadcasting Act to ensure equitable facilities for the broadcasting of political matter.

The Board realized that this particular legislation was of a novel character and, in the course of its deliberations on the subject, it was confronted with great difficulties in determining what would constitute equitable facilities in the political field as it exists in Australia to-day.

Consequently, before deciding to make an Order covering the broadcasting of political matter during the forthcoming Federal Election campaign, the Board carefully examined the practices adopted in other English-speaking democracies and those which had been recommended unanimously by all party committees of the Federal Parliament for adoption in Australia.

The Order which the Board made incorporated principles which are substantially comparable with those followed by the English-speaking democracies, notably Great Britain, United States and Canada and are in substantial conformity with the recommendations of the Gibson Committee and the First Report of the Parliamentary Standing Committee on Broadcasting. Nevertheless, it would seem from the discussion which took place in Parliament last week that, notwithstanding the relevant provisions of the Act, it is not the desire of Parliament, which has power to disallow any Order of the Board, that these conditions should be applied to the broadcasting of political matter prior to the forthcoming Federal Election.

The Board has therefore decided to repeal paragraphs 4, 5 and 7 of the Order. The remaining provisions will require the licensees of commercial broadcasting stations to refrain from discriminating between parties and candidates in respect of charges, and to submit returns to the Board.

These returns will enable the Board to place before Parliament a complete report on all aspects of election broadcasts so that the whole matter may be reconsidered in the light of the information available.

152. Some reference is made to the significance of broadcasting in relation to political issues in the extracts from the Board's First Report which are quoted above. The nature of the subject-matter and its importance in the working of the vital machinery of parliamentary elections in a democratic state, are such that any enactment which regulates the broadcasting of political matter should be the subject of the closest scrutiny by Parliament and all organs of public opinion. The Board feels, however, that much of the criticism which the Order provoked was not well founded, and therefore proposes to make some observations on the subject.

153. In the first place, the Board desires to emphasize that the Order was made in pursuance of an obligation imposed on the Board by Parliament, in section 6K of the *Australian Broadcasting Act 1942-1948*, "to ensure that facilities are provided on an equitable basis for the broadcasting of political or controversial matter". The Board considered that the legislature must have intended that this provision should be applied to the broadcasting of political matter calculated to influence the people in their choice of parliamentary representatives at a general election for the National Parliament. The Board realized that the legislation was of a novel character and from the outset fully appreciated the difficulties of its task of determining the measures which should be taken to secure the provision of equitable

facilities by the extensive commercial broadcasting service which exists in the Commonwealth. (The Board was not concerned with political broadcasts from the national stations in respect of which Parliament, by section 89 of the Act, has given the Australian Broadcasting Commission unfettered discretion.)

154. As a preliminary step, the Board carefully examined the practices followed by broadcasting organizations in other English-speaking countries during election campaigns, and those which had been recommended unanimously by committees of the Commonwealth Parliament for adoption in Australia. The question had been the subject of investigation from time to time by Parliamentary committees, and in particular by the Joint Committee on Broadcasting (The Gibson Committee) in 1942, and the Parliamentary Standing Committee on Broadcasting, First Report, 1943. Both Committees reviewed the special problem of political broadcasts. They represented all parties in the Parliament and unanimously approved the practice of the Australian Broadcasting Commission with respect to the recognition of parties for the purpose of allocating time for election broadcasts and recommended in addition that commercial broadcasting stations should be required by legislation to adopt the same practice. These committees had also recommended that where time was sold by commercial stations for political broadcasts, "equitable arrangements" should be made (Report of Gibson Committee, paragraph 412) or "equal opportunities" (Report of Standing Committee 1943, paragraph 117) afforded for broadcasts by all parties. The Gibson Committee indeed, on the evidence before it, reported that "where time is purchased or where political parties own or control broadcasting licences there is inequality of opportunity for the inculcation of party views during the election period". (Report 1942, paragraph 405.)

155. The English-speaking democracies have seen fit to regulate broadcasts of political matter during the periods preceding general elections, as will be seen from the information contained in Appendix G. The British Broadcasting Corporation, with the approval of all major parties, restricts political broadcasts at election times to addresses by party leaders on a basis determined by the Corporation, and excludes all other broadcasts on political subjects during the election campaign. In the United States, Congress has laid down the principle of "equal opportunity" for political broadcasts during election periods. The Canadian Parliament has authorized the Canadian Broadcasting Corporation, which controls both national and commercial stations, to prescribe the proportion of time which may be devoted to political broadcasts and to assign such time on an equitable basis to all parties and rival candidates.

156. The Board also made a careful survey of the practices of commercial broadcasting stations in Australia at the previous Federal election, as the result of which it formed the opinion that, whilst the principle of "equal opportunity" for the various parties was being followed by some commercial stations, it was necessary to lay down some general principles for observance by the commercial service as a whole.

157. It appeared to the Board that if the "equitable facilities", which Parliament desired to be provided for the broadcasting of political matter, were to be provided by commercial broadcasting stations during the Federal election campaign of 1949, it would be necessary to secure—

- (a) that all commercial broadcasting stations should broadcast such of the addresses of the leaders of the political parties as were broadcast on interstate relay by the Australian Broadcasting Commission;

- (b) that, in any case where a commercial broadcasting station broadcast political matter during the election period, the time available for such broadcasts should be allocated on a basis which would afford fair and reasonable opportunities to the various parties and candidates;
- (c) that there should be no discrimination between parties in respect of charges and the provision of facilities; and
- (d) that not more than two hours broadcasting time should be made available by any station in any period of seven days for the broadcasting of political matter by organizations or persons other than parties or candidates and that any time made available for this purpose should be so allocated that equal opportunities would be afforded for opposing views on the issues of the elections to be put before the electors.

158. The Political Broadcasts (Federal Elections) Order was accordingly made, incorporating these four principles and requiring licensees to submit returns to the Board giving particulars of time allocated during the campaign to parties, candidates and other organizations for the broadcasting of political matter. The main provisions of the Order, together with the Board's observations thereon, are set out in the following paragraphs.

*Party Leaders' Speeches.*

159. The relevant paragraph of the Order is as follows:—

4.—(1.) The licensee of each commercial broadcasting station shall broadcast from his station the whole of such of the addresses of the leaders of the parties, or their nominees, as are broadcast on interstate relay by the Australian Broadcasting Commission during the election period.

(2.) A licensee of a commercial broadcasting station shall not make any charge in respect of a broadcast made in pursuance of the last preceding sub-paragraph.

(3.) A broadcast made in pursuance of sub-paragraph (1.) of this paragraph may be made at the same time as the broadcast by the Australian Broadcasting Commission or may be recorded and broadcast at such other time as the licensee determines, but so that the broadcast shall end not later than 10.30 p.m. on the same day.

In addition, "party" for the purposes of these provisions was defined in paragraph 3 as "a political party on behalf of which candidates are nominated at the election".

160. There were several reasons for adopting these provisions. In the first place, they were based very largely on the established practices of both the commercial stations and the Australian Broadcasting Commission. The Australian Federation of Commercial Broadcasting Stations advised the Board that the general practice of commercial stations was to broadcast the party leaders' policy speeches on relay from the Commission. The cost of land-lines was borne by the stations and no charge was made for station time. It was known that the policy of the Australian Broadcasting Commission in the past elections had been to allocate time to political parties for the policy speeches of party leaders and other addresses. The information available to the Board was that the Commission would continue this arrangement for the 1949 election.

161. The Board further took the view that the broadcasting of policy speeches was a matter of general public interest and concern, and that arrangements should be made to give such speeches the widest possible coverage. The Board felt that this might reasonably be regarded as one of the public service responsibilities of the licensees of commercial stations. Moreover, since the total time involved was small, it was considered not unreasonable to require stations to provide time for these speeches free of charge. The Board's views on these matters received confirmation from a

consideration of some of the overseas practices to which reference has been made. In particular, attention was given to the Canadian system, as one closest to our own, where the practice is to provide free time for election speeches over the national networks, which include national and commercial stations.

162. There are great practical advantages in organizing nation-wide broadcasts ("hook-ups") over all stations on the basis that such broadcasts originate in the national stations and are broadcast on interstate relay by commercial stations. The procedure adopted in the Board's Order was the most practicable in the circumstances for providing for the broadcasting of party leaders' addresses by all commercial stations. The Board was informed by the Australian Broadcasting Commission that it would have no objection to the procedure proposed.

163. On this aspect of the Order, it was necessary for the Board to consider one other matter, namely, which parties' policy speeches were to be broadcast by all stations. The Board decided that the parties should be those which were accepted and recognized by the Australian Broadcasting Commission for the purpose of party leaders' broadcasts. It was known that the question of recognition, or non-recognition, of parties for this purpose is a matter of great difficulty and delicacy, and that the basis adopted by the Commission had been the subject of extensive discussion with various parties over a considerable period and had proved acceptable in the past. Further, as has already been pointed out, the Parliamentary Standing Committee on Broadcasting in 1942 had recommended that commercial stations should be required to observe the policy adopted by the Commission in regard to the recognition of parties. The Board also had the advantage of confidential advice from the Commission on this subject, which it wishes to acknowledge (although it must be stated that the Commission was in no way consulted as to the policy to be adopted by the Board). It would have been anomalous if the Board had proceeded without consulting the Commission or had adopted a policy inconsistent with that of the Commission, especially in relation to the recognition of minority parties.

164. It was public knowledge that at the Federal elections in 1946 the Australian Broadcasting Commission had allocated broadcasting time to party leaders as follows:—Labour Party, 3 hours; Liberal party, 1½ hours; Country Party, 1½ hours; Communist Party, ¼ hour. When the Board's Order was published there was immediate and widespread objection in the Press, which was subsequently repeated in Parliament, that the effect of the Order was not only to oblige all commercial stations to broadcast speeches on behalf of the Communist Party, but also to enable that party to obtain a substantial amount of free time on those stations for purposes of propaganda. (For one example of this view, see *Sydney Morning Herald*, 16th September, 1949, and cartoon in issue of 19th September.) The Board's answer to these objections has already been given, in part, in the preceding paragraph, where reference is made to the principles on which parties were "recognized" for this purpose. The Board was quite aware of the possible effect of the Order, but felt that because of the explicit nature of its obligation to secure equitable facilities, it would have been wrong to attempt, directly or indirectly, to exclude any party which would be entitled to recognition, on the principles applied by the Australian Broadcasting Commission, from the benefit of this provision. Details are given in paragraphs 178, 179, 180 and 183 of the time allocated for political broadcasts during the election period, but it should perhaps be observed here that no time was made available by the Australian Broadcast-

ing Commission for an election address on behalf of the Communist Party, so that the question which has been discussed did not in fact arise.

#### *Allocation of Time to Parties and Candidates.*

165. The relevant paragraphs of the Order are as follows:—

5.—(1.) Subject to this paragraph, the licensee of each commercial broadcasting station which broadcasts any political matter during the election period, other than the broadcasts referred to in the last preceding paragraph, shall make such arrangements for the allocation of the broadcast time available by him for the broadcasting of political matter by parties and candidates which apply to the licensee for broadcasting facilities during the election period that—

- (a) that time is distributed among all such parties and candidates on a basis which will afford fair and reasonable opportunities to those parties and candidates to put before the electors the opposing views on the issues at the election;
- (b) no preference is given to one party or candidate over another party or candidate in respect of the times at which the broadcasts of any party or candidate are made;
- (c) no party or candidate is subject to any prejudice or disadvantage in the broadcasting facilities made available to him by the licensee;
- (d) there is an adequate balance of broadcasts of political matter during each period of seven days in the election period.

(2.) This paragraph does not require any licensee to make broadcast time available free of charge, or to make broadcast time available to any political party other than a party as defined in the next succeeding sub-paragraph.

(3.) In this paragraph, "party" means a political party on behalf of which candidates are nominated in at least 15 per centum of the electoral divisions for the House of Representatives provided that those divisions are situated in not less than three States.

166. This paragraph did not impose any compulsion on the licensees of commercial broadcasting stations to undertake the broadcasting of political matter during the election period. It applied only to stations which desired to undertake such broadcasts. The basic principle is expressed in sub-paragraph (1)(a), in which it is provided that any station which broadcasts any political matter during the election period shall afford "fair and reasonable opportunities" to parties and candidates to put before the electors the opposing views on the issues at the election.

167. It will be observed that this provision is in general terms. The Board deliberately refrained from laying down any specific rules for observance by the licensees of commercial stations, because it appreciated that circumstances would vary considerably in different localities, and that licensees would have to take into consideration a series of factors which could not be foreseen. Accordingly, the paragraph was worded in such a way as to allow considerable discretion to licensees in determining what would be equitable in the circumstances, having regard to such matters as the parties and candidates contesting election in areas served by their stations, the applications for time actually received, and the amount of station time available for political broadcasts having regard to the normal programme and advertising arrangements of the station.

168. The Board felt obliged by the provisions of the Act to ensure that equitable facilities should be made available for minority parties. The Order was subjected to special criticism because the definition of "party" in paragraph 5 might have imposed on licensees of stations an obligation to afford fair and reasonable opportunities for broadcasts on behalf of the Communist Party. The Board has already, in paragraphs 163 and 164, made some reference to the question of the recognition of minority parties. This is an extremely difficult question, and the definition of "party" for this purpose, is, by law, left to the

discretion of the Board. The Board had in mind, in arriving at its decision, the following main considerations:—

- (a) To require the allocation of some proportion of broadcasting facilities for the purpose of broadcasting political matter by every party or organization which was active during the election period would impose on licensees an obligation to make time available to minor groups (in some States numerous) of little political significance, and therefore some limit must be set to the parties to be recognized in this context.
- (b) The Board's discretion did not, however, extend to the exclusion from consideration of political matter in respect of which freedom of discussion is not denied by law, and which may be lawfully put forward as one of the issues before the electors. It followed that no political party, legally competent to contest the election, could be debarred from broadcasting if it were otherwise entitled to the benefits of the Order.
- (c) The practices of the broadcasting authorities in Great Britain and Canada and the provisions of section 315 of the Communications Act of the United States, which is set out in Appendix G.

The Board therefore felt that the most satisfactory course was to express its definition of party in terms of a political organization on behalf of which a substantial number of candidates was actually nominated for election. The definition might have been expressed in terms of parties actually represented in the Parliament immediately prior to the election, but the Board felt it was its duty to make some provision for new or break-away parties not so represented, which might nominate a reasonable number of candidates.

169. It was a further ground of criticism of paragraph 5 of the Order that it might require stations affiliated with political parties to broadcast political matter by opposing parties. The Board was fully aware of this consideration, but took the view, after careful examination of all the circumstances, that since broadcasting is a public medium in the use of which all stations have a responsibility to present all shades of opinion to the public, it was not proper for it to make any distinctions between stations on the basis of their political affiliations. It would appear, indeed, that the main purpose of the legislature in enacting the provision mentioned in paragraph 149 was to prevent any station from refusing to grant facilities for the broadcasting of political matter by any party. It is noteworthy that there is support for the Board's conclusions in this matter in the practices followed in both Canada and the United States, where the legislation has imposed an obligation on all stations without exception to observe the prescribed practices with respect to political broadcasts.

*Political Matter Broadcast by Organizations, other than Parties.*

170. In respect of organizations other than parties, the Order provided as follows:—

7.—(1.) A licensee of a commercial broadcasting station shall not make available any periods of broadcast time exceeding, in the aggregate, two hours in any period of seven days during the election period for the broadcasting of political matter by organizations and persons other than parties and candidates.

(2.) A licensee of a commercial broadcasting station who makes available any broadcast time for the broadcasting of political matter by organizations or persons other than parties or candidates shall ensure that that time is divided equally between those organizations and persons and so as to afford equal opportunities to those organizations and persons to put before the electors the opposing views on the issues at the election.

(3.) This paragraph does not require any licensee to make broadcast time available free of charge.

(4.) The provisions of clauses (b), (c) and (d) of sub-paragraph (1.) of paragraph 5, and of the last preceding paragraph apply to broadcasts of political matter by organizations and persons other than parties and candidates in the same manner as they apply to broadcasts by parties and candidates.

(5.) Any news commentary, talk or similar broadcast which consists of or includes political matter shall be taken into account for the purposes of determining the amount of political matter which may be broadcast under this paragraph, except any such broadcast which was regularly included in the programme of the station during the period of three months preceding the commencement of the election period and in respect of which no payment or reward is received by the licensee.

(6.) The last preceding sub-paragraph does not apply to any regular news session which consists only of news and information relating to current events and does not include any comment or discussion by any person employed by the station on any political matter broadcast during the session.

171. The most important of these provisions were contained in sub-paragraphs (1), (2) and (3), which limited broadcasts by such organizations and persons to a maximum of two hours per week, directed that this time should be allotted equally as between organizations and persons supporting opposing viewpoints, and stated that no time for such broadcasts need be offered free of charge. These provisions were novel, but the Board obtained some guidance from the rulings of the Canadian Broadcasting Corporation on political and controversial broadcasts, which are intended to ensure an equitable division of time purchased by political organizations and to secure the listening public against an excessive amount of political broadcasting to the exclusion of entertainment and other normal programme material.

172. The preliminary information obtained by the Board from commercial stations indicated that, at previous elections, a substantial amount of time had been purchased on many stations by organizations other than parties. The Board felt that it was necessary to consider what could be regarded as equitable facilities in this respect and also the question of the maintenance of a reasonable balance of programmes as a whole during the election period. On the first point, the Board's view was that it must take into consideration political broadcasts by organizations other than parties, as well as by the parties themselves. The Board's conclusions on the allocation of time between the parties have been explained in paragraphs 163, 164 and 168. It was thought that different considerations applied to broadcasts of political matter by organizations other than parties, and it was not only equitable, but also practicable, to require that any time made available for broadcasts by such organizations should be equally divided between representatives of opposing views. Otherwise the available time would be apportioned solely on the basis of the financial resources of the various organizations concerned to support or oppose particular policies. The Board felt that there was a clear distinction between broadcasts by parties and candidates on general political issues, and special appeals to the electors by particular interests.

173. On the second point the Board felt that, while it would be wrong to impose any limits on the amount of time which might be made available for broadcasts by political parties and candidates, it was desirable, in the interests of listeners, to endeavour to secure reasonable balance in programmes during the election period by limiting the total amount of time available for broadcasting by organizations other than parties. It was known that such organizations had applied for substantial periods of broadcast time, and that many licensees were concerned with this development, and with the possibility that regular programmes might be considerably prejudiced thereby.

174. As the Board has already pointed out, these provisions were novel and it might have been expected that they would have been the subject of some discussion

by organs of opinion, and in Parliament. So far as the Board is aware, however, there was very little discussion of these provisions.

175. Paragraphs 4, 5 and 7 of the Order were repealed by the Political Broadcasts (Federal Elections) Order (No. 2) (*see* paragraph 151). The reasons for the making of this amending Order were given by the Board in its statement of the same date, which is set out in that paragraph. The overriding consideration was the statement made in the House of Representatives during the debate on the adjournment motion referred to in paragraph 151 that unless the main operative provisions of the Order were amended, steps would be taken to secure its disallowance in accordance with the provisions of the Act (*see* paragraph 150). The Board considered that the only course open to it, at that stage, was to repeal these provisions.

176. The provisions of the Order which remained in force in relation to the election—

(a) prohibited discrimination in respect of charges for broadcast time between parties and candidates; and

(b) required licensees to keep records of political broadcasts and scripts of certain broadcasts and recordings.

177. In pursuance of the provisions of paragraph 8 of the Order, the Board obtained returns from each station showing the allocation of time for political broadcasts during the election period to parties and candidates, and organizations other than parties and candidates. The Board is grateful to the stations for the very complete information which was supplied. The detailed particulars are exceedingly voluminous, and the Board feels that, since this report is concerned with the general policy of the Order, it will be sufficient to set out here the following summaries which give a broad, and in the Board's opinion, accurate picture of the political broadcasts in relation to the Federal election, so far as the Commercial Broadcasting Service is concerned. In paragraph 183 particulars are given of election broadcasts on the National Broadcasting Service, and taken together these paragraphs contain a complete account of all election broadcasts.

#### *Broadcast of Speeches of Party Leaders by Commercial Stations.*

178. The initial policy speeches of party leaders in the election campaign were broadcast on interstate relay by the Australian Broadcasting Commission for the following periods:—Country Party, 60 minutes; Labour Party, 45 minutes; Liberal Party, 60 minutes. Returns indicate that 84 commercial stations broadcast three policy speeches, four commercial stations broadcast two policy speeches, eleven commercial stations did not broadcast any policy speeches. In addition, two commercial stations in New South Wales broadcast the policy speech of the leader of the Non-Communist (Lang) Labour Party, which was broadcast in two States by the Australian Broadcasting Commission.

#### *Broadcasts by Parties and Candidates on Commercial Stations.*

179. In addition to the broadcasts of party leaders' policy speeches, commercial stations allocated 1,548 hours for the broadcasting of political matter by parties and candidates. This represents an average of approximately fifteen hours per station over the election period, which comprised a little more than five weeks. The allocation of time by metropolitan and country stations was as follows:—

	Hours.
Metropolitan (24 stations) .. .. .	332
Country (77 stations) .. .. .	1,216
Total .. .. .	1,548

Political matter of some kind was broadcast by all stations except one metropolitan station, which does not operate before 11.30 p.m. The following table shows the allocation of time among parties and candidates:—

#### TIME ALLOCATED TO PARTIES AND CANDIDATES (PERCENTAGES).

	C'wealth.	New South Wales.	Victoria.	Queensland.	South Aus.	Western Aus.	Tasmania.
<i>Metropolitan.</i>							
Country Party	7	5	8	6	6	8	5
Labor ..	41	39	40	43	42	42	42
Liberal ..	50	52	52	47	50	47	53
Other ..	2	4	..	4	2	3	..
	100	100	100	100	100	100	100
<i>Country.</i>							
Country Party	21	26	19	28	7	10	..
Labor ..	29	26	35	25	36	22	38
Liberal ..	48	47	44	42	53	64	62
Other ..	2	1	2	5	4	4	..
	100	100	100	100	100	100	100
<i>Metropolitan and Country Combined.</i>							
Country Party	18	23	16	24	6	9	2
Labor ..	31	27	36	28	39	32	39
Liberal ..	49	48	46	43	52	56	59
Other ..	2	2	2	5	3	3	..
	100	100	100	100	100	100	100

#### *Broadcasts on Commercial Stations by Organizations and Persons other than Parties and Candidates.*

180. These broadcasts occupied 362 hours on 96 stations and represented approximately 17 per cent. of the total time devoted to broadcasts of political matter by commercial stations. Although a considerable number of organizations took part in these broadcasts, the returns indicate that four organizations accounted for 85 per cent. of the time allocated under this heading, as shown in the following table:—

#### BROADCASTS BY ORGANIZATIONS AND PERSONS OTHER THAN PARTIES OR CANDIDATES: ALLOCATION OF TIME (PERCENTAGES).

Organization.	Metropolitan.	Country.	Total.
Organizations representing			
Banks or Bank employees ..	21	48	43
Federal Independence Fund ..	40	20	24
Constitutional League ..	16	8	10
Citizens Rights Association ..	17	6	8
Other Organizations and persons .. .. .	6	18	15
	100	100	100
Time occupied by all organizations .. .. .	64 hours	298 hours	362 hours

NOTE.—The above statement does not take into account any part of any programme sponsored by an organization which did not consist of political matter.

The total time allocated to broadcasts of political matter by commercial stations amounted to approximately 2,146 hours, made up as follows:—

	Hours.
Party leaders' initial speeches .. .. .	236
Parties and candidates, excluding leaders' initial speeches .. .. .	1,548
Organizations and persons other than parties and candidates .. .. .	362
	2,146

This represents an average of 21½ hours per station, or 1.2 per cent. of the total hours of transmissions by commercial stations during the election period.

181. The Board specifically asked commercial stations for information as to the extent to which applications for time for political broadcasts during the election period were not accepted, or were not accepted in full. From the returns made to the Board it appears that 97 per cent. of the time applied for was actually allocated.

*Election Broadcasts on the National Broadcasting Service.*

182. It should be made clear that under section 89 of the Act, the Australian Broadcasting Commission is solely responsible for political broadcasts from national stations. The Commission has, however, supplied the following information with respect to the political broadcasts on the National Broadcasting Service during the election period.

183. The Commission made available a total of 288 station hours for the broadcasting of political matter by the three major parties in connexion with the elections. This was divided, by determination of the Commission, in equal proportions between the retiring government (Labour Party) and the joint Opposition (Liberal and Country Parties), and was distributed between one capital city station in each State and 30 stations serving country districts, by medium or short wave, at the rate of eight hours per station. The distribution of the stations serving country areas, as between the States, was as follows:—

- New South Wales—ten (including one medium wave in the Australian Capital Territory, one short wave).
- Victoria—three (including one short wave).
- Queensland—eight (including two short wave).
- South Australia—three (including two medium wave in Northern Territory).
- Western Australia—five (including two short wave).
- Tasmania—one.

Of the eight hours for each station, six were allotted to policy speeches and other addresses broadcast on simultaneous National relay throughout the Commonwealth. The remaining two hours per station were allocated to broadcasts on State relay, which took place at different times from State to State. In addition to the eight hours allotted to the major parties, the Commission allotted 20 minutes for an address on behalf of the Non-Communist (Lang) Labour Party from each of two transmitters covering the electorates for which candidates had been nominated by that party. The overall distribution of total time, as between all parties involved, was thus as follows:—

NATIONAL BROADCASTING SERVICE: DISTRIBUTION OF TIME BY PARTIES.

	Station hours for			
	Country Party.	Labor Party.	Liberal Party.	Non-Communist (Lang) Labor Party.
National Relay ..	54	108	54	..
State Transmission ..	15	36	21*	..
Melbourne and Sydney (one station each, 20 minutes) ..	..	..	..	40 mins.
<b>Total Station Hours</b>	<b>69</b>	<b>144</b>	<b>75*</b>	<b>0.40 mins.</b>

\* Includes one hour for stations in South Australia and in Tasmania where Country Party did not exist separately.

The total time allocated to political matter in connexion with the elections represents approximately 1 per cent. of transmission hours during the election period.

*General Conclusions.*

184. The Board is convinced, after an elaborate review of the circumstances surrounding the making and later repeal of the operative provisions of the Political Broadcasts (Federal Elections) Order that it had no alternative but to endeavour to carry out the direction of Parliament in the manner explained above. Since the Federal elections of 1949, general elections have been held in all States. The Board felt that in view of the discussions in Parliament which are referred to above it could hardly endeavour to ensure that equitable facilities were provided for the broadcasting of political matter at those elections, since this would have involved the enactment of provisions substantially to the same effect as the Order of 1949. The Board is fully conscious that the result of omitting to take any action (except to require the furnishing of returns) in respect of these elections has been that an important provision of the Act has remained inoperative, and that this is a most unsatisfactory state of affairs. The Board submits this Report with the very firm conviction that the whole question of political broadcasts should be reviewed by Parliament. If it is not the wish of Parliament that action should be taken by the Board to secure that facilities are provided on an equitable basis for the broadcasting of political or controversial matter, it appears to the Board that this provision of the Act should be omitted. Parliament may see fit to include in the Australian Broadcasting Act itself such provisions as it thinks appropriate for the regulation of such broadcasts.

*Dramatization of Political Matter.*

185. Section 89 (3) of the Act provides that "neither the Commission nor the licensee of a commercial broadcasting station shall broadcast any dramatization of any political matter which is then current or was current at any time during the last five preceding years".

186. In view of difficulties which had arisen in connexion with the application of this provision in practice, the Australian Federation of Commercial Broadcasting Stations asked the Board for guidance so that it could advise its members as to the meaning of the word "dramatization" in this context. The Board accordingly, on 2nd September, 1949, issued a statement concerning the matter, from which the following is an extract:—

Dramatization of political matter includes any method of presentation or production of a broadcast dealing with a subject of a political nature which involves or includes—

- (a) any attempt to give the impression, or produce the effect, of reality or actuality in any address or discussion by the use of the devices or techniques of the stage, film or broadcast drama, such as sound effects and other similar methods, or any attempt to represent or produce, in the course of the broadcast, the effect of a dramatic situation such as is usually found in a stage play, film or broadcast drama;
- (b) the use of dialogue between any persons or characters, whether named or anonymous, and whether real or fictitious, where these persons are represented by actors or other persons who read or act parts; and
- (c) any address or dialogue containing simulated voices.

For the purpose of removing any doubts, it may be said that dramatization does not include any dialogue or discussions between persons speaking in their own voices and not purporting to represent other persons, or the use of quotations in any address or discussion.

187. The Board made it clear, when supplying this statement, that it did not purport to give an authoritative ruling on the point, and that such a ruling could not be given otherwise than by a court in the light of the actual facts of a particular broadcast. No deliberate infringements of the provisions of section 89 (3) have come to the notice of the Board.

## HOURS OF SERVICE.

188. The Board is required by section 6K 2 (b) (v) to fix the hours of service of broadcasting stations. An examination made during the year of the hours of operation of commercial stations revealed that they varied from 168 hours per week (continuous service) to 39 hours per week. Stations in capital cities provide a very complete service, but country stations vary considerably in total weekly hours and in the periods during which transmissions are suspended. The following table indicates the average hours of service:—

State.	Stations.	Average hours of service per week.
New South Wales	Sydney and Newcastle ..	126.25
	Country .. ..	94.81
Victoria	Melbourne .. ..	120.5
	Country .. ..	110.67
Queensland	Brisbane .. ..	120.50
	Country .. ..	98.57
South Australia	Adelaide .. ..	119.00
	Country .. ..	118.35
Western Australia	Perth .. ..	110.1
	Country .. ..	81.6
Tasmania	Hobart and Launceston	107.25
	Country .. ..	56.5
Commonwealth	Cities .. ..	116.32
	Country .. ..	96.82
	All Stations .. ..	102.36

NOTE.—Newcastle and Launceston have been bracketed with their respective capital cities because they are the only centres outside capitals with more than one local commercial station.

189. The Board's objective is to ensure that, as far as possible, all stations should provide an uninterrupted service between the times of opening and closing each day, and that the daily period of transmission should be such that a service is available from each station at all times when there is a reasonable demand for it. The Board's examination revealed that 27 stations were operating for periods considered to be inadequate. Action is being taken to ensure that these shortcomings are remedied.

190. Hours of service observed by the National Broadcasting Service fall broadly into three categories—

	Hours per week.
The A.B.C. National programme .. ..	118½*
The A.B.C. Interstate programme .. ..	116†
The A.B.C. Regional programme .. ..	122½

191. The Australian Broadcasting Commission's National and Interstate programmes are each radiated from seven transmitters (one in each State capital city, and in Newcastle); the Regional programme is radiated from 22 stations serving country areas in all States. Port Moresby and district is served by 9PA, operating for 76½ hours per week. Inland and island listeners, out of reach of medium wave transmitters, are served by eight shortwave transmitters designed for the purpose, which operate on approximately the same schedules as the medium wave stations.

## PROVISION OF COMMUNITY SERVICE BY BROADCASTING STATIONS.

192. As was explained in paragraph 13, the Commercial Broadcasting Service is, generally speaking, intended to provide a local or regional service through a number of separate broadcasting stations serving particular areas. The Board feels that one of the functions of a commercial broadcasting station is to

\* 118½ in South Australia.

† 117½ in South Australia.

provide a comprehensive service covering local activities and that from the point of view of the well-being of Australian country life the local broadcasting station may well prove a cementing force for its rural community. In practice this means that side by side with programmes of entertainment or educational matter, broadcasters should provide a community or public service, which is, as its name implies, the part which radio can play in contributing to the general welfare of a particular community. This service is simple but important, and ranges from announcements of the correct time to warnings of danger to life and property from floods or other disasters; it includes routine information such as daily weather reports and forecasts, adequate bulletins of news, announcements of mail and transport arrangements, and other matters bearing on rural and domestic convenience and well-being. The broadcaster should also, under this head, provide an adequate advertising service for the local business community and give publicity to, and support, the activities of local civic associations and organizations of various kinds. This duty of a broadcasting station was well expressed by the Federal Radio Commission of the United States when, as far back as 1928, it stated—

In a sense a broadcasting station may be regarded as a sort of mouthpiece on the air for the community it serves, over which its public events of general interest, its political campaigns, its election results, its athletic contests, its orchestras and artists, and discussion of its public issues may be broadcast. If . . . the station performs its duty in furnishing a well-rounded programme, the rights of the community have been achieved.

Suitably enlarged to cover other aspects of Australian life, this might well be adopted as the charter of an Australian broadcasting station.

193. The Board has examined the extent to which Australian commercial stations are fulfilling the obligation of rendering adequate service to their local communities, and, whilst it is unquestionable that many licensees have displayed most praiseworthy regard to the general public interest in the conduct of their services, others have in the past paid insufficient attention to the special requirements of the districts which they have been licensed to serve. The attention of these stations has been invited to the Board's views, and, as a result, the community service of several stations has already been expanded and the licensees of other stations are making arrangements for this aspect of their service to be improved.

194. Consideration has also been given to the extent of the community service provided by country stations of the National Broadcasting Service. These stations provide district news bulletins and in some instances give a district sporting summary, in each case supplementary to the matter relayed from capital city stations. Beyond these essential services, however, the majority of national regional stations take comparatively little part in the everyday life of their districts. The Board believes that these stations, no less than country commercial stations, might become a greater binding force in community life by the judicious expansion of programme activities with appeal not only to the towns in which the transmitters are situated, but to the whole service areas of the stations. The Board recognizes the difficulties in providing such a service, but after having consulted the Commission on the subject, it is confident that the Commission will not hesitate to extend its community service to country listeners, and embark on a progressive development of such services so as to embrace the activities of the various districts within the service area of each transmitter and more closely identify its regional stations with the daily life of the listeners which they serve.

COUNTRY COMMERCIAL STATIONS ACTING PARTLY OR WHOLLY AS RELAY STATIONS.

195. A practice has grown up in all States except New South Wales and Tasmania for commercial stations situated in country districts to be operated partly or wholly as relay stations. This practice is distinct from the normal and accepted procedure of radiating a single programme simultaneously from a number of stations by means of land-line relay links. The stations referred to were established, or have been acquired, by city stations and used primarily as outlets for city programmes. While there are undoubtedly benefits to be obtained from this practice, principally the provision of programmes of a higher standard than could be broadcast from an individual country station, the Board considers that it is essential that these stations should provide an adequate local community service of the nature indicated in paragraph 192. Twelve stations were operating partly or wholly as relay stations on 30th June, 1950, with local interest programmes ranging from nil to approximately 14 per cent. These stations, with parent stations and percentage of local programmes, were as follows:—

- 3LK (Lubeck), relaying programmes from 3DB (Melbourne); approximately 7 per cent. local programme.
- 4AK (Oakey), relaying programmes from 4BK (Brisbane); approximately 10 per cent. local programme.
- 5AU (Port Augusta), relaying programmes from 5KA (Adelaide); approximately 5 per cent. local programme.
- 5PI (Crystal Brook), relaying programmes from 5AD (Adelaide); approximately 3 per cent. local programme.
- 5MU (Murray Bridge), relaying programmes from 5AD (Adelaide); approximately 0.5 per cent. local programme.
- 5SE (Mount Gambier), relaying programmes from 5AD (Adelaide); approximately 2.5 per cent. local programme.
- 5RM (Renmark), relaying programmes from 5DN (Adelaide); approximately 14 per cent. local programme.
- 6AM (Northam), relaying programmes from 6PM (Perth); approximately 2 per cent. local programme.
- 6CI (Collie), relaying programmes from 6PR (Perth); approximately 6 per cent. local programme.
- 6TZ (Dardanup), relaying programmes from 6PR (Perth); approximately 12 per cent. local programme.
- 6MD (Merredin), relaying programmes from 6IX (Perth); with practically no local programme.
- 6WB (Katanning), relaying programmes from 6IX (Perth); with practically no local programme.

196. The Board has invited the attention of the stations concerned to these considerations and has suggested that there should be a progressive increase in the time available on these stations for a local programme and local community service until a figure of, say, 25 per cent. of the station's total hours of service has been reached. The Board feels that this is a matter which must be viewed seriously so that the maximum benefits may be gained by rural listeners from the limited number of country stations which can be licensed. It is expected that, with the co-operation of the stations concerned, there will be a considerable expansion of local community services. The Board realizes that this objective cannot be achieved at once, and that

there are difficulties confronting some stations in providing local studio facilities. It is relevant to mention that in many cases greater use might be made of country stations by local authorities and public welfare organizations. Licensees have expressed willingness to assist in charitable and other ways where the interests of the districts they serve are concerned; in fact, many are already active in this field.

PROGRAMME STANDARDS.

197. Section 60 (1) of the Act prescribes that "the licensee of each commercial broadcasting station shall provide programmes and shall supervise the broadcasting of programmes from his station, in such manner as to ensure, as far as practicable, that the programmes broadcast are to the satisfaction of the Board". From time to time various questions arise as to the suitability of matter for inclusion in the programmes of commercial stations, and the Board has come to the conclusion that it should prepare, for the guidance of licensees of commercial broadcasting stations, a set of programme standards which will acquaint the licensees of stations of the steps which they should take in connexion with certain specified matters in order to ensure that their programmes are "to the satisfaction of the Board". Considerable progress has been made with the compilation of the programme standards which are being prepared in consultation with the representatives of the commercial broadcasting stations and other appropriate bodies and after careful examination of current broadcasting practices in other English-speaking countries. The Board's discussions with the Australian Federation of Commercial Broadcasting Stations have indicated that the programme standards will be of considerable assistance to broadcasters in dealing with many day-to-day problems of programme production.

ADVERTISING.

198. Prior to the establishment of the Board, limitations had been imposed by the Postmaster-General on the broadcasting of advertisements on Sundays in accordance with the provisions of section 61 of the Act. Provision is also made in that section that advertisements relating to any medicine shall not be broadcast unless the text of the proposed advertising matter has been approved in writing by the Director-General of Health, or, on appeal, by the Minister. The broadcasting of advertisements or other information concerning lotteries was, in accordance with directions given by the Postmaster-General before the establishment of the Board, not permitted except by a station situated within the State in which the lottery was conducted. In other respects licensees had almost complete freedom in regard to the broadcasting of advertisements, but some general rules had been adopted by the Australian Federation of Commercial Broadcasting Stations.

199. The Board is required by section 6k of the Act to determine the extent to which advertisements may be broadcast in the programme of any commercial station. After consultation with the representatives of commercial broadcasting stations and the advertising industry, the Board proposes to indicate its requirements in respect of broadcast advertising in the programme standards to which reference is made in paragraph 197.

PROVISION OF SPECIAL FACILITIES FOR BROADCASTING NEWS.

200. During the war years, it was obligatory on all stations to broadcast certain news bulletins of the Australian Broadcasting Commission, and accordingly the cost of land-lines for relaying these broadcasts was borne by the National Broadcasting Service. After the

cessation of hostilities, there was no longer any regulation of this aspect of broadcasting, and commercial stations had the option of continuing to broadcast the Commission's news service or to make other arrangements. A number of stations followed each course, and those which continued to broadcast the Commission's news service also retained the benefit of free land-lines for this purpose. Subsequently, some of the stations which had chosen to provide separate news services expressed a wish to resume broadcasts of the Commission's service. This was agreed to by the Commission, but they were required to pay the prescribed land-line charges to the Postmaster-General's Department. Later, with the commencement of the news service established by the Commission in pursuance of section 25 of the Act, which was inserted by the *Australian Broadcasting Act 1946*, the Commission found it necessary to charge commercial stations for the provision of news services. The question then arose as to the payment of land-line charges for news services generally; in view of the changed situation. This question is one of some difficulty, especially so far as it affects certain remote country stations which, by their distance from the nearest point at which the relayed news is available, would be faced with very heavy land-line charges. The question was referred by the Postmaster-General's Department to the Board soon after its establishment. The Board's attitude, in general, is that broadcasts of news are an essential part of a station's service and it has approached the question with this consideration in mind. During the year the Board has been in close consultation with the Postmaster-General's Department in an endeavour to arrive at an acceptable formula for assessing land-line charges, having regard to the geographic and economic position of the stations concerned.

#### RE-BROADCASTING FROM OTHER STATIONS.

201. Section 93A of the Act provides that—

(1) Except with the consent of the owner or licensee of the broadcasting station whose programmes it is desired to broadcast, and, in the case of a broadcast which is a re-broadcast, with the approval of the Board—

- (a) the Commission shall not broadcast the whole or any part of the programme of a broadcasting station (whether situated in Australia or elsewhere) other than a national broadcasting station; and
- (b) the licensee of a commercial broadcasting station shall not broadcast the whole or any part of the programme of any other broadcasting station (whether situated in Australia or elsewhere).

(2) In this section, "re-broadcast" means the reception and re-transmission of a broadcast.

202. It frequently happens that the Australian Broadcasting Commission or the licensee of a commercial station desires to arrange a re-broadcast at short notice and in order to facilitate their arrangements on such occasions, the Board has given standing approval for the re-broadcasting by Australian stations of—

- (a) Any items transmitted by the British Broadcasting Corporation;
- (b) Any address by a member of the Royal Family, or by a Minister of the British, Australian or other Government within the Commonwealth of Nations;
- (c) Overseas broadcasts of the proceedings of the United Nations Organization or commentaries thereon;
- (d) Any talk or programme featuring any prominent Australian;
- (e) Any feature programme specially designed by an overseas broadcasting organization to interest Australian listeners;

- (f) Any actual description or commentary on any sporting event of particular interest to Australian listeners, e.g., Davis Cup match, Test cricket matches, Olympic Games.

It is, of course, still necessary for the consent of the originating station to be obtained on each occasion.

#### BROADCASTING OF OBJECTIONABLE ITEMS.

203. The Board is glad to report that during the year there was no serious infringement of the provisions of section 91 of the Act, which prohibits the broadcasting of any matter which is blasphemous, indecent or obscene. Indeed, the year was notable for the fact that very few complaints were received from listeners concerning the broadcasting of any matter calculated to cause offence to any section of the community.

#### BROADCASTING OF AUSTRALIAN COMPOSITIONS.

204. Section 88 (2) of the Act provides that at least 2½ per cent. of the total time occupied by any station in the broadcasting of music shall be devoted to the broadcasting of works of Australian composers. The latest returns which are available show that the Australian Broadcasting Commission and the licensees of many commercial broadcasting stations have generously complied with this requirement, the Commission having in 1949-50 devoted 3.41 per cent. of such time to Australian compositions, and the average for the 102 commercial stations being 3.65 per cent. During 1948, nine commercial broadcasting stations, however, failed to reach the required percentage and action has been taken to ensure that the provisions of the Act are observed. By arrangement with the Australian Federation of Commercial Broadcasting Stations, the Australasian Performing Right Association supplies returns to the Board from which it is able to check the amount of time devoted to Australian compositions. The Board is grateful to the Association for its co-operation.

205. The following table shows the percentage of time devoted to the broadcasting of works of Australian composers:—

PERCENTAGE OF TIME DEVOTED TO BROADCASTING AUSTRALIAN COMPOSITIONS.

Australian Broadcasting Commission.		Commercial Stations.		
Period.	Average percentage of all national stations.	Period.	Average percentage of all stations.	Number of stations below 2.5 per cent.
	Per cent.		Per cent.	
July, 1945— June, 1946	2.84	Jan.—Dec., 1945	3.15	28
July, 1946— June, 1947	3.59	1946 ..	3.44	13
July, 1947— June, 1948	3.44	1947 ..	3.75	6
July, 1948— June, 1949	4.15	1948 ..	3.65	9
..	..	July, 1948— June, 1949	4.01	9
..	..	January—June, 1950	4.26	5
July, 1949— June, 1950	3.41	..	..	..

Figures for commercial stations were based on the calendar year until 1948, but will be computed for the financial year as from July, 1948.

## PART V.—GENERAL.

DEVELOPMENT OF BROADCASTING IN AUSTRALIA—  
STATISTICS.

206. The following table shows the progressive development in the number of broadcasting stations and licensed listeners since the inception of broadcasting in 1923:—

Year.	Number of broadcasting stations in operation.		Number of licensed listeners.
30th June, 1924 ..	4		1,206
	Class "A"	Class "B"	
1925 .. ..	7	6	63,874
1926 .. ..	8	9	128,060
1927 .. ..	8	12	225,249
1928 .. ..	8	12	270,507
1929 .. ..	8	12	301,199
	National	Commercial.	
1930 .. ..	8	13	312,192
1931 .. ..	9	27	331,969
1932 .. ..	12	43	369,945
1933 .. ..	12	48	469,477
1934 .. ..	12	53	599,159
1935 .. ..	12	57	721,852
1936 .. ..	14	73	825,136
1937 .. ..	20	80	940,068
1938 .. ..	24	94	1,057,911
1939 .. ..	24	98	1,131,861
1940 .. ..	26	100	1,212,581
1941 .. ..	27	96	1,293,266
1942 .. ..	27	97	1,320,073
1943 .. ..	27	96	1,370,000
1944 .. ..	28	98	1,394,880
1945 .. ..	29	100	1,415,229
1946 .. ..	29	100	1,436,789
1947 .. ..	32	101	1,678,276
1948 .. ..	33	102	1,703,970
1949 .. ..	37	102	1,762,675
1950 .. ..	39	102	1,841,211

In addition to the above national stations there were, as at 30th June, 1949, eight short-wave transmitters providing service to listeners in remote areas.

## LISTENERS' LICENCES.

207. In Appendix H, particulars are given of the various types of broadcast listeners' licences which were current on 30th June, 1950. At that date, there were one or more wireless sets installed in 1,841,211 Australian homes, distributed as shown hereunder:—

State.	Metropolitan area.	Country area.	Total.
New South Wales ..	369,509	313,762	683,271
Victoria .. ..	311,079	193,999	505,078
Queensland .. ..	123,881	136,152	260,033
South Australia ..	123,003	72,258	195,261
Western Australia ..	83,495	49,704	133,199
Tasmania .. ..	20,783	43,586	64,369
Total .. ..	1,031,750	809,461	1,841,211

## COST OF THE NATIONAL BROADCASTING SERVICE.

208. The fees received for the licences referred to in the preceding paragraph were insufficient to cover the cost of the National Broadcasting Service during 1949-50. Fees paid during the year amounted to £1,898,865, and miscellaneous revenue (fines imposed on unlicensed listeners, &c.), amounted to £18,602, making a total of £1,917,467. The cost of the Service in 1949-50 as disclosed by the Treasury Estimates of

Revenue and Expenditure for 1950-51 amounted to £2,833,336, of which £1,542,906 was the net expenditure of the Australian Broadcasting Commission, and £1,290,430 was expended by the Postmaster-General's Department on the provision of technical services, provision of land-line services for relaying programmes, and the issue and recording of listeners' licences, &c. There was a net deficit on a cash basis of £915,869, but additional items such as interest and depreciation, superannuation, pensions, &c., would result in a total deficit for the year on a commercial accounting basis of approximately £1,364,000.

209. The Board feels that it is proper to invite attention to the cost of providing the National Broadcasting Service, having regard to the revenue received from listeners' licence-fees, although, since the passing of the *Australian Broadcasting Act 1948*, there is no direct relation between the cost of that service and the proceeds of licence-fees. It is clear that, if the National Broadcasting Service is to maintain its present standard, no significant savings in the expenditure of the Commission are possible. It is also relevant to observe that in 1948 a Committee appointed by the Government, consisting of Messrs. A. A. Fitzgerald, E. G. Bonney and W. T. Harris, made a searching examination into the administrative and financial organization of the Commission and, subject to some criticism in matters of detail, reported generally that the administration of the Commission was efficient. In view of the Board's proposals for the development of the National Broadcasting Service (see paragraphs 76 and following) the deficit in the accounts of the Service has caused the Board some concern.

210. The listener's licence-fee is 20s. for Zone 1, which is the territory within an approximate radius of 250 miles of a national broadcasting station, and 14s. for Zone 2, which includes the remainder of the Commonwealth. These fees were fixed in 1940, since when the cost of providing the National Broadcasting Service has been greatly increased by the addition of several new stations, the improvement of programmes, the consequent increase in staff, and the upward trend in prices. The anticipated deficit for 1950-51 on a commercial accounting basis will be of the order of £2,000,000, and it would appear, therefore, that consideration should be given to increasing the listener's licence-fee. The fee in Great Britain is £1 (increased in 1946 from 10s., which was the original fee), in Canada 2½ dollars, or the equivalent of about £1 Australian, in South Africa 35s., and in New Zealand 25s., but in these three Commonwealth countries the National Broadcasting Service also operates a commercial service.

211. The Board has considered other methods which might be examined with a view to meeting the deficit in the accounts of the National Broadcasting Service. It has been suggested that revenue received from a form of restricted sponsorship for the programmes of the Australian Broadcasting Commission might reduce the net cost of operating its service, but the extent of the revenue which might be expected to be received is difficult to forecast, and its effects on the present dual broadcasting system in this country might result in a deterioration in the service of both the national and commercial broadcasting stations. The Board is continuing its examination of the whole question.

212. It is desirable to point out, also, in connexion with any review of the revenue and expenditure of the Commonwealth in respect of broadcasting services, that the licence-fees for commercial broadcasting stations payable in 1949-50 amounted to approximately



## APPENDIX A.

COMMERCIAL BROADCASTING STATIONS IN OPERATION ON 30TH JUNE, 1950.

Call sign.	Location of station.	Licensee.	Frequency (kC/s.)	Wave-length (m.)	Aerial power (watts).
AUSTRALIAN CAPITAL TERRITORY.					
2CA	Canberra	Canberra Broadcasters Ltd., 138 Phillip-street, Sydney	1,050	286	2,000
NEW SOUTH WALES.					
<i>Metropolitan.</i>					
2CH	Sydney	New South Wales Council of Churches Service, 28 Kemp-street, Tennyson, Gladsville	1,190	252	1,000
2GB	Sydney	Broadcasting Station 2GB Pty. Ltd., 136-138 Phillip-street, Sydney	870	345	1,000
2KY	Sydney	The Trustees, R. H. Erskine and J. H. Thom, and the Secretary, R. A. King, of the Labour Council of New South Wales, Trades Hall, Goulburn-street, Sydney	1,020	294	1,000
2SM	Sydney	Broadcasting Station 2SM Pty. Ltd., 60 Hunter-street, Sydney	1,270	236	1,000
2UE	Sydney	Radio 2UE Sydney Pty. Ltd., 29 Bligh-street, Sydney	950	316	1,000
2UW	Sydney	Commonwealth Broadcasting Corporation Pty. Ltd., 49 Market-street, Sydney	1,110	270	1,000
<i>Country.</i>					
2AD	Armidale	New England Broadcasters, 113 Faulkner-street, Armidale	1,130	265	200
2AY	Albury	Amalgamated Wireless (A/asia) Ltd., 47 York-street, Sydney	1,480	203	200
2BE	Bega	J. A. Kerr, Carp-street, Bega	1,490	201	500
2BH	Broken Hill	Radio Silver City Pty. Ltd., enr. Blende and Sulphide streets, Broken Hill	650	462	200
2BS	Bathurst	Bathurst Broadcasters Pty. Ltd., 43 Keppel-street, Bathurst	1,500	200	200
2CK	Cessnock	Coalfields Broadcasting Co. Pty. Ltd., Vincent-street, Cessnock	1,460	205	300
2DU	Dubbo	Western Broadcasters Pty. Ltd., 129 Macquarie-street, Dubbo	810*	370*	200
2GF	Grafton	Grafton Broadcasting Co. Pty. Ltd., 47 York-street, Sydney	1,210	248	200
2GN	Goulburn	Goulburn Broadcasting Co. Pty. Ltd., 47 York-street, Sydney	1,380	217	200
2GZ	Orange	Country Broadcasting Services Ltd., Hosking House, Hosking-place, 84½ Pitt-street, Sydney	990	303	2,000
2HD	Newcastle	Airsales Broadcasting Co. Pty. Ltd., Maitland-road, Sandgate, Newcastle	1,140	263	500
2HR	Lochinvar	Hunter River Broadcasters Pty. Ltd., High-street, West Maitland	680	441	300
2KA	Katoomba	2KA Ltd., 77 King-street, Sydney	780	385	1,000
2KM	Kempsey	Radio Kempsey Ltd., 10 Martin-place, Sydney	980	306	300
2KO	Newcastle	Newcastle Broadcasting Co. Pty. Ltd., C.M.L. Building, 72 Hunter-street, Newcastle	1,410	213	500
2LF	Young	Young Broadcasters Pty. Ltd., A.M.P. Buildings, Young	1,340	224	300
2LM	Lismore	Richmond River Broadcasters Pty. Ltd., Northern Star Building, Molesworth-street, Lismore	900	333	500
2LT	Lithgow	Lithgow Broadcasters Pty. Ltd., Great Western Highway, Bowenfels	1,080	278	100
2MG	Mudgee	Mudgee Broadcasting Co. Pty. Ltd., Wellington-road, Mudgee	1,450	207	100
2MO	Gunnedah	2MO Gunnedah Ltd., 59 Marquis-street, Gunnedah	1,370	219	100
2MW	Murwillumbah	Tweed Radio and Broadcasting Co. Pty. Ltd., 12 Church-lane, Murwillumbah	1,470	204	500
2NZ	Inverell	Northern Broadcasters Pty. Ltd., Hosking House, Hosking-place, 84½ Pitt-street, Sydney	1,170	256	2,000
2PK	Parkes	Parkes Broadcasting Co. Pty. Ltd., 307 Clarinda-street, Parkes	1,400	214	200
2QN	Deniliquin	Regent Broadcasting Co., Regent Theatre, McCallum-street, Swan Hill, Victoria	1,440	208	200
2RG	Griffith	Irrigation Area Newspapers Pty. Ltd., Ulong-street, Griffith	1,070	280	200
2TM	Tamworth	Tamworth Radio Development Co. Ltd., Peel-street, Tamworth	1,300	231	2,000
2WG	Wagga	Riverina Broadcasting Co., 16 Fitzmaurice-street, Wagga	1,150	261	2,000
2WL	Wollongong	Wollongong Broadcasting Pty. Ltd., Edward-street, Wollongong	1,430	210	500
2XL	Cooma	Cooma Broadcasters Pty. Ltd., Cromwell-street, Cooma	920	326	500
VICTORIA.					
<i>Metropolitan.</i>					
3AK	Melbourne	Melbourne Broadcasters Pty. Ltd., 480 Bourke-street, Melbourne, C.1	1,500	200	200
3AW	Melbourne	3AW Broadcasting Co. Pty. Ltd., 382 Latrobe-street, Melbourne, C.1	1,280	234	600
3DB	Melbourne	Herald & Weekly Times Ltd., 44-74 Flinders-street, Melbourne, C.1	1,030	291	600
3KZ	Melbourne	Industrial Printing & Publicity Co. Ltd., 24-30 Victoria-street, Carlton, N.3	1,180	254	600
3UZ	Melbourne	Nilsen's Broadcasting Service Pty. Ltd., 45-47 Bourke-street, Melbourne, C.1	930	323	600
3XY	Melbourne	Station 3XY Pty. Ltd., Charter House, 4 Bank-place, Melbourne, C.1	1,420	211	600
<i>Country.</i>					
3BA	Ballarat	Ballarat Broadcasters Pty. Ltd., 56 Lydiard-street, Ballarat	1,320	227	500
3BO	Bendigo	Amalgamated Wireless (A/asia) Ltd., 47 York-street, Sydney	960	313	500
3CS	Colac	Colac Broadcasting Co. Pty. Ltd., 241 Murray-street, Colac	1,130	265	200
3CV	Maryborough	Central Victoria Broadcasters Pty. Ltd., Broadcasting House, View Point, Bendigo	1,470	204	500
3GL	Geelong	Geelong Broadcasters Pty. Ltd., Little Malop-street, Geelong	1,350	222	500
3HA	Hamilton	Western Province Radio Pty. Ltd., 239 Collins-street, Melbourne	1,000	300	1,000
3LK	Lubeck	Herald and Weekly Times Ltd., 44-74 Flinders-street, Melbourne	1,090	275	2,000
3MA	Mildura	Sunraysia Broadcasters Pty. Ltd., 22 Deakin-avenue, Mildura	1,360	221	200
3SH	Swan Hill	Swan Hill Broadcasting Co. Pty. Ltd., Campbell-street, Swan Hill	1,330	226	200
3SR	Shepparton	The Argus Broadcasting Services Pty. Ltd., 365 Elizabeth-street, Melbourne	1,260	238	2,000
3TR	Sale	Broadcast Entertainments Pty. Ltd., "The Age", Chambers, 239 Collins-street, Melbourne	1,240	242	1,000
3UL	Warragul	The Argus Broadcasting Services Pty. Ltd., 365 Elizabeth-street, Melbourne	880	341	200
3YB	Warrnambool	The Argus Broadcasting Services Pty. Ltd., 365 Elizabeth-street, Melbourne	1,210	248	200

\* Temporary allocation.

## COMMERCIAL BROADCASTING STATIONS IN OPERATION ON 30TH JUNE, 1950—continued.

Call sign.	Location of station.	Licensee.	Frequency (kC/s.)	Wave-length (m.)	Aerial power (watts).
<b>QUEENSLAND.</b>					
<i>Metropolitan.</i>					
4BC ..	Brisbane ..	Commonwealth Broadcasting Corporation (Q'ld.) Ltd., 5th Floor, T. & G. Buildings, 189-191 Queen-street, Brisbane	1,120	268	1,000
4BH ..	Brisbane ..	Broadcasters (Aust.) Pty. Ltd., cnr. Albert and Charlotte streets, Brisbane	1,390	216	1,000
4BK ..	Brisbane ..	Queensland Newspapers Pty. Ltd., 288-298 Queen-street, Brisbane	1,290	233	750
4KQ ..	Brisbane ..	The Trustees, H. Boland and S. J. Bryan of the Queensland Branch of the Australian Labour Party, Dunstan House, 236-238 Elizabeth-street, Brisbane	690*	435*	1,000
<i>Country.</i>					
4AK ..	Oakey ..	Queensland Newspapers Pty. Ltd., 288-298 Queen-street, Brisbane	1,220	246	2,000
4AY ..	Ayr ..	Ayr Broadcasters Pty. Ltd., 144 Queen-street, Ayr	960	313	500
4BU ..	Bundaberg ..	Bundaberg Broadcasters Pty. Ltd., 117 Bourbong-street, Bundaberg	1,330	226	500
4CA ..	Cairns ..	Amalgamated Wireless (A/asia) Ltd., 47 York-street, Sydney	1,010	297	300
4GR ..	Toowoomba ..	Gold Radio Service Pty. Ltd., 5th Floor, T. & G. Buildings, Queen-street, Brisbane	860	349	500
4GY ..	Gympie ..	Gympie Broadcasting Co. Ltd., Smithfield Chambers, Mary-street, Gympie	1,350	222	200
4IP ..	Ipswich ..	Ipswich Broadcasting Co. Pty. Ltd., 233 Brisbane-street, Ipswich	1,440	208	200
4LG ..	Longreach ..	E. B. Connor, Magpie-lane, Longreach	1,100	273	1,000
4MB ..	Maryborough ..	Maryborough Broadcasting Co. Pty. Ltd., 5th Floor, T. & G. Buildings, Queen-street, Brisbane	1,010	297	300
4MK ..	Mackay ..	Mackay Broadcasting Service Pty. Ltd., 85 Sydney-street, Mackay	1,380	217	100
4RO ..	Rockhampton ..	Rockhampton Broadcasting Co. Pty. Ltd., 5th Floor, T. & G. Buildings, Queen-street, Brisbane	1,080	278	200
4SB ..	Kingaroy ..	South Burnett Broadcasting Co. Ltd., Alford-street, Kingaroy	1,060	283	2,000
4TO ..	Townsville ..	Amalgamated Wireless (A/asia) Ltd., 47 York-street, Sydney	780	385	200
4VL ..	Charleville ..	Charleville Broadcasting Co. Ltd., Alfred-street, Charleville	920	326	500
4WK ..	Warwick ..	Warwick Broadcasting Co. Pty. Ltd., Glennie Hall, Albion-street, Warwick	880	341	100
4ZR ..	Roma ..	Maranoa Broadcasting Co. Ltd., Bowen-street, Roma, Queensland	1,490	201	500
<b>SOUTH AUSTRALIA.</b>					
<i>Metropolitan.</i>					
5AD ..	Adelaide ..	Advertiser Newspapers Ltd., 11 Waymouth-street, Adelaide	1,310	229	500
5DN ..	Adelaide ..	Hume Broadcasters Ltd., C.M.L. Building, 41 King William-street, Adelaide	970	309	500
5KA ..	Adelaide ..	5KA Broadcasting Co. Ltd., 43 Franklin-street, Adelaide	1,200	250	500
<i>Country.</i>					
5AU ..	Port Augusta ..	Port Augusta Broadcasting Co. Ltd., 43 Franklin-street, Adelaide	1,400	214	200
5MU ..	Murray Bridge ..	Murray Bridge Broadcasting Co. Ltd., 11 Waymouth-street, Adelaide	1,460	205	200
5PI ..	Crystal Brook ..	Midlands Broadcasting Services Ltd., 11 Waymouth-street, Adelaide	1,040	288	2,000
5RM ..	Renmark ..	River Murray Broadcasters Ltd., C.M.L. Building, 41 King William-street, Adelaide	830	361	2,000
5SE ..	Mount Gambier ..	South-Eastern Broadcasting Co. Ltd., 11 Waymouth-street, Adelaide	1,370	219	200
<b>WESTERN AUSTRALIA.</b>					
<i>Metropolitan.</i>					
6IX ..	Perth ..	W.A. Broadcasters Pty. Ltd., Lyric House, Murray-street, Perth	1,240	242	500
6KY ..	Perth ..	The People's Printing and Publishing Co. of Western Australia Ltd., 38-46 Stirling-street, Perth	1,320	227	500
6PM ..	Perth ..	6PM Broadcasters Ltd., St. George's House, St. George's-terrace, Perth	1,130	265	500
6PR ..	Perth ..	Nicholson's Ltd., 86-90 Barrack-street, Perth	880	341	500
<i>Country.</i>					
6AM ..	Northam ..	6AM Broadcasters Ltd., St. George's House, St. George's-terrace, Perth	980	306	2,000
6CI ..	Collie ..	Nicholson's Ltd., 86-90 Barrack-street, Perth	1,430	210	500
6GE ..	Geraldton ..	Great Northern Broadcasters Ltd., E.S. & A. Bank Buildings, Marine-terrace, Geraldton	1,370	219	500
6KG ..	Kalgoorlie ..	Goldfields Broadcasters (1933) Ltd., St. George's House, St. George's terrace, Perth	1,210	248	500
6MD ..	Merredin ..	W.A. Broadcasters Pty. Ltd., Lyric House, Murray-street, Perth	1,100	273	500
6TZ ..	Bunbury ..	Nicholson's Ltd., 86-90 Barrack-street, Perth	1,340	224	2,000
6WB ..	Katanning ..	W.A. Broadcasters Pty. Ltd., Lyric House, 223 Murray-street, Perth	1,070	280	2,000
<b>TASMANIA.</b>					
<i>Metropolitan.</i>					
7HO ..	Hobart ..	Commercial Broadcasters Pty. Ltd., A.M.P. Buildings, cnr. Collins and Elizabeth streets, Hobart	860	349	500
7HT ..	Hobart ..	Metropolitan Broadcasters Pty. Ltd., 141-143 Elizabeth-street, Hobart	1,080	278	500
<i>Country.</i>					
7AD ..	Devonport ..	Northern Tasmania Broadcasters Pty. Ltd., 29 Paterson-street, Launceston	900	333	300
7BU ..	Burnie ..	Burnie Broadcasting Service Pty. Ltd., E.S. & A. Bank Chambers, Paterson-street, Launceston	810*	370*	200
7DY ..	Derby ..	North-East Tasmanian Radio B'casters Pty. Ltd., Paterson-street, Launceston	1,450	207	200
7EX ..	Launceston ..	7EX Pty. Ltd., 74 Charles-street, Launceston	1,010	297	500
7LA ..	Launceston ..	Findlay & Wills Broadcasters Pty. Ltd., 21 Paterson-street, Launceston	1,100	273	500
7QT ..	Queenstown ..	West Coast B'casters Pty. Ltd., 21 Paterson-street, Launceston	680	441	300

\* Temporary allocation.

## APPENDIX B.

## AUSTRALIAN BROADCASTING CONTROL BOARD.

STATEMENT OF RECEIPTS AND PAYMENTS FOR YEAR ENDED 30TH JUNE, 1950.

Receipts.		Payments.	
<i>Previous Year—</i>		<i>Previous Year—</i>	
£ s. d.	£ s. d.	£ s. d.	£ s. d.
9,500 0 0	Balance brought forward .. 2,521 8 7	4,997 6 3	Salaries and Wages .. 2,892 5 8
..	Parliamentary Appropriation .. 36,665 0 0	356 5 10	Salaries .. 2,772 13 5
..	Miscellaneous Revenue .. 7 18 6	22 10 1	Temporary Assistance .. 177 10 9
		5,376 2 2	Extra Duty Pay .. 29,842 9 10
			General Expenses—
		955 3 6	Travelling and Subsistence .. 4,268 3 9
		26 15 11	Postage, Telephones, &c. .. 721 4 10
		220 14 11	Incidentals .. 2,981 18 8
		1,202 14 4	
			Stores and Material—
		399 14 11	Office Requisites .. 1,291 7 3
		..	Technical Equipment .. 89 2 9
		399 14 11	
		2,521 8 7	Balance carried forward .. ..
9,500 0 0	Total .. .. 39,194 7 1	9,500 0 0	Total .. .. 39,194 7 1

J. O'KELLY (Secretary).

L. B. FANNING (Chairman).

The above Statement of Receipts and Payments has been examined and is in agreement with the books. In my opinion it is a true and fair statement of the cash transactions of the Board for the year ended 30th June, 1950.

A. C. JOYCE,  
Auditor-General for the Commonwealth.  
28th March, 1951.

## STATEMENT OF ASSETS AS AT 30TH JUNE, 1950.

30th June, 1949.		30th June, 1950.	
£ s. d.		£ s. d.	
Nil	Description of Assets—	Nil	
	Land and Buildings .. .. .	4,441	
	Office Furniture and Equipment at Cost .. .. .	394	
	Less Depreciation .. .. .	Nil	
	Items written off during year .. .. .		4,047 0 0
	Technical Equipment at Cost .. .. .	89	
	Less—Depreciation .. .. .	9	
	Items written off during year .. .. .	Nil	
	Stores and Material .. .. .	Nil	80 0 0
2,521 8 7	Cash at Bank and on Hand .. .. .	Nil	Nil
			Cash Advances 20 0 0
2,521 8 7			4,147 0 0

J. O'KELLY (Secretary).

L. B. FANNING (Chairman).

The above Statement of Assets has been examined and is in agreement with the books. In my opinion it is a true and fair statement of the assets of the Australian Broadcasting Control Board.

A. C. JOYCE,  
Auditor-General for the Commonwealth.  
28th March, 1951.

## APPENDIX C.

## NATIONAL BROADCASTING STATIONS IN OPERATION ON 30TH JUNE, 1950.

Call sign.	Stations.	Frequency (kC/s.)	Wave-length (m.)	Aerial power (watts).
MEDIUM WAVE SERVICES.				
<i>Australian Capital Territory.</i>				
2CY	Canberra Regional ..	850	353	10,000
<i>New South Wales.</i>				
2LG	Lithgow Regional ..	1,570	191	200
2BL	Sydney ..	740	405	10,000
2CO	Riverina Regional (Corowa) ..	670	448	7,500
2CR	Central Regional (Cunnamook) ..	550	545	10,000
2FC	Sydney ..	610	492	10,000
2NA	Hunter River Regional No. 2 (Newcastle) ..	820	366	2,000

## NATIONAL BROADCASTING STATIONS, ETC.—continued.

Call sign.	Stations.	Frequency kC/s.	Wave-length (m.)	Aerial power (watts).
MEDIUM WAVE SERVICES—continued.				
<i>New South Wales—continued.</i>				
2NB	Broken Hill Regional ..	750	400	1,000
2NC	Hunter River Regional (Newcastle) ..	1,230	244	2,000
2NR	Northern Rivers Regional (Lawrence) ..	700	429	7,000
2NU	Northern Tablelands Regional (Manilla) ..	660	455	10,000
2TR	Manning River Regional (Taree) ..	720	417	200
<i>Victoria.</i>				
3AR	Melbourne ..	620	484	10,000
3GI	Gippsland Regional (Longford) ..	560	536	7,000
3LO	Melbourne ..	770	390	10,000
3WV	Western Regional (Dooen) ..	580	517	10,000

## NATIONAL BROADCASTING STATIONS, ETC.—continued.

Call sign.	Stations.	Frequency kC/s.	Wave-length (m).	Aerial power (watts).
MEDIUM WAVE SERVICES—continued.				
Queensland.				
4AT	Atherton Regional ..	680	441	500
4QB	Wide Bay Regional (Pialba)	910	330	2,000
4QG	Brisbane ..	790	380	10,000
4QN	North Regional (Cleveland) ..	630	476	7,000
4QR	Brisbane ..	590	508	10,000
4RK	Rockhampton Regional ..	940	319	2,000
4QS	Darling Downs Regional (Dalby)	760	395	10,000
4QL	Longreach Regional ..	540	556	200
4QY	Cairns Regional ..	890	337	2,000
South Australia.				
5AN	Adelaide ..	890	337	2,000
5CK	North Regional (Crystal Brook)	640	469	7,500
5CL	Adelaide ..	730	411	5,000
Western Australia.				
6GF	Goldfields Regional (Kalgoorlie)	720	417	2,000
6GN	Geraldton Regional ..	820	366	2,000
6WA	South West Regional (Minding)	560	536	10,000
6WF	Perth ..	690	435	5,000
6WN	Perth ..	800	375	1,000
Tasmania.				
7NT	North Regional (Kelso) ..	710	423	7,000
7ZL	Hobart ..	600	500	2,000
7ZR	Hobart ..	1,160	259	500
Northern Territory.				
5AL	Alice Springs Regional ..	1,530	196	50
5DR	Darwin Regional ..	1,500	200	200
Papua.				
9PA	Port Moresby ..	1,250	240	500
SHORT WAVE SERVICES.				
VLG	Lyndhurst, Victoria ..	The frequencies on which these stations transmit are varied as required to obtain optimum results	10,000	
VLR	Lyndhurst, Victoria ..		5,000	
VLQ	Brisbane, Queensland ..		10,000	
VLW	Perth, Western Australia ..		2,000	
VLH	Lyndhurst, Victoria ..		10,000	
VLT	Port Moresby, Papua ..		2,000	
VLX	Perth, Western Australia ..		10,000	
VLI	Sydney, New South Wales ..		2,000	
VLM	Brisbane, Queensland ..		10,000	
FREQUENCY MODULATION SERVICES (EXPERIMENTAL).				
..	Melbourne, Victoria ..	91 : 100 mC/s.	2,000	
..	Sydney, New South Wales ..	92 : 100 mC/s.	2,000	
..	Adelaide, South Australia ..	97 : 300 mC/s.	250	

*Picture Transmission Amplitude Characteristics*—Vestigial sideband transmission shall be used, the maximum amplitude versus frequency characteristic of the radiated picture signal shall be as shown in Australian Broadcasting Control Board Drawing No. ZC-2-A.

*Scanning Specifications.*

*Number of Lines and Interlacing*—The standard number of scanning lines per picture shall be 625 interlaced two to one. The radiated signal shall be monochrome.

*Picture and Field Frequencies*—The picture frequency of the radiated signal shall be 25 per second and the field frequency shall be 50 per second non-synchronous with the power mains supply and held within a tolerance of  $\pm 0.002$  per cent.

*Aspect Ratio*—The standard aspect ratio of the transmitted television picture shall be 4 units horizontally to 3 units vertically.

*Scanning Order*—During active scanning intervals the scene shall be scanned from left to right horizontally and from top to bottom vertically at uniform velocities.

*Picture Signal Modulation.*

*Type of Modulation*—The carrier within a single television channel with both picture and synchronizing signals shall be amplitude modulated, the synchronizing and picture modulation occurring alternately on a time division basis in accordance with Australian Broadcasting Control Board Drawing No. ZC-1-C. The wave form shown in the Drawing ZC-1-C represents the carrier envelope at the transmitter output before the lower side band is attenuated, and not necessarily the video waveform at the transmitter input.

*Polarity of Modulation*—Negative modulation shall be employed, that is a decrease in initial light intensity shall cause an increase in radiated power.

*Brightness Characteristic*—The black level shall be represented by a definite carrier level independent of light and shade in the picture.

The transmitter output shall vary in substantially inverse logarithmic relationship to the brightness of the subject. No tolerances are specified at this time.

*Percentage Modulation of Black Level*—The transmitter shall transmit the black level at 75 per cent. of the peak carrier amplitude with a tolerance of 2.5 per cent. of the peak carrier amplitude. The black level shall be as nearly equal to the pedestal level as the state of the art will permit.

*Line Frequency*—The line frequency shall be maintained at 15,625 cycles per second  $\pm 0.002$  per cent.

*White Level*—In the modulation of the picture transmitter the radio frequency signal amplitude for the maximum white shall not exceed 15 per cent, nor be less than 10 per cent. of the maximum carrier amplitude.

*Sound Signal Modulation.*

*Type of Modulation*—Frequency modulation shall be used for the television sound transmission.

*Modulation Band and Pre-emphasis Characteristic*—The transmitter shall be capable of operating with modulation frequencies between 30 cycles per second and 15,000 cycles per second.

Pre-emphasis shall be employed in the sound transmitter in accordance with the impedance-frequency characteristic of a series inductance resistance network having a time constant of 75 micro-seconds.

*Frequency Deviation*—In the sound transmitter the deviation for full modulation shall be  $\pm 25$  kilocycles per second.

*Transmitter Characteristics.*

*Polarization of Radiated Signal*—The radiated signals from both sound and picture transmitters shall be horizontally polarized.

*Power Output*—The ratio of peak power output of the picture transmitter and mean power output of the sound transmitter shall be two to one.

*Frequency Response of Picture Transmitter*—The overall frequency response of the picture transmitter shall be within the limits of the demodulated output specified in Drawing No. ZC-3-A from the transmitter input to the output of the vestigial sideband filter.

*Frequency Response of Sound Transmitter*—The frequency response of the sound system from microphone output to sound transmitter output shall be within the limits set out in Drawing ZC-4-A.

*Phase Modulation of Picture Transmitter*—The picture transmitter shall be suitable for use with inter-carrier type of receivers. The phase modulation of the transmitted picture shall be such as to cause negligible noise in an inter-carrier receiver for modulating frequencies in the range 30 to 15,000 cycles per second.

## APPENDIX D.

## AUSTRALIAN TELEVISION STANDARDS.

*The Television Channels.*

*Channel Width*—The width of the standard television channel shall be 7.5 megacycles per second.

*Location of Channels in the Frequency Spectrum*—The channels initially used for television will be—

181.5-189 megacycles per second.  
189-196.5 " " "  
196.5-204 " " "

At a later date the following channels will be available:—

174-181.5 megacycles per second.  
208.5-216 " " "

*Location of the Transmitted Carriers within the Channel.*

—The unmodulated sound carrier shall be 0.25 megacycles per second below the upper frequency limit of the channel and the picture carrier 1.25 megacycles per second above the lower limit, so that the carriers are spaced 6 megacycles per second apart.

Characteristics—Vestigial  
1, the maximum amplitude  
the radiated picture signal  
roadcasting Control Board

ications.  
—The standard number of  
825 interlaced two to one.  
chrome.

—The picture frequency of  
per second and the field  
non-synchronous with the  
within a tolerance of

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scanning intervals the scene  
; horizontally and from top  
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odulation.

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synchronizing signals shall be  
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; division basis in accordance  
ontrol Board Drawing No.  
the Drawing ZC-1-C repre-  
ransmitter output before the  
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black level shall be repre-  
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racteristics.

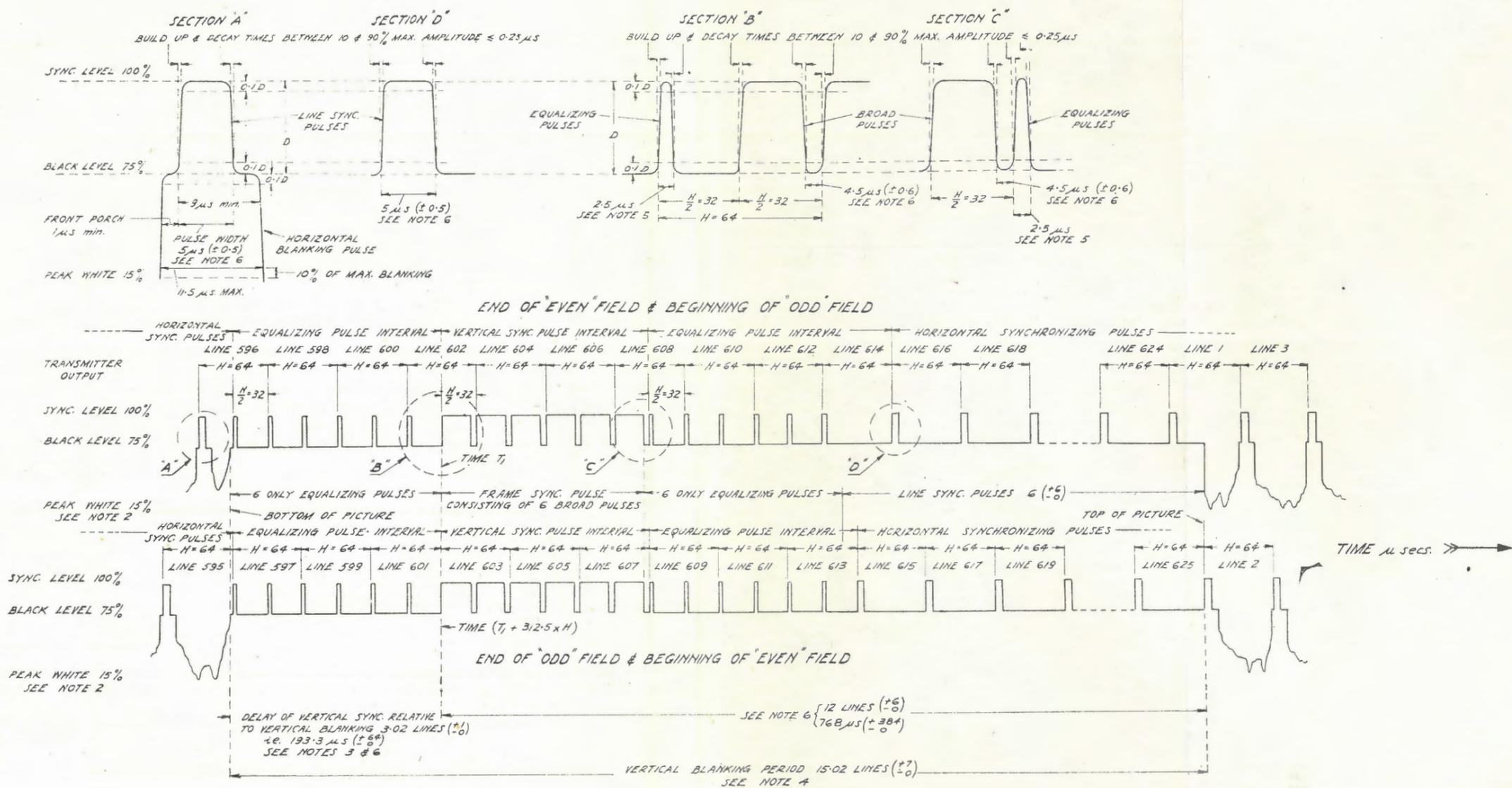
l.—The radiated signals from  
itters shall be horizontally

peak power output of the  
power output of the sound

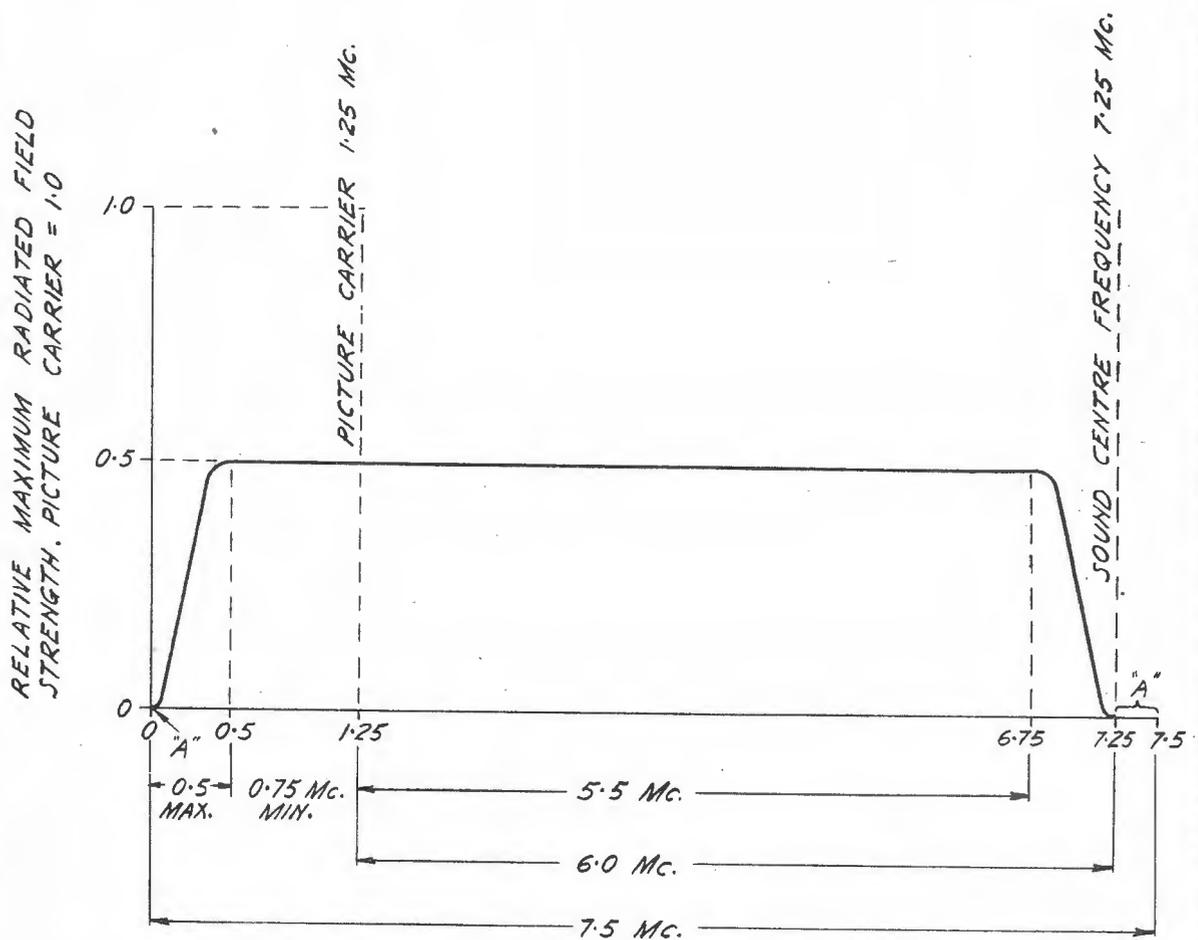
re Transmitter.—The overall  
e transmitter shall be within  
output specified in Drawing  
r input to the output of the

Transmitter.—The frequency  
n microphone output to sound  
ithin the limits set out in

a Transmitter.—The picture  
use with inter-carrier type of  
n of the transmitted picture  
ible noise in an inter-carrier  
ies in the range 30 to 15,000



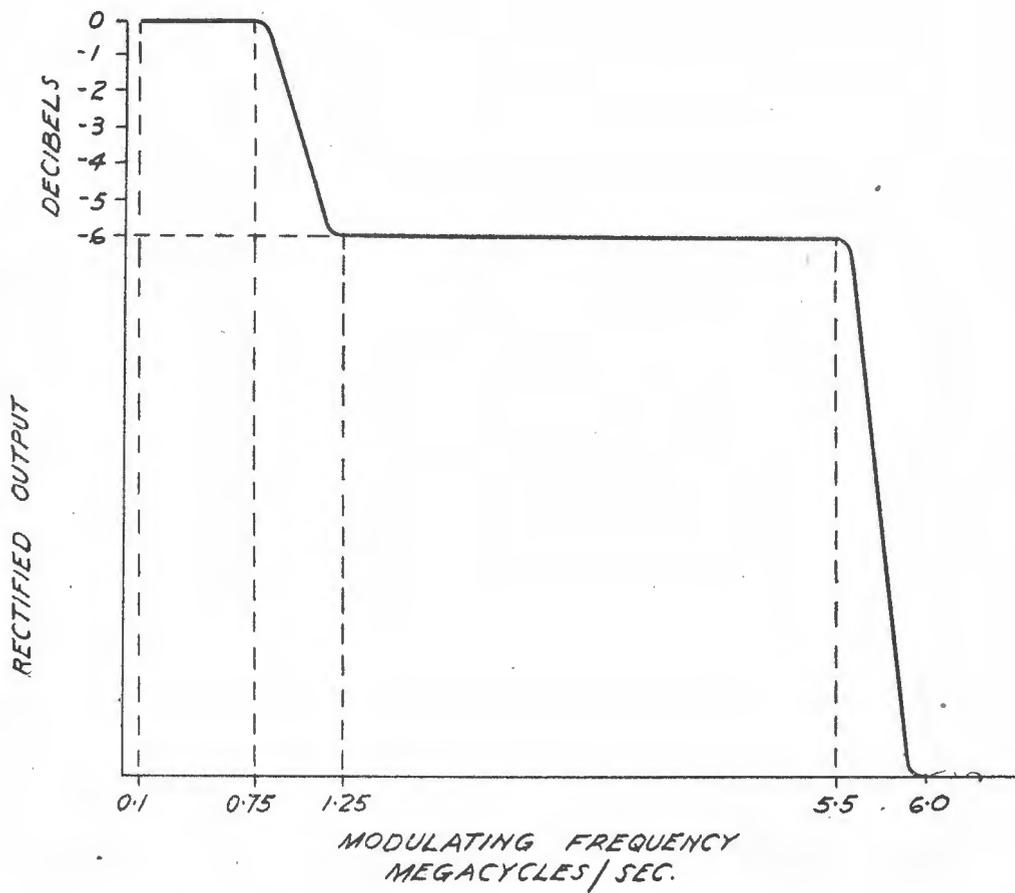
- NOTES:-
1. THIS WAVEFORM REPRESENTS THE CARRIER ENVELOPE BEFORE THE LOWER SIDEBANDS ARE ATTENUATED & NOT NECESSARILY THE VIDEO WAVE FORM AT THE TRANSMITTER INPUT.
  2. THE PEAK WHITE CARRIER LEVEL MUST NEVER FALL BELOW 10% OF THE MAX. CARRIER LEVEL (SYNC. OR ULTRA BLACK.)
  3. VERTICAL BLANKING CAN BEGIN 1 LINE PERIOD (64µs) BEFORE THE FIRST EQUALIZING PULSE BUT NOT SOONER.
  4. THE TOLERANCES SHOWN ARE FOR FULL BLANKING OF BLACK LEVEL. THE LEADING & TRAILING EDGES OF VERTICAL BLANKING SHOULD BE COMPLETE IN LESS THAN 6.5µs.
  5. EQUALIZING PULSE AREA TO BE BETWEEN 0.45 & 0.5 OF THE AREA OF A HORIZONTAL SYNC. PULSE.
  6. THESE TOLERANCES ARE FOR LONG TERM VARIATIONS & NOT FOR SUCCESSIVE CYCLES.



**NOTES :-**

1. SIDEBAND ATTENUATION AT FREQUENCIES "A" TO BE AT LEAST 20 db GREATER THAN THE ATTENUATION AT FREQUENCY 1.15 Mc.
2. ALL FREQUENCIES GIVEN TO BE ADDED TO THE LOWEST FREQUENCY OF THE CHANNEL.

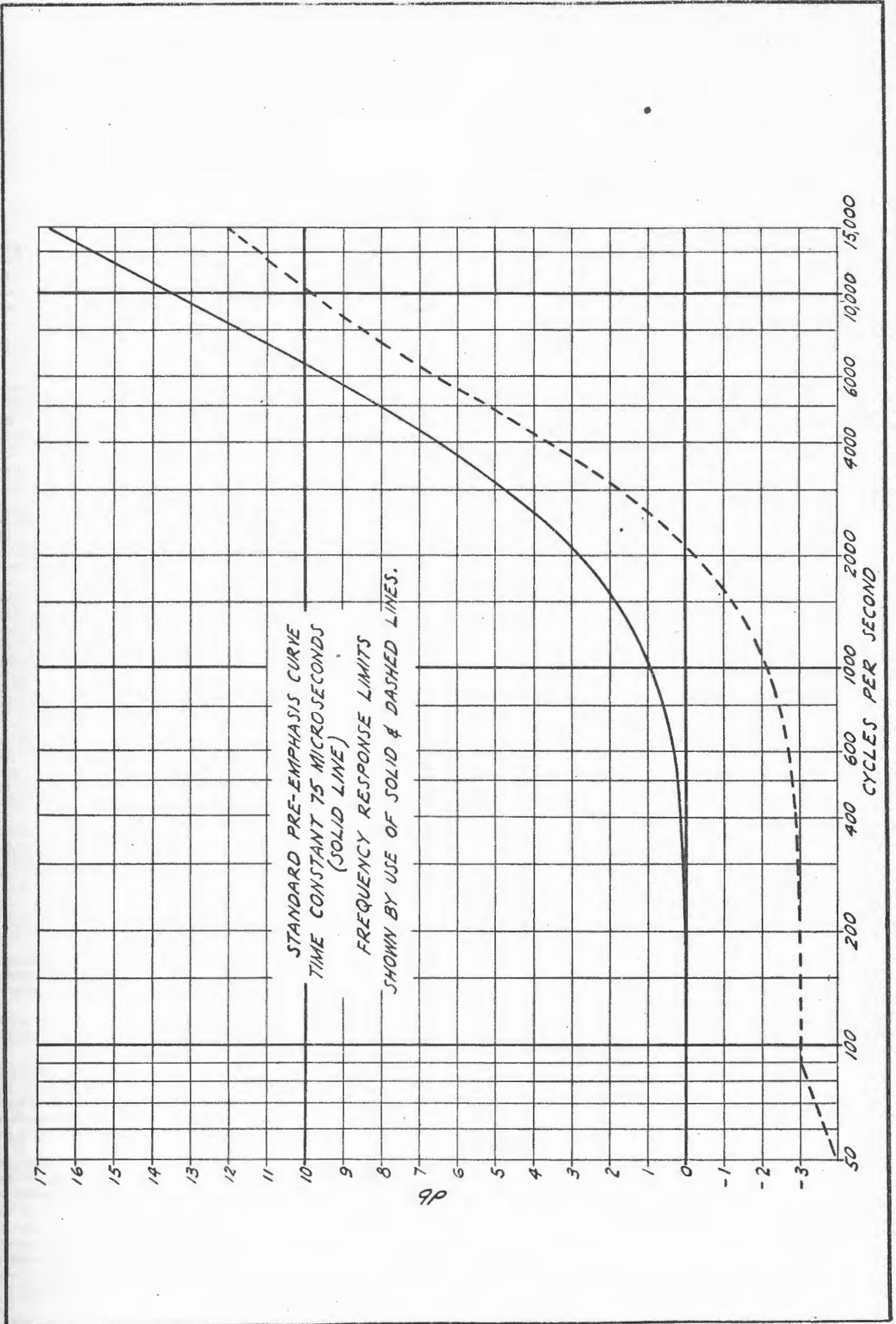
DRAWING NOT TO SCALE



**NOTES :-**

1. THIS IS THE RECTIFIED OUTPUT IN THE IDEAL CASE.
2. TOLERANCES ARE GIVEN BELOW, RELATIVE TO 0db, WHICH IS THE CASE FOR 100% DOUBLE SIDEBAND MODULATION RECTIFIED WITHOUT LOSS.

MOD. FREQ	MAX. RESPONSE	MIN. RESPONSE
0.5 Mc/s	0 db	-2 db
1.25 "	-6 "	-8 "
2.5 "	-6 "	-8 "
4.0 "	-6 "	-10 "
5.0 "	-6 "	-11 "



## APPENDIX E.

*Australian Broadcasting Act 1942-1948.*

## ORDER BY THE AUSTRALIAN BROADCASTING CONTROL BOARD.

The Australian Broadcasting Control Board, in pursuance of the powers conferred on it by the *Australian Broadcasting Act 1942-1948*, hereby makes the following Order:—

## POLITICAL BROADCASTS (FEDERAL ELECTIONS) ORDER.

*Citation.*

1. This Order may be cited as the Political Broadcasts (Federal Elections) Order.

*Application.*

2. This Order applies to broadcasts of political matter made during the election period only.

*Interpretation.*

3. In this Order, unless the contrary intention appears—  
 "candidate" means a person nominated as a candidate at the election and includes a person who, within three months before the day of the election, announces himself as a candidate for election as a Senator or a Member of the House of Representatives;  
 "party" means a political party on behalf of which candidates are nominated at the election;  
 "political matter" means an announcement, statement, speech or other matter—  
 (a) commenting on, or soliciting votes for, any candidate at the election;  
 (b) commenting on, or advocating support of, any party to which any candidate at the election belongs;  
 (c) commenting upon, stating or indicating any of the issues being submitted to the electors at the election, or any part of the policy of any candidate at the election or of any party to which any such candidate belongs; or  
 (d) referring to any meeting held in connexion with the election;

"the Board" means the Australian Broadcasting Control Board;

"the election" means any election of Senators or of Members of the House of Representatives to be held during the year 1949;

"the election period" means the period commencing on the day on which the writs for the election are issued and ending at midnight on the Wednesday preceding the day of the poll.

*Broadcasting of addresses of leaders of parties by commercial stations.*

4.—(1.) The licensee of each commercial broadcasting station shall broadcast from his station the whole of such of the addresses of the leaders of the parties, or their nominees, as are broadcast on interstate relay by the Australian Broadcasting Commission during the election period.

(2.) A licensee of a commercial broadcasting station shall not make any charge in respect of a broadcast made in pursuance of the last preceding sub-paragraph.

(3.) A broadcast made in pursuance of sub-paragraph (1.) of this paragraph may be made at the same time as the broadcast by the Australian Broadcasting Commission or may be recorded and broadcast at such other time as the licensee determines, but so that the broadcast shall end not later than 10.30 p.m. on the same day.

*Division of time among parties.*

5.—(1.) Subject to this paragraph, the licensee of each commercial broadcasting station which broadcasts any political matter during the election period, other than the broadcasts referred to in the last preceding paragraph, shall make such arrangements for the allocation of the broadcast time made available by him for the broadcasting of political matter by parties and candidates which apply to the licensee for broadcasting facilities during the election period that—

- (a) that time is distributed among all such parties and candidates on a basis which will afford fair and reasonable opportunities to those parties and candidates to put before the electors the opposing views on the issues at the election;  
 (b) no preference is given to one party or candidate over another party or candidate in respect of the times at which the broadcasts of any party or candidate are made;  
 (c) no party or candidate is subject to any prejudice or disadvantage in the broadcasting facilities made available to him by the licensee;  
 (d) there is an adequate balance of broadcasts of political matter during each period of seven days in the election period.

(2.) This paragraph does not require any licensee to make broadcast time available free of charge, or to make broadcast time available to any political party other than a party as defined in the next succeeding sub-paragraph.

(3.) In this paragraph, "party" means a political party on behalf of which candidates are nominated in at least 15 per centum of the electoral divisions for the House of Representatives, provided that those divisions are situated in not less than three States.

*No discrimination as to charges.*

6. A licensee of a commercial broadcasting station shall not, in respect of charges for broadcasts—

- (a) discriminate between parties or candidates;  
 (b) make or give any rebate or discount which is not shown on the published rate card of the station; or  
 (c) require any party or candidate to pay any loading or other additional charge which is not shown on that rate card.

*Broadcasts by organizations or persons other than parties or candidates.*

7.—(1.) A licensee of a commercial broadcasting station shall not make available any periods of broadcast time exceeding, in the aggregate, two hours in any period of seven days during the election period for the broadcasting of political matter by organizations and persons other than parties and candidates.

(2.) A licensee of a commercial broadcasting station who makes available any broadcast time for the broadcasting of political matter by organizations or persons other than parties or candidates shall ensure that that time is divided equally between those organizations and persons and so as to afford equal opportunities to those organizations and persons to put before the electors the opposing views on the issues at the election.

(3.) This paragraph does not require any licensee to make broadcast time available free of charge.

(4.) The provisions of clauses (b), (c) and (d) of sub-paragraph (1.) of paragraph 5, and of the last preceding paragraph apply to broadcasts of political matter by organizations and persons other than parties and candidates in the same manner as they apply to broadcasts by parties and candidates.

(5.) Any news commentary, talk or similar broadcast which consists of or includes political matter shall be taken into account for the purposes of determining the amount of political matter which may be broadcast under this paragraph, except any such broadcast which was regularly included in the programme of the station during the period of three months preceding the commencement of the election period and in respect of which no payment or reward is received by the licensee.

(6.) The last preceding sub-paragraph does not apply to any regular news session which consists only of news and information relating to current events and does not include any comment or discussion by any person employed by the station on any political matter broadcast during the session.

*Records to be kept.*

8.—(1.) The licensee of a commercial broadcasting station shall keep a complete record of all applications for broadcast time made by or on behalf of all—

- (a) parties and candidates; and  
 (b) organizations and persons other than parties and candidates which apply for such time for the purposes of broadcasting political matter,

together with an appropriate record showing the disposition made by the licensee of those applications, and the charges made for any broadcast time made available in pursuance of the applications.

(2.) The licensee of every commercial broadcasting station shall furnish to the Board a copy of the record so kept within seven days after the expiration of the election period.

*Scripts of broadcasts to be supplied.*

9.—(1.) The licensee of a commercial station shall require every person who makes a broadcast of political matter from the studio of his station to supply the script from which the broadcast is made.

(2.) The licensee shall retain all such scripts for a period of not less than three months after the expiration of the election period and shall, if required by the Board, supply to the Board a copy of any such script.

*Scripts of recordings.*

10. Where any political matter is broadcast from a recording, the licensee of the station from which the broadcast was made shall, if required by the Board, supply to the Board a copy of the script of the recording.

Dated this eighth day of September, 1949.

L. B. FANNING, Chairman.  
 CLIVE OGILVY }  
 R. G. OSBORNE } Members.

J. O'KELLY, Secretary.

## APPENDIX F.

*Australian Broadcasting Act 1942-1948.*

## ORDER BY THE AUSTRALIAN BROADCASTING CONTROL BOARD.

The Australian Broadcasting Control Board, in pursuance of the powers conferred on it by the *Australian Broadcasting Act 1942-1948*, hereby makes the following Order:—

## POLITICAL BROADCASTS (FEDERAL ELECTIONS) ORDER (No. 2).

*Citation.*

1. This Order may be cited as the Political Broadcasts (Federal Elections) Order (No. 2).

*Repeal of certain provisions.*

2. Paragraphs 4, 5 and 7 of the Political Broadcasts (Federal Elections) Order are repealed.

Dated this sixth day of October, 1949.

L. B. FANNING, Chairman.  
CLIVE OGILVY } Members.  
R. G. OSBORNE }

J. O'KELLY, Secretary.

## APPENDIX G.

## LEGISLATION AND PRACTICES OF OVERSEAS ENGLISH-SPEAKING COUNTRIES IN CONNEXION WITH BROADCASTS BY POLITICAL PARTIES AND CANDIDATES AT GENERAL ELECTIONS.

## GREAT BRITAIN.(1)

Broadcasting in Great Britain is not regulated by statute, but is the responsibility of the British Broadcasting Corporation under Royal Charter. Since 1928, the Corporation has made facilities available free of charge at election times to the main political parties. Before 1935, however, there was considerable diversity of opinion as to the basis on which time should be divided between the parties, and some dissatisfaction was expressed at the arrangements made in connexion with the elections in 1929, 1931 and 1935.

Accordingly, in 1935, the problems associated with election broadcasts were considered by the Ullswater Committee appointed to review the whole scope and operations of the British Broadcasting Corporation. The Committee made the following recommendations concerning political broadcasts at election times (*see* paragraph 93 of the Report):—

- (a) the B.B.C. should first offer for election speeches such time as may be appropriate;
- (b) the allocation of this time between the Government, the official Opposition and other parties should then be arranged by agreement between them or in default by an arbitral decision of the Speaker of the House of Commons.

These proposals were not presented until 1936. The next ensuing general election was in 1945. In that year, and again in 1950, arrangements were made substantially in accordance with the Committee's recommendations. In 1945, ten speeches were broadcast on behalf of the Government (Conservative Party) ten on behalf of the Opposition (Labour Party), four on behalf of the Liberal Party, and one each on behalf of the Commonwealth Party and the Communist Party.

In 1950, time for election speeches was allocated on the following basis:—

Party.	Number of speeches.	Total duration of all speeches.
Government (Labor Party) ..	5	2 hours
Opposition (Conservative Party) ..	5	2 hours
Liberal Party .. .. .	3	40 minutes
Communist Party .. .. .	1	10 minutes

The provision of time for minority parties in both 1945 and 1950 was the result of decisions by the B.B.C. to make such time available in addition to the allocations to the main parties.

In regard to broadcasts other than at election times, an arrangement was made in 1947 between the British Broadcasting Corporation and the main political parties for a limited number of controversial broadcasts to be allocated

(1) This account is based on correspondence with the B.B.C. and the following sources:—

British Broadcasting Corporation: Handbook 1929, Year Books, 1930, 1932, 1950. Annual report and Accounts, 1945-46, Cmd. 6985.  
Report of Broadcasting Committee (Ullswater) 1935, Cmd. 5091.  
J. C. W. Reith, "Into the Wind" (London, Hodder and Stoughton, 1949).  
Eric Estorick, "British Broadcasting of Discussions of Public Opinions"—in *Annals of American Academy of Political and Social Science*, Vol. 213, 1941.

each year to the parties concerned in proportion to the votes received by them at the last election. Before the 1950 general election, the Corporation, in pursuance of this arrangement, was providing for twelve such broadcasts each year, of which six were allocated to Labour, five to Conservatives, and one to the Liberals.

## CANADA.(1)

(1) *Legislation.*

In Canada there are a series of stations owned and operated by a public authority, the Canadian Broadcasting Corporation, which, however, sells time to sponsors, and in addition a number of private commercial stations. The Canadian Broadcasting Act, in addition to establishing the Corporation as the national broadcasting authority, confers on it a number of powers relating to the standards and practices of private commercial stations. Thus section 22 (1) authorizes the Corporation to make regulations—

- (a) to control the establishment and operation of chains or networks of stations in Canada;
- (b) to prescribe the periods to be reserved periodically by any private station for the broadcasting of programmes of the Corporation."

Pursuant to section 22 (1) (a), the Corporation has established three substantial national networks, including all its own stations, and more than 80 per cent. of the private commercial stations. Section 22 (1) also authorizes the Corporation to make regulations relating to political broadcasts, in the following terms:—

- (e) to prescribe the proportion of time which may be devoted to political broadcasts by the stations of the Corporation and by private stations, and to assign such time on an equitable basis to all parties and rival candidates."

Pursuant to this provision, the Canadian Broadcasting Corporation has made the following regulation(2):—

"Each station shall allocate time for political broadcasts as fairly as possible between the different parties or candidates desiring to purchase or obtain time for such broadcasts."

(2) *White Papers on Controversial Broadcasts.*

In 1939, in anticipation of the Dominion General Elections for 1940 and pursuant to the legislation and regulations which have been cited, the Corporation issued a White Paper entitled "Statement of Policy with respect to Controversial Broadcasting," setting out the arrangements which were to apply generally in respect of controversial broadcasts, and particularly in respect of parties' election broadcasts. This document has been revised from time to time since 1939, and is now known as "Political and Controversial Broadcasting, Policies and Rulings". These rulings apply to both Dominion and Provincial general elections, and the main provisions are as follows:—

*Time on National Networks.*—All such time (whether on national or private stations) is free of charge. The C.B.C. sets aside an amount of time "to permit of adequate presentation of the policies of the national political parties". A national political party must meet the following requirements:—

- (i) Have policies on a wide range of national issues.
- (ii) Have a recognized national leader.
- (iii) Have a nation-wide organization.
- (iv) Seek the election of candidates in at least three of the provinces and put into the field a minimum number of 61 candidates (approximately one for every four constituencies).

The time set aside is allotted among the existing parties in the House according to a formula based on the following factors:—(1) the standing of the parties in the House

(1) This account is based on the following sources:—

Canadian Broadcasting Act 1936.  
Canadian Broadcasting Corporation—White Paper "Statement of Policy with respect to Controversial Broadcasts—" (1939).  
White Papers "Political and Controversial Broadcasting, Policies and Rulings", 1944, 1948.  
"C.B.C. 1946", a Digest of Statements on the Policies, &c., of the C.B.C., presented before the House of Commons Special Committee on Radio Broadcasting 1946 by A. Davidson Dunton, Chairman of the Board of Governors, and others.  
Submissions to the Royal Commission on National Development in the Arts, Letters and Sciences, 1949.  
Statement by Dr. Augustin Frigon, then Acting General Manager of the C.B.C., before the Parliamentary Special Committee on Broadcasting, 22nd March, 1944.  
Special Committee on Radio Broadcasting, Session 1946 House of Commons Minutes of Proceedings and Evidence No. 4, No. 8.  
"Radio in Canada", Reference Paper No. 27 (revised, November, 1949), Information Division: Department of External Affairs, Ottawa.  
"Canada 1949". The Official Handbook of Present Conditions and Recent Progress.

(2) Regulation 8 (2), C.B.C. Regulations for Broadcasting Stations, revised as at 1st July, 1948.

of Commons at the time of the dissolution; (2) the popular vote secured by each of the parties at the previous election; (3) the number of candidates nominated by each party in the preceding campaign; and (4) the standing of the parties in the House at the preceding dissolution.

Provision is made for the allocation of time to new national parties on a basis determined by the Corporation.

*Private Stations' Hook-ups.*—Within each province, private commercial stations, which may wish to sell their facilities, may make time available for election broadcasts, in addition to that involved in participation in national network broadcasts. These arrangements may be made in the form of "subsidiary hook-ups" or of broadcasts from individual stations.

The Canadian Broadcasting Corporation has advised that under these provisions, the Labour Progressive Party (Communist) has obtained free network time for a number of provincial elections.

#### UNITED STATES OF AMERICA.(1)

In the United States, all broadcasting services are provided by private stations and networks, most of them commercial. There are no national stations comparable with those of the Australian Broadcasting Commission or the Canadian Broadcasting Corporation.

The legislation governing standards and practices in the United States is the Communications Act. The authority administering this Act is the Federal Communications Commission. Section 315 of the Act provides that—

"If any licensee shall permit any person who is a legally qualified candidate for any public office to use a broadcasting station, he shall afford equal opportunities to all other such candidates for that office in the use of such broadcasting station, and the Commission shall make rules and regulations to carry this provision into effect: Provided that such licensee shall have no power of censorship over the material broadcast under the provisions of this section. No obligation is hereby imposed on any licensee to allow the use of its station by any such candidate."

The expression "legally qualified candidate" is defined in the following regulation issued by the Federal Communications Commission pursuant to this section:—

3.190.—(a) A "legally qualified candidate" means any person who has publicly announced that he is a candidate for nomination by a convention of a political party or for nomination or election in a primary, special, or general election, municipal, county, state or national, and who meets the qualifications prescribed by the applicable laws to hold the office for which he is a candidate, so that he may be voted for by the electorate directly or by means of delegates or electors, and who—

- (1) has qualified for a place on the ballot, or
- (2) is eligible under the applicable law to be voted for by sticker, by writing in his name on the ballot, or other method, and (1) has been duly nominated by a political party which is commonly known and regarded as such, or (2) makes a substantial showing that he is a bona fide candidate for nomination or office, as the case may be."

The regulation also provides that no station is required to permit the use of its facilities by any candidate for public office, but if any licensee shall permit any candidate to use its facilities, he shall afford equal opportunities to all other candidates for that office to use such facilities. It is also provided that the rates (if any) charged shall be uniform; no licensee is to make any discrimination in charge, practices, facilities or services, or make or give any preference to any candidate or subject any candidate to any prejudice or disadvantage, or make any agreement which shall have the effect of permitting any candidate to broadcast to the exclusion of other candidates.

The jurisdiction of the Federal Communications Commission over political broadcasts arises directly from the provisions which have been quoted, and also indirectly from section 307 (a) of the Communications Act, which authorizes the Commission to issue and renew station licences to applicants therefor—"if public convenience, interest or necessity will be served thereby". The practice of the F.C.C. is to examine the programme service of stations, actual or proposed, before re-

newing or issuing licences, and the provision of facilities for political broadcasts is examined under this heading. Many decisions under the licensing power are made after public hearings of stations' applications, which are, in effect, cases argued before the F.C.C. acting in a quasi-judicial capacity. The decisions constitute an important body of administrative law and some of the cases involving questions relating to political broadcasts may be referred to as examples of the Commission's decisions on this subject.

In one case,(1) a licence was renewed on condition that observed practices rendering access to the station's facilities by certain parties and groups difficult, were not to continue. In another,(2) the Commission drew attention to the obligation of stations to make available to opposed candidates time channels known to command substantially equal audiences. In a third,(3) it was held that once a station had made its facilities available to a candidate, it was debarred from withdrawing from the field—this after evidence that the station in question had refused to broadcast a script because an opposing candidate had alleged that it contained untruthful statements, and had offered to produce evidence to this effect.

It has also been necessary for the Commission to consider the responsibility of stations owned by newspaper interests opposing particular candidates. The Commission has decided(4) that—

"Where a licensee has a connexion with a newspaper in the community which has taken a position in regard to a controversy, then the failure, refusal, or arbitrary restriction on the right to present an opposing point of view of the controversy over the station becomes aggravated."

The question of what is known as editorialization, that is active support for a candidate by a station in its own broadcasts, was considered by the F.C.C. in the *Mayflower* case,(5) which gave rise to some controversy. It was argued before the Commission that station WAAB should be denied renewal of its licence because it had indulged in editorialization and had therefore violated the principle that "the people own the air". The licence was renewed on an undertaking by the station to reverse its policy, but the Commission stated—

"... with the limitations in frequencies inherent in the nature of radio, the public interest can never be served by a dedication of any broadcasting facility to the support of his (the broadcaster's) own particular ends. . . . A truly free radio . . . cannot be devoted to the support of principles he (the broadcaster) happens to regard most favorably. In brief, the broadcaster cannot be an advocate."

This approach has since been modified in a statement issued by the F.C.C. on 2nd June, 1949, in which it is held that editorialization "within reasonable limits" and subject to overall fairness, is not contrary to the public interest.

The responsibility of the broadcaster in relation to the broadcasting of material in controversial issues was also referred to by the Commission in the 1946 Report ("Blue Book") entitled "Public Service Responsibility of Broadcast Licensees", and later in the statement of 2nd June, 1949, which is referred to above. In the latter statement the Commission points out that broadcasters must make a reasonable amount of time available for discussion of public issues, and that they must operate on a basis of "overall fairness". Only when this is done, it is stated, "can radio be maintained as a medium of freedom of speech for the people as a whole". Finally, it is held to be an affirmative duty of broadcasters to encourage the broadcasting of all sides of controversial public issues over their facilities.

#### NEW ZEALAND.

The New Zealand Broadcasting Act 1936 which places the control of broadcasting in the hands of the Minister of Broadcasting, contains no express provision relating to political broadcasts.

The normal practice in making arrangements for election broadcasts in New Zealand is for the Government to consult the Opposition before taking any decision. For the 1949 elections, following such consultation, an equal division of time was made between the Government and the Opposition, over a series of hook-ups which were the same for both sides.

#### SOUTH AFRICA.

The South African Broadcasting Corporation has not yet undertaken any broadcasts in connexion with election campaigns.

(1) This account is based on correspondence with F.C.C. and on the following sources:—

Communications Act 1934.

F.C.C.—"Blue Book" 1946.

Report, 2nd June, 1949.

Broadcasting Year Book 1950.

Harry P. Warner: "Radio and Television Law"—(Matthew Binder & Co., N.Y., 1948). This work has been used as the authority for cases cited.

Annals of the American Academy of Political and Social Science: Vol. 213, 1941: see papers from Fly, Hays and Ethridge.

Robinson: "Radio Networks and the Federal Government". (Columbia University Press, 1943).

(1) *Re Bellingham Broadcasting Co. et al.*, 8 F.C.C. 165, 172 (1940).

(2) *Re Stephens et al.* (B-212, 5th September, 1945)—F.C.C.—.

(3) *Re Port Huron Broadcasting Company* (Docket No. 6987, 30th January, 1948) F.C.C. 48-287.

(4) *Re Rainey* (B-325, 16th January, 1947)—F.C.C.—.

(5) *Re the Mayflower Broadcasting Corporation et al.*, 8 F.C.C. 333, 340 (1940).

## APPENDIX H.

COMMONWEALTH OF AUSTRALIA.  
BROADCAST LISTENERS' LICENCES IN FORCE ON 30TH JUNE, 1950.

Class of licence.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Commonwealth.
LICENCES FOR ONE RECEIVER.							
Ordinary .. .. .	655,255	492,646	251,036	189,669	127,323	61,991	1,777,920
Pensioners .. .. .	25,278	10,526	8,203	4,597	5,530	1,962	56,096
Blind Persons .. .. .	778	675	265	297	231	121	2,367
Schools .. .. .	1,960	1,231	529	698	115	295	4,828
<b>Total .. .. .</b>	<b>683,271</b>	<b>505,078</b>	<b>260,033</b>	<b>195,261</b>	<b>133,199</b>	<b>64,369</b>	<b>1,841,211</b>
Ratio to 100 of Population .. .. .	21.38	23.33	22.41	27.83	24.45	22.65	22.87
LICENCES FOR MORE THAN ONE RECEIVER.							
Ordinary .. .. .	63,285	50,597	13,614	31,472	15,760	7,331	182,059
Motor Cars .. .. .	1,528	1,807	590	1,065	256	557	5,803
Pensioners .. .. .	184	74	42	113	113	29	555
<b>Total .. .. .</b>	<b>64,997</b>	<b>52,478</b>	<b>14,246</b>	<b>32,650</b>	<b>16,129</b>	<b>7,917</b>	<b>188,417</b>

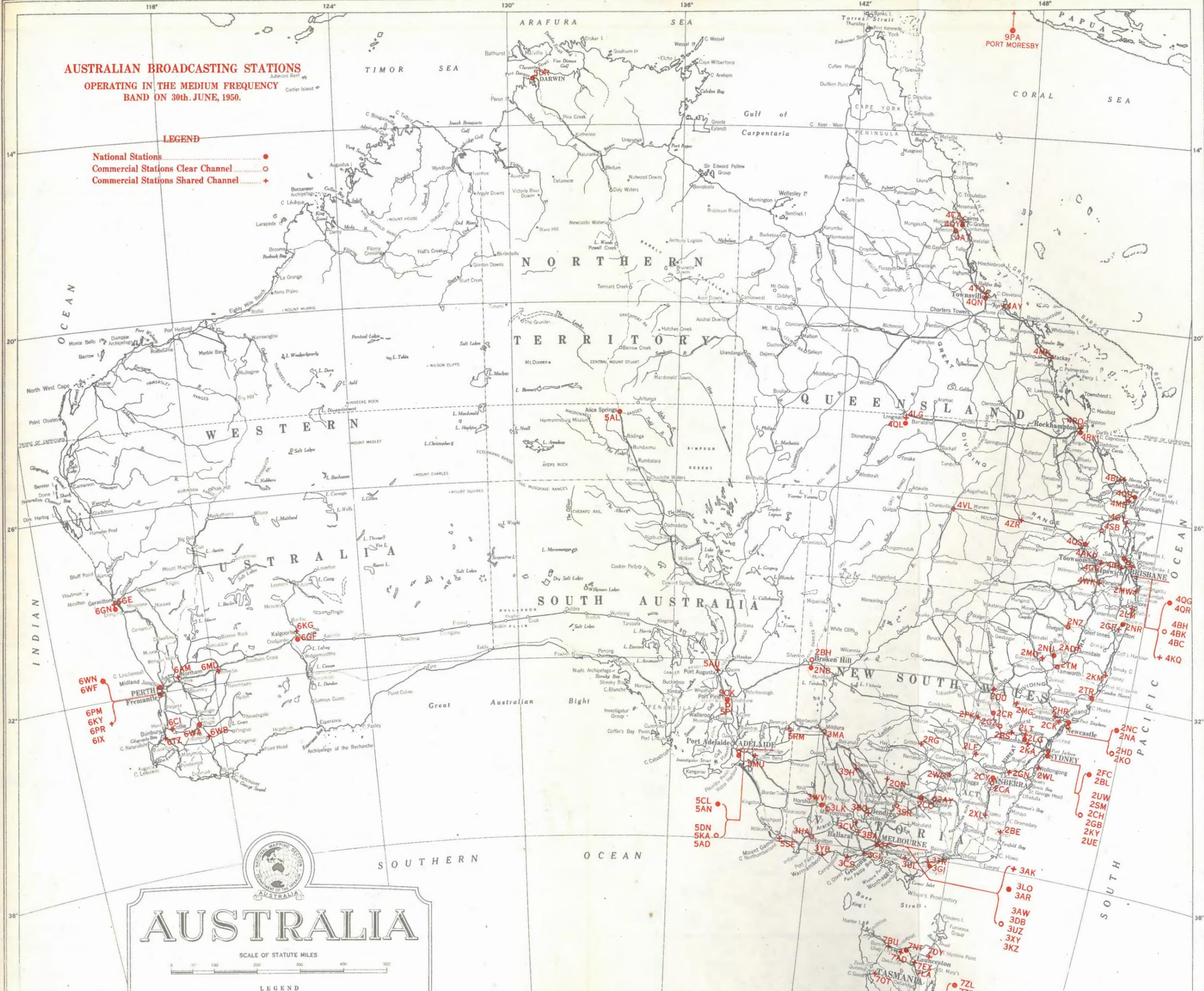
med.

Frequency (kC/s.)	Wave-length (m.)	Aerial power (watts)
1,120	268	1,000
1,390	216	1,000
1,290	233	750
690*	435*	1,000
1,220	246	2,000
960	313	500
1,330	226	500
1,010	297	300
860	349	500
1,350	222	200
1,440	208	200
1,100	273	1,000
1,010	297	300
1,380	217	100
1,080	278	200
1,060	283	2,000
780	385	200
920	326	500
880	341	100
1,490	201	500
1,310	229	500
970	309	500
1,200	250	500
1,400	214	200
1,460	205	200
1,040	288	2,000
830	361	2,000
1,370	219	200
1,240	242	500
1,320	227	500
1,130	265	500
880	341	500
980	306	2,000
1,430	210	500
1,370	219	500
1,210	248	500
1,100	273	500
1,340	224	2,000
1,070	280	2,000
860	349	500
1,080	278	500
900	333	300
810*	370*	200
1,450	207	200
1,010	297	500
1,100	273	500
680	441	300

**AUSTRALIAN BROADCASTING STATIONS**  
 OPERATING IN THE MEDIUM FREQUENCY  
 BAND ON 30th. JUNE, 1950.

**LEGEND**

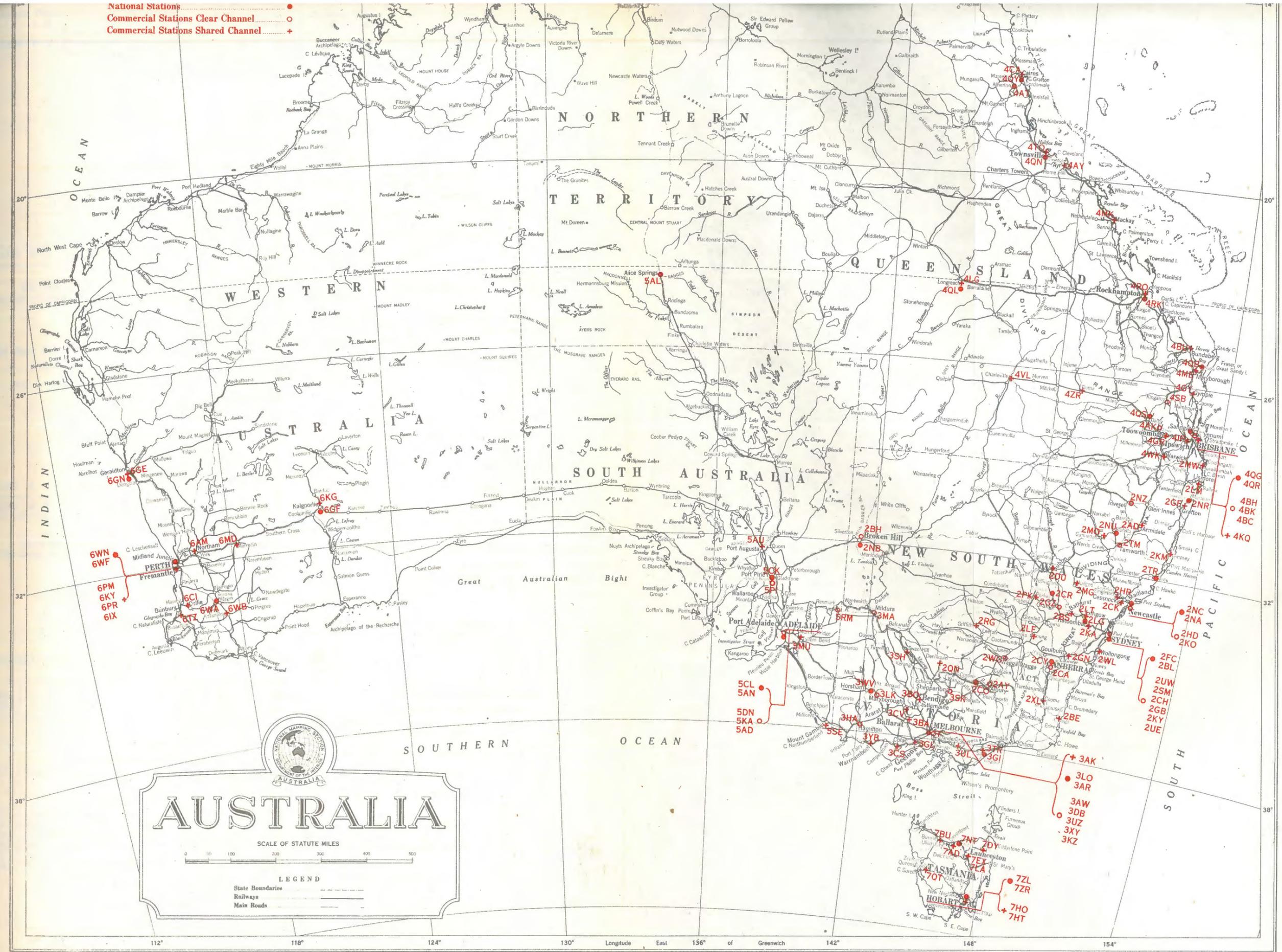
- National Stations ●
- Commercial Stations Clear Channel ○
- Commercial Stations Shared Channel +



  
**AUSTRALIA**  
 SCALE OF STATUTE MILES  
 0 100 200 300 400 500  
**LEGEND**

1,120	268	1,000
1,390	216	1,000
1,290	233	750
690*	435*	1,000
1,220	246	2,000
960	313	500
1,330	226	500
1,010	297	300
860	349	500
1,350	222	200
1,440	208	200
1,100	273	1,000
1,010	297	300
1,380	217	100
1,080	278	200
1,060	283	2,000
780	385	200
920	326	500
880	341	100
1,490	201	500
1,310	229	500
970	309	500
1,200	250	500
1,400	214	200
1,460	205	200
1,040	288	2,000
830	361	2,000
1,370	219	200
1,240	242	500
1,320	227	500
1,130	265	500
880	341	500
980	306	2,000
1,430	210	500
1,370	219	500
1,210	248	500
1,100	273	500
1,340	224	2,000
1,070	280	2,000
860	349	500
1,080	278	500
900	333	300
810*	370*	200
1,450	207	200
1,010	297	500
1,100	273	500
680	441	300

National Stations  
 Commercial Stations Clear Channel  
 Commercial Stations Shared Channel



  
**AUSTRALIA**  
 SCALE OF STATUTE MILES  
 0 100 200 300 400 500  
 LEGEND  
 State Boundaries  
 Railways  
 Main Roads