

Land of opportunity

Australia's post-war reconstruction



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The Archives reviews its collection to confirm the value of records for research, evidential and other purposes or to identify, in consultation with agencies, records for destruction. At the time of publication, all of the Archives' records described in this guide were present in the Archives' collection. Subsequent to release of this publication, it is possible that some of the records may be destroyed if they are reviewed and considered not to be of enduring value.

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This publication is also available online at naa.gov.au.

Terminology

Some outdated terms are reproduced in titles of records. In official titles of agencies, departments, committees and files 'post war' is used. Throughout the rest of the research guide 'post-war' is hyphenated to reflect current usage.

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t (02) 6212 3600
e archives@naa.gov.au
w naa.gov.au

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Acronyms

ABC	Australian Broadcasting Commission
ACT	Australian Capital Territory
ACTU	Australian Council of Trade Unions
AIF	Australian Imperial Force
ALP	Australian Labor Party
ANA	Australian National Airways
ANGAU	Australian New Guinea Administrative Unit
BMA	British Medical Association
BOAC	British Overseas Airways Corporation
CRTS	Commonwealth Reconstruction Training Scheme
CSIR	Council of Scientific and Industrial Research
DPWR	Department of Post War Reconstruction
FAO	Food and Agriculture Organization
GATT	General Agreement on Tariffs and Trade
GDP	gross domestic product
GMH	General Motors-Holden
ID	inter-departmental
IDC	inter-departmental committee
IMF	International Monetary Fund
IRO	International Refugee Organization
ITO	International Trade Organisation
MHR	Member of the House of Representatives
NHMRC	National Health and Medical Research Council
NLA	National Library of Australia
RAAF	Royal Australian Air Force
RAN	Royal Australian Navy

RSL	Returned and Services League, originally Returned Sailors' and Soldiers' Imperial League of Australia, then Returned Sailors', Soldiers' and Airmen's Imperial League of Australia, and later Returned and Services League of Australia
TAA	Trans Australia Airlines
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNRRA	United Nations Relief and Rehabilitation Administration
WHO	World Health Organization
WSLS	War Service Land Settlement

Using National Archives of Australia research guides

The National Archives of Australia preserves and cares for a diverse collection documenting the relationship between the Commonwealth Government and the Australian people. This collection is a rich resource for the study of the nation's history, society and people.

While the collection covers almost 200 years of Australian history, its main focus is Commonwealth Government activities since Federation in 1901. The Archives also has significant holdings of 19th-century records transferred by the colonies to the federal government.

Archival resources

The guide is based on an examination of thousands of files and other items in the National Archives. The majority have not been listed because, even when they had enticing titles, they were found to be too slight, too routine, or were concerned with administrative minutiae. The guide therefore provides a selective listing of records that document planning, policy formulation, decision-making and administration in the many areas of government encompassed by the term 'post-war reconstruction'. Most of the records are listed at the item level and the guide goes beyond the Archives' online collection database, RecordSearch, in briefly summarising the types of records, subject matter and the names of correspondents contained within the items. These items are all available for access. Other records are described at the series level, either because they contain a very large number of relevant items or because many of the items have yet to be cleared for access. In such cases, the titles of a few items are listed as examples of the kinds of records found in the series.

Most of the records listed are held in the Canberra repository of the National Archives, the remainder being held in the Melbourne and Sydney repositories. It should be noted that there are relevant records, particularly concerning re-establishment, in all the repositories of the Archives.

The guide is structured according to key functions and activities carried out by the Commonwealth Government. Each chapter describes selected Archives holdings on relevant subjects and topics. This guide is not exhaustive; it does not seek to include every record associated with post-war reconstruction. However, it does highlight areas for further research.

Accessing records

Access to records held by the Archives is regulated by the *Archives Act 1983*. Under the Archives Act, records in the open period are generally available for public access. A change to the public access provisions of the Act in 2011 saw the open access period commence after 20 years – a 10-year reduction from the previous 30 years. This change is being phased in between 2011 and 2020, with the closed period reducing by one year each 1 January. More information on accessing records can be found in Fact sheet 10 – Access to records under the Archives Act, available on the [Archives' website](http://naa.gov.au) (naa.gov.au).

Under the Archives Act, there is also provision to withhold information from public access if it is considered sensitive. Information withheld from public access falls into two broad areas: sensitive personal information, and information about the security of the Commonwealth and its residents.

Many of the records are available as digital copies on the Archives' website. Research using the online collection database, RecordSearch, will identify digitised records.

To view original records listed in this guide, a researcher will need to visit the reading room of the state or territory office where the records are located.

Using this guide

Each section of this guide lists relevant records relating to the subject covered. Records are listed as series (groups of records) or as items (individual records). An explanation of each element is provided below.

- 1 **Department of Post War Reconstruction**
- 2 **CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1942-50 A9790**
- 3 **Housing targets, 1944-48 1624**
- 4 A report by the National Works Council on housing targets for 1946-47 and correspondence about state housing targets and the dangers of publishing unrealistic targets. The correspondents include JB Chifley, LF Loder and AW Welch.

Key

- 1 **Agency title** - the agency responsible for the creation of the series. Where the series was created and maintained by several agencies over time, the most common or longest-lived title is used.
- 2 **Series title** - the series title and date range of the records that make up the series. A series is the organisational arrangement used by the National Archives to control and manage records. It may contain one or more items. Some series may contain hundreds or thousands of items. The series number is shown on the right-hand side. It provides the identifying number applied to the series.
- 3 **Item title** - the title given to an item within the series. The title is usually applied by the person or agency creating the record. The date of the item contents is included at the end of the title. The item's identifying number (control symbol) appears on the right-hand side.
- 4 Where included, this paragraph provides further information on the item.

Wherever there are references to series in this guide, it is likely that a researcher will need to conduct further research to identify particular record items. This research can be conducted online using RecordSearch, or by checking hardcopy indexes or lists (known as 'finding aids') in Archives reading rooms. Some series are only described at series level, with no individual items listed in RecordSearch.

In this guide the agency, series and item titles used in RecordSearch may have been truncated. Therefore, when searching for series or items it is recommended that a researcher uses series numbers and control symbols rather than titles.

Citing records

The correct citation of records is important, both when requesting records and referring to them in written or published works. Using proper citations not only helps staff locate records more readily, but also assists other researchers to find material.

The correct form of citation for records held by the Archives is: 'National Archives of Australia' followed by a colon and a space, the series number followed by a comma and a space, then the item control symbol. For example:

National Archives of Australia: A1, 1938/1181

'National Archives of Australia' may be abbreviated to 'NAA' provided the full name has been used in the first citation. Further details about correctly citing records are available in Fact sheet 7 - Citing archival records, available on the Archives' website.

Terminology for currency and measures

In 1966 Australia introduced a system of currency based on dollars and cents to replace pounds, shillings and pence. From the early 1970s the metric system of weights and measures began to replace the imperial system.

No attempt has been made to convert those units expressed in imperial terms. However the following conversion scales may be applied:

- one pound (£1) = two dollars
- one shilling (1/-) (or 12 pence) = 10 cents
- one mile = 1.6 kilometres
- one acre = 0.4 hectares.

Locating further information

All state governments were heavily involved in reconstruction and most of them set up agencies and committees dealing with aspects of reconstruction. Records will therefore be found in state and university archives. Personal papers of leading figures in post-war reconstruction are held in various libraries and archives; a summary list of collections in the National Library of Australia can be found in Appendix 1.

The National Library published a bibliography on post-war reconstruction in 1981, which remains a useful research tool. It was produced for a seminar on post-war reconstruction held at the Australian National University. Most of the seminar papers were presented by academics and postgraduate students, but a number of leading figures in Australian post-war reconstruction took part in the discussions. They included HC Coombs, Sir Roland Wilson, Sir Arthur Tange, Sir John Crawford, Sir Leslie Melville, LF Crisp, Gerald Firth, Trevor Swan, Noel Butlin, Lloyd Ross, Jim Nimmo, Lady Phillips and Sir Frederick Wheeler. In the 34 years since 1981, those people have all died. The seminar proceedings are held in the National Library on tape, a unique and valuable record of the story of post-war reconstruction.

This guide to post-war reconstruction records in the National Archives of Australia has been compiled as an adjunct to Stuart Macintyre's *Australia's Boldest Experiment: war and reconstruction in the 1940s* (NewSouth, 2015).

Introduction

In an address that he gave in Melbourne in January 1943, John Dedman declared that 'already it looks as though the word Reconstruction is becoming as blessed a word as Mesopotamia used to be to an earlier generation'.¹ 'Reconstruction' had, in fact, been in common usage in earlier times, particularly in the United States after the Civil War and in Britain in the later stages of World War I. A Reconstruction Committee was set up in London in 1916 and in the following year the Lloyd George government created a Ministry of Reconstruction. While the ministry was required to give close attention to the problems of demobilisation and the future needs of ex-servicemen, its view of reconstruction was much wider than simply repatriation. Acting as a central planning unit that transcended departmental boundaries, the Ministry of Reconstruction issued policy documents and set up committees on such subjects as post-war priorities, subsidised housing, building materials, education, public health, industrial insurance, new industries, land policy and unemployment.

In contrast to Britain, the term 'post-war reconstruction' was only occasionally used in Australia during World War I and its aftermath. Instead, the focus of public policy and debate was on the repatriation and re-establishment of servicemen. In March 1918 a Repatriation Commission was appointed and in the following month a Repatriation Department came into existence, with Senator Edward Millen as the minister. Its principal activities were the organisation of vocational training for discharged servicemen; the establishment of hostels, convalescent homes and other institutions for servicemen with disabilities; and providing grants and loans, living allowances, tools of trade, medical fees and free transport for ex-servicemen undergoing training or medical treatment. The department also provided advances to the states to finance soldier settlement schemes. In 1919 a War Service Homes Commission was also set up to assist servicemen in purchasing homes.

The situation was quite different in World War II. Post-war reconstruction in Australia became a much broader phenomenon than simply the re-establishment of servicemen and women. After more than a decade of economic depression and war, there was a widespread belief that radical political, economic, social and cultural changes in Australia and in the wider world were necessary. Cultural nationalism, evident in much of the art and literature of the 1940s, influenced attitudes to reconstruction. The historian Geoffrey Serle later recalled that in the war years many young Australians 'felt themselves to be a new generation of independent Australians, were fed up with the cringe to Empire, were inspired by idealism for post-war reconstruction (having grown up in the Depression) and saw themselves as contributing to the description and definition of Australian society'.²

1941-45

From 1941 onwards, the uplifting if vague terms 'post-war reconstruction' and 'New Order' became household words, so commonplace that they often appeared in newspaper cartoons and advertisements. In books and pamphlets, articles and broadcasts, conferences, tutorials and discussion groups, thousands of individuals and numerous organisations expressed their hopes and ideas about the post-war world. The titles of a few publications issued in

¹ J Dedman, 'Some thoughts on post war reconstruction', an address to the Political Science Group of the Workers Educational Association, Melbourne, 21 January 1943. Dedman Papers, NLA MS 987/1/437

² Geoffrey Serle, 'Recreating an era: Victoria in the 50s and 80s', in David Duffy et al. (eds), *Historians at Work: investigating and recreating the past*, Hicks Smith & Sons, Sydney, 1973, pp. 51-2.

those years point to the range of concerns of many Australians: *More Power to the Commonwealth* (1941), *Unemployment and the New Social Order* (1941), *Housing the Australian Nation* (1942), *Are There Enough of Us?* (1942), *The New Order: nationalised banking* (1942), *The Case for Decentralisation and Defence* (1942), *The Problem of Maintaining Full Employment* (1943), *The Advance to Social Security* (1943), *The Church and Post War Reconstruction* (1943), *Post-war Trade, Tariffs and Labour* (1943), *Post-war Industrial Policy and Private Enterprise* (1943), *Adult Education in Post-war Australia* (1944), *Education and Reconstruction* (1944), *Reconstruction and the Primary Industries* (1944), *Blueprint for the Health of a Nation* (1944), *The Organisation of World Security* (1944), *Water Conservation and Australia's Eventual Population* (1945) and *How Many Australians Tomorrow?* (1945).

In a pamphlet issued in April 1942, the trade unionist Lloyd Ross succinctly brought together many of the strands that made up 'reconstruction':

The New Order will be a world without insecurity, without unemployment, without poverty, without malnutrition, without all evil things. It's a world without many things, because it's so much easier to make promises to eliminate than it is to evolve plans to create. Yet, even the plans are plentiful: water conservation to absorb labor and remove the fear of drought from Australians; housing schemes to employ labor and to eliminate slums; free libraries, kindergartens and cultural centres to be organised and built by the labor released from war needs; educational opportunities to raise the cultural level of our people; afforestation and the elimination of soil erosion; and so on.³

In the early months of 1941 a small reconstruction division was set up in the Department of Labour and National Service, and it promoted thinking and discussion about post-war problems and policies in the wider community. As in World War I, the division and other government agencies initially concentrated on repatriation issues: the organisation of demobilisation, re-establishment benefits, professional and vocational training of discharged servicemen, and the vexed question of preference of employment for ex-servicemen. At the same time, the division offered reconstruction grants in order to encourage research and writing within the universities on other aspects of reconstruction. The scope of these research projects was broad, including population growth, immigration, housing, the building industry, land settlement, irrigation and external territories. Gradually, officers of the division took on the task of investigating such matters as post-war housing, public works and rural reconstruction. In conjunction with the Department of External Affairs, they also began looking at problems of international reconstruction, particularly nutrition, commercial and monetary policy, and Australia's response to the 1942 Anglo-American Mutual Aid Agreement.

At the end of 1942 the Reconstruction Division was superseded by the Department of Post War Reconstruction, with JB Chifley as its minister and HC Coombs as the Director-General. At the outset, the staff of the department provided research and administrative support for three semi-independent commissions that carried out extensive investigations into housing, rural reconstruction and secondary industries in Australia. They also provided support for the National Works Council, which was established in 1943. As the research staff of the department gradually expanded, they began to specialise in particular areas: re-establishment, rural policy, secondary industries and decentralisation, housing and town planning, the building industry, public works, employment policy and international

³ Lloyd Ross, *Labor in the Post-war World*, Australian Railways Union, Sydney, 1942, p. 5.

reconstruction. During 1944 their work resulted in a number of Cabinet submissions on such matters as re-establishment and preference, soldier settlement, post-war housing, town planning, post-war control of government factories, and the motor car industry.

Coombs hoped that, like its British counterpart in World War I, the new department would coordinate post-war planning by a range of government agencies. Other long-established departments did not always welcome offers of collaboration from a new department with rather vague responsibilities. Post War Reconstruction officers generally had good relations with the departments of External Affairs, Labour and National Service, Commerce and Agriculture, and War Organisation of Industry.

Their relations with the departments of Trade and Customs, Interior, Health and External Territories were more strained. In particular, they found that the Treasury was often obstructive and opposed to any initiatives that might disturb the balance of federal-state relations. Some Treasury officers also feared that their authority in economic matters was being challenged by the clever young economists recruited by Post War Reconstruction. Occasionally, post-war plans were drawn up by a single individual, such as Sir Harold Clapp on rail standardisation and WGK Duncan on adult education. In general, however, planning was entrusted to inter-departmental committees, chaired by Coombs, Roland Wilson, JA Carrodus, Ronald Walker and other officials. In 1943 and 1944 inter-departmental committees produced reports on post-war demobilisation, training, employment, education, housing, community facilities, the building industry, civil aviation, shipping and shipbuilding, the reconstruction of Darwin, migration, the Australian birth rate, territories and international economic relations.

In 1942 many Commonwealth ministers and officials were convinced that post-war reconstruction would be a failure if the Commonwealth did not have greater constitutional powers. This was particularly the view of the Attorney-General HV Evatt, who led a group of officials in drawing up a list of 14 powers that should be transferred to the Commonwealth for a limited period. At a convention in Canberra in November 1942 the premiers agreed that the states would refer the specified powers to the Commonwealth for a period of five years after an armistice. Opinion polls at the time suggested that there was strong public support for the transfer. Within a short time, however, four of the states backed away and failed to pass the necessary legislation. Consequently, the Commonwealth Government decided in December 1943 that the 14 powers would be sought in a referendum.

It was not held until August 1944 and during the long campaign it was evident that, with the national crisis averted and growing resentment of government regulations, support for greater Commonwealth powers was dwindling. The defeat of the referendum meant that the validity of much of the government's legislation would rest on the defence power, which in peacetime would be open to challenge. In addition, many plans would have to be abandoned or modified because of the hostility or obduracy of state governments. For instance, proposals for Commonwealth involvement in town planning, community facilities and adult education were dropped during the course of 1945.

The Commonwealth Government was able to implement a series of major reforms and initiatives during the last year of the war. The demobilisation plan was approved by the War Cabinet in March 1945. The *Re-establishment and Employment Act 1945* set out in detail the re-establishment entitlements of ex-service personnel, including preference of employment for seven years, and created the Commonwealth Reconstruction Training Scheme and the

Commonwealth Employment Service. Legislation was introduced and passed to strengthen the central banking powers of the Commonwealth Bank, nationalise the interstate airline services, and set up the Commonwealth Office of Education and the Universities Commission. The government also announced its commitment to standardising railway gauges and to establishing a national university.

In May 1945 the White Paper on Full Employment was presented to Parliament, summarising the policies, measures and controls that the government considered necessary for the maintenance of full employment and low inflation in the immediate post-war years. In August 1945 Arthur Calwell outlined the government's post-war immigration policy, including an ambitious target of 70,000 immigrants each year. After lengthy negotiations, agreements were signed between the Commonwealth and the states relating to public housing and war service land settlement. Internationally, Australian delegates played an active part in the formation of the United Nations, the Food and Agriculture Organization (FAO), and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

Peace and recovery

On 15 August 1945 the war with Japan came to a sudden end. Many Commonwealth officials had expected the war to continue into 1946 and were not entirely prepared for the transition to a peacetime society and economy. Meetings were frantically held to put into operation the demobilisation plan and to begin the long process of dismantling wartime controls. After a short delay, general demobilisation started in October 1945 and by the end of 1946 more than half a million men and women had returned to civilian life. Fears of post-war unemployment were unfounded: most discharged servicemen found jobs reasonably quickly and for many years the unemployment figure remained very low. The first two or three years of peace were a difficult time for many Australians and they responded to the terms 'New Order' and 'Golden Age' with a degree of cynicism. Labour shortages were especially acute in the building industry and progress in home-building was much slower than had been planned. Large-scale immigration was seen by many as a solution to labour shortages, but lack of shipping resulted in relatively few migrants arriving before 1948.

A sharp fall in coal production compared with the early years of the war caused a series of crises, while strikes in the coal and transport industries led to power blackouts and disruptions to rail and tram services in most states. Many wartime controls were removed or relaxed but, in order to control inflation, controls over wages, prices, rents, capital issues, interest rates, marketing and allocation of essential materials were maintained. Rationing of sugar, meat and clothing ended in 1947-48, but rationing of petrol, tea and butter was retained, despite its unpopularity, until 1950.

Coombs had always seen the Department of Post War Reconstruction as a planning agency and with the coming of peace he expected that it would be dismantled within a short period. The department did withdraw from certain areas: officers concerned with housing were transferred to the new Department of Works and Housing in 1945; the Bureau of Agricultural Economics, headed by JG Crawford, was transferred to the Department of Commerce and Agriculture in 1946; and by 1947 the task of monitoring employment conditions was left to the new Commonwealth Employment Service. However, John Dedman, who had succeeded Chifley as minister in February 1945, was averse to overseeing a dwindling department. In any case, it became evident that several important functions would need to be retained by the department for the time being. They included re-

establishment, the administration of the Commonwealth Reconstruction Training Scheme and War Service Land Settlement Scheme, the development of manufacturing industries, and the promotion of tertiary education. Dedman and Coombs also believed strongly that the department had the expertise to assist the government in formulating economic policies, especially in relation to employment, trade and investment. In 1946–48 the two men led the Australian delegations to international trade and employment conferences in London, Geneva and Havana, and played major roles in the creation of the General Agreement on Tariffs and Trade (GATT). The department continued to have multiple functions until it was finally disbanded by the Menzies government following the 1949 federal election.

Transition to prosperity

It was during 1948–49 when the popularity of the Chifley government was waning that Australian post-war reconstruction became a tangible reality. By that time, the process of re-establishment was at its peak and more than 170,000 ex-servicemen and women were receiving training under the Commonwealth Reconstruction Training Scheme. Of this figure, about 20,000 were undertaking university courses. The wartime involvement of the government in tertiary education had been maintained, with substantial increases in government research grants to universities and the 1949 decision to fund a permanent Commonwealth Scholarships Scheme. The Australian National University was beginning to take shape and it was formally opened in October 1949. Despite ferocious opposition from the medical profession, the first tentative step towards a national health system was taken with legislation on hospital benefits and pharmaceutical benefits.

The housing shortage remained serious, but by 1949 more than 130,000 houses and flats had been built since the end of the war. Soldier settlement was also beginning to make progress, after several years of planning and recrimination. Australian primary industries had generally recovered from wartime drought and stringent controls, and wool prices tripled between 1946 and 1949. Similarly, there was a great expansion in secondary industries, with the number of factories almost doubling since pre-war years.

The launching of the Holden, the first all-Australian car, in November 1948 was one of the symbolic moments in post-war reconstruction. Despite shortages of materials, by 1949 a large range of public works were being constructed by the Commonwealth and state governments. In particular, ambitious water conservation and power projects were being planned, culminating with the opening of the Snowy Mountains Hydro-electric Scheme in November 1949. These mega-projects were to continue for many years: water storage completed in Australia in the next decade had a larger capacity than the combined total of all dams built in the previous century.

Finally, in 1948 and 1949 enormous changes in the size and composition of the Australian population began to take place. Free and assisted passage agreements had been signed with the British government in 1946, but it was only after 1947 that the number of British arrivals escalated. Simultaneously, refugees from European countries began to arrive in large numbers, reaching a peak in 1949 and 1950. Gloomy wartime predictions of a declining population were forgotten and the high post-war Australian birth rate and the high level of migration to Australia from Britain and Europe continued for more than 20 years. By 1970 the population had almost doubled in size and, in terms of its prosperity and its cultural diversity, it bore little resemblance to the Australian society of the pre-war years.

Endnotes

- 1 J Dedman, 'Some thoughts on post war reconstruction', an address to the Political Science Group of the Workers Educational Association, Melbourne, 21 January 1943. Dedman Papers, National Library of Australia MS 987/1/437.
- 2 Geoffrey Serle, 'Recreating an era: Victoria in the 50s and 80s', in David Duffy et al. (eds), *Historians at Work: investigating and recreating the past*, Hicks Smith & Sons, Sydney, 1973, pp. 51-2.
- 3 Lloyd Ross, *Labor in the Post-war World*, Australian Railways Union, Sydney, 1942, p. 5.

1 Reconstruction Division, 1940–42

Planning for reconstruction

In October 1940, shortly after the general election, the Menzies government created a Department of Labour and National Service with Harold Holt as its minister. At 32, he was the youngest member of the Cabinet. Roland Wilson, the Commonwealth Statistician and economic adviser to the Treasury, was seconded to be the secretary of the new department. On 23 December 1940 Holt announced that a reconstruction division would shortly be set up within the department. Its immediate task would be to stimulate investigation into problems of reconstruction by all levels of government, universities and other organisations.

E Ronald Walker, Professor of Economics at the University of Tasmania, was immediately engaged to draw up a program of work for the Reconstruction Division. He spent a few weeks discussing reconstruction with Commonwealth public servants and also officials, academics and representatives of non-government organisations in the state capitals. In his report dated 28 February 1941, he wrote that reconstruction must be seen more broadly than only the re-establishment of servicemen and munitions workers and the removal of wartime controls. Every Commonwealth department would probably make some contribution to reconstruction policy and the state governments would also need to set up reconstruction organisations. In the immediate future, an Inter-Departmental Advisory Committee on Reconstruction should be the linking mechanism for the government's study of reconstruction problems. The functions of the Reconstruction Division would be to provide a secretariat for the committee, assist Commonwealth and state departments in planning investigations into reconstruction problems, arrange the exchange of information between government authorities, encourage study of reconstruction problems throughout the community, and make specific investigations in areas not covered by other authorities.

Walker identified particular areas of research, such as preference for servicemen, public works, soldier settlement, international developments, the lessons of the period after World War I, and wartime changes within Australia. It was essential that, wherever possible, the division delegate research tasks to universities and other non-government organisations. It should also undertake general educational work, providing lectures and publishing pamphlets.

By this time Holt had already recommended to Cabinet the formation of an Inter-Departmental Advisory Committee on Reconstruction, comprising representatives of relevant departments and individuals such as LF Giblin, Douglas Copland, Sir David Rivett, RB Madgwick and Sir Harry Brown. The committee met on 14 March 1941 and was chaired by Holt, with HV Evatt as the deputy chairman. Most of the participants were sceptical about the usefulness of such a committee. It never met again, but it set up two sub-committees on repatriation, training and placement (chaired by Wilson) and employment (chaired by Sir George Knowles), which both produced reports in June 1941. Other committees were created later. In addition, most of the departments and agencies represented at the March meeting subsequently produced memoranda expressing their views on reconstruction and post-war problems.

Although the Department of Labour and National Service was based in Melbourne, the Reconstruction Division was located in offices in Acton, in Canberra. The first appointments were made in March and April 1941. The division was headed by PWE (Pike) Curtin, a Western Australian economist, who was soon joined by Philip Dorrian, Percy Judd, LF (Fin)

Crisp and Flora Eldershaw. Eldershaw, a well-known author, was to be responsible for liaising with women's organisations. Evatt had been accorded the somewhat misleading title of Director of Research and Mick Shann was given the task of keeping him informed of the work of the reconstruction planners. Gerald Firth, an English economist who had worked with Giblin at the University of Melbourne, was transferred to the division in September 1941.

For a time, the Reconstruction Division followed some of the recommendations of the Walker Report. The division's existence was publicised in the press and it established contact with a large number of organisations, encouraging them to discuss and undertake research on post-war problems. On 10 June 1941 it organised a conference with Commonwealth and state officials, and on 6–7 July 1941 held its first meeting with university representatives.

In the first half of 1942 the Reconstruction Division rather lost its way. At a time when Singapore had fallen to the Japanese, Darwin and other towns were being bombed, Australian troops were being frantically recalled from the Middle East, and many people feared invasion, discussion of post-war problems seemed academic and almost frivolous. The new minister, EJ Ward, showed no interest in the division and it was left to the Treasurer, JB Chifley, to submit a Cabinet paper on rural reconstruction in May 1942. Roland Wilson was preoccupied with workforce regulation in a war economy. Pike Curtin had provided little leadership to the division and moved to the Melbourne office of the department in May 1942, as did Dorrian and Eldershaw. For a time, EJR Heyward worked in the division and in February 1942 another economist, Arthur Tange, joined the staff. After Curtin's departure, Firth was placed in charge of the division. He was youthful (25) and lively, but he lacked the authority to give a clear sense of direction to his colleagues. Other bodies such as the Tariff Board and the Joint Parliamentary Committee on Social Security were producing reports on reconstruction and Firth feared that the Reconstruction Division might be quietly dissolved.

Nevertheless, during 1942 the remaining officers began to produce some significant research papers. Firth and Tange took part in the deliberations of the Financial and Economic Committee, particularly in formulating Australia's response to Article VII of the Anglo-American Mutual Aid Agreement. Towards the end of 1942, Crisp and Firth were actively involved in drafting the *Constitution Alteration Handbook*, prepared under the direction of Evatt for the Constitutional Convention in Canberra. Judd did research on public works, decentralisation of industry and rural reconstruction, while Tange became involved in the problems of the building industry. The division also drew up memoranda for the Inter-Departmental Reconstruction Committee on External Relations (first set up in December 1941), the Inter-Departmental Committee on Public Works (May 1942) and the Reconstruction Demobilisation Committee (June 1942).

In October 1942 Firth became aware that a new department would probably soon be created, with HC Coombs as the head and Chifley as the minister. By early December he was preparing notes for Coombs about the staff of the division and the problem of coordination. The establishment of the Department of Post War Reconstruction was announced on 15 December 1942. Within a few weeks, Firth, Crisp, Judd, Tange and Dorrian were formally transferred from the Department of Labour and National Service to the new department.

Cabinet

COPIES OF CABINET RECORDS, 1901–60

A6006

Reel 13

HE Holt. Coordination of reconstruction planning: proposed IDC, 7 February 1941

HE Holt. Preferential rights in employment in the Public Services and in private employment of members of the Forces of the present war and of other classes of persons, 17 July 1941

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–50

A2700

EJ Ward. Vocational training for members of the Forces, 29 October 1941 72

Rural reconstruction, 21 May 1942 245

Planning for reconstruction: the nature of the problem, 5 July 1942 273

Department of External Affairs

CORRESPONDENCE, 1943–44

A989

IDC on External Relations: memoranda, 1942–44 1943/735/29

Memoranda prepared by the Department of External Affairs and the Reconstruction Division for the Inter-Departmental Committee on External Relations, mostly relating to the Inter-Allied Committee on Post War Requirements and post-war relief and rehabilitation.

Post war reconstruction: pronouncements and aims, 1939–44 1943/735/141

Statements, speeches and broadcasts by the prime minister and ministers on post-war reconstruction.

Post war reconstruction: reconstruction organisation, 1941–44 1943/735/146

Memoranda, newspaper cuttings and statements on post-war planning, including a statement (23 July 1942) by R Wilson to the Joint Parliamentary Committee on Social Security and a departmental memorandum (22 October 1942) on post-war reconstruction organisation.

Reconstruction: External Relations Committee, 1941 1943/735/831

Agenda and minutes of the first meeting (4 December 1941) of the Inter-Departmental Reconstruction Committee on External Relations, chaired by JF Murphy.

External Relations Committee: correspondence, 1941–42 1943/735/832

Correspondence, statements and notes concerning the first meeting of the Inter-Departmental Reconstruction Committee on External Relations. The correspondents include R Wilson and WR Hodgson.

Department of Labour and National Service

Correspondence, 1940–53

B2915

Vocational training: proposed scheme, 1941–42 **509/10/4**

Report (19 June 1941) of a sub-committee, chaired by Sir George Knowles, of the Inter-Departmental Advisory Committee on Reconstruction dealing with preference of employment and correspondence on vocational training and placement of returned servicemen. The correspondents include R Wilson, J Webster and DJ Gilbert.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

IDC on External Relations: general correspondence, 1941–44 **1943/441**

Correspondence concerning the formation and functions of the Inter-Departmental Reconstruction Committee on External Relations and the later Inter-Departmental Committee on External Relations, research on international economic collaboration and the effects of Article VII of the Mutual Aid Agreement. The correspondents include R Wilson, E Abbott, JB Chifley, PMC Hasluck and LF Crisp.

IDC on Public Works, 1941–42 **1943/492**

Proceedings of a conference (10 June 1941) of Commonwealth and state officers on reconstruction, minutes of a meeting (11 May 1942) of the Reconstruction Public Works Committee, and correspondence concerning public works and post-war planning. The correspondents include R Wilson, JB Chifley, AC Joyce and Sir Harry Brown.

Public works documents prepared by Reconstruction Division, 1941–43 **1943/493**

Memoranda by PR Judd, GG Firth, AH Tange and JG Crawford on public works and post-war reconstruction.

Relations of Division with Department of War Organisation of Industry, 1941–44 **1943/542**

Correspondence concerning liaison between the Reconstruction Division and the Department of War Organisation of Industry and research on land use surveys, rationalisation of industries and other matters.

Relations of Division with Coordinator-General of Works, 1941 **1943/544**

Includes notes prepared by Sir Harry Brown for the Inter-Departmental Advisory Committee on Reconstruction.

ID Advisory Committee on Reconstruction: correspondence, 1941–42 **1943/550**

Correspondence concerning the formation and membership of the Inter-Departmental Advisory Committee on Reconstruction.

ID Advisory Committee on Reconstruction: correspondence, 1941 **1943/552**

Includes a letter (28 February 1941) from ER Walker to R Wilson on matters to be included in the minister's introductory statement at the first meeting of the Inter-Departmental Advisory Committee on Reconstruction.

ID Advisory Committee on Reconstruction: minutes, 1941 **1943/553**

Report of the first meeting (14 March 1941) of the Inter-Departmental Advisory Committee on Reconstruction, chaired by HE Holt, with HV Evatt as deputy chairman.

ID Advisory Committee on Reconstruction: statements, 1941 **1943/555**

Memoranda and statements on reconstruction prepared by Commonwealth departments and agencies following the first meeting of the Inter-Departmental Advisory Committee on Reconstruction.

Relations with states: conferences, 1941–44 **1943/571**

Notes of a conference (10 June 1941) of Commonwealth and state officers on reconstruction, chaired by R Wilson.

Relations of Division with New South Wales, 1941–46 **1943/596**

Correspondence on the work of the Reconstruction Division and the Inter-Departmental Advisory Committee on Reconstruction, the formation of the New South Wales Reconstruction Advisory Committee (November 1941), rural reconstruction and university research grants. The correspondents include AW Fadden, A Mair, WJ McKell, R Wilson, G Gray and JG Crawford.

Relations of Division with Tariff Board, 1942–45 **1943/619**

Correspondence and memoranda concerning the Tariff Board's reconstruction inquiry (1942) and liaison between the Reconstruction Division and the Tariff Board. The correspondents include PWE Curtin and GG Firth.

Relations of Division with Tariff Board: statements, 1941–43 **1943/620**

Correspondence and statements relating to the reconstruction inquiries of the Tariff Board.

Organisation: administrative instructions to research officers, 1941–47 **1943/739**

Administrative notices circulated to Reconstruction Division staff, including functions of officers of the division (1942).

Weekly reports of Division's activities, 1941–42 **1943/743**

Incomplete set of weekly reports recording work of the division, sometimes signed by PWE Curtin or GG Firth.

General correspondence with Research Director, 1941–43 **1943/751**

Copies of letters from KCO Shann to HV Evatt, who was notionally Research Director of Reconstruction, on reconstruction matters, responses to inquiries, approaches to organisations, publications and other matters.

General correspondence with Minister, 1941–43 **1943/787**

Includes a letter (13 June 1941) from R Wilson to HE Holt on the current work of the Reconstruction Division and a letter (6 November 1942) from ER Walker to JB Chifley on the difficulties faced by the division and the need for political decisions on the post-war aims of the government.

Relations with States: Western Australia, 1941–46 **1943/793**

Includes notes (18 August 1942) by PR Judd of discussions with HJ Goodes of the Treasury on Western Australian reconstruction plans.

Relations with Treasury, 1942–46 **1943/809**

Includes a letter (25 November 1942) from LF Giblin to JB Chifley on the reconstruction problem, full employment and the need for a fully planned peace economy.

Relations with Commonwealth Bank, 1942–45 **1943/882**

Includes a memorandum (1 September 1942) on Article VII of the Mutual Aid Agreement and correspondence with D Badger of the Commonwealth Bank on the liquid assets of Australian companies.

Program of research: economic, 1941–45 **1943/929**

Preliminary report (3 January 1941) and the full report (28 February 1941) by ER Walker on the proposed functions and activities of the reconstruction division and two memoranda (March 1941) by JW Burton on the coordination of research by unofficial bodies and a program of work for the division.

Publicity: bibliographies, 1941–45 **1943/980**

Includes bibliographies and lists of films compiled by the reconstruction division (March–October 1942).

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Post war reconstruction: general representations, 1941–44 **B387/1/1**

Representations on post-war reconstruction and the New Order sent to the Prime Minister by a wide range of local authorities, interest groups, professional associations, trade unions, churches, political parties and other organisations. The replies were drafted by the Reconstruction Division.

Post war reconstruction: Commonwealth–State cooperation, 1941–43 **E387/1/1**

Correspondence of RG Menzies, AW Fadden and J Curtin with state premiers on the establishment of the Reconstruction Division and the Inter-Departmental Advisory Committee on Reconstruction, and state reconstruction activities.

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

Educational and vocational training: members of the Forces, 1941–42 **1943/3117 Pt 1**

Reports (31 July 1941, 2 October 1942) of the Sub-Committee on Repatriation, Training and Placement of the Forces (chair: R Wilson), Cabinet and War Cabinet agenda, and correspondence on vocational training of discharged servicemen and preference of employment for servicemen. The correspondents include WE Dunk, NR Mighell, AC Joyce and GPN Watt.

The New Order

In his report of 28 February 1941, ER Walker recommended that one of the functions of the new Reconstruction Division should be to encourage and assist the study of reconstruction problems throughout Australia. When PWE Curtin and the others took up their duties in the weeks that followed, they immediately began to write to a range of non-governmental organisations urging them to discuss and study Australia's post-war aims and reconstruction problems and to send publications and papers to the division. In some instances, the organisations or individuals took the initiative, having read in the press of the formation of the division.

The following items document the relations between the Reconstruction Division, and subsequently the Department of Post War Reconstruction, and some of these organisations and individuals.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50	A9816
Australian Industries Protection League, 1941–46	1943/3
Australian Natives Association, 1941–45	1943/7
Anglican Church, 1941–46	1943/9
Catholic Church bodies, 1941–43	1943/39
Chambers of Commerce, 1941–47	1943/41 Pt 1
Chambers of Manufacturers, 1944–46	1943/42 Pt 1
Constitutional Association of New South Wales, 1941–42	1943/46
Country Women's Association, 1941–45	1943/48 Pt 1
Sir Herbert Gepp and CD Kemp, 1941–42	1943/86
National Council of Women of Australia, 1941–44	1943/140
Jessie Street, 1941–42	1943/170
United Associations of Women, 1941–46	1943/263
League of Women Voters and other women's organisations, 1941–44	1943/291
Town and Country Planning Institute of New South Wales, 1941	1943/292
Returned and Services League, 1941–45	1943/356
Australian Labor Party, 1941–49	1943/375
Australian Council of Trade Unions, 1940–44	1943/749
Miscellaneous contacts: trade unions, 1941–46	1943/924

Reconstruction research

At the conference between the Reconstruction Division and university representatives in June 1941 it was agreed that social scientists at universities could undertake an extensive program of research on reconstruction problems. The universities suggested an annual grant of £9000 to enable them to engage extra research or relief staff. Wilson supported the request, provided that the division approve each project and that the universities provided an annual report on work carried out under the grant. Holt took the proposal to Cabinet and it approved the sum of £6700, in addition to the £2300 grant which since 1936 had been paid for social science research. Another meeting was held on 31 October 1941 and reconstruction grants were allocated to each of the universities, ranging from £2400 for the University of Melbourne to £250 for the New England University College.

In 1942 29 individuals and 14 groups received grants, mainly in the fields of economics, sociology, rural sociology and public administration. The grants continued until 1945, although actual expenditure was well under £9000 per annum in 1942–44. Some researchers, such as WD Borrie and Margaret Hentze of the University of Sydney, Wilfred Prest of the University of Melbourne and Sheila Rowley of the University of Western Australia received reconstruction grants for several years and maintained extensive correspondence with staff of the Reconstruction Division. The division also encouraged learned societies and other organisations to undertake research on reconstruction problems. Its efforts met with limited success, but the Sydney and Melbourne branches of the Australian Institute of International Affairs set up committees that produced papers on post-war political and economic problems and international organisation.

Commonwealth Office of Education

CORRESPONDENCE FILES, 1945–60

A1361

Research grants: University Reconstruction Research conferences with liaison officers, 1941–46

19/21/8 Pt 1

Includes minutes of conferences on reconstruction research in the universities chaired by SM Wadham (6–7 July 1941) and RC Mills (31 October–1 November 1941).

Research grants: social sciences, 1941–46

19/21/14 Pt 1

Correspondence and notes concerning the Commonwealth reconstruction research grants and the proposal for an Australian National University. The correspondents include R Wilson, GG Firth, LF Crisp and T Owen.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50

A9816

Research on internal subjects: economic fluctuations in Australia, 1943 1943/402

Includes a letter (14 January 1943) from NG Butlin to TW Swan on research within the department on public investment and employment in 1938–41.

Research on internal subjects: women's interests, 1941–42

1943/403

Includes memorandum (17 June 1941) by Flora Eldershaw of the Reconstruction Division on the role of women in reconstruction.

Research on internal subjects: educational opportunities in Tasmania, 1942–43 1943/404

Report by BM Gibson, University of Tasmania, on educational opportunity in Tasmania in relation to post-war reconstruction.

Research on internal subjects: assistance to art, 1941 1943/407

Undated memorandum by Flora Eldershaw on assistance to art as part of post-war reconstruction.

Research on internal subjects: 1918–19 transition from war to peace, 1941–46

1943/409

Papers by CH McKay, Kathleen Fitzpatrick, C Beaumont and BF Denholm, University of Melbourne, on the transition from war to peace in Britain and Australia after World War I, and correspondence between the Research Division and RM Crawford, ND Harper and KH Bailey.

Australian overseas trade, 1941–46 1943/429

Correspondence (July 1942) referring to research by G Schneider, University of Melbourne, on Australian overseas trade.

International relations: population problems and migration, 1941–46 1943/446 Pt 1

Correspondence concerning research of WD Borrie, University of Sydney, his reconstruction research grant, his research on family structure and fertility, and work that he undertook for the Commonwealth Government on population policy and migration. The correspondents include WD Borrie, PR Judd, LF Crisp, GG Firth and JG Crawford.

Reports of WD Borrie, 1942–44 1943/446 Pt 2

Papers by WD Borrie on the Australian population, differentials in family structure and fertility, the role of immigrants in population growth, imperial policy in migration, and the quota system in relation to Australia's immigrant requirements.

Research on internal subjects: public works, 1941–43 1943/491

Papers by PR Judd and GG Firth of the Reconstruction Division and correspondence concerning post-war public works.

Public works documents prepared by Reconstruction Division, 1941–43 1943/493

Papers by PR Judd, GG Firth and AH Tange of the Reconstruction Division on public works in the reconstruction period.

Relations with Australian Council for Educational Research, 1941–46 1943/504

Correspondence of R Wilson and PWE Curtin with KS Cunningham of the Australian Council of Educational Research concerning reconstruction research projects that might be undertaken.

Relations with Australian Institute of Political Science, 1941–45 1943/506

Correspondence of R Wilson with NL Cowper and D McLelland of the Australian Institute of Political Science concerning reconstruction research projects.

Relations with Australian Institute of Public Administration, 1941–42 1943/507

Correspondence of R Wilson with JA Aird of the Australian Institute of Public Administration concerning reconstruction research undertaken by the institute.

Relations with Australian National Research Council, 1941–46 1943/509

Correspondence of R Wilson and PWE Curtin with E Ashby and HR Carne of the Australian National Research Council concerning activities of the council and referring to a memorandum by Sir David Rivett on scientific aspects of reconstruction.

Relations with Australian Institute of International Affairs, 1941–45 1943/511

Correspondence of R Wilson and PWE Curtin with PD Phillips, WD Forsyth, GL Wood and RC Mills of the Australian Institute of International Affairs concerning studies undertaken by the institute on post-war political and economic problems and discussions on international organisation.

Relations with Australian League of Nations Union, 1941–44 1943/512

Correspondence of R Wilson and Flora Eldershaw with Constance Duncan of the Australian League of Nations Union concerning collaboration on reconstruction research.

Research on internal subjects: irrigation settlements, 1942–45 1943/582

Includes a report (August 1942) by JG Crawford on research at University of Sydney on irrigation settlements in New South Wales and a letter (July 1943) by Crawford about research by JA Aird on the economics of irrigation settlements.

Research on internal subjects: rural labour problems, 1940–45 1943/583

Correspondence and a paper by Sheila Rowley, University of Western Australia, on wage rates in rural industries (1938–42).

Research on internal subjects: rural reconstruction in Western Australia, 1942–44 (2 parts) 1943/594

Correspondence of R Wilson, PR Judd, JG Crawford and WT Doig with FRE Mauldon and Sheila Rowley on rural reconstruction research projects at the University of Western Australia and Rowley's survey of farming in the Avon valley. There is also a paper by Rowley on a method of conducting farm surveys (September 1945).

Housing and building industry: Barnett building research, 1941–42 1943/609

Correspondence between Reconstruction Division and FO Barnett (Melbourne) and CL Dalwood (Adelaide) concerning housing research, including population changes, demand for houses, work on housing in universities, estimates of housing shortages, minimum standards and labour requirements.

Research on internal subjects: Commonwealth–State relations, 1941–44 1943/623

Correspondence of R Wilson with R Robertson and G Greenwood concerning Greenwood's proposed research on administrative aspects of Commonwealth–State relations and later correspondence between Greenwood and JG Crawford on a survey of public administration in Australia.

Research on internal subjects: Commonwealth–State relations, 1942–43 1943/627

Includes a report by JD Holmes, University of Sydney, on constitutional and administrative effects of wartime legislation, regulations and practice in relation to reconstruction (June 1942) and a letter from Holmes on the futility of further research on post-war constitutional problems (March 1943).

**International relations: administrative preparations for the peace settlement, 1941
1943/631**

Papers by PWE Curtin, PR Judd, KCO Shann and GG Firth of the Reconstruction Division on Australia's political and economic interests in the peace settlement.

Melbourne University: townships sociological survey, 1942–46 1943/731

Correspondence of JG Crawford with SM Wadham and GW Leeper, University of Melbourne, concerning a sociological survey of country towns in Victoria.

**Research on internal subjects: civil re-establishment of AIF 1916–21, 1941–42
1943/768**

Includes a report by DJ Gilbert of the Department of Repatriation on the civil re-establishment of the AIF in World War I and a summary by LF Crisp on the Repatriation Training Scheme.

Research on internal subjects: decentralisation, 1941–45 1943/784 Pt 1

Includes notes by Reconstruction Division staff on decentralisation (August 1942) and correspondence of PR Judd and JG Crawford concerning research on decentralisation.

International relations: mandates (Hentze Project), 1942–46 1943/797

Correspondence of LF Crisp, PR Judd and JG Crawford with Margaret Hentze, University of Sydney, concerning her reconstruction research grant and her research on Australia's political and economic relationships in the Pacific, including agricultural development in Papua and New Guinea, soldier settlement in New Guinea and the Netherlands New Guinea.

Housing and physical reconstruction: War Damage Commission, 1942 1943/885

Memoranda (March 1942) by PR Judd on a Commonwealth War Damage Commission and reconstruction housing plans.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 A461

**Australian universities: assistance to postgraduate studies and research, 1935–44
E340/1/1 Pt 1**

Includes minutes of a conference (31 October – 1 November 1941) on reconstruction research in universities and correspondence concerning the creation and funding of Commonwealth reconstruction research grants.

2 Department of Post War Reconstruction, 1942-50

On 22 December 1942 John Curtin announced that the Treasurer, JB Chifley, had been appointed Minister of Post War Reconstruction. He considered this to be appropriate, as finance would be the basis of all post-war reconstruction plans. On 15 January 1943 the Cabinet decided that HC (Nugget) Coombs, a Treasury economist and the Director of Rationing, would be the Director-General of the new department. Chifley and Coombs had, in fact, been discussing plans for the new department since October 1942. Coombs, who had been based in Melbourne, took up his position on 26 January in Canberra. He was met by a small group of officers – Gerald Firth, LF Crisp, Arthur Tange, Philip Dorrian and Percy Judd – who made up the depleted Reconstruction Division of the Department of Labour and National Service.

Coombs always referred to his organisation as the Ministry of Post War Reconstruction. At the outset, he seems to have envisaged a small planning and research department surrounded by a number of semi-autonomous commissions dealing with particular aspects of reconstruction. Three commissions were created: the Rural Reconstruction Commission (January 1943), the Commonwealth Housing Commission (April 1943) and the Secondary Industries Commission (October 1943). Other commissions were mooted, on education, territories and public works. They were not formed, although Sir Harry Brown, the Coordinator-General of Works, was effectively a one-man commission reporting to Coombs.

In its first year the department was very small. On 29 September 1943 Chifley told Parliament that there were 22 officers (20 men), nine of whom were permanent Commonwealth public servants. The average age of the non-administrative staff was 30, with Coombs the oldest at 37. His deputy was John Crawford, an economist with the Rural Bank of New South Wales, who joined the department in February 1943. He was given the title Director of Research and for nearly four years he and Coombs made a formidable partnership. Their colleagues came from a variety of backgrounds, including several economists, three architects, a journalist and a trade unionist. Grenfell Rudduck, an outstanding architect and town planner from Melbourne, was to remain a central figure in the department until 1950. Lloyd Ross, who joined the department in September 1943, had been Secretary of the New South Wales branch of the Australian Railways Union and was one of the leading intellectuals in the Australian labour movement. Initially, he dealt mainly with housing and community facilities, but in 1944 he became Director of Public Relations, a post that he held till the end.

In 1943 and 1944 some of the staff were based in Sydney and Melbourne, providing administrative and research assistance to the three commissions and the Coordinator-General of Works. The Canberra officers, who were based in the old hospital building in Acton, were active on inter-departmental committees, drafting and discussing policies on education, migration, territories, external relations, housing, civil aviation, shipping and other matters. Coombs, in particular, was a member of numerous committees, as well as chairing Commonwealth-state meetings on town and regional planning, housing, employment, re-establishment and soldier settlement. Tange gradually emerged as the specialist on international reconstruction and from 1944 onwards was often seconded to the Department of External Affairs. Crisp dealt with migration and territories and in 1944 spent much of his time working on the 14 powers referendum campaign. Firth had a coordinating role within the department and at the same time took on some of the more challenging policy issues, such as the birth-rate problem and full employment. PWE (Pike) Curtin, who had headed the Reconstruction Division in 1941-42, dealt with re-establishment, training

and demobilisation, and was mainly responsible for the planning of the Commonwealth Reconstruction Training Scheme and the 1945 Re-establishment and Employment Bill.

In 1944–45 Coombs began to organise the department into divisions. In June 1944 RF Archer took up the position of Director of the Re-establishment Division, soon to be the largest of the divisions. A few months later Crawford became the Director of the Rural and Regional Planning divisions, the former evolving later into the Bureau of Agricultural Economics. At the same time, the research staff attached to the Secondary Industries Commission became the nucleus of the Secondary Industries Division, headed by Harold Breen from the Department of Munitions. In December 1944 Allen Brown joined the department from the Rationing Commission, initially as Director of the General and Policy Division and later as Director of the Economic Policy Division. In June 1945 the War Service Land Settlement Division was created, with William McLaren as Director. Finally, towards the end of 1945, the Commonwealth Office of Education was set up, incorporating the Universities Commission. RC Mills headed the office as well as the commission and chaired numerous educational committees.

The organisation of the department was thrown into some disarray by the dissolution of the Department of War Organisation of Industry in February 1945. Some of its officers were easily slotted into Post War Reconstruction divisions, such as Trevor Swan (Economic Policy) and Walter Ives (Rural). Highly specialised units such as the Fisheries Division, the Price Stabilisation section and the United Nations Relief and Rehabilitation Administration (UNRRA) Coordination section were transferred to Post War Reconstruction, but operated in virtual isolation. Other officers were lumped into a War Organisation of Industry Directorate, which survived until the end of 1945. The housing and building officers of both departments were gradually absorbed into the new Department of Works and Housing. Another major change took place in June 1946, when Crawford and his staff moved to the Department of Commerce and Agriculture.

John Dedman succeeded Chifley as Minister of Post War Reconstruction on 2 February 1945. He arrived in time to introduce the Re-establishment and Employment Bill and the Education Bill, table the White Paper on Full Employment, announce the General Demobilisation Plan and secure agreement with the states on public housing, the Commonwealth Employment Service and the War Service Land Settlement Scheme. The planning phase of post-war reconstruction was coming to an end and some of those who had been involved in planning since 1941 began to move on. Tange, Firth, Judd, Dorrian, Curtin and Crawford all left the department in 1946.

Coombs had always seen the department as a planning body and believed that it would probably be abolished in 1946. He had discussions with the Public Service Board in late 1945 on the ultimate placement of the various divisions, urging that the Economic Policy and Regional Planning divisions be attached to the Prime Minister's Department. The department, however, had acquired major administrative functions, and Dedman in particular was unwilling to relinquish them. He opposed, for instance, the transfer of the Secondary Industries Division to a proposed Department of Supply and Development. There was agreement that the Department of Commerce and Agriculture was not equipped to take over the War Service Land Settlement Division, nor was the Department of Social Services ready to absorb the Re-establishment Division. Re-establishment and training activities would continue for several years. Consequently, the Department of Post War Reconstruction had a longer life than had been expected.

After 1945 Coombs was away from Australia for long periods, attending international trade and financial conferences, and in his absence Allen Brown usually acted as Director-General. The organisation of the department remained relatively stable. The small Economic Policy and Regional Planning divisions, both headed by Brown, were located in Canberra. The head offices of the Re-establishment and Secondary Industries divisions (the latter renamed Industrial Development in 1948) were in Melbourne, while the War Service Land Settlement and Public Relations divisions and the Office of Education were based in Sydney. Apart from Public Relations, these divisions all had branches in the other state capitals. The

Re-establishment Division also had an office in Port Moresby, while the Universities Commission had an office in London. The minister and Director-General provided some coordination, but the divisions operated with a good deal of autonomy. In particular, the Division of Industrial Development under Breen often acted as if it were a separate department.

In January 1949 Brown became Director-General, following the appointment of Coombs as Governor of the Commonwealth Bank. There was a widespread view that the department would be abolished after the federal election and senior staff began to look for other jobs. Several became secretaries of departments: AW Paul (Transport), Breen (Supply and Development), Charles McFadyen (Shipping and Fuel), McLaren (Interior). This pattern of former Post War Reconstruction men filling the top jobs was to continue until the 1980s. Brown himself became Secretary of the Prime Minister's Department in July 1949 and Crisp took over as the third and last Director-General. Following the defeat of the Chifley government, it came as no surprise when the new Prime Minister announced the immediate winding-up of the department. On 11 January 1950 Crisp informed Menzies that he had handed in the key of the office and resigned as Director-General.

Cabinet

CHIFLEY, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS, 1941–49 **A2700**

Appointment of Director-General of Post War Reconstruction, 15 January 1943 415

Ministry of Post War Reconstruction: appointment of Assistant Director-General, 12 July 1943 **516**

Division of Industrial Development: permanent organisation, 10 August 1948 1497

Appointment of LF Crisp as Director-General of Post War Reconstruction, 5 July 1949 **1618**

Department of Post War Reconstruction

UNREGISTERED PAPERS, REPORTS, MINUTES OF MEETINGS AND SURVEYS RELATING TO POST-WAR DEVELOPMENT, 1944–51 **A688**

Department of Post War Reconstruction Handbook, 1947 **29**

Includes a statement on the work of the Regional Planning Division, notes on regional resources surveys, lists of reports issued by the division and periodicals received in the library, and an index to files of the division.

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–50A9790

Division of Industrial Development: weekly reports, 1948–50 332

Reports (December 1948 – January 1950) of the work of the Division of Industrial Development of the Department of Post War Reconstruction.

CORRESPONDENCE FILES, 1941–50 A9816

Relations with the States: conferences, 1941–44 1943/571

Transcript of a conference (30 March 1944) of state liaison officers of the Department of Post War Reconstruction.

Relations of Division with New South Wales, 1941–46 1943/596

Notes of meetings and correspondence concerning collaboration with the New South Wales Reconstruction and Development Division and discussions about housing, public works, regional planning and transport. The correspondents include WJ McKell, HC Coombs, JG Crawford and G Gray.

Relations with Tariff Board, 1941–45 1943/619-20

Correspondence and notes concerning the reconstruction inquiry of the Tariff Board and relations between the Secondary Industries Commission and the Tariff Board and notes of a discussion (5 November 1943) between HC Coombs, JK Jensen, JL Knott and H Morris of the Tariff Board. The correspondents include JB Chifley, RV Keane and GG Firth.

Collaboration between Department of War Organisation of Industry, CSIR and Department of Post War Reconstruction, 1943–45 1943/702

Correspondence concerning collaboration between the Council of Scientific and Industrial Research (CSIR) and the departments of Post War Reconstruction and War Organisation of Industry and notes of a meeting (8 June 1945), chaired by AEV Richardson, to discuss collaboration. The correspondents include HC Coombs, JG Crawford and Sir David Rivett.

Organisation: instructions to research officers, 1941–47 1943/739

Includes a memorandum (19 February 1943) on directions issued by the Director-General for research officers on the functions of the ministry, relations with other departments and specialisation of work, and arrangements during the absence overseas of HC Coombs (18 February 1947).

Miscellaneous correspondence between departmental officers and officers attached to commissions, 1943–45 1943/847

Correspondence between research officers and officers attached to the three commissions on evidence given to the commissions, supply of publications and files, information collected for the commissions and travel.

Meetings with Department of Commerce on rural matters, 1943 1943/865

Notes of meetings (April–May 1943) between research officers of the departments of Post War Reconstruction and Commerce and Agriculture.

Weekly research reports, 1943–44 (8 parts) 1943/1192

Weekly reports of officers of the Department of Post War Reconstruction, mainly relating to research activities. They include senior officers such as GG Firth, AH Tange, LF Crisp, G Rudduck and PA Dorrian.

First meeting of Chairmen, 1943 **1943/1289**

Agenda papers and proceedings of the first meeting (29 October 1943) of the chairmen of the three commissions and the Co-ordinator-General of Works with JB Chifley, together with related minutes and correspondence.

Department of War Organisation of Industry, 1943–45 **1943/1313**

Correspondence and minutes on relations between the departments of Post War Reconstruction and War Organisation of Industry, the views of JJ Dedman on post-war reconstruction, and the appointment of liaison officers by the two departments. The correspondents include JJ Dedman, HC Coombs, JG Crawford, GG Firth, GT Chippindall and EJB Foxcroft.

Executive Officers' meetings, 1943–45 (4 parts) **1944/2**

Agendas, agenda papers, minutes and records of decisions of executive officers' meetings (December 1943 – March 1945). They were usually chaired by JG Crawford.

Conference of Liaison Officers, 1944 **1944/104**

Agenda papers and minutes of a conference (30 March 1944) of state liaison officers of the Department of Post War Reconstruction, chaired by HC Coombs.

Department of Economic Organisation: functions and proposed Planning Office of Cabinet, 1944 **1944/181**

Notes of a departmental conference (13 May 1944), chaired by HC Coombs, on the future of the department and the idea of a Department of Economic Organisation, and minutes by Coombs and GG Firth on the functions of such a department and its place within the Commonwealth bureaucracy.

General meeting of Department of Post War Reconstruction, 1944 **1944/543**

Transcripts of addresses by HC Coombs to a general meeting of staff of the Department of Post War Reconstruction, held on the weekend of 15–17 December 1944.

Minister's report on work of Department of Post War Reconstruction, 1944–45 (2 parts) **1944/546**

A report (6 November 1944) of the work of the Department of Post War Reconstruction, drafts, and minutes by JL Knott, RF Archer and L Ross.

Departmental representation on IDCs and submissions to Cabinet, 1944 **1944/551**

A list of Cabinet submissions made by the Department of Post War Reconstruction, arranged by subject, and a list of inter-departmental committees on which the department was represented (6 November 1944).

Conference of State Liaison Officers, 1945 **1945/21**

Minutes of a conference (10–11 April 1945) of state liaison officers of the Department of Post War Reconstruction, chaired by HC Coombs and AS Brown.

Liaison arrangements between DPWR and Department of Works and Housing, 1945
1945/375

Correspondence on the appointment of liaison officers and summary of a meeting (7 August 1945) between officers of the departments of Post War Reconstruction and Works and Housing, chaired by Louis Loder.

Executive Circulars, 1945–46 **1945/591**

Copies of issues (October 1945 – February 1946) of the *Executive Circular*, produced for use within the department.

Secondary Industries Division: summary of activities, 1946 **1946/357**

A detailed summary of the formation of the Secondary Industries Division and its recent activities, produced for the Chairman of the Secondary Industries Commission, and notes by BW Hartnell on the development of secondary industries in Australia.

National Works Secretariat, 1946 **1946/406**

Correspondence of HC Coombs, C Hoy and GPN Watt concerning the transfer of the functions of the National Works Secretariat to the Department of Works and Housing and the Defence Division of Treasury.

Notes for Minister on department's activities during his absence abroad, 1947–48
1947/312

Summaries prepared in August 1947 and February 1948 of the work of the various divisions of the Department of Post War Reconstruction for the use of JJ Dedman on his return from the International Trade and Employment Conference.

BINDERS OF INFORMATION CREATED BY THE MINISTRY OF POST WAR RECONSTRUCTION, 1942–49 **A9837**

Committee of review: report on the Department of Post War Reconstruction [Pinner Report], 1945–46 **3**

Report (9 January 1946) on the Department of Post War Reconstruction by the Committee of Review on Civil Staffing of Wartime Activities, chaired by JT Pinner. The other members were AA Fitzgerald and HC Coombs.

Division of Economic Policy: staff, 1945–46 **5**

Correspondence and papers relating to the Pinner Report, permanent functions taken on by the Department of Post War Reconstruction, especially in economic policy, and the proposed winding up of the department and transfer of functions and staff to other authorities. The papers include a memorandum (31 October 1945) by HC Coombs to the Public Service Board on organisation for policy and research, a submission (14 November 1945) to the Pinner Committee, and a letter (22 November 1945) from JJ Dedman to JB Chifley on the future of the department.

Department of War Organisation of Industry: price stabilisation , 1942–43 **7**

Copies of letters, memoranda, speeches, broadcasts and other documents on price stabilisation and the establishment of the Price Stabilisation Plan in April 1943. They include the report (24 December 1942) of the Committee on Movements in Costs and Prices, chaired by DB Copland, comments (8 January 1943) by JF Nimmo on the stabilisation of prices in Australia, and the report (9 April 1943) of the Committee on Price Stabilisation to the Minister for Trade and Customs.

Departmental history: Price Stabilisation Section **8**

A history of the Price Stabilisation section from its inception within the Department of War Organisation of Industry in May 1943 to its abolition in May 1947, when the Department of Post War Reconstruction withdrew from the Price Stabilisation Committee. It deals mainly with the period 1943–45.

Basic information, 1946 **9**

Statements (June 1946) on the functions and activities of the Office of Education, National Works Council Secretariat, Regional Planning Division, Bureau of Agricultural Economics, War Service Land Settlement Division, Re-establishment Division and Secondary Industries Division.

CORRESPONDENCE FILES WITH SA (STAFF AND ACCOUNTS) PREFIX, 1943–50
A10315

Research Division: staffing arrangements, 1943–45 **SA1943/296**

Lists of proposed staff and correspondence on the organisation and staffing of the Research Division in 1943 and the proposed establishment of the Regional Planning Division in late 1944. The correspondents include HC Coombs, JG Crawford, LG Melville and GG Firth.

Division of Economic Policy: organisation and staffing, 1945–49 **SA1946/113**

Correspondence of HC Coombs and AS Brown relating to the creation of the Economic Policy Division in 1946, staffing, the work of the division, and the division of work in 1948 between international and domestic. There are also two documents (1949) entitled 'Qualifications of an economist' and 'On a perfected departmental economist'.

NON-CURRENT PERSONNEL FILES, 1920–54 **CP268/3**

Personnel files concerning senior staff in the Department of Post War Reconstruction, the Prime Minister's Department, the High Commissioner's office in London and a few other agencies. The files contain correspondence and other documents on appointments, promotions, leave, transfers, resignations, salaries and official travel.

There are files on the following Department of Post War Reconstruction officers: RF Archer, HC Coombs, JG Crawford, LF Crisp, PWE Curtin, RI Downing, CLS Hewitt, JF Nimmo, AW Paul, L Ross, TW Swan, AH Tange and JE Willoughby.

CORRESPONDENCE OF THE NATIONAL WORKS COUNCIL, 1943–55 **CP630/1**

Public works: administrative arrangements, 1946 **Bundle 4/W44/117**

Correspondence concerning the transfer of PA Dorrian to the Department of Labour and National Service and the winding up of the office of the National Works Council secretariat in Sydney.

Public works: administrative arrangements and publicity, 1943–51 Bundle 4/W44/231

Includes reports (1944–45) of the Public Works Section of the Department of Post War Reconstruction and a review (March 1944) of the department's activities in relation to public works.

RECORDS RELATING TO THE ORGANISATION OF THE WAR SERVICE LAND SETTLEMENT DIVISION, 1945–50 CP878/15

Correspondence relating to the organisation and functions of the War Service Land Settlement Division and the appointment of an assistant director, deputy directors and other senior staff. The correspondents include HC Coombs, WA McLaren, AA Cameron and F Schneider.

FILES RELATING TO THE ORGANISATION AND STAFFING OF THE RE-ESTABLISHMENT DIVISION, 1943–49 MP502/2

Re-establishment Division: organisation and staffing, 1943–49 (4 parts) SA1943/528

Correspondence concerning the establishment and organisation of the Re-establishment Division, senior staff appointments, promotions and salaries, the establishment of offices in the state capitals, and creation of new positions. The correspondents include HC Coombs, RF Archer, AA Cameron and AW Paul.

GENERAL CORRESPONDENCE OF THE RE-ESTABLISHMENT DIVISION, 1944–50 MP513/1

Functions of Re-establishment Division, 1946–49 A76

Papers relating to a review of the Re-establishment Division in 1946 and the administration of re-establishment functions after the dissolution of the department at the end of 1949.

Deputy Directors' conference, 1945 A372

Notes of a conference (11–14 December 1945) of deputy directors of the Re-establishment Division, chaired by RF Archer.

Re-establishment Deputy Directors' conference, 1946 A373

Agenda papers and notes of a conference (18–22 March 1946) of deputy directors of the Re-establishment Division, chaired by RF Archer.

Re-establishment: conference of senior members of staff of Department of Post War Reconstruction, 1946 A384

Proceedings of a conference (19–23 August 1946) of senior staff of the Re-establishment Division, chaired by FW MacLean, together with reports by deputy directors and related correspondence.

Department of the Interior

CORRESPONDENCE FILES (COMMONWEALTH LANDS), 1932–49 A877

Canberra Hospital Building: accommodation for Commonwealth departments, 1932–49 CL21242 Pt 1

Includes minutes (March 1943) by HC Coombs on accommodation needed by the Department of Post War Reconstruction at the old Canberra Community Hospital at Acton, plans of the offices, and minutes (1943–45) on the conversion of the building, an inspection by JB Chifley, and requests by the department for additional offices.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1940–46

CP80/1

Liaison between Department of Post War Reconstruction and Department of War Organisation of Industry, 1944 **Bundle 11/S853**

Correspondence and minutes concerning meetings between liaison officers of the departments of War Organisation of Industry and Post War Reconstruction and reports on the Secondary Industries Commission and building, housing and regional planning policies and activities. The correspondents include EJB Foxcroft and GG Firth.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50

A461

Administration: Department of Post War Reconstruction, 1942–50 (2 parts)BA6/1/1

Prime ministerial statements and correspondence of J Curtin and JB Chifley on the establishment of the Department of Post War Reconstruction, the amalgamation of the departments of Post War Reconstruction and War Organisation of Industry, the establishment of the Bureau of Agricultural Economics within the department, and the abolition of the department in 1950.

Administration: Department of Post War Reconstruction, Division of Industrial Development, 1944–50 **BH6/1/1**

Prime ministerial statements and correspondence of JB Chifley about the creation of the Secondary Industries Division, functions of the division, relations with state agencies, and the change of name to the Division of Industrial Development in January 1948.

Post war reconstruction: Commonwealth–State cooperation, 1941–43 **E387/1/1**

Correspondence between J Curtin and the state premiers about the Department of Post War Reconstruction and its commissions, and the respective roles of the Commonwealth and state governments in reconstruction.

Post war reconstruction: staff, 1944–47

Q387/1/1

Correspondence with state governments concerning the secondment or transfer of officers to the Department of Post War Reconstruction.

CORRESPONDENCE FILES, 1939–47

A1608

Pinner Report: Department of Post War Reconstruction, 1945–46 (2 parts) AL29/1/1/31

Report (9 January 1946) by JT Pinner, AA Fitzgerald and HC Coombs on the functions and staffing of the Department of Post War Reconstruction.

Treasury

CORRESPONDENCE, 1901–76**A571****Regional planning, 1944–49****1944/4232**

Includes correspondence (July–August 1948) between PW Nette and the Public Service Board on the creation of new positions in the Regional Planning Division of the Department of Post War Reconstruction.

Re-establishment Division: staff, 1946–48**1948/372**

Notes of an inter-departmental meeting (10 March 1947), chaired by JT Pinner, on re-establishment and rehabilitation functions, and correspondence concerning staffing and the future of the Re-establishment Division.

RJ Attkins**MISCELLANEOUS PAPERS OF RJ ATKKINS, 1941–47****MP257/2**

Reference files concerning divisions of the Department of Post War Reconstruction maintained by RJ Attkins, the Director of Administration (1945–47). They contain copies of minutes, letters, statements, reports and publications. There is a file on each division, with the exception of the Office of Education and the Public Relations Division, as well as the Price Stabilisation section, the Experimental Building Station and the UNRRA Coordination section.

HC Coombs**RESEARCH MATERIAL, DRAFTS AND PAPERS OF HC COOMBS, 1922–85** **M448****Staff papers, 1942–48****3**

Papers relating to the setting up of the Department of Post War Reconstruction, staff transfers and appointments, classification of positions and office accommodation. The correspondents include HC Coombs, GG Firth, AW Paul, HP Breen and RJ Attkins.

Departments of War Organisation of Industry and Post War Reconstruction: correspondence, 1942–45**19**

Correspondence concerning the establishment of the Department of Post War Reconstruction, accommodation, the role of the Department of War Organisation of Industry in reconstruction, and the merger of the two departments. The correspondents include JB Chifley, GG Firth and PR Judd.

Ministerial submissions: Post War Reconstruction, 1943–48**33**

Copies of submissions from HC Coombs to JB Chifley (1943–45) and JJ Dedman (1945–48). There are no submissions between April 1945 and February 1946 and very few for 1947–48, when Coombs spent long periods overseas. The subjects cover an extraordinary range, from the administration of the department and the three commissions to public works, housing, soil erosion, re-establishment, secondary industries, the building industry, demobilisation, community development, regional planning, soldier settlement, the Commonwealth Bank, territories, employment policy, coal production, the Snowy River diversion, universities, international economic policy and migrants.

Appointment as Director-General of Post War Reconstruction: congratulatory messages, 1942–43 **34**

Letters of congratulation on the appointment of HC Coombs as Director-General of Post War Reconstruction in January 1943.

Reconstruction: correspondence, 1942–46 **37**

Correspondence on many aspects of reconstruction, such as demobilisation, re-establishment, training, the basic wage and territories. The correspondents include HC Coombs, AS Brown, GG Firth, RF Archer and RJ Attkins. There are also estimates of expenditure of the Department of Post War Reconstruction for 1946–47.

Miscellaneous correspondence A–B, 1943–48 **38**

Includes correspondence between Coombs and his colleagues RF Archer, HP Breen and AS Brown.

Miscellaneous correspondence C–D, 1943–48 **39**

Includes correspondence between Coombs and JB Chifley and JJ Dedman, his colleagues JG Crawford, LF Crisp and PWE Curtin, and GT Chippindall of the Department of War Organisation of Industry.

Miscellaneous correspondence E–F, 1943–48 **40**

Includes correspondence between Coombs and his colleagues GG Firth and EJB Foxcroft, and EP Eltham of the Department of Labour and National Service.

Miscellaneous correspondence J, 1943–48 **43**

Includes correspondence between Coombs and JK Jensen of the Secondary Industries Commission.

Miscellaneous correspondence K, 1943–48 **44**

Includes correspondence between Coombs and his colleague JL Knott and a letter (12 August 1943) from Lord Keynes to Coombs concerning post-war unemployment.

Miscellaneous correspondence M, 1943–48 **46**

Includes correspondence between Coombs and his colleagues CH McFadyen, WA McLaren, LG Melville and RC Mills, and JK Murray, the Administrator of Papua and New Guinea.

Miscellaneous correspondence N–O, 1943–48 **47**

Includes correspondence between Coombs and LPD O'Connor of the Commonwealth Housing Commission.

Miscellaneous correspondence P, 1943–48 **48**

Includes correspondence between Coombs and the Public Service Board.

Miscellaneous correspondence R, 1943–48 **49**

Includes correspondence between Coombs and his colleagues L Ross and G Rudduck.

Miscellaneous correspondence T, 1943–48 **50**

Includes correspondence between Coombs and his colleague TW Swan.

Miscellaneous correspondence W, 1943–48 **52**

Includes correspondence between Coombs and SM Wadham of the Rural Reconstruction Commission, R Wilson of the Department of Labour and National Service, and WC Wurth of the Manpower Directorate.

Post War Reconstruction organisation, 1947 **108**

Department of Post War Reconstruction estimates of expenditure with explanations for the year ending 30 June 1947.

Department of Post War Reconstruction: establishment and administration, 1942–48
109

Correspondence, minutes and memoranda on the setting up of the Department of Post War Reconstruction, the creation of divisions, reorganisations, the amalgamation in 1945 with the Department of War Organisation of Industry, and the transfer of functions to other departments and authorities. The correspondents include JB Chifley, HC Coombs, GG Firth, PWE Curtin, JG Crawford, HP Breen, RF Archer, GT Chippindall and B Fitzpatrick.

Post War Reconstruction and Executive Committee meetings, 1943–45 **110**

Minutes and memoranda including decisions made at meetings of the department's Executive Committee, proceedings of executive officers' meetings, agenda papers and reports.

Division of Economic Policy, National Works Committee, Public Relations Division, 1947 **111**

Reports and minutes on the recent activities of divisions and sections of the Department of Post War Reconstruction apparently assembled pending the return of HC Coombs from overseas in October 1947.

Chairmen of Commonwealth Government Commissions meeting, 1943 **138**

Agenda papers and transcript of the meeting (29 October 1943) of SM Wadham, LPD O'Connor, JK Jensen and Sir Harry Brown with JB Chifley and HC Coombs.

Further reading

Coombs, HC, *Trial Balance: issues of my working life*, Macmillan, Melbourne, 1981.

Crisp, LF, *Ben Chifley*, Longmans Green, Melbourne, 1961.

Mamchak, YA, *The origins and early years of the Australian Ministry of Post War Reconstruction*, MA thesis, Canberra College of Advanced Education, 1980.

Spaull, Andrew, *John Dedman: a most unexpected Labor man*, Hyland House, Melbourne, 1998.

3 Constitutional and administrative change

In September 1942 Sir Robert Garran, who had been secretary of the committee that drafted the Australian Constitution in 1897–98, wrote to the Attorney-General about a draft bill to seek additional powers for the Commonwealth. He told HV Evatt that, in his opinion, the Commonwealth's legislative powers had proved to be inadequate even before the war and, without a substantial amendment of the Constitution, national reconstruction would be impossible. He summarised four possible forms of amendment and then proposed that a new section be added to the Constitution giving the Commonwealth power to make laws relating to post-war reconstruction. Acutely aware of the problems of judicial interpretation, he suggested that the section define precisely the various activities, such as housing, encompassed by 'reconstruction'.

Attempts to extend constitutional powers

On 1 October 1942 Evatt introduced in Parliament a Bill to seek powers needed to carry into effect Australia's war aims and post-war reconstruction. It listed a number of specific powers, as well as a power to legislate on the four freedoms of the Atlantic Charter. While Robert Menzies acknowledged the need for greater Commonwealth powers, Opposition members criticised this as vague in detail and in accord with the unification policy of the government. A few days later, John Curtin announced that a convention of 24 delegates, representing the governments and oppositions of the Commonwealth and each state, would meet to consider the Bill. Evatt decided that a book should be compiled for the use of the convention and summoned a group of officials and lawyers to assist him. As well as officials of the Attorney-General's Department, they included Garran, Kenneth Bailey, Geoffrey Sawyer, John Barry, Frank Louat, Douglas Copland, Paul Hasluck, Gerald Firth, LF Crisp, RI Downing and HC Coombs. It was agreed that the book would include chapters on the war organisation of Australia, the aftermath of World War I, promises and commitments made during the war, the objectives of reconstruction, and questions and answers. Some weeks of frantic activity followed, as chapters were drafted, circulated, criticised and brought together into a single volume. The handbook, entitled *Post War Reconstruction: the case for greater Commonwealth powers*, was completed just in time for the Constitutional Convention, which met in Canberra on 24 November.

At the convention, Evatt introduced a new draft of the Bill, modifying the powers sought for post-war reconstruction. It specified 13 specific subject matters and also contained constitutional guarantees of freedom of religion, speech and the press. The Bill met with considerable opposition, especially from non-Labor delegates. However, a compromise was reached when Robert Cosgrove, the Tasmanian premier, moved that instead of a referendum the powers be referred by the states to the Commonwealth for a period of seven years after an armistice (later amended to five years). A drafting committee was appointed, comprising Evatt, WM Hughes and the six premiers, and they achieved a surprising degree of unanimity in defining the powers. There were some major changes from the original Bill, with housing and the encouragement of population omitted, and transport and social services defined much more narrowly. The new 14 powers were: (i) the reinstatement and advancement of members of the forces, (ii) employment and unemployment, (iii) organised marketing of commodities, (iv) uniform company legislation, (v) trusts, combines and monopolies, (vi) profiteering and prices, (vii) production and distribution of goods (with qualifications), (viii) control of overseas exchange and investment, (ix) air transport, (x) uniformity of railway gauges, (xi) national works (with qualifications), (xii) national health

in cooperation with the states, (xiii) family allowances, (xiv) Aboriginal people. The Bill was accepted after a short debate and the convention ended on 2 December.

Almost immediately, the validity of the model bill was questioned by officials and counsel in Victoria and South Australia. Only New South Wales and Queensland passed the legislation without amendment. In South Australia and Western Australia it was passed with significant amendments, while in Tasmania it was rejected by the Legislative Council. The Victorian Parliament passed the bill on condition that all the other states did the same. By the middle of 1943 it was apparent that the attempt to secure additional powers for a limited period had failed. However, the Commonwealth Government took no action until after the federal election on 21 August 1943.

A few days after the Labor Party was returned to power, officers in a number of departments began to reconsider a referendum on post-war reconstruction powers. In particular, several staff in the Department of Post War Reconstruction drew up lists of powers not covered by the 1942 model bill. Some subjects, such as education and town planning, were discussed and then discarded. Finally, Coombs reported to Chifley that there were serious gaps in the model bill, including control of the use and tenure of land, transport, housing, control of investment, and international agreements. He also raised the matter of the repeal of Section 92 of the Constitution. He acknowledged that such a long list was likely to lead to confusion and wondered if a bold bid for a general power might be more successful. It would simply refer to power with respect to the re-establishment of servicemen, the promotion of full labour employment and resources, and the raising of living standards.

Within Cabinet, Chifley took a strong stand arguing that the Canberra agreement was inadequate, being a compromise designed as a temporary measure to avoid a referendum. He urged that the referendum seek all the powers necessary for reconstruction, with no time limit, and mentioned specifically housing, trade and commerce, control of overseas exchange and investment. Evatt was adamant that the referendum should adhere to the terms of the Canberra convention, as otherwise there could be opposition from the Senate and state governments. He suggested that existing constitutional powers could be more fully utilised. Chifley found little support and on 8 December 1943 the Cabinet accepted Evatt's advice. It resolved to hold a referendum seeking the 14 new powers for a period of five years after the cessation of hostilities.

1944 referendum

The enabling legislation, strongly opposed by the Opposition, was passed in March 1944, but the referendum was not held until 19 August 1944. Two years had elapsed since a referendum was first proposed and there was no longer a sense of national crisis. A Gallup poll in December 1942 had shown a large majority in favour of additional powers for the Commonwealth, while a poll in November 1943 recorded a slight majority. In the polls taken during the referendum campaign there was a continuous decline in support for the government's proposals. Evatt led the 'Yes' campaign with great energy and he was strongly supported by some ministers, such as Calwell, as well as Coombs, Ross and a few other officials. Curtin, however, hardly participated in the campaign and Forde and Chifley made relatively few appearances. There was a widespread view that the all-or-nothing nature of the referendum was a mistake. The proposals were rejected, with a majority for 'No' of 342,018. Only South Australia and Western Australia had 'Yes' majorities. The referendum defeat meant that the validity of much of the government's reconstruction legislation would

rest on the defence power and, once the war was over, could be challenged in the High Court.

1946 referendums

A little over a year later the government decided to make another bid for additional powers, a decision precipitated by the judgement of the High Court in the Pharmaceutical Benefits case in November 1945. Counsel advised the government that the case jeopardised any Commonwealth social services that rested for their validity on Section 81 of the Constitution. In January 1946 Chifley made a lengthy submission to the Cabinet putting forward seven alternative constitutional measures. They ranged from seeking a single power relating to social services to reviving the 14 powers campaign or establishing a royal commission on the Constitution. He also raised the question of whether a referendum should be held at the same time as the general election, which would minimise expense and inconvenience but could be fatal at a time when party conflict was at its height. His colleagues were unanimous that a referendum on social services should be held with the election, but some believed that to submit other questions would create confusion. The majority, however, favoured holding separate referendums on social services, the organised marketing of primary products, and the terms and conditions of employment. Previously a marketing power had been sought in 1937 and 1944, and an industrial employment power in 1913, 1926 and 1944.

In Parliament there was almost complete support for the social services proposal, while the Opposition was totally opposed to the employment proposal. The marketing proposal was supported by Country Party members and by some primary producers' organisations. During the campaign, opponents claimed that the government was seeking to promote socialism and unification and to dismantle the arbitration system. Supporters argued that they were not party issues, although this was a difficult position to maintain during an election campaign. Chifley, in fact, seldom mentioned the referendums until near the end of the campaign and he may have hoped that they would automatically accompany an election victory. On 28 September 1946 the government easily won the election. The social services question was successful in all states, with a national 'Yes' vote of 54.4 per cent. The marketing and employment proposals also had slim national majorities, but as there were majorities in only three states, they were defeated.

1948 referendum

The price control referendum held on 29 May 1948 was the last attempt by the Chifley government to extend the constitutional powers of the Commonwealth. In June 1947 the Cabinet agreed that, while the Defence (Transitional Provisions) Act would expire at the end of the year, price control would be needed for a much longer time. State cooperation was hopeless: the only solution was a referendum. Evatt told Cabinet that a prices and rents power would enable Parliament to regulate the prices of any form of property, including commodities, land and shares, and to vest in officials or tribunals the power to peg rents or determine fair rents. He suggested that the phrase 'rents referendum' be used, rather than 'prices referendum'. In his second reading speech on 19 November 1947, EJ Holloway referred to the success of rent and price control during the war and the following years, which had saved Australia from the worst effects of a post-war boom. In the United States, in contrast, food prices had increased by 29 per cent and retail prices by 14 per cent within a few months of the abandonment of price control. As shortages disappeared, price control would also disappear, but the constitutional power would be a reserve power, which could be utilised during economic crises. Only the Commonwealth could exercise the power

effectively, as state governments could only control a limited range of commodities produced and sold locally.

A Gallup poll in October 1947 showed a 55 per cent majority in favour of the Commonwealth having power over prices and rents. However at a time when the bank nationalisation controversy was at its height and when public aversion to controls and restrictions was growing, the defeat of the government's proposal was inevitable. It was defeated in all states, with barely 40 per cent supporting the 'Yes' case.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET AGENDAS AND MINUTES, 1941–49 **A2700**

Summary of Cabinet discussion on Constitution Alteration Bill, 22 September – 23 November 1942 **334**

Summary of Cabinet discussion on Constitutional Convention, 23 November 1942, 21 October 1943 **390**

Constitution Alteration (Post War Reconstruction) Bill: report of Cabinet Sub-Committee and report by JB Chifley, December 1943 **573**

Constitution Alteration (Post War Reconstruction), 9 March 1944 **573A**

Proposals for alteration of the Constitution, 18 January 1946 **1031**

Proposed alteration of the Constitution in relation to price control, 15 August 1947 **1359A**

Date of rents and prices referendum, 16 February 1948 **1429**

Attorney-General's Department

CORRESPONDENCE, 1929– **A432**

Proposals for alteration of the Constitution, 1946 **1946/345**

Drafts of the 'Yes' case in the referendum on employment, marketing of primary products and social security, analysis of speeches by Opposition parliamentarians and other critics of the proposals, and a letter (18 March 1946) from NE McKenna to HV Evatt on suggested constitutional amendments.

Constitution Alteration Bills, 1946 **1946/823-823A**

Drafts of 'The Case for Yes', with amendments suggested by F Louat and NE McKenna.

Prices control: proposed referendum, 1947–48 (2 parts) **1947/898**

Drafts of Cabinet submissions and speeches, broadcasts and articles by HV Evatt and a paper by R Jay on the case for permanent powers in relation to price control.

Constitution Alteration (Rents and Prices), 1947–48 **1947/1450**

Drafts of 'The Case for Yes' and associated correspondence.

SPECIAL CORRESPONDENCE FILES, 1905–51**A467****Commonwealth Powers Bill: opinions on interpretation and legal effect of Bill, 1942–44** **SF44/1-2**

Opinions of Commonwealth law officers and advisers (HV Evatt, Sir George Knowles, Sir Robert Garran, KH Bailey) and state officers and advisers (GC Ligertwood, WK Fullagar, E Ham, R Normand) on the Commonwealth Powers Bill approved by the Constitutional Convention in December 1942.

Commonwealth Powers Bill: miscellaneous opinions and correspondence, 1942–44 **SF44/5**

Includes opinions of A Hannan and WK Fullagar and letters of KH Bailey and F Alexander.

Constitution alteration: official correspondence, 1942–44 **SF44/7-8**

Correspondence on constitutional reform and the extension of Commonwealth powers, the preparation of a handbook for the 1942 Constitutional Convention, submissions by Commonwealth departments, opinions on the Commonwealth Powers Bill and the preparation of the referendum proposals in 1943–44. The correspondents include Sir Robert Garran, HV Evatt, Sir George Knowles, JGB Castieau, SG McFarlane, T Playford, JJ Dedman, HC Coombs and GG Firth.

Correspondence on alteration of the Constitution, 1942–44 **SF44/9**

Letters from individuals and organisations to the Prime Minister and the Attorney-General proposing alterations to the Constitution.

Record of meetings on *Constitution Alteration Handbook*, 1942 **SF44/42**

Minutes of an inter-departmental meeting (24–25 October 1942), chaired by HV Evatt, on post-war reconstruction and the Constitution, and resolutions of the editorial committee.

***Post war reconstruction handbook*, 1942** **SF44/50**

Draft of chapter 7 of the handbook and additional questions and answers submitted by HC Coombs.

Referendum: Case for Yes, 1944 **SF44/60**

Draft by KH Bailey of arguments favouring constitutional changes and other drafts in support of increased Commonwealth powers.

***Sydney Sun*: reply to G Barwick, 1944** **SF44/72**

Newspaper article by GEJ Barwick on existing Commonwealth powers relating to post-war reconstruction and draft response by HV Evatt.

Copies of opinions, Constitutional Convention, 1942–43 **SF44/77**

Report (1 December 1942) of the drafting committee of the Constitutional Convention and an opinion by Sir Robert Garran, Sir George Knowles and KH Bailey.

Constitution alteration: papers and correspondence, 1944 **SF44/78**

Documents produced by the Department of Information and other agencies on aspects of constitutional alteration.

Constitutional alteration, 1942 **SF44/79**

Pamphlet by HV Evatt, *War Aims and the Constitution*, and notes by G Sawyer, DB Copland, KH Bailey and Sir Robert Garran on post-war powers and post-war economic policy.

Constitutional alteration, 1943 **SF44/80**

Legal opinions and correspondence with Commonwealth departments on the draft Constitution Alteration (Post War Reconstruction) Bill, the draft report of the Cabinet committee that considered the bill and a Cabinet submission by JB Chifley.

Constitution alteration: undated papers **SF44/83**

Papers on the 1944 referendum campaign, including notes of discussions among officers of the Department of Information and a draft plan for an education campaign.

Constitution alteration: undated papers **SF44/84**

Drafts of the *Constitution Alteration Handbook*.

Constitution alteration: undated papers **SF44/85**

Includes a memorandum by the Department of Post War Reconstruction on wider constitutional powers for the Commonwealth.

Constitutional Convention: undated papers, 1942–43 **SF44/86**

Printed documents, with manuscript amendments, on many topics, including the four freedoms, housing, price control, social security, rural industries, and Sir Isaac Isaacs on constitutional change.

Constitutional Convention, Canberra: undated papers, 1943–44 **SF44/87**

Includes documents on re-establishment and preference, Australia's international commitments, and suggestions made by departments and outside sources.

Constitutional Convention, Canberra, undated papers, 1943 **SF44/88**

Printed documents, with manuscript annotations, on Australian war aims and organisation, the aftermath of World War I, and fundamentals of reconstruction.

Department of Information

GENERAL CORRESPONDENCE, DEWEY SYSTEM, 1939–46 **SP109/3**

Campaigns: Post-War Education, 1943–44 (4 parts) **019/06**

Cabinet papers, correspondence, minutes, notes, statements, reports, speakers' notes and transcripts relating to the planning of the post-war reconstruction referendum campaign, finances, the distribution of material, broadcasts, advertising, Gallup polls, inter-departmental meetings and the teaching of Australian history and civics in schools. The correspondents include AA Calwell, EG Bonney, N McCauley, LG Wigmore, H Murphy, HC Coombs and NB Palethorpe.

Post-war education: staff, 1944 **019/08**

Correspondence concerning the appointment and secondment of staff for the post-war educational campaign. The correspondents include EG Bonney, N McCauley, HW Eather, LG Wigmore, NB Palethorpe and AA Cameron.

GENERAL CORRESPONDENCE FILES, 1939–46 **SP112/1**

Post war reconstruction propaganda, 1944–45 **430/1/11**

Correspondence on the funding of the 1944 post-war reconstruction educational campaign, with details of salaries and other expenses. The correspondents include EG Bonney, LG Wigmore and AA Cameron.

Referendum matters, 1943–44 **M44**

Reports on the post-war reconstruction referendum campaign (July–August 1944) and correspondence about the printing of pamphlets, arrangements for broadcasts, and distribution of speeches and articles by ministers, Department of Post War Reconstruction booklets, scripts for talks, speakers' notes and other material. The correspondents include

N McCauley, TP Hoey, K Murphy and NB Palethorpe.

Department of Post War Reconstruction

CORRESPONDENCE, 1941–50 **A9816**

Research on internal subjects: constitutional and administrative, 1941–44 **1943/624**

Letters and minutes of HC Coombs, LF Crisp, GG Firth, PR Judd, PWE Curtin, G Rudduck and other officers, mostly written in 1943, on the extension of Commonwealth powers to meet the needs of post-war reconstruction.

Publicity: referendum policy, 1943–45 **1944/29**

Notes of meetings with the Department of Information, correspondence and minutes concerning the staffing and organisation of the 1944 referendum campaign. The correspondents include AA Calwell, HC Coombs, L Ross and NB Palethorpe.

Publicity: Referendum Copy Committee, 1944 **1944/37**

Correspondence of HC Coombs and NB Palethorpe with the Department of Information about the 1944 referendum campaign.

Publicity: referendum releases, 1944 **1944/38**

Statements of JB Chifley, EJ Holloway, FM Forde and other ministers on the need for increased Commonwealth powers and correspondence concerning distribution of discussion group material.

Publicity: referendum correspondence, 1944 **1944/39**

Correspondence of HC Coombs, L Ross, NB Palethorpe and others, including writers such as Mary Grant Bruce and C Edwards, concerning radio talks and distribution of discussion group booklets.

Referendum, 1944–46 **1944/162**

Speeches, broadcasts and articles by JB Chifley, HV Evatt and RG Menzies on the 1944 referendum and minutes by LF Crisp, PA Dorrian, KJ McKenzie and others with suggestions of material that could be incorporated in speeches.

Referendum broadcasts, 1944 **1944/434**

Notes and drafts of broadcasts and a transcript of a radio interview with L Ross.

Referendum publicity, 1943–44 **1944/450**

Reports (December 1943) on the referendum campaign from the deputy directors in each state and notes of a meeting of the campaign committee chaired by EG Bonney (February 1944).

General elections, 1946 **1946/402**

Includes a summary of the case put forward by supporters in Parliament of the referendums on employment, marketing and social security.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1941–45 **CP80/1**

Amendment to Commonwealth Constitution, 1943 **9/S511**

Notes by GT Chippindall on alteration of the Constitution and a letter (27 November 1943) from Chippindall to Sir George Knowles stating that JJ Dedman did not believe there should be any constitutional limitations on the Commonwealth's power to deal with post-war economic problems.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Alteration to the Constitution, 1942–44 **M327/1/1**

Correspondence mainly between J Curtin and the state premiers and leaders of the Opposition relating to the 1942 Constitutional Convention and the question of whether a constitutional referendum should be held during wartime.

Commonwealth Powers Bill, 1942–44 **N327/1/1**

Correspondence mainly between J Curtin and the state premiers referring to legal opinions on the transfer of powers to the Commonwealth, the passage of the Commonwealth Powers Bill through state parliaments, and the 1944 referendum campaign.

Treasury

CORRESPONDENCE, 1901–76 **A571**

Constitution amendment, 1942–46 **1942/4752**

Correspondence and minutes concerning proposed constitutional amendments, post-war powers relating to banking and credit, and the funding of the 1944 post-war education campaign. The correspondents include HC Coombs, LF Crisp, FH Wheeler, SG McFarlane, LG Melville and HT Armitage.

Kenneth Bailey

SUBJECT FILES OF SIR KENNETH BAILEY, 1936–51 **M1504**

Constitutional alteration: draft Bill, 1942 **13**

Annotated drafts of the Commonwealth Powers (Post War Reconstruction) Bill and statements by HV Evatt.

Sir Douglas Copland

RECORDS OF THE ECONOMIC CONSULTANT (RECONSTRUCTION), 1940–45 CP6/1

Reconstruction: Constitutional Convention, 1942–43 **9**

Statements by HV Evatt and notes by Copland on the taxable capacity of the states, the draft 1942 Constitutional Alteration Bill, and economic and social policy after the war.

Reconstruction: referendum, 1944 **18**

Papers on the 1944 post-war powers referendum, including a letter (17 April 1944) from Copland to KH Bailey on the referendum handbook, a memorandum (30 June 1944) by Copland on the case for wider Commonwealth powers, and notes on price control, rationing and investment.

Administrative changes

From September 1939 onwards the Commonwealth Government created an extraordinary number of bodies with executive, judicial, arbitral, investigatory and advisory powers. They ranged from the War Cabinet, the Production Executive and new wartime departments to tribunals, boards, commissions, directorates and committees set up to deal with particular regulations, controls, industries, trades, commodities and occupations. Many of them were established under national security regulations, but others were ad hoc bodies that existed for a few weeks, months or even years. Some of the more important agencies came to an end in the last months of the war or the first year or so of the post-war period. The Department of War Organisation of Industry and the Allied Works Council were abolished in February 1945, while the War Cabinet and the Production Executive held their last meetings in January 1946. Other agencies lasted somewhat longer. In November 1946 the Department of Aircraft Production merged with the Department of Munitions, which in turn was abolished in April 1948.

The Department of Post War Reconstruction, the Rationing Commission and the Capital Issues Advisory Committee remained in operation until 1950. The permanency of some wartime bodies, such as the Department of Labour and National Service and the Department of Information, was accepted without question. In other cases, wartime agencies became permanent as a result of post-war legislation, such as the Universities Commission (1945), the Australian Wheat Board (1946) and the Australian Shipping Board (1949).

In March 1944 Curtin told Chifley that he believed there was confusion arising from improvised administration during the war. He suggested that there should be a review, with the aim of eliminating duplication and scaling down the bureaucracy. Chifley agreed that an inquiry was needed to examine the allocation of departmental functions in the context of post-war responsibilities and referred specifically to the likely creation of a housing authority and an employment service. The decentralisation of Commonwealth administration and recruitment, training and remuneration of public service staff might also be reviewed. He suggested that EG Theodore could head the inquiry, but Curtin seems to have lost interest in the idea. Coombs raised the subject again with Chifley in September 1944 and expressed his view that the Department of Post War Reconstruction and War Organisation of Industry should merge and form a kind of Cabinet secretariat for economic planning. He cited overseas precedents, but Chifley did not take up the more radical proposals.

Employment, works and housing

At the higher levels of government, the most important administrative changes took place in 1945–46. In October 1944 the Prime Minister wrote to the premiers stating that the Commonwealth believed it had an obligation to meet its pledges to provide for a high and stable level of employment. In addition, it was envisaged that the proposed Commonwealth Employment Service would administer the *Unemployment and Sickness Benefits Act 1944*. He hoped that the states would transfer officers to the Commonwealth Public Service to staff the service and that state officers at the local level might carry out some tasks on behalf of the service. All the premiers were opposed to the creation of the Commonwealth Employment Service, but Curtin would not back down and they reluctantly agreed to cooperate. In February 1945 the Cabinet agreed to the formation of the service, which would be responsible to the Minister for Labour and National Service and would take over staff from the Manpower Directorate. The Commonwealth Employment Service was formally constituted under the *Re-establishment and Employment Act 1945* and it began operating on 1 May 1946. It was predicted that there would ultimately be 160 offices in suburbs and country towns.

During 1944 the work of the Allied Works Council began tapering off and an increasing number of men were released and allocated to other projects. In October Theodore resigned as Director-General and was succeeded by Louis Loder. In order to prevent the dispersal of engineers and other skilled staff, who had made the council an effective organisation, ministers decided that a new Works Department should be created. It would take over responsibilities which before 1942 had belonged to the Department of the Interior. In February 1945 HP Lazzarini was appointed Minister for Works. The Cabinet agreed that certain agencies, such as the Commonwealth Railways, the Postmaster-General's Department and the Department of Civil Aviation, would retain works functions. With these exceptions, the Department of Works would be responsible for the design, supervision and execution of all architectural and engineering works, the coordination of works projects involving several departments, and collaboration with state and local authorities on works projects, town and regional planning, and research.

In its final report, the Commonwealth Housing Commission recommended the creation of a Commonwealth Housing Authority. Housing functions were currently divided among five Commonwealth departments and Coombs immediately began talking to several officials about the scope of a new Department of Housing. Its prime responsibility would be the administration of the Commonwealth–State Housing Agreement, although Coombs

envisaged that his own department would continue to monitor economic and financial aspects of the scheme. The Department of War Organisation of Industry suggested that the new department should deal not only with housing but also building materials, planning of the building industry, workforce and the coordination of public works programs. Discussions about the form of the housing authority continued for nearly a year. Finally, four senior officers met in July 1945 to consider whether it should be a separate department or linked with the Department of Works. Roland Wilson favoured the former, but the others proposed that, provided it had a substantial degree of independence, the Housing Directorate should be placed within the Department of Works. Chifley promptly announced that the Department of Works would be restyled the Department of Works and Housing, headed by Loder, with Alex Welch as Director of Housing. Although it absorbed functions from several departments, housing in Commonwealth territories remained the responsibility of the Department of the Interior.

Immigration, agricultural economics and mining

Immigration had been another responsibility of the Department of the Interior since its formation in 1931. During the war there was a great deal of discussion about large-scale immigration in the post-war years and vague talk about the need for a new department to manage the immigration program. There appears, however, to have been no formal discussion at Cabinet level. When Chifley announced the formation of his first Cabinet on 12 July 1945 he revealed that Arthur Calwell would be the Minister for Immigration. The Immigration, Passports and Naturalisation Branch of the Department of the Interior, headed by Albert Peters, immediately became the nucleus of the new department. Its expansion was rapid and, following the start of mass immigration in 1947, it soon became one of the largest Commonwealth departments.

In this period two specialised agencies were created which, like CSIR, would provide advice and technical assistance to the Commonwealth Government and also to state governments and industries. The idea of a Bureau of Agricultural Economics arose from the need for a Commonwealth body to investigate soldier settlement proposals, including the suitability of climate and soil, the adequacy of the farm areas and likely economic viability of the farms. It was first discussed by Coombs and Edwin McCarthy in January 1945 and they agreed that initially the bureau should be a division of the Department of Post War Reconstruction. From the beginning, JG Crawford was the guiding force and he proposed a number of functions in addition to soldier settlement: consideration of Rural Reconstruction Commission reports, studies on the outlook for primary industries, land use investigations, research under the Wool Use Promotion Act, and relations with the Food and Agriculture Organization. The bureau, with Crawford as its director, was transferred to the Department of Commerce and Agriculture in June 1946.

In February 1945 the Cabinet decided that funding should no longer be provided to oil exploration companies and that priority should be given to geological and other surveys carried out by its own officers. Subsequently, HG Raggatt and JM Rayner of the Mineral Resources Survey visited the United States to study new developments in locating oil and mineral deposits. Based on their report and the recommendations of the Mining Industry Advisory Panel, the government decided in March 1946 to set up a Bureau of Mineral Resources to carry out geological mapping and geophysical surveys, and provide advice and technical assistance to the mining industry. Raggatt was appointed director. Within a few months, surveys had been organised in the region north of Broken Hill and the Collie and Kimberley districts in Western Australia.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET AGENDAS AND MINUTES, 1941–49 **A2700**

Office of Education, 6 September 1945 **769B**

Administrative machinery for the Commonwealth Employment Service, 19 February 1945 **790**

Recommendations for the definition of the functions of the Department of Works, 20 March 1945 **820**

Fishing industry: a permanent Commonwealth authority, 21 November 1945 **950**

Fishing industry: a permanent Commonwealth authority, 26 March 1946 **950B**

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

Machinery of government, 1944–45 **1944/36**

Correspondence of HC Coombs, LF Giblin, JB Chifley and J Curtin about post-war administrative problems, the administration of economic policy, recruitment in the Commonwealth Public Service and the future of the departments of Post War Reconstruction and War Organisation of Industry.

Department of Economic Organisation: functions, 1944 **1944/181**

Minutes of GG Firth and HC Coombs on the functions of a Department of Economic Organisation and notes and conclusions of a departmental meeting (13 May 1944) on the future of the Department of Post War Reconstruction and the idea of a Department of Economic Organisation.

IDC on Commonwealth Employment Service, 1944–46 (2 parts) **1944/324**

Correspondence, papers and the draft report of the Inter-Departmental Committee on the Commonwealth Employment Service, and proceedings of a Commonwealth–state conference (13 April 1945) on the Commonwealth Employment Service, which was chaired by JJ Dedman.

Department of Works: Cabinet agendum on functions, 1945 **1945/102**

Minutes and correspondence concerning the functions of the new Department of Works, its relations with the Department of Post War Reconstruction, and priorities for public works. The correspondents include HC Coombs, LF Loder, JG Crawford, TW Swan and KJ McKenzie.

Bureau of Agricultural Economics, 1945–46 **1945/132**

Correspondence concerning the establishment, staffing and functions of the Bureau of Agricultural Economics. The correspondents include HC Coombs, JJ Dedman, E McCarthy and WT Doig.

Transfer of Housing to Department of Works, 1945 **1945/373**

Report (19 July 1945) to the Prime Minister by J Pinner, AA Fitzgerald, R Wilson and HC Coombs on Commonwealth organisation for housing and building. The committee was divided on whether the organisation should be a separate department or a directorate within a Department of Works and Housing.

Permanent establishment of Universities Commission, 1945 **1945/459 Pt 2**

Correspondence of GT Chippindall and RC Mills on the preparation of legislation to ensure the continuation of the Australian Universities Commission.

PERSONNEL FILES OF VARIOUS OFFICERS, 1920–54 **CP268/3**

JG Crawford, 1943–47

Letters from JG Crawford to HC Coombs and JJ Dedman on the establishment of the Bureau of Agricultural Economics in 1945, its relations with the Department of Post War Reconstruction and the Department of Commerce and Agriculture, and the withholding by Treasury of funds for the bureau in 1946.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1941–45 **CP 80/1**

Recommendations for definition of functions of Department of Works, 1945–46
21/S942

Letters (May 1945) from TW Swan to AS Brown and JG Crawford expressing opposition to the proposal that priorities for all Commonwealth works should be determined solely by the Department of Works.

Department of Works and Housing

REFERENCE MATERIAL HELD BY DIRECTORS-GENERAL LF LODER AND RB LEWIS, 1943–57 **MP679/1**

Allied Works Council: proposed reorganisation and creation of Works Department, 1943–44 **Folder Z5**

A draft Cabinet paper, a review of the Allied Works Council in relation to post-war works, and copies of correspondence of EG Theodore with J Curtin and officers of the Allied Works Council concerning the possible establishment of a Commonwealth Works Commission or a Works Department.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Reorganisation of Department of Works, 1938–50 **T6/1/1**

Includes correspondence and Executive Council minutes on the Allied Works Council, the establishment of the Department of Works in 1945, the responsibilities of the Housing Directorate, the creation of the Department of Works and Housing, and construction works in

Papua New Guinea. The correspondents include JB Chifley, JS Collings, R Wilson, LF Loder and N Lemmon.

Administration: Department of Labour and National Service, 1940–47 AM6/1/1 Pt 1

Includes a letter (19 January 1943) from R Wilson to F Strahan concerning the reorganisation of the Department of Labour and National Service following the creation of the Department of Post War Reconstruction.

Administration: Department of Labour and National Service, 1942–50 AM6/1/1 Pt 2

Includes a letter (9 November 1944) from JB Chifley to J Curtin supporting the proposal of the Commonwealth Housing Commission that a Commonwealth Housing Authority be set up to administer the housing functions of the Commonwealth and collaborate with the Office of Works in the construction of houses in Commonwealth territories.

Administration: Commonwealth Office of Education, 1946–50 AY6/1/1

Correspondence with Commonwealth ministers and state premiers concerning the creation and functions of the Commonwealth Office of Education. There is also a report by RC Mills prepared for RG Menzies in January 1950 on the work of the Office of Education and the Australian Universities Commission.

Administration: Department of Post War Reconstruction, 1942–50 BA6/1/1 Pt 2

Correspondence, minutes and other records concerning the creation of the Department of Post War Reconstruction in 1943, amalgamation with the Department of War Organisation of Industry in 1945, transfer of housing activities to the Department of Works and Housing in 1945, creation of the Bureau of Agricultural Economics in 1945, transfer of the bureau to the Department of Commerce and Agriculture in 1946, and winding up the Department of Post War Reconstruction in 1950.

Administration: coordination of government departments, 1944–48 BB6/1/1

Includes correspondence on the coordination of the activities of the Department of Supply and Shipping, the Department of Munitions and the Secondary Industries Division (1947) and the work of departments involved in vocational training (1948).

Administration: Department of Immigration, 1945–49 BG6/1/1

Includes a letter (20 July 1945) from JB Chifley to AA Calwell on the functions and responsibilities of the new Department of Immigration and a letter (14 May 1946) from Calwell to FM Forde on the difficulties of filling the position of Secretary.

Commonwealth Employment Service: administration, 1944–49 (2 parts) M344/1/16

Correspondence, mainly between the Prime Minister and Commonwealth ministers and state premiers, on the establishment of the Commonwealth Employment Service, the administration of the Unemployment and Sickness Benefits Act, transfer of state officers to the Commonwealth Public Service, use of district offices and police officers by the Commonwealth Employment Service, and the roles of the Department of Labour and National Service and the Department of Social Services.

Treasury

CORRESPONDENCE, 1901–76**A571****Bureau of Agricultural Economics, 1945–49****1945/2786**

Correspondence on the establishment, staffing and funding of the Bureau of Agricultural Economics and its transfer to the Department of Commerce and Agriculture in 1946. The correspondents include JG Crawford, RT Pollard, JB Chifley, H Thomson and R White.

Commonwealth Office of Education: funding, 1945–46**1945/3621**

Letters of HC Coombs and RC Mills on staffing and expenditure of the Office of Education and the Australian Universities Commission.

Further reading

Evatt, HV, 'Reconstruction and the Constitution', in DAS Campbell (ed.), *Post-war Reconstruction in Australia*, Australasian Publishing Co., Sydney, 1944, pp. 238–62.

Greenwood, Gordon, *The Future of Australian Federalism*, Melbourne University Press, Melbourne, 1946.

Griffen-Foley, Bridget, "'Four more points than Moses": Dr HV Evatt, the press and the 1944 referendum', *Labour History*, no. 68, May 1995, pp. 63–79.

Hasluck, Paul, *The Government and the People 1942–1945*, Australian War Memorial, Canberra, 1970.

Milner, Ian, 'Referendum retrospect', *Australian Quarterly*, vol. 16, no. 4, 1944, pp. 38–49.

Sawer, Geoffrey, *Australian Federal Politics and Law 1929–1949*, Melbourne University Press, Melbourne, 1963.

Williams, George and Hume, David, *People Power: the history and future of the referendum in Australia*, UNSW Press, Sydney, 2010.

4 Discussion groups and the New Order

An AIF education scheme was devised in the very last months of World War I and in 1919 lectures and classes were provided to servicemen and nurses in France and England during the long wait before they returned to Australia. In March 1941 the War Cabinet drew on this experience in setting up an Australian Army Education Scheme. It was placed under the command of Colonel Robert Madgwick, who in peacetime had been closely associated with the Sydney University Extension Board. In October 1943 the scheme became the Australian Army Education Service. By the time it was dissolved in 1946, the service had employed 975 education officers who had given nearly 150,000 lectures, 31,000 recitals and 3200 film programs. It also organised correspondence courses and discussion groups, in conjunction with technical colleges and universities, while its extensive library service lent hundreds of thousands of books to troops in Australia, the Middle East, New Guinea and forward posts in the Pacific.

Madgwick stated that 'the prime purpose of the A.A. Education Service in wartime is to sustain and build morale by developing in troops a sense of social responsibility and a capacity for clear and intelligent thinking'. Its activities extended from general education to vocational training, recreation and diversion from tedium. Publications were a crucial part of its work, especially in stimulating thinking about the post-war world. *Salt*, the weekly journal of the Army Education Service, began publication in September 1941 and enjoyed enormous popularity. Its circulation rose from 55,000 to a peak of 180,000. It was edited by Major Mungo MacCallum and staff writers included Frank Hardy, Vane Lindsay and Ambrose Dyson. *Salt* included poetry, stories and drawings, as well as news and commentaries on politics and economic and social issues. Many articles dealt with post-war Australia. Examples were the Constitutional Convention (January 1943), post-war planning (June 1943), town planning (November 1943), public health (January 1944), rail standardisation (April 1944), the Fourteen Powers Referendum (July 1944), soldier settlement (July 1944), the Reconstruction Training Scheme (November 1944), the Re-establishment and Employment Bill (April 1945), the Commonwealth Bank (May 1945), civil aviation (August 1945) and demobilisation (August 1945). Some of these subjects were highly controversial and inevitably the Army Education Service faced charges of political bias.

The service also published a series of pamphlets on topical issues, such as the population problem, Australia's industrial future, unemployment and the housing problem. In 1942 it began issuing the *Current Affairs Bulletin*, originally for the use of education officers and discussion groups. After the war the journal was taken over by the Commonwealth Office of Education and later by the University of Sydney. It eventually ceased publication in 1998. LF Crisp, NB Palethorpe and other staff of the Department of Post War Reconstruction contributed to both *Salt* and early issues of the *Current Affairs Bulletin*.

Salt was originally intended for members of all the services, but in April 1943 the RAAF Directorate of Public Relations began publishing its own journal. *Wings* appeared at varying intervals and it did not have the literary aspirations of *Salt*. Its articles tended to deal with subjects of immediate interest to servicemen, such as the Commonwealth Reconstruction Training Scheme, vocational guidance, the Re-establishment and Employment Act, post-war housing and demobilisation.

In the defence services and in the Australian community generally, discussion groups and listening groups were an important feature of adult education in the years immediately

before and during the war. Often sponsored by the Workers' Educational Association, groups were formed in cities and towns, in workplaces, and in churches, trade unions and other organisations. For instance, in Canberra the discussion group movement was launched in April 1939, with a course on international affairs, and within a short time eight study groups had been formed. By the end of the war, it was estimated there were more than 10,000 discussion groups in Australia. In encouraging thinking and discussion about post-war Australia, both the Australian Broadcasting Commission (ABC) and the Department of Post War Reconstruction made effective use of listening groups and discussion groups.

In 1939 the ABC appointed an organiser for listening groups and by 1944 there were 300 groups in New South Wales alone. In 1941 Kenneth Henderson joined the staff of the ABC Talks Department and soon began producing a program entitled *Tomorrow's World*. It was broadcast on Sunday evenings and members of ABC listening groups received the scripts of each session. Another ABC program, *After the War, Then What?* was broadcast nationally in 1943-44. *Nation's Forum of the Air* was first broadcast in August 1944 and was a popular ABC program for many years. Organised by William McMahan Ball, who based it on the *Town Meeting of the Air* in the United States, each session comprised an hour-long debate, usually with four speakers, followed by questions from the audience and listeners. Subjects in 1944-45 included the population problem, nationalisation of coal mines and airlines, control of banking, the San Francisco Conference, and communism and trade unions.

Henderson regularly consulted the Reconstruction Division when he was arranging ABC programs and from 1943 onwards the Department of Post War Reconstruction also worked closely with the ABC. It accepted responsibility for printing and distributing the transcripts of each *Nation's Forum of the Air* debate. HC Coombs, Ronald Mendelsohn and Walter Bunning appeared in *After the War, Then What?* and Lloyd Ross was one of the debaters in a particularly fiery session of *Nation's Forum of the Air*. In 1944-45 the Public Relations Division of the department encouraged the formation and operation of discussion groups which would consider various post-war questions. A series of pamphlets was issued, each one summarising a topic, suggesting some questions for discussion, and inviting comment and criticism. In July 1944 Curtin told Parliament that already 693,000 copies of post-war discussion notes had been distributed. There were multiple issues on major topics such as post-war Australia, housing and social security, while others dealt with more specific subjects: films in post-war progress, food and agriculture, the Tennessee Valley experiment, and cultural activities in Australia. Lloyd Ross, who described discussion groups as 'an important experiment in democracy', gave many talks and travelled widely promoting the discussion group movement.

War Cabinet

WAR CABINET AGENDA FILES, 1939-46	A2671
Educational and vocational training for the AIF and the Australian Military Forces in Australia, 6 February 1941	55/1941
Educational and vocational training for the AIF and the Australian Military Forces: extension of scheme to RAN and RAAF, 9 May 1941	55/1941 Supp. 1
Army Education journal <i>Salt</i>, 16 June 1942	260/1942
Joint Services journal, 31 August 1942	260/1942 Supp 1

Army Education journal <i>Salt</i> , 30 January 1943	260/1942 Supp 3
Australian Army Education Service, 13 November 1942	442/1942
Army and Air educational services, 17 December 1942	442/1942 Supp 1
Army and Air educational services and basis of entitlement to post-discharge training, 2 March 1943	442/1942 Supp 2
Provision of funds for AA Education Service 1943–44, 4 February 1944	48/1944
Army Education journal <i>Salt</i> , 6 March 1944	66/1944
Provision of funds for Army Education Service 1944–45, 6 March 1945	73/1945
Provision of funds, AA Education Service: textbooks for post-Armistice training, 18 August 1945	356/1945
Service journals: amalgamation or termination of existing journals, 12 November 1945	441/1945

Advisory War Council

MINUTES FILES, 1940–45	A2684
Army journal <i>Salt</i> : policy in regard to publication of matters of political interest, 1945	1547

Advisory War Council minute (31 May 1945) and correspondence concerning the claim by AW Fadden that the views of the Country Party should be included in articles of political interest published in *Salt*.

Australian Broadcasting Commission

VICTORIAN BRANCH CORRESPONDENCE FILES, 1938–48	B2111
Discussion groups, 1939–45	TKS 19

Correspondence and minutes (mostly 1939–42) on the appointment of a listening groups organiser in Victoria; distribution of lectures, broadcasts and programs of talks; and activities of listening groups in other states. The correspondents include RC McCall, BH Molesworth and LR Thomas.

TALKS SESSIONS CORRESPONDENCE, 1940–45	MP298/4
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Correspondence and scripts of two special programs: *Nation's Forum of the Air* and *The Watchman*, including letters from participants in the programs.

WD Borrie, 1944	BEN/3/1
DB Copland, 1944	CO/6/1
HC Coombs, 1944	CO/6/2
RG Menzies, 1944	ME/15/1

Nation's Forum of the Air: general, 1944–46	N17/1/1
Population Unlimited, 1944	NN
Lloyd Ross, 1944	R/19/1
Professor SM Wadham, 1944–45	WA/23/2
TALKS SCRIPTS: NATION'S FORUM OF THE AIR, 1944–55	SP369/3

Booklets published by the ABC based on transcripts of its talk program *Nation's Forum of the Air*.

Control in industry? 1944	VOLUME 1/1
Should the coal-mines be nationalised? 1944	VOLUME 1/4
The battle for population, 1944	VOLUME 1/9
Should the airlines be nationalised? 1945	VOLUME 1/11
Houses – how, when and where? 1945	VOLUME 1/12
What Australia can expect from the San Francisco Conference, 1945	VOLUME 1/16
Can governments ensure full employment? 1945	VOLUME 1/24
Do we need another powers referendum? 1946	VOLUME 2/1
Is railway unification vital and urgent? 1946	VOLUME 2/4
Re-establishing the ex-serviceman – what progress have we made? 1947	VOLUME 3/5

Department of Air

CORRESPONDENCE FILES, 1922–60	A705
RAAF Educational Services: discussion groups, 1943–45	208/30/113

Correspondence between RAAF officers and related papers on the establishment of RAAF discussion groups, advice to discussion group leaders, films and course notes, including references to army and civilian discussion groups.

Department of Information

GENERAL CORRESPONDENCE, 1945–46	SP109/3
Naval monthly paper <i>DIT</i>, 1944–45	013/01

Correspondence about costs incurred by the Department of Information in publishing the first nine issues of *DIT* for the RAN.

GENERAL CORRESPONDENCE FILES, 1939–46	SP112/1
Supply of Army Education Service, 1942–43	352/1/70

Correspondence and minutes on the supply of material for publication in *Salt* and for broadcasts to the forces and the publication of *Army News* in the Northern Territory. The correspondents include N McCauley, M MacCallum and M Erskine-Wyse.

Army Education Service, including *Salt*, 1943–44 **M66**

Includes a report on the aims and activities of the Army Education Service and correspondence on the supply of material by the Department of Information for publication in *Salt*. The correspondents include M Stanley and LG Wigmore.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

ABC: talks, listening groups and special sessions, 1941–49 (2 parts) **1943/765**

Radio scripts, articles and correspondence on collaboration between the Reconstruction Division (and later the department) and the ABC and contributions to series such as *Shape of Things to Come*, *After the War, Then What?*, *Servicemen and Women Want to Know* and *Nation's Forum of the Air*. The correspondents include R Wilson, HC Coombs, LF Crisp, L Ross, NB Palethorpe, K Henderson and R Parry.

Army education: *Salt* and *Wings*, 1942–44 **1943/773**

Correspondence concerning articles written by staff of the Department of Post War Reconstruction for publication in *Salt* and *Wings* on such subjects as the Constitution, a national health service, social security and the Commonwealth Reconstruction Training Scheme (CRTS). The correspondents include LF Crisp, NB Palethorpe, C Dean, M MacCallum and M Stanley.

Publicity speakers' panel, 1943–45 **1943/981**

Correspondence and minutes in response to requests for information on post-war reconstruction from the Workers' Educational Association, Returned and Services League, ALP branches, student organisations, local government authorities and other organisations.

***Current Affairs Bulletin*, 1943–47** **1943/1107**

Typescripts of articles and correspondence with the Army Education Service about articles written for the *Current Affairs Bulletin* by the staff of the Department of Post War Reconstruction and the distribution of the publication by the department. The correspondents include LF Crisp, NB Palethorpe, WGK Duncan and FR Sinclair.

Army education: lecture outlines, 1943–44 **1943/1311**

Correspondence and minutes concerning lectures given by staff of the Department of Post War Reconstruction at Army Education Service schools, and the publication and distribution of reconstruction leaflets. The correspondents include L Ross, NB Palethorpe and R Mendelsohn.

***Forum of the Air* debate on full employment, 1945–48** **1945/472**

Correspondence and minutes about the publication of the transcripts of the ABC program *Nation's Forum of the Air*, including expenditure incurred by the Department of Post War Reconstruction.

Department of the Army

GENERAL CORRESPONDENCE FILES, 1939–42 MP508/1

Files of the Army Headquarters relating to the wartime administration of the Australian military forces, including administration, defences, the operation of the Australian Imperial Forces, and staffing and employment of civilian personnel within the Department of the Army.

Army Education Service: broadcasts, 1942 89/701/56

Army Education Service: cooperation with universities, 1942–44 89/706/302

Documentary films for Army Education Service, 1942 89/711/80

Listening groups and ABC radio talks, 1942 89/715/8

Criticisms of educational journal *Salt*, 1941 89/716/161

Introduction of discussion groups, 1941–42 89/718/34

Army Education Service: discussion group scheme, 1941 89/718/81

Methods used in organising discussion groups, 1942 89/718/107

GENERAL AND CIVIL STAFF CORRESPONDENCE FILES, 1943–51 MP742/1

Discussion groups: formation and operation, 1943 89/9/32

Reports (May 1943) by Army Education Service officers in Papua New Guinea, the Northern Territory and army headquarters on the formation and maintenance of discussion groups, including the experiences of various education officers in New Guinea.

Treasury

CORRESPONDENCE FILES, 1901–76 A571

Service journals *Wings* and *Salt*, 1942–45 1942/815

War Cabinet submissions on the establishment, funding and frequency of *Salt*, *Wings* and the *Current Affairs Bulletin* and minutes by WE Dunk, GPN Watt and AC Joyce.

Army journal *Salt* and Air Force journal, 1942 1942/3670

War Cabinet submission (31 August 1942), with minutes by GPN Watt and AC Joyce.

CORRESPONDENCE FILES OF THE DEFENCE DIVISION, 1942–62 A649

Army Education Service: correspondence courses, 1943 82/602/293

Correspondence between FR Sinclair, Department of the Army, and GPN Watt about expenditure on correspondence courses undertaken by the Army Education Service.

Sir Frederick Shedden

SHEDDEN COLLECTION, 1937–71

A5954

Service journals *Salt and Wings*, 1941–45

542/1

War Cabinet minutes and submissions and Defence Committee minutes on expenditure on *Salt and Wings*, the size of the publications, the possible publication of a joint services journal and the amalgamation of the publications in 1945.

Further reading

Dymock, Darryl R, 'Learning in the trenches: a World War II distance education programme', *Distance Education*, vol. 6, no. 1, 1995, pp. 107-19.

Inglis, KS, *This is the ABC: the Australian Broadcasting Commission, 1932-1983*, Melbourne University Press, Melbourne, 1983.

Whitelock, Dereck, *The Great Tradition: a history of adult education in Australia*, University of Queensland Press, Brisbane, 1974.

5 Demobilisation

In December 1944 a feature article in the *Sydney Morning Herald* warned of the enormous difficulties that would be encountered when the war in Europe and the Pacific came to an end. After World War I, it took more than a year to demobilise 167,000 men. The numbers were now far greater. Ships would have to bring back men from Britain, India and numerous Pacific Islands, and trains and motor transport would have to bring others from northern Queensland and the Northern Territory.

The first meeting of the Reconstruction Demobilisation Committee, chaired by Roland Wilson, was held on 18 June 1942. Its task was to prepare a plan and process for demobilisation, taking into account the location of forces, service requirements, needs of industry, the claims of individuals to release, the claims of munitions workers and other war workers, and social and economic considerations. Following discussions by a working committee, the Department of Labour and National Service drew up a document, 'Demobilisation for men', which summarised possible criteria for release, quotas, occupational priorities, the availability of employment and training, and the question of uniformity among the three services. Meanwhile, Sir Thomas Blamey approved a submission arguing that length of service should be the principal criterion for release, as in World War I, and proposing that a Department of Repatriation and Demobilisation, responsible to the Minister for Defence, be set up at the end of hostilities.

RAAF officers were critical of the army proposals and favoured the multiple criteria discussed by the Reconstruction Demobilisation Committee. The newly formed Department of Post War Reconstruction was also critical of the 'first in, first out' principle, suggesting that it was inappropriate considering that only a minority of servicemen were volunteers. On 14 April 1943 the War Cabinet set up a Standing Committee on Demobilisation which was chaired by either HC Coombs or PWE Curtin of the Department of Post War Reconstruction. It comprised representatives of the services, the Repatriation Commission, the Treasury, and the departments of Labour and National Service and Social Services. An Inter-Service Demobilisation Committee was also created which, at the insistence of Sir Frederick Shedden, reported to the Department of Post War Reconstruction rather than to the Defence Committee. The standing committee drew up a detailed demobilisation plan including individual priorities for release (a points system), the rate of dispersal (3000 servicemen a day, allotted proportionately between the services and states), and arrangements for dispersal centres. The points system, covering length of service, age and family responsibilities, would apply uniformly across the three services, but would not apply to key personnel needed to re-establish industry or to men who had been accepted for full-time training. JB Chifley presented the plan to the War Cabinet on 12 June and it was endorsed in principle.

In the following months there were consultations with the ACTU, the Associated Chambers of Commerce and Manufactures, and the Returned and Services League (RSL). There was general agreement, but the RSL argued that personnel should be retained in the services until they were reinstated in their pre-war occupations or were accepted for training or employment. This was not acceptable to the services, recalling the problems of 1919 when unemployed troops lingered for months in camps and depots, and was rejected by the standing committee.

The standing committee made modifications to the plan and they were approved by the War Cabinet on 6 March 1945. The scheme allowed for personnel returning to their homes

pending discharge rather than being kept in holding camps. The dispersal procedure entailed medical examinations, discharge, and re-establishment guidance. It envisaged a normal rate of dispersal of 3000 per day. In July 1945 Dedman was authorised to provide details of the plan to members of the services and the general public. Sites for dispersal centres were selected in each of the capital cities and funds were approved for the establishment of inter-service and civil re-establishment facilities at the centres. The War Commitments Committee recommended that at least 40,000 men suitable for employment in essential industries be released by the end of 1945.

Following the sudden cessation of hostilities on 15 August 1945, Coombs called together the standing committee and it recommended that general demobilisation commence on 1 October. On 17 August 1945 Chifley issued a public statement explaining the general plan and giving details of the points system. The following month Dedman recommended that in the first stage of demobilisation (October–December 1945) there should be 200,000 releases (135,000 from the army, 55,000 from the RAAF and 10,000 from the navy). General SG Savage was appointed Coordinator of Demobilisation and Dispersal with the task of ensuring that the decisions of the central committee were implemented consistently by the state controllers.

In October 1945 Frank Forde reported that the army was receiving about 1000 applications per week from parliamentarians seeking accelerated release for individuals on grounds not covered by the demobilisation plan. There were serious shipping problems and the Labor parliamentarian Allan Fraser predicted that it might take two years to bring back all the troops from the islands. On 29 October the *Canberra Times* deplored the control of ‘the brass hats of the Army’, resulting in a mere trickle of men being released to industry, and referred to ‘the demobilisation fiasco’. There were criticisms of the points system and complaints about the effects of slow releases on public services and industries. However regular reports of discharge statistics and enthusiastic speeches by General Savage gradually allayed criticisms.

By early 1946 about 19,000 personnel were being released each week and by June 1946 the great majority of the forces had been demobilised. On 1 October 1945 the total strength of the Australian armed forces was 574,488, of whom 240,115 were serving outside Australia. By 31 December 134,783 had returned to Australia. The first stage of demobilisation ended on 31 January 1946, with 249,159 discharged, compared with the target of 200,000. The second and third stages also met or exceeded the targets. The fourth stage ended on 15 February 1947, with the discharge of the remaining men who had not volunteered for further service. In all, 510,852 men and 40,576 women were demobilised, reducing the forces to an interim strength of 60,133.

War Cabinet

WAR CABINET AGENDA FILES, 1939–46	A2671
Planning for demobilisation, 12 June 1944	295/1944
Release of Service personnel for university study, 15 November 1944	512/1944
Release of Army personnel for coal mining industry, 21 November 1944	559/1944
Release of skilled trainees and servicemen, 9 January 1945	616/1944

Planning for demobilisation, 6 March 1945	77/1945
Statistical information on normal discharge from three Services, 1 May 1945	154/1945
Statistical information on normal discharge from three Services, 18 June 1945	232/1945
Demobilisation and re-establishment, 13 June 1945	258/1945
Demobilisation dispersal centres, 24 July 1945	318/1945
Progress report [on demobilisation], 19 September 1945	371/1945
Demobilisation: beginning of demobilisation, 17 August 1945	375/1945
Demobilisation: first stage, 19 September 1945	422/1945
Discharge of members of Forces: representation for accelerated discharge [Oct. 1945]	449/1945

Copies of many of the War Cabinet records can also be found in series A5954, the Shedden Collection.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49	A2700
Demobilisation problems, 9 June 1942	247
Demobilisation and dispersal: administrative arrangements, 11 September 1945	934
Demobilisation: rate of discharge, 15 November 1945	994
Demobilisation: rate of discharge, 13 December 1945	994A
Demobilisation: occupational releases, 18 January 1946	994B
Demobilisation: occupational releases, 4 March 1946	994C
Third stage of demobilisation, 4 June 1946	994D
Fourth stage of demobilisation, 10 December 1946	994E
Demobilisation: transport of personnel from overseas to Australia, 21 November 1945	1004
Report on discharges to 23 February, 4 March 1946	1104
Department of Air	
CORRESPONDENCE FILES, 1922–60	A705
Medical aspects of demobilisation, 1945	132/1/799 Pt 2

Correspondence and minutes on medical procedures at discharge depots and personnel depots.

CORRESPONDENCE FILES, 1935–60 **A1196**

Demobilisation: RAAF dispersal procedure, 1943–47 **35/501/99**

Correspondence and minutes on demobilisation planning and RAAF dispersal procedure.

Demobilisation: Ministry of Post War Reconstruction, 1942–47 **35/501/113 Pt 1**

Minutes, papers and correspondence of the Special Committee on Demobilisation (later the Reconstruction Demobilisation Committee), notes on demobilisation organisation and minutes of a conference on demobilisation (29 March 1943), chaired by HC Coombs. The correspondents include R Wilson, HC Coombs, PWE Curtin, MC Langslow, CES Gordon and WM Algie.

Central Demobilisation Committee: agenda and minutes, 1945 **35/501/113 Pt 1A**

Agenda papers and minutes of meetings (May–October 1945) of the Central Demobilisation Committee, chaired by HC Coombs.

Organisation, control, communication and procedure: dispersal centres, 1945–46
35/501/133

Correspondence and minutes on vocational guidance at demobilisation centres, rehabilitation of disabled cases, control and communication lines in dispersal centres, RAAF discharge squadrons, the Inter-Service Demobilisation Committee and formation of state demobilisation committees.

Demobilisation equipment arrangements: policy, 1945 **46/501/259 Pt 2**

Correspondence and minutes on disposal of stores and equipment, the return of units from the Pacific Islands, and formation of disposal sections.

Demobilisation of equipment: organisation policy, 1945 **46/501/316**

Correspondence concerning disposal of RAAF stores and equipment, and the establishment of equipment collection depots and detachments.

Department of External Territories

CORRESPONDENCE FILES, 1928–56 **A518**

Demobilisation of ex-servicemen Papua New Guinea, 1945–47 **F811/1/2**

Correspondence on the re-establishment of service personnel discharged in Papua New Guinea, the appointment of a representative of the Department of Post War Reconstruction in Port Moresby and the discharge of local soldiers. The correspondents include JR Halligan, RF Archer and FR Sinclair.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

Technical staff for post-war planning, 1944–48 (2 parts) 1944/330

Correspondence concerning the release from the army and other services of professional, technical and administrative staff needed for planning of post-war housing and public works. The correspondents include HC Coombs, Sir Harry Brown, JJ Dedman, FM Forde and W Funnell.

GENERAL AND POLICY FILES RELATING TO RE-ESTABLISHMENT, 1941–55MP513/1

History of demobilisation, 1945–46 A743

Documents and minutes relating to *The History of Demobilisation of the Australian Defence Forces at the Conclusion of Hostilities of the 1939–45 War*, compiled by DI Glastonbury and published by the Department of Post War Reconstruction. The correspondents include AW Paul, DI Glastonbury, LF Crisp, L Ross, H Bland, E Toms and GF Wootten.

Department of the Army

GENERAL AND CIVIL STAFF CORRESPONDENCE FILES, 1943–51 MP742/1

Civil staff correspondence files, army personnel files, and general correspondence on subjects such as administration, Army Medical and Dental Corps, discharge and discipline, equipment, intelligence, and the Japanese war crimes trials.

Demobilisation of Australian Army Medical Women's Service, 1945 21/4/388

Demobilisation dispersal centres, 1945 259/1/403

White Paper on demobilisation of Australian Defence Forces, 1945 284/1/305

Outlook plan for demobilisation of Australian Military Forces, 1945 284/1/325

Demobilisation of Australian Women's Army Service, 1945 339/1/631

CORRESPONDENCE OF HEADQUARTERS, EASTERN COMMAND, 1912–64SP459/1

Files relating to the formation of Eastern Command and such matters as the administration of Victoria Barracks in Sydney, accounts, establishments, prisoners of war, medals, inspections, stores and transfers.

Bulletin on the progress of demobilisation and re-establishment, 1946 422/1/4580

Demobilisation Conference, 1945 442/1/1211

Minutes of New South Wales Demobilisation Committee, 1946–47 442/1/1284

Inter-Service Demobilisation Committee

RECORDS OF THE INTER-SERVICE DEMOBILISATION COMMITTEE, 1943–46AWM 243

Minutes of meetings, drafts of the Outline Plan of Demobilisation, War Cabinet agenda, correspondence, memoranda and publications on all aspects of demobilisation, including demobilisation in World War I and in other countries.

Liaison: Great Britain: plans for demobilisation, 1944–46 (2 parts)	20
Inter-Service demobilisation machinery, 1943–44	700
Correspondence, 1943–46 (3 parts)	703
Committee meetings: minutes, 1943–45	704
Post-war repatriation of Australian prisoners of war, 1942–43	800

Navy Office

NAVY HISTORICAL FILES, 1943–	B6121
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Demobilisation of the RAN, 1945–57	23/C1
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Report by M Phillips, 'Demobilisation of the Royal Australian Navy', covering demobilisation principles, signals and directives on demobilisation (1945–47), procedures in ships, naval establishments and discharge depots, finalisation of accounts, statistics on demobilisation (November 1945 – February 1947), and demobilisation committees.

Demobilisation planning, RAN, 1945–46	23C/2
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Documents including the outline plan (May 1945) of the Inter-Service Demobilisation Committee, a submission (21 June 1945) on RAN demobilisation planning, circular memoranda on demobilisation routine, the Parliamentary Paper (29 August 1945) on demobilisation of the Australian Defence Forces, and notes (September 1945) on demobilisation dispersal centres.

CORRESPONDENCE FILES, 1939–50	MP150/1
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Files of the Navy Office created during World War II relating to training, demobilisation, re-establishment, rationing and volunteers.

Demobilisation of ratings for service with Merchant Navy, 1944	535/203/235
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Demobilisation of fighting forces of great interest to primary industries, 1944	535/203/248
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Labour for coal mines being recruited from Navy upon demobilisation, 1944	535/203/271
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Release of special officers for planning of post-war works, 1945–46	535/203/322
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Demobilisation to be done in stages according to priority ratings, 1945	535/203/339
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RAN demobilisation planning, 1945	582/201/1814
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Prime Minister's Department

CORRESPONDENCE FILES, 1934–50	A461
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Repatriation: demobilisation, 1943–49	AE394/1/1
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Correspondence on post-war re-establishment, the work of the New South Wales Reconstruction Advisory Committee, demobilisation plans in the United Kingdom, priorities in demobilisation, staffing of dispersal centres and resolutions of the RSL Congress. The correspondents include J Curtin, WJ McKell, JB Chifley, HC Coombs, Sir Frederick Shedden, W Funnell and GF Wootten.

Treasury

CORRESPONDENCE, 1901–76 **A571**

Planning for demobilisation, 1944–47 **1944/2096**

Minutes to the Treasurer from GPN Watt, H Reeve and AC Joyce commenting on War Cabinet agenda and Cabinet agenda on planning for, and the progress of, demobilisation.

Sir Frederick Shedden

SHEDDEN COLLECTION, 1937–71 **A5954**

Demobilisation of Australian Defence Forces, 1945–46 **543/1**

Prime Ministerial statements, War Cabinet agenda, correspondence, newspaper cuttings and a Parliamentary Paper on demobilisation (29 August 1945).

Planning for demobilisation, 1943–45 **543/2**

War Cabinet agenda, minutes of the Defence Committee, correspondence on the establishment of the Inter-Service Demobilisation Committee (October 1943), and the outline plan for the demobilisation of the Australian defence forces (February 1945). The correspondents include J Curtin, FM Forde, AS Drakeford, NJO Makin, AJ Wilson and WM Algie.

Strength and organisation of Interim Post War Forces: relation of demobilisation and shipping, 1945–46 **1840/2**

War Cabinet agenda, minutes of the Defence Committee, Cabinet agenda, correspondence, minutes and newspaper cuttings on the return of forces from the Pacific Islands, the transport of personnel from overseas, shipping, and the projected strength of Australian military forces in 1945–46. The correspondents include FM Forde, AS Drakeford, JB Chifley, JA Beasley, Sir Frederick Shedden and FR Sinclair.

Press cuttings on demobilisation, 1945–47 **2239/1**

Newspaper cuttings on Australian demobilisation, taken from Sydney and Melbourne newspapers.

Further reading

[D Glastonbury] History of demobilisation, National Archives of Australia: MP513/1, A743.

James, Karl, 'Soldiers to citizens', *Wartime*, no. 45, 2009, pp. 14–17.

6 Re-establishment and rehabilitation

In World War I serious consideration was not given to the re-establishment of servicemen until 1918. In contrast, the problems of the civil re-establishment of discharged members of the forces were considered by the Cabinet and departments at an early stage of World War II. In March 1941 the Inter-Departmental Reconstruction Advisory Committee set up a sub-committee on repatriation, training and placement which recommended the Department of Labour and National Service should be responsible for training and placement, while the Repatriation Commission would handle 'problem cases'. In June 1942 a Joint Parliamentary Committee on Repatriation was appointed, chaired by RT Pollard. In its second report it identified four avenues of re-establishment utilised after World War I: employment, vocational training, assistance with opening small businesses and land settlement. It considered that these avenues would be equally suitable when the current war ended. In its second report, in October 1942, the sub-committee urged the government to give some indication of its plans for post-discharge training. The War Cabinet set up a committee under Norman Mighell, the former Repatriation Commissioner, which met in January 1943. It recommended that a Reconstruction Training Committee should be set up immediately.

The first meeting of the Reconstruction Training Committee, chaired by HC Coombs, was held on 16 March 1943. It decided that the re-establishment planning organisation would need to be extended to include the Manpower Directorate and, in addition to training, it should consider plans for re-instatement, employment, preference and vocational guidance. As well as the standing committees on training and demobilisation, a standing committee was set up on general re-establishment and employment.

In January 1944 the Department of Post War Reconstruction prepared a Cabinet submission on the need for a Re-establishment Bill. Its scope would be broad, including a scheme for preference, demobilisation furlough, land settlement and housing benefits, a National Employment Service, reinstatement and apprenticeship protection, vocational training and re-employment allowances. Unlike the World War I scheme, preference would apply to private as well as public employment, but only to servicemen who enlisted or were called up for full-time service and who served outside Australia. It would be limited to seven years and would only apply to appointments, not promotions. Cabinet approved the recommendations on 7 February 1944. JB Chifley proposed that the Bill be introduced in the current session of Parliament, but the Cabinet rejected this suggestion and directed that no publicity be given to the legislation. The Bill, mainly drafted by PWE Curtin, was not considered by the Cabinet until 17 January 1945. Most of the discussion focused on preference in employment, including commitments made by the Prime Minister, possible limitation to the Commonwealth Public Service and the proposed duration of seven years. In the subsequent caucus meeting, EJ Ward moved that all references to preference be deleted, but the motion was defeated.

Post-discharge services and benefits

The Re-establishment and Employment Bill was presented to Parliament by Dedman on 23 March 1945. He pointed out that benefits for discharged servicemen and their dependants fell into two categories. Pensions, medical care, houses and land settlement were covered by the Repatriation Act, War Services Homes Acts and Land Settlement Acts. The benefits under the Re-establishment and Employment Bill were intended to assist the transition from the forces to civilian life. Part 2 of the Bill related to employment and contained provisions on reinstatement, continuity of entitlements, preference of employment to servicemen for

seven years, apprenticeships, and the establishment and functions of the Commonwealth Employment Service. Part 3 related to vocational training, including the payment of training allowances and tuition fees, and the supply of books, equipment and tools of trade. Part 4 dealt with benefits for disabled persons and Part 5 with demobilisation. Part 6 was concerned with re-establishment assistance and provided for a range of benefits, such as re-establishment leave, re-employment allowances, re-establishment loans and business re-establishment allowances. Parts 7 and 8 referred to land settlement and housing, while Part 9 gave statutory basis to the legal aid bureaux which had been established by the Attorney-General. The preference question dominated the lengthy debates on the Bill, with the Opposition arguing for unlimited preference for an indefinite period. The Re-establishment and Employment Act came into force on 28 August 1945.

The general implementation of the Act was the responsibility of three committees each headed by an officer of the Department of Post War Reconstruction: the Central Demobilisation Committee (see chapter 5), the Central Reconstruction Training Committee (see chapter 7) and the Central Re-employment and Re-establishment Committee. The latter was responsible for vocational guidance, reinstatement in civil employment, preference in employment, apprenticeships, the Commonwealth Employment Service, the re-establishment of the disabled, and re-establishment loans. It included representatives of the Department of Labour and National Service, the Manpower Directorate, the Repatriation Commission and the Department of Social Services. Representatives of trade unions, employers, and ex-servicemen's organisations served on regional committees. Various agencies had specific responsibilities. For instance, reinstatement and preference were the concerns of the Department of Labour and National Service, vocational guidance was provided by the services and the Commonwealth Employment Service, and the Attorney-General's Department administered the legal service bureaux which provided free legal advice to ex-servicemen and their dependants.

By 1953 ex-service personnel had received 66,600 re-employment allowances, 24,299 business loans, 2325 professional loans and 1382 business re-establishment allowances.

Rehabilitation of disabled servicemen

In July 1944 the Standing Committee on Re-employment and Re-establishment set up a sub-committee on the rehabilitation of disabled members of the forces. It recommended a comprehensive scheme for the re-establishment of disabled men and women, with the Department of Post War Reconstruction providing a coordinating authority. In the meantime, the Repatriation Commission should be responsible for ex-servicemen who were unable to work or undertake training. In January 1945 Chifley proposed to the War Cabinet that the Department of Social Services should immediately set up an interim scheme for the care and re-establishment of disabled ex-servicemen who were not eligible for the benefits of the Repatriation Act. They would receive a rehabilitation allowance of 50 shillings per week. In the longer term, the Department of Social Services, the Department of Post War Reconstruction and the Treasury should draw up a scheme for the rehabilitation of disabled members of the community generally. The War Cabinet approved the proposals.

By 1947 the Department of Social Services had opened rehabilitation centres in all the capital cities except Hobart and more than 7000 returned servicemen had received treatment and assistance. Douglas Galbraith, the former Medical Rehabilitation Officer in the army, was appointed Coordinator of Rehabilitation within the Department of Post War Reconstruction and his staff of six doctors supervised the rehabilitation centres. In May 1947 Galbraith

prepared a comprehensive report on a national scheme for the rehabilitation of all physically handicapped people, irrespective of the cause of disability. He envisaged treatment, training and selective employment in cases where the disabilities were likely to continue for at least six months. The report dealt with rehabilitation facilities in hospitals, psychiatric services, rehabilitation centres, vocational training, sheltered workshops and rehabilitation allowances. An inter-departmental committee considered the report and proposed that the rehabilitation scheme, which would be administered by the Department of Social Services, should be extended to certain groups in the general community. In February 1948 Chifley announced that a new rehabilitation scheme would be established, providing medical treatment and vocational training for disabled ex-members of the services, invalid pensioners and those claiming or receiving unemployment or sickness benefits. Subsequently, legislation was passed establishing the Commonwealth Rehabilitation Service.

War Cabinet

WAR CABINET AGENDA FILES, 1939–46	A2671
Re-establishment of members of the Forces and civilian war workers, 14 April 1943	166/1943
Conditions relating to medical care, discharge and after-treatment of members of the Forces, 9 January 1945	7/1945
Re-establishment of disabled members of the Forces, 9 January 1945	20/1945
Demobilisation and re-establishment, 11 July 1945	258/1945
Re-establishment: campaign for public enlightenment, 19 September 1945	410/1945

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS, 1941–49	A2700
Re-establishment and preference, 17–18 January, 31 January 1945	758
Discharge and re-establishment of members of the Forces, 27 September 1945	952
Use of surplus equipment for individual re-establishment, 18 December 1945	1016
Use of surplus equipment for individual re-establishment, 26 March 1946	1016B
Coordinated re-establishment and re-employment publicity, 26 March 1946	1118
Coordinated re-establishment and re-employment publicity, 2 April 1946	1118A
Re-establishment of disabled members of the Forces, 1 May 1946	1160
Re-establishment of the disabled, 4 June 1946	1160A
Re-establishment of the disabled, 26 May 1947	1160B
Re-establishment of physically handicapped persons, 12 January 1948	1160C

Re-establishment and Employment Act 1945: prescribed occupations for £500 business re-establishment loans, 1 May 1946 1161

Re-establishment and Employment Act 1945: prescribed occupations for £500 business re-establishment loans, 1 June 1948 1161B

Re-establishment and Employment Act 1945: question of increasing limit of loans for rural occupations from £1000 to £3000, 2 July 1946 1204

Re-establishment loans for combined homes and business premises, 30 July 1946 1217

Re-establishment: members of the Occupation and Interim Forces, 23 August 1946 1241

Re-establishment and Employment Act 1945: closure date for benefits, 12 May 1949 1241D

Attorney-General's Department

CORRESPONDENCE FILES, 1929– A432

Re-establishment and Employment Act: preference inquiries, 1945–51 1945/1469

Letters from the Department of Labour and National Service and other departments, the Returned and Services League, companies, parliamentarians and individuals seeking clarification on the preference for servicemen clauses of the *Re-establishment and Employment Act 1945*, usually in relation to particular cases.

Re-establishment and Employment Act: administration, 1945–46 1945/1489

Correspondence about the roles of the Department of Labour and National Service and the Attorney-General's Department in policing the preference provisions of the *Re-establishment and Employment Act 1945*. The correspondents include JB Chifley, JA Beasley, R Wilson and Sir George Knowles.

Re-establishment and Employment Act: amendment by regulations, 1945–51 1945/1669

Correspondence concerning proposed amendments to the *Re-establishment and Employment Act 1945*, including provisions for agricultural loans.

Re-establishment pamphlets, 1945–48 1945/1830

Correspondence relating to the text of pamphlets on re-establishment published by the Department of Post War Reconstruction.

Re-establishment and Employment Bill, 1943–45 1945/1870

Report (29 December 1943) of the Inter-Departmental Committee on Re-employment and Re-establishment (chair: HC Coombs), drafts of the Re-establishment and Employment Bill, and correspondence about the drafting of the Bill, the constitutional validity of the proposed legislation, preference for servicemen and other provisions of the Bill. The correspondents include Sir George Knowles, JGB Castieau and HC Coombs.

Re-establishment of members of Occupation and Interim Forces, 1947–49 1947/457

A Cabinet submission and correspondence between KH Bailey and AW Paul concerning the entitlements of members of the Occupation and Interim Forces to benefits under the *Re-establishment and Employment Act 1945*.

Department of Air

CORRESPONDENCE FILES, 1922–60 **A705**

Correspondence files covering areas such as general administration, technical and specialist areas, equipment procurement and disposal, and personnel matters.

Rehabilitation of RAAF personnel into civil life, 1941–48 (2 parts) **208/80/108**

Rehabilitation Section: advice as to employment openings, 1945–46 (5 parts) **208/80/142**

Rehabilitation Section: preparation for occupations on the land, 1943–46 208/80/146

Rehabilitation Section: Re-establishment and Employment Act, 1945–52 208/80/245

Director of Medical Services: re-establishment and postgraduate, 1943–45 231/16/185

Department of Health

CORRESPONDENCE FILES, 1925–49 **A1928**

Rehabilitation of disabled members of the Forces, 1944–47 (2 parts) **1181/53**

War Cabinet and Cabinet papers and correspondence on the re-establishment of disabled members of the forces, payment of medical officers under the Rehabilitation Scheme, and a proposal that doctors in the Department of Post War Reconstruction responsible for rehabilitation of ex-servicemen be transferred to the Department of Health. The correspondents include AJ Metcalfe, FH Rowe, W Funnell and JBD Galbraith.

Department of Labour and National Service

GENERAL CORRESPONDENCE OF THE SECRETARIAT, 1940–50 **MP579/1**

Central Re-employment and Re-establishment Committee: minutes, 1947–49 570/2/12

Minutes and agenda papers of the Central Re-employment and Re-establishment Committee (chair: AW Paul, JW Armstrong).

Central Re-employment and Re-establishment Committee: progress reports, 1948 **570/2/13**

Re-establishment reports (January–May 1948), including re-establishment statistics, reports on the Commonwealth Reconstruction Training Scheme, and Commonwealth Employment Service activities.

Department of Post War Reconstruction

CORRESPONDENCE, 1941–50 **A9816**

Vocational guidance: use of psychological tests, 1943–45 **1943/648**

Minutes of a meeting (9 April 1943) on vocational guidance and welfare (chair: PWE Curtin), reports by the Australian Council of Educational Research on psychological aspects of rehabilitation, and correspondence about pre-discharge psychological testing. The correspondents include HC Coombs, LG Melville, HS Wyndham, CES Gordon, KS Cunningham and G Bradshaw.

Service rehabilitation: Army Services Educational Council, 1943–46 **1943/1445**

Reports and correspondence concerning Department of Post War Reconstruction representation on the Australian Services Educational Council, meetings and activities of the Council and its dissolution in April 1946. The correspondents include FM Forde, HC Coombs, RB Madgwick and RC Leahy.

Vocational guidance: Manpower Psychological Advisory Committee, 1943/1944/159

Proceedings of a conference (20 April 1943) on methods of allocation and training of psychologists (chair: I Clunies Ross) and correspondence referring to the use of psychologists in rehabilitation work.

Vocational guidance: policy, 1943–46 **1944/161**

Report (15 March 1944) of the Sub-Committee on Guidance (chair: HS Wyndham) and correspondence on vocational guidance and psychological testing of discharged servicemen, cooperation with the service departments and guidance services in universities. The correspondents include HC Coombs, HS Wyndham, PWE Curtin, MC Langslow and JDG Medley.

Vocational guidance: Dr Wyndham's reports, 1944 **1944/164**

Vocational reports of HS Wyndham, Coordinator of Vocational Guidance.

Vocational guidance: occupational surveys, 1944–45 **1944/535**

Memoranda by HS Wyndham on occupational surveys and related correspondence.

Re-establishment Publicity Committee, 1945–46 **1945/56 Pt 1**

Minutes and memoranda on demobilisation and re-establishment publicity, re-establishment films, and the activities of the Re-establishment Division. The correspondents include L Ross, UR Ellis, AS Brown, FR Sinclair and SG Savige.

Occupational survey, 1944–45 **1945/87**

Cabinet and Production Executive submissions on a proposed occupational survey, draft report of an inter-departmental committee, and correspondence about the survey and classification of occupations. The correspondents include JF Nimmo, SR Carver and J Cumming.

Vocational guidance: material from the Services, 1945 **1945/467**

Occupational Monographs issued by the RAAF, covering medicine, dentistry, air hostesses and other occupations, and a summary by the RAAF Directorate of Training of professional occupations in Australia.

Re-establishment Publicity Committee: minutes and agenda, 1945 1945/657

Minutes of meetings (March–November 1945) of the Re-establishment Publicity Committee (chair: L Ross) and related correspondence of L Ross and UR Ellis.

GENERAL CORRESPONDENCE (A SERIES), 1941–55 MP513/1

Allied ex-servicemen: re-establishment benefits, 1945–48 (2 parts) A39

War Cabinet and Cabinet submissions and minutes and memoranda on the taxation of British ex-servicemen resident in Australia, the repatriation of non-Australian members of the Australian defence forces and British immigration. The correspondents include JB Chifley, HC Coombs, RF Archer, JE Willoughby, AW Paul and GPN Watt.

Absorptive capacity, 1945–48 (3 parts) A97

Correspondence, minutes and memoranda on the absorption of men and women trained under the Commonwealth Reconstruction Training Scheme, the work of industrial committees in assessing absorptive capacity, meetings with trade union representatives, relations with the Manpower Directorate and the Department of Labour and National Service, the transfer of occupational absorptive capacity investigations to the Commonwealth Employment Service, and the capacity of particular industries and occupations. The correspondents include HC Coombs, PWE Curtin, RF Archer, JE Willoughby, AW Paul, W Funnell and HA Bland.

Comparative progress of re-establishment in Australia and other countries, 1945–46
A300

Comparisons of re-establishment benefits in Australia, New Zealand, United Kingdom, Canada and United States and related correspondence.

Comparative progress of re-establishment in Australia and other countries, 1946–48
A343

Comparisons (July 1946, October 1948) of re-establishment benefits in Australia, New Zealand, United Kingdom and Canada and related correspondence.

Conferences with ex-servicemen's organisations, 1945–46 (3 parts) A379

Agenda papers and transcript of a conference (13–14 November 1945) in Melbourne between the Department of Post War Reconstruction and representatives of ex-servicemen's organisations, and correspondence and notes concerning meetings in state capitals with ex-servicemen's organisations. The correspondents include JJ Dedman, HC Coombs, RF Archer, JE Willoughby, EV Raymont and J Lewis.

History of re-establishment, 1947–49 (2 parts) A723

A history of the re-establishment of members of the Australian defence forces who served in World War II and correspondence concerning the compilation of the history. The correspondents include HC Coombs, AW Paul, JW Armstrong, DI Glastonbury, EJ Hook, RC Mills, GF Wootten and FH Rowe.

Prisoners of war: problems of re-establishment, 1947 A986

Minutes of a conference (22 July 1947) of representatives of Commonwealth departments and the Australian Red Cross Society (chair: AW Paul), reports by C Anderson and D Longmuir on the re-establishment of prisoners of war, and minutes on the views of ex-servicemen's organisations and the co-option of Red Cross representatives to re-establishment committees. The correspondents include AW Paul, JBD Galbraith and G Burniston.

Inauguration of re-establishment, 1943–45

A1795

War Cabinet and Cabinet submissions, the report (29 December 1943) of the Inter-Departmental Committee on the Re-establishment Act and statements on the functions and structure of the Re-establishment Division and the Rehabilitation section.

CORRESPONDENCE FILES WITH SA (STAFF AND ACCOUNTS) PREFIX, 1943–50
A10315

Rehabilitation, 1946–49

SA1947/62

A Cabinet submission (16 May 1947) on re-establishment of the disabled and correspondence on the employment of doctors as deputy coordinators of rehabilitation in the Department of Post War Reconstruction, progress of the Rehabilitation Plan, the extension of rehabilitation services to invalid pensioners and other civilians, relations with the British Medical Association, and the treatment of former Re-establishment Division officers transferred to the Department of Social Services. The correspondents include JB Chifley, JJ Dedman, NE McKenna, HC Coombs, AS Brown and JBD Galbraith.

GENERAL CORRESPONDENCE RELATING TO THE RE-ESTABLISHMENT OF EX-SERVICEMEN, 1943–48
MP513/2

Re-establishment Bill: notes for Committee stage, 1945

1945/319

Notes for the committee stage of the 1945 Re-establishment and Employment Bill and related correspondence of PWE Curtin.

Department of the Army

ARMY HEADQUARTERS GENERAL CORRESPONDENCE FILES, 1939–42**MP508/1**

Files relating to the wartime administration of the military forces including administration, defence and fixed defences, medical and dental corps, and staffing.

Rehabilitation Services, 1942

89/704/27

Rehabilitation Service, 1942

89/704/30

Rehabilitation courses for members of the Forces, 1931–42

89/706/66

GENERAL AND CIVIL STAFF AND CORRESPONDENCE FILES, 1943–51 **MP742/1**

General correspondence files, civil staff files and army personnel files.

Demobilisation and rehabilitation, 1943

284/1/16

Rehabilitation: placement of disabled, 1944–46

284/2/176

Rehabilitation and resettlement of disabled persons, 1946 284/4/68

Army School of Rehabilitation: training of personnel, 1945 323/1/1469

Directorate of Manpower

CORRESPONDENCE FILES, 1942–46 B551

Registered files of the Manpower Directorate dealing with the employment of internees, prisoners of war, detainees and other special categories, exemptions from call-up of certain workers, protected and reserved undertakings, the provision of labour for certain industries, workforce advertising, vocational guidance and rehabilitation programs.

Rehabilitation of ex-servicemen: cooperation between Director-General of Manpower and Ministry of Post War Reconstruction, 1943 44/82/8807

Rehabilitation of Service personnel: broadcasts by HA Bland, 1944 1944/82/10605

Re-establishment of ex-servicemen, 1945–46 1945/82/13458

Australian Women's Land Army: re-establishment and rehabilitation of members, 1944–45 1945/110/9450

National Works Council

CORRESPONDENCE, 1943–55 CP630/1

Re-establishment of employment, 1944–45 Bundle 4/1

Correspondence and memoranda concerning the drafting of the 1945 Re-establishment and Employment Bill and proposals for the re-establishment of disabled members of the defence forces. The correspondents include HC Coombs, PWE Curtin, W Sheehan, HJ Goodes, GPN Watt and J Webster.

Navy Office

CORRESPONDENCE FILES (201 SERIES), 1939–50 MP150/1

Correspondence files of the Navy Office, including files on training, personnel, defence equipment, demobilisation and re-establishment.

Post war rehabilitation, 1945 428/212/85

Red Cross Rehabilitation Committee, 1942 437/201/510

Rehabilitation course for repatriated prisoners of war from Europe, 1945 567/201/62

POWs rehabilitation courses, 1945 567/201/107

CORRESPONDENCE FILES (201 SERIES), 1923–51 MP151/1

Central Reconstruction Re-establishment Committee, 1946 835/201/288

Minutes and agenda papers of the Central Re-employment and Re-establishment Committee (chair: RF Archer).

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Post war reconstruction: rehabilitation of disabled persons, 1948 **AD387/1/1**

A statement (16 February 1948) by JB Chifley on the establishment and employment of disabled persons.

Post war reconstruction: group rehabilitation, 1945 **W387/1/1**

Correspondence regarding a proposal of the Wollongong and District Repatriation Committee for a group rehabilitation scheme. The correspondents include WJ McKell, HC Coombs and J Webster.

Repatriation Commission

CORRESPONDENCE FILES (G SERIES), 1929–51 **A2421**

Policy files of the Repatriation Commission dealing with administration, staffing, institutions, benefits, stores and equipment, and other matters.

Red Cross Rehabilitation Committee, 1941–49 **G1435**

Army Rehabilitation Services, 1943–45 **G1513**

Rehabilitation schemes and proposals: New Zealand, 1940–46 (3 parts) **G1533**

Taking over military hospitals, 1945–50 (2 parts) **G1692**

Re-establishment 1939 War: history, 1948–49 **G1969**

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

Re-establishment of women and needs of the community, 1945 **1944/4277**

Minutes of an inter-departmental conference (19 January 1945) on re-establishment for women (chair: RF Archer) and related correspondence.

JB Chifley

CORRESPONDENCE OF CHIFLEY AS PRIME MINISTER, 1945–49 **M1455**

Correspondence P, part 2, 1945 **37**

Includes a letter (7 September 1945) from JJ Dedman to Chifley about the lack of progress in establishing a scheme for rehabilitation of disabled members of the community.

HC Coombs

RESEARCH MATERIAL, DRAFTS AND PAPERS OF HC COOMBS, 1922–85 **M448**

Rehabilitation work: press cuttings, 1943–47 **236**

Notes on rehabilitation of tradesmen from the Services and Munitions departments, sent to Coombs by CES Gordon (27 January 1943) and newspaper cuttings on training and rehabilitation (March–May 1947).

Rehabilitation scheme, 1949 **238**

Report by Kathleen Best on the rehabilitation scheme for handicapped persons administered by the Department of Post War Reconstruction in 1948–49 and correspondence concerning the situation within the Department of Social Services of former staff of the Re-establishment Division. The correspondents include JJ Dedman, LF Crisp, HC Coombs and FH Rowe.

John Curtin

CORRESPONDENCE OF JOHN CURTIN AS PRIME MINISTER: SPECIAL SUBJECT SERIES, 1941–44 **M1416**

Preference to returned soldiers, 1943 **69**

Correspondence (March–April 1943) of J Curtin with the Returned and Services League and other organisations on the subject of preference of employment for returned soldiers.

Douglas Galbraith

REPORT OF DOUGLAS GALBRAITH, COORDINATOR OF REHABILITATION, DEPARTMENT OF POST WAR RECONSTRUCTION, 1947 **M4152**

Report on the provision in Australia of a national scheme for the rehabilitation of physically handicapped persons, 1947 **1**

Report (2 May 1947) by JBD Galbraith on a national scheme for the rehabilitation of physically disabled people and minutes (May 1947) from Galbraith to HC Coombs and FH Rowe.

Sir Harold Wyndham

PAPERS OF HS WYNDHAM AS COORDINATOR OF VOCATIONAL GUIDANCE, DEPARTMENT OF POST WAR RECONSTRUCTION, 1944–45 **CP28/1**

Vocational guidance working plans, 1942–45 **Bundle 1/folder 1**

Report of a meeting (15 March 1944) of the Sub-Committee on Guidance (chair: HS Wyndham), notes of a conference (6 June 1945) on demobilisation plans and vocational guidance, correspondence, memoranda and notes on vocational training, the provision of vocational guidance as part of the CRTS, and the functions of the Army Psychological Service. The correspondents include HC Coombs and HS Wyndham.

Conferences, 1944–45 **Bundle 1/folder 2**

Minutes of meetings and conferences including the Sub-Committee on Prisoners of War and a conference (19–22 June 1945) of the chief administrative officers of the Department of Post War Reconstruction and the Department of Labour and National Service.

Disablement: Sub-Committee on Rehabilitation, 1943–44 **Bundle 1/folder 3**

Reports and other documents including statements of the Repatriation Commission and the report of the sub-committee on rehabilitation and re-establishment of disabled members of the armed forces.

Demobilisation plans: provision of vocational guidance, 1944–45 Bundle 1/folder 4

A War Cabinet submission (20 February 1945), correspondence and statements on the planning of demobilisation and vocational guidance. The correspondents include WC Wurth and W Funnell.

Sub-Committee on Guidance, 1944

Bundle 1/folder 5

Interim report (25 March 1944) of the Sub-Committee on Guidance (chair: HS Wyndham) and other reports, correspondence and statements on the use of psychological tests for training and placement purposes, and vocational guidance in rehabilitation and re-establishment. The correspondents include HS Wyndham, KS Cunningham, CES Gordon, DI Glastonbury and R Want.

7 Commonwealth Reconstruction Training Scheme

The Commonwealth Reconstruction Training Scheme (CRTS) had a long gestation. From the outset, vocational training was seen as a vital component of re-establishment, following the precedent of the Department of Repatriation training courses in 1918–20. It was discussed in March 1941 by the Inter-Departmental Advisory Committee on Reconstruction, which set up a Sub-Committee on Repatriation, Training and Placement, chaired by Roland Wilson. The report of the sub-committee circulated in July 1941 was surprisingly detailed, suggesting precise categories of eligibility and weekly rates of payments for trainees. It urged the closest possible collaboration among the Army Education Service, the RAAF Rehabilitation Service, the Repatriation Commission and the Department of Labour and National Service. The RAAF responded favourably, but the Repatriation Commission and the Treasury considered the proposed scheme to be far too broad and probably far too costly. They argued that training should be largely confined to members of the forces who had actually suffered some disadvantage as a result of war service.

In its second report in October 1942, the sub-committee extended the categories of eligibility, while claiming that the number of trainees would probably not be much higher than in 1919. It stated that the basis of eligibility should be suitability, in terms of both an individual's suitability for an occupation and the occupation's place in the post-war economy. Meanwhile, the Joint Parliamentary Committee on Repatriation, chaired by Reg Pollard, took an even broader view of training, embracing civilians engaged in war production as well as servicemen and women.

In October 1941 the Repatriation Commission set up an interim vocational training scheme for ex-servicemen who, because of war-caused incapacity, were unable to return to their previous occupations. It operated until June 1944. In December 1942 yet another committee, headed by Norman Mighell and including HC Coombs and PWE Curtin, looked at the question of training. It recommended that a comprehensive scheme of vocational training be deferred until the end of the war, but a Reconstruction Training Committee should be set up immediately. The War Cabinet on 2 March 1943 responded by approving the establishment of the committee under the direction of the Department of Post War Reconstruction.

The essential features of the training scheme were worked out at the early meetings of the Reconstruction Training Committee (later called the Central Reconstruction Training Committee). Chaired by either Coombs or Curtin, its members included EP Eltham, who had set up and directed the Commonwealth Technical Training Scheme, RB Madgwick, the Director of the Army Education Service, and RC Mills, the Chairman of the Universities Commission. At its first meeting on 16 March 1943, the Committee decided that university training should be organised by the Australian Universities Commission and other types of training by the Industrial Training Division of the Department of Labour and National Service. It subsequently made recommendations to the War Cabinet about funding of the scheme, the establishment of state, regional, professional and industrial committees, living allowances, travelling allowances, and loans for books and tools of trade. From 1944 onwards, the central committee was chaired by the Director of the Re-establishment Division of the Department of Post War Reconstruction, while his deputies chaired the state committees. All the training committees included representatives of ex-servicemen's organisations, employers' organisations and trade unions.

The statutory basis of the CRTS was the Re-establishment and Employment Act, which came into force in August 1945. Training under the scheme had actually begun in March 1944,

when a small number of discharged servicemen and women began attending courses at universities and technical colleges. In April 1945, 751 trainees, mostly full-time, were enrolled in university courses, while 4964, mostly part-time, were enrolled in vocational courses. After general demobilisation began in October 1945 the numbers escalated. By June 1946, 13,166 trainees were taking university courses, including a small number at overseas universities, and 37,613 had started vocational courses, mostly provided by technical colleges. The number of trainees peaked in 1948. In that year the Cabinet decided that the closing date for applications would be 30 June 1950, provided the applicants had enlisted in the forces before 30 June 1947 and been discharged by 30 June 1949. The numbers fell sharply after 1950 and by 1954 the scheme had virtually come to an end.

In principle, all Australian ex-servicemen and women who had served for at least six months overseas or in Australia, and also the widows of servicemen, were eligible for training under the scheme. In 1945 further categories were added, including members of the Red Cross and other bodies associated with the forces, official war correspondents and photographers, merchant seamen, members of the Women's Land Army, and members of British and Commonwealth forces who had settled in Australia. In practice, large numbers of eligible applicants failed to be selected. Priority was usually given to applicants who had enlisted before the age of 21, whose training had been interrupted by war service, who required a refresher course in their profession, or who suffered a 'war-caused incapacity' and could not return to their pre-war occupation. In addition, selection officers assessed their suitability for training and civil re-establishment and considered the absorptive capacity of the nominated professions or trades.

Staff of the Department of Post War Reconstruction, the Commonwealth Employment Service, trade unions and employers' organisations made estimates of the employment prospects in particular industries, which were passed on to the CRTS industrial committees and regional committees. An outstanding case was the building industry, where unions strongly resisted pressure to increase greatly the number of trainees in the building trades.

By June 1950 the Commonwealth Government had spent £43.5 million on the CRTS and more than 200,000 individuals had been given some training. In his memoirs Coombs judged the scheme 'an undoubted success'. Over the years, thousands of former trainees have expressed gratitude for a scheme that enabled them to embark on fulfilling careers. In particular, many from lower-income families acquired university degrees and diplomas and joined professions that would have been beyond their reach in pre-war times. Nevertheless, there were widespread criticisms of the scheme by trainees, ex-servicemen's organisations and the press. From 1941 to late 1945, the planners could only guess how many discharged servicemen and women would seek to make use of the scheme. Ultimately 334,269 were accepted for training, compared with the 75,000 who received training benefits after World War I. Such large numbers made the task of organisation extremely difficult. The Universities Commission managed reasonably well: it already had a close relationship with the six universities, it dealt with a relatively small number of trainees, most of whom were full-time, and the courses they attended were generally well-established. About 21,000 (67 per cent) of university trainees completed their courses.

Vocational training

The challenges with the vocational trainees were much greater. The Division of Industrial Training and the Department of Post War Reconstruction jointly dealt with numerous technical colleges, many of them poorly staffed and with inadequate resources, which

sought to provide hundreds of courses for huge numbers of trainees, often with little support from employers or trade unions. The majority of the trainees were part-time and many were unsure whether they really needed training. Some were highly critical of the living allowances, which were roughly similar to the basic wage, although there were increases in 1947 and 1948. While the number of applicants who were rejected was relatively low, many waited for up to 12 months before they were admitted to courses, or gave up waiting and took up unskilled occupations. The Commonwealth Government provided funds to enable colleges to erect or extend buildings and acquire equipment and, in addition to paying the fees of trainees, it paid subsidies to cover the cost of engaging additional lecturers and administrative staff. Even so, there were serious shortages of buildings, equipment and staff, and many courses were conducted in primitive conditions. Not surprisingly, the apparent wastage rate in the vocational side of the scheme was high: 67 per cent of the trainees did not complete their courses.

War Cabinet

WAR CABINET AGENDA FILES, 1939–46	A2671
Educational and vocational training for the AIF and the Australian Military Forces in Australia, 6 February 1941	55/1941
Educational and vocational training for the AIF and the Australian Military Forces: extension of scheme to RAN and RAAF, 9 May 1941	55/1941 Supp. 1
Vocational training for ex-members of the forces, 22 October 1941	155/1941 Supp. 2
Army and Air educational services, 17 December 1942	442/1942 Supp. 1
Army and Air educational services and basis of entitlement to post-discharge training, 2 March 1943	442/1942 Supp. 2
Rates and conditions of financial assistance for post-discharge vocational training, 4 June 1943	442/1942 Supp. 3
Re-establishment of members of the Forces and civilian war workers, 14 April 1943	166/1943
Commonwealth Reconstruction Training Scheme: estimates of cost, 8 December 1943	522/1943
Commonwealth Reconstruction Training Scheme: organisation and special conditions, 4 February 1944	61/1944
Commonwealth Reconstruction Training Scheme: eligibility for selection for training, 9 May 1944	242/1944
Commonwealth Reconstruction Training Scheme: training in Australia of British personnel, 4 August 1944	390/1944
Commonwealth Reconstruction Training Scheme: stocks of equipment and tools for training, 4 August 1944	395/1944
Training of Service medical officers, 9 January 1945	610/1944

Extension of technical college training facilities to meet CRTS requirements, 18 June 1945 237/1945

Extension of technical college training facilities to meet CRTS requirements, 18 August 1945 237/1945 Supp. 3

Commonwealth Reconstruction Training Scheme: living allowance for women, 11 July 1945 274/1945

CRTS: acceptance under non war-caused disablement categories, 18 August 1945 326/1945

Commonwealth Reconstruction Training Scheme: eligibility of members of the Permanent Forces, 19 September 1945 405/1945

Commonwealth Reconstruction Training Scheme: training of groups attached to the Forces and similar groups, 19 September 1945 416/1945

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS, 1941–49 A2700

EJ Ward: Vocational training for members of the Forces, 29 October 1941 72

Commonwealth Reconstruction Training Scheme: training of Service medical officers, 30 October 1945 961

Commonwealth Reconstruction Training Scheme: review of categories, 30 October 1945 977

Commonwealth Reconstruction Training Scheme: postgraduate training and training abroad, 18 January 1946 1028

Commonwealth Reconstruction Training Scheme: eligibility under vocational categories acceptable for professional courses and vice versa, 23 August 1946 1232

Commonwealth Reconstruction Training Scheme: proposed additional category of eligibility: members who interrupted a full-time vocational course to enlist, 23 August 1946 1233

Commonwealth Reconstruction Training Scheme: special plans for professional courses in case of enlistment on or before 25th birthday, 23 August 1946 1234

Commonwealth Reconstruction Training Scheme: admission of widows of UK and Empire ex-servicemen, 2 March 1948 1426

Commonwealth Reconstruction Training Scheme: procedure for recovery of over-payment of allowances, 2 August 1948 1490

Commonwealth Reconstruction Training Scheme: closing date for receipt of applications, 2 August 1948 1496

Commonwealth Reconstruction Training Scheme: closing date for receipt of applications for training of war-caused disabled persons and widows, 14 June 1949
1496A

Commonwealth Reconstruction Training Scheme: repayment of personal living allowance received by professional trainees in fourth and subsequent years of training, 14 June 1949
1607

Central Reconstruction Training Committee

REGISTERS OF SUBMISSIONS AND OTHER PAPERS SENT TO THE CENTRAL RECONSTRUCTION TRAINING COMMITTEE, 1944–50
A12227

Registers of submissions, mostly undated, from the Department of Post War Reconstruction, the Universities Commission, the Repatriation Commission and the Director of Industrial Training.

CONSOLIDATED DECISIONS OF THE CENTRAL RECONSTRUCTION TRAINING COMMITTEE, 1944–56
B5415

Decisions and amendments arranged by organisation for the handling of the scheme, pre-discharge training and training through the Repatriation Commission, operation of the training scheme, university type of training, technical type of training, rural training, allowances, trades and callings suitable for full-time vocational training.

Commonwealth Office of Education

CORRESPONDENCE FILES, 1945–60
A1361

Reconstruction training: miscellaneous correspondence, 1947–60
12/1/1 Pt 2

Leaflets and correspondence of RC Mills on miscellaneous matters, including facilities for training and the pass rate at the University of Sydney.

[Part 1 is missing]

Reconstruction: postgraduate and overseas training, 1945–48 (3 parts)
12/15/1

Correspondence mostly concerning Australian students in Britain and elsewhere; entitlements of Rhodes Scholars and other scholarship holders; the appointment of a representative of the Office of Education in London; the obligations of overseas trainees to return to Australia; living costs in Britain, France and North America; and the interpretation of conditions and benefits. The correspondents include RC Mills, EJ Hook, RF Archer, LC Wilcher and A Nelson.

Department of External Territories

CORRESPONDENCE FILES, 1928–56
A518

Re-establishment of natives and rehabilitation of native economies, 1946–51 (2 parts)
AS815/1/1

Includes documents on the operation of the Commonwealth Reconstruction Training Scheme in Papua and New Guinea, training allowances paid to locals, and the transfer of

the scheme in 1949 from the Department of Post War Reconstruction to the Papua New Guinea Administration.

Department of Health

CORRESPONDENCE FILES, 1925–49 **A1928**

CRTS training of medical officers, 1943–46 (4 parts) **1181/35/14**

Correspondence and notes on negotiations between the Department of Health, the Central Medical Coordination Committee and the Central Reconstruction Training Committee on the rehabilitation and training of medical officers. The correspondents include JM Fraser, JB Chifley, JHL Cumpston, F McCallum, HC Coombs, RC Mills, SR Burston and WGD Upjohn.

Department of Labour and National Service

MISCELLANEOUS PAPERS OF THE INDUSTRIAL TRAINING DIVISION, 1941–55
MP463/2

Report on Commonwealth Reconstruction Training Scheme, 1946 **11**

Report (20 September 1946) on the CRTS by a committee of review (chair: Brig. J Field), submitted to the Director of Re-establishment, Department of Post War Reconstruction.

Development and coordination of correspondence training, 1948 **16**

Includes a statement on correspondence education (primary, secondary and technical) in connection with the CRTS and a list of technical type correspondence courses (September 1948), published by the Department of Labour and National Service.

Memorandum on aspects of training for rehabilitation purposes, 1943 **17**

Memorandum (2 February 1943) by the Department of Labour and National Service on aspects of post-war training for rehabilitation purposes, with a supplement (8 March 1943) by EP Eltham.

Reports, 1940–49 **26**

Includes CRTS survey of available facilities in technical colleges (December 1943), a list of vocational courses approved for 100 per cent training in technical schools under the CRTS, technical education in the textile industry (March 1946), a building trades investigation into workforce needs under the CRTS (29 May 1946), and a minute (9 July 1946) by EP Eltham on work carried out by CRTS trainees for housing projects.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

Reconstruction Training Committee, 1944–45 **1943/1064 Pts 6-11**

Minutes and agenda papers of meetings (June 1944 – December 1945) of the Central Reconstruction Training Committee, chaired by RF Archer, including reports of sub-committees.

[Parts 1–5 are missing]

Australian Aborigines: general, 1945–48 (2 parts) 1945/446

Minutes of a meeting (4 February 1947) on the training of Australian Aboriginal and Torres Strait Islander people (chair: RF Archer) and correspondence, minutes and memoranda on the extension of the Commonwealth training scheme to Aboriginal people. The correspondents include HC Coombs, RF Archer and G Rudduck.

GENERAL AND POLICY FILES RELATING TO RE-ESTABLISHMENT, 1941–55 MP513/1

Allied ex-servicemen: training, 1946–48 A38

Includes documents and correspondence on the training of British and Allied ex-servicemen under the CRTS.

Apprenticeship, 1946–47 A140

Correspondence and other papers on supplementation of wages of apprentices and training of apprentices under the CRTS.

CRTS: eligibility – professional capacity 3(ii): contemplation, 1944–48 A231

Papers concerning individual applicants for courses, including law, architecture, philosophy, theology and medicine, and the general application and interpretation of the ‘contemplation’ criterion.

Basic information on Commonwealth Reconstruction Training Scheme, 1946–54 A251

Reports, notes and statements on the CRTS, including allowances and conditions and the closing date for applications.

Commonwealth Reconstruction Training Scheme: conference with Universities Commission, 1944 A360

Minutes and agenda papers of two conferences (11–12 January, 25–26 August 1944) of the Australian Universities Commission and representatives of the Reconstruction Training Committee.

CRTS conference on industrial aspects of training scheme, 1945 A369

Notes and decisions of a conference (11–13 September 1945) on industrial aspects of the CRTS, chaired by HC Coombs, and related correspondence.

Abandonment of CRTS courses, 1947–50 A764

Papers concerning entitlements of ex-servicemen to Commonwealth Reconstruction Training Scheme benefits, including men who abandoned courses in order to re-enlist in the defence forces.

Training of medical officers, 1943–54 (3 parts) A852

War Cabinet submissions, reports, correspondence and minutes concerning postgraduate courses; pre-discharge training, specialist training, refresher training; the availability of courses at universities, teaching hospitals and medical colleges; the question of special treatment of medical officers under the CRTS; financial provisions; and the closing date for training. The correspondents include JB Chifley, JJ Dedman, HC Coombs, RF Archer, PWE Curtin, RC Mills, FR Sinclair, JHL Cumpston, F McCallum and SR Burston.

Postgraduate overseas training, 1945–51 (3 parts) A937

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Correspondence and other papers on the establishment of the CRTS, the formation of local reconstruction training committees, technical education in the states, and buildings and equipment for training purposes. The correspondents include J Curtin, LG Melville, HC Coombs and EP Eltham.

Commonwealth Reconstruction Training Scheme: special private training scheme, 1945 1944/206

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Correspondence concerning proposals by universities for extensions to buildings and the erection of temporary buildings for training purposes. The correspondents include HC Coombs, RC Mills and HJ Goodes.

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Correspondence and parliamentary speeches on the training of disabled service personnel, recruitment of instructors, and the training of tradesmen in technical schools. The correspondents include EP Eltham.

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Sir John Jensen

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Cabinet papers and correspondence on the Commonwealth Technical Training Scheme, the CRTS and vocational training, and the work of EP Eltham as Inspector and Chief Inspector of Technical Schools in Victoria (1923–47) and Commonwealth Director of Industrial Training.

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8 Soldier settlement

When discussing plans for post-war soldier settlement, Commonwealth ministers and officials were profoundly aware of the hardships and failure of thousands of Australian soldier settlers in the 1920s. About a third of the settlers (nearly 12,000) had abandoned their farms within a few years. The report on land settlement by the Rural Reconstruction Commission enumerated factors that led to the 'settlement disasters' after World War I: lack of farm management skills on the part of many settlers, inadequate advisory services, excessive prices for stock and equipment, the fall in commodity prices in 1920–24, poor quality of Crown lands, over-valuation of properties, inadequate farm sizes, heavy capital debt and interest burdens, and unsatisfactory Commonwealth–state relations.

In addition, the commission held that there was insufficient involvement by the Commonwealth in schemes devised by the states, even though they benefited from Commonwealth funding. State officials, many of whom had administered the earlier schemes, tended to be more complacent. For instance, JM Tully, the New South Wales Minister for Lands, told Chifley in 1944 that on balance soldier settlement after the 1914–18 war was highly successful. In his opinion, there was no need for the Commonwealth to establish its own settlement authority; it should simply assist the state programs financially and lay down some general principles.

In 1941 the New South Wales Parliament passed a War Service Land Settlement Act. As Treasurer, Chifley was concerned that the Commonwealth might be forced into accepting financial responsibility for hasty and ill-considered schemes of the states. In May 1942 he prepared a Cabinet submission on rural reconstruction. Cabinet accepted his recommendation that a small commission should investigate post-war rural problems, including soldier settlement. The Rural Reconstruction Commission, which was not appointed until after the creation of the Department of Post War Reconstruction, began its public hearings in March 1943. They continued for most of the year. It also had meetings with the Federal Executive and branches of the Returned and Services League (RSL). The National Congress of the RSL had resolved that soldier settlement should be a Commonwealth responsibility and it had drafted legislation to set up a Commonwealth Land Settlement Commission, staffed entirely by returned servicemen.

There was general agreement between the commission and the RSL on the failings of earlier schemes, but disagreement on other matters. The RSL favoured leasehold tenure, whereas the commission considered that freehold would provide settlers with the incentive to develop their holdings. In its second report, presented to the government in January 1944, the commission stated that Commonwealth involvement in soldier settlement was inevitable, due to repatriation and financial aspects. The role of the states should be to select the land and the settlers, and assist in administration, while the Commonwealth should assess production requirements in relation to market prospects and decide which plans were feasible. It proposed that there be a Commonwealth Investigating Authority, with the power of veto over state settlement plans, and a Commonwealth Financial Authority, attached to the Commonwealth Bank.

The report was studied closely by JG Crawford in the Department of Post War Reconstruction, CL Steele in the Department of Commerce and Agriculture, and other officials. In general, there was opposition to the creation of two Commonwealth authorities. Crawford thought that a distinction should have been made between servicemen returning to the land and those planning to take up rural occupations for the first time. Moreover,

settlement should not be the only form of rural re-establishment. The commission had suggested that possibly 50,000 men would seek to take up land, but Treasury officials sought an assurance that the figure would be much smaller. They pointed out that, rather than promoting closer settlement for economic reasons, the government would be sponsoring settlement for political reasons, arising from the strong emotional attitude of many sections of the community in favour of land settlement for servicemen. They also claimed that the proposals were discriminatory, as they would offer much more generous treatment to soldier settlers than other servicemen. Moreover, it meant that public funds would be used to build up substantial private assets. They recommended that the scheme should only provide for leasehold tenure, with rents based on productive value.

On 14 July 1944 Cabinet considered the report of a sub-committee which had analysed the Rural Reconstruction Commission report. It approved settlement provided that it was undertaken gradually as part of a long-term developmental program; a competent authority would assess the qualifications and experience of applicants; sufficient land was allotted to settlers to enable them to farm efficiently and earn a reasonable income; all settlement would be by perpetual leasehold; and adequate guidance and technical advice was available. Apart from the leasehold requirement, these conditions were in accord with the recommendations of the commission. In a public statement, Curtin referred to 'mistakes of the past' and said that the scope of the settlement scheme should be determined by settlement opportunities and market prospects, together with careful selection of servicemen.

Avoiding past mistakes

Soldier settlement was discussed at the premiers conference in August 1944, but there was disagreement on the extent to which the Commonwealth would bear losses on settlement. In addition, leasehold tenure was unacceptable to the Victorian government. Another conference was held on 5 October 1944 and it was agreed that New South Wales, Victoria and Queensland would be 'principal' states, assuming the major financial and administrative responsibilities. The Commonwealth would provide some financial assistance, including meeting half the cost of acquiring and improving the land. It would also provide training and a living allowance for settlers during the initial period. The three 'principal' states could decide on the form of land tenure, thereby enabling Victoria to retain its freehold system. South Australia, Western Australia and Tasmania would be 'agent' states, with the Commonwealth undertaking the administration and meeting most of the costs. A draft War Service Land Settlement Agreement was sent to the states in May 1945. The federal parliament ratified the agreement in October 1945 and by early 1946 all the state parliaments had also followed.

Crawford had originally suggested that at the Commonwealth level the scheme might be administered by a Commonwealth Rural Rehabilitation Board, within the Department of Commerce and Agriculture. However in discussions between HC Coombs and Edwin McCarthy it emerged that the Department of Commerce and Agriculture was not in a position to take on responsibility for the scheme. In January 1945 Chifley agreed that a Director of Land Settlement would be appointed within the Department of Post War Reconstruction, the rural division headed by Crawford would investigate settlement proposals, and an inter-departmental committee on land settlement would be formed. During the next month Coombs and Crawford chaired conferences in Adelaide and Sydney attended by state officers and, although it had no legal basis at this stage, the War Service Land Settlement Scheme began operating.

Crawford and his officers started to investigate settlement proposals that were being considered by the state governments. In particular, Jack Kelly, who had been a soldier settler in the 1920s, spent much of the next two years travelling extensively, meeting state officials and landholders, and preparing reports on estates that might be subdivided for soldier settlement. In July 1945 WA McLaren was appointed Director of the War Service Land Settlement Division and a staff establishment was approved by the end of the year. In addition to settlement, the division was responsible for rural training and the administration of agricultural loans under the Re-establishment and Employment Act.

General demobilisation began in October 1945 and as time passed there were widespread complaints and criticism about the lack of settlement opportunities for returning servicemen. An article in *Farmer and Settler* in November 1945 claimed that 'Government ineptitude is robbing Australian agriculture of scores of recruits. Not one estate in New South Wales has been acquired for settlement'. It took time to set up administrative structures. For instance, in Victoria the Soldier Settlement Commission only began work in 1946. With no suitable Crown land available, time was spent in negotiating with owners of estates, determining purchase prices and organising subdivisions. Delays were also caused by the need for Commonwealth approvals, although in 1946 a system of joint inspections expedited the process. Gradually progress was made. By February 1947, 2.9 million acres had been approved for acquisition, although only 348,212 acres had actually been allotted to servicemen. In addition, approval had been given for 4467 agricultural loans and 3084 applications for rural training.

Commonwealth-state difficulties generally arose in the three 'principal' states. State ministers were inclined to omit any reference to Commonwealth funding when extolling the success of soldier settlement, yet were quick to blame 'dual control' when problems arose. In November 1947 McLaren told the RSL Federal Congress that there had been 'a magnificent spectacle of buck passing on land settlement, with the Commonwealth always on the receiving end'. He praised the Victorian and South Australian governments for their settlement work, although privately he regarded the chairman of the Land Settlement Commission in Victoria as 'vehemently uncompromising'. He was publicly critical of the Lands Departments in New South Wales and Queensland. One area of contention was farm sizes. Commonwealth officials were anxious to ensure minimum standards for farm size and productive capacity to ensure that a settler of average ability would derive a reasonable income. They considered New South Wales officials to be excessively optimistic in applying standards and their subdivision proposals were often unacceptable. Disagreement on this subject came to a head in 1949, with an exchange of insults between John Dedman and Billy Sheahan, the State Minister for Lands.

Another area of disagreement was land valuation. The agreements specified that valuation of land acquired for settlement purposes was to be based on prices prevailing in February 1942. Rising land prices after the war meant that this condition operated unfairly against landowners whose estates were purchased for soldier settlement. Land sales controls were lifted in most states in 1949. Chifley corresponded with the premiers throughout 1949 on land valuations and it was eventually left to the states to determine the amount of compensation for compulsory acquisition of land.

Ultimately, the War Service Land Settlement Scheme provided farms in every state to about 12,000 returned soldiers, compared with more than 37,000 who acquired farms in the years after World War I. In general, the efforts of the Commonwealth Government and its advisers to avoid the mistakes of the past were successful. By providing more comprehensive

training, greater care in the selection and subdivision of land, and funding on a much larger scale, they ensured that most soldier settlers remained on the land and achieved a reasonable standard of living. Many of them also benefited from high export prices in the post-war years. The short-term failure rate was about 10 per cent and in Victoria, where half the settlers lived, only four per cent had given up farming by 1962. Nevertheless, as Treasury officials had warned in 1944, the re-establishment of this relatively small number of servicemen had been costly for governments. By 1976 the Commonwealth and state governments had written off the current equivalent of more than \$500 million on the War Service Land Settlement Scheme.

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Rural employment and settlement of returned servicemen, 31 May 1944	665
Land settlement of servicemen, 7 November 1944	665B
Ex-service land settlement: restrictions of transactions in rural land, 4 June 1945	665C
Land Settlement Sub-Committee of Cabinet, 2 July 1945	665D
Rural training of ex-servicemen: payment to trainees, 30 October 1945	953
War Service Land Settlement: single farms, 2 July 1946	1203
War Service Land Settlement: Northern Territory, 15 January 1948	1419
Acquisition of lands for War Service Land Settlement: agreements with principal States: 1942 values, 5 September 1949	1627

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Correspondence relating to the drafting of the War Service Land Settlement Agreements Bill. The correspondents include HC Coombs, Sir George Knowles and JGB Castieau.

Department of Commerce and Agriculture

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Soldier settlement, Commonwealth, 1944–52	R2/1/1
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Soldier settlement, Commonwealth: administration, 1945 **R2/1/2**

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Agenda papers and notes of conferences of Commonwealth and state officers and correspondence on the draft agreement between the Commonwealth and the states on soldier settlement and the establishment of a Cabinet sub-committee. The correspondents include HC Coombs, JG Crawford, WT Doig and CL Steele.

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Minutes of meetings (March–July 1944) of the Inter-Departmental Committee on Land Settlement, chaired by JG Crawford and WA McLaren.

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Soldier settlement, NSW: general: 1945 **R2/2/1**

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Soldier settlement, Queensland: Dalby–Taroom scheme, 1945 **R2/4/2**

Reports of JH Kelly of his tours of inspection of Queensland properties, tables of properties and submissions by the Queensland government.

Soldier settlement, Queensland: Dawson Valley scheme, 1945 **R2/4/3**

Reports of places listed as suitable for soldier settlement in the districts of Theodore, Rockhampton and Nanango.

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Soldier settlement, South Australia: irrigation schemes, 1945 **R2/5/2**

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CORRESPONDENCE FILES (S SERIES) OF WAR SERVICE LAND SETTLEMENT DIVISION, 1945–68 **A2665**

Correspondence files relating to the work of the War Service Land Settlement Division, in conjunction with state governments, from its establishment in 1945 until 1972, when it ceased to be a division within the Department of Primary Industry.

Advance to settlers: policy, 1946–80 **S318**

Valuation of holdings: general policy: Agent States, 1946–64 **S439**

South Australia proposal: Loxton Irrigation Area, 1946–53 **S1564**

- CORRESPONDENCE FILES, 1941–50** **A9816**
- Servicemen land settlement: land surveys, 1945** **1945/69**
- Correspondence of JG Crawford with J Taylor and C Stephens about soil surveys undertaken by the Commonwealth and the states, including the soils of estates in the south-east of South Australia.
- Servicemen land settlement: Commonwealth IDC, 1944–45** **1945/81**
- Minutes of meetings (March–June 1945) of the Commonwealth Land Settlement Committee, chaired by JG Crawford, and related correspondence.
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- A Cabinet submission and correspondence about the appointment of a Cabinet Sub-Committee on Land Settlement, chaired by JJ Dedman.
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- 'Tulla' Estate conference, 1946** **1946/195**
- Correspondence about a conference between Commonwealth and New South Wales agencies concerning a proposal to acquire the 'Tulla' Estate in the Wakool Irrigation Area.
- Monthly Bulletin*, statistics and notes on land settlement, 1946–47** **1946/379**
- Issues (August 1946 – February 1947) of the *Monthly Bulletin* produced by the War Service Land Settlement Division containing statistics on war service land settlement, agricultural loans, agricultural allowances and rural training.
- Regional planning: land settlement projects, 1947–49** **1947/322**
- Correspondence of AS Brown relating to land settlement problems and projects, including a report on the progress of the scheme in Western Australia.

**CORRESPONDENCE FILES (SS PREFIX) OF THE QUEENSLAND BRANCH OF THE
WAR SERVICE LAND SETTLEMENT DIVISION, 1945–59** **BP216/1**

Correspondence, memoranda, reports, surveys, maps and newspaper cuttings relating to the establishment and re-establishment of returned servicemen in agricultural occupations in Queensland.

Land settlement: general, 1947–52	SS11
Determination of capital values, 1947–50	SS22
Housing, 1947–51	SS35
Rural training policy, 1947–53	SS38-1
Assistance period: policy, 1948–51	SS51

**CORRESPONDENCE FILES (G PREFIX) OF THE WESTERN AUSTRALIAN BRANCH OF
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Correspondence and reports relating to investigations of properties in Western Australia and agricultural, soil analysis, meteorological and other surveys carried out by the War Service Land Settlement Division, the Bureau of Agricultural Economics and other agencies.

WSLS investigations, 1946–50	G1/3
Use of migrants in agricultural development, 1949–51	G1/5/8
Successful applicants: wheat and sheep farms, 1947–51	G1/21
Advances for acquisitions, 1947–52	G2/2

**CORRESPONDENCE FILES (LS PREFIX) OF THE HEAD OFFICE OF THE WAR
SERVICE LAND SETTLEMENT DIVISION, 1947–61** **SP777/1**

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Edinglassie Estate, Muswellbrook, 1947–52	LS282
Maryvale Estate, Burrowa, 1947–48	LS1364
Waterloo Estate, Glen Innes, 1947	LS1413

**CORRESPONDENCE FILES (S PREFIX) OF THE HEAD OFFICE OF THE WAR SERVICE
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Correspondence files relating to the work of the division in reviewing properties and estates in New South Wales, determining suitability for division and settlement, and making recommendations for purchase to the minister.

NSW proposals, land settlement: Bolong Estate, Crookwell, 1946–53	S82
NSW land settlement: Camden Park scheme, 1946	S234
NSW land settlement: Struan Estate, Grenfell, 1947	S688

Prime Minister's Department

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Land settlement: policy, 1942–50 (4 parts) **B394/1/3**

Correspondence of J Curtin and JB Chifley, mainly with state premiers and JJ Dedman, concerning the establishment of the Soldier Settlement Scheme, Commonwealth–state conferences, investigation of properties, valuations and prices, availability of plant and equipment, loans to settlers purchasing freehold property, responsibilities of the Commonwealth under War Service Land Settlement Agreements, payment of living allowances to settlers, criticisms of slow progress with soldier settlement, compensation to landowners, and disputes between the Commonwealth and the states on valuations and the division of estates.

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Premiers Conferences, 1933–46 **4**

Includes proceedings of the premiers conferences on 25–26 August 1944, 3 October 1944, 20–23 August 1945 and 20–21 August 1946 which discussed soldier settlement and the Commonwealth–State War Service Land Settlement Agreements.

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Settlement and employment of returned men on the land, 1944 **2**

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Sir John Crawford

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Soldier settlement: draft second report, 1943–44 **10**

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Includes a letter (3 March 1946) from P Reid to WA McLaren on state proposals for the valuation of holdings under the War Service Land Settlement Scheme.

Land settlement: proposals by RSL, 1943 **82**

A Land Settlement Bill prepared by the Returned and Services League and related correspondence.

Land settlement: farm size, 1943–47 **87**

Correspondence and memoranda on the size of farm holdings and the financial position of settlers. The correspondents include M Dunbabin, CP Dowsett and JH Kelly.

Land settlement investigations: grazing proposition, 1946 **88**

Correspondence between JG Crawford and WA McLaren on the question of whether grazing properties should be included in the War Service Land Settlement Scheme.

Land settlement investigations: Farm Plans Consultative Committee, 1945 **89**

Minutes and agenda papers of the first meeting (5 September 1945) of the Farm Plans Consultative Committee, chaired by JG Crawford.

Land settlement: capital investigation, 1946 **92**

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9 Economic policy

The conversion of the Australian economy to a total war economy took place in the first year of the Curtin government. On 10 February 1942 the Prime Minister announced a National Economic Plan to 'place the full resources of the country in men and materials at the disposal of the Government and promote the greatest unity of effort'. A few days later, the National Security (Economic Organisation) Regulations came into effect, strengthening controls on prices and profits, restricting transfers of property, controlling interest rates and pegging wages. The effect of these and related measures was to release money for war loan subscriptions and drastically reduce non-essential investment, thereby enabling men and materials to be diverted to the defence forces and war industries. War expenditure rose from £320 million in 1941–42 to £562 million in 1942–43, of which £216 million was funded by public loans and £159 million from consolidated revenue.

Taxation

In his first budget in October 1941, JB Chifley increased company taxes, sales tax and income tax on high earners. A few months earlier, the Menzies government had tried unsuccessfully to persuade the state premiers to suspend the collection of income taxes. The Curtin government was more determined. A committee comprising RC Mills, JH Scullin and EH Spooner drew up proposals for the amalgamation of Commonwealth and state income taxes for the duration of the war, with the states to be paid grants as compensation. The necessary legislation was passed in June 1942. Four states immediately challenged the validity of the acts, but the High Court unanimously upheld the two principal acts. Moreover, the majority relied on constitutional grounds that would be equally valid in peacetime. Consequently, in 1946 the Chifley government was able to ensure that uniform taxation would be permanent, despite the opposition of all the premiers. Apart from creating a simplified and more equitable tax system, uniform taxation ensured that the Commonwealth exercised greater control over public and private expenditure during the war. It also greatly augmented the financial resources of the Commonwealth. Between 1941–42 and 1945–46 income tax revenue rose from £47 million to £159 million, far exceeding customs and excise and sales tax revenues.

Economists such as LF Giblin and HC Coombs considered that the income tax base would have to be broadened if the government was to make a major contribution to re-establishment, housing, social services, public works and other services in the post-war years. They thought it likely that increased taxation would be more acceptable to low-income earners if it was accompanied by a range of non-contributory social services. On 5 February 1943 Chifley announced the creation of a National Welfare Fund that would finance new social services, including health, sickness and unemployment benefits. One quarter of income tax payments or £30 million, whichever was lower, would be paid into the fund each year. At the same time, tax rates were increased and the tax threshold lowered from £156 to £104, with the intention of increasing revenue by £40 million per annum. Unemployment and sickness benefits came into force in 1945 and pharmaceutical benefits in 1946, but in the next few years the government was still able to build up substantial reserves in the National Welfare Fund.

Banking

On a number of occasions, Chifley declared that 'the Government must accept responsibility for the economic condition of the nation'. In his view, the Commonwealth Bank played a

pivotal role in determining and implementing Australia's economic policy. In March 1945 he introduced in Parliament the Commonwealth Bank Bill and the Banking Bill, which together would impose a measure of control over the entire banking system. The legislation drew on the recommendations of the 1936–37 Royal Commission on Banking and on wartime banking regulations. It also reflected the conviction of Labor ministers and parliamentarians that private banks had failed to act in the national interest during the Depression.

For the first time the Commonwealth Bank was given broad economic responsibilities and specific policy objectives: the stability of the currency, the maintenance of full employment, and the economic prosperity and welfare of the people. The legislation abolished the Board of Directors, leaving the Governor with full executive powers, and it provided a mechanism for resolving policy differences between the government and the bank. The bank was empowered to advise the trading banks on the purposes for which advances might be made, it would regulate interest rates and administer exchange control, and it would handle the banking business of all state and local authorities. In particular, the legislation maintained the wartime regulations which required licensed trading banks to lodge 'surplus investible funds' with the Commonwealth Bank (special accounts). In addition to the central bank responsibilities, the General Banking Division of the Commonwealth Bank was directed to compete vigorously with the trading banks. The two bills met with fierce opposition, mainly on the grounds that the bank would be subject to political control. However, they were proclaimed on 21 August 1945 and provided the foundation of the post-war banking system.

The 1945 banking legislation was discussed in great detail by Cabinet over seven days and it was also debated in the caucus. In contrast, when Cabinet met on 16 August 1947, there was virtually no discussion of Chifley's proposal to nationalise the trading banks. He received complete support in both the Cabinet and caucus. The decision was made three days after the High Court ruled that Section 48 of the Banking Act, which required state authorities to bank with the Commonwealth Bank, was invalid. It would appear that legal advisers had suggested there might be other weaknesses in the 1945 legislation and, in particular, Chifley feared that the sections dealing with special accounts might be challenged. The *Banking Act 1947* was promptly passed, but it led to immediate litigation and an extraordinary campaign of resistance that was to continue until December 1949. In August 1948 the High Court held that the greater part of the Act was invalid and in July 1949 the Privy Council upheld the judgement.

In November 1943 Douglas Copland produced a paper for the Prime Minister on post-war economic and social policy. He argued that the aim of the government would be to establish an economy characterised by full employment, high national income and spending power. In such an economy, all factors of production would be scarce and the economy would therefore always be on the verge of inflation. The government would need to ensure that the aggregate demand did not exceed available supplies, spending power was distributed on an equitable basis, factors of production were sufficiently mobile, and the price structure was not distorted by monopoly. Certain wartime controls would need to be maintained. In general, Copland's views were shared by ministers and their advisers and even by Opposition leaders. For instance, RG Menzies asserted in 1944 that 'if, on the very day of the armistice, we were to discontinue capital investment controls, price control and rationing, and were to reduce the tax level ... this country will be flooded with increasingly valueless money inside twelve months' (Campbell, 1944, p. 179). There was a widespread fear of a short inflationary boom, as in 1919–20, followed by a severe recession, as in 1921–23. Coombs predicted that after the war purchasing power would far exceed current production and only strict control over prices, distribution and consumption would prevent inflation.

Post-war boom

As it eventuated, the post-war boom continued for several years, characterised by full employment, high export prices, rising wages, the elimination of the wartime budget deficit, favourable balances of payments, substantial sterling reserves, low interest rates and high bank advances. The government was able to dampen demand by means of price and rent control, controls on capital issues and imports, rationing, control of bank credit and limited public works expenditure. It was successful for the first two years, but from 1947 to 1949 the cost of living rose by 18 per cent. In 1949–50 the inflation rate reached 20 per cent and, following a sharp drop in wool prices, there was a major slump in 1951. The virtual cessation of price control in 1948 was a major cause of inflation. Other factors were low output in basic industries on account of shortages of coal, iron, steel and building materials; excessive expenditure on luxury goods; industrial stoppages; high incomes of wool producers and other exporters; substantial wage increases in 1947; and the introduction of the 40-hour week in 1948.

In 1945 Coombs and other economists had envisaged that, if necessary, the government would use Keynesian techniques to combat inflation. However, instead of aiming at a budget surplus, the government reduced income tax rates every year and after 1947 it increased expenditure, particularly on development projects and immigration. It also made no attempt to raise interest rates or alter the exchange rate. Although the battle against inflation remained a high priority, from 1947 the government was preoccupied with the balance of payments problems of Britain and the sterling bloc and the consequent need to reduce imports from the United States and other dollar countries to a minimum.

The major influence on economic policy in the early years of the war was the Financial and Economic Committee, which was set up as a Treasury committee in September 1939. It was chaired by LF Gibling and its members included the leading economists working for the government: Roland Wilson, JB Brigden, HC Coombs, LG Melville, Douglas Copland and Ronald Walker. They were all influenced by the writings of John Maynard Keynes. Thus they were sceptical of the idea of a self-regulating economy and believed that economic planning and fiscal policy were the most effective means of dealing with economic instability. Their memoranda and reports, which were circulated among ministers and officials, ranged over numerous subjects, from taxation and controls to Article VII and immigration.

After 1943 the formulation of economic policy often gave rise to inter-departmental disputes, especially between the Treasury and the Department of Post War Reconstruction. Treasury officials such as Frederick Wheeler were determined to maintain the supremacy of their department, but the Department of Post War Reconstruction employed a number of gifted economists who had the time and talents to engage in studies of long-term policy. In 1947 representatives of the two departments, together with the Department of Labour and National Service and the Commonwealth Bank, came together in the Investment and Employment Committee. It was chaired by Chifley and Dedman and its essential task was to ensure that public and private investment plans promoted full employment without inflation. Led by Wheeler, Trevor Swan and HP Brown, officials assembled copious data and produced annual reviews of the economy, but they exerted only a limited influence on Chifley and his ministers.

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Continuation of uniform taxation, 1945–46	1946/49

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Investment and Employment Committee: agenda and decisions, 1947–49 **113**

Agenda and decisions (February 1947 – June 1949) of the Commonwealth Investment and Employment Committee.

Investment and Employment Committee: review of economic conditions, 1946–49 (2 parts) **114**

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Private investment: policy, 1946–49 **121**

Statistics of private investment, analysis of output and employment in manufacturing industries, memoranda, correspondence and minutes on the prospects of manufacturing industries, trends in factory output and employment, British investment in Australia, and measures to induce non-cyclical private investment. The correspondents include HC Coombs, TW Swan, JK Jensen and GPN Watt.

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Notes on taxation and the economy compiled for the use of ministers by RJ Randall of the Treasury and related correspondence.

Financial and Economic Committee

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Sir Douglas Copland

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AC Joyce

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Banking, 1945

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10 Dismantling wartime controls

The Australian economy in 1942–45 was regulated to a greater degree than at any other time in the country's history. Some controls had been introduced early in the war, such as controls over prices, exports, imports, capital issues and employment. The shift to a total war economy took place soon after Japan entered the war. On 10 February 1942 John Curtin announced the New Economic Plan, embodied in the National Security (Economic Organisation) Regulations: 'The plan involves government direction of industry and trade so that the production of war materials will be speeded up; the manpower of the community mobilised in the interests of the nation, and the incomes of all sections of the community equitably controlled'.

Hundreds of regulations issued under the 1939–40 National Security Act covered an extraordinary range of subject matter: the production of food, land use, the marketing of primary products and the zoning of food deliveries; the production of coal and minerals; the supply of metals, timber, rubber, petroleum products and other raw materials; building construction, new manufactures, imports and exports, investment, prices, wages, profits and interest; transactions in land and shares; the transport of goods and passengers; the allocation and distribution of labour, the protection of essential occupations and undertakings, and the employment of women; and the consumption of petrol, clothing and certain foodstuffs. The bulk of national resources were devoted to the war effort and private consumption fell from about 70 to 40 per cent of gross domestic product (GDP).

In 1943 Noel Butlin and other officers of the Department of Post War Reconstruction began to consider the question of transitional controls. In March 1944 JG Crawford argued that the direct control of workforce resources should continue up to the end of the war, while controls over the allocation of scarce materials, prices, investment, imports and exchange should continue into the transitional period. Later in the year, Gerald Firth made a study of controls while drafting the White Paper on Full Employment. He predicted that the continuation of controls would be unpopular and proposed the abolition of all unnecessary controls. The controls retained in the transitional period should ensure the planned allocation of resources, promote high employment and receive public support. Using these criteria, he suggested that rationing and controls over prices, investment and overseas trade should continue. The final version of the White Paper (May 1945) pointed to the need to continue five forms of control in the early post-war period: price control, trade and monetary controls, control of building materials, capital issues control, and marketing arrangements for primary products.

In September 1943 the Production Executive set up an inter-departmental committee on the application and removal of controls. The committee, however, did not consider the general policy on the removal of controls and simply left it to administering authorities to initiate the removal of redundant controls. Only in March 1945 did John Dedman write to Curtin proposing a detailed examination of all controls, the preparation of a schedule under which they would be relaxed, and the identification of controls that would need to be retained after the expiry of the National Security Act. In May Curtin directed all departments and authorities to review and report on the controls that they administered, including any administrative problems and repercussions that might arise if they were revoked.

Reverting to a market economy

The sudden termination of hostilities in August 1945 ended the leisurely approach to 'decontrol' and there was a rush to abandon controls and revert to a market economy. At a meeting summoned by Dedman on 14 August 1945, officers discussed planning for the gradual reduction of production in government factories to ensure that serious dislocation and unemployment did not arise from closures. They agreed that there was a continued need for food and clothes rationing; liquid fuel control; the control of rubber, tinplate, jute and other scarce products; and arrangements for orderly marketing of certain primary products. Three days later Dedman recommended to the War Cabinet that the examination of remaining controls be expedited and that the premiers be informed of those controls that would be needed for a longer period. The War Cabinet approved of the immediate relaxation of more than 100 controls that departments had considered could be revoked at the end of the war.

In the next two months a much larger number of controls were abandoned, mostly on the recommendation of administering departments. Many of them could no longer be enforced effectively. They included the zoning of milk and bread deliveries, orders controlling the production of clothing and electrical appliances, control of many essential materials, orders relating to the engagement of labour, and regulations on holidays and annual leave. The civilian register was abolished and workforce restrictions no longer applied to many industries. Building control orders were revised and permits were no longer required to begin manufacturing operations. By the end of October 1945 about 300 controls still remained in force. Some of them covered the allocation of rare commodities, while others were retained until state legislation was passed or certain formalities were completed. Most were revoked by early 1946. The government considered that the remaining controls, especially the 'White Paper controls', were needed for a longer period in order to maintain economic stability and high employment, and to ensure that the housing program was implemented.

The National Security Act was due to expire six months after the end of the war, but there was uncertainty about whether the phrase 'ceased to be engaged in war' referred to the date of the Japanese surrender or a subsequent peace treaty. In April 1946 Chifley announced that the Act would expire on 31 December 1946 and that legislation would be introduced under the defence power to maintain anti-inflationary controls. The *Defence (Transitional Provisions) Act 1946* extended for a year Commonwealth control over prices, rents, interest rates, capital issues and marketing arrangements, as well as covering many subsidiary regulations. In August 1947 Chifley reported to Cabinet that a survey had shown that about a third of the remaining wartime regulations could be repealed. Nevertheless, there were continued shortages of essential commodities such as particular foodstuffs, superphosphate and tractors. War damage claims had not yet been disposed of, general inflationary conditions remained a matter of concern, and control over economic conditions generally would need to be maintained. The *Defence (Transitional Provisions) Act* was therefore extended in 1947, 1948 and 1949, even though there were warnings that many of the remaining regulations could no longer be upheld under the defence power.

As soon as the war ended, trade unions and workers generally demanded an end to wage-pegging or, failing that, an increased basic wage and a shorter working week. The government, in an effort to block immediate wage increases, supported inquiries on the basic wage and the working week. In December 1946 the Arbitration Court granted an 'interim' increase in the basic wage. In the same month wage-pegging regulations were relaxed, with industrial authorities allowed to consider post-war cost of living increases

when reviewing margins. Wage-pegging virtually came to an end in October 1947, following the proclamation of the *Conciliation and Arbitration Act 1947*.

Rising wages forced the government to review its price stabilisation policy and the subsidies which maintained the 1943 prices ceiling. In August 1945 the premiers had agreed that price control should continue for at least three years after the expiry of the National Security Act, with the states temporarily referring powers to the Commonwealth. However, attempts to secure uniform legislation failed. In 1947 all the states passed Economic Stability Acts, but with very limited duration. Some commodities were released from price control in 1947, but the government believed that price control generally should continue if inflation was to be controlled. The defeat of the prices and rents referendum on 29 May 1948 (see chapter 3) led to a major shift towards a free market economy. Three days after the referendum, Cabinet decided to relinquish rent control within two months and price control and land sale control within three months. The states would be invited to assume responsibility for these controls. Cabinet later agreed that subsidies should be discontinued for a range of commodities, but retained them for tea, butter, cheese, superphosphate, nitrogenous fertiliser and coal.

End of rationing

In October 1946 the Rationing Commission recommended that rationing of clothes, tea, butter and meat should be continued, but sugar rationing be abolished. Cabinet temporised, owing to concern about depleted sugar stocks in Britain, but sugar rationing ended in July 1947. On 15 June 1948 Cabinet decided that rationing of meat and clothing should cease immediately, while the rationing of petrol, tea and butter should be retained. Despite widespread opposition, the need to reduce dollar imports ensured that petrol rationing continued until June 1949, when the High Court held that the regulations were no longer valid. Chaos followed and the premiers were urged to take action, but could not reach agreement. Eventually, they referred the necessary power to the Commonwealth for one year and petrol rationing was resumed on 15 November 1949. It coincided with the beginning of the federal election campaign and petrol rationing became one of the major factors in the defeat of the Chifley government. On 8 February 1950 the new Prime Minister, RG Menzies, declared that petrol would no longer be rationed, despite the opposition of the British government. At its last meeting in June 1950 the Rationing Commission proposed the abolition of tea and butter rationing, mainly because of the difficulties of enforcement. By this time, the Commonwealth had relinquished control of all building materials and capital issues control had also been abolished. The transitional period had come to an end.

War Cabinet

WAR CABINET AGENDA AND MINUTES, 1939–46 **A2670**

Relaxation and maintenance of controls, 17 August 1945 **349/1945**

Relaxation of manpower controls: cessation of Pacific War, 17 August 1945 **376/1945**

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49 **A2700**

National Security (Land Transfer) Regulations: proposed lifting of restrictions, 19 February 1945 **778**

Petrol rationing, 30 July 1945	893
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Petrol rationing, 30 October 1945	893B
Petrol rationing, 18 January 1946	893C
Petrol supply position, 15 August 1947	893E
Transfer of labour from war production, 11 September 1945	931
Transfer of labour from war production, 30 October 1945	931 supp.
Relaxation of manpower controls: civilian register, 30 October 1945	969
Relaxation of manpower controls: cessation of Pacific War, 30 October 1945	970
Relaxation of controls, 10 January 1946	1036
Relaxation of controls, 26 March 1946	1036A
Termination of war production, 7 February 1946	1056
Rationing of sugar, 4 March 1946	1085
Controls, 4–5 March 1946	1103
Duration of National Security Act, 3 April 1946	1133
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<i>Defence (Transitional Provisions) Act 1946</i> , 2 July 1947	1133B
<i>Defence (Transitional Provisions) Act</i> after the end of 1947, 15 August 1947	1133C
Commonwealth controls other than prices, rents etc., 1 June 1948	1133E
Continuance of rationing controls, 12 November 1946	1257
Sugar rationing, 2 July 1947	1257B
Clothes rationing, 2 July 1947	1257C
Meat rationing, 2 July 1947	1257D
Tea and butter rationing, 30 August 1948	1257E
The future of price control, 3 July 1947	1359
Price control, 2 June 1948	1359B
Subsidies, prices and rationing, 15 June 1948	1469A
Home consumption price schemes, 28 June 1948	1489

Petrol, 28 June 1949 1493C

Petrol rationing, 5 October 1949 1493D

Rationing of tea, butter and petrol, 2 August 1948 1506

Production Executive

PRODUCTION EXECUTIVE AGENDA, 1941–45 A2866

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JJ Dedman. Application and removal of controls, 11 September 1943 5/1942 Supp. 1

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JJ Dedman. Relaxation of controls, 31 May 1945 53/1945

JJ Dedman. Relaxation of controls, 31 July 1945 53/1945 Supp. 1

JJ Dedman. Relaxation of controls, 31 July 1945 53/1945 Supp. 2

JJ Dedman. Relaxation of controls, 3 September 1945 53/1945 Supp. 3

JJ Dedman. Relaxation of controls, 26 October 1945 53/1945 Supp. 4

W8

JJ Dedman. Transfer from war to civil production, 28 August 1945 90/1945

CHIFLEY MINISTRY: WORKING PAPERS OF CABINET SUB-COMMITTEES, 1945–49
A3306

Cabinet Sub-Committee on Petrol Rationing, 1948 21

Report of a conference (21–23 July 1948) of Liquid Fuel Board officers, reports of meetings (July–August 1948) of the Cabinet Sub-Committee on Petrol Rationing, chaired by WP Ashley, draft Cabinet papers, and related correspondence.

Attorney-General's Department

CORRESPONDENCE, 1929– A432

Continuance of price control after expiry of the *National Security Act*, 1945–48 1946/99

A memorandum (August 1945) by KH Bailey on the constitutional aspects of price control in the transition from war to peace and correspondence on the difficulties of securing uniform legislation by the states in support of Commonwealth economic controls. The correspondents include KH Bailey, AS Brown, P Kewish and ME McCarthy.

Department of Labour and National Service

GENERAL CORRESPONDENCE OF THE SECRETARIAT, 1940–50 MP574/1

Relaxation of controls, 1945 2/9/45

List of controls revoked or relaxed since 1 July 1945 and controls still in force on 14 November 1945, compiled by the Department of Post War Reconstruction.

Interdepartmental committees: control and relaxation of supplies, 1942–45 23/6/2

Minutes of meetings (March–April 1942) of the Inter-Departmental Committee on the Imposition and Relaxation of Controls and related correspondence and minutes. The correspondents include R Wilson, GT Chippindall and DV Youngman.

Department of Post War Reconstruction

COPY OF MINISTRY OF POST WAR RECONSTRUCTION SURVEY OF WARTIME CONTROLS, 1945 A3297

Ministry of Post War Reconstruction survey of wartime controls, 1945 1

Survey of wartime controls in operation on 31 January 1945, comprising a chronological list of controls (1939–44) and summaries of the 230 controls.

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1942–50A9790

IDC on Prices and Subsidies, 1947–48 1421

Correspondence, minutes, memoranda and notes on the future of Commonwealth controls, subsidies and rationing, and the transfer of price control to the states. The correspondents include HC Coombs, EJ Bunting, CL Hewitt, PW Nette and NF Stuart.

Discussions on post-war prices policy, 1943–47 1423

Reports on price stabilisation and correspondence on post-war price control and the 1948 referendum on rents and prices. The correspondents include DB Copland, HC Coombs, BW Hartnell, RI Downing and AS Brown.

Petroleum: dollar import program, 1948–50 (3 parts) 5143

Reports and correspondence on import policy in relation to petroleum products, quotas, petrol rationing and a review of the Australian petroleum industry. The correspondents include JB Chifley, LF Crisp, EJ Bunting, JJ Sheils, FH Wheeler and PW Nette.

Import policy, 1945–50 5411

Correspondence concerning the lifting of controls, import licensing policy and administration. The correspondents include AH Tange, EJ Bunting, FH Wheeler, JJ Kennedy and J Fletcher.

CORRESPONDENCE FILES, 1941–50 A9816

Relaxation of wartime controls, 1941–45 1943/401 Pt 1

List of controls for revocation or retention and correspondence concerning post-war controls. The correspondents include HC Coombs, GG Firth, NG Butlin, BW Hartnell, GT Chippindall and JK Jensen.

Petrol, 1943–46 1943/1223

Correspondence about pre-war consumption and prices and the determination of a standard price for petrol. The correspondents include GG Firth, PR Judd and A Date.

Price stabilisation, 1945–47 (3 parts) 1943/1322

Proceedings of the premiers conference (20 August 1945) relating to price control and correspondence and memoranda on the price stabilisation scheme, efficiency investigations, and income subsidies and rulings. The correspondents include HC Coombs, J Beckett, C Tempony and T Hubner.

Commonwealth Disposals Commission, 1944–46 (3 parts) 1944/390

Correspondence concerning representation on the Commonwealth Disposals Commission (which began in September 1944), methods used in the disposal of goods, disposal of army buildings, camps and stores, economic effects of the sale of surplus stocks, and listing of materials required for reconstruction purposes. The correspondents included HC Coombs, GG Firth, PA Dorrian, GA Davis and FR Sinclair.

Import controls, 1944–47 1945/456

Correspondence and memoranda on import policy and import controls. The correspondents include AH Tange, BW Hartnell, GG Firth, JJ Kennedy and JF Nimmo.

**CORRESPONDENCE FILES OF THE SECONDARY INDUSTRIES DIVISION, 1943–49
MT42/1**

Wartime controls: relaxation, 1944–45 1944/653

Lists of controls, correspondence, memoranda and minutes on planning for the relaxation of controls, concerns of the Secondary Industries Commission, overseas developments, the responses of departments, and the post-war use of government factories. The correspondents include JJ Dedman, HC Coombs, JG Crawford, GG Firth, BW Hartnell and JL Knott.

Department of Trade and Customs

PAPERS RELATING TO POST WAR ECONOMIC MATTERS, 1927–56 A9879

Import licensing controls, 1945–52 7104

Correspondence concerning the maintenance or relaxation of import controls in the post-war period and administrative machinery to deal with applications for import licences for capital machinery. The correspondents include RV Keane, JB Chifley and JK Jensen.

Imports of petrol, 1949 8305

Includes a letter (6 January 1949) from RG Robertson to A Fitzgerald with details of crude oil, motor spirit, kerosene, diesel oil and aviation gas imported to Australia in 1947–48.

GENERAL PAPERS OF THE DIVISION OF IMPORT PROCUREMENT, 1921–49 A10207

Correspondence, newspaper cuttings, publications and other records of the Division of Import Procurement, which was set up in December 1941 and disbanded in 1949.

Petroleum products, 1943–47 K11B

Petroleum products, 1945–49 **K11C**

Motor vehicles, 1942–46 **LL10**

CORRESPONDENCE RELATING TO THE CONTROL OF NEWSPRINT, 1942–51 A11751

Correspondence files of the Central Office relating mainly to the activities of the Newsprint Control Office, which controlled the supply and consumption of newsprint from 1940 to 1949, when rationing of newsprint came to an end.

Paper control other than newsprint: relaxations, 1944–46 **4**

Relaxation of wartime controls, 1945–46 **7**

Newsprint: restorations on and after 1 December 1945, 1945–47 **20**

Australian Newspaper Council: deputation to Prime Minister, 26 April 1948 **118**

Department of War Organisation of Industry

CORRESPONDENCE FILES WITH S (SECRET) PREFIX, 1943–47 **A11979**

Relaxation of controls, 1944–45 **S620/13**

Production Executive papers and correspondence on the relaxation of controls by the Ministry of Munitions. Correspondents include GT Chippindall, JK Jensen and RJ Attkins.

SECRET CORRESPONDENCE (S SERIES), 1940–46 **CP80/1**

Import policy, 1944–45 **Bundle 11/S580/6**

Correspondence, minutes and notes on the relaxation of import controls, import replacement, and the effect of import licensing on secondary industries. The correspondents include GT Chippindall, EJB Foxcroft, TV Maher, VD Watson and AL Moore.

Import policy, 1944–45 **Bundle 11/S580/11**

Correspondence on the proposed relaxation of import licensing and its effect on Australian industry. The correspondents include HC Coombs, HP Breen and BW Hartnell.

Direct prohibitions and restrictions on export, 1945 **Bundle 11/S580/13**

Correspondence on the likely effects of the removal or relaxation of export controls, referring to the views of RV Keane and DB Copland. The correspondents include GT Chippindall, JK Jensen and PD Kewish.

Directorate of Manpower

CORRESPONDENCE FILES, 1942–46 **B551**

Relaxation of manpower controls on cessation of Pacific War, 1945–46 (2 parts)
1945/82A/12744

War Cabinet and Production Executive submissions, minutes of conferences with employers and trade unions, correspondence, minutes and statistical tables concerning the abolition of

the civilian register, civilian identity cards, controls on the engagement of labour, protection policy, regulations administered by the Manpower Directorate, and parliamentary questions. The correspondents include EJ Holloway, JB Chifley, W Funnell and R Wilson.

Transfer from war to civil production, 1945 **1945/99/13276**

Cabinet papers, reports of the War Commitments Committee, correspondence, minutes and statistical tables on the effects on employment of the transition from war to civil production, retrenchments in the Department of Aircraft Production, the release of personnel from government factories, and the employment situation in various towns. The correspondents include W Funnell, E Hogan and HC Coombs.

Price Stabilisation Committee

AGENDA, MINUTES, CORRESPONDENCE AND REFERENCE MATERIAL, 1943–46
A12175

The Price Stabilisation Committee was set up in February 1943 and consisted of the Prices Commissioner (DB Copland), the Director-General of the Department of War Organisation of Industry (GT Chippindall) and the Secretary to the Treasury (SG McFarlane), or their deputies.

Capital versus consumer goods, 1943 **18**

Basic wage: interim inquiry, 1946 **24**

Essentiality, 1943–45 **35**

Efficiency investigations, 1945 **36**

Minutes of meetings of Price Stabilisation Committee, 1944–46 **43-50**

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Rent and price control: transfer of administration to states, 1948–49 **BQ6/1/1**

Proceedings of a conference (21–22 June 1948) of Commonwealth and state ministers on the transfer of controls over rents, prices and land sales and correspondence between JB Chifley and state premiers on the surrender of rent control by the Commonwealth, state legislation to control rents, and prosecutions for breaches of landlord and tenant regulations.

Price control: general, 1946–47 **B344/1/19 Pt 1**

Correspondence from individuals and organisations on the prices of particular materials and products, including primary products, with replies drafted by the Commonwealth Prices Branch and the Department of Trade and Customs.

Price control: petrol, 1945–50 **M344/1/19**

Parliamentary questions and correspondence from individuals and organisations on petrol prices, proposals to standardise prices and concessions.

Rationing of petrol: general representations, 1942–50 (2 parts) **AJ376/1/10**

Parliamentary questions and letters to J Curtin and JB Chifley from organisations and individuals dealing with the effects of petrol rationing on primary producers, fuel licences for farm machinery, cuts in petrol allowances and related subjects. The replies were generally drafted by the Department of Shipping and Fuel and the Department of Trade and Customs.

Rationing Commission

HISTORY OF THE COMMONWEALTH RATIONING COMMISSION, 1942–50 B5641

History of the Rationing Commission, 1942–50 1

Official history of the Commonwealth Rationing Commission dealing in particular with the establishment, administration, problems and cessation of rationing of clothing, tea, butter and meat.

GENERAL CORRESPONDENCE FILES, 1942–50 B5661

General correspondence of the Central Administration of the Rationing Commission, covering policy matters, staffing and organisation, procedures, case files, breaches of Rationing Regulations, rationing in other countries, problems associated with rationing, and the winding down of rationing. The National Security (Rationing) Regulations were repealed in November 1950.

Requests that tea and sugar rationing be discontinued, 1943–44 1943/1353

Investigation of petrol rationing system, 1942–50 1944/2121

Representations on food rationing, 1946–48 1946/456

Tea rationing, 1948–49 1948/339

Cessation of meat and clothing rationing, 1948 1948/483

Representations re butter rationing, 1948–50 1948/700

Cessation of Rationing Commission, 1950 1950/49

Treasury

CORRESPONDENCE FILES, 1901–76 A571

Relaxation of controls, 1942–45 1943/3205 Pt 1

War Cabinet and Production Executive papers and correspondence on a review of wartime controls, including national security regulations administered by Treasury and the Taxation Office and controls on interest rates, capital issues and exchange controls. The correspondents include JB Chifley, JJ Dedman, HC Coombs, FH Wheeler and HT Armitage.

Australian post war reconstruction, 1945 1945/1431

Correspondence concerning a paper (April 1945) by WE Dunk on the diversion of wartime industry to civil production and a letter from JJ Dedman to J Curtin on changes in economic policy following the defeat of Germany. The correspondents include JJ Dedman, WE Dunk, FH Wheeler and TW Swan.

Transfer from war to civil production, 1945–46 **1945/2738**

A paper (13 August 1945) by WE Dunk on the transition from war to peace, a report of an inter-departmental conference (14 August 1945), chaired by HC Coombs, on the transfer from war to civil production and correspondence on the termination of war contracts and the transfer of labour to civil production. The correspondents include HC Coombs, SG McFarlane, FH Wheeler and GPN Watt.

JB Chifley

CORRESPONDENCE OF JB CHIFLEY AS PRIME MINISTER, 1945–49 **M1455**

Correspondence, P, part 3, 1945–46 **126**

Includes a letter (13 June 1946) from JJ Dedman to JB Chifley on breaches of wage-pegging regulations and the question whether price control should continue after the expiry of the National Security Act.

CORRESPONDENCE OF JB CHIFLEY ON PORTFOLIO MATTERS, 1945–49 **M1457**

Shipping and Fuel, 1948–49 **26**

Includes letters from WP Ashley to JB Chifley on the petrol situation in Australia and responses to representations on petrol rationing and the allocation of petrol to particular places or industries.

Trade and Customs, 1947–49 **31-34**

Includes letters from B Courtice and FA Meere to JB Chifley in response to representations from companies and individuals, particularly referring to restrictions on imports of newsprint.

SUBJECT FILES OF JB CHIFLEY, 1945–49 **M1459**

Petrol file, 1949 **40**

Representations (October–November 1949) to JB Chifley from individuals, shire councils, producer organisations, chambers of commerce, businesses and parliamentarians concerning petrol shortages and the administration of petrol rationing.

Sir Douglas Copland

RECORDS OF THE ECONOMIC CONSULTANT (RECONSTRUCTION), 1940–45 **CP6/1**

Reconstruction: controls after the War, 1945 **10**

Draft prime ministerial statements and memoranda by Copland on liquidating price control after the war and related topics, and letters (29 May 1945, 31 July 1945) from Copland to JB Chifley on the transition to peace and the continuation of price control in the United States and Canada.

Reconstruction: price control, 1940–44 **17**

Includes a memorandum (6 June 1941) on post-war policy with special reference to price control and a paper (25 August 1944) on price control and priorities.

Reconstruction: review of economic controls, 1945 **20**

Production Executive submissions, correspondence and memoranda by WE Dunk and DB Copland on a review of the direct war effort and the relaxation of control. The correspondents include JB Chifley, JJ Dedman and GG Firth.

RECORDS OF THE ECONOMIC CONSULTANT (RECONSTRUCTION), 1940–45 CP13/1

Transition from war to peace, 1944 **27**

Includes an address (15 September 1944) by DB Copland to the Australian Economics Society on the place of economic controls in the transition from war to peace.

Sir Frederick Shedden

SHEDDEN COLLECTION, 1937–71 **A5954**

Relaxation and maintenance of controls, 1945 **302/8**

Prime ministerial statements, War Cabinet papers, and a letter (28 August 1945) from JB Chifley to JA Beasley on the replacement of non-official members on advisory committees dealing with wartime controls.

Relaxation of manpower controls following the cessation of hostilities in the Pacific, 1945 **467/9**

Prime ministerial statements and War Cabinet papers.

Removal of controls following cessation of hostilities, 1944–46 **2120/1**

Newspaper cuttings from Sydney and Melbourne newspapers.

Further reading

Butlin, SJ and Schedvin, CB, *War Economy 1942–1945*, Australian War Memorial, Canberra, 1977.

Spaull, Andrew, *John Dedman: a most unexpected Labor man*, Hyland House, Melbourne, 1998.

Walker, E Ronald, *The Australian Economy in War and Reconstruction*, Oxford University Press, New York, 1947.

11 Full employment

In 1981 HC Coombs wrote that the Ministry for Post War Reconstruction was 'identified from its inception with the idea of full employment, and with policies to achieve it'. The obsession of Coombs and his colleagues with the problems of employment stemmed largely from their memories and experiences of the inter-war years. World War I had been followed by a boom, but it was short-lived and in 1921 unemployment doubled, reaching 12 per cent of the workforce. Throughout the 1920s it was seldom under seven per cent and at the height of the Depression it reached 28 per cent. By 1938 it had returned to 18 per cent.

Many Commonwealth officials and ministers had seen mass unemployment and its consequences at close-hand. Coombs, for instance, was profoundly influenced by his experiences as a casual teacher in the East End of London in 1933–34. Similarly, his Minister, JB Chifley, wrote in a speech that 'I look back – and I admit the steel enters into my soul when I do – to the days when hundreds of thousands of men were on the dole' (*Sydney Morning Herald*, 11 November 1946, p. 3). There was general agreement with LF Giblin who in 1943 stated that 'I think the sort of thing Australian people want more than anything else after this war is – prevention of unemployment; cures for such unemployment as cannot be averted; and generous relief for it as far as it cannot be immediately cured'. Moreover, among economists there was a strong belief that governments could adopt policies that would prevent high unemployment. The publication in 1936 of John Maynard Keynes' *General Theory of Employment, Interest and Money* convinced many Australian economists, especially younger ones such as Coombs, Ronald Walker, Dick Downing, Trevor Swan and Gerald Firth, that a new approach to economic policy was needed, especially in relation to employment.

Discussion of employment policy was stimulated by the publication in 1944 of Sir William Beveridge's *Full Employment in a Free Society* and the British government's 'White Paper on Employment Policy'. On 29 June 1944 Coombs gave the Joseph Fisher Lecture at the University of Adelaide, which he entitled 'Problems of a high employment economy'. He began by referring to the improved techniques of economic management available to governments, largely due to the economic theory of Keynes and the 'political arithmetic' (national income statistics) of Colin Clark. High employment, he argued, did not mean that everybody would have a job, but there would be more jobs than people to fill them. It could be achieved by government intervention, with the government underwriting expenditure to ensure that it did not fall below the level required to sustain production at a maximum. The main problems arising from high employment were the threat of excess expenditure, which could result in inflationary price increases, the tendency of high employment to unbalance international payments, difficulty in maintaining the efficiency of labour and management, and the efficient use of resources.

White Paper on Full Employment

On 21 July 1944 John Curtin tabled in Parliament the British 'White Paper on Employment Policy' and promised that a similar document would be prepared on Australia's plans for post-war reconstruction. A few days later, Coombs asked Firth to prepare a white paper and suggested it cover the principles of a high employment policy, the application of the principles to both the post-war years and the transition period, and the problems of a high employment economy. Firth was assisted by his colleague Jim Nimmo, who had earlier written a paper on employment problems in the transition from war to peace and who had compiled the statistical tables that Coombs incorporated in his Joseph Fisher Lecture. The

first draft was completed by the end of the year and read by Coombs and several other officers in the Department of Post War Reconstruction.

Early in 1945 a revised draft was given to Chifley and then circulated among officials in the Treasury and several other departments. They quickly appreciated the significance of the document and an extraordinary and tortuous process of revision followed, which continued until late May. It involved written critiques by numerous officials and several ministers, two lengthy inter-departmental meetings, a working committee, three Cabinet meetings and a committee of ministers. Firth coordinated the drafting to the very end, but in the later stages it was the economic advisers to the Prime Minister and the Treasurer (Douglas Copland, Downing, Giblin and Frederick Wheeler) who had the most influence on the final draft. The 19-page White Paper was arranged in six sections: (i) Introduction, (ii) Employment and expenditure, (iii) Maintenance of full employment, (iv) Special problems of a full employment economy, (v) Change-over from war to peace, (vi) Machinery of government. John Dedman tabled the paper, entitled 'Full Employment in Australia', in Parliament on 30 May 1945.

The White Paper was inevitably a compromise, for the differences of opinion among ministers and officials were extreme. Unsure of their audience, they argued about the length, style and tone of the document. A few thought that the paper should be deferred until after the war. Some considered that it should focus on the problems of the transition period, while others wanted more attention given to long-term policy. Some complained that it was too wide-ranging, dealing with wages, prices, import controls, taxation and other policies, while others pointed to major omissions. There was disagreement about the inclusion of statistical tables (eventually they were omitted) and about the treatment of Commonwealth-state relations, constitutional limitations, machinery of government (reduced to generalities), post-war controls, the funding of public investment, and the importance of private investment. Curtin was surprisingly timid, demanding the exclusion of anything that might create political difficulties. As it eventuated, the White Paper was not debated in Parliament and it was left to newspaper editors to express their misgivings. Despite its limitations, the White Paper was the most important and wide-ranging public document issued by the Curtin and Chifley governments. For the first time, the government of a democratic country had formally committed itself to pursuing a policy of full employment and applying a Keynesian approach to immediate and long-term economic problems.

Post-war employment trends

The planners expected the war to be followed by a period of transitional unemployment, as a result of massive demobilisation and the shift from war to civil production. For some time the Department of Post War Reconstruction continued to take a strong interest in employment trends and problems. In particular, it studied those regions or towns where unemployment was relatively high, such as northern Queensland, Broken Hill, Lithgow, Ballarat, Bendigo, Geelong and Adelaide. Coombs was particularly concerned about problems in his home state, where rapid demobilisation and a lack of secondary industries had resulted in a rise of unemployment. In February 1946 he visited Perth and discussed public works and other possible remedies with the premier and other ministers. After 1946, however, the department left the analysis of employment trends to the Commonwealth Employment Service. Coombs and others had envisaged a peacetime unemployment figure of about 4 per cent. Instead, the figure was 1.2 per cent in 1947 and 0.9 per cent in 1948. Australia was entering the long period of full employment that was to continue until the early 1970s.

Full employment as an international objective

In a paper written in August 1942 Giblin argued that if Australia unilaterally adopted a policy of full employment, imports would rise in response to increased domestic demand and there would be a corresponding fall in exports as local costs rose. It was therefore in Australia's interests to promote full employment and a larger market among its trading partners, especially the United States. This was the beginning of the 'positive approach' or 'full employment approach' to international commercial and financial negotiations, an approach that was strongly espoused by Coombs, LG Melville, Roland Wilson and other officials. If the more powerful countries adopted domestic policies aimed at full employment and rising living standards, the poorer primary producing countries would be able to increase their exports and incomes. They would then be more amenable to reducing tariffs and other protections in accord with Article VII of the Mutual Aid Agreement. In line with the positive approach, Australian officials pressed for an international employment conference and an international employment agreement.

The Australian argument for domestic policies of full employment was first put forward by Wilson, when he attended British Commonwealth economic talks in London in October 1942. It was reaffirmed by the Australian delegations at a series of conferences: the Food and Agriculture Conference at Hot Springs (May 1943), the conference of Australian and New Zealand Ministers in Canberra (January 1944), the International Labour Conference at Philadelphia (April 1944), and the Monetary and Financial Conference at Bretton Woods (July 1944). The Australian proposals were strongly opposed by the United States, while the British government prevaricated. Nevertheless, opposition was gradually worn down.

At the San Francisco Conference in June 1945, Wilson battled with a belligerent John Foster Dulles and eventually secured a modest victory. Article 55 of the United Nations Charter pledged the organisation to promoting higher standards of living and full employment. Subsequently, the United Nations Economic and Employment Commission circulated questionnaires and produced reports on the employment policies of member nations. In November 1945 the United States government altered its position and proposed that the United Nations organise an international conference on trade and employment. At Havana in December 1947 the Australian delegation, led by Dedman and Coombs, pressed for a full employment objective to be included in the charter of the International Trade Organization, thereby linking trade obligations to employment levels. They were successful but, as Arthur Tange later wrote, 'by then "the positive approach" had run its course'.

Cabinet

**CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS,
1941–49** **A2700**

**Administrative machinery for the Commonwealth Employment Service, 19 February
1945** **790**

Commonwealth Employment Service, 26 February 1945 **790A**

Full employment in Australia, 20 March 1945 **821**

Full employment in Australia, 30 April 1945 **821A**

Department of Commerce and Agriculture

CORRESPONDENCE FILES 'R' (RESEARCH AND RECONSTRUCTION), 1943–52 A606

Government Paper on Full Employment in Australia, 1945–48 R20/1/11

Minutes by CL Steele and K Wallace commenting on the 1945 White Paper on full employment and a letter (21 September 1948) by E McCarthy referring to the United Nations questionnaire on full employment.

Department of Labour and National Service

GENERAL CORRESPONDENCE OF THE SECRETARIAT, ADMINISTRATIVE AND INDUSTRIAL RELATIONS DIVISIONS, 1940–50 MP574/1

Employment organisation: full employment in Australia, 1945 200/2/14

Drafts of the White Paper on full employment, notes for the minister, and correspondence and minutes commenting on the White Paper. The correspondents include ER Toms, LM Brady, AW Welch, KCO Shann, EJR Heyward and HC Coombs.

Employment organisation: full employment in Australia, 1945 200/2/16

Drafts of the White Paper on full employment and comments by AW Welch and EJR Heyward.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–49 A9790

Employment surveys, 1947 131

Review of the labour market (31 January 1947) prepared by the Department of Labour and National Service and correspondence about workforce statistics to be included in an economic survey. The correspondents include TW Swan, PJ Lawler and HA Bland.

United Nations questionnaire on full employment, 1948–50 132

The Australian and New Zealand responses to a United Nations questionnaire on full employment and correspondence between the Department of Post War Reconstruction and other Commonwealth departments regarding the preparation of the Australian response. The correspondents include JJ Dedman, HC Coombs, AS Brown and JW Burton.

International coordination of employment policies, 1944–49 1321

A draft proposal for an international agreement on employment policies (January 1945) and correspondence concerning an international employment conference and the relationship between domestic and international employment policies. The correspondents include JJ Dedman, HC Coombs, AH Tange and JW Burton.

Female employment, 1942–46 133

Statistical tables and correspondence concerning the effects of a shortage of women in employment on the expansion of industry. The correspondents include AS Brown, HP Breen and T Halsey.

CORRESPONDENCE FILES, 1941–50 A9816

Miscellaneous contacts: GA Waller (employment policy), 1941–42 1943/923

Correspondence of GG Firth and other officials with GA Waller of Yungaburra, North Queensland, concerning employment policy, income, inflation, rent and other economic matters and referring to the writings of Lord Keynes, FA Hayek and HD Dickinson.

International coordination of employment policies, 1943–44 1943/1324 Pt 1

Memoranda by Department of Post War Reconstruction officials and correspondence regarding the 'positive approach' to full employment and a possible international agreement on full employment. The correspondents include HC Coombs, AH Tange, CL Steele, FL McDougall, Lord Keynes and T Balogh.

Correspondence with FL McDougall, 1943–45 1943/1487

Correspondence between HC Coombs and FL McDougall in London and Washington referring inter alia to international aspects of full employment and the 1945 White Paper on full employment.

General policy on full employment, 1942–45 1944/23

Memoranda by GG Firth, AH Tange, LF Crisp, L Ross, JF Nimmo and LF Giblin on employment policy and correspondence referring to the British and Canadian White Papers on employment (1944–45) and the United States Full Employment Bill (1945).

IDC on Commonwealth Employment Service, 1944–46 (2 parts) 1944/324

Transcript of a conference (13 April 1945) of Commonwealth and state officials on the Commonwealth Employment Service (chair: JJ Dedman) and correspondence concerning the conference, the establishment of the Commonwealth Employment Service, vocational guidance and other employment matters. The correspondents include JB Chifley, HC Coombs, PWE Curtin, WC Wurth and W Funnell.

Problems of a high employment policy: Joseph Fisher Lecture, 1944 1944/475

Draft of the Joseph Fisher Lecture delivered by HC Coombs at the University of Adelaide (29 June 1944) and correspondence about the distribution of the lecture and its reception. The correspondents include SM Bruce, NG Butlin, LG Melville, Sir Lennon Raws and JJ Dedman.

Proposals for an international agreement to maintain a high level of employment, 1944–45 1944/621

A memorandum (27 December 1944) by AH Tange on an international agreement to maintain high levels of employment, with comments by GG Firth, JL Knott, MW Phillips and LG Melville.

Publicity: White Paper on Full Employment, 1945–48 1945/275

Correspondence about the printing and distribution of the White Paper on full employment, including a minute (20 June 1945) from GG Firth to AS Brown urging that the paper be discussed at the premiers conference. There is also the draft of an article about the White Paper by RI Downing, later published in the *International Labour Review*.

Forum of the Air debate on full employment, 1945 1945/472

Letters to and from JJ Dedman concerning the debate on the subject 'Can governments ensure full employment?' broadcast on 5 September 1945.

White Paper on Full Employment, 1944–45 **1945/628-47**

A series of files maintained by GG Firth documenting the drafting of the 1945 White Paper on full employment and the debate within the government about its scope, structure, proposals, arguments and language. They contain eight drafts (A–H) of the paper, statistical tables, memoranda by Firth and JF Nimmo, correspondence, minutes and notes of meetings. Among the many ministers and officials who commented in writing on the drafts were EJ Holloway, RV Keane, W Scully, HP Lazzarini, JA Beasley, BW Hartnell, AH Tange, LF Crisp, L Ross, PWE Curtin, TW Swan, Sir Harry Brown, LF Giblin, DB Copland, FH Wheeler, AC Moore, WE Dunk, SR Carver, EJ Heyward, AW Welch, W Funnell, and JK Jensen. Other correspondents include J Curtin, JB Chifley, JJ Dedman, HC Coombs and AS Brown.

Employment problems: Western Australia, 1945–47 (2 parts) **1946/4**

Correspondence, minutes, notes and newspaper articles about employment problems in Western Australia, Commonwealth support for Western Australian industries, shortages of materials and the visit of HC Coombs to Western Australia in January 1946. The correspondents include HC Coombs, KJ McKenzie, G Rudduck and W Funnell.

Employment problems: Victoria, 1946–47 (2 parts) **1946/30**

Copies of the Monthly Summary of Employment Trends in Victoria, minutes by KJ McKenzie on employment trends, and a letter (17 October 1946) by W Funnell about unemployment in Victoria and shortages of materials.

Employment problems: Tasmania, 1946–47 **1946/33**

Copies of the Monthly Summary of Employment Trends in Tasmania and minutes by KJ McKenzie.

Employment problems in special areas, 1946 **1946/41**

Correspondence about joint investigations by the Commonwealth Employment Service and the Department of Post War Reconstruction of employment problems in special areas, including northern Queensland, Western Australia, Bathurst, Lithgow, Broken Hill, Adelaide, Ballarat, Bendigo and Geelong. The correspondents include HC Coombs, KJ McKenzie, W Funnell and JK Jensen.

Employment problems: South Australia, 1945–47 (2 parts) **1946/65**

Copies of the Monthly Summary of Employment Trends in South Australia, a list of Adelaide firms in order of importance to the general level of employment (1 September 1945), minutes by KJ McKenzie, and correspondence regarding shortages of building materials in South Australia.

Employment problems: New South Wales, 1945–46 (2 parts) **1946/74**

Copies of the monthly summary of employment trends in New South Wales and minutes by KJ McKenzie.

Employment trends: Commonwealth of Australia, 1945–47 **1946/122**

Correspondence and minutes concerning investigations of employment problems, employment statistics, female labour and materials shortages. The correspondents include AS Brown, KJ McKenzie, HW Allen and HA Bland.

State–Commonwealth Employment Committees, 1946–48 **1946/166-71**

Correspondence, minutes, statements and notes concerning efforts to secure Commonwealth representation on state employment committees and agenda papers of the Victorian Employment Advisory Committee (the only committee to have a continuing existence). The correspondents include HC Coombs, TW Swan, KJ McKenzie, EF Router and RA Wood.

Monthly employment figures to Commonwealth Bank, 1946–47 **1946/396**

Monthly summaries (August 1946 – September 1947) of employment conditions compiled by the Department of Post War Reconstruction and supplied to the Commonwealth Bank.

Employment problems: Australia, 1948 **1948/219**

Notes on employment trends in Australian industries compiled by the Commonwealth Employment Service.

Department of Trade and Customs

PAPERS RELATING TO POST-WAR ECONOMIC MATTERS, 1927–56 **A9879**

Employment: general papers, 1943–51 **9124 Pt 3**

Miscellaneous papers on employment policy, including full employment: 10 articles reprinted from *The Times* (1942–43), extracts from British, American and Canadian sources, and a paper by J Pierson.

Employment: proposals for an international employment agreement, 1944 **9124 Pt 6**

Memoranda on an international employment agreement prepared by the Department of Post War Reconstruction, the Department of Trade and Customs and the Department of External Affairs.

Employment: Full Employment in Australia, 1945 **9124 Pt 7**

Memoranda commenting on draft texts of the White Paper on full employment.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1940–46 **CP80/1**

Post-war problems of employment in South Australia, 1944 **16/S734**

A report by JW Wainwright, the South Australian Auditor-General, on likely post-war employment problems in South Australia.

Full employment in Australia, 1945 **21/S945**

Includes a letter (5 March 1945) from GT Chippindall to HC Coombs commenting on the draft White Paper on full employment.

Directorate of Manpower

CORRESPONDENCE FILES, 1942–46

B551

White Paper on full employment in Australia including Manpower comments, 1945
45/78/12162

Drafts of the White Paper on full employment and correspondence between W Funnell and HC Coombs.

Treasury

CORRESPONDENCE FILES, 1901–76

A571

International employment policy, 1942–45 (3 parts)

1943/3215

Correspondence and memoranda concerning a possible international employment agreement and reports of Commonwealth and international discussions in London and Bretton Woods. They include memoranda by LF Giblin, HC Coombs, GG Firth, LG Melville, JB Brigden, SR Carver and F Pryor.

White Paper on Employment, 1944–49 (2 parts)

1945/574

Drafts of the White Paper on full employment and minutes and comments by SG McFarlane, FH Wheeler, WE Dunk, HP Brown, L Jackson and RI Downing.

HC Coombs

RESEARCH MATERIAL, DRAFTS AND PAPERS OF HC COOMBS, 1922–85 **M448**

Full employment in Australia: White Paper, 1945

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Includes a minute (20 April 1945) from Coombs to JJ Dedman, suggesting points to be raised in the Cabinet discussion of the White Paper, and a draft of the speech by Dedman on tabling the White Paper in the House of Representatives.

Miscellaneous correspondence W, 1943–48

52

Includes correspondence of HC Coombs with SM Wadham, ER Walker and R Wilson on aspects of full employment policy.

White Paper on Full Employment, 1944–45

101-3

Documents relating to the White Paper on full employment, including the 1944 Joseph Fisher Lecture given by Coombs, entitled 'Problems of a high employment economy', copies of minutes by ministers and officials commenting on drafts of the paper, and the speeches by JJ Dedman and RV Keane when tabling the White Paper in Parliament.

Sir Douglas Copland

RECORDS OF THE ECONOMIC CONSULTANT (RECONSTRUCTION), 1940–45 **CP6/1**

Reconstruction: employment and social organisation, 1941–45 (2 parts)

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Includes a letter (14 June 1944) from Copland to WR Hodgson concerning a draft international employment agreement.

Employment policy: Australia and abroad, 1943–45 (2 parts) 34

Includes memoranda by Copland on the change-over to peace (28 January 1943) and post-war economic and social policy (26 November 1943), a draft statement (11 July 1944) by J Curtin on the British White Paper on employment, annotated drafts of the White Paper on full employment, and draft proposals for an international employment agreement submitted to the New Zealand government (January 1945).

Employment policy: White Paper on Full Employment, 1945 35

Annotated drafts (F and H) of the White Paper on full employment and memoranda (May 1945) by FH Wheeler and AS Brown.

International policy: employment policy, 1942–44 43

Includes papers of the Financial and Economic Committee, documents on Article VII, letters to Copland from HC Coombs and WR Hodgson, cables, a memorandum (4 May 1943) by LF Gibling on Australian proposals for international economic policy, and a Department of Post War Reconstruction memorandum (15 November 1943) on national employment policy in international relations.

AC Joyce

**PERSONAL PAPERS OF AC JOYCE AS DEPUTY SECRETARY TO THE TREASURY,
1944–45 CP184/2**

Full employment, 1944–45 6

Extracts from weekly letters from London regarding full employment (1944–45) and copies of the White Paper on full employment (30 May 1945) and *Employment and Income, with Special Reference to the Initial Period of Reconstruction* (Ottawa, 1945).

Further reading

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Waters, WJ, 'Australian Labor's full employment objective 1942-45', *Australian Journal of Politics and History*, vol. 16, no. 1, 1970, pp. 48-64.

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12 International monetary policy

In late 1940, as Britain exhausted its foreign reserves, President Roosevelt decided that the United States would provide Britain and the dominions with vital supplies. In July 1941, following discussions between United States and British officials in Washington, the State Department produced a draft lend-lease agreement. Article VII of the agreement committed Britain, as a 'consideration' for lend-lease, not to discriminate against American goods after the war. Article VII was the starting point for continuous arguments and negotiations, within and among governments, over post-war commercial and monetary policy. The Australian government was involved in these discussions from an early stage and it did not resolve its policy difficulties until 1947.

The chief British negotiator, John Maynard Keynes, quickly came to the view that post-war planning should initially focus on monetary policy. By reforming the currency system and ensuring that all countries had sufficient quantities of reserves, it might be possible to dismantle most of the trade barriers that had grown since 1929 and restore the system of multilateral payments on which trade expansion had been based in earlier times. Moreover, the new system would be free of the constraints of convertibility of currencies to gold. In September 1941 he wrote papers on 'post war currency policy' and 'an international currency union'. He envisaged that international transactions would be settled by 'clearing accounts' held by central banks in an international clearing bank. The bank would maintain balance of payments equilibrium between each member country and the rest of the world. The plan was subjected to intense scrutiny by British officials in the next six months and was redrafted several times. Renamed the 'International Clearing Union', it was approved by the War Cabinet in May 1942.

Meanwhile, a somewhat different plan had been drawn up by Harry Dexter White of the United States Treasury. He proposed two new institutions, an international stabilisation fund and an international bank. The fund would deal with balance of payments and foreign exchange problems, while the bank would provide relief and reconstruction capital. The fund would be made up of contributions from each member country, based on a complex formula, and it would lend foreign currencies to members with balance of payments problems up to the limit of their quotas. Member countries would agree not to alter their exchange rates or inflate or deflate their currencies except with the approval of the fund, as well as abandoning all exchange controls and reducing tariffs. The expanded White plan was handed to the Secretary of the Treasury in May 1942.

The two plans were examined and compared by ministers and officials in the United States and Britain. Australian officials took a keen interest in the proposed agreements from the beginning; Roland Wilson and HC Coombs were among the economists engaged in early discussions in London and Washington. In September 1943 a British delegation led by Keynes arrived in Washington and met American negotiators led by White. There was strong disagreement over the size of the stabilisation fund's resources, conditions of access and the control of exchange rates. Compromises were made on both sides, but the resulting draft proposal for an international stabilisation fund was much closer to the White plan than the Keynes plan. In February and March 1944 Keynes briefed officials from the dominions, with LG Melville and FH Wheeler representing Australia. In July 1944 delegates from 44 countries met at Bretton Woods in New Hampshire and argued about the allocation of quotas. The Bretton Woods Agreement provided the basis of the International Monetary Fund (IMF) and the International Bank for Reconstruction and Development (later known as the World Bank). In 1945 it was ratified by the United States Congress and the British

Parliament, but not the former Soviet Union. The fund and bank were established on 31 December 1945, with 29 member countries. Australia was not one of them.

The Australian response to Bretton Woods

The Anglo-American Mutual Aid Agreement was signed on 23 February 1942 and the Australian government accepted the principles when it exchanged notes with the United States on 3 September 1942. Nevertheless, there remained deep concern, both within and outside the government, about the implications of Article VII of the agreement. In particular, there was alarm that the United States was intent on destroying the imperial preference system set up by the 1932 Ottawa Agreement and that Australian industry would be threatened by the dismantling of tariffs (see chapter 13). Many Labor politicians, with deep suspicions of New York and London bankers and financiers, took an isolationist stance on monetary matters. Others, such as JB Chifley, believed that an international monetary agreement would be more acceptable if it could be linked to an international employment agreement, committing member countries to full employment policies. They hoped this would ensure strong demand for Australian exports and thus protect it from a trade imbalance. On the other hand, they were opposed to any automatic links between monetary bodies and a world trade organisation.

Cabinet considered various post-war economic proposals on 24 January 1944, drawing on memoranda by HC Coombs, the Department of External Affairs, the Department of Post War Reconstruction, the Department of Trade and Customs, and the Department of Commerce and Agriculture. It appointed a sub-committee, which reported back to Cabinet in June 1944. There were also memoranda by HV Evatt, JB Chifley, RV Keane and LG Melville. The sub-committee recognised that additional international reserves would strengthen the ability of governments to meet fluctuations in the balance of payments. The most serious obligation of the proposed scheme was the restriction on the government's ability to alter the exchange rate. Melville, who had attended the London talks, shared this concern and he also thought the scheme placed too much emphasis on the maintenance of stable exchange rates and too little on fostering full employment. Some ministers expressed complete opposition to the plan, but Cabinet decided that it would send an official delegation to Bretton Woods. The delegates – Melville, Wheeler and Arthur Tange – were instructed to press for substantially increased quotas and drawing rights, freedom to change the exchange rate to meet serious and persistent deficits, and a greater emphasis on employment in the purpose of the fund. They were not authorised to commit Australia to the proposed agreement.

In August 1944 Cabinet decided that no decision would be taken until the United States and Britain ratified the Bretton Woods Agreement. The divisions in Cabinet became obvious in early 1946, when EJ Ward made speeches and broadcasts ferociously attacking the agreement, claiming that it placed Australian sovereignty in jeopardy. Chifley acknowledged there were drawbacks, but he had decided that sooner or later Australia would have to join the International Monetary Fund (IMF). John Dedman became a convert to the cause and he made a number of speeches supporting Australian membership. Officials were also divided. Coombs feared that the agreement had awkward implications for Australia's trade policies and suggested that delay would strengthen its bargaining position. In November 1946 the Federal Executive of the Australian Labor Party voted in favour of ratification, by the narrowest of margins, but a majority in caucus remained opposed. On 25 February 1947 Cabinet accepted Chifley's recommendation and on 6 March

he finally secured a majority in the caucus. The ratification bill was passed by Parliament later that month, with Ward abstaining.

Australia formally joined the IMF and the International Bank for Reconstruction and Development in August 1947. SG McFarlane, the Secretary to the Treasury, represented Australia at the meeting of the fund and the bank in London the following month. In January 1948 he was appointed as the 14th director of the fund and a governor of the bank, positions that he held until 1950.

The sterling crisis

In July 1947 sterling became convertible into dollars and immediately there was a run on the British pound, with sterling exchanged for dollars in order to buy American raw materials and goods. After five weeks crisis was averted, when the British government suspended convertibility. Like Britain, Australia had a significant dollar shortage and, as it remained a member of the sterling bloc, it was directly affected. In August 1947 the government was forced to cut petrol rations and reduce newsprint and other imports. For the next two years the shortage of dollars constrained the Australian economy and foreign exchange concerns overshadowed economic planning and decision-making. The Treasury and the other economic departments constantly monitored dollar-area imports and analysed the possible effects of depreciating the pound against the dollar, or appreciating the Australian pound against the British pound.

In mid-1949 Britain faced another crisis, as its gold and dollar reserves fell sharply. In July Dedman led a large delegation to a meeting of Commonwealth finance ministers in London, who discussed policies to bridge the sterling-dollar gap. It was agreed that dollar imports should again be cut by 25 per cent. One consequence was the reintroduction of petrol rationing, at great political cost to the government. The British Cabinet was divided on further measures to be taken, but on 18 September Sir Stafford Cripps announced that the pound would be depreciated against the dollar. Within a few days more than 20 countries, including Australia, had followed suit. Efforts to reduce dollar-area imports and increase dollar earnings met with only limited success and the Australian government was forced to seek aid from the IMF. Recalling the events of 1946-47, Chifley exhorted McFarlane, 'Remember our Homeric struggle - if you don't succeed it will be all love's labour lost' (Crisp, 1961, p. 211). On 20 October 1949 he announced that, at a cost of £9 million, the government would immediately purchase \$20 million from the fund in order to meet its commitments under the restricted dollar import program.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941-49	A2700
United Nations economic proposals, 24 January 1944	594
International conference on post-war monetary organisation, 31 May 1944	669
Bretton Woods Conference of United Nations experts on a proposed International Monetary Fund and an International Bank for Reconstruction, 28 August 1944	669A
Bretton Woods monetary proposals, 25 September 1945	669B

Bretton Woods monetary proposals, 17 January 1946	669C
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Conservation of dollars, 15 August 1947	1376
Conservation of dollars, 2 September 1947	1376A
Conservation of dollars, 8 December 1947	1376B
Report on London Financial Conference, 19 August 1949	1625

Department of External Affairs

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Post-war economic organisation: Dr Wilson's visit to London, 1942–43 1943/735/56/1

A report to the Prime Minister by R Wilson and correspondence and cables concerning talks in London in October–November 1942 between British and dominions officials on post-war economic organisation, including the Clearing Union proposal, the proposed Bank for Reconstruction and Development, and international regulation of primary products.

International Clearing Union and Stabilisation Fund documentation, 1942–43 1943/735/56/2

Includes the UK proposals for an International Clearing Union (9 November 1942), draft proposals by the US Treasury for a United Nations Stabilisation Fund (January 1943, October 1943), draft proposals of Canadian experts for an International Exchange Union (9 June 1943), notes by JB Brigden of a conference on monetary policy at the US Treasury (15–17 June 1943), and notes prepared by the Department of Post War Reconstruction for discussions on the Stabilisation Fund.

Clearing Union and Stabilisation Fund policy, 1942–43 1943/735/56/3

Correspondence and cables on the Clearing Union and Stabilisation Fund proposals and a report (27 September 1943) by HC Coombs on his discussions in Washington and London. The correspondents include HV Evatt, JB Chifley, HC Coombs, LF Giblin, SM Bruce, SG McFarlane and WR Hodgson.

Monetary policy: UK–USA drafts, 1943–44 1943/735/56/4

Includes cables on discussions between British and United States officials on monetary policy (October 1943), a note (11 January 1944) by AH Tange on a UK–USA statement on currency principles, and notes (26 January 1944) of discussions by Australian officials on international economic negotiations.

CORRESPONDENCE FILES, 1945	A1066
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UN proposals: monetary agreements, 1945	ER45/2/6/1
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Correspondence, cables and newspaper cuttings on discussions in the United States and United Kingdom of the Bretton Woods plan. The correspondents include HV Evatt, SM Bruce and N Johnson.

CORRESPONDENCE FILES, 1946

A1067

Bretton Woods: Australian participation, 1945–46

ER 46/12/2 Pt 1

Correspondence, minutes and cables on the question of Australian membership of the International Monetary Fund, discussions with IMF and British officials, and the first meeting (March 1946) of the Governors of the IMF at Savannah, USA. The correspondents include NJ Makin, EJ Ward, HC Coombs, LG Melville, JB Brigden, LHE Bury, T Critchley and FH Wheeler.

Bretton Woods: reports and information, 1946–47

ER46/12/2 Pt 27

Includes memoranda on the IMF by JJ Dedman (January 1946, 17 November 1946),

JB Brigden (1 March 1946, 8 April 1946), LG Melville (26 April 1946), HC Coombs (1 May 1946) and DB Copland (2 July 1946).

CORRESPONDENCE FILES, 1947

A1068

International monetary agreements: Australian participation, 1946–48

ER47/8/1

Correspondence, minutes, cables and newspaper cuttings on Australia's decision to join the International Monetary Fund, the 1947 International Monetary Agreements Act, the relationship between the IMF and the proposed International Trade Organization in the field of import restrictions, and the acceptance by Australia of the Articles of Agreement of the IMF and the International Bank of Reconstruction and Development (August 1947).

International Monetary Fund agreements, 1947

ER47/8/3

Includes a minute (2 October 1947) by FH Wheeler on the draft agreements between the United Nations and the International Monetary Fund and International Bank of Reconstruction and Development with reference to the position of the Economic and Social Council.

Empire dollar policy, 1947

ER47/8/8

Newspaper cuttings, correspondence, cables, memoranda and statements on the United Kingdom balance of payments crisis, the decision of the Australian government in September 1947 to reduce dollar imports, and Commonwealth talks in London on the dollar shortage.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1941–49

A9790

Dollar import program: general, 1947–50 (14 parts)

511

Reports of the Inter-Departmental Committee on Dollar Import Licensing, chaired by FA Meere, and minutes and correspondence on the dollar balance of payments, imports, and dollar conservation. The correspondents include JB Chifley, B Courtice, HC Coombs, AS Brown, EJ Bunting and FH Wheeler.

London Economic Conference, 1948–49 (6 parts) 522

Notes of HC Coombs, CL Hewitt and JF Nimmo of their discussions in London (September – October 1948) and background notes prepared by FH Wheeler and others.

Long-term dollar policy, 1947–49 (2 parts) 533

Notes of the Inter-Departmental Committee on Long Term Dollar Policy, chaired by HC Coombs, and minutes and correspondence on the dollar problem and import control policies. The correspondents include HC Coombs, EJ Bunting and WE Dunk.

CORRESPONDENCE FILES, 1941–50 A9816

International Clearing Union and Stabilisation Fund, 1942–43 1943/906 Pts 1-2

Minutes and correspondence on international financial machinery, including the International Clearing Union proposed by Lord Keynes and the Stabilisation Fund advocated by HD White of the United States Treasury. The correspondents include LF Giblin, R Wilson, HC Coombs and AH Tange.

International currency plan, 1943–46 1943/906 Pts 3-6

Minutes and correspondence on currency stabilisation, the proposed Stabilisation Fund, the position of sterling after the war, discussions in Washington and London in 1943, the United Nations Monetary Conference at Bretton Woods (May 1944), and the proposed International Monetary Fund and International Bank for Reconstruction and Development. The correspondents include HV Evatt, LF Giblin, HC Coombs, LG Melville and AH Tange. [Note: Part 5 does not exist.]

Currency plan: Bretton Woods, 1944–47 1943/906 Pts 7-8

Report by LG Melville of the United Nations Monetary and Financial Conference at Bretton Woods and correspondence and minutes on the Bretton Woods proposals and the question of Australian membership of the International Monetary Fund. The correspondents include LG Melville, GG Firth, JB Brigden, FH Wheeler and G Schneider.

Department of Trade and Customs

PAPERS RELATING TO POST-WAR ECONOMIC MATTERS, 1927–56 A9879

International Monetary Fund and monetary policy, 1943–51 9800/2

Includes a letter (7 April 1943) by E Abbott to RV Keane on British proposals for an International Clearing Union and a statement (November 1944) by JJ Dedman on the International Monetary Fund.

Bretton Woods Conference, 1944–48 9800/3

Statements by JB Chifley, JB Brigden and other officials on the proposed International Monetary Fund and Bank of Reconstruction and Development

Events leading to formation of International Monetary Fund, 1943–45 9800/12

Includes statements by JB Chifley and RV Keane on economic policy and the proposed International Monetary Fund.

Treasury

CORRESPONDENCE, 1901–76 **A571**

Dr HC Coombs: reports on conferences and discussions in USA and UK, 1943
1943/1354

Papers and correspondence, including a report (17 May 1943) by HC Coombs to JB Chifley on his discussions with the United States Treasury on stabilisation fund proposals.

Economic proposals: submissions to Cabinet, 1943–44 **1943/4269**

Includes a report (27 September 1943) by HC Coombs on his discussions in London and Washington on the stabilisation fund and the clearing union.

Letters to and from SG McFarlane on the International Fund and Bank matters, 1948–49
1948/1097 Pt 1

Correspondence between SG McFarlane in Washington and JB Chifley, GPN Watt and FH Wheeler on the activities of the International Monetary Fund and the International Bank for Reconstruction and Development.

Australian policy in relation to the dollar problem, 1948–49 **1948/1555**

Notes of a meeting (31 August 1948) of the Dollar Policy Committee, chaired by HC Coombs, and correspondence on the dollar problem and the need to influence Australian development along dollar earning or dollar saving lines.

International Bank for Reconstruction and Development, 1949 **1949/1192**

Agenda papers, reports and proceedings of the 4th annual meeting (September 1949) of the IMF and the International Bank for Reconstruction and Development, including reports by NJO Makin and SG McFarlane in Washington and minutes by GPN Watt and FH Wheeler.

IDC on Dollar Earnings, 1949–50 **1949/2321 Pts 1-2**

A report and correspondence of the Inter-Departmental Committee on Dollar Receipts, formed in September 1949 and chaired by R Wilson.

International Monetary Fund: Australian membership, 1946–50 (5 parts) 1960/1914

Correspondence, minutes, speeches and statements by JB Chifley and EJ Ward, draft Cabinet agenda, extracts from *Hansard* and newspaper cuttings concerning the question of Australian membership of the International Monetary Fund. The correspondents include JB Chifley, SG McFarlane, JA Beasley, FH Wheeler, JB Brigden, HC Coombs, LG Melville and DJ Munro.

HC Coombs

RESEARCH MATERIAL, DRAFTS AND PAPERS OF HC COOMBS, 1922–85 **M448**

International Monetary Agreement, 1943–47 **125**

Includes statements by JB Chifley and JJ Dedman on Bretton Woods, a typescript on national central banking and the international economy, and a letter (17 September 1947) from HC Coombs to Chifley reporting on his visit to London and a meeting of the IMF.

Long-term economic policy, 1948 **127**

Documents relating to discussions in London in September 1948 between HC Coombs, JF Nimmo and CL Hewitt and British officials on long-term economic policy.

Dollar imports, 1948 **128**

Papers and correspondence relating to the dollar problem and dollar import licensing. The correspondents include HC Coombs, AS Brown, FA Meere and EJ Bunting.

Stabilisation Fund and Clearing Union, 1943 **132**

Documents on the proposed Stabilisation Fund and Clearing Union (September 1943), including a report by HC Coombs on his discussions in Washington and London.

Sir Douglas Copland

RECORDS OF THE ECONOMIC CONSULTANT (RECONSTRUCTION), 1940–45 CP6/1

Clearing Union and Stabilisation Fund, 1942–44 (2 parts) **41**

British, United States and Canadian documents, minutes of the Financial and Economic Committee, memoranda by AH Tange and LF Giblin, and copies of correspondence between Giblin and LG Melville concerning the Clearing Union and Stabilisation Fund proposals.

Sir Arthur Tange

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13 Overseas trade

During World War II, Australia's trade policies were distorted by the loss of markets and the shipping shortage. Imports, including those obtained through lend-lease, were needed to develop war industries and, to a lesser extent, to maintain living standards. Civilian imports declined after 1940, but imports of war supplies rose to £141 million in 1942–43. In 1943 the total value of Australian imports was £243 million, compared with £113 million in 1939. The United States had become Australia's principal supplier, followed by Britain, India and Canada. Lack of civilian labour and shipping and the need to prevent the loss of essential materials led to a decline in Australian exports in the war years. The exceptions were exports to Britain, India (where the Eastern Group Supply Council was based), Canada and the United States. War supplies made up the bulk of exports to India, but in general Australian exports were predominantly primary products. All imports and exports were subject to licence.

In May 1944 the president of the Victorian Chamber of Manufactures declared that it was time for industrialists and the government to lay the foundations for the post-war export trade. Some tentative steps were taken by the government. In the same month, the Cabinet established an Export Committee to consider all proposals for exports, with the exception of lend-lease supplies. Among committee members, divisions within the government over trade policy were immediately evident: the Manpower Directorate consistently opposed any relaxation in export control, whereas RV Keane, who chaired the committee, pushed for export expansion. Approval was given to increased exports to India, the Netherlands East Indies and New Zealand, but the conflicting interests of several departments remained a problem for the government.

In a Cabinet submission in June 1945, Keane referred to the division of control over imports (Trade and Customs) and exports (Commerce and Agriculture) and suggested the creation of a Department of Overseas Trade. He met with resistance from his colleague, the Minister of Commerce and Agriculture. In May 1948 Allen Brown told Dedman that a single Department of Trade and Commerce should be set up, with responsibility for import and export policy and industrial development. Dedman did not act on the suggestion and Brown had to wait until 1956, when the two departments finally merged to form the Department of Trade.

The proposal for an Australian Export Trading Corporation also created divisions among departments. In May 1945 Dedman passed on to Cabinet the recommendation of the Secondary Industries Commission that a corporation be created and funded by the government to trade either as a principal or as an agent of Australian manufacturers. The main concern of the commission was to discover export markets that would sustain the high wartime levels of production in the engineering industry. Small engineering firms were not in a position to employ salesmen in Asia, the Middle East and elsewhere, nor could they coordinate sub-contracts and comply with foreign specifications without government assistance. The proposal was referred to an inter-departmental committee that initially seemed supportive. As time passed, however, the Treasury and the Department of Commerce and Agriculture became obstructive and the industry representatives on the Export Advisory Committee were totally opposed to the scheme.

The expansion of the Trade Commissioner Service was more acceptable to private industry. In 1944 only five trade commissions were operative and they were fully occupied with war work. In the next three years, nine new posts were opened, including London, Washington

and Paris, and three posts were re-opened (Singapore, Shanghai and Tokyo). In 1947 the Department of Commerce and Agriculture began producing *Overseas Trading*, a monthly journal that publicised export opportunities and provided information on tariffs and import restrictions.

A Cabinet submission on post-war trade policy was made by Keane in June 1945, based mostly on a paper by William Dunk, a senior Treasury official. Keane argued that a high volume of exports would be necessary in the post-war years, as pent-up demand and the need for capital goods would result in an influx of equipment, consumer goods and other imports. The costs of imports were likely to be much higher than in pre-war years and freight rates would also be higher. As it eventuated, there was an enormous growth of trade in the next few years. Manufacturers complained about the continuation of export controls and shipping shortages, but by 1948 most controls had been abolished or relaxed and far more merchant ships were in operation.

From 1945 to 1949, both exports and imports exceeded in value those in any previous period. Exports rose from £155 million in 1945 to £538 million in 1949, while in the same period imports rose from £212 million to £456 million. More than 60 per cent of trade was with Britain and other Commonwealth countries. Wool accounted in value for at least 35 per cent of exports, while the other major export commodities were wheat, flour, meat, butter, lead and sugar. Cars, machinery and petrol were the largest imports, followed by chemicals, tobacco, tea, iron plates, rubber and paper. Partly due to continued import controls, there were favourable balances of payments after 1944–45. There were, however, substantial deficits in the balances of payments with the dollar area (including Canada). In 1948–49, for instance, exports to the United States totalled £32 million, while imports were valued at £41 million.

General Agreement on Tariffs and Trade

For many years protection and imperial preference had formed the cornerstones of Australian trade policy. Article VII of the Mutual Aid Agreement, signed on 23 February 1942, committed the United States and Britain to take action towards 'the elimination of all forms of discriminatory treatment in international commerce and the reduction of tariffs and other trade barriers'. Cordell Hull, the Secretary of State, and other American leaders were violently opposed to protectionism; in their eyes, 'discriminatory treatment' clearly referred to the Ottawa Agreement of 1932. In July 1942 the British economist and official James Meade proposed the creation of an international commercial union, which would complement the monetary union conceived by Keynes. The commercial union would be based on a 'charter' of rules. His plan, with some modifications, was subsequently adopted by the British War Cabinet and was presented to the United States government in September 1943.

Australian officials had initially reported that Article VII would have some adverse effects on certain export industries, but 'on balance, Australia would probably gain from a relaxation of trade barriers'. After 1942, however, they became more suspicious of a multilateral trade agreement. At talks with British and dominion representatives in June 1943, HC Coombs argued for the preservation of bilateral arrangements and claimed that general tariff reductions overlooked the differences in development of countries. In January 1944 Australian ministers agreed that there had been inadequate consultation with other countries and they resolved to work towards delaying any general reduction in tariffs until after the war. They considered that countries dependent on a narrow range of exports

should be allowed to use imperial preference and other measures to ensure the stability of their economies. Full employment was their priority and at international discussions Australian delegates doggedly sought to link an international employment agreement with an international trade agreement (see chapter 11).

In September 1945 Article VII discussions were resumed by the United States and British governments. The idea of a commercial union had evolved into a proposed International Trade Organization (ITO) that would be complemented by a tariff protocol, the General Agreement on Tariffs and Trade (GATT). In 1946 trade discussions were brought under the aegis of the Economic and Social Council of the United Nations and were divided into two sets of negotiations: the preparation of the charter of the ITO and a series of bilateral trade agreements within a multilateral framework. In October 1946 Coombs led a large Australian delegation to London for the first session of the Preparatory Committee of the Conference on Trade and Employment. It reached agreement on 74 of the 89 articles of the draft charter. The second session began in Geneva in April 1947. Debates about the ITO charter took place concurrently with GATT negotiations involving delegates from 18 countries. Australian negotiations with the United States over duties on wool and other primary products soon reached an impasse, with Britain and the other dominions supporting Australia. Dedman joined Coombs in Geneva in June and exerted strong pressure on the American negotiators. Eventually, the Australians were offered a 25 per cent reduction in the duty on wool (which accounted for 90 per cent of Australian exports to the United States) and concessions on other primary products. In return, some imperial preferential margins were reduced, but Australian sacrifices were relatively slight.

The Anglo-American trade agreement was finalised on 17 October 1947 and accords between the United States and Australia and the other dominions followed a few days later. In addition, bilateral tariff agreements were made between Australia and 14 other countries. GATT covered 70 per cent of the world's trade and was described by President Truman as 'a landmark in the history of international economic relations'. Further bilateral agreements were negotiated at Annecy in France in 1949 and by 1950 GATT had a membership of 41 countries.

The ITO charter drafted at Geneva was discussed and amended at the United Nations Conference on Trade and Employment, which began meeting in Havana in November 1947. Dedman and Coombs again led the Australian delegation and Dedman chaired the committee on employment and economic activity. There were deep divisions at the conference, with delegates from developing countries claiming that high protection was essential. The divisions were reflected in the draft charter, with its numerous escape clauses. Rather than eliminate discriminatory treatment, it maintained protectionism. Coombs succeeded in having the full employment objective included in the charter. The charter was signed by the representatives of 53 countries on 24 March 1948 and was ratified by the Australian Parliament in December 1948. In the United States, however, there was strong opposition to the charter and Congress did not begin the process of ratification until April 1950. After a few months, the hearings were deferred and the International Trade Organization passed into oblivion. Many of its proposed functions were gradually adopted by GATT, which in 1995 became the World Trade Organization.

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JB Chifley

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HC Coombs

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Jacob Fletcher

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14 Housing

Until World War II, the role of Australian governments in the provision of housing was quite limited. In 1919 the Commonwealth Government set up the War Service Homes Commission, which assisted ex-servicemen to obtain loans for the acquisition or erection of homes. The *Commonwealth Housing Act 1928* was designed to assist potential home owners by empowering the Commonwealth Savings Bank to advance funds to housing authorities, but the scheme lapsed during the Depression. In 1941 the government created the Commonwealth War Workers Housing Trust to provide housing for munitions workers and other war workers. At the state level, housing commissions were established in South Australia (1936), Victoria (1938) and New South Wales (1942). The South Australian Housing Trust took the lead in providing rental housing to low-income earners and its early achievements exerted a strong influence on wartime housing inquiries and social reformers. The Victorian Housing Commission also began building homes for low-income rental in 1939, as well as embarking on a major slum clearance scheme.

By 1942 housing was seen as one of the main pillars of post-war reconstruction and there were high public expectations of government action to remedy housing shortages and abolish slums. In their book *Housing the Australian Nation* (1942), FO Barnett and WO Burt estimated that the housing shortage in Australia amounted to 112,000, while 46,000 houses were unfit for human habitation and should be demolished. They saw a need for a Commonwealth Housing Commission, but it would be state housing commissions which would have the task of abolishing slums, determining minimum standards, zoning residential and other areas, and providing housing at a rental within the capacity of lower-income tenants. The commissions would also provide houses for purchase or leasing by 'economic' tenants.

Like Barnett and Burt, the Joint Parliamentary Committee on Social Security placed a great deal of emphasis on healthy housing and the abolition of slums. In its fourth report (May 1942), it recommended that the Commonwealth immediately undertake the task of planning and research towards establishing a national housing scheme. Soon afterwards the Reconstruction Division began studying the housing problem, encouraged by Barnett and other reformers. In November 1942 Arthur Tange wrote an extensive memorandum on the building industry, in which he suggested a post-war target of 68,000 houses per annum. His figure took into account such factors as the elimination of slums and likely population growth, as well as the drastic slump in house building since the start of the war.

Commonwealth Housing Commission

Within days of arriving in Canberra in January 1943, HC Coombs was discussing with his departmental colleagues the formation of a housing commission. The Commonwealth Housing Commission was set up under national security regulations in April 1943 to report on all aspects of housing in Australia and to recommend plans for the provision of housing in the post-war years. It was chaired by Leo O'Connor and the other members were JS Gawler, CV Howard, Mary Ryan and AV Thompson. The architect Walter Bunning was the Executive Officer and the economist Wilmott Phillips was the Secretary. They worked closely with several of the research staff of the Department of Post War Reconstruction, particularly Grenfell Rudduck and Ronald Mendelsohn. (Mendelsohn had had a strong influence on the housing proposals of the Joint Parliamentary Committee.) The commissioners were extremely active. During 1943 they visited 53 towns in every state, heard 948 witnesses and received submissions from numerous housing authorities and

societies, professional bodies, welfare groups, manufacturers, political organisations and individuals. Phillips coordinated the work of the commissioners with great skill, while Bunning exerted considerable influence on their recommendations. Interim reports were presented to Chifley in October 1943 and March 1944, while the final report, totalling more than 300 pages, was completed in August 1944.

The 95 recommendations of the Commonwealth Housing Commission dealt, in varying detail, with a plethora of subjects: low-cost housing, housing standards, types of houses, building materials, housing density, slum clearance, town and regional planning, community facilities, rural housing, building research, and housing subsidies. Despite its broad terms of reference, it only dealt cursorily with the current housing situation in Australia or with private sector housing in the post-war period. Its primary concern was with the provision of public housing for low-income workers. It estimated that by 1945 there would be a shortage of 300,000 houses and it set a 10-year target of 700,000 houses to overcome the backlog of housing, normal annual replacements and the replacement of slums. (Construction in 1945–55 came quite close to this figure.) The commission considered that about half the projected construction would need to be financed by governments and would be mainly for rental. Ignoring constitutional limitations and the sensitivities of state governments, it envisaged a Commonwealth housing authority and a Commonwealth planning authority working in harmony with state, regional and local authorities. The report influenced two generations of architectural students and town planners, but most of its recommendations were ignored or not implemented by governments.

Housing agreement

The Curtin government had no interest in direct control of housing, and housing was not included in the 14 powers referendum in August 1944. However, it willingly accepted the principle of Commonwealth financial assistance to state and local authorities in the provision of housing for those on low incomes. A draft housing agreement was sent to the states in January 1944 and negotiations with them continued for nearly two years. The original agreement contained rental housing and home purchase components. The states were recognised as principals, but the Commonwealth expected a national housing plan to entail agreement on housing standards, slum clearance, town planning, types of dwellings, site plans, estimates of costs, estimates of rents and other substantial matters. Led by Thomas Playford, the states resisted these proposals. Commonwealth financial assistance was acceptable, but not Commonwealth supervision and administrative involvement. One consequence of state obstruction was the decision of the Commonwealth in August 1945 to abandon the home purchase provisions. The Commonwealth–State Housing Agreement, which was ratified by Parliament in September 1945, was confined to the provision of rental housing for low income earners. As Dedman acknowledged, it was a compromise and hardly amounted to a national housing policy.

Under the Commonwealth–State Housing Agreement, the Commonwealth made advances to the states for the construction of low-cost housing, to be repaid by the states over 53 years. The agreement embodied the principle that a family living on the basic wage should not pay more than 20 per cent of their income on rent. If the ‘economic rent’ of a house exceeded this amount, the difference would be granted as a rental rebate, with the Commonwealth bearing 60 per cent of the resulting loss. There was a deliberate disincentive to home purchase. If a government house was sold to a tenant the state was required to repay to the Commonwealth the total amount of capital invested. As Dedman famously told Parliament, the government was ‘not concerned with making workers into little capitalists’. All the

states signed the agreement, although South Australia did not utilise it until 1952–53. The initial term was 10 years, but it was renewed several times and it remained in force until the end of 2008.

Housing shortage and construction

For several years after the war there was an acute housing shortage in Australia. In 1946 the Department of Information acknowledged that it was the most urgent and pressing problem facing Australia. Newspapers constantly referred to the 'housing crisis', 'housing fiasco' and 'housing muddle' and they reported countless cases of families living in cramped or squalid dwellings. Many factors contributed to the shortage: difficulties in recruiting and training building tradesmen and labourers, inadequate supplies of bricks and other building materials, the lack of controls over the production and distribution of materials, the increased fertility and formation of families, and mass immigration from 1947 onwards.

Housing construction made remarkable progress, with the number of houses started exceeding annual targets. Completion times, however, were much longer than in pre-war years. In 1945–46, 14,300 houses were completed, compared with 5600 in 1944–45, and in 1947–48 the number increased to 42,867. By March 1949, 132,000 houses and flats had been constructed since the end of the war and an estimated 600,000 people were living in new homes. It had been hoped that government-sponsored housing would account for about half of all houses built, but the proportion was much smaller. In 1945–46, 4028 houses were built under the Commonwealth–State Housing Agreement, 26 per cent of the total, but by 1949–50 the proportion had fallen to 13 per cent. By March 1949, 21,165 houses had been completed under the agreement and advances by the Commonwealth to the states for housing totalled £45 million. Sixty-five per cent of the houses were allocated to ex-servicemen and their dependants. State authorities, in particular the South Australian Housing Trust, had completed another 5347 houses outside the agreement.

Slum clearance figured largely in writings of social reformers and town planners of the 1930s and reports of the Joint Parliamentary Committee on Social Security and the Commonwealth Housing Commission. In November 1948 Nelson Lemmon reported to Cabinet that no slum clearance had been undertaken under the Commonwealth–State Housing Agreement. In 1947 a report by the Cumberland County Council stated that 40,000 Sydney homes should be demolished as soon as possible. In 1947–49 the New South Wales government began demolishing slums in Redfern and Newtown and rehousing the tenants in flats. Slum clearance figured prominently in the platforms of political parties, but in the immediate post-war years governments generally concentrated on the housing shortage and deferred decisions about slums.

Cabinet

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Housing problems and administration, 21 October 1943	553
Housing problems and administration, 8 December 1943	553A
Post-war housing plans, 7 December 1943	565
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Production Executive

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JJ Dedman. Prefabrication of housing, 29 June 1945 69/1945
JJ Dedman. Use of service camps for temporary civilian dwellings, 29 June 1945 71/1945
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Attorney-General's Department

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Commonwealth and States Housing Agreements Bill, 1944–50 1945/1334

Correspondence concerning the drafting of the 1945 Commonwealth–State Housing Agreement and incorporation of amendments suggested by the states. The correspondents include JB Chifley, HC Coombs, Sir George Knowles, HFE Whitlam and LF Loder.

Commonwealth Housing Commission

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Documents, reports, photographs and other evidence presented to the Commonwealth Housing Commission and transcripts of hearings.

Victoria Wangaratta, 1943	Z52
Victorian Housing Commission, 1943	Z70
South Australian Town Planner HC Day, 1943	Z117
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GENERAL CORRESPONDENCE FILES, 1943–44 A11676

Correspondence, minutes, reports, research data and other papers assembled by LPD O'Connor (Chairman), MW Phillips (Secretary) and WR Bunning (Executive Officer) of the Commonwealth Housing Commission.

Terms of reference, 1943	HC 1943/11
Building labour and material, 1943–44	HC 1943/12
Miscellaneous correspondence with DPWR officers, 1943–44	HC 1943/14
Housing shortage in Australia, 1943–44	HC 1943/52
Notes on possible methods of controlling land speculation, 1943–44	HC 1943/57
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Correspondence with Director-General of Post War Reconstruction, 1943–44	HC 1944/7
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Houses to be built under Government housing scheme, 1944	HC 1944/29
Correspondence with Oswald Burt, 1944	HC 1944/37

Department of Post War Reconstruction

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Housing: general, 1944–48	1621
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Correspondence, minutes, memoranda and newspaper cuttings on the Commonwealth Housing Commission, the 1945 Commonwealth–State Housing Agreement, cooperative building societies, rental rebates, housing standards and housing costs. The correspondents include HC Coombs, AS Brown, MW Phillips and AW Welch.

IDC on Housing, 1949–50 (4 parts) 1622

Agenda papers and report (22 March 1949) of an Inter-Departmental Committee on Housing, chaired by AS Brown, and correspondence on the effects of migration on housing, the importing of prefabricated housing, timber production in Australia, and the report of the Cabinet Sub-Committee on Housing and the Building Industry, chaired by N Lemmon. The correspondents include JB Chifley, AS Brown, AW Welch and NF Stuart.

Commonwealth and State Housing Agreement, 1947–48 1623

Notes of a conference (12–14 February 1947) of Commonwealth and state housing officers, chaired by LJ Loder, and reports (31 July 1947, 13 September 1948) by LPD O'Connor on state housing authorities and progress made under the Commonwealth–State Housing Agreement.

Housing targets, 1944–48 1624

A report by the National Works Council on housing targets for 1946–47 and correspondence about state housing targets and the dangers of publishing unrealistic targets. The correspondents include JB Chifley, LF Loder and AW Welch.

Prefabricated houses, 1945–50 1625

Notes of a meeting (26 October 1945) of the Prefabrication Committee, chaired by AW Welch, and correspondence between JB Chifley, the state premiers and others on importing prefabricated houses.

Housing cost index, 1948 1626

The first issue of the *Housing Cost Index* compiled by the Housing Division of the Department of Works and Housing.

CORRESPONDENCE FILES, 1941–50 A9816

Housing and building industry, 1941–47 (2 parts) 1943/602

Includes a letter (9 September 1942) from EJ Ward to AA Calwell about a proposed Commonwealth Housing Commission and notes by AH Tange on post-war housing and the building industry.

Housing Commission, 1942–44 (3 parts) 1943/608

Correspondence, minutes and memoranda on the terms of reference of the Commonwealth Housing Commission, personnel and functions, program of work, lists of possible witnesses, research assistance for the commission, visits to country towns, Cabinet decisions on housing, housing shortages and the final report of the commission. The correspondents include JB Chifley, HC Coombs, JG Crawford, AH Tange, LPD O'Connor, MW Phillips and AW Welch.

Housing and building industry: Barnett Housing Research, 1941–42 1943/609

Correspondence between FO Barnett, CL Dalwood and officers of the Reconstruction Division relating to housing research, including population changes, demand for houses, research in universities, estimates of the housing shortage, and minimum standards.

Housing Commission collaboration with Rural Reconstruction Commission, 1943–44
1943/837

Notes of discussions between members of the Commonwealth Housing Commission and the Rural Reconstruction Commission and correspondence on the demarcation between the two on rural housing. The correspondents include JG Crawford, MW Phillips, LPD O'Connor and WR Bunning.

Research for Housing Commission, 1943–45
1943/1071

Correspondence and minutes on research work carried out by the Department of Post War Reconstruction for the Commonwealth Housing Commission. The correspondents include AH Tange, G Rudduck, R Mendelsohn, MW Phillips and WR Bunning.

Housing: material prepared for Dr Coombs on his mission abroad, 1943
1943/1153

Memoranda and statements sent to HC Coombs and JW Burton in Washington from the United States Federal Housing Administration, National Housing Agency and Federal Home Loan Bank Administration in response to an Australian questionnaire.

Activities of War Workers Housing Trust and War Housing Division, 1941–46 (3 parts)
1943/1158

Correspondence about the wartime housing program, relations between the Commonwealth Housing Commission and the War Workers Housing Trust, post-war housing plans, housing standards, the proposed Commonwealth Housing Authority, the publication of *Wartime Housing*, housing targets, the functions of the War Housing Division, and progress of the government-sponsored housing program. The correspondents include EJ Holloway, LPD O'Connor, HC Coombs, G Rudduck, R Wilson and AW Welch.

Housing: relations with professional bodies, 1943–44
1943/1229

Correspondence between the Department of Post War Reconstruction and various professional and industry associations concerning research on post-war housing, housing shortages, publications and other matters.

Organisation of housing research, 1943–45 (3 parts)
1943/1247

Notes of meetings of research officers, correspondence, minutes and memoranda on work carried out by the Department of Post War Reconstruction for the Commonwealth Housing Commission, the use of outside bodies for research, housing standards, building materials and other matters. The correspondents include JG Crawford, G Rudduck, WR Bunning, J Oldham, L Ross, MW Phillips and R Mendelsohn.

Housing: prefabrication, 1943–46
1943/1254

Articles, correspondence, minutes and notes on mass production and prefabrication of houses. The correspondents include G Rudduck, R Mendelsohn, AW Welch and numerous building firms and manufacturers.

Housing: first Cabinet submission, 1943
1943/1436

Drafts of a Cabinet submission arising out of the first report of the Commonwealth Housing Commission and related correspondence. The correspondents include HC Coombs, G Rudduck, HJ Goodes and H Brodie.

Housing: Labour and National Service – Cabinet submission, 1943–44 1943/1455

A Cabinet submission (20 October 1943) by EJ Holloway on housing problems and administration and correspondence between officers of the Department of Post War Reconstruction and the Department of Labour and National Service.

Housing: first conference of Commonwealth and State Ministers, 1943–44 1943/1461

Agenda paper on post-war housing, proceedings of the premiers conference (25–27 January 1944) and correspondence concerning material to be circulated to the states. The correspondents include JB Chifley, HC Coombs and LPD O'Connor.

IDC on Housing Problems and Administration, 1944–45 (2 parts) 1943/1530

Agenda papers and minutes of meetings of the Inter-Departmental Committee on Housing Problems and Administration, with minutes by G Rudduck, AA Fitzgerald, RE Banks and GG Firth.

Rural housing requirements, 1944–45 1944/3

Agenda papers, minutes and report of the Rural Housing Committee, chaired by L Ross, notes and correspondence on rural housing, and the recommendations of the Commonwealth Housing Commission.

Establishment of Commonwealth housing authorities, 1944 1944/24

Correspondence on the establishment of a single Commonwealth Housing Authority and the administration of housing matters in the interim period. The correspondents include HC Coombs, R Wilson, GT Chippindall, G Rudduck, WR Bunning, GG Firth, LPD O'Connor and MW Phillips.

Housing conference with home building organisations, 1944–45 1944/32

Correspondence concerning a proposed conference with building organisations on post-war building plans, the non-assisted housing program and finance for state housing. The correspondents include HC Coombs, AM Allen, R Mendelsohn and GT Chippindall.

Priorities in allocation of houses, 1944–47 1944/50

Correspondence on housing and preference for servicemen, the allocation of government wartime houses and priorities for houses in the immediate relief program. The correspondents include G Rudduck, R Mendelsohn, H Richardson and R Wilson.

Housing Commission: 2nd interim report, 1944 1944/192

The second interim report (April 1944) of the Commonwealth Housing Commission, comments by G Rudduck, and a letter (19 August 1944) from HC Coombs to LPD O'Connor on action taken or proposed by the Commonwealth on recommendations of the commission.

Housing: coordination of State housing programs, 1944 1944/221

Correspondence concerning housing proposals of the states and their relationship to the public works program. The correspondents include Sir Harry Brown, HC Coombs and WR Bunning.

Commonwealth–State housing plans: provision of finance, 1944–45 1944/363

Correspondence concerning the provision of capital funds for the post-war housing program. The correspondents include Sir Harry Brown, HC Coombs, PA Dorrian and AC Joyce.

Commonwealth–State Housing Agreement, 1944–45 **1945/320**

Drafts of the Commonwealth–State Housing Agreement, proceedings of a conference (5–7 June 1945) of Commonwealth and state officers to discuss the agreement, and related correspondence. The correspondents include HC Coombs, AS Brown, G Rudduck, M White and R Cosgrove.

Action arising out of final report of Housing Commission, 1944–45 **1945/337**

Papers by MW Phillips and R Mendelsohn on standards for post-war housing, home purchase under the government-sponsored housing program and the preliminary wartime housing survey.

Slum areas abolition and rebuilding, 1945–48 **1945/386**

Includes a paper (22 June 1948) by R Mendelsohn on slum clearance in Australia.

Preliminary wartime housing survey, 1944–45 **1945/608**

Reports and correspondence on a preliminary wartime housing survey and the Australian housing shortage. The correspondents include HC Coombs, R Mendelsohn and JF Nimmo.

Government sponsored housing program: housing program, 1946–47 (2 parts)
1946/210

An address (8 December 1947) by AW Welch on aspects of housing and copies of monthly progress reports issued by the Directorate of Housing.

CORRESPONDENCE FILES RELATING TO THE WORK OF HOUSING BODIES,

1943–45 **A11677**

Correspondence, minutes, reports and research papers concerning research by officers of the Department of Post War Reconstruction and the work of various housing bodies, such as the Commonwealth Housing Commission, the War Workers Housing Trust and the Experimental Building Station.

Pise construction, 1943–45 **S1943/117**

Emergency housing program, 1943–44 **S1943/131**

Information for Housing Commission, 1943–45 (2 parts) **S1943/156**

Standards Association of Australia, 1943–44 (2 parts) **S1943/191**

New South Wales Housing Commission, 1944–45 **S1944/11**

Rural Housing Committee, 1944–45 (2 parts) **S1944/23**

Land acquisition, 1944–45 **S1944/34**

Department of the Interior

CORRESPONDENCE FILES, 1939–50 **A659**

Final report of the Commonwealth Housing Commission, 1944 **1945/1/1761**

Final report (25 August 1944) of the Commonwealth Housing Commission (chair: LPD O'Connor).

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1941–45 **CP80/1**

Housing problems and administration, 1943–44 **16/S720/1-9**

Minutes of meetings of the Inter-Departmental Committee on Housing Problems and Administration, chaired by GT Chippindall and HC Coombs, and correspondence and memoranda concerning housing targets, the allocation of housing under the War Housing Program, the diversion of skilled labour to government housing schemes, and post-war housing plans. The correspondents include JJ Dedman, GT Chippindall, R Wilson, HC Coombs, W Funnell and EJB Foxcroft.

Housing Problems and Administration IDC, 1943–45 (2 parts) **16/S720/10**

Minutes of meetings and a report (May 1945) of the Inter-Departmental Committee on Housing Problems and Administration and correspondence on the progress of wartime housing, housing targets, the Commonwealth War Housing Trust and decisions of the Production Executive. The correspondents include J Curtin, JJ Dedman, GT Chippindall, R Wilson, HC Coombs, EJB Foxcroft and TW Swan.

Establishment of Commonwealth Housing Authority, 1944 **17/S754**

Correspondence between HC Coombs and GT Chippindall on proposals for a Commonwealth Housing Authority to take over responsibilities from the Department of War Organisation of Industry and the Department of Post War Reconstruction.

Post-war housing plans, 1943–44 **17/S760**

Correspondence relating to a draft Cabinet paper on post-war housing plans and priorities for allocation of houses. The correspondents include HC Coombs and ER Walker.

Post-war housing plans, 1944 **18/S760/3**

Minutes of an inter-departmental meeting (1 May 1944) on post-war housing plans, chaired by HC Coombs, and correspondence about a Commonwealth–state conference on housing plans. The correspondents include HC Coombs and EJB Foxcroft.

Post-war housing: proposed conference on unassisted housing, 1944 **18/S760/6**

Papers for a Commonwealth–state conference on non-assisted housing and related correspondence.

Department of Works and Housing

CORRESPONDENCE FILES WITH G (GENERAL) PREFIX, 1942–50 **B95**

Housing: programming for future permanent requirements, 1943–46 **G3257**

Minutes of a meeting (12 July 1945) on the housing program (chair: HC Coombs), summaries of progress, correspondence and minutes concerning priorities for permanent housing, building controls, works projects, and the release of labour for the housing program. The correspondents include EJ Holloway, LF Loder, AW Welch, HC Coombs and W Funnell.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Housing: policy matters, 1943–50 (3 parts) **A356/5/1**

Cabinet submissions and correspondence of J Curtin and JB Chifley with state premiers relating to post-war housing plans, the Commonwealth–State Housing Agreement, action taken under the agreement, the construction of flats, building materials, housing and the decentralisation of industry and building standards.

Commonwealth housing: allocation of housing, 1944–48 **E356/5/1**

Correspondence concerning wartime housing, the allocation of building permits, and proposals to increase the percentage of housing allocated to ex-servicemen.

Housing: use of temporary wartime structures for housing purposes, 1945–50 **I356/5/1**

Correspondence between J Curtin, JB Chifley and state premiers on the use of military camp buildings and wartime cottages as temporary housing.

Housing: IDC on Building Industry, 1944–45 **K356/5/1**

Correspondence between J Curtin and state premiers about the formation of state committees on the building industry.

Housing: non-assisted housing program, 1944–45 **L356/5/1**

Correspondence between J Curtin and state premiers about the non-assisted housing program, the wartime housing survey, permits, and the possible relaxation of restrictions on building homes.

Commonwealth housing: Experimental Station, 1944–48 **S356/5/1**

Correspondence between J Curtin and state premiers on the establishment of the Commonwealth Experimental Building Station and the appointment of technical consultants, and between JB Chifley and JJ Dedman on the transfer of the station to the Department of Works and Housing.

Housing: local government cooperation, 1944–45 **U356/5/1**

Correspondence concerning representations from local government authorities on housing matters and responsibility of state governments for subsidised housing programs.

Commonwealth housing: administrative arrangements, 1944 **V356/5/1**

Correspondence about the establishment of the Inter-Departmental Committee on Housing Problems and Administration and the responsibilities in housing matters of the Department of War Organisation of Industry and the Department of Labour and National Service. The correspondents include J Curtin, EJ Holloway and JJ Dedman.

Housing: training of housing officers, 1945–46 **Y356/5/1**

Correspondence with state premiers and the Department of Works and Housing on training of housing officers for work on housing commission and housing trust estates.

Housing: manpower policy, 1945–46 **AD356/5/1**

Correspondence of JB Chifley with JM Baddeley and HP Lazzarini about the workforce and building materials needed for housing.

Housing: NSW – policy, 1934–48 (2 parts) **A356/5/2**

Correspondence of J Curtin and JB Chifley with WJ McKell and JM Baddeley concerning post-war housing plans, recommendations of the Commonwealth Housing Commission, building restrictions, the Commonwealth–State Housing Agreement, permits for private home building, housing shortages and the use of military camps for temporary housing.

Housing: Victoria – policy, 1943–45 **G356/5/2**

Correspondence of J Curtin and JB Chifley with AA Dunstan concerning the overlapping of Commonwealth and state housing inquiries, plans of the Victorian Housing Commission, the report of the Commonwealth Housing Commission, the Commonwealth–State Housing Agreement and shortages of labour and materials.

Housing: Queensland – policy, 1943–47 **K356/5/2**

Correspondence of J Curtin and JB Chifley with FA Cooper and EM Hanlon about immediate housing relief, the report of the Commonwealth Housing Commission, the funding of the war housing program, Commonwealth–state housing plans and labour shortages.

Housing: South Australia – policy, 1936–47 **O356/5/2**

Correspondence of J Curtin and JB Chifley with T Playford concerning the building program of the South Australian Housing Trust, the report of the Commonwealth Housing Commission, housing standards, the selection of sites, rental subsidies, the Commonwealth–State Housing Agreement, and the supply of materials and equipment.

Housing: Western Australia – policy, 1943–48 **R356/5/2**

Correspondence of J Curtin and JB Chifley with JC Willcock and FJS Wise about the report of the Commonwealth Housing Commission, housing surveys, lack of manpower, and the Commonwealth–State Housing Agreement,

Housing: Tasmania – policy, 1943–45 **U356/5/2**

Correspondence of J Curtin and JB Chifley with R Cosgrove concerning the report of the Commonwealth Housing Commission, the principle of home ownership, delays in housing, shortages of materials, determination of rental rebates, and financial arrangements for house purchases.

SELECTED RECORDS OF PREMIERS CONFERENCES, 1901–79 **A9504**

Premiers Conferences, 1933–46 **4**

Includes proceedings of the premiers conferences on 25 January 1944, 25–26 August 1944, 20–23 August 1945 and 20–21 August 1946 which discussed post-war housing and the Commonwealth–State Housing Agreement.

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

Post-war housing, 1942–43 **1942/5198**

Correspondence about proposals made by organisations and individuals concerning post-war housing and home-building schemes.

Non-assisted post-war housing, 1944–45 **1944/2846**

Correspondence and memoranda on Commonwealth assistance for home purchase, the non-assisted housing program and proposals for mortgage guarantees. The correspondents include HC Coombs, G Rudduck and HJ Goodes.

Housing agreements: advances to the states, 1946–47 **1946/692 Pt 1**

Correspondence and minutes on advances paid to the states under the Commonwealth–State Housing Agreement and returns on expenditure and construction by state housing commissions. The correspondents include J Brophy, HJ Goodes, WC Balmford, AW Welch and LPD O'Connor.

Commonwealth–State Housing Agreement: interest rate, 1945–53 **1948/1209 Pt 1**

Notes of an inter-departmental meeting (18 July 1945) on rates of interest for loans for rural rehabilitation and housing, correspondence and minutes on interest charged to the states under the Commonwealth–State Housing Agreement, and requests by states and organisations to reduce the interest rate. The correspondents include JB Chifley, N Lemmon and HJ Goodes.

Sir Douglas Copland

RECORDS OF THE ECONOMIC CONSULTANT (RECONSTRUCTION), 1940–45 CP6/1

Reconstruction: housing, 1943–44 **12**

Includes a memorandum (18 October 1943) by W Prest on the social survey undertaken by the University of Melbourne and a letter (3 November 1943) from Copland to HC Coombs on post-war price control of building materials.

Further reading

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Troy, Patrick, *Accommodating Australians: Commonwealth Government involvement in housing*, Federation Press, Sydney, 2012.

15 The building industry

From 1941 onwards the Reconstruction Division and later the Department of Post War Reconstruction were subjected to a barrage of letters, articles, leaflets and brochures from architects, builders, manufacturers, importers and others on the merits of particular building materials and construction methods. The efficiency and productivity of the building industry were seen by many as providing the foundation for post-war reconstruction. Despite the creation of a Commonwealth housing authority in 1945, the Department of Post War Reconstruction continued to take a strong interest in the building industry right up to the last days of the Chifley government.

Not long after he joined the Reconstruction Division in 1942, Arthur Tange began to make a close study of the building industry in relation to post-war housing policy. He visited architects, master builders and trade unions in Sydney and Melbourne seeking information on labour and materials needed for various categories of housing, such as cheap workers' flats, weatherboard houses and brick houses. As well as housing, Tange took into account the likely demand for industrial, commercial and public buildings after the war. He attempted to provide an estimate of the total labour requirements of the building industry and the number of people who would need training. He also looked at the question of materials, especially the likely supplies of timber. In 1943–44 Tange's work was carried on by others, such as W Baker and AG Colley, who worked closely with the industry and the Manpower Directorate.

Building materials and labour shortages

In its final report in August 1944, the Commonwealth Housing Commission predicted a labour shortage in the building industry, as well as a shortfall of materials. It suggested a retraining program and improved employment conditions that might make the industry more attractive to demobilised servicemen. It recommended the establishment of a building research station to encourage innovation and carry out research on prefabrication and new building materials. The government accepted this recommendation and established a Commonwealth Experimental Building Station in Sydney in June 1944, with David Isaacs as the director. Initially under the control of the Department of Post War Reconstruction, it was transferred to the Department of Works and Housing in 1946. The station, which remained in operation until 1985, did important work on new methods of construction and prefabrication, and in developing national building standards.

With a permit system firmly in place, investment in civil building was negligible in 1942 and 1943. In July 1944 Cabinet considered a submission by JB Chifley on the building industry. He argued that the planned home-building program would only be achieved if the building industry was restored to its pre-war capacity. He recommended that the production of building materials be a high civilian priority, training of building labour be mobilised, and the support of trade unions be secured. Cabinet gave its approval and set up an inter-departmental committee to review the current building program and levels of employment, assist the Manpower Directorate in obtaining the release of building tradesmen, and identify factors likely to delay progress of the works program. Inter-departmental committees on the building industry were also formed in the states. Shortly afterwards, the War Cabinet approved the release of 45,000 men from the defence forces. In the subsequent workforce budget, it was envisaged that 20,700 men would be allocated to the building industry and a further 5200 men to building materials industries. By 1945, however, only 10,000 additional men had been absorbed into the industry.

In February 1945 Dedman told Cabinet that delays in the production of building materials were having a serious effect on the re-establishment of the civil economy. He attributed the delays to labour shortages, including difficulties in recruiting experienced workers, delays in introducing mechanisation, and in some states a critical shortage of coal. He himself contributed to the productivity difficulties when, to the dismay of his department, he rashly relinquished most of the Commonwealth's building controls at the premiers conference in August 1945. The result was a chaotic system in which the states were notionally responsible for bricks, cement, plaster and tiles, while the Commonwealth retained its controls for timber, sinks, pipes and other metal products.

The building labour question was discussed in 1946 at a series of conferences with the premiers, state officials, and trade union and employer representatives. The Department of Post War Reconstruction estimated that the current workforce was slightly under 100,000, compared with 90,000 in 1939. It concluded that, if housing shortages were to be overcome, at least 130,000 men should be continuously engaged in the industry. The gap would need to be filled by providing training in the building trades for 32,850 men, whereas at the time only 3248 were being trained under the Commonwealth Reconstruction Training Scheme. The figures were accepted by state officials, but the trade unions were not convinced that the industry could absorb such a large number. They agreed to an initial target of 16,600 trainees. In August 1946 Chifley issued a statement on behalf of the National Works Council referring to the need for a workforce of at least 130,000 in the next 10 years. A labour force of that order should be able to complete 60,000 houses per annum (compared with 40,000 in 1939), as well as other public and private building works. He called on employers and employees to unite in a campaign to attract new workers, raise productivity, cut down irregularity of employment and improve working conditions.

Chifley acknowledged that there were backlogs in the supply of building materials, but believed that the shortage of trained labour was the main limiting factor. Thomas Playford disagreed, claiming that materials shortages were more serious, and he could not accept responsibility for ensuring that 11,000 building tradesmen were kept employed in South Australia over the next 10 years. He was supported by most of the other premiers. In June 1947 Allen Brown came to a similar conclusion and pointed out to Dedman that, whereas employment in the industry was 15 per cent higher than in 1939, the production of building materials was 25 per cent lower. Unless there was a marked improvement in production, he predicted that there would be unemployment in the industry, the training program would collapse and there would be severe setbacks in housing and building.

In the next two years Dedman presented a series of sombre Cabinet papers on the production of building materials. He reported that production of cement, roofing tiles and timber was reaching record levels, but brick production in 1949 was still below the 1939 figure. Lack of direction by state governments, labour shortages, excessive caution on the part of manufacturers, transport problems and crises in the coal industry affected materials production in various ways. The steel, asbestos and glass industries, for instance, suffered from coal shortages and consequently production was lower in 1949 than in 1948. The fluctuating fortunes of the various building industries were reflected in the appearance of post-war housing in Australia. There was a sharp fall in the proportion of brick houses built after 1945 and a significant increase in weatherboard and fibro-cement houses.

Migrant labour

In New South Wales conflict between the Building Workers Industrial Union and the Master Builders' Association created chaos in the training program, but committees of unions and employers in other states were relatively effective. Nevertheless unions remained nervous about a possible glut of trained building workers and training targets were only raised marginally. By July 1948, 18,000 men had been trained or were being trained in the building trades. A deputation from the RSL, critical of the progress in training, told Dedman that vacancies in the building material industries should be filled by displaced persons. The use of migrant labour had been discussed for some time and Department of Immigration officers in Britain and Europe had been directed to select immigrants with experience in the building trades.

In January 1947 the Prime Minister welcomed 200 British building tradesmen who had arrived in Canberra to work on a 15-year building program for the Department of the Interior. In December 1948 Nelson Lemmon reported that many migrants were augmenting the labour force in the timber, brick, tile and cement industries. By that time, displaced persons were beginning to arrive in large numbers and they had an enormous effect on the building industry. In May 1949 Arthur Calwell said a large proportion of 13,000 displaced persons had gone into essential industries, chiefly production of building materials. By June 1950 the influx of trainees and migrants had resulted in a labour force of more than 113,000 engaged on new building works, compared with about 65,000 in June 1946. In the period 1945-50, housing construction accounted for 84 per cent of all new building activity, with the construction of commercial and public buildings remaining well below the pre-war level.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS, 1941-49 **A2700**

Experimental Building Station, 14 March 1944 **565B**

Restoration of the building industry, 14 July 1944 **683**

Sponsorship of building, 17 July 1945 **888**

Timber for housing and essential industries, 27 August 1945 **899**

Production of materials for building and construction, 7 February 1946 **1074**

Production of materials for building and construction, 26 March 1946 **1074A**

Hand tools for the building industry, 26 May 1947 **1342**

The building industry and the Reconstruction Training Program, 3 June 1947 **1345**

The building industry and the Commonwealth Reconstruction Training Scheme, 5 May 1948 **1345A**

The building industry and the Commonwealth Reconstruction Training Scheme: production of building materials, 2 June 1948 **1345B**

The building industry and the Commonwealth Reconstruction Training Scheme: production of building materials, 3 August 1948 **1345C**

**The building industry and the Commonwealth Reconstruction Training Scheme:
production of materials, 28 September 1948** 1345D

**The building industry and the Commonwealth Reconstruction Training Scheme:
production of materials, 6 December 1948** 1345E

**The building industry and the Commonwealth Reconstruction Training Scheme:
production of materials, 7 April 1949** 1345F

**The building industry and the Commonwealth Reconstruction Training Scheme:
production of materials, 19 August 1949** 1345G

Production Executive

PRODUCTION EXECUTIVE AGENDA PAPERS, 1941–45 A2866

W3

JJ Dedman. Building industries, 13 April 1943 35/1943

W5

JJ Dedman. Control of building operations, 16 March 1944 33/1944

W7

JJ Dedman. Production of building materials, 29 June 1945 68/1945

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1942–49 A9790

Building industry: general, 1945–50 161

Includes a report (August 1947) by the National Works Council on the production of building materials and a memorandum (18 January 1950) by the Economic Policy Division on proposals for Commonwealth action to expand building output.

Building industry: Cabinet submissions, 1945–49 1611

Cabinet submissions by JJ Dedman on the building industry and the Commonwealth Reconstruction Training Scheme and notes and drafts by TW Swan.

Conference on building industry: agenda and decisions, 1947–48 (2 parts) 1612

Minutes of the Building Industry Conference (13 February 1948), chaired by N Lemmon, minutes of a conference (27–28 January 1948) of Commonwealth and state materials control officers, chaired by CH McFadyen, and related correspondence. The correspondents include JB Chifley, AS Brown and PJ Lawler.

Building Advisory Council, 1948–49 1613

Correspondence of JJ Dedman, HC Coombs, AS Brown and N Lemmon concerning the possible formation of a Building Advisory Council.

Labour and training in the building industry, 1942–49 (2 parts) 1615

Correspondence and memoranda on the building trades, training of building labour, labour requirements for the housing program, training under the Commonwealth Reconstruction Training Scheme, and vacancies for building tradesmen. The correspondents include AH Tange, G Rudduck, A Colley, AW Paul, AS Brown and PJ Lawler.

Full employment in the building industry, 1947–49 1616

Correspondence and memoranda on building industry statistics and the building industry and the full employment policy. The correspondents include AS Brown, AW Welch, PJ Lawler and SR Carver.

CORRESPONDENCE FILES, 1941–50 A9816

Housing and the building industry, 1941–47 (2 parts) 1943/602

Correspondence, minutes and notes on the organisation of the building industry, building labour, Commonwealth–state machinery to deal with the building industry, the Building Industry Congress and the Building Industry Advisory Committee. Correspondents include AH Tange, R Mendelsohn, G Rudduck, L Ross and W Baker.

Labour requirements of the building industry, 1944–47 (5 parts) 1943/603

Correspondence, minutes, reports and statistical papers on training targets, estimates of labour employed and required, apprenticeships, occupational surveys, training facilities and expenditure, the shortage of building materials and a conference (July 1947) with unions and employers. The correspondents include HC Coombs, AS Brown, PWE Curtin, AG Colley, MW Phillips, JE Willoughby, TW Swan, JF Nimmo, PJ Lawler, R Wilson, AW Welch, S Lucas and EP Eltham.

Building methods, reforms, town planning: submissions, 1941–46 (4 parts) 1943/610

Submissions from individuals, organisations, ALP branches, trade unions and local government authorities on housing, building materials, the Commonwealth Housing Commission, building standards, construction methods, labour, home building schemes and other subjects.

Housing: building materials, 1942–44 1943/670 Pt 1

Correspondence and minutes on the availability of building materials, prices, stock accumulation, construction costs and related matters. The correspondents include HC Coombs, JG Crawford, G Rudduck, JL Knott, NG Butlin and W Baker. There are also letters from companies and other organisations dealing with specific products.

Forestry: policy matters, 1941–47 1943/714

Includes notes (23 October 1942) by AH Tange and PR Judd on forestry and timber supplies.

Building industry in South Australia: KE Newman, 1942–45 1943/858

Correspondence concerning the research of KE Newman of the University of Adelaide on the building industry in South Australia.

Experimental Building Station, 1943–47 (4 parts) 1943/1009

Reports, minutes and agenda papers (1944–45) of the board of directors of the Commonwealth Experimental Building Station and correspondence concerning the establishment of the station, its organisation and functions. The correspondents include HC Coombs, JG Crawford, LPD O'Connor, G Rudduck and D Isaacs.

Re-establishment statistics: building industry, 1943–44 1943/1030

Correspondence and notes of interviews on employment data and workforce requirements in the building industry.

University of Tasmania: housing and building research, 1943 (2 parts) 1943/1174

Surveys by B Denholm and A Crisp of the building industry in Hobart, Launceston, Devonport and Tasmania generally.

Timber industry, 1944–47 (2 parts) 1944/178

A report (4 May 1944) by S Kessell and R Turnbull on the post-war timber industry, notes of a meeting (30 May 1945) of the Inter-Departmental Committee on Timber Import Requirements, and correspondence relating to overseas sources of timber and timber consumption. The correspondents include HC Coombs, AH Tange, Sir Harry Brown, W Baker, S Kessell and NG Butlin.

Building control, 1945 1945/550

Minutes of a conference (12–13 September 1945) of Commonwealth and state officers, chaired by LJ Loder, on the control of building materials and building permits.

Statistics of males discharged from the Services and placed in the building industry, 1946 1946/18

Statistics of the distribution of male workers in the building industry (1939–45), compiled in May 1946.

Expansion and maintenance of employment in the building industry, 1946 1946/159

Correspondence and memoranda on expansion and maintenance of employment in the building industry and notes of a conference (30–31 May 1946), chaired by HC Coombs, on training and the building industry. The correspondents include FM Forde, TW Swan, AW Welch and LF Loder.

Experimental Building Station Advisory Committee: minutes, 1946–48 1946/281

Agenda papers, minutes and correspondence of the Experimental Building Station Advisory Committee, chaired by LJ Price, with G Rudduck representing the Department of Post War Reconstruction.

Experimental Building Station: conference of State Liaison Technical Officers, 1946 1946/382

Agenda papers and minutes of a conference of state liaison technical officers (18 June 1946), chaired by D Isaacs.

Statistics of production and distribution of building materials, 1946–48 (8 parts) 1946/466

Correspondence concerning statistics of the production and distribution of building materials. The correspondents include HC Coombs, LF Loder, NF Stuart and S Lucas.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1941–45 **CP80/1**

Australian production of building materials, 1943 **8/S462**

A statement (November 1943) of timber production by S Kessell, the Controller of Timber.

Timber supply: post-war, 1944 **14/S677**

A report (4 May 1944) by S Kessell and R Turnbull on the production of timber in the post-war period.

Building trades in the post-war period, 1944 **15/S703**

Correspondence and papers concerning a meeting (June 1944) between JJ Dedman and representatives of building unions in Sydney.

Department of Works and Housing

CORRESPONDENCE FILES, 1950–61 **A692**

Materials Commonwealth: cement, 1946–51 **D136 Pt 1**

Correspondence with state housing authorities and the Commonwealth Experimental Building Station on the economical use of cement in housing, cement shortages, prices, and the import, production and distribution of cement. The correspondents include N Lemmon, AW Welch, RE Banks and T Cavanagh.

Materials Commonwealth: bricks, 1946–52 **D137**

Newspaper cuttings and correspondence on brick shortages and production, closure of brick kilns, and requirements for housing. The correspondents include AW Welch, RE Banks and CH McFadyen.

Materials Commonwealth: fibrous plaster, 1945–51 **D138**

Correspondence on the production of asbestos fibre, shortages of fibrous plaster sheets, the manufacture of fibrous plaster sheets in Queensland and the supply of sisal hemp. The correspondents include HP Lazzarini, WP Ashley, AW Welch, EG Yeomans, RE Banks, I Langlands and HP Breen.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Building materials, 1940–50 (5 parts) **A325/1/5**

Correspondence of J Curtin and JB Chifley with state premiers, organisations and individuals about methods of construction, prefabricated housing, control of building materials orders, shortages of materials, state housing programs, building permits, the abolition of Commonwealth controls, Commonwealth–state conferences (12–13 September 1945, 11

August 1947) on building materials, assistance to building firms, public works priorities, the release of materials by the services, pegging of prices, and government action to stimulate production.

Housing: IDC on the Building Industry, 1944–45

K356/5/1

Correspondence between J Curtin and the state premiers about the establishment of the Inter-Departmental Committee on the Building Industry and creation of state committees.

Treasury

CORRESPONDENCE FILES, 1901–76

A571

Relaxation of building restrictions, 1944–45

1944/1114

Includes a minute from AC Joyce to JB Chifley commenting on a Production Executive submission (16 March 1944) on the control of building operations.

Post-war control of building materials and labour, 1944–49 (2 parts)

1944/1380

Correspondence and notes concerning inter-departmental committees on the building industry, production of building materials and accumulation of reserve stocks, allocation of priorities for building works, shortages of materials, the draft White Paper on the building industry (March 1946), and expansion of employment in the building industry. The correspondents include HC Coombs, HJ Goodes, R White, TW Swan and PW Nette.

Further reading

Allport, Carolyn, 'Left off the agenda: women, reconstruction and New Order housing', *Labour History*, no. 46, 1984, pp. 1–20.

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Bunning, Walter, *Homes in the Sun: the past, present and future of Australian housing*, WJ Nesbit, Sydney, 1945.

Bunning, Walter (ed.), *The Housing Problem in Australia*, Angus and Robertson, Sydney, 1947.

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Greig, Alastair, *The Stuff Dreams are Made of: housing provision in Australia 1945–1960*, Melbourne University Press, Melbourne, 1995.

Mendelsohn, R, 'The housing problem', *Australian Quarterly*, vol. 17, 1945, pp. 52–8.

Troy, Patrick, *Accommodating Australians: Commonwealth Government involvement in housing*, Federation Press, Sydney, 2012.

16 Town and regional planning

Town planning

Two of the early appointments made by HC Coombs to the Department of Post War Reconstruction were the Melbourne architect Grenfell Rudduck and the Sydney architect Walter Bunning. Both men had a strong interest in town planning, an interest shared by members of the Commonwealth Housing Commission. In 1943–44 town planning loomed large in the discussions among research officers, commission members and planning advocates. The latter were mostly based in Melbourne and included Sir James Barrett, Frank Heath, Oswald Burt and Ernest Fuchs. Within the department, a considerable amount of research was undertaken on planning legislation in the states and various countries, housing densities, the training of planners and other topics. Coombs himself took a considerable interest in the subject, particularly its economic, social, political and demographic aspects.

A town planning committee, with Heath as the convenor, was set up in January 1944 to assist the Housing Commission. There were personality clashes and it was relatively ineffective. Nevertheless, town planning was prominent in each of the reports of the commission, including the final report of 28 August 1944. Part V contained lengthy sections on housing density and replanning existing towns, and it touched on problems of transport; distances between home, work and shops; and lack of sufficient space for parks and playgrounds. Its recommendations included the need for each state to have effective town planning legislation, financial assistance by the Commonwealth to local governments or regional councils undertaking replanning schemes, and the establishment of a National School of Physical Planning, with an overseas town planner as director. It proposed a Commonwealth Regional and Town Planning Council be created to promote and coordinate policies, especially concerning the use and development of land, the distribution of population and industrial activities, and improvement of urban living conditions.

A month later Rudduck wrote to Coombs on the need for a Commonwealth town planning policy to ensure that state legislation required under the housing agreement was effective. The policy should cover the training of town planners, support for initiatives at the local level and financial provisions to enable local authorities to redevelop blighted areas. He suggested that a Commonwealth Town Planning Bureau be set up to provide a postgraduate course, investigate problems common to several states, and assist with town planning problems in Commonwealth territories. Sir Harry Brown supported Rudduck, arguing that the Commonwealth had to give the lead to the states in developing a national town planning policy.

On 10 November 1944 Cabinet gave its approval for the establishment of a Commonwealth Town Planning Bureau. Coombs proposed that it would conduct special investigations for state town planning services, provide training facilities for town planning courses, undertake the planning of towns in Commonwealth territories, collect information on town planning in Australia and overseas, and coordinate research work in the states. Like the Commonwealth Experimental Building Station, the bureau would have a board of directors and would be responsible to the Minister for Post War Reconstruction. Joseph Carrodus and Roland Wilson supported the proposal, but Louis Loder argued that the bureau be part of the new works authority. In his reply to Loder, Coombs stressed the distinction between initial planning of towns, where the emphasis was on social and economic aspects, and detailed development, where architectural and engineering considerations were paramount.

A Commonwealth–state conference on town planning, chaired by Coombs, was held on 12 April 1945. The non-Labor states, Victoria and South Australia, declined to be represented on the grounds that they already had town planning legislation. The state delegates were initially suspicious about the Commonwealth’s interest in town planning, but the possibility of Commonwealth financial aid and assistance with training and research won over most of them. The conference resolved that a town planning bureau should be set up in Canberra to provide a secretariat for conferences, be a clearing house for ideas, and organise the publication and distribution of technical information.

Another Cabinet paper was prepared which summarised the resolutions of the conference. It sought approval for the town planning bureau and Commonwealth financial assistance for state town planning services and training courses. On 2 July 1945 Cabinet deferred consideration until after the forthcoming premiers conference. Aware of Treasury opposition to the Commonwealth offer of funding, Rudduck argued that the sums involved were very small and the benefits involved would probably exceed any other form of social service. He referred to the fact that 100,000 people had visited a town planning exhibition which the department had organised in Sydney, Brisbane and Newcastle in 1944. At the premiers conference on 23 August 1945 there was the most perfunctory discussion of town planning after Dedman had summarised the conference resolutions. Albert Dunstan said it was a state responsibility, whereupon Chifley swiftly concluded that the resolutions of the conference of officers were opposed by the premiers. The town planning bureau was not even mentioned. JG Crawford, who was present at the conference, privately urged that the resolutions be re-submitted, but Dedman was indecisive. Coombs was disappointed, believing that the premiers of the smaller states would have welcomed the proposals. Aware, however, of Treasury opposition, he decided that the town planning bureau would have to be abandoned. The Department of Works and Housing set up a town planning section, which dealt with planning in Commonwealth territories, but after 1945 the Department of Post War Reconstruction was no longer an advocate of national town planning policy in the broadest sense.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–40 **A2700**

Town planning, 10 November 1944 **749**

Town planning, 2 July 1945 **749A**

Commonwealth Housing Commission

GENERAL CORRESPONDENCE FILES, 1943–44 **A11676**

Appointment of a town planner, 1943 **HC1943/129**

Includes a letter (17 November 1943) from JG Crawford to LPD O’Connor referring to the engagement of F Heath to carry out work on town planning and the formation of a town planning committee to advise the Housing Commission.

Housing and Town Planning Exhibition, 1943–44 **HC1944/2**

Correspondence of LPD O'Connor, L Ross and J Oldham about the Town Planning and Housing Exhibition organised by the Department of Post War Reconstruction and held in Sydney in August 1944.

FINAL REPORT, 1944

MP781/4

Final report of the Commonwealth Housing Commission, 25 August 1944 1

Part 5 of the report dealt with regional and town planning, while part 16 contained recommendations on community facilities.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50

A9816

Town Planning Association of New South Wales, 1942–43 1943/183

Includes a letter (18 June 1943) from B Ford to J Curtin stating that post-war housing problems would only be overcome by enacting town planning legislation and appointing a Town Planning Commissioner.

Town Planning Association of Victoria, 1941 1943/304

Letter (20 August 1941) from F Heath to HV Evatt offering the services of the Town Planning Association of Victoria as an expert advisory body.

Town planning: research and policy, 1942–45 (2 parts) 1943/1423

Papers on town planning and correspondence mainly between officers of the Department of Post War Reconstruction and the Commonwealth Housing Commission. They include memoranda by CV Howard, JS Gawler, F Heath, G Rudduck and WR Bunning and papers relating to the town planning committee chaired by Gawler. The later papers document the attempts of the department to establish a role for the Commonwealth in town planning and include letters from HC Coombs to JB Chifley and JJ Dedman.

Town planning: correspondence, 1943–48 1944/423

Miscellaneous correspondence on aspects of town planning, including letters from Sir James Barrett, FO Barnett, WR Bunning, L Irwin and G Rudduck.

Town Planning Committee, 1943–44 1944/424

Correspondence, minutes of meetings and reports of the town planning committee, set up by the Commonwealth Housing Commission in January 1944, with JS Gawler as chairman and F Heath as convenor. The correspondents include Gawler, Heath, FO Burt, LPD O'Connor and HC Coombs.

Town planning policy: Cabinet submission, 1944–45 1944/491

Correspondence and departmental minutes on town planning policy, the drafting of Cabinet submissions for JB Chifley and JJ Dedman, proposals for a Commonwealth town planning bureau, the clash between the Treasury and the Department of Post War Reconstruction at the premiers conference in August 1945, and the role of the Department of Works and Housing in town planning. The correspondents include HC Coombs, JG Crawford,

G Rudduck, L Ross, WR Bunning and LF Loder.

Town Planning Conference, 1945 **1945/120**

Correspondence about town planning and minutes of a conference (12 April 1945) of Commonwealth and state officers, chaired by HC Coombs.

Town planning: proposed visit of Prof. Abercrombie, 1945–49 **1945/595**

Correspondence of AS Brown concerning the visit to Australia of the British town planner Sir Patrick Abercrombie and the *Re-planning Britain* exhibition which toured Australia in 1948.

St Mary's munitions factory: town planning, 1946–49 **1946/136**

Correspondence concerning the planning of the St Mary's industrial site in Sydney and the decision of the Commonwealth Government in 1949 to provide part of the funds for town planning at the site. The correspondents include JJ Cahill, JJ Sheils and AS Brown.

Commonwealth Town Planning Bureau, 1944–45 **1947/101**

Papers and correspondence concerning the proposed Commonwealth Town Planning Bureau, including notes on personnel, costs and training facilities, and letters of HC Coombs, G Rudduck and LF Loder.

Department of Works and Housing

CORRESPONDENCE FILES WITH G (GENERAL) PREFIX, 1942–50 **B95**

Town planning: development of organisation within Department of Works and Housing, 1945–49 **G6220**

Correspondence and reports on the establishment of the town planning section within the Department of Works and Housing, the division of functions with the Department of Post War Reconstruction, the training of town planners, work and staffing of the section, and its transfer from Sydney to Canberra. The correspondents include LF Loder, LJ Price, CV Howard, CA Hoy, WE Potts and HC Coombs.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Town planning, 1936–48 **Q356/5/1 Pt 1**

Correspondence (1944–45) between J Curtin and FM Forde and state premiers concerning town planning in relation to post-war housing and works programs and a conference (12 April 1945) of Commonwealth and state officers on town planning. There is also a letter (8 October 1947) from JM Baddeley to JB Chifley on the development of the County of Cumberland in New South Wales.

Treasury

CORRESPONDENCE, 1901–76 **A571**

Town planning, 1944–45 **1944/3961**

Minutes of HJ Goodes to the Treasurer commenting on the two Cabinet papers on town planning and recommending that the Commonwealth confine its interest to the establishment of the town planning bureau.

Community centres and facilities

Architects and town planners were insistent that community facilities should not be neglected in any housing project. In 1942 the Melbourne social reformers FO Barnett and WO Burt wrote in their book *Housing the Australian Nation* that good housing could not achieve its full function without adequate community amenities. The community centre should be the key point of every housing development. In December 1943 Rudduck told Coombs that in England the need for community facilities had become obvious after World War I, when new housing estates were found to lack elementary communal facilities and centres of social life. He urged that standards for communal facilities be defined, model centres established, suitable locations be found, and that provision of community facilities be made a condition of Commonwealth grants to the states for housing.

In its final report in August 1944, the Commonwealth Housing Commission recommended that in planning all new areas and re-planning existing built-up areas, land and buildings should be provided for minimum community facilities. They were defined as shops, playing areas, infant health and preschool child welfare centres, schools and meeting halls. In every large housing project, land should be allotted for kindergartens, club and meeting rooms, libraries, swimming pools and adult health centres. The commission also recommended that a Commonwealth Community Facilities Committee be established under the proposed Commonwealth Planning Authority to review standards of community facilities, undertake research and allocate finance to approved state projects. The Commonwealth should also finance model community centres in each state. In making its recommendations, the commission drew on the work of a community facilities committee, chaired by Lloyd Ross, which met intermittently during 1944.

In July 1944 Ross drafted a Cabinet paper on community facilities. It stated that there was a widespread demand for measures which would enable wartime group activities of a cultural, political, social and recreational character to continue in peacetime. It sought Cabinet approval for Commonwealth financial assistance in establishing experimental community centres, provided that there was a strong local movement and the state governments were willing to assist. The Department of Health approved the draft, but the Treasury was wary. Chifley seemed initially supportive, but doubted that Curtin would react favourably. In April 1945 Treasury officials told Rudduck that they could not support the proposals, as they were too vague and likely to lead to extravagances. The view of the Treasurer was that they should get the houses built first. The submission did not reach the Cabinet Room.

Lloyd Ross remained a great advocate of community centres, declaring in 1945 that 'the community movement is one of the most hopeful in Australian educational, cultural and democratic history'. He had spent some time in Britain in 1942-43 studying community groups and was inspired by their spontaneity and enthusiasm for planning a better world. In Australia he was similarly inspired by the community groups and cooperative enterprises that he discovered in Nuriootpa in the Barossa Valley. He persuaded Coombs and Chifley to visit the town and, in Coombs's words, Nuriootpa became 'a living proof that local and community initiative was capable of effective action'. Under Ross's leadership, the Public Relations Division of the Department of Post War Reconstruction became a clearing house

for information and advice about community amenities and developments throughout Australia and in other countries. It issued a *Community Activities Bulletin*, which discussed such matters as sites and standards, constitutions of community centres, cultural facilities, training youth leaders, kindergartens and physical recreation.

Department of Health

CORRESPONDENCE, 1925–49 **A1928**

National fitness: Community Facilities Committee, 1944–45 (2 parts) **783/17**

Reports and minutes of the Community Facilities Committee, chaired by L Ross, and associated correspondence, memoranda, articles and copies of the *Community Activities Bulletin*. The correspondents include Kathleen Gordon, who represented the Department of Health on the committee, JHL Cumpston, HC Coombs and L Ross.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

Housing: community facilities, 1943–46 (2 parts) **1943/1446**

Correspondence, memoranda, reports and publications on community centres and facilities, including sites for model community centres, standards for community centres, the work of the Community Facilities Committee, a draft Cabinet agenda on experimental community centres, community facilities in rural areas, and recommendations of the Commonwealth Housing Commission. The principal correspondents are L Ross, G Rudduck, HC Coombs, JHL Cumpston and Kathleen Gordon.

Community Facilities Committee, 1944–45 **1944/333**

Agendas, minutes and reports of the Community Facilities Committee, chaired by L Ross, and letters of HC Coombs, GT Chippindall and G Rudduck.

Community facilities: correspondence, 1943–49 (2 parts) **1944/334**

Correspondence on experimental community centres, surveys of community facilities, developments in particular cities and towns, a visit by JB Chifley to Nuriootpa (August 1944), requests for Commonwealth assistance to local communities, and relations between the Department of Post War Reconstruction and community centres, schools, planning committees, community associations and local authorities. The correspondents include JB Chifley, JJ Dedman, HC Coombs, L Ross, G Rudduck and HJ Goodes.

***Community Activities Bulletins*, 1945–47 (2 parts)** **1945/393**

Copies of the *Community Activities Bulletin*, published by the Department of Post War Reconstruction, recording community developments in suburbs, towns and cities throughout Australia, the constitutions of community centres, and the work of community centre associations and progress associations.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1941–45 **CP80/1**

Community centres: immediate needs and future developments, 1945 **Bundle**
24/S1030/4

Draft Cabinet paper on community centres, prepared by the Department of Post War Reconstruction but not submitted to Cabinet.

Treasury

CORRESPONDENCE, 1901–76

A571

Community centres: financial assistance for establishment, 1944–60 (3 parts)
1957/3574

Correspondence (1945) between the Treasury and the Department of Post War Reconstruction and minutes by HJ Goodes to the Treasurer commenting on a draft Cabinet agenda proposing Commonwealth assistance towards the establishment of community centres. The correspondents include JB Chifley, JJ Dedman, L Ross, HJ Goodes, HC Coombs and AS Brown. The later records mostly comprise copies of the *Community Activities Bulletin* and letters from local councils and organisations seeking financial assistance from the Commonwealth.

Regional planning

Advocates of regional planning in Australia in the 1940s often cited the writings of overseas authorities, such as Lewis Mumford, Patrick Geddes and Patrick Abercrombie, and overseas developments, such as commissions of inquiry, plans and legislation in Britain, and the work of the National Resources Planning Board and the Tennessee Valley Authority in the United States. In some contexts regional planning was a form of physical planning, encompassing green belts, industrial zoning, transport, and power and water supplies. Others interpreted it much more broadly to cover not only land use but the location and movement of people and industries, public health, and the power and initiative of local communities.

Within the Department of Post War Reconstruction, there was a spirited debate in 1943 between the architects and economists about the value of regional planning. The architects claimed that it was a scientific method, which ensured that planning was in harmony with the social and economic life of the community. The economists were more sceptical, arguing that regionalism had limited application in Australia and would be resisted by state governments. Winding up the debate, JG Crawford concluded that the department should promote the coordination of administrative services at the local level and provide advice about the resources of particular areas and regional problems, such as soil erosion, transport deficiencies and housing shortages.

Following the advice of Crawford and Coombs, the Prime Minister wrote to the premiers on 14 October 1943 suggesting a meeting to discuss cooperation in regional planning. He considered that governments should encourage the formation of regional organisations, as they could assist in dealing with problems such as land use and they enabled the people most closely concerned with problems to have a part in developing policies. Coordinating the work of local organisations was primarily the task of state governments, but the Commonwealth also needed to be aware of the connections between local needs and national developmental projects. Coombs and Crawford discussed the subject at a meeting with state officers on 30 March 1944 and it was then included in the agenda of the premiers conference in August 1944. The premiers were surprisingly receptive, some of them

expressing a commitment to regional planning and decentralisation. Several resolutions were passed, dealing with the need for states to define regional boundaries for purposes of development and decentralisation, the formation of regional bodies to advise the Commonwealth and state governments, and the compilation of regional resources surveys according to principles agreed on by the governments.

These resolutions led to some action. By 1946 all the states had set up regional boundaries committees which recommended the creation of regions, ranging from 25 in Queensland to six in Tasmania. Some Commonwealth and state government departments adjusted their subdivisions to correspond to the new regions. Advisory committees were set up in the regions in New South Wales, Victoria and Tasmania. A large number of regional resources surveys were produced by the Regional Planning Division of the Department of Post War Reconstruction, the Division of Reconstruction and Development in New South Wales, and the Central Planning Authority in Victoria. By 1947, however, a sharp divide was apparent, with Queensland, South Australia and Western Australia showing little interest in regional planning. The Queensland official Colin Clark had a passionate interest in regionalism and decentralisation, but it was not shared by his premier.

The Department of Post War Reconstruction organised conferences on regional planning with state liaison officers in 1945 and 1947, but its hopes of productive Commonwealth–state collaboration were largely thwarted. The exception was the Murray Valley region, which crossed the boundaries of three states. An active Murray Valley Development League was formed in August 1944 and it established close contacts with Commonwealth officers such as Crawford and Allen Brown. In 1945 they persuaded Dedman and Chifley to press for the creation of a Murray Valley developmental body similar to the Tennessee Valley Authority, but the premiers reacted in horror to the suggestion that any of their powers should be delegated to a regional authority. They relented a little at the 1946 premiers conference and agreed to a committee being formed, chaired by Brown, to coordinate work on a resources survey of the Murray Valley. Edited by the Regional Planning Division, it took a year to complete and was a substantial work; the final version published in 1952 totalled 369 pages. Information was supplied by several Commonwealth departments, as well as numerous government agencies in New South Wales, Victoria and South Australia. Subsequently, there were further moves to establish a commission to develop the Murray Valley, but nothing eventuated.

The Regional Planning Division was active in disseminating information about regional developments through articles, pamphlets and other publications. In 1946 it began publishing a bulletin *Regional Developments in Australia*, which was superseded by the *Regional Development Journal* in 1949. In 1948–49 it produced a multi-volume bibliography of regional planning and also a history and review of regional planning developments throughout Australia.

Department of Commerce and Agriculture

CORRESPONDENCE FILES, 1948–56

A609

Regional planning, 1947–52

255/8/4

Agenda papers, minutes and correspondence relating to the conference of Commonwealth officers on regional planning in September 1947 and reviews of mapping and resources surveys. The correspondents include JG Crawford, CR Lambert and JV Moroney.

Department of Post War Reconstruction

UNREGISTERED PAPERS AND REPORTS OF REGIONAL PLANNING DIVISION, 1944–51 A688

Regional planning: conference with State officers, 30 March 1944 22

Minutes of a conference (30 March 1944) of Commonwealth and state officers on regional planning (chairs: HC Coombs and JG Crawford).

Conference of Commonwealth and State officers on regional planning, 11 April 1945 23

Notes on agenda items of a conference (11 April 1945) of Commonwealth and state officers on regional planning.

Regional planning conference of Commonwealth and State Ministers, 20 August 1945 24

Notes on regional planning prepared for the premiers conference (20 August 1945).

Regional planning conference of Commonwealth officers, 3 September 1947 25

Agenda papers and minutes of an inter-departmental conference (3 September 1947) on regional planning (chair: AS Brown).

Conference of Commonwealth and State regional planning officers, 15–16 September 1947 26-27

Agenda papers, minutes and draft of *Regional planning in Australia*.

Conference of Commonwealth officers, 20 April 1948 28

Agenda papers, list of regions and other papers.

***Regional Planning Developments Abroad*, nos 1–8, 1946–47 31**

***News Summary: Regional Planning Developments in Australia*, nos 1–33, 1945–48 33-34**

CORRESPONDENCE FILES, 1941–50 A9816

Regional planning: policy, 1943–46 (2 parts) 1943/1175

Minutes and correspondence on the value of regional planning, the establishment of regional organisations, resolutions of the 1944 premiers conference, developments in the states, and the establishment of the Regional Planning Division in 1945. The correspondents include HC Coombs, JG Crawford, PA Dorrian, GG Firth and G Rudduck.

Regional planning: miscellaneous correspondence, 1943–47 1943/1176

Correspondence and notes on regional planning in the states and in overseas countries and publications on regionalism.

Regional and town planning: university courses, 1943–46 1943/1369

Correspondence of HC Coombs, WR Bunning, G Rudduck and others on courses in town and country planning and the appointment of town planners.

Murrumbidgee Regional Convention, 1944 **1944/313**

Correspondence on the Murrumbidgee Regional Convention at Wagga Wagga, New South Wales, in June 1944 which discussed post-war planning and development.

Murray Valley regional planning, 1944–46 (4 parts) **1944/404**

Correspondence concerning regional planning in the Murray Valley, the Yarrawonga conference in August 1944, the Tennessee Valley Authority, cooperation with state governments, the enlargement of the Hume Dam, and a ministerial conference in May 1945. The correspondents include FM Forde, JB Chifley, HC Coombs, JG Crawford and PA Dorrian.

Regional resources surveys, 1944–47 **1944/432**

Minutes and correspondence concerning resources surveys and mapping in the states and the Northern Territory. The correspondents include JG Crawford, W Lockwood and JR Hocking.

Regional planning conference, 1945 **1945/7**

Agenda papers, a transcript of proceedings of a conference of Commonwealth and state officers on regional planning in April 1945 and related correspondence.

Commonwealth departments and regional planning, 1944–45 (4 parts) **1945/53**

Responses from Commonwealth ministers and departments to circular letters from the prime minister and the Department of Post War Reconstruction inquiring about policies and developments in regional planning. Later correspondence deals with planning and mapping in particular departments, such as the Commonwealth Employment Service and the Bureau of Mineral Resources. The correspondents include JG Crawford, AS Brown, HW Allen, G Rudduck and CR Lambert.

Bibliographical work of Regional Planning Division, 1945–50 (4 parts) **1945/325**

Correspondence about bibliographies and reports prepared by the Regional Planning Division and the acquisition of reports and publications.

Regional planning ACT, 1945–50 **1946/58**

Correspondence with the Department of the Interior and the Department of Works and Housing about a report on the development of Canberra and Jervis Bay, prepared by the Regional Planning Division in 1945. The later correspondence refers to population trends and industrial development in Canberra. The correspondents include AS Brown, HP Breen, HW Allen and CR Lambert.

Hunter River Valley, 1944–49 **1946/181-91**

Correspondence and notes relating to proposed collaboration between the Commonwealth and New South Wales in regional planning in the Hunter Valley and a resources survey by the Department of Post War Reconstruction in 1946. The correspondents include FM Forde, WJ McKell, HC Coombs, JG Crawford, G Rudduck, AS Brown, J Shaw and HW Allen.

Correspondence with State departments, 1943–50 (3 parts) 1946/299

Correspondence of HC Coombs, JG Crawford and AS Brown with state liaison officers concerning regional planning in the states, the establishment of regional committees and boundaries, resources surveys and the decentralisation of industry.

Regional planning: correspondence within the Department, 1944–50 1946/300

Minutes of AS Brown, G Rudduck, HW Allen, CR Lambert and others concerning the work of the Regional Planning Division and major planning and developmental projects.

Regional planning: conference with state liaison officers, 1946–50 (2 parts) 1946/317

Agenda and minutes of a conference (September 1947) of Commonwealth and state regional planning officers, chaired by AS Brown, and related correspondence.

Regional planning publicity, 1946–49 (4 parts) 1946/383

Correspondence on the compilation and publication of *Regional Planning Developments in Australia* and other publications, the distribution of resources surveys and bibliographies, national mapping, town planning schemes and other topics.

Murray Valley resources survey, 1946–50 (9 parts) 1946/438

Agenda papers and minutes of the Murray Valley Resources Survey Committee, chaired by AS Brown, and correspondence with members of the committee and Commonwealth and state departments and agencies which contributed to the survey. The correspondents include AS Brown, C Hartnett, WJ Jungwirth, JG Crawford, JK Taylor and JR Hocking. The survey report was completed in August 1947 and later revised and published in 1952.

History of regional planning, 1946–47 (2 parts) 1947/64

A report of progress and drafts of a record of regional planning in Australia, compiled by HW Allen and originally produced for internal use.

Hume Dam and Murray Valley: deputation from Murray Valley Development League, 1947–49 1947/77

Correspondence concerning a deputation from the Murray Valley Development League to JJ Dedman and N Lemmon in March 1947 and later proposals for a Murray Valley Development Coordinating Commission.

Conference of Commonwealth officers on regional planning, 1947 1947/298

Agenda notes and minutes of an inter-departmental conference on regional planning, chaired by AS Brown, in September 1947.

Regional planning reports: correspondence, 1946–50 1947/311

Correspondence concerning the distribution of planning reports, resources surveys, bibliographies and other publications.

Commonwealth–State Regional Planning Committee, 1947–49 1947/328

Correspondence concerning a meeting of a sub-committee on regional planning, set up in September 1947, and the compilation and publication of *Regional Planning in Australia*:

a history of progress and review of regional planning activities throughout the Commonwealth (1949).

Regional Development Journal, 1949–52

1949/22

Correspondence of HW Allen and others, mainly with Commonwealth agencies, concerning the compilation of the *Regional Development Journal*, which in 1949 superseded the bulletin *Regional Planning Developments in Australia*. In 1950 it was taken over by the Department of National Development and continued to appear until 1955.

Department of the Interior

CORRESPONDENCE FILES, 1946–

A431

Regional planning: ACT and Jervis Bay, 1946–47

1948/41

Correspondence, notes by CS Daley, and notes of an inter-departmental meeting concerning proposals of the Department of Post War Reconstruction for the development of Canberra and Jervis Bay and the surrounding region.

ACT–Jervis Bay preliminary plan for development, 1945

1948/41 Att. 2ACT

A preliminary report prepared by the Regional Planning Division of the Department of Post War Reconstruction on the development of the ACT and Jervis Bay in relation to the surrounding area (December 1945).

Future development of Canberra: suggestions by WE Dunk, 1947–51

1950/2962

Correspondence concerning proposals of WE Dunk on the development of Canberra and minutes and a report of an inter-departmental committee, chaired by JA Carrodus and later WA McLaren, on the development of Canberra (1947–50).

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50

A461

Post war reconstruction: regional planning, 1943–50 (2 parts)

L387/1/1

Correspondence mainly between J Curtin and JB Chifley and state premiers concerning Commonwealth–state conferences on regional planning in 1944, 1945 and 1947 and with ministers on the regional planning activities of Commonwealth departments.

Further reading

Auster, Martin, 'The origins of the Australian regional and metropolitan planning movement 1900–1940', *Journal of Australian Studies*, no. 21, 1987, pp. 29–39.

Bunning, Walter, *Homes in the Sun: the past and future of Australian housing*, WJ Nesbit, Sydney, 1945.

Freestone, Robert, 'The shattered dream: postwar modernism, urban planning and the career of Walter Bunning', *Environment and Planning A*, vol. 28, no. 4, 1996, pp. 731–52.

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- Holmes, J McD, *The Geographical Basis of Government Specially Applied to New South Wales*, Angus and Robertson, Sydney, 1944.
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- Ross, Lloyd, 'Building community and nation', *Meanjin Papers*, vol. 4, no. 1, 1945, pp. 5-8.
- A Township Starts to Live: the valley of Barossa, South Australia's new community*, Common Cause, Adelaide, 1944.
- Troy, Patrick, *Accommodating Australians: Commonwealth Government involvement in housing*, Federation Press, Sydney, 2012.
- Windeyer, R, 'Community centres', *Australian Quarterly*, vol. 17, no. 1, 1945, pp. 61-73.

17 Northern Australia

Throughout World War II and the immediate post-war years, newspaper reports and commentaries on Northern Australia were usually headed 'Empty North', 'Forgotten North' or 'Neglected North'. RG Casey, who visited the Northern Territory in 1947, used a variant, 'Our Cinderella North', for a series of articles on northern development. Since the earliest settlements in the 19th century, Northern Australia had always been under-populated and under-developed. However, the Japanese bombing of Darwin, Katherine and Broome in 1942–43 and the subsequent despatch of tens of thousands of Australian and Allied servicemen to Northern Australia meant that for the first time many Australians had at least some awareness of the region.

In December 1944 Sir Thomas Blamey, the Commander-in-Chief of the Australian Army, told the Prime Minister that the war had shown how vital the Northern Territory and north-west Australia were to the defence of Australia. Long-term development of the region was bound up with its defence and he pointed out the need to coordinate plans for soldier settlement, the absorption of migrants and re-establishment of Darwin. The reversion of the Northern Territory to civil control might be the opportune time to develop a long-term policy for Northern Australia. In September 1945 HC Coombs cited Blamey when arguing that development of the north was essential for Australian security. It would involve heavy capital investment in the construction of towns and cities, transport facilities, water conservation projects and other public works, as well as a major immigration program. He suggested to Dedman that the whole of Northern Australia could be declared a defence zone for 25 years. A Commonwealth developmental authority could then be set up to undertake surveys, resume land for defence and development purposes, plan and construct works and housing, operate transport services, and sponsor primary and secondary industry. Dedman and his colleagues backed away from such a grand scheme but, supported by the premiers of Queensland and Western Australia, they did take steps to promote the development of Northern Australia.

Darwin

In Darwin the term 'reconstruction' had a more tangible meaning than anywhere else in Australia. During the war, virtually its entire civilian population had either been evacuated or killed. After the first bombings in February 1942, most of the Northern Territory was placed under military control, the Administration was transferred to Alice Springs and the civilian population of Darwin, which in December 1941 totalled 5800, fell to a mere 15 in May 1944. By that time, the non-Aboriginal population of the entire Northern Territory was only 1528. By the end of the war, very few buildings were left standing in Darwin: the Japanese bombings, fires, looting by soldiers and others, and the demolition of buildings by the army had all taken their toll. The Administrator, CLA Abbott, returned to Darwin in August 1945, but emergency control regulations continued until late in 1946. Federal Cabinet had decided in 1943 that the Commonwealth should acquire all freehold land in and around Darwin and grant leasehold to residents, as was the case in Canberra. The Darwin Lands Acquisition Act was passed in August 1945.

In August 1944 Coombs chaired a meeting on the re-planning of Darwin and expressed concern that no works proposals had been received for Darwin. Cabinet responded by setting up an inter-departmental committee, chaired by Joseph Carrodus, with representatives of the departments of the Interior and Post War Reconstruction, the Commonwealth Railways and the service departments. It was to report on the post-war

requirements of Darwin and the surrounding region, including population and employment estimates, use of wartime facilities, public works, building and housing, commercial development, and planning and administrative resources. A working party comprising Grenfell Rudduck, CV Howard and AR Miller made two visits to Darwin and Katherine and produced reports on town planning, resources surveys, population estimates, the cattle industry, and the economic and commercial development of Darwin. Rudduck and Howard, who were both professional architects, were highly critical of the Darwin town plan that Ronald McInnis had produced in 1940. They considered that it was too conservative and did not take into account the likely rapid population growth after the war. On the other hand, Abbott and his colleagues in the Administration supported the McInnis plan and were unhappy about the radical changes to the town proposed by Canberra 'theorists'.

The Darwin Committee met several times in 1944–45 and eventually decided to scrap the McInnis plan. A new plan was prepared by the Department of Works and Housing. Population estimates were contentious, with the Department of the Interior suggesting a modest post-war figure and the Department of Post War Reconstruction proposing a much higher figure. The committee finally recommended that planning be based on the assumption that the post-war population of Darwin would ultimately be 23,500. In July 1946, after further consideration, Cabinet accepted a revised figure of 17,000. With only short-term leases permitted, the rebuilding of Darwin proceeded slowly and it was not until the early 1960s that its population reached this figure.

Northern development

In December 1944 the Western Australian Premier, John Willcock, informed Curtin that an expert committee chaired by Russell Dumas was preparing a development plan for the north-west of the state. He was anxious to cooperate with the Commonwealth and Queensland in the development of Northern Australia. Ned Hanlon, the Queensland premier, agreed to the proposal and in September 1945 Cabinet endorsed the formation of the Northern Australia Development Committee. It was chaired by Coombs and the other members were Carrodus (Interior), AEV Richardson (CSIR), W Rogers (Queensland) and Dumas (Western Australia). Rudduck was the Executive Officer, succeeded by Frederick Rose in 1947. The committee met six times in 1946–48 and reports of each meeting were submitted to a policy committee comprising the Prime Minister, the Minister for the Interior and the premiers of Queensland and Western Australia.

Rudduck prepared numerous reports on aspects of northern development and in late 1946 began working on a general report. Drafts were sent to Commonwealth departments and agencies for their comments and the final report, a substantial volume, was presented to a policy committee in May 1947. It was extremely wide-ranging, covering taxation, medical services, education, transport, housing, farm and station improvements, the pastoral industry, mining industry, marine industries, agriculture and forestry, secondary industries, power and fuel, mapping and air photography. The committee believed that the most lasting development would be achieved by concentrating on specific areas and applying the techniques of regional survey and development. It suggested priority be given to the Victoria–Ord River, Darwin–Katherine and Burdekin River regions. It recommended the creation of a permanent body responsible for further development.

Many of the recommendations of the Northern Australia Development Committee were endorsed by a Cabinet sub-committee in August 1947, but some were rejected. Chifley

seemed to lose interest in the subject and Hanlon accused him of merely glancing at the report and throwing it away. Chifley was probably influenced by the Treasury, which was critical of many aspects of the report. It considered that roads and education were state matters, dismissed the Burdekin River proposals, and demanded that the settled districts of northern Queensland be excluded from the definition of 'Northern Australia'. He may also have been influenced by the view expressed by the defence committee that the development of Northern Australia was not an immediate necessity, thus contradicting the former Commander-in-Chief. The Department of External Affairs took a different view, arguing that northern development should be considered in the context of immigration policy and the growing interest of South-east Asia in Australia. The Northern Australia Development Committee was not formally dissolved, but no further meetings were held after February 1948 and a permanent developmental agency was not created.

Beef industry

In its final two years, the interest of the Chifley government in Northern Australia was largely confined to the development of the beef industry. A British food mission, led by Sir Henry Turner, toured Australia in April 1948. In a report to the government, Turner proposed that, in exchange for a long-term assurance of an unlimited British market, the Commonwealth and state governments should embark on a long-term plan of increasing meat production. CR Lambert became Director of Regional Development in August 1948 and in the next year devoted much of his time to preparing reports on road making, stock route improvement, port facilities and schemes for water conservation. At the same time, Jack Kelly of the Bureau of Agricultural Economics began the first of his tours of the cattle stations of Northern Australia that were to result ultimately in his comprehensive 1952 report on the beef cattle industry. In 1949 a Cabinet sub-committee was set up, chaired by Dedman, which approved the construction of feeder roads and improved stock routes in areas extending from the Ord River to the Queensland Channel Country, the construction of a meatworks at Darwin and various measures for station development. As a result of these improvements, beef production would increase by 60,000 tons a year. Cabinet decided in August 1949 that a long-term agreement should be negotiated with the British government. The negotiations were continued by the Menzies government and a 15-year meat agreement between Britain and Australia came into force in June 1952.

Grenfell Rudduck wrote in 1950 that the Northern Australia Development Committee had at least convinced the people of Northern Australia that, for the first time, the Commonwealth Government was doing something about the development of the region. In his memoirs, published in 1981, Coombs concluded that the Northern Australia Development Committee was 'an instructive failure'. It showed that knowledge and research were prerequisites for development and that greater resources needed to be given to research agencies. Prompted by the committee, some research agencies began surveying Northern Australia in the immediate post-war years. In 1948 LC Noakes of the Bureau of Mineral Resources surveyed the geology and mineral resources of the Katherine-Darwin region. He worked in close association with CS Christian of the Land Survey section of CSIR, who in 1946 began a series of surveys of the land systems of northern Australia. He concluded that the Daly River basin was the only land system that appeared to be highly suitable for agriculture. Following his report, CSIR took over from the army the Katherine Experimental Research Station, where trials were carried out on peanuts, cotton, sorghums and other summer crops. Another CSIR research station, jointly funded with the Western Australian government, was set up at the Ord River.

Welfare of Aboriginal people

Coombs also regretted that the concept of development in 1945–49 had not taken account of ‘the environmental context and the presence of an Aboriginal population closely identified with the land’. In 1945 he had argued that the Commonwealth had a moral responsibility for the welfare of both traditional and detribalised Aboriginal people and supported the idea of a Commonwealth Bureau of Aboriginal Affairs. He was blocked by Carrodus, who pointed to the Commonwealth’s failure in the 1944 referendum to secure the necessary constitutional power. Carrodus also stressed that ‘the Aboriginal problem’ varied from state to state. On the initiative of the Queensland government, the ‘welfare and development of the native inhabitants’ was added to the terms of reference of the Northern Australian Development Committee. The subject was discussed briefly at one meeting of the committee. In the absence of Coombs, Carrodus stressed that it was a matter of coordinated policy rather than centralised control. Russell Dumas objected even to proposals for coordinated policy and the committee backed away.

When Rudduck was drafting the report of the committee in April 1947, he included references to the devastating effects of European settlement on Aboriginal people and the need to avoid future disasters by interpreting ‘development of the native inhabitants’ in the broadest sense. Carrodus and other members were alarmed and the offending paragraph was omitted from the report. Instead, the committee left it to state and Northern Territory officials to meet and discuss common problems such as Aboriginal employment, health and education. Throughout these years there were calls from church and welfare organisations for a greater Commonwealth role in Aboriginal Affairs, but in general Commonwealth ministers and officials were unresponsive.

Cabinet

**CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS,
1941–49** **A2700**

Planning for rebuilding and economic development of Darwin, 25 September 1944

735

Darwin: plans for rebuilding and economic development, 27 August 1945 **735A**

Northern Territory medical and veterinary services, 19 February 1945 **792**

Town planning, Darwin, 30 July 1945 **898**

Darwin town plan, 18 January 1946 **898A**

Northern Australia, 25 September 1945 **940**

Medical services in the Northern Territory, 30 October 1945 **965**

IDC on Darwin, 18 January 1946 **1022**

IDC on Darwin, 18 January 1946 **1022A**

Darwin: post-war population and employment estimates, 18 January 1946 **1023**

Darwin: post-war population and employment estimates, 17 July 1946 1023A

Northern Australia Development Committee: report and recommendations, 2 July 1947 1362

Decisions of Cabinet Sub-Committee on Northern Australia Development Committee report and recommendations, 7 April 1949 1362A

Progress of works: Northern Territory, 28 June 1948 1488

Provision of road and stock route facilities for movement of cattle to Wyndham meatworks, 7 April 1949 1583

Development of beef industry: Northern Australia, 7 April 1949 1585

Development of meat production, 19 August 1949 1585B

Bureau of Agricultural Economics

CORRESPONDENCE FILES, 1946–75 A1422

IDC on replanning of Darwin, 1944–45 12/1/2 Pt 1

Minutes and agenda papers (November 1944 – February 1945) of the Inter-Departmental Committee on Darwin, chaired by JA Carrodus, the interim report (16 November 1945) of the committee, and a report (13 November 1945) on Katherine Gorge.

Northern Australia: rural credit policy, 1947–49 12/1/10

Correspondence of JG Crawford concerning a review by the Bureau of Agricultural Economics and the Commonwealth Bank of credit facilities available to pastoralists in Northern Australia.

Department of Commerce and Agriculture

CORRESPONDENCE FILES, 1948–56 A609

Northern Australia Development Committee, 1946–50 255/1/10

Correspondence concerning the work of the Northern Australia Development Committee, its recommendations on the development of fisheries and the pearl culture industry, and the proposed survey by JH Kelly of stock losses in Northern Australia. The correspondents include E McCarthy, F Anderson and JG Crawford.

Department of Post War Reconstruction

UNREGISTERED PAPERS, REPORTS, MINUTES AND SURVEYS ON POST-WAR DEVELOPMENT, 1944–51 A688

IDC on Darwin: Katherine town plan, 1945 2

Report and plans by AR Miller and G Rudduck on the replanning of Katherine.

IDC on Darwin: reports, surveys, town planning, 1945 3

Notes of a meeting (7 August 1945) of the Inter-Departmental Committee on Darwin (chair: JA Carrodus), estimates of post-war population and employment, a building materials survey, notes of a meeting on soldier settlement in the Northern Territory, and correspondence of G Rudduck with AR Miller and others.

Northern Australia surveys and reports, 1945 **4**

Reports on a resources survey, population estimates, and the replanning of Katherine and the interim report (16 November 1945) of the Inter-Departmental Committee on the economic and commercial development of Darwin and the Northern Territory.

Post-war planning for town of Darwin, 1944 **5**

Report (December 1944) by RA McInnis, AR Miller and HJ Symons on a post-war town planning scheme for Darwin.

Darwin Committee: meeting of 2 February 1945 **6**

Agenda papers of a meeting (2 February 1945) of the Inter-Departmental Committee on Darwin.

Reports on Northern Territory, 1945 **7**

Summaries of reports on the Northern Territory, produced between 1911 and 1945, including reports by the North Australia Commission (1927–30) and the Bank of New South Wales (1939).

Private work of Sub-Committee on Darwin, 1944–45 **8**

Correspondence of G Rudduck concerning the Inter-Departmental Committee on Darwin, the visit of the sub-committee to the Northern Territory, the cattle industry, post-war works, resources surveys and the planning of Darwin.

Darwin Committee: 3rd meeting, 25 June 1945 **9**

Agenda papers and notes of the third meeting of the Inter-Departmental Committee on Darwin. The papers include a survey of the Northern Territory Administrator's reports (1910–45).

Darwin Committee: 4th meeting, 7 August 1945 **10**

Agenda papers of the fourth meeting of the Inter-Departmental Committee on Darwin.

Initial report on design of tropical buildings, 1945 **12**

Report (February 1945) by the sub-committee of the Inter-Departmental Committee on Darwin.

Northern Australia development: Ord and Victoria rivers region, 1948–49 **13**

Submission (28 November 1948) by R McLarty on the Ord and Victoria River regions and a report (3 March 1949) by CR Lambert on improvement of stations by the provision of additional watering holes.

Notes, minutes and agenda papers of the Meat Production Development Committee, 1949 **15-17**

Agenda papers and decisions (May–October 1949) of the Cabinet Sub-Committee on Meat Supplies to the United Kingdom (chair: HV Johnson) and the Meat Production Development Committee (chair: WA McLaren) and reports by CR Lambert, the Executive Member.

CORRESPONDENCE FILES, 1941–50 **A9816**

Development of Northern Australia, 1944–46 **1943/345**

Agenda and minutes of an inter-departmental conference (14 February 1945) on the reversion of the Northern Territory to civilian administration and correspondence on the replanning and rebuilding of Darwin, the formation of the Northern Territory Development League, public works and the administration of the Northern Territory. The correspondents include JS Collings, JJ Dedman, HC Coombs, JG Crawford, G Rudduck, A Griffiths and EJ Connellan.

Northern Australia Development Committee: establishment and policy, 1944–49 (8 parts) **1945/20**

Correspondence concerning the development of Northern Australia, consultative machinery, discussions with the Defence Committee and the premiers of Queensland and Western Australia, the formation of the Northern Australia Development Committee, meetings of the committee, the appointment of G Rudduck as Executive Officer, the strategic importance of northern Australia, geographical boundaries and the future of the committee. The correspondents include JJ Dedman, JB Chifley, HC Coombs, JG Crawford, G Rudduck, FGG Rose, AS Brown and JA Carrodus.

Development of North West of Western Australia, 1945 **1945/85**

Includes a minute (12 March 1945) from KJ McKenzie to JG Crawford on proposals by Elder Smith for the development of the north-west of Western Australia.

Inland Australia, 1944–45 **1945/299**

Correspondence and newspaper cuttings on the development of inland Australia and possible sources of water.

Darwin: work of Sub-Committee, 1944–45 **1945/323**

Correspondence on the work of the Inter-Departmental Committee on Darwin, the visit of the sub-committee to Darwin and Katherine, geological and resources surveys, and the replanning of Darwin and Katherine. The correspondents include HC Coombs, G Rudduck and JA Carrodus.

Payne Report: summaries and comments, 1944–45 **1945/324**

Summary of the report (1937) by WL Payne and JW Fletcher on the land tenure and development of the Northern Territory and related correspondence.

Northern Territory: cattle industry, 1945–49 (4 parts) **1945/385**

Papers of the Northern Australia Development Committee on the cattle industry, lists of pastoral leases, notes by the Bureau of Agricultural Economics, and correspondence about meetings with the British Food Mission and the Australian Meat Board, the interest of the Department of Post War Reconstruction in the development of the beef industry, and

surveys by JH Kelly. The correspondents include JJ Dedman, HV Johnson, HC Coombs, JG Crawford, G Rudduck, FGG Rose and CR Lambert.

Australian Aborigines: general, 1945–48 (2 parts) 1945/446

Notes of a conference (3 February 1948) of Commonwealth and state Aboriginal welfare authorities (chair: JA Carrodus) and correspondence, minutes and newspaper cuttings concerning welfare, including effects on Aboriginal peoples of a rocket testing range in central Australia. The correspondents include HC Coombs, G Rudduck, FGG Rose, JA Carrodus, WA Rogers and RJ Dumas.

Northern Australia: immigration, 1946–48 1946/164

Correspondence of FGG Rose concerning immigration and settlement in Northern Australia.

Publicity issued by Northern Australia Development Committee, 1946–49 1946/205

Statements, articles and broadcasts relating to the work of the Northern Australia Development Committee.

Northern Australia Development Committee reports, 1946–49 (3 parts) 1946/302

The report (May 1947) of the Northern Australia Development Committee and correspondence concerning the draft report and final report, criticisms by the Treasury, the views of the Cabinet sub-committee, the definition of 'Northern Australia', the future of the committee, and interim reports (1949) on development and the cattle industry in Northern Australia. The correspondents include HC Coombs, AS Brown, G Rudduck, FGG Rose, CR Lambert, Sir Frederick Shedden, W Rogers and JG Crawford.

Mineral resources of Northern Australia, 1946–48 1946/349

Statements by the Bureau of Mineral Resources and the Queensland Department of Mines on mining exploration in Northern Australia and related correspondence. The correspondents include G Rudduck, FGG Rose, HG Raggatt, F O'Connor, AEV Richardson and RJ Dumas.

Northern Australia Development Committee: Ministerial correspondence, 1947–48 1948/79

Correspondence between FGG Rose and LC Warton, private secretary of JJ Dedman, referring to reports of the Northern Australia Development Committee and comments by other departments and agencies.

Meat Production Development Committee, 1949 (2 parts) 1949/237

Agenda papers and decisions (June–July 1949) of the Meat Production Development Committee, chaired by WA McLaren and reports by CR Lambert, JG Crawford and AR Driver.

Cabinet Sub-Committee on increasing meat supplies to UK, 1949 1949/238

Agenda papers and decisions (August–October 1949) of the Cabinet sub-committee on increasing meat supplies to the United Kingdom, chaired by JJ Dedman. The papers deal with stock routes and road construction in Northern Australia, the output of Northern Territory cattle stations, facilities at Wyndham, and the Darwin meatworks.

Department of the Interior

CORRESPONDENCE FILES, 1946– **A431**

Katherine: post-war planning, 1944–47 **1946/488**

Correspondence about the town plan of Katherine prepared by AR Miller and G Rudduck, the need for consultation on the proposed relocation of the town, and the question of a meatworks. The correspondents include CLA Abbott, JA Carrodus, AG Cameron and HM Rolland.

Building materials required for rebuilding of Darwin, 1946 **1946/624**

Correspondence of CLA Abbott, the Administrator of the Northern Territory, JA Carrodus and S Lucas concerning timber required for the rebuilding of Darwin.

Mining: post war plans, Northern Territory, 1944 **1946/1176**

Report by WA Hughes, the Director of Mines, on the post-war development of mining in the Northern Territory.

North West of Western Australia: report by committee of WA Government, 1945–46
1946/1379

Report (13 September 1945) of a committee, chaired by RJ Dumas, appointed by the Western Australian government to investigate measures to promote development of the north-west of the state.

Northern Australia Development Committee: pastoral industry, 1946–47**1946/1606**

Report (December 1946) of the Northern Australia Development Committee on development of the pastoral industry, notes (26 November 1946) by JW Fletcher, and related correspondence. The correspondents include G Rudduck and JA Carrodus.

Northern Australia Development Committee: welfare of natives, 1946–47**1946/1607**

Agenda and minutes of a conference (3–4 February 1947) of Directors of Native Affairs, chaired by AP Elkin, and correspondence concerning the references to welfare in the report of the Northern Australia Development Committee. The correspondents include HV Johnson, AR Driver and JA Carrodus.

Ord River Valley: proposed irrigation, 1945–46 **1947/217**

Report (19 November 1945) of CS Christian of CSIR on a possible research station on the lower Ord River, extracts from the minutes of the Northern Australian Development Committee, and correspondence on cooperation between the Commonwealth and Western Australian governments on the Ord River project.

IDC on Darwin: meetings, 1944–46 **1947/669**

Minutes of meetings (November 1944 – June 1946) of the Inter-Departmental Committee on Darwin, chaired by JA Carrodus.

Regional planning for development of Northern Australia: formation of NADC, 1944–48 **1947/1255**

Correspondence concerning the establishment of the Northern Australia Development Committee in 1945, representation on the committee, and the appointment of an executive officer. The correspondents include JC Willcock, FJS Wise, JJ Dedman, HC Coombs and HV Johnson.

Northern Australia Development Committee: development of Northern Australia – defence aspect, 1947–48 **1947/2366**

Correspondence on the significance of the development of Northern Australia in terms of defence and foreign relations. The correspondents include HC Coombs, AS Brown, FGG Rose and JW Burton.

Northern Australia Development Committee: report on development of Northern Australia, 1946–48 (2 parts) **1948/213**

Report (May 1947) of the Northern Australia Development Committee and correspondence concerning the drafting of the report, its reception by the prime minister, the Cabinet sub-committee and departments, and the question whether it should be published. The correspondents include JB Chifley, JA Carrodus, RJ Dumas, EM Hanlon, G Rudduck and FGG Rose.

Anti-Slavery and Aborigines Protection Society: Aboriginal matters, 1928–48 (3 parts) **1948/273**

Includes a memorandum by Mary Bennett of the Mount Margaret Mission on Australian Aboriginal workers and correspondence with the Anti-Slavery and Aborigines Protection Society on the control of Aboriginal welfare and allegations of the removal of children from the care of their parents.

Northern Australia Development Committee: cattle industry, 1946–49 **1948/544**

Agenda papers and correspondence concerning the visit of the British Food Mission, the investigations by JH Kelly of stock losses in the Northern Territory, proposals to develop the cattle industry in northern Australia, and the inter-departmental committee on the development of northern Australia. The correspondents include HV Johnson, JA Carrodus, AR Driver and CR Lambert.

Northern Australia Development Committee: British Food Mission and joint meeting with the Australian Meat Board, 1948–49 **1948/721**

Minutes of a joint meeting (17 February 1948) of the Northern Australia Development Committee and the Australian Meat Board, notes of an inter-departmental meeting (13 September 1948), chaired by HC Coombs, on the development of the cattle industry, and related correspondence. The correspondents include JB Chifley, JJ Dedman, R McLarty, HV Johnson, AR Driver and JG Crawford.

IDC on Darwin, 1944–49 **1949/984**

Notes of meetings of the Inter-Departmental Committee on Darwin and correspondence on the formation of the committee, the replanning and rebuilding of Darwin, transport and communications, and population estimates. The correspondents include JA Carrodus, CLA Abbott, JG Crawford, HM Rolland and G Rudduck.

Post-war land settlement policy: Northern Territory, 1944–55 **1950/197**

Notes of a conference (11 July 1945), chaired by JG Crawford, on soldier settlement in the Northern Territory and correspondence concerning closer settlement and soldier settlement. The correspondents include JS Collings, CLA Abbott, AR Driver, JA Carrodus and JG Crawford.

Northern Australia Development Committee: survey and mapping program, Northern Territory, 1946–56 **1950/471**

Correspondence concerning the CSIR resources survey of the Darwin–Katherine region and aerial photography of the Northern Territory. The correspondents include BT Dickson, CS Christian, JA Carrodus, G Rudduck and FGG Rose.

Northern Australia Development Committee: survey of cotton industry, 1946–49 **1950/1084**

Correspondence and a report relating to cotton growing in the Katherine River region. The correspondents include JJ Dedman and CR Lambert.

Darwin town planning, 1936–46 **1950/1541**

Correspondence and newspaper cuttings on the McInnis town plan and the proposed rebuilding of Darwin. The correspondents include CLA Abbott, JA Carrodus and AR Miller.

Government policy concerning Aborigines in Northern Territory, 1939–52 **1951/866**

Includes an outline (1945) by EWP Chinnery on a policy for the welfare of Aboriginal people of the Northern Territory, notes and resolutions of a conference (3–4 February 1948) of Commonwealth and state Aboriginal welfare authorities, correspondence and newspaper cuttings.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Development of Northern Australia, 1935–49 **B412/1/3 Pts 2-4**

Correspondence of J Curtin and JB Chifley with EM Hanlon and FJS Wise relating to the formation of the Northern Australia Development Committee, together with reports and papers of the committee.

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

Northern Australia Development Committee: boundaries of Northern Australia, 1948 **1948/388**

Minutes by PW Nette to JB Chifley and FGG Rose urging that the settled areas of northern Queensland be excluded from the definition of 'Northern Australia'.

Northern Australia Development Committee: defence, 1947–48 **1948/389**

Report by J Lawrence of an inter-departmental meeting (16 December 1947), chaired by AS Brown, on the defence aspects of the development of northern Australia and related correspondence.

Sir Frederick Shedden

SHEDDEN COLLECTION

A5954

The future of the Northern Territory and North West Australia, 1944–48

607/15

Minutes of the Defence Committee and correspondence on the importance of the development of northern Australia for the defence of Australia, the lifting of emergency control in the Northern Territory, the return of the civilian population to Darwin, town planning, and the Northern Australia Development Committee and its report. The correspondents include Sir Thomas Blamey, J Curtin, JS Collings, JA Beasley, JJ Dedman and Sir Frederick Shedden.

Further reading

Gibson, Eve, *Bag-huts, Bombs and Bureaucrats: a history of the impact of town planning and compulsory land acquisition on the town and people of Darwin, 1937–1950*, Historical Society of the Northern Territory, Darwin, 1997.

Kelly, JH, *Beef in Northern Australia*, ANU Press, Canberra, 1971.

Kelly, JH, *Struggle for the North*, Australasian Book Society, Sydney, 1966.

Lambert, CR, 'Cattle industry development in north-west Australia', *Regional Development Journal*, vol. 1, no. 2, 1949, pp. 2–7.

McGregor, Russell, 'Developing the North, defending the nation? The Northern Australia Development Committee 1945–1949', *Australian Journal of Politics and History*, vol. 59, no. 1, 2013, pp. 33–46.

Megaritty, Lyndon, '“Necessary and urgent”: the politics of Northern Australia, 1945–75', *Journal of the Royal Australian Historical Society*, vol. 97, no. 2, 2011, pp. 136–60.

Powell, Alan, *Far Country: a short history of the Northern Territory*, Melbourne University Press, Melbourne, 1982.

Powell, Alan, *The Shadow's Edge: Australia's northern war*, Melbourne University Press, Melbourne, 1988.

18 Public works

In November 1941 Roland Wilson proposed that a Commonwealth Public Works (Reconstruction) Committee be appointed to consider the place of public works in reconstruction. A few weeks later, the Reconstruction Division prepared a lengthy memorandum on public works. It dealt with the economics of reconstruction, summarising optimistic and pessimistic predictions about the post-war economy. Public works were necessary to provide goods and services that private enterprise was unable to provide, including both new services and improvements in existing facilities. They were also needed to provide employment, especially if there was a recession such as occurred after World War I. Methods of finance would be decided later, but there was an immediate need for public authorities to identify projects and establish priorities for the early post-war years. The paper was discussed by LF Giblin and AC Joyce of the Treasury. Joyce considered that works should be justified primarily on the grounds of usefulness, rather than as a means of demobilising the wartime economy. He referred to state sensitivities and thought that more consideration should be given by the proposed committee to federal difficulties in determining a works policy.

The first meeting of the Public Works (Reconstruction) Committee was held on 11 May 1942. Wilson spoke of the need for analysis of works programs and central coordination to ensure there were sufficient short-term projects, as well as long-term projects, taking into account the availability of materials. The question of a meeting with state coordinators of public works was discussed, but Sir Harry Brown later told JB Chifley that more preparatory work was needed.

National Works Council

Soon after he became Director-General of Post War Reconstruction, HC Coombs discussed with Chifley the idea of a National Works Commission constituted, like the other commissions, under national security regulations. The commission would be responsible for ensuring that all government, semi-government and local authorities prepared detailed and specific plans for works projects suitable for execution after the war. The program should cover works needed to improve Australia's productive capacity and public services with less urgent works to start when the employment situation made them desirable. In April 1943 Chifley told Parliament that a commission for public works was planned. However, LG Melville, who was then standing in for Coombs, had some doubts and Sir Harry Brown feared that a commission would create suspicion among the states. He suggested an extension of the present system of coordination under the aegis of the Loan Council.

The department prepared a paper stressing the need to create and ensure an adequate reservoir of public works, partly for development, partly to absorb men and women who would be released from wartime occupations. The reservoir should comprise both capital works and maintenance works that had been deferred during the war. The structure could take the form of either a National Works Commission, with Commonwealth and state representatives, or an extension of the existing coordination system under the Coordinator-General of the Loan Council. In any case, the determination of works priorities would be an essential feature of the system.

There was a long discussion on public works at the premiers conference on 14 July 1943. Chifley said he was not wedded to a National Works Commission, but there had to be some central authority to prepare a complete plan. The premiers feared that a commission or a

Coordinator-General would deprive the states of a voice in planning. For a while there was a deadlock, but Sir Harry Brown intervened and persuaded the premiers that a new authority was needed. John Curtin, who declared that the system must ensure that 800,000 people were not left jobless after the war, moved that a National Works Council be established, chaired by the Prime Minister, with a representative of each state.

Following the meeting, the secretariat, with help from the state coordinators, produced a standardised form to record details of each planned work, irrespective of whether it was to be financed by revenue, trust funds or loan funds. Details were sought on the labour, materials and equipment likely to be involved. The works were classified according to money value, degree of urgency and the estimated labour requirements. After consultation with the state coordinators, the Coordinator-General prepared a consolidated listing, grouped into three categories of priority.

Meetings of the National Works Council were held in conjunction with meetings of the Loan Council, and the states were usually represented by the premiers. The council held its first meeting in January 1944 and approved an 'A' priority program of more than 4000 works, amounting to £153 million. At this meeting Brown was appointed Commonwealth Coordinator-General of Works, with Charles Hoy as his deputy. They were based in Sydney and were assisted by a few Post War Reconstruction staff, headed by Philip Dorrian. Brown retired in 1945 on account of ill health, and was succeeded by Hoy. In November 1946 the secretariat was dissolved and Hoy moved to the Department of Works and Housing in Melbourne.

Resources for construction projects

The estimated cost of the national works program steadily increased: from £153 million in 1944 to £358 million in 1947, £743 million in 1949, and £977 million in 1950. In 1950 the reservoir contained 8271 proposals, 31 per cent of which were ready to begin. The biggest categories were railways and tramways, dams and reservoirs, buildings, transport rolling stock, water and sewerage, and roads and bridges. Many of the projects were not expected to be completed for many years; one example is the eastern suburbs railway in Sydney, which was finally opened in 1979. Loans approved by the Loan Council for public works, including housing, also increased: from £19.9 million in 1944 to £31 million in 1945, £45 million in 1946 and £100 million in 1948. However, submissions by the Commonwealth and states were usually reduced by the Loan Council on account of shortages of labour and materials. In his report in August 1946 Hoy stated that many essential services, such as transport, water supply and electricity, were in a precarious position because of the curtailment of capital and maintenance expenditure. Along with increased expenditure, there was an urgent need for the diversion of men and materials to public construction projects.

In July 1944 Coombs raised with Sir Harry Brown the matter of developmental works of a national character. He suggested that, in conjunction with the states, a limited number of major works should be selected because of their national importance and profound effect on economic life. Brown, however, always preferred to concentrate on urgent works delayed by war rather than visionary projects, such as rail standardisation or the diversion of rivers. Dorrian was also unenthusiastic. He questioned the focus on large-scale, spectacular developmental projects, arguing that the provision of ordinary amenities, such as hospitals, improved school buildings, piped water for country towns and electricity for farms, would raise the living standards of many sections of the community. However, by 1947 more

attention was being given to long-term projects such as the development of northern Australia, the south-western water supply scheme in Western Australia, and the Snowy River diversion proposals in New South Wales (see chapters 17, 19).

During the war, Commonwealth public works proposals were considered by the works priorities sub-committee, with the Department of War Organisation of Industry examining the availability of labour and materials for each proposal. The sub-committee made recommendations to the defence committee on works costing more than £5000. In June 1944 a Commonwealth works reviewing committee was set up, chaired by Hoy, and it considered works proposals of Commonwealth departments. Brown and Hoy regularly complained that departments were slow to prepare detailed plans or even make submissions at all. After 1945 the Department of Post War Reconstruction had little involvement in works planning, which by then had become the responsibility of the Department of Works and Housing.

As it eventuated, the reservoir of planned works was not needed immediately after the war for employment absorption. In 1948 and 1949, with widespread fears of an impending recession, Coombs and Allen Brown urged that advanced planning of public works reserves should proceed as quickly as possible, so that if necessary public investment could be sharply increased. Hoy referred to a lack of technical officers needed for planning, while Russell Dumas in Western Australia argued that shortages of materials would militate against an expanded public works program. With a change of government, the concept of national public investment planning lost favour and the National Works Council quietly came to an end in 1952.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET AGENDA AND MINUTES, 1941–49 **A2700**

Post-war works, 4 July 1944 **680**

Commonwealth post-war works program, 18 January 1945 **764**

Commonwealth post-war works program, 30 July 1945 **764A**

Priority of works, 25 September 1945 **941**

Public works program in relation to maintenance of employment, 18 January 1946 **1038**

Proposed procedure for review and approval of proposals for new works to be carried out on behalf of all Commonwealth departments, 11 November 1947 **1405**

Department of Civil Aviation: new works program 1948–49, 14 September 1948 **1530**

CHIFLEY MINISTRY: WORKING PAPERS OF CABINET SUB-COMMITTEES,

1945–49 **A3306**

Cabinet Sub-Committee on New Works, 1947–49 **12**

A Cabinet submission (4 November 1947) by JJ Dedman and N Lemmon on proposed procedure for the review and approval of proposals for new works, and agenda papers and minutes of a meeting (14 September 1949) of the Cabinet sub-committee on works.

Cabinet Sub-Committee on Works, 1948–49 **20**

Reports (7 September 1948, 18 January 1949) of the Inter-Departmental Committee on Works (chair: LJ Loder) on the review of the departmental works program, letters of N Lemmon to JJ Dedman, and agenda papers for a meeting (28 June 1949) of the Cabinet sub-committee on works (chair: N Lemmon).

Allied Works Council

CORRESPONDENCE FILES, 1942–50 **B95**

Post war reconstruction: public works and general, 1942–46 **G1645**

Memoranda by JA Prescott and AEV Richardson, minutes of a meeting (11 May 1942) of the Public Works (Reconstruction) Committee, observations (November 1942) of CA Hoy on the post-war works program, and correspondence on the proposed National Works Commission, the disposal of defence buildings at the end of the war, post-war housing and industrial relations. The correspondents include EG Theodore, CA Hoy, LF Loder, HM Rolland, HC Coombs and LG Melville.

Department of Labour and National Service

GENERAL CORRESPONDENCE OF SECRETARIAT AND ADMINISTRATIVE AND INDUSTRIAL RELATIONS DIVISIONS, 1941–50 **MP574/1**

Public works: general inquiry by Coordinator-General of Works, 1943–45 **576/1/1**

Correspondence and forms relating to post-war works requested by the Department of Labour and National Service, particularly school training facilities. The correspondents include JB Chifley, JJ Dedman, R Wilson, CA Hoy, AW Welch and EP Eltham.

ADMINISTRATIVE AND INDUSTRIAL RELATIONS FILES, 1945–52 **MT116/1**

Labour: National Works Reserve, 1945–52 **220/19/25**

Reports, minutes and notes on resolutions of the National Works Council, the National Works Reserve, plans for expansion of public works in a recession, investigations by the Investment and Employment Committee, and discussions (1949) with CA Hoy and the Department of Post War Reconstruction. The correspondents include HA Bland, RJ Walker, AS Brown, D Butt and CA Hoy.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–49 **A9790**

Public investment: National Works Program, 1947–49 **1221**

Memoranda, correspondence and notes on the relationship between the national works program and employment policy, the inclusion of industrial works in the reservoir of planned works, the development programs of Commonwealth authorities, and reviews of the national program. The correspondents include HC Coombs, AS Brown and TW Swan.

Coordination of national works projects, 1947 **1222**

Correspondence between TW Swan and CA Hoy on the coordination of Commonwealth and state works projects, including the standardisation of rail gauges.

National Works Reserve: miscellaneous notes, 1947–48 **1226**

Notes on the National Works Reserve, Commonwealth–state national planning authorities, local government finance and works and related subjects.

CORRESPONDENCE FILES, 1941–50 **A9816**

Research on internal subjects: public works, 1941–43 **1943/491**

Correspondence and memoranda including an undated paper by PR Judd on the planning of public works for post-war reconstruction.

IDC on Public Works, 1941–42 **1943/492**

Minutes of a meeting (11 May 1942) of the Public Works (Reconstruction) Committee and correspondence and statements on the establishment of the committee, public works and post-war reconstruction, works approved by the committee, and the position of Sir Harry Brown. The correspondents include JB Chifley, R Wilson, GG Firth, AC Joyce, AB Corbett and Sir Harry Brown.

Public works documents prepared by Reconstruction Division, 1941–43 **1943/493**

Memoranda by PR Judd, GG Firth, AH Tange and JG Crawford on the place of public works in post-war reconstruction.

Relations of Division with Coordinator-General of Works, 1941 **1943/544**

Notes prepared by Sir Harry Brown for the Inter-Departmental Committee on Reconstruction.

Public works planning: setting up and policy, 1942–44 (2 parts) **1943/671**

Correspondence, memoranda and notes on the proposed National Works Commission, its relationship with the Department of Post War Reconstruction, planning of post-war works, the establishment of the National Works Council, discussions with Sir Harry Brown, the appointment of CA Hoy as Assistant Coordinator-General, the need for a secretariat, and proposals for long-term projects. The correspondents include HC Coombs, LG Melville, PA Dorrian, JS Collings, Sir Harry Brown, CA Hoy and LF Giblin.

Allied Works Council, 1943–46 (2 parts) **1943/1099**

Correspondence and statements concerning labour employed on Allied Works Council projects and the interest of the Commonwealth Housing Commission in organising a mobile labour force.

Works priorities and post war reconstruction, 1943–45 (2 parts) **1943/1343**

A War Cabinet submission (6 September 1943), correspondence and notes on priorities for civil works, meetings of the works priorities sub-committee, priorities for state works, and specific proposals such as the Cockburn Sound Naval Base, Brisbane water supply, a new bridge at Rockhampton, Perth Hospital and the Melbourne Dental School. The correspondents include HC Coombs, GT Chippindall, PA Dorrian, KJ McKenzie and AW Paul.

Allied Works Council, 1943–44 **1943/1462**

Correspondence on the future of the Allied Works Council and the Civil Construction Corps and the possibility of creating a new authority responsible for works and housing. The correspondents include HC Coombs, JG Crawford, PA Dorrian, Sir Harry Brown and JK Jensen.

Non-governmental utilities post-war works program, 1943–44 **1944/202**

Correspondence concerning works proposals of non-governmental utilities, such as gas and electric light companies. The correspondents include HC Coombs, PA Dorrian and G Gray.

Works priorities: basis for determination, 1943–45 **1944/210**

Correspondence and notes on the principles determining post-war works priorities. The correspondents include HC Coombs, KJ McKenzie and Sir Harry Brown.

Commonwealth Works Reviewing Committee, 1944–48 (5 parts) **1944/292**

Agenda papers and minutes of the Commonwealth Works Reviewing Committee (chair: CA Hoy) and correspondence concerning the formation of the committee in June 1944, the drafting of a Cabinet submission, the tardiness of Commonwealth departments in submitting proposals, and delays in completing the planning of post-war works. The correspondents include JB Chifley, JG Crawford, PA Dorrian, KJ McKenzie, Sir Harry Brown, CA Hoy and AC Joyce.

Finance for post-war works: policy, 1944–46 **1944/600**

A statement (1 July 1946) by JB Chifley on the National Works Council and correspondence between JJ Dedman and Federal parliamentarians on financial assistance for local projects.

Materials required for post-war works, 1945–47 **1945/292**

A report (March 1945) and minutes by PA Dorrian and KJ McKenzie on progress in public works planning and materials required for A priority works.

Public works: secondary industries and employment, 1945–47 **1945/471 Pt 1**

Minutes of conferences (14–15 November 1945, 11–12 April 1946) of Commonwealth and state officers to consider public works in relation to the maintenance of employment (chairs: HC Coombs, CA Hoy) and correspondence about information required by state coordinators. The correspondents include JJ Dedman, HC Coombs, AS Brown and FH Wheeler.

Commonwealth post-war works and Parliamentary Public Works Committee, 1945
1945/590

A Cabinet submission (26 July 1945) and correspondence concerning the referral of public works proposals to the Parliamentary Committee on Public Works.

National Works Council: reserve, 1949–50 **1947/50 Pt 3**

Notes of a conference (15 August 1949) of Commonwealth and state officers to consider a National Works Reserve (chair: CA Hoy) and correspondence on the use of the reserve as an instrument of employment policy. The correspondents include LF Crisp, D Butt, HA Bland, RJ Walker and CA Hoy.

Department of the Army

GENERAL AND CIVIL STAFF CORRESPONDENCE FILES, 1943–51 **MP742/1**

National Works Council program, 1944–49 **259/1/481**

Lists of army works projects, correspondence and minutes concerning planning of the post-war works program, the Post-War Works Reviewing Committee, resolutions of the National Works Council, and the inclusion of army works in the reservoir of planned works to meet future threats of unemployment. The correspondents include JB Chifley, FM Forde, JJ Dedman and CA Hoy.

Department of the Interior

CORRESPONDENCE FILES, 1946– **A431**

Commonwealth Statistician: information on works expenditure and employment for Loan Council, 1946–47 **1947/1684**

Statistical papers and correspondence on information required by the Loan Council, the decision of the council to reduce the borrowing program to 75 per cent of endorsed works programs, and the purchase of rolling stock for the Commonwealth Railways. The correspondents include HA Barrenger, R Wilson and CA Hoy.

New works program to be carried out by Department of Works and Housing, 1947–52
1949/28

Correspondence, minutes, priority lists and financial statements concerning a three-year program of public works in Canberra and the Northern Territory and for the Meteorological Bureau. The correspondents include JA Carrodus, WC Lancaster, WA McLaren, AR Driver, HN Warren and LF Loder.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1941–45 **CP80/1**

Post war reconstruction: National Works Council, 1944–45 **Bundle 9/S513**

Correspondence and minutes on the relations between the National Works Council and the Department of Post War Reconstruction, the establishment of the Post-War Works Reviewing Committee, and the program of post-war works for CSIR. The correspondents include JB Chifley, HC Coombs, EJB Foxcroft, WH Ifould and G Cook.

Priorities for non-governmental works, 1943–44 **Bundle 10/S540**

Correspondence and memoranda concerning the allocation of workforce and materials for non-governmental works, the works priorities sub-committee, priorities of state works, and the monitoring of building and construction projects. The correspondents include GT Chippindall, EJB Foxcroft, RE Banks and WC Wurth.

National Works Council

CORRESPONDENCE, 1943–55 **CP630/1**

Details of Works Program procedures: maintenance of reservoir of fully planned works, 1946–50 (2 parts) Bundle 3/W46/345

Correspondence and minutes concerning the maintenance of a reservoir of fully planned works, planning of public works in the states, resolutions of the 4th meeting of the National Works Council, the relationship between the works program and full employment, and the possibility of a rapid expansion of public works in a recession. The correspondents include CA Hoy, HC Coombs, PA Dorrian, AS Brown, LF Crisp and RJ Dumas.

Administrative machinery for coordination of programs, 1943–49 Bundle 4/W44/14

Correspondence and notes on the authorisation of public works for rehabilitation of servicemen, post-war housing, discussions between the Coordinator-General and HC Coombs, and dollar equipment required for major national works projects. The correspondents include Sir Harry Brown, HC Coombs, PA Dorrian and LF Crisp.

Post-war works: administrative arrangements, 1946 Bundle 4/W44/117

Correspondence of PA Dorrian and CA Hoy concerning the closure of the public works section in Sydney and the transfer of duties to the Defence Division of Treasury.

Post-war works: administrative arrangements and publicity, 1943–51 Bundle 4/W44/231

Includes reports (1944–45) of the public works section and a statement (March 1944) of the Department of Post War Reconstruction's activities in relation to public works.

Matters of government policy bearing on public works, 1944 Bundle 4/W44/236

Correspondence on the financing of post-war public works, including advances to local government authorities. The correspondents include Sir Harry Brown, HC Coombs, AC Joyce and W Thomas.

Post-war works: matters of government policy and finance, 1944–45 Bundle 4/W44/283

Correspondence on the financing of post-war public works and the advance authorisation of the public works program. The correspondents include Sir Harry Brown, HC Coombs, PA Dorrian and AC Joyce.

Post-war works: administrative machinery for coordination of programs, 1943–47 Bundle 4/W44/305

Correspondence concerning post-war railway construction and developmental projects carried out by state authorities. The correspondents include CA Hoy, HC Coombs, TW Swan, RJ Murphy and Sir Harold Clapp.

COORDINATOR-GENERAL'S FILES (W PREFIX), 1941–49 MP38/1

Files of the Commonwealth Coordinator-General of Works (Sir Harry Brown, CA Hoy) dealing with both the general administration of the works program and specific works projects.

Collaboration with State Governments and State Coordinators, 1943–46 W44/5

Collaboration with Reconstruction Commissions and Ministry of Post War Reconstruction: meetings and correspondence with the Minister, 1943–45 W44/12

Employment stabilisation: general policy, 1943–45 **W44/59**

Burdekin River bridge, 1946 **W46/349**

Note: Most of the items in this series have not yet been cleared for access.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Post war reconstruction: works, 1943–50 (3 parts) **M387/1/1**

Reports of the National Works Program and correspondence of J Curtin and JB Chifley mainly with state premiers concerning the establishment of the National Works Program, the recording of works proposals, the financing of public works, delays in planning of Commonwealth works, reforestation, irrigation and other state projects, housing targets, and the allocation of priorities.

Treasury

CORRESPONDENCE, 1901–76 **A571**

Relationship of Loan Council to National Works Council, 1943–50 **1945/3140**

Memoranda and minutes of FH Wheeler and M O'Donnell on the relationship between the Loan Council and the National Works Council, discussions with the Department of Post War Reconstruction on investment and employment policy, and the proposed policy to augment the works program in order to absorb unemployed workers.

19 Water conservation and irrigation

In February 1940, six months after the start of the war, Senator George McLeay, the Minister for Commerce, presented a Cabinet submission on post-war planning. He argued that expanding markets for Australia's primary and secondary industries required a larger population. New employment would be found in a 'sound system of public works', in particular water conservation and hydro-electric projects would create a great demand for labour and on completion would contribute significantly to national development. During the war and in the immediate post-war years, every state government produced plans for major water conservation projects, often requiring the assistance of the Commonwealth Government. They were seen as among the most tangible expressions of post-war reconstruction, even though some of them were not completed until many years or even decades after the war.

Murray River

In 1939 the South Australian government secured funding to build a 223-mile pipeline, with associated pumping works and reservoirs, to bring water from the Murray River to Whyalla. This followed the decision of Broken Hill Pty Ltd to establish a steelworks and shipbuilding yards at Whyalla. Completed in March 1944, the Morgan-Whyalla pipeline was the largest engineering project undertaken in South Australia. It gave Whyalla a water supply of 1200 million gallons per annum, for both domestic and industrial use, and a further 900 million gallons to towns and properties east of Spencer's Gulf. As part of the scheme, the Commonwealth Government agreed to purchase water from the South Australian government for the Trans-Continental Railway. The pipeline transformed Whyalla into an industrial city, with its population rising from 1200 in 1935 to more than 8000 in 1948. Access to Murray waters also enabled many farmers of the mid-north to survive the great drought of 1944-45.

The Victorian government was equally concerned about the waters of the Murray River. In January 1944, following an approach by Premier Albert Dunstan, a Commonwealth-state conference was held to discuss increasing the capacity of water storage, particularly the Hume Dam near Albury. In the next few months, negotiations involved Sir Harry Brown, the Controller-General of Works, the Department of the Interior, the River Murray Commission, the Rural Reconstruction Commission, and the State Rivers and Water Supply Commission. In July 1944 Brown recommended that the capacity of Hume Dam be increased from 1.25 million acre feet to 2 million acre feet and that the Commonwealth bear 25 per cent of the capital cost. Federal Cabinet accepted the recommendations in November 1944, subject to controls regarding development of the Murray Valley. It was particularly anxious to control land use in the catchment area. Progress was blocked for some years while the Commonwealth and state governments argued about regional planning in the Murray Valley and the possible creation of a planning commission similar to the Tennessee Valley Authority. Finally, in 1948 amendments were made to the River Murray Waters Agreement to extend the powers of the River Murray Commission and by March 1949 the four governments involved had ratified the changes. Construction work started on the Hume Dam in 1949 and was completed in 1961.

Dams

In Western Australia there had been discussions for many years about the possibility of bringing water from the Darling Range east of Perth to the towns and farms in the Great

Southern and Central Wheat Belt. The Department of Public Works carried out planning during the war and in May 1945 the state government announced a comprehensive water supply scheme. It involved raising the height of the Mundaring and Wellington dams and reticulating water to 35 towns and about 12 million acres of agricultural land. Work began on the Mundaring Dam in 1946 and at the same time the Minister of Works, Albert Hawke, spoke to JB Chifley about the possibility of Commonwealth assistance. Commonwealth officials were wary at first, but an inter-departmental committee was set up, headed by Louis Loder. The committee visited Western Australia and surveys were also undertaken by officers of the Department of Works and Housing, the Bureau of Agricultural Economics and the Department of Post War Reconstruction. The committee submitted its report in June 1947 and subsequently the state government reduced the scale of the project. In 1948 legislation was passed providing for Commonwealth subsidies on a pound-for-pound basis. Much of the construction work on Mundaring Dam was carried out by European displaced people. It was completed in 1951.

Another large dam proposal envisaged cooperation between the Queensland and Commonwealth governments. In January 1948 Ned Hanlon discussed with Chifley proposals to dam the Burdekin River west of Townsville, thereby creating the largest dam in Australia. As well as being a flood mitigation project, the scheme would generate electricity, enable 500 farms to be irrigated, and lead to a larger population and increased productivity in northern Queensland. Chifley was interested and proposed that Commonwealth experts examine the proposals. They considered the engineering proposals to be sound, but had doubts about the irrigation benefits and the economics of the scheme. Nevertheless, they recommended that the Commonwealth promise financial assistance. The report was received in November 1949, shortly before the fall of the Chifley government. The Menzies government was less sympathetic, regarding the Burdekin proposals as state works, and only in 1973 did the Commonwealth again become involved. The Burdekin Dam was eventually completed in 1987.

Snowy Mountains Scheme

Proposals to divert the waters of the Snowy River in southern New South Wales had a long history. In 1941 William McKell promised that, if elected, his government would carry out the project. He subsequently set up a committee of engineers to develop a plan. Towards the end of the war, the Prime Minister received numerous submissions from individuals, shire councils and organisations in the Monaro and Riverina urging the Commonwealth Government to support the diversion of Snowy River waters to the Murrumbidgee River. The standard response was that in the immediate future the government needed to concentrate on urgent public works deferred during the war, rather than shift resources to huge long-term developmental projects. This was always the view of Sir Harry Brown, who considered that the development of Snowy River resources, a matter of great technical and economic complexity, was not a priority.

The Commonwealth Government, however, came under pressure to adopt a more positive position. In October 1944 JK Jensen, the chairman of the Secondary Industries Commission, forwarded to HC Coombs a report by the Commonwealth Controller of Electricity Supply suggesting the possibility of diverting the Snowy waters to the Murray River and using them for power generation and storage in the Hume Dam. Jensen became a strong advocate for this proposal. A month later, McKell sent John Curtin a copy of the report of his committee recommending the diversion of the Snowy waters to the Murrumbidgee River,

where they would be utilised for irrigation and water supply. Debates about the merits and weaknesses of these two schemes were to continue for the next four years.

Coombs believed that the Commonwealth could not stand aside from the Snowy River project. He told Chifley that it was essential that the waters be used in the best national interest and it seemed that they could be used for both power development and irrigation in both New South Wales and Victoria. The Commonwealth had an interest in irrigation in regard to soldier settlement in the region and also in protecting the ACT electricity supply under the *Seat of Government Acceptance Act 1909*. The New South Wales government resisted the suggestion of a joint Commonwealth–state investigation and was anxious to begin diverting water to the Murrumbidgee as soon as possible. In February 1946 the Victorian premier, John Cain, wrote to Chifley supporting the Murray proposal and suggesting that the Commonwealth undertake an investigation. In departmental meetings Louis Loder was undecided, but Coombs and Allen Brown inclined towards the Murray proposal. McKell feared that another inquiry would delay the whole project for years, but at a ministerial conference on 25 June 1946 he reluctantly agreed to a Commonwealth investigation.

The investigation took almost a year to complete. A committee chaired by Loder looked at the engineering aspects and concluded that the Murray proposal was a sound scheme and, in contrast to the Murrumbidgee scheme, would enable a large amount of power to be cheaply generated. A committee headed by Coombs and Brown, and including JG Crawford, SM Wadham and CR Lambert, examined the agricultural aspects. It decided that the Murrumbidgee scheme offered greater benefits for irrigation, but at the same time considered that the Murray scheme would also enable effective use to be made of the Snowy waters for irrigation.

At the premiers conference in August 1947, Nelson Lemmon emphasised defence considerations, pointing out that the Snowy electrical works would be inland and mainly underground. It was agreed that another committee, with Commonwealth, New South Wales and Victorian representatives, should consider the whole subject. It was chaired by Loder, with Brown as the other Commonwealth member. The first report was presented in November 1948 and the final report in June 1949. Despite New South Wales objections, the final scheme envisaged most of the Snowy waters being diverted to the Murray, but waters from the Eucumbene and Tooma rivers would be diverted to the Tumut and Murrumbidgee for irrigation purposes. The New South Wales government argued that it should be the construction authority, but Dedman was insistent that for defence reasons the Commonwealth must be in complete control of the construction and operation and it would meet the cost from its revenue. Legislation setting up the Snowy Mountains Hydro-electric Authority was hurriedly passed, despite opposition in Parliament, and in October 1949 work began on construction. As with the Mundaring Dam, large numbers of European displaced people were recruited to work on the Snowy Scheme. It was completed in 1974, the largest engineering project in Australian history.

An even more ambitious diversion scheme was put forward by the eminent, though ageing, engineer JJC Bradfield. In 1938 he suggested that Queensland coastal rivers could be diverted, piped through the Great Dividing Range and used to irrigate western Queensland districts and part of central Australia. The scheme met with strong criticism, but it continued to attract many supporters well after Bradfield's death in 1943. The Department of Post War Reconstruction regularly received letters about the Bradfield Scheme, which it fended off with a non-committal response. Finally, William Nimmo, a leading Queensland hydraulic engineer, examined the proposals in 1947 and concluded that they were not practicable.

Cabinet

**CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS,
1941–49** **A2700**

Upper Murray storage: increase in capacity of Hume Reservoir, 7 February

1944 **603**

Hume Reservoir: increased capacity, 10 November 1944 **743**

Hume Reservoir: increased capacity, 17 April 1945 **743A**

Hume Reservoir: increased capacity, 17 July 1945 **743B**

Hume Reservoir: increased capacity, 6 February 1946 **743C**

Hume Reservoir: increased capacity, 23 July 1946 **743D**

Hume Reservoir: increased capacity, 15 September 1947 **743E**

Hume Reservoir: increased capacity, 3 November 1948 **743F**

**Comprehensive agricultural areas and goldfields water supply scheme, Western
Australia, 2 July 1946** **1202**

**Comprehensive agricultural areas and goldfields water supply scheme, Western
Australia, 5 April 1948** **1202A**

Snowy River diversion, 14 August 1947 **1370**

Snowy River diversion, 22 November 1948 **1370A**

Snowy River diversion, 22 February 1949 **1370B**

**Snowy Mountains Hydro-electric Power Act: instructions for drafting legislation, 12
May 1949** **1370C**

**Snowy Mountains Hydro-electric Power Act: appointment of Commissioner, 4 July
1949** **1370D**

Department of Commerce and Agriculture

CORRESPONDENCE FILES, 1948–56 **A609**

Snowy River proposals, 1946–53 **255/1/11**

Includes a submission (25 June 1946) from E McCarthy to RT Pollard, Minister for
Commerce and Agriculture, about the Commonwealth–state conference on Snowy River
proposals.

Department of Post War Reconstruction

**UNREGISTERED PAPERS, REPORTS, MINUTES OF MEETINGS AND SURVEYS
RELATING TO POST WAR DEVELOPMENT, 1944–51** **A688**

Comprehensive water supply investigations, Western Australia, 1947 19

Report (14 February 1947) of the Regional Planning Division on the Comprehensive Water Supply Scheme.

Comprehensive water supply investigations, Western Australia, 1947 30

Preliminary report (11 March 1947) of the Regional Planning Division on investigations into town supplies, domestic supplies and amenities in the region east of Perth, including York, Northam, Narrogin and Merredin.

CORRESPONDENCE FILES, 1941–50 A9816

Water conservation and irrigation policy, 1941–46 (2 parts) 1943/396

Articles, memoranda and correspondence with individuals, shire councils and organisations on water conservation, including the proposals of JJC Bradfield and recommendations of the Rural Reconstruction Commission.

Dr Bradfield's scheme for watering inland Australia, 1944–48 (2 parts) 1943/664

Articles about the scheme proposed by JJC Bradfield in 1938 for bringing water to inland Australia and correspondence concerning investigations into the practicability and benefits of the scheme. The correspondents include JB Chifley, HC Coombs and W Rogers.

Hume Dam Reservoir, 1944–48 (2 parts) 1944/382

Correspondence and Cabinet papers concerning proposals to increase the capacity of the Hume Reservoir by raising the height of the dam, a ministerial conference (21–22 May 1945) and the views of the Rural Reconstruction Commission on the proposal. The correspondents include HC Coombs, Sir Harry Brown, JG Crawford and AS Brown.

Murray Valley Irrigation Development League, 1944 1944/476

Minutes of a conference (15–16 August 1944) at Yarrawonga of local government authorities which established the Murray Valley Development League.

Snowy River Hydro-electric Scheme: representations, 1944–46 1944/485

Letters, mostly addressed to the prime minister and other federal parliamentarians, from shire councils, regional and local organisations on proposals to divert the waters of the Snowy River. There are also notes of a deputation to JB Chifley from the Murrumbidgee Valley Water Users Association (22 May 1945).

Clarence River Hydro-electric Scheme, 1944–49 (3 parts) 1944/487

Correspondence, a booklet and newspaper articles concerning proposals of Sir Earle Page for a Clarence River Gorge hydro-electric scheme and the report (28 December 1945) on the scheme by a committee of technical officers. The correspondents include Sir Earle Page, JB Chifley, HC Coombs, SF Cochran and CR Lambert.

Western Australia South West Water Supply Scheme, 1944–49 (4 parts) 1944/555

Correspondence concerning the request of the Western Australian government for Commonwealth assistance in carrying out a comprehensive water supply scheme, the appointment of an inter-departmental committee chaired by Louis Loder, fieldwork (January

1947) by T Langford-Smith of the Regional Planning Division and officers of the Bureau of Agricultural Economics, the report of the inter-departmental committee, and modification of the scheme by the Western Australian government. The correspondents include ARG Hawke, RJ Dumas, HC Coombs, AS Brown, JG Crawford, T Langford-Smith, LF Loder and PW Nette.

Snowy River Hydro-electric Scheme: policy, 1944–46 (2 parts) 1945/270

Correspondence concerning the report of H Moss on Snowy River development, the interest of the Commonwealth Government in the subject, the question of diversion to the Murray River rather than the Murrumbidgee, proposals of the Victorian government for a joint investigation, and an inter-departmental meeting (28 May 1946), chaired by HC Coombs. The correspondents include HC Coombs, Sir Harry Brown, JK Jensen, KJ McKenzie, PA Dorrian, JA Carrodus, CA Hoy and LF Loder.

Water conservation: Graziers Council of Australia, 1945–46 1945/453

Resolutions of the Graziers Federal Council urging that priority be given to water conservation and electricity development and letters from state premiers commenting on the proposals.

Snowy River Scheme: policy, 1946–49 (9 parts) 1946/307

Notes of a ministerial conference (25 June 1946) on Snowy River proposals, chaired by

JJ Dedman, and correspondence concerning comparisons of the New South Wales and Victorian proposals, Commonwealth investigations into the engineering, agricultural and economic aspects of the proposals, a tour (January 1947) by AS Brown and other officials through irrigation areas, reports on soils and irrigation, and calculations of power generation and population. The correspondents include HC Coombs, AS Brown, CR Lambert, LF Loder, JG Crawford, LR East, GJ Evatt, JK Taylor and SM Wadham.

Snowy River: Commonwealth–State Committee, 1948–49 1948/69 Pt 4

Letters to the Prime Minister from shire councils, development leagues and other organisations concerning the Snowy River proposals of the government.

Snowy River Scheme: representations from outside bodies, 1949 1949/87

Letters to the prime minister from organisations and individuals on various aspects of the Snowy River Scheme.

Snowy River Scheme, 1949 1949/200

Correspondence of AS Brown about the authority that would administer the Snowy River Scheme, proposed legislation and his report on use of water in the Murray Valley.

COLLECTION OF REFERENCE MATERIAL ON SNOWY RIVER INVESTIGATIONS, 1942–51 A12542

From internal evidence, the records in this collection appear to have been accumulated by AS Brown of the Department of Post War Reconstruction, who was a central figure in the Snowy River investigations in 1946–49.

Snowy River Committee, 1947–49 1-2

Report (June 1949), minutes, agenda papers and correspondence of the Commonwealth–State Officers Committee, chaired by Louis Loder. The correspondents include JJ Dedman, N Lemmon, AS Brown, JR Hocking, LF Loder, VC Bagot, FH Brewster, JK Taylor and E Bate.

Snowy River Valley: preliminary investigation of resources, 1946 4

Report (April 1946) by the Regional Planning Division of the Department of Post War Reconstruction on the resources of the Snowy River Valley.

Snowy River investigation: correspondence, 1946–47 7

Correspondence of AS Brown about the possibility of diverting Snowy River waters to the Murray River, irrigation schemes, soil surveys, and the proposed form of the report of the economic investigation committee. The correspondents include CR Lambert, GJ Evatt, SM Wadham and JK Taylor.

Supplementary report by Hydro-electric Sub-Committee, 1949 11

Supplementary report (May 1949) by the hydro-electric sub-committee, chaired by RB Lewis.

Snowy River diversion: miscellaneous papers, 1945–49 12

Papers of AS Brown including reports by JK Taylor on the soils of the Murray and Murrumbidgee regions and correspondence with N Lemmon, LF Loder and GPN Watt on the form of the authority to design, construct and operate the hydro-electric scheme.

Reports and correspondence on Snowy River investigations, 1946–49 13-14

Reports, statements and correspondence on the effects of the diversion of Snowy River waters, irrigation and water usage, soils, land use, and the tour by the economic investigation committee of the Riverina and northern Victoria (January 1947). The correspondents include JG Crawford, JK Taylor, CR Lambert and PA Reid.

Snowy River: notes of discussions at ministerial conference, 1946 15

Notes of a ministerial conference (25 June 1946), chaired by JJ Dedman, of representatives of the Commonwealth, New South Wales and Victorian governments.

Departments of Works and Housing and Post War Reconstruction: report, 194720

Reports (June 1947) on proposals to divert the Snowy River into the Murray and Murrumbidgee rivers. They comprise a report by HC Coombs and LF Loder, a report by the Department of Works and Housing on engineering aspects, and a report by the Department of Post War Reconstruction on agricultural aspects.

Proposals to divert Snowy River: report by Commonwealth and State officers, 1948 21

First report (November 1948) of the Commonwealth and state officers committee on proposals to divert the Snowy River.

Snowy River investigations by Interstate Committee, 1948 26

Undated report of the Hydro-electric Sub-committee, chaired by RB Lewis.

Department of the Interior

CORRESPONDENCE FILES, 1946– **A431**

Western Australia Comprehensive Water Supply Scheme, 1946–47 **1946/1933**

Copy of *Comprehensive Agricultural Areas and Goldfields Water Supply Scheme* (January 1946), issued by ARG Hawke, and correspondence and reports of Commonwealth investigations into the scheme. The correspondents include FM Johnston and LF Loder.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Ord River dam site, 1945 **AI423/1/1**

Correspondence between J Willcock and JB Chifley concerning proposals of the Western Australian government for an irrigation project in the East Kimberleys and the transport of drilling equipment to the dam site.

Snowy River hydro-electric developments, 1940–49 **AJ423/1/1 Pts 1-3**

Correspondence of J Curtin, FM Forde and JB Chifley with the premiers of New South Wales and Victoria concerning proposals (1944) of the New South Wales investigating committee into utilising the waters of the Snowy River, the views of the Victorian government and shire councils, a ministerial conference (May 1946), Commonwealth investigations (1946–47) into engineering, agricultural and power aspects of the scheme, the work of the Commonwealth–State Investigation Committee (1947–49) and the establishment of the Snowy Mountains Hydro-electric Authority.

Snowy River hydro-electric developments, 1947–49 **AJ423/1/1 Pt 4**

Letters to the Prime Minister about the Snowy River diversion from shire and municipal councils, producer organisations, the Returned and Service League, the Murrumbidgee Valley Water Users Association and other organisations, together with replies drafted by the Department of Post War Reconstruction.

Clarence River hydro-electric development, 1944–49 **AK423/1/1**

Reports, correspondence, minutes and maps relating to the proposals of Sir Earle Page for a power, water and irrigation scheme in northern New South Wales similar to the Tennessee Valley Authority, consultations with the New South Wales and Queensland governments, the role of the Commonwealth in investigations of the scheme, and the report by EF Rowntree on the hydro-electric potential of the Clarence River. The correspondents include JB Chifley, Sir Earle Page, JM Baddeley, HC Coombs and AS Brown.

Burdekin River, 1949–50 **AW423/1/1**

Parliamentary questions and correspondence on the proposed cooperation between the Commonwealth and Queensland governments on the utilisation of the waters of the Burdekin River for irrigation, hydro-electricity and flood mitigation.

Murray River Agreement, 1931–49 **B423/1/2 Pts 2-4**

Report of a conference (19 January 1944) on Upper Murray storage, chaired by JS Collings, and correspondence of J Curtin and JB Chifley with state premiers on the enlargement of the Hume Reservoir, the extension of the powers of the River Murray Commission, and amendments to the River Murray Waters Agreement.

Water conservation and irrigation schemes: central Australia, 1934–48 R423/1/2 Pt 1

Parliamentary questions, correspondence and reports on water and soil conservation, and investigations into the scheme of JJC Bradfield to convey water from northern Queensland to central Australia. The correspondents include JB Chifley, state premiers, HC Coombs, MC Langslow, JA Carrodus and M Sawtell.

CORRESPONDENCE FILES, 1956– **A463**

Burdekin River irrigation, hydro-electric and flood mitigation project, 1948–57
1957/6586

Includes the preliminary report (10 November 1949) of an inter-departmental committee on the Burdekin River project, chaired by Louis Loder, a report (19 January 1950) by the Bureau of Agricultural Economics, a submission by RG Casey to the Standing Committee on Industry and Development, and correspondence concerning possible Commonwealth participation in the project. The correspondents include JB Chifley, EM Hanlon, G Rudduck and LF Loder.

River Murray Commission

GENERAL CORRESPONDENCE FILES, 1917–61 **MP608/1**

Hume Reservoir design and construction, 1942–49 **1536 Pt 4**

Correspondence of CJ Tetaz, the Secretary of the River Murray Commission, on designs for the raising of the Hume Dam and additional works covered by amendments to the River Murray Waters Act.

Whyalla water scheme: diversion of water from River Murray at Morgan, 1940–44 1732

Report (31 July 1940) of the South Australian Parliamentary Standing Committee on Public Works on the Whyalla water scheme and correspondence on the opening of the Morgan–Whyalla pipeline on 31 March 1944.

Conference of Ministers, 1944 **1760**

Agenda and agenda papers of a conference (21–22 May 1944) of Commonwealth and state ministers to discuss the enlargement of the Hume Reservoir and development of the Murray Valley.

Irrigation Production Advisory Committee, 1946–47 **1794**

Correspondence on the functions of the irrigation production advisory committee of the Australian Agricultural Council. Correspondents include CJ Tetaz, TH Harrison and JRA McMillan.

Development of Snowy River: effect of diversion on flooding in upper Murray Valley, 1946–65 **1795**

Report (27 August 1946) by AF Ronalds on the projected increases in the regulated flow at Albury as a result of the proposed diversions of the Snowy River and correspondence on the need for additional storage in the Murray Basin. The correspondents include CJ Tetaz, LR East and LF Loder.

River Murray Commission Conference of Ministers, 1948–49 **1823**

Correspondence concerning the agenda and proceedings of a conference (18–19 October 1948) of Commonwealth and state ministers on the enlargement of the Hume Reservoir and the amendment of the River Murray Waters Agreement. The correspondents include CJ Tetaz, CA Hoy, LR East and FH Brewster.

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

Snowy Mountains Scheme, 1949–50 **1956/1038 Pts 1-2**

Reports, correspondence, minutes and newspaper cuttings on the drafting of the 1949 Snowy Mountains Hydro-electric Power Bill, the conference (13 July 1949) of Commonwealth and state ministers, inter-departmental discussions, financial provisions, and the structure and powers of the Snowy Mountains Hydro-electric Authority. The correspondents include JB Chifley, N Lemmon, GPN Watt, PW Nette, WE Dunk, LF Loder and DJ Hibberd.

**PAPERS RELATING TO THE COMPREHENSIVE AGRICULTURAL AREAS AND
GOLDFIELDS WATER SUPPLY SCHEME IN WESTERN AUSTRALIA, 1939–49 CP185/1**

A history of the development of agriculture in Western Australia and reports of Commonwealth investigations in 1946–47 into the feasibility and costs of the scheme proposed by the Western Australian government.

Sir John Crawford

**PAPERS RELATING TO IMPORT LICENSING, WAR SERVICE LAND SETTLEMENT,
RURAL AFFAIRS AND FOOD PRODUCTION, 1943–60** **A12085**

Western Australia: agricultural areas and goldfields water supply scheme, 1946–47 4

Correspondence of JG Crawford concerning investigations by the Bureau of Agricultural Economics into the agricultural and economic aspects of the Western Australian water supply scheme.

Snowy River enquiry, 1946–48 **5**

Notes on land use in relation to the Snowy River waters and drafts of papers by JG Crawford on the diversion of the Snowy River.

Sir Louis Loder

**REFERENCE MATERIAL HELD BY LF LODER, DIRECTOR-GENERAL OF THE
DEPARTMENT OF WORKS, 1943–57** **MP679/1**

This series comprises reports on investigations of the proposals for the diversion of the Snowy River undertaken by the Department of Works and Housing (1946), the Bureau of

Mineral Resources (1948–49), the Commonwealth–State Officers Committee (1948–50), the State Rivers and Water Supply Commission of Victoria (1946–48) and the New South Wales Department of Mines (1949). There are also some later documents on the Snowy Mountains Hydro-electric Authority.

Further reading

Brown, AS, 'The Snowy River proposals', *Regional Development Journal*, vol. 1, no. 1, 1949, pp. 6–12.

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Hartley, Richard G, 'A century of water supply to the Western Australian goldfields and wheat-belt from Mundaring Weir and the Kalgoorlie pipeline', *Early Days*, vol. 11, no. 6, 2000, pp. 727–44.

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Ronalds, AF, *R.M.C.: harnessing Australia's greatest river – the work of the River Murray Commission*, River Murray Commission, Melbourne, 1950.

Smith, David Ingle, *Water in Australia: resources and management*, Oxford University Press, Melbourne, 1998.

Wigmore, Lionel, *The Struggle for the Snowy: the background of the Snowy Mountains Scheme*, Oxford University Press, Melbourne, 1968.

20 Transport

During the war responsibility for transport policy and administration was divided among several departments: Transport, Civil Aviation, Supply and Shipping, and Interior (Commonwealth Railways). The Department of Transport was a wartime creation, intended to ensure the most efficient use of road and rail transport. EJ Ward, who became Minister for Transport in September 1943, made a number of attempts to extend the functions of the department. At various times he proposed that it assume responsibility for shipping, the Commonwealth Railways, and the rationing of automotive supplies. None of these proposals was accepted by his ministerial colleagues. In the immediate aftermath of the war, the Department of Transport acted as the executive body of the Australian Transport Advisory Council (established in 1946) and the Australian Road Safety Council, administered the Commonwealth Aid Road Grants (renewed in 1947), and promoted rail standardisation.

Railways

Ward was a great advocate of rail standardisation: he once told JB Chifley that it was 'the major national work to be undertaken in the post-war period'. In the inter-war years a mere 151 miles of track had been converted to the standard gauge. The need for a uniform gauge became obvious during the war, with gauge breaks causing great congestion of troops and civilians at Brisbane, Albury, Tocumwal and elsewhere. In 1944 Ward commissioned Sir Harold Clapp, the former Victorian Railways Commissioner, to report on the standardisation of rail gauges and rolling stock. The report, presented in March 1945, was comprehensive and ambitious. It incorporated many of the recommendations of a 1921 royal commission, with the addition of a standard gauge rail from Broken Hill to Port Pirie. The estimated cost of standardising existing railways, including the entire broad gauge systems in Victoria and South Australia, was £44.3 million. In addition, Clapp recommended the construction of new strategic and developmental lines, including an inland route from Bourke in New South Wales to Charleville and Longreach and a line from Dajarra in Queensland to Darwin.

In November 1944, following an interim report by Clapp, Cabinet gave its approval in principle to rail standardisation, in the interests of defence and national development. At a conference with state ministers in May 1945, Ward declared that rail standardisation was essential for Australian defence, development and settlement, and implementing the first phase of the project would not detract from post-war projects such as housing and water conservation. Commonwealth officials were less enthusiastic. HC Coombs, who had talks with Clapp, was supportive and suggested that priority should be given to converting the Broken Hill–Port Pirie link. Sir Harry Brown, on the other hand, considered that there were far more urgent works projects and doubted if sufficient labour would be available for many years. He pointed out that no state government had included rail standardisation in its list of works priorities. Treasury officials were dismissive, while the defence committee decided that, while desirable, rail standardisation was not essential from the defence viewpoint. Other organisations were unenthusiastic. Both the Graziers Federal Council and the Associated Chambers of Commerce urged that rail standardisation be deferred in favour of housing, water conservation, irrigation and other developmental projects.

In January 1946 Cabinet decided that work on the standardisation of gauges should start as soon as possible and the Commonwealth would contribute 40 to 50 per cent of the capital needed for the tracks, locomotives and rolling stock. At the premiers conference in the same

month, New South Wales, Victoria and South Australia showed some interest. An agreement providing for the conversion of the entire Victorian and South Australian systems and the construction of a line between Alice Springs and Birdum was ratified by the Commonwealth, Victorian and South Australian parliaments. In 1949 a new agreement with the South Australian government covered the funding of the conversion of broad and narrow gauges to standard gauge. The Commonwealth completed the standard gauge from Marree to Port Augusta in 1957. It was not until the 1960s that significant progress was made and the standard gauge lines were finally completed from Sydney to Brisbane (1968) and Perth (1970).

Shipping

The initiative for an inquiry into post-war shipping and shipbuilding came from the Secondary Industries Commission. It was opposed by AV Smith of the Department of Supply and Shipping, but in January 1944 the War Cabinet set up an inter-departmental committee, chaired by Smith. Its members included HC Coombs and FT Merrett (a member of the Secondary Industries Commission) and its report was mainly drafted by BW Hartnell and KJ McKenzie of the Department of Post War Reconstruction. Although the report was completed in October 1944, it was not presented to the War Cabinet until February 1945 and it did not reach the full Cabinet until August 1945. Coombs told Dedman that the main interest of the Secondary Industries Commission was in the maintenance of the shipbuilding industry, which had developed substantial capacity during the war, and this was the thrust of the report. The committee considered that Australia needed to become more self-reliant in both shipping and shipbuilding in order to broaden its industrial structure and strengthen its position as a Pacific power. Shipbuilding should not be allowed to decline, as happened after World War I, but this would require a larger mercantile fleet. There was no reference to nationalisation in the report and, according to Coombs, members were divided on the question of the re-establishment of the Commonwealth Shipping Line. It did, however, agree that coastal shipping should be confined to ships built in Australia and vessels should be replaced as soon as they were obsolete. It also recommended that one authority be responsible for both shipping and shipbuilding and that it have the power to sell vessels to private ship owners.

On 27 August 1945 Cabinet approved Dedman's recommendations that the coastal trade be reserved for Australian-built ships and that freight and charter rates, fares and routes be subject to government approval. It decided that for the time being the Commonwealth would retain ownership of all ships built to its order, but for 12 months they would be operated by private companies. The proposal for a single authority was rejected. The Australian Shipbuilding Board, which had been set up in 1941, remained responsible for all shipbuilding matters, while in January 1946 an Australian Shipping Board was created to control the fleet of government-owned ships and coordinate the work of port authorities. In June 1946 WP Ashley told Cabinet that the establishment of a Commonwealth coastal line would merely add another competitor to a developed industry, although it could meet the needs of unprofitable outports. In July 1947 the Cabinet decided to form a Commonwealth shipping line for the coastal trade and for trade between Australia, Papua New Guinea and adjacent islands.

The *Shipping Act 1949* formally established the Australian Shipping Board with power to manage interstate and overseas shipping services. It also required the building of merchant ships more than 200 tons to be licensed by the minister and carried out in accordance with designs approved by him. The Opposition opposed ministerial discretions and instead

favoured protection and subsidies for the Australian industry. It advocated the sale or lease of the wartime fleet to private companies and made many disparaging references to the Commonwealth Shipping Line which operated in 1916–28.

By 1950 the Shipping Board owned 28 vessels, all but one built in Australia. George McLeay, the new Minister for Shipping and Transport, was initially critical of both boards and there were repeated reports that the government was proposing to sell the fleet. Instead, it purchased new vessels and expanded its operation. The Shipping Board was replaced by the Australian Coastal Shipping Commission in 1956. The Australian Shipbuilding Board commissioned the construction of 29 vessels between 1943 and 1949. It was actively involved in the design of the ships, but contracted the construction to private companies such as BHP and Evans Deakin & Co. The volume of shipbuilding fell in the 1950s, with the decline of coastal shipping, and the board was dissolved in 1957.

Aviation

The most radical developments took place in the field of civil aviation. Since 1936 a series of takeovers and mergers had given the Australian National Airways (ANA) a dominant position in domestic aviation. By 1945 its planes carried about 80 per cent of passengers and an even higher proportion of freight on the inter-capital routes. Labor politicians were highly critical of a company owned by shipping interests and accused its chairman, Ivan Holyman, of planning a nation-wide monopoly. Chifley said that if there were a monopoly it should be a government monopoly. With the exception of Qantas Empire Airlines, most of the other Australian airlines were small companies dependent on government subsidies.

In October 1943 the War Cabinet set up a committee, headed by AB Corbett, the Director-General of Civil Aviation, to report on the principles that should govern Australian civil aviation policy and organisation. Other members included HC Coombs, Daniel McVey, William Dunk and Paul Hasluck. They agreed that a single company operating under government control would be more economical and efficient than a multiplicity of airline services. Corbett had earlier recommended that the government set up an airways corporation, but there were serious doubts about the constitutional powers of the Commonwealth in regard to civil aviation. The Corbett Committee instead recommended the establishment of a joint stock company to operate all Australian domestic airlines, with the Commonwealth holding a substantial proportion of the shares. It was optimistic that ANA and other companies would voluntarily merge with the new company, thereby ensuring that it secured the services of experienced executives. The committee also considered international airlines and recommended that the Commonwealth acquire the British Overseas Airways Corporation (BOAC) interest in Qantas Empire Airlines.

Following the defeat of the 14 powers referendum in August 1944, a Cabinet committee considered the three options of a statutory corporation, a joint stock company or the continuation of the existing arrangements between the government and the airline companies. It failed to reach a decision. McVey, Corbett's successor, opposed nationalisation, but Sir George Knowles, the Solicitor-General, held that under the trade and commerce power a Commonwealth authority could monopolise any form of interstate transport, provided that it did not impede interstate trade in any way. In November 1944 Cabinet decided to nationalise the interstate airlines. The Prime Minister stated that the government had decided to follow the Canadian model, which was greatly admired for its efficiency.

After a lengthy and acrimonious debate in Parliament, the Australian National Airlines Act was proclaimed in August 1945. It set up the Australian National Airlines Commission to control interstate aviation, while a new airline, Trans Australia Airlines (TAA), would have a monopoly of interstate air services. The legality of the Act was immediately challenged by ANA, Guinea Airways and MacRobertson Miller. In December 1945 the High Court held that a government-owned airline could participate in interstate trade, but under Section 92 of the Constitution the Commonwealth could not restrict or prevent the interstate operations of private airlines. The Act was subsequently amended, withdrawing references to an interstate monopoly. Nationalisation had been thwarted, but it remained to be seen whether the domestic market could support two large airlines. The first TAA flight took place in September 1946. With massive financial support from the government, a monopoly of government business and airmails, and lower fares, TAA soon achieved 50 per cent of interstate traffic. It acquired a reputation for efficiency and good management, while ANA suffered from a reputation for poor service and a series of major accidents in 1945–49. It also faced competition from Ansett Airways, which was beginning to increase its share of the market. The change of government in December 1949 saved ANA for the time being, but by then TAA was making a profit and predictions that it would soon be abolished were not realised. Instead, debate on the future of civil aviation continued and finally led to the two-airline policy adopted by the Menzies government in 1952.

In August 1946 Chifley announced that Qantas Empire Airways would be its principal instrument in the development of international services and the government would acquire a half interest in the company. As the Corbett committee had recommended, it proceeded to purchase the Qantas holdings of BOAC. In July 1947 it completed the process and became the sole owner of Qantas, with Hudson Fysh remaining as its general manager. Fysh, the founder of the company, welcomed the takeover and there was very little public criticism.

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Attorney-General's Department

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Department of Civil Aviation

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Civil aviation policy during the war and post-war period, 1943–44 6

Report (23 December 1943) of the Inter-Departmental Committee on Civil Aviation (chair: AB Corbett) and a Cabinet submission (25 September 1944) by AS Drakeford.

Inter-departmental report on the establishment of new air services in Australia, 1947 7

Report (July 1947) of an inter-departmental committee on the establishment of new intra-state airline services (chair: AH Cobby).

Proposed Australian Air Transport Corporation and civil aviation policy: inter-departmental committee meetings, 1943 8

Summary of proceedings of meetings (November–December 1943) of the Inter-Departmental Committee on Civil Aviation Policy (chair: AB Corbett).

Exhibits and schedule of exhibits for Inter-Departmental Committee on Civil Aviation, 1943 9

The exhibits (1–52) include submissions (January 1943, 16 December 1943) by AB Corbett, a submission (2 November 1943) by D McVey, memoranda by airline companies, replies by companies to questionnaires, statements by the Department of Civil Aviation, submissions by the Postmaster-General's Department and the Department of External Affairs, financial statements, and a War Cabinet agenda and minute (19 October 1943).

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Civil aviation policy, 1943–45 38/101/517

War Cabinet and Cabinet submissions, correspondence, minutes and speeches on post-war civil aviation policy, the establishment of the inter-departmental committee, submissions by airline companies, the effect of air competition on railway services, the nationalisation of interstate airlines, legislation to establish a government-owned airline, and parliamentary questions. The correspondents include AS Drakeford, AB Corbett, D McVey, EC Johnston, RM Ansett and CA Butler.

Rural Reconstruction Commission reports, 1947–48 182/101/56

Summaries of the Rural Reconstruction Commission reports and correspondence with JG Crawford concerning the views of the Department of Civil Aviation on recommendations of the commission.

Butler Air Transport Pty Ltd: policy file, 1941–46 192/107/73

Draft agreement, correspondence, minutes and notes on services in New South Wales and Queensland, subsidies, stopping places, the financial position of the company and aircraft. The correspondents include AS Drakeford, AB Corbett, EC Johnston, VW Burgess,

AJS Scott and CA Butler.

Australian National Airlines: policy file, 1941–43 192/139/212

Draft agreement and correspondence concerning stopping places, mail contracts, interstate and intrastate services and parliamentary questions. The correspondents include AS Drakeford, AB Corbett and IN Holyman.

Australian National Airlines: policy file, 1944 **192/139/381**

Correspondence and minutes on the discontinuance and resumption of airline services, mail services, airline licences, the condition of aerodromes and parliamentary questions. The correspondents include AB Corbett, D McVey, EC Johnston, R Badenach and IN Holyman.

Ansett Airways air services: policy file, 1941–44 (2 parts) **192/142/54**

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Correspondence, minutes and newspaper cuttings on the allotment of aircraft, arrangements with the United States army, airline licences, the use of government-owned aircraft, financial statements, applications by Ansett for the extension of interstate services and government subsidies. The correspondents include AS Drakeford, AB Corbett, D McVey, EC Johnston, R Badenach and RM Ansett.

Australian National Airlines Commission: policy file, 1946–48 **199/155/2**

Correspondence and minutes on the establishment of new services, applications for airline licences, the carriage of mails on TAA planes and parliamentary questions. The correspondents include AS Drakeford, EC Johnston, R Williams, LJ Brain, JP Ryland and SH Crawford.

Department of Post War Reconstruction

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Research on internal subjects: shipping, 1943–45 **1943/819**

Correspondence on Australian shipbuilding and post-war shipping policy. The correspondents include NJO Makin, AV Smith, HC Coombs and GG Firth.

Research on internal subjects: aviation, 1941–44 **1943/821**

Includes letters (1944) from WH Fysh to JB Chifley on proposed Qantas services to Darwin, Papua New Guinea and the Pacific Islands.

Transport and communication, 1941–45 **1943/833**

Correspondence (1943–44) of M Allen of the Institute of Transport with the Department of Post War Reconstruction concerning standardisation of rail gauges, road accidents, voluntary pooling of transport and the work of the institute. Other correspondence deals with the relationship of transport to post-war reconstruction; transport and decentralisation; electrification of country rail tracks and control of interstate transport of goods. The correspondents include HC Coombs, GG Firth, PR Judd, PA Dorrian and AG Crawford.

Ansett Airways, 1943–45 **1944/133**

Includes a memorandum (16 November 1943) by RM Ansett on the control and development of civil aviation.

Unification of railway gauges, 1944–48 (3 parts) 1944/259

Correspondence concerning the report (March 1945) of Sir Harold Clapp on the unification of railway gauges, the financial and employment aspects of a unification scheme, and its relationship with other construction and developmental projects. The correspondents include EJ Ward, JB Chifley, HC Coombs, KJ McKenzie, JG Crawford and HP Breen.

Shipbuilding and Shipping IDC, 1944–47 (2 parts) 1944/269

The draft report (1 June 1944) of the Inter-Departmental Committee on Shipbuilding and Shipping and correspondence relating to the committee, its recommendations and the subsequent Cabinet agenda. The correspondents include JB Chifley, HC Coombs, JJ Kennedy, BW Hartnell and RJ Murphy.

Australian Transport Advisory Council, 1944–45 1944/549 Pt 1

Correspondence and notes concerning the establishment of the Commonwealth Transport Advisory Council and minutes of the first meeting (15 December 1944) of the council. The correspondents include RJ Murphy, HC Coombs and KJ McKenzie.

Regional planning: Federal Roads Aid Agreement, 1947 1947/4

Includes a letter (8 January 1947) from G Rudduck to the Treasury on questions that might be considered in a review of the Federal Aids Road Agreement, including funds for special defence and developmental purposes.

Department of Transport

AGENDA AND RESOLUTIONS OF COMMONWEALTH TRANSPORT ADVISORY COUNCIL, 1944–46 MP1506/15

Minutes of meetings of the Commonwealth Transport Advisory Council and of conferences of Commonwealth and state ministers of transport. The council first met in December 1944, chaired by the Minister for Transport and comprised representatives of several Commonwealth departments, including the Department of Post War Reconstruction. It was dissolved in 1946, following the establishment of the Australian Transport Advisory Council, representing the Commonwealth and the states.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 A461

Post war reconstruction: shipping and shipbuilding, 1945–49 Y387/1/1

Includes correspondence between JB Chifley and the NSW premier on the development of shipbuilding in and outside Sydney.

Subsidy for national roads, 1944–49 A395/1/2 Pts 4-5

Correspondence, mainly between JB Chifley and the state premiers, motoring organisations and shire councils, concerning the revision of the Federal Aid Roads and Works Agreement in 1947.

Post-war organisation of road transport, 1945–46 R418/1/1

Correspondence on the relaxation of controls of road transport, the interest of the Commonwealth Government in the transport system, and the establishment of the Australian Transport Advisory Council.

Shipbuilding: general, 1940–50 **N418/2/1 Pts 3-4**

Correspondence concerning post-war shipbuilding in Australia and the future of various shipyards. The correspondents include JB Chifley, NJO Makin, JK Jensen, HC Coombs and WJ McKell.

Proposed establishment of Commonwealth Shipping Line, 1946–50 **L418/2/2**

Correspondence of JB Chifley with WP Ashley and others on the establishment of the Commonwealth Shipping Line and the 1949 Shipping Bill.

Unification of railway gauges: policy, 1931–47 **A418/3/3 Pts 3-4**

Correspondence of J Curtin and JB Chifley with EJ Ward, state premiers and others on the rail gauge proposals of Sir Harold Clapp, costs of surveys and materials, and the 1946 Rail Standardisation Agreement.

Unification of railway gauges: general, 1942–46 **B418/3/3 Pt 2**

Correspondence concerning resolutions of the Queensland parliament, the Graziers Federal Council, the Associated Chambers of Commerce and other organisations on the question of standardisation of rail gauges.

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

Civil aviation: international aspects, 1943–46 **1943/1406 Pt 1**

Correspondence, cables, memoranda, reports and Cabinet papers on Australian policy on international air transport, Commonwealth talks on civil aviation and bilateral civil aviation agreements. They include a report by AS Drakeford on the Commonwealth Conference on Civil Aviation (October–December 1944).

Australia–UK air service: post-war, 1945–53 **1946/1270**

Correspondence and cables concerning discussions in London and Canberra with the British government, BOAC and Qantas Empire Airways on the 'Kangaroo Service', financial arrangements and the purchase of aircraft. The correspondents include JB Chifley, AS Drakeford, J Brophy, GPN Watt, F Stanton, R Williams and EC Johnston.

Air transport: Qantas formation and legislation, 1947–71 **1971/6050 Pt 1**

Includes Cabinet papers and correspondence on the purchase by the Commonwealth Government of shares held in Qantas Empire Airways Ltd by BOAC and Qantas Ltd, the appointment of WH Fysh as Chairman and Managing Director, and the drafting of a financial directive to be issued to the board of directors. The correspondents include AS Drakeford, PW Nette and EC Johnston.

JB Chifley

CORRESPONDENCE OF JB CHIFLEY ON PORTFOLIO MATTERS, 1945–49 M1457

Transport, 1947–49 35

Includes letters from EJ Ward, RJ Murphy and AW Paul to JB Chifley in response to representations seeking Commonwealth contributions to the cost of constructing main roads.

John Curtin

REPORTS AND CONFERENCE PAPERS MAINTAINED BY JOHN CURTIN AS PRIME MINISTER, 1941–45 M2319

Report on civil aviation, 1944 8

Report (24 July 1944) by D McVey on civil aviation in Australia.

Sir John Jensen

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History of the Australian Shipbuilding Board, 1941–46 1

Unpublished history of the Australian Shipbuilding Board (1941–45) and related documents.

Chapter 18: shipbuilding, 1940–44 6

War Cabinet submissions, correspondence, minutes and reports about the work of the Australian Shipbuilding Board, shipping and shipbuilding in the post-war period, and merchant shipbuilding. The correspondents include JK Jensen, NKS Brodribb, AL Nutt, FP Kneeshaw and Sir Thomas Gordon.

Sir Federick Shedden

SHEDDEN COLLECTION, 1937–71 A5954

Standardisation of rail gauges: Clapp Report, 1945–48 717/2

Report (March 1945) by Sir Harold Clapp on standardisation of Australian rail gauges, report (2 October 1945) by the Defence Committee on the defence aspects of the proposals, related correspondence and newspaper cuttings. The correspondents include Sir Frederick Shedden, RJ Murphy and FR Sinclair.

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21 Primary industries

Commonwealth support for primary producers expanded during the Depression years, despite constitutional restrictions. At the Ottawa Conference in 1932, Australian negotiators secured preferential advantages for Australian meat, dairy products, fruit and wine. In 1934 the Australian Agricultural Council was set up to enable the Commonwealth and state governments to consult regularly on the marketing and economic aspects of primary production. In 1935–36 legislation established the Australian Wool Board and Australian Meat Board. During this period, Commonwealth subsidies were paid to wheat growers, bounties were paid on the export of apples, pears and other fruit, and grants were made to the states for the adjustment of rural indebtedness. The production of sugar, dairy products and wheat benefited from price schemes that provided for a home consumption price at a higher level than the export price.

Wartime agriculture

In World War II agriculture became a war industry, with certain foodstuffs declared to be essential commodities. The highest priority was given to production of food to meet the needs of the people of Australia and the United Kingdom, and also, from 1942 onwards, the American forces serving in the Pacific. Primary industries were subject to a plethora of controls that regulated the workforce, land sales, land usage, production, prices, subsidies, bounties, the allocation of machinery and fertilisers, transport, storage and rationing. They were administered by numerous boards and committees, as well as by the Department of Commerce and Agriculture, the Department of War Organisation of Industry, the Prices Commissioner, the Rationing Commission and the Manpower Directorate. War needs led to major changes in production priorities and output. Meat, dairy products, sugar, eggs, potatoes and other vegetables became priorities, although labour and material shortages, declining supplies of superphosphate, lack of machinery and the great drought of 1944–45 meant that production of many commodities could not meet demand.

In contrast, efforts were made to reduce the production of wool and wheat, which in 1939–40 had made up 53 per cent of Australia's exports. In 1939 the British government acquired the Australian wool clip for the duration of the war, but due to shipping shortages, millions of bales had to be stored in Australia. Wheat production was made subject to annual licences, limiting the maximum acreage of each grower, and production fell from 14.3 million acres in 1938–39 to 7.9 million acres in 1943–44. In 1942 the government introduced a stabilisation plan to provide a guaranteed price for wheat farmers. Later in the war, long-term purchase agreements were made with the British government for meat, butter, cheese, eggs and dried fruit. Marketing agreements and stability of prices and incomes emerged as the principal post-war aims of Australian farmers.

Rural Reconstruction Commission

Soon after his appointment as Treasurer in October 1941, JB Chifley spoke of plans for rural reconstruction, including the establishment of a mortgage bank and improved procedures for debt adjustment. In May 1942 Cabinet approved his recommendation for a Rural Reconstruction Commission. Chifley resisted proposals that organised interests should be represented on the commission. Instead FJS Wise, the Minister of Lands and Agriculture in Western Australia; Professor Samuel Wadham of the University of Melbourne; Frank Murphy, the Secretary of the Department of Commerce and Agriculture; and CR Lambert, president of the New South Wales Rural Reconstruction Board were appointed in February

1943. The secretary was RW Brownlie, PR Judd of the Department of Post War Reconstruction was the executive officer, and JG Crawford and some of his research officers provided assistance. The commission began its hearings in March 1943, and over the next nine months visited all the capital cities and 232 country centres and took evidence from 808 witnesses. Rather than being neutral fact-finders, the commissioners brought strong convictions to their investigations and often engaged in debate with witnesses. This was especially true of Wadham and Lambert, who worked full-time and drafted most of the reports. Although he was chairman, Wise was unable to give much time to the commission after 1944 and he did not sign the last two reports.

The Rural Reconstruction Commission produced 10 reports, the first in January 1944 and the last in August 1946. The subjects were (i) General rural survey, (ii) Settlement and employment of returned men on the land, (iii) Land utilisation and farm settlement, (iv) Financial and economic reconstruction, (v) Rural credit, (vi) Farming efficiency and costs, (vii) Rural amenities, (viii) Rural land tenure and valuation, (ix) Irrigation, water conservation and land drainage, and (x) Commercial policy in relation to agriculture. Delays in completing reports were sometimes due to strong disagreements, with Murphy dissenting from his colleagues on the sixth report and Wadham on the tenth. There were also long delays in releasing some reports, owing to Treasury objections to specific recommendations. Consequently, it was not until 1947–48 that the reports were considered in detail by staff of the Bureau of Agricultural Economics and by inter-departmental meetings chaired by Crawford. As many of the recommendations required action by state governments, the reports were discussed at a special meeting of the Standing Committee on Agriculture in August 1948. However a year later Crawford was told that there had been no further action by the Australian Agricultural Council. Most of the commission's recommendations were not implemented and the commissioners themselves were well aware that the federal system was a barrier to rural policy initiatives by the Commonwealth Government. Nevertheless the 10 reports constituted possibly the most comprehensive study of the rural economy and rural living conditions ever undertaken in Australia.

In 1946 the government issued 'A Rural Policy for Post-War Australia'. It acknowledged that some areas of rural policy were mainly a matter for the states, such as housing, electricity and other rural amenities, and it referred to examples of Commonwealth–state cooperation, such as the Standing Committee on Soil Conservation. At the Commonwealth level, it set out four objectives (i) to promote general economic and employment policies in order to ensure adequate markets for rural industries, (ii) to provide greater stability and security for farm incomes, (iii) to promote more efficient farm practices and (iv) to conserve and develop water, soil and other resources.

Marketing of primary products

Overseas marketing and prices policy were major concerns of the government in the immediate years after the war. The long-term contracts with the United Kingdom covered exportable surpluses of meat, dairy products, eggs and dried fruits until 1948 or 1949. Some of these agreements were later extended well into the 1950s. The sugar agreement between the Commonwealth and Queensland, which originated in 1925, was amended in 1947, increasing both wholesale and retail prices. The recovery of the wheat industry was hampered by superphosphate shortages, import restrictions on tractors and other machinery, and shipping difficulties. The need for a stabilisation scheme was widely accepted, but the defeat of the 1946 marketing referendum necessitated lengthy negotiations with the states, as well as with producer organisations. Finally, in 1948 the Commonwealth

and the states introduced legislation whereby the states would fix prices for local consumption, while the Commonwealth levied an export tax and established a price stabilisation fund. The Australian Wheat Board would handle all sales, both domestic and overseas, and the Commonwealth would guarantee a minimum price equal to the cost of production. In 1949 an International Wheat Agreement came into operation, with Australia granted a quota of 89 million bushels (15 per cent). The stabilisation scheme was supported in ballots of farmers in 1948 and 1954, and it continued with very few changes until 1968. It provided protection from sharp fluctuations, but it denied them the high prices that overseas buyers were willing to pay. As a result, many wheat farmers switched to wool and wheat acreage declined for several years.

Woolgrowers favoured a return to a free auction market, but during the war they had been insulated against fluctuations in demand and they feared that post-war surpluses might result in falling prices. Under the agreement with United Kingdom Dominion Wool Disposals, they were safeguarded by a guaranteed minimum price which continued until surplus stocks had been sold. By 1949 the wartime stocks had almost disappeared. Sheep numbers and wool production had fallen sharply in 1944–45, but they quickly recovered and prices rose rapidly after the resumption of auctions in 1946. The world consumption of wool also increased significantly and by 1949–50 Australian wool prices were three times higher than in 1946. Wool accounted for about 42 per cent of Australian exports and high wool prices were a significant factor in rising inflation in Australia after 1948.

Research and planning

The Rural Reconstruction Commission emphasised research, education, extension services and planning to combat such problems as erosion, declining soil fertility, inefficient farm sizes and poor land management. The Chifley government took a number of measures to promote research and planning. The commission's recommendations on soil erosion were considered by an inter-departmental committee in January 1945 and, following discussion at the premiers conference, a Standing Committee on Soil Conservation was appointed. In 1948 the government set up a Commonwealth Territories Soil Conservation Service to carry out surveys and disseminate information to landholders. Under the *Wool Use Promotion Act 1945*, a Wool Research Trust Fund was established, funded partly by the tax on wool, to support research on wool and woollen textiles. The research was mainly carried out by CSIR, and it also received additional funding for research on insecticides, weed control and trace elements.

The most important initiative was the creation of the Bureau of Agricultural Economics in 1945. Apart from specific functions relating to soldier settlement, the Rural Reconstruction Commission reports and the Food and Agriculture Organization, it was required to carry out a wide range of economic research, including the economic outlook for the various primary industries. The results of the research was publicised in its *Bulletin*, which began publication in 1946, and the *Quarterly Review of Agricultural Economics* (1948), as well as in monographs such as *Economic Outlook for the Fat Lamb Industry* (1947), *Economic Outlook for the Pig Industry* (1948), *Statistical Handbook of the Sheep and Wool Industry* (1949) and *The Australian Potato Industry* (1949).

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JB Chifley and JJ Dedman. Development of cooperative societies in the fishing industry, 16 June 1944 74/1944

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WJ Scully and JJ Dedman. Soil erosion and conservation, 19 June 1945 57/1945

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RV Keane. Dairy industry assistance, 25 October 1945 110/1945

Bureau of Agricultural Economics

CORRESPONDENCE FILES, 1946–75 **A1422**

Rural Reconstruction Commission, 1946–49 **13/1/1-13/1/13**

Summaries of reports, a draft Cabinet submission (April 1948) on the recommendations of the Rural Reconstruction Commission, minutes of inter-departmental meetings (17–26 February 1948) to consider the recommendations (chair: JG Crawford), minutes of a special meeting (30–31 August 1948) of the Standing Committee on Agriculture, and related correspondence. The correspondents include JG Crawford, E Wood, F Grogan, R Wilson, HC Coombs and FJS Wise.

Rural Reconstruction Commission reports, 1943–49 **14/2/4-14/2/40**

Correspondence and other papers relating to the content, release and publication of the reports of the Rural Reconstruction Commission. The correspondents include JB Chifley, HC Coombs, AS Brown, JG Crawford, E Wood, SM Wadham, CR Lambert, JF Murphy, HT Armitage, GT Chippindall and FW Bulcock.

Department of Commerce and Agriculture

CORRESPONDENCE (A SERIES), 1943–91 **A604**

Central Wool Committee: annual reports, 1940–45 **A18/7/4**

Annual reports (1940–45) of the Central Wool Committee (chair: Sir Owen Dixon, WFL Owen) and related correspondence.

CORRESPONDENCE FILES (RESEARCH AND RECONSTRUCTION), 1943–51 **A606**

3rd report of the Rural Reconstruction Commission, 1945–46 **R3/1/1**

Includes the minutes of an inter-departmental meeting (12 July 1945) to consider the establishment of an agro-climatological service (chair: WT Doig).

Agriculture and food: Australia's policy of protection in relation to rural production, 1943–44 **R40/2/14**

Includes letters (2 March 1944) from CR Lambert to CL Steele enclosing notes by JF Nimmo on Australian protection policy in relation to rural production.

CORRESPONDENCE FILES, 1948–56 **A609**

Australian Wheat Board minutes, 1945–48 **10/18/4-7**

Minutes of meetings (March 1945–December 1948) of the Australian Wheat Board (chair: Sir Clive McPherson, Sir Louis Bussau).

Fisheries Division: Commonwealth–State cooperation, 1947–48 **105/14/3**

Minutes of a conference (24–27 February 1947) of Commonwealth and state fisheries officers (chair: FF Anderson) and correspondence regarding Commonwealth–state cooperation, whaling proposals, and the rehabilitation of the pearling industry.

Rural reconstruction: general, 1941–50 **255/1/1**

Reports, correspondence, addresses and newspaper cuttings on wartime agricultural planning, agricultural reconstruction, the Western Australian comprehensive water supply scheme, overseas developments, and the 1948 British Food Mission. The correspondents include WJ Scully, E McCarthy, JG Crawford and LF Loder.

Rural Reconstruction Commission, 1943–51 **255/1/2-4**

Correspondence concerning the establishment of the Rural Reconstruction Commission, meetings of the commission, statements forwarded to the commission, and meetings between research officers of the Department of Commerce and Agriculture and the Department of Post War Reconstruction. The correspondents include JF Murphy, E McCarthy, CL Steele, JG Crawford and CR Lambert.

Policy of farmers' organisations, 1943–45 **255/1/5**

Statements and correspondence about the post-war policies of the Farmers and Settlers Association of New South Wales, the Graziers Association of New South Wales, the Primary Producers Council of Australia and other organisations.

Dairy industry, 1943 **255/1/6**

Report [April 1943] of the Rural Sub-Committee of the New South Wales Reconstruction Advisory Committee on the post-war dairy industry.

Agricultural economics: proposals for research, 1941–47 **255/2/3**

Proceedings of a conference (24 July 1941) on the training of agricultural economists (chair: E Ashby) and correspondence on a proposed Commonwealth Rural Advisory Bureau, the need for research in agricultural activities, and the establishment and activities of the Bureau

of Agricultural Economics. The correspondents include JF Murphy, JA Tonkin, E McCarthy, JG Crawford and HC Coombs.

Standing Committee on Soil Conservation, 1946–54

255/4/9

Includes the agenda and minutes of the first meeting (12–13 June 1946) of the Standing Committee on Soil Conservation (chair: E McCarthy).

Wool Use Promotion Act, 1945–50

316/1/9 Pt 1

Parliamentary questions, financial statements and correspondence about the 1945 Wool Use Promotion Bill, the Wool Research Trust Fund, grants to educational institutions, expenditure on wool research, relations between the Bureau of Agricultural Economics and the Australian Wool Realisation Commission, and the appointment of JG Crawford as Commonwealth Wool Adviser. The correspondents include WJ Scully, RT Pollard, E McCarthy, JF Murphy, JG Crawford, PA Reid and H Thomson.

American wool market, 1942–55

317/1/1-3

Correspondence, cables, statements and newspaper cuttings concerning the American domestic wool clip, wool duties, price control of wool, wool requirements of the United States army, sales of stockpiled wool, shipping delays, Australian wool prices, and wool consumption in the United States. The correspondents include JF Murphy, H Thomson, JU Garside, RR Ellen and WA Westerman.

Wool for Japan, 1945–49

317/20/2-5

Cabinet submissions, parliamentary questions and correspondence about the sale of raw wool to Japan, the selection of wools, negotiations with the Supreme Commander of Allied Powers, the drafting of the Wool Reciprocal Agreement, the Australian mission to Japan (September 1947), pre-war trade, and the rehabilitation of the Japanese wool industry. The correspondents include RT Pollard, E McCarthy, JA Tonkin, JF Murphy, GV Williams and SF Lynch.

Wheat: Eastern trade, 1942–47

354/17/1 Pt 3

Parliamentary questions and correspondence mainly concerning the food situation in India and the supply of wheat to India. The correspondents include RT Pollard, JF Murphy, E McCarthy and JA Tonkin.

Re-establishment of the pearling industry in Australia, 1946–49

520/1/2

Minutes of a conference (5–7 October 1948) of pearlers and departmental representatives at Darwin (chair: FF Anderson); and correspondence and reports on the pearling situation at Thursday Island and Broome; the design of pearling vessels; the proposed establishment of a marketing pool; recommendations of the Northern Australia Development Committee; and the American market for pearls. The correspondents include JB Chifley, RT Pollard, JJ Dedman, E McCarthy, JG Crawford, FF Anderson and MP Hay.

Department of External Affairs

CORRESPONDENCE FILES, 1943–44

A989

Economic reconstruction: commodities: wool, 1943–44

1943/735/91

Correspondence and newspaper cuttings on the future of the wool industry, including a memorandum (7 March 1944) by the Australian Wool Producers Federation on post-war marketing of wool.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–49 A9790

Export income and primary producers' income, 1947–49 211

Includes an investment and employment committee paper (6 August 1947) on the stabilisation of primary producer incomes and notes (9 March 1949) by JG Crawford on export industries in relation to the general economy.

Bureau of Agricultural Economics: progress reports, 1947–49 212

Reports (August 1947 – September 1949) by JG Crawford to the Minister for Commerce and Agriculture on the work of the Bureau of Agricultural Economics.

Wool: general, 1945–50 221

Papers relating to the post-joint organisation marketing of wool, including evidence given by JG Crawford (25 November 1947), a report (April 1949) of a committee of the Australian Woolgrowers Council, and notes (27 June 1949) by RJ Randall.

Meat, 1946–48 223

Correspondence, notes and newspaper cuttings on meat production, rationing and consumption, including a report (28 February 1946) by JB Cumming, JA Tonkin and ME McCarthy on the meat situation.

Rural Reconstruction Commission: general, 1947–49 241

A summary of the recommendations of the Rural Reconstruction Commission and related correspondence, including references to the proposed National Council of Farmers. The correspondents include JJ Dedman, JG Crawford, SM Wadham and JW Allen.

CORRESPONDENCE FILES, 1941–50 A9816

Primary industries: fishing, 1943–44 1943/389 Pt 1

Correspondence concerning post-war development of Australian fisheries, the possible depletion of stocks, cooperatives in the fishing industry, and the wartime and post-war activities of the Fisheries Division. The correspondents include JB Chifley, JG Crawford, GT Chippindall and H Thompson.

Research on internal subjects: irrigation settlements, 1942–45 1943/582

Correspondence of JG Crawford on research at the University of Melbourne on irrigation settlements in Victoria and plans of the South Australian government to develop irrigated areas.

Research on internal subjects: rural labour problems, 1940–45 1943/583

Correspondence about rural wage rates and rural labour statistics. The correspondents include E McCarthy, SR Carver and Sheila Rowley of the University of Western Australia.

Wool, 1944–45

1943/586 Pt 1

Correspondence relating to a survey of the wool textile industry by the Secondary Industries Commission, the *Wool Use Promotion Act 1945*, the supply of raw wool to China, and other topics. The correspondents include JG Crawford, JK Jensen, K Brodribb and HR Cowdery.

Research on internal subjects: rural credit problems, 1942–46

1943/595

Correspondence between JG Crawford, LG Melville, JM Garland and CP Dowsett relating to estimates of rural indebtedness in Australia and recommendations of the Rural Reconstruction Commission.

Wheat: general, 1945–48

1943/712

Correspondence, cables and press statements, including a letter (23 January 1946) from JJ Dedman to the RSL on the rehabilitation of soldier settlers in marginal wheat areas in New South Wales.

Forestry: policy matters, 1942–47

1943/714

Correspondence about post-war forestry programs, forest resources, control and production of timber and the proposed functions of the Forestry and Timber Bureau. The correspondents include HC Coombs, Sir Harry Brown, LF Crisp, KJ McKenzie, CE Lane-Poole, SL Kessell and S Clarke.

Research on internal subjects: cotton, 1941–46 (2 parts)

1943/940

Correspondence about cotton production in Australia, the report (29 May 1944) of the Textile Advisory Panel on cotton, and production goals. The correspondents include RV Keane, HC Coombs, JG Crawford, GG Firth, W Ives and JK Jensen.

Research for Rural Reconstruction Commission, 1943–44

1943/1152

Correspondence relating to research undertaken by Department of Post War Reconstruction officers for the Rural Reconstruction Commission. The correspondents include HC Coombs, LG Melville, JG Crawford, SM Wadham, JF Murphy and R Brownlie.

Rural Reconstruction Commission: policy and research on international aspects, 1943–45

1943/1362

Correspondence and memoranda concerning research on international aspects of rural reconstruction, the 1943 International Food Conference, and overseas agricultural development. The correspondents include HC Coombs, AH Tange and PR Judd.

Department of War Organisation of Industry

AGENDA, MINUTES AND CORRESPONDENCE OF THE PRICE STABILISATION COMMITTEE, 1943–46

A12175

Dairy industry assistance, 1945

11

Review (16 October 1945) by the Prices Commissioner of subsidies for dairy products and a Production Executive submission (25 October 1945).

SECRET CORRESPONDENCE (S SERIES), 1940–46

CP80/1

Assistance to dairying industry, 1944

Bundle 13/S648

Report (March 1944) of the Inter-Departmental Committee on the Dairying Industry (chair: GT Chippindall) and related correspondence and minutes.

Sugar production goal, 1943–45

Bundle 22/S950/1-3

Cabinet and Production Executive submissions, memoranda of the Inter-Departmental Committee on Production Goals, and correspondence and minutes on the production goals for sugar in 1944–46, the Commonwealth–Queensland Sugar Agreement, sugar stocks and the workforce position. The correspondents include RV Keane, JJ Dedman, GT Chippindall, PC Greenland and CM Donald.

Meat Industry Advisory Committee: minutes, 1944–45

Bundle 23/S960/14

Minutes of meetings (August 1944 – February 1945) of the Meat Industry Advisory Committee (chair: JA Tonkin).

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50

A461

Dairy industry: policy, 1943–46

B325/2/1 Pt 2

Cabinet submissions, parliamentary questions, correspondence and statements about problems of the dairy industry, subsidies, and the establishment of the Joint Dairying Industry Advisory Committee.

Wheat: general, 1943–47

A325/9/1 Pt 7

Parliamentary questions and correspondence concerning the financial position of wheat farmers, shortages of wheat supplies, the effects of drought, crop production, and the import of wheat to New South Wales, Tasmania and Queensland (1946–47).

Stabilisation of wheat industry: policy, 1941–47

D325/9/3 Pt 7

Parliamentary questions and correspondence of J Curtin and JB Chifley, mainly with state premiers, on the administration of the Wheat Stabilisation Scheme, advances to wheat growers, resolutions of the Australian Wheat Growers Federation, the continuation of the wartime wheat marketing scheme, and the *Wheat Industry Stabilisation Act 1946*.

Sale of wool: policy, 1943–49

Q325/10/1 Pt 4

Parliamentary questions and correspondence of J Curtin and JB Chifley with British officials, the Australian High Commission in London, the Central Wool Committee and wool producers concerning the British Wool Purchase Agreement, prices of manufactured woollen products, British proposals for the liquidation of wool stocks after the war, and sales by the joint organisation.

Post war reconstruction: rural reconstruction, 1942–50 (2 parts)

D387/1/1

Correspondence of J Curtin and JB Chifley, mainly with ministers and state premiers, concerning the establishment of the Rural Reconstruction Commission, rural training of ex-servicemen, rural credit and the central banking system, leasehold tenure, and Commonwealth–state consideration of reports of the commission.

Rural Reconstruction Commission

TRANSCRIPTS OF EVIDENCE OF THE RURAL RECONSTRUCTION COMMISSION, 1943–44 **A6182**

Transcripts of evidence submitted to the Rural Reconstruction Commission.

REPORTS OF THE RURAL RECONSTRUCTION COMMISSION, 1944–47 **A6188**

The 10 published reports (January 1944 – August 1946) of the Rural Reconstruction Commission.

CORRESPONDENCE RELATING TO THE PREPARATION AND PUBLICATION OF REPORTS, 1943–48 **A6189**

Correspondence of members of the Rural Reconstruction Commission concerning progress in drafting their reports, dissent on particular recommendations, comments and criticisms of other individuals, and presentation of the reports to the government. The correspondents include SM Wadham, JF Murphy, FJS Wise, CR Lambert, R Brownlie, PR Judd, P Lang, LF Giblin and GL Wood.

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

1st, 2nd and 3rd reports of the Rural Reconstruction Commission, 1944–47 **1944/541**

Correspondence and notes mostly about the need for rural banks and the relationship between the Commonwealth Bank and the Western Australian Rural and Industries Bank.

Sir Douglas Copland

RECORDS OF THE ECONOMIC CONSULTANT (RECONSTRUCTION), 1940–45 **CP6/1**

Agriculture and nutrition: Food Conference, 1943 **2**

Correspondence, cables and reports of the United Nations Conference on Food and Agriculture at Hot Springs, Virginia (18 May – 3 June 1943) and the Interim Commission on Food and Agriculture.

Agriculture and nutrition: primary products, 1942–45 **5**

Includes cables (December 1942) on British proposals for the international regulation of primary products, a statement (24 March 1943) by WJ Scully on price control for primary products, and a memorandum (18 June 1943) by Copland entitled 'War and post-war finance and the farmer'.

Agriculture and nutrition: rural reconstruction, 1943–44 **6**

Papers on the investigations of the Rural Reconstruction Commission, including a comparison prepared by the prices branch of farm costs in 1939 and 1944.

Sir John Crawford

PAPERS RELATING TO IMPORT LICENSING, LAND SETTLEMENT, RURAL AND FOOD PRODUCTION, 1938–60 **A12085**

Unregistered papers assembled by JG Crawford while working for the Rural Bank of New South Wales, the Department of Post War Reconstruction, the Bureau of Agricultural Economics and the Department of Trade.

Rural wages, 1943–48 **7**

Memoranda by GG Firth and NG Butlin on rural wages and a summary of departmental comments on the recommendations of the Rural Reconstruction Commission on rural wages.

Soil conservation: Australia, 1944–45 **15**

Minutes of a meeting (11–12 January 1945) of the Inter-Departmental Committee on Soil Erosion and Conservation (chair: JG Crawford) and related minutes and press statements.

Agricultural policy: Australia, 1940–45 **32**

Memoranda, correspondence and broadcasts on wartime agricultural policy. The correspondents include Crawford, SM Wadham, JF Nimmo, CP Dowsett and CL Steele.

Farm labour: Australia, 1942–44 **43**

Correspondence and statements on the rural workforce, age distribution of the rural population, people engaged in rural industries, and seasonal labour in rural industries.

Financial assistance to primary producers, 1942–47 **44**

A statement (18 December 1942) on Commonwealth financial assistance to primary producers since 1934/35 and related correspondence and memoranda.

Land values control, 1943–45 **57**

Correspondence, memoranda and reports on land value policy and the control of land values and land acquisition. The correspondents include Crawford, HC Coombs, GG Firth and CP Dowsett.

Further reading

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22 Secondary industries

The expansion and diversification of Australian manufacturing industries started in World War I and, assisted by high tariffs, accelerated in the following decade. The value of manufacturing rose from 14 per cent of GDP in 1919 to 23 per cent in 1939. The lead was taken by the iron and steel industry, symbolised by the opening of the BHP steelworks at Newcastle in 1915 and the Australian Iron and Steel Ltd steelworks at Port Kembla in 1928. Other industries that became well established in the 1920s were motor car manufacture, electrical appliances, building materials and textiles. In the 1921 census, the numbers employed in manufacturing (22.3 per cent) exceeded those in primary industry (21.9 per cent) for the first time. Factory employment, which peaked in 1926–27, was heavily concentrated in New South Wales and Victoria.

There was another upsurge in manufacturing during World War II. By 1943 the Commonwealth Government had established 47 munitions factories and establishments, and there were also 178 government-financed annexes attached to private firms and state workshops. A majority of the munitions factories were located outside capital cities, particularly in western New South Wales. In five years manufacturing employment, which included a significant proportion of female workers, rose by 25 per cent, with 753,000 employed in 1944. Two-thirds of civilian employees were engaged in munitions production, shipbuilding, aircraft construction, and the production of tanks and other motor vehicles. Other industries that prospered in wartime were textiles, chemicals, machine tools, electric motors, food processing, rubber and paper manufacture, and the production of steel and non-ferrous metals. New Commonwealth departments were set up to oversee secondary industries: Supply and Development, Munitions, Aircraft Production, and War Organisation of Industry.

Secondary Industries Commission

In May 1942 RV Keane directed the Tariff Board to report on all aspects of the re-establishment of secondary industries as part of the government's post-war reconstruction plans. Over the next year or so the board issued 11 reports on specific industries, ranging from motor vehicles to cutlery and plated ware. Soon after the creation of the Department of Post War Reconstruction, HC Coombs proposed that a Secondary Industries Planning Commission should be one of the commissions advising the minister and the department. He argued that, while the Tariff Board was well qualified to produce impartial reports on the post-war circumstances of particular industries, a separate body was needed to look at wider questions of industry policy, some of which were of a semi-political nature. His long absence overseas delayed a decision, but in October 1943 the government set up a Secondary Industries Commission to review wartime industrial development and 'to plan and recommend measures for the future industrial development of the Commonwealth'. It was chaired by John Jensen, the Secretary of the Department of Munitions, who was well known to Chifley. Two other members, Walter Scott and FT Merrett, were also Munitions men, as was the executive officer, John Knott. The other members were SF Cochran, the Chairman of the Queensland Electricity Commission, and DJ Nolan of the Allied Supply Council. Nolan resigned in 1944 and was replaced by HF Morris, the Chairman of the Tariff Board.

The Secondary Industries Commission differed in a number of ways from the other two commissions set up under the aegis of the Department of Post War Reconstruction. Although it met regularly for several years, and was not formally dissolved until 1950, its members were always part-time. They did not travel widely or hold public inquiries, and

they did not attempt to produce a general report on post-war industrial development. They relied heavily on information supplied by their liaison officers in each state, on the reports of the Tariff Board and various industry panels, and on the research assistance of Knott, Bernard Hartnell and other departmental officers. To some extent, the commission was an advisory body, making recommendations on issues such as decentralisation, taxation policy and industrial finance, but in other respects it was an administrative body. It supervised the sale or lease of government factories, approved new manufacturing applications and requests by manufacturers for travel sponsorship, and made recommendations to the Cabinet sub-committee on secondary industries on measures to assist particular industries or companies. They included taxation and import concessions, transport subsidies and the acquisition of reparations equipment.

The commission's secretariat formed the nucleus of the Secondary Industries Division, which was set up in January 1945. The director was Harold Breen, who had been a close colleague of Jensen. He mostly reported to Jensen rather than Coombs and the dividing line between the Secondary Industries Commission and the Secondary Industries Division (renamed the Division of Industrial Development in 1948) was quite blurred. Despite Treasury opposition, the division grew rapidly and by 1948 had a staff of 329. It assumed a large number of functions and provided advice to the Cabinet sub-committee on secondary industries (chaired by John Dedman), the Capital Issues Control Committee, the Industrial Finance Department of the Commonwealth Bank, the Motor Vehicles Advisory Committee, the Department of Trade and Customs and other agencies. It established close contacts with many firms, especially in Melbourne and Sydney, and was a major sponsor of industrial development. It built up a large collection of technical reports for the use of companies and advised them on standards, industry testing, materials handling and other subjects. The division also produced a series of reports on specific industries. They formed the basis of a major report, 'The structure and capacity of Australian manufacturing industry', which was published in 1952.

Future control of government factories

In 1943 there was already much speculation about the post-war use of munitions factories, aircraft production factories and other government establishments. On 23 November 1943 Cabinet had a long discussion on a paper by Chifley proposing a Commonwealth Industries Corporation to operate the factories on a commercial basis. The Prime Minister and Attorney-General reacted cautiously, urging no publicity be given until after the 14 powers referendum. The Secondary Industries Commission subsequently suggested that factories no longer needed for defence purposes could be sold or leased to private industry. By August 1944 Curtin had ruled out competition with private enterprise and it was decided that factories that could be used for the production of civilian goods could be retained by the government or sold or leased to private firms. As it happened, the Secondary Industries Commission generally recommended that the factories be leased. The process took some years: by July 1946, 120 enterprises had bought or leased space in government factories and by August 1949 the figure had reached 293. A degree of decentralisation was achieved, with some firms moving to country towns or the smaller states. Examples were Emmco Pty Ltd at Orange, Bruck Mills (Australia) Ltd at Wangaratta, Philips Electrical Industries Pty Ltd at Adelaide, and Silk and Textiles Pty Ltd at Hobart. The largest complexes, however, were in capital cities, such as Finsbury in Adelaide, and Villawood and St Mary's in Sydney. By 1949 85 firms were leasing space at the vast St Mary's industrial estate.

Car manufacturing

Apart from shipbuilding (see chapter 20), motor vehicle manufacture was the only industry that received continuous attention from the Commonwealth Government. The expansion of the industry would create large-scale employment and reduce the volume of imports from the United States. At its second meeting in December 1943, the Secondary Industries Commission considered the possibility of a complete Australian car being manufactured in Australia. In March 1944 it recommended that manufacturers be invited to submit plans for the local manufacture of car engines and chassis. The recommendation was later endorsed by a Cabinet sub-committee. In 1945 proposals were received from General Motors-Holden (GMH), the Ford Motor Company, Nuffield (Australia), Chrysler-Dodge Distributors and Rootes Ltd, but only GMH and Ford proposed production in the near future. Jensen, who was closely associated with LJ Hartnett, the GMH general manager, was convinced that GMH had the resources and the interest in developing a medium-power, low-price car suitable for Australian conditions. The Ford proposals were attractive, but it sought a capital gift from the government and exemption from Commonwealth price control. In November 1945 Ford was informed that the government could not agree to most of the concessions that it sought. In 1946 a team of 30 GMH engineers and technicians visited Detroit, where the new car was designed, and took part in the testing of three prototype models. Subsequently two locally built prototypes were tested exhaustively and GMH erected new construction plants at Fishermen's Bend in Melbourne and Woodville in Adelaide. The first all-Australian car, the Holden, was shown to the Australian public in Melbourne on 29 November 1948. Manufacturing on a large scale, without bounty or subsidy, began in 1949.

German reparations and German scientists

Under an agreement signed in February 1946, Australia would receive about £3 million reparations in plant and equipment from Germany. The Secondary Industries Division was in close contact with the Australian Scientific and Technical Mission in London, led by JR Cochrane, which selected the reparations in Germany. They included machine tools, electric generators and a huge hydraulic forging press, which was leased to the Newcastle steelworks. The two agencies also collaborated in the recruitment of German scientists and technicians to work in Australia. The scheme commenced in December 1946 and by 1953 about 150 surveyors, chemists, chemical engineers, physicists, metallurgists, food technologists and geologists, together with their families, had been brought to Australia. Of these, 59 were allocated to private companies and the remainder to public authorities, such as CSIR, the Defence Research Laboratories, Bureau of Mineral Resources, Snowy Mountains Hydro-electric Authority, and State Electricity Commission in Victoria.

In 1948 and 1949 Dedman made statements to Parliament on the extraordinary expansion of manufacturing since the war. By June 1949 there were 2618 new firms with an estimated capital expenditure of £52 million. The proposed capital expenditure of established firms totalled £121 million. There were possibly too many new firms: Chifley told Cabinet in December 1947 that the spreading of industrial effort was militating against a rapid rise in productivity. The government was concerned that basic industries, particularly the iron and steel industry, were hampered by labour shortages and the problems of the coal industry. Nevertheless the post-war growth in the value of production in other established industries, such as the metal trades, clothing, chemicals, food processing and textiles, was impressive. By 1951-52 there were 45,840 factories in Australia, compared with 26,940 in 1938-39, and employment in manufacturing had risen from 565,100 to 977,800.

CABINET

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Production Executive

PRODUCTION EXECUTIVE AGENDA PAPERS, 1941–45 **A2866**

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J Dedman. Use of factories released from Munitions, 4 March 1944 29/1944

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J Dedman. Munitions factories in western New South Wales, 15 September 1944 93/1944

Attorney-General's Department

CORRESPONDENCE FILES, 1929– **A432**

Manufacture of motor cars in Australia by Ford Motor Co., 1945–50 1945/1495

Report (9 October 1945) of a committee of the Secondary Industries Commission on proposals for motor car manufacture (chair: W Scott) and correspondence about proposals by the Ford Motor Company for the manufacture of engines and chassis in Australia. The correspondents include JB Chifley, HC Coombs and Sir George Knowles.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–49A9790

Engineering industry, 1944 325

Correspondence and notes on iron and steel production in the transition period and employment and training in the engineering industry. The correspondents include HC Coombs, BW Hartnell, PWE Curtin and HC Green.

Steel, 1949 (2 parts) 3251

Correspondence and statements on the iron and steel industry, the availability of steel products and the purchase of steel from the United Kingdom. The correspondents include JB Chifley, LF Crisp, JJ Sheils and HA Bland.

Division of Industrial Development: miscellaneous correspondence, 1944–49 331

Correspondence on the movement of British industry to Australia, export permits, investment by overseas firms in secondary industry, the Materials Handling Bureau, the National Association of Testing Authorities, tariffs, the rayon weaving industry, and the overseas trips of HP Breen and LJ Hartnett. The correspondents include HP Breen, CH McFadyen, JJ Sheils and AS Brown.

Division of Industrial Development: weekly reports, 1948–50 332

Weekly reports (December 1948 – January 1950) of the Division of Industrial Development.

Division of Industrial Development: employment of scientific and technical aliens, 1948–49 334

Correspondence concerning the selection and transport of German scientists and their families to Australia, their financial position, and the work undertaken by them in Australia. The correspondents include HP Breen, CH McFadyen and BW Hartnell.

Post-war control of government defence factories, 1946–48 342

Correspondence about the proposed Defence Production Commission and the sale and lease of munitions factories. The correspondents include HC Coombs, CH McFadyen and JK Jensen.

Lease or sale of government factories, 1944–49 343

Correspondence and statements concerning the lease and sale of government factories to private enterprise. The correspondents include JJ Dedman, RT Pollard, HC Coombs, AS Brown, HP Breen and CH McFadyen.

CORRESPONDENCE FILES, 1949–50 A9816

Concentration of industry and compensation, 1942–43 **1943/640**

Cabinet and Production Executive submissions, correspondence and memoranda on the concentration of industries during wartime and compensation to companies. The correspondents include HC Coombs, GG Firth and ER Walker.

Secondary Industries Commission, 1943–46 **1943/685**

Correspondence concerning the establishment of the Secondary Industries Commission, its relations with the Tariff Board and the Department of Post War Reconstruction, membership and staff organisation. The correspondents include JB Chifley, RV Keane, HC Coombs, LG Melville, GG Firth and JK Jensen.

Research on internal subjects: decentralisation, 1941–46 (2 parts) **1943/784**

Notes of a meeting (9 November 1944) of the Secondary Industries Commission on the location of industry, and correspondence and notes about the decentralisation of industry and regional planning. The correspondents include JG Crawford, G Rudduck, KJ McKenzie, WC Balmford and A Reid.

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Secondary Industries Commission: minutes of meetings, 1943–45 **1944/73 Pts 2-3**

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Secondary Industries Commission: Textile Advisory Panel, 1943–45 **1944/76**

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Minutes and memoranda by HC Coombs, GG Firth and other officials about a possible Monopolies Bill.

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Secondary Industry Commission agenda, 1943–46 1-10

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CORRESPONDENCE FILES OF THE DIVISION OF INDUSTRIAL DEVELOPMENT, 1941–52 MP61/1

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Services to be rendered to the Industrial Finance Department of the Commonwealth Bank by the Division of Industrial Development, 1945–54 2/300/1915

Correspondence, minutes and newspaper cuttings concerning applications by companies for assistance, relations between the Commonwealth Bank and the Secondary Industries Division, and the work of the Industrial Intelligence section. The correspondents include HC Coombs, HP Breen, CH McFadyen, JJ Sheils and AN Armstrong.

Motor car industry, 1944–48 (3 parts) 5/5/400

Correspondence, minutes, speeches, notes for speeches and newspaper cuttings on the manufacture of motor vehicles in Australia, a survey of the production of automobile products in Australia, the repeal of the Motor Vehicle Engine Bounty Act, motor vehicle manufacturing in other countries, and the proposals of Nuffield, Ford, General Motors-Holden and Chrysler-Dodge. The correspondents include JJ Dedman, HP Breen,

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Automobile industry: investigations, 1946–52 5/81/16

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Nuffield (Aust.) Pty Ltd, 1946–56 **5/81/158**

Includes proceedings of a meeting (25 May 1945) between the Secondary Industries Commission and representatives of the Nuffield Organisation on plans of Nuffield (Australia) to manufacture cars in Australia.

**GENERAL CORRESPONDENCE FILES OF TRADE SERVICES AND INDUSTRIES
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General Motors Holden Ltd, 1943–56 (6 parts) **5/81/102**

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Minutes (June – November 1944) of the Department of Post War Reconstruction Employment Estimates Committee (chair: PWE Curtin), correspondence, memoranda and statistics on post-war employment in secondary industries, problems in the transition from war to peace, and the White Paper on full employment. The correspondents include HC Coombs, BW Hartnell, JL Knott and JF Nimmo.

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INDUSTRIAL DEVELOPMENT, 1942–52** **MT 105/8**

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State Electricity Commission: use of German scientists, 1946–50 **1/6/5247**

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Department of Trade and Customs

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Tariff policy: secondary industries, 1949–50 2941

Includes an address (28 July 1949) by B Courtice to the Australian Industries Protection League.

Australian trade policy: development of secondary industries, 1943–45 2961

Includes an address (2 February 1943) by LJ Hartnett on the development of Australian industry.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1940–46 CP80/1

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Report (23 July 1942) of the Tariff Board on post-war reconstruction and correspondence regarding the inquiry by the Tariff Board, proposals for compensation for restricted industries, and relations between the Department of Post War Reconstruction and the Department of War Organisation of Industry. The correspondents include JJ Dedman, RV Keane, GT Chippindall and R Wilson.

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Minutes of meetings (November 1943 – January 1944) of the Prices Stabilisation Clothing and Textile Committee (chair: G Davis), a Cabinet submission (13 February 1943) and correspondence on the stabilisation of clothing prices.

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Cabinet and Production Executive submissions and correspondence about compensation for companies involved in rationalisation schemes and the Concentration of Industry (Maintenance and Compensation) Bill. The correspondents include GT Chippindall, ER Walker, Sir George Knowles and PW Nette.

Wartime production in preparation for post-war, 1944–45 **Bundle 10/S580/2**

Memoranda and correspondence on the control of new manufactures and the role of the Secondary Industries Commission in the granting of new permits. The correspondents include GT Chippindall, EHB Foxcroft, AC Moore, HC Coombs and JK Jensen.

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Bundle 10/S580/3

Correspondence concerning a submission by Courtauld Ltd for the establishment of a rayon yarn and staple yarn factory.

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Production Executive submissions and correspondence regarding the use of factories no longer needed for munitions production and workforce problems arising from the closure of factories.

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Includes a summary of principal events in motor car manufacture (1936–44), notes of a meeting (4 September 1944) of a Cabinet sub-committee on motor car manufacture (chair: RV Keane), and a letter (3 February 1945) from J Curtin to LJ Hartnett on development of the motor car manufacturing industry in Australia.

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First report (2 October 1945) of the Mining Industry Panel of the Secondary Industries Commission (chair: HG Raggatt).

Prime Minister's Department

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Western Australian Industry Expansion Commission, 1945–47 **J353/1/1**

Correspondence of JB Chifley with FJS Wise, FRE Mauldon and others on the work on the Western Australian Industry Expansion Commission and its termination in 1946.

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Correspondence of J Curtin and JB Chifley with state premiers and organisations on policies and measures to promote decentralisation of industries, disposal of government factories and related matters.

Post war reconstruction: secondary industries, 1942–55 (2 parts) P387/1/1

Correspondence of J Curtin and JB Chifley mainly with state premiers about an inquiry by the Tariff Board on the re-establishment of industries after the war, the formation of the Secondary Industries Commission, and decentralisation of secondary industries.

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Correspondence between JB Chifley, JJ Dedman, HP Breen and state premiers concerning the engagement of German scientists and technicians to work in Australia.

Treasury

CORRESPONDENCE FILES, 1901–76 A571

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Correspondence between the Treasury and the Department of Post War Reconstruction regarding a conference (5–6 February 1945) with representatives of the Chambers of Manufactures and Commerce and statements on monetary policy, tariff policy, export trade, capital issues, and the cancellation of war orders.

Post-war management of government factories, 1943–52 1945/877

Cabinet submissions, correspondence and minutes on the post-war control and operation of government factories, lease of munitions factories, and disposal of assets. The correspondents include GPN Watt, AC Joyce, J Brophy and PW Nette.

Cabinet Sub-Committee on Secondary Industries, 1945–50 1945/3588

Correspondence and minutes on the agenda of the Cabinet sub-committee on secondary industries and a Cabinet submission (April 1950) by RG Casey on the termination of the Secondary Industries Commission.

Establishment of a commission for post-war control and operation of government factories, 1945–48 1945/3900

Cabinet submissions, correspondence and minutes on a proposed government holding company or production commission to operate government factories and the decision not to proceed with the Defence (Supply and Development) Bill. The correspondents include JK Jensen, AC Joyce, J Brophy and PW Nette.

Direction of private investment: expansion of secondary industry, 1946–50 1946/3926 Pt 2

Reports of the Division of Industrial Development on various industries and correspondence and minutes on the direction of private investment, an investigation of the expansion of secondary industry, and the dangers of over-investment. The correspondents include JB Chifley, RJ Randall, WC Balmford, HP Breen, HT Armitage and LG Melville.

Secondary Industries Commission: meetings, 1947 (2 parts) 1947/2733

Reports and minutes of meetings of the Secondary Industries Commission.

HP Breen

PERSONAL PAPERS OF HP BREEN, 1912–62 MP1038/2

Personal papers, mainly dating from the period when HP Breen was Director of the Division of Industrial Development in the Department of Post War Reconstruction (1945–49), Secretary of the Department of Supply (1949–51) and Secretary of the Department of Defence Production (1951–57).

Government policy on American capital investment in Australia, 1948–49 Drawer 2/23

German scientists story, 1946–57 Drawer 2/28

Industrial expansion (private) proposed in future, 1947 Drawer 2/36

Division of Industrial Development long-term policy, 1948–52 Drawer 2/41

Plans for transfer of industry and men from the United Kingdom, 1947–50 Drawer 2/45

Iron and steel making in Australia, 1948–57 Drawer 2/47

Proposal for export trading corporation, 1946 Drawer 2/53

Letters during Breen's absence abroad, 1948 Drawer 4/4

Applied science and technical service to industry, 1944–45 Drawer 4/18

Staff lectures: Division of Industrial Development, 1946–49 Drawer 4/29

UNPUBLISHED AUTOBIOGRAPHY OF HP BREEN MP1737/1

The autobiography of Harold Breen, written in about 1962, deals predominantly with the period in which he was Director of the Secondary Industries Division (1945–48) and Director of the Division of Industrial Development (1948–49) within the Department of Post War Reconstruction. In particular, he deals with the work of the Secondary Industries Commission, the scientific and technical missions to Germany and Japan, reparations, his visit to Germany in 1948, discussions in London on the transfer of British industries to Australia, shipbuilding, car manufacture, and the quest for plant and equipment. He also records his impressions of JB Chifley, Essington Lewis, T Playford, J Storey and WS Robinson.

Another copy of the autobiography is held at A6456, R087/213-15.

JB Chifley

CORRESPONDENCE OF JB CHIFLEY AS PRIME MINISTER, 1945–49 M1455

Correspondence J, 1946–47 139

Extracts from letters (December 1946 – February 1947) from JTO Loorham in Germany and Belgium to JK Jensen and HP Breen relating to the selection and despatch to Australia of German reparations machinery and industrial designs.

Correspondence B, Pt. 3, 1946–48

242

Includes letters (January–February 1948) from HP Breen to Chifley concerning interest in the transfer of industry from Britain to Australia and the prices of British goods exported to Australia.

Sir John Jensen

SUMMARY OF ACTIVITIES OF THE SECONDARY INDUSTRIES COMMISSION AND THE SECONDARY INDUSTRIES DIVISION, 1946 **MP730/6**

Summaries (3 April 1946 and 16 August 1946) of recent activities of the Secondary Industries Commission and the Secondary Industries Division, including a short historical survey of early activities.

PAPERS OF SIR JOHN JENSEN, 1945–49

MP730/20

Post war reorganisation of departments, 1946

1

Includes personal and official correspondence, reports and newspaper cuttings on the proposed Production Commission, industrial development work of the Secondary Industries Commission, and the Defence (Supply and Industrial Development) Bill. The correspondents include Jensen, NJO Makin, HC Coombs, BW Hartnell, HP Moss and LJ Hartnett.

Post war organisation of the department of Supply and Development, 1947

2

Includes personal and official correspondence, minutes, notes and newspaper cuttings on meetings of the Secondary Industries Commission, British views on Australian industrial expansion, Geneva trade negotiations, and the Prime Minister's conference on industrial relations (2–3 August 1947). The correspondents include Jensen, JB Chifley, NJO Makin, HC Coombs, HP Breen, JL Knott, WD Scott, HP Moss and WE Dunk.

Development of industry in the post-war period, 1948

3

Includes personal and official correspondence, notes and newspaper cuttings on importing of industrial equipment, the use of munitions factories, German reparations, activities of HP Breen in Britain and Germany, the movement of British industry to Australia, CSIR and defence research, and the appointment of Jensen as Secretary of the Department of Supply and Development. The correspondents include Jensen, JB Chifley, HP Breen, JR Cochrane, AP Rowe and WD Scott.

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23 Industrial relations and the coal industry

The Commonwealth Government and industrial relations

On 21 May 1946 the artist Donald Friend wrote in his diary:

The world still reverberates with news of calamities ... In Australia, the shipping strike which tied up the entire shipping industry in the country is settled, but already there are threats of another one, coal strikes are so general that they are hardly mentioned in the news, and Sydney is on the border of another electric power crisis for lack of fuel for the Bunnerong powerhouse. And so on.

This was a common view. In the latter years of the Curtin ministry and throughout the Chifley ministry industrial disputes loomed large in Australia, as they had at the end of World War I. Many of the disputes were isolated and short-lived, but they were meticulously reported in the conservative press. In the power and transport industries there were some particularly bitter and long-lasting strikes, affecting the employment and living conditions of hundreds of thousands of Australians, culminating in the miners' strike in the winter of 1949. Communist party officials were prominent in some of the unions in these industries and public frustration over transport problems or power blackouts merged with fears that subversive communists were manipulating workers for their political ends.

Statistics suggest that the level of industrial unrest in 1943–49 was high but not extraordinary. In terms of working days lost per employee, the worst years were 1945–46, but they could not compare with 1916–17, 1919–20 or 1929. The figures also indicate that the incidence of strikes varied greatly throughout the country. New South Wales, the centre of the coal mining industry, recorded by far the highest figures of lost working days. South Australia, Western Australia and Tasmania were relatively peaceful. In Queensland and Victoria the figures fluctuated, mainly due to major transport strikes in Victoria in 1946 and 1948, and a long rail strike in Queensland in 1948. The Victorian and Queensland governments in 1948 were of different political persuasions, but their reactions to the strikes were similar: they both enacted emergency legislation and attributed the disputes to the machinations of Communist Party officials. Chifley and his ministers refused to intervene in these strikes.

In 1942 the Commonwealth Government used national security regulations to create three administrative authorities to handle industrial relations in the coal mining and maritime industries. The Stevedoring Industry Commission regulated stevedoring operations, the engagement of labour and working conditions of waterside workers. The determination of pay rates remained the responsibility of the Commonwealth Arbitration Court. The leadership of the Waterside Workers Federation supported the commission, but there was rank and file opposition to the new gang rotary system and proposed increased hours. Numerous stoppages occurred on the wharves from 1943 onwards, including the long ban on Dutch shipping after the war in support of Indonesian nationalists. Both the federation and the overseas ship owners preferred the commission to the centralised and slow-moving Arbitration Court.

Following an inquiry by Justice AW Foster in 1946, the government introduced legislation to establish the Stevedoring Industry Commission on a permanent basis. It was given power to prevent and settle interstate disputes and deal with industrial matters such as the decasualisation and rationalisation of labour, faster turn-around of ships, and the provision

of welfare services and amenities. It was chaired by Justice Richard Kirby and included representatives of the federation and the ship owners. The waterside workers were granted annual leave and attendance pay in 1947 and for a time the industry was relatively quiet. However in 1949 the two federation representatives on the commission were dismissed and the commission came to an end. Legislation was passed setting up the Stevedoring Industry Board with administrative powers, while the arbitration functions were returned to the Arbitration Court.

The Curtin government worked closely with the Australian Council of Trade Unions (ACTU) and the Australian Workers Union. In December 1941, within two months of coming into office, Curtin convened a conference on industrial matters. Subsequently there were extensive consultations on such matters as workforce regulations, preference to unionists and female wage rates, as well as on the effects of industrial stoppages in the coal mining and other industries. Wage-pegging, which was introduced in February 1942, was the greatest cause of dissension between the unions and both the Curtin and Chifley governments. Determined to avoid a post-war recession, the Chifley government held out for more than two years before finally abolishing the wage-pegging regulations (see chapter 10). It also ignored a promise made by Curtin before the war by resisting ACTU demands for legislation to establish a 40-hour week. Instead, it amended regulations to allow the Arbitration Court to carry out an exhaustive hearing, involving 228 witnesses, which did not come to an end until September 1947. The 40-hour week came into general operation in 1948.

In March 1947 the Attorney-General, HV Evatt, submitted a new Conciliation and Arbitration Bill to Parliament. The Bill aimed at reducing legalism, eliminating formal procedures, promoting conciliation techniques, shortening the time needed for hearings, and establishing a new relationship between the Arbitration Court and the conciliation commissioners. It deprived the Arbitration Court of its arbitral powers except in relation to standard hours in an industry, the basic wage, annual leave and the minimum rate of remuneration for adult women. Apart from these matters, the commissioners would have sole conciliation and arbitration powers, and during hearings neither party could be represented by a lawyer. A chief conciliation commissioner would provide a degree of coordination and the Chief Judge would hold occasional conferences with the commissioners. The disciplinary powers of the court, including its power to deregister unions and cancel awards, would be retained. The Bill was in some ways a compromise between the demands of the ACTU, which had urged the government to confine the court to its judicial functions, and the employers, who considered that the court should have even wider powers. The Arbitration Act came into force in July 1947. Two years later, the government brought in a major amendment to give the court power to control union elections. This represented a victory for the industrial groups in their battle with communists for control of Australia's trade unions.

As well as appointing EA Drake-Brockman Chief Judge of the Arbitration Court, the government appointed 17 conciliation commissioners in August 1947. Only three were lawyers, and a number had trade union backgrounds, but in general they proved to be as legalistic as the judges. In his first report in 1948, Drake-Brockman referred to a lack of uniformity in the activities of the commissioners and claimed that the power to enforce awards and orders was still ineffectual. Drake-Brockman died in 1949 and was succeeded by the equally conservative Raymond Kelly.

Cabinet

**CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA,
1941–49** **A2700**

Industrial disputes, 15 April 1942 **229**

Industrial disputes, 24 January 1944 **591**

Industrial reorganisation of the stevedoring industry, 30 July 1945 **896**

Stevedoring industry inquiry, 8 April 1946 **896A**

Stevedoring Industry Bill, 6 February 1947 **896B**

Stevedoring Industry Bill, 17 February 1947 **896C**

Stevedoring industry, 8 March 1949 **896E**

Proposed amendment to the Commonwealth Conciliation and Arbitration Act

1904–1934, 20 November 1945 **997**

**Proposed amendment to the Commonwealth Conciliation and Arbitration Act, 5
February 1947** **997A**

Arbitration, 2 March 1949 **997E**

Standard working week: Commonwealth powers, 17 January 1946 **1033**

**Application of forty hours week to Commonwealth public servants, 15 September
1947** **1033A**

Attorney-General's Department

CORRESPONDENCE FILES, 1929– **A432**

Stevedoring Industry Bill: post-war future of stevedoring industry, 1944–56 1946/840

The report (22 February 1946) by Judge AW Foster on the stevedoring industry and Cabinet papers, correspondence and minutes on the Foster Inquiry, funding of the Stevedoring Industry Commission, representations by the Waterside Workers Federation, drafting of the 1946 Stevedoring Industry Commission Bill, and the power of the commission to cancel the registration of the Waterside Workers Federation. The correspondents include FM Forde, HV Evatt, WP Ashley, Sir George Knowles, JGB Castieau, KH Bailey, GG Sutcliffe, AW Foster and J Healy.

Commonwealth Conciliation and Arbitration Bill, 1947 **1947/269**

Explanatory notes, speeches, regulations and correspondence on the drafting of the 1947 Commonwealth Conciliation and Arbitration Bill, suggested amendments, and the preservation of standards prescribed by state legislation. The correspondents include EJ Holloway, Judge WR Kelly, PJ Clarey, KH Bailey, JS Rosevear and R Wilson.

Commonwealth Conciliation and Arbitration Act, 1947–52 **1947/530 Pt 2**

Correspondence and documents relating to the drafting of regulations under the Act. The correspondents include KH Bailey, M Stewart, Judge B Sugerman and Judge HB Piper.

Commonwealth Conciliation and Arbitration Bill, 1949 **1949/496**

Notes for second reading speech and correspondence on the drafting of the amendments to the Conciliation and Arbitration Act, measures to prevent irregularities in union elections, and the implications of the case *Australian Workers Union v. Bowden* (1948). The correspondents include NE McKenna, CK Comans, JE Taylor, Judge WR Kelly and Judge AW Foster.

Department of Labour and National Service

GENERAL CORRESPONDENCE OF THE SECRETARIAT, ADMINISTRATIVE AND INDUSTRIAL RELATIONS DIVISIONS, 1941–50 **MP574/1**

Early correspondence of the Central Office and the Administrative and Industrial Relations Divisions of the Department of Labour and National Service, which was set up in 1940.

Minister's (HE Holt) file on waterside workers, 1941 **60/1/22**

Basic wage: general, ACTU, 1946 **412/8/3**

Summary of strikes in wartime up to 30 June 1943 **420/1/5**

Summary of strikes in wartime, 1943–45 **420/1/18**

Strike of textile workers, 1943 **420/15/4**

40 hour week representations, 1945–47 **425/8/28**

Employment conditions: working hours research file, 1935–47 (4 parts) **425/8/37-40**

Department of Trade and Customs

GENERAL CORRESPONDENCE FILES WITH P (PRICES) PREFIX, 1939–49CP376/6

Stevedoring Industry Commission, 1947–48 **P1947/6286**

Includes a letter (27 June 1947) from the Stevedoring Industry Commission to WP Ashley on the labour position and productivity at the port of Sydney.

Department of Works and Housing

CORRESPONDENCE FILES WITH G (GENERAL) PREFIX, 1942–50 **B95**

Post-war reconstruction: public works and general, 1942–46 **G1645**

Includes correspondence (June–July 1945) between LF Loder and HC Coombs on wartime experience of industrial relations, cooperation between unions and management, incentives, efficiency, and payment by results.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Stevedoring Industry Commission, 1946–49 **AB351/1/2**

Parliamentary questions and correspondence of JB Chifley with state premiers concerning the 1947 Stevedoring Industry Commission Bill, membership of waterside employment committees, the transfer of members of the Federated Storemen and Packers Union to the Waterside Workers Federation, and delays on the wharves.

Strikes, Newcastle Steelworks, 1940–43 **AA351/1/4**

Includes correspondence (December 1943) between J Curtin and BHP Ltd on the strike and lockout at the Newcastle steelworks.

Queensland railway dispute, 1948 **AW351/1/4**

Letters to JB Chifley and parliamentary questions about the Queensland railway dispute (February–March 1948), including protests about action taken by the Queensland government.

Industrial dispute at Bunnerong Power Station, 1944–45 **BA351/1/4**

Correspondence between JB Chifley, JM Baddeley and the Sydney County Council concerning strikes at the Bunnerong Power Station in May 1945 and August–September 1945.

Waterside workers strikes, Queensland, 1944–50 **BM351/1/4**

Correspondence and parliamentary questions about disputes at Queensland ports. The correspondents include JB Chifley, EM Hanlon and GG Sutcliffe.

Waterside workers disputes: Fremantle, 1944–49 **BR351/1/4**

Correspondence of J Curtin and JB Chifley with the Western Australian premier and others about work stoppages at Fremantle, particularly in December 1944 and November 1946, the diversion of shipping from Fremantle and problems with the new roster system introduced in 1945.

Sydney waterfront disputes, 1946–50 **BT351/1/4**

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Correspondence and press statements about the conference (24 October 1946) on industrial unrest called by the Prime Minister in Melbourne during the transport strike.

John Curtin

CORRESPONDENCE OF JOHN CURTIN AS PRIME MINISTER: ALPHABETICAL SERIES, 1941–45 **M1415**

Correspondence W, 1944 **468**

Includes correspondence (October–November 1944) with the Waterside Workers Federation and other organisations about a waterfront dispute in Sydney and the future of the Stevedoring Commission.

The Commonwealth Government and the coal industry

The Australian wartime economy was dependent on coal, most of which was produced in New South Wales. Large stocks of coal were needed in all states for railways, tramways, shipping, gas and electricity services, munitions factories, steelworks and the production of building materials. The mining industry was notorious for its primitive industrial relations: before the war, the industry accounted for 75 per cent of all industrial disputes. Intransigent employers, who appeared to care little for high accident rates and the appalling working conditions of the industry, faced a workforce who lived and worked in isolated, self-contained communities. The miners had been crushed in the great lockout of 1929–30 and suffered high unemployment throughout the 1930s. Communist Party members had gained many of the leadership positions within the Miners Federation and the war offered them opportunities to exert their industrial strength after years of repression.

In February 1942 a Commonwealth Coal Commission was established, headed by Norman Mighell, with power 'to control the production, treatment, handling, supply, distribution, storage, marketing and use of coal'. A few months later John Curtin presided at a conference between miners and owners, and a 'Canberra Code' was devised to prevent stoppages and increase productivity. It called for the formation of pit committees that would quickly discuss and settle local disputes. The leaders of the Miners Federation supported the government in calling for higher productivity, but their control of rebellious members weakened as the national emergency abated.

After 1942 coal output declined steadily, falling from a record 12.25 million tons in 1942 to 10 million tons in 1945. Disputes in the industry rose from 447 in 1942 to 693 in 1945 and in the same period working days lost rose from 177,565 to 611,312. In 1943 coastal shipping problems aggravated the coal shortages and by September stocks in Victoria were almost exhausted. Allocation of coal to railways, industries and external lighting was sharply reduced and a Fuel Coordination Committee was set up to deal with possible emergencies. Consumption fell in early 1944, but in the winter another crisis necessitated a new series of cuts, extending to electricity and gas utilities as well as railways, tramways and industries. Prosecutions of individual miners, garnishee regulations and high-level conferences with the federation had little effect. Shortly after the end of the war the miners were involved in an even greater conflict, with the threat of a general strike in New South Wales. Power restrictions were imposed and there were fears that the fuel crisis would place 500,000 jobs in danger. By 1945 the industry was operating at only 85 per cent of feasible capacity.

In January 1945 the government appointed a board of inquiry to report on industrial relations, health and safety, and the provision of amenities in the coal industry. It was headed by Justice C Davidson and, following difficulties with the Miners Federation, he was made sole commissioner in April 1946. In his report he noted the high accident rate and primitive amenities in the industry, but in general he concentrated on the state of anarchy on the New South Wales coalfields. He claimed that discipline was almost non-existent within the federation and most of the disputes during the war were not based on genuine grievances at all.

The government was acutely aware that coal shortages were hampering the restoration of the building industry and the expansion of secondary industries. In July 1946 it responded to the Davidson Report by putting through the Coal Industry Act, described by Chifley as 'the first step in the regeneration of the coal mining industry'. The Act replaced the Coal Commission with a Joint Coal Board and also established a Coal Industry Tribunal. Identical

legislation was enacted in New South Wales. The board was given wide powers, including acquiring and managing mines, acquiring or rationing stocks of coal, conducting an insurance scheme, dealing with health and safety, and establishing housing and other facilities in coal mining areas. The tribunal would deal with disputes involving the Miners Federation and any matters referred to it by the board. In February 1947 FH Gallagher was appointed to the tribunal.

The Miners Federation had called for the nationalisation of coal mining, but it accepted the new authorities. The Joint Coal Board was intent on mechanising the processes of cutting, loading and hauling the coal, but it also showed an interest in improving pit and community facilities in the mining districts. Improvements in working hours and leave also resulted from Gallagher's early awards. The years 1946–47 were relatively peaceful on the coalfields, but in 1948 relations between the federation and the board deteriorated. In August 1948 the federation drew up a log of claims, including a 35-hour week, long service leave, a weekly wage increase, and reorganisation of pit and town amenities. These claims were ultimately to lead to the 1949 general strike.

Chifley and other ministers urged the Miners Federation to submit their claims to the Coal Industry Tribunal, but instead the federation negotiated directly with the owners and the board. Gallagher and the board challenged the right of the federation to hold stop-work meetings, while a large majority of the miners voted for a general strike if their log of claims was rejected. The strike began on 27 June 1949 and within two days there were power and transport restrictions and 130,000 workers had been stood down. Chifley rejected calls for the government to bring the parties together and instead the National Emergency (Coal Strike) Bill was rushed through Parliament. Individuals and unions were prohibited from giving financial support to the strikers and the Arbitration Court was given enforcement powers. Eight union leaders were gaoled for contempt of court. The labour movement was divided, with some unions blaming the Communist Party leaders of the federation and others denouncing the anti-strike actions of the Chifley and McGirr governments. Discontent grew when troops were brought to the coalfields on 28 July and began working open-cut mines. The miners remained united for some time, with a huge majority voting to continue the strike. The branches in Western Australia and Queensland were the first to weaken, but some of the New South Wales miners become restive only in August. The strike ended on 15 August 1949. While some ministers, such as EJ Ward and HV Evatt, were inclined to negotiate, Chifley had been uncompromising throughout the strike, convinced that the communist manipulators within the union movement had to be defeated.

CABINET

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Coal report, 16 July 1946	1145
Coal position, 3 November 1948	1557

Production Executive

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JJ Dedman. Industrial consequences of coal shortage, 5 October 1943.	97/1943

Attorney-General's Department

CORRESPONDENCE, 1929–	A432
Coal industry: general strike, New South Wales, June 1949 (2 parts)	1949/640

Correspondence, statements, transcripts, leaflets, circulars and newspaper cuttings on the powers of the Commonwealth Government to intervene in the strike, public and trade union meetings in support of the strikers, the activities of communist organisations and proceedings under the National Emergency (Coal Strike) Act. The correspondents include KH Bailey and E Hattam.

National Emergency (Coal Strike) Bill, 1949	1949/654
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Correspondence, the draft bill and the proclamation (17 August 1949) on the termination of the miners' strike.

Coal Industry Bill 1949: extension of the Coal Industry Act 1946 to states other than New South Wales, 1946–49	1949/1140 Pt 1
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Correspondence, minutes and statements on the drafting of the 1946 Coal Industry Bill, the jurisdiction of the Coal Industry Tribunal and the extension of the Coal Industry Act to states other than New South Wales. The correspondents include JB Chifley, WP Ashley, KH Bailey, MC Boniwell, NF Stuart and PW Nette.

Department of Labour and National Service

GENERAL CORRESPONDENCE OF THE SECRETARIAT, ADMINISTRATIVE AND INDUSTRIAL RELATIONS DIVISIONS, 1941–50	MP574/1
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Early correspondence of the central office and the Administrative and Industrial Relations Divisions of the Department of Labour and National Service, which was set up in 1940.

Coal Industry Act, 1946	2/31/1
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Conference: proposed joint statutory authority for New South Wales coal industry, 1946	26/6/11
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Coal mining: general, 1940–47	420/5/1
Australian Coal and Shale Employees Federation, 1942–47	420/5/4
Coal miners, Victoria, 1942–45	420/5/6
Collie coal miners, WA, 1943–48	420/5/18
Leigh Creek coalfield SA, 1945	420/21/239

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1942–50 A9790

Coal: policy, 1947–49	2311
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Correspondence between HC Coombs, AS Brown and NF Stuart of the Joint Coal Board concerning coal supplies needed for building materials industries, measures to increase coal production, migrant labour for the coal industry, and housing for miners.

Coal production: WA, 1946–50	2312
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Correspondence about shortages of coal in Western Australia and the effect on housing and industry, accommodation for miners at Collie, and the allocation of coal by the Commonwealth Coal Commissioner. The correspondents include JB Chifley, JJ Dedman, HC Coombs and AS Brown.

Royal Commission on Coal Industry: Justice Davidson's report, 1946	2332
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Correspondence concerning the development needs of the coal industry and the 1946 Coal Industry Bill. The correspondents include JB Chifley and AS Brown.

CORRESPONDENCE FILES, 1941–50	A9816
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Coal mining industry: general, 1944–48 (2 parts)	1943/1491
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Correspondence on coal mining industry in the post-war period, the isolation of miners, coal consumption, the inquiry by Justice Davidson, regional planning in the Hunter Valley, coal shortages, and the 1946 Coal Industry Bill. Correspondents include JB Chifley, HC Coombs, KJ McKenzie, TW Swan and R Jack.

Blair Athol railway and coalfield, 1944–47 (2 parts)	1943/1492
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Correspondence on the development of the Blair Athol coalfield in Queensland, proposed construction of a railway to Blair Athol and the proposal for a Commonwealth–Queensland commission to develop the coalfield. Correspondents include JB Chifley, JG Crawford, JL Knott, SF Cochran and W Rogers.

Coal production in Western Australia, 1946	1946/118 Pt 1
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Correspondence on coal production in Western Australia and the possibility of Commonwealth subsidies. The correspondents include HC Coombs and KJ McKenzie.

Coal consumption and stocks, Victoria, 1943–48	1947/289 Pt 1
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Monthly returns showing the quantity of coal received from NSW, coal produced in the state coal mine at Wonthaggi and other Victorian mines, total stocks, and quantities of coal consumed by the Victorian Railways, gas companies and other companies.

Coal industry: press cuttings, 1948 **1948/148 Pt 1**

Newspaper cuttings (June–November 1948), mainly from Sydney and Melbourne newspapers, on the coal industry, production, the Joint Coal Board, the Miners Federation and industrial disputes.

Department of War Organisation of Industry

CORRESPONDENCE FILES, 1943–47 **A11979**

Fuel Coordination Committee, 1944 **S800/4**

Report (10 May 1944) of the Fuel Coordination Committee, correspondence and minutes on the administration of coal restrictions, shortages of coal supplies, priorities and economy measures. The correspondents include JJ Dedman, GT Chippindall, PC Greenland, G Noall, HL Williams, WH Tucker and WC Wurth.

Fuel Coordination Committee, 1944 **S800/7**

Report (29 September 1944) of the Fuel Coordination Committee and correspondence on the distribution of coal to the states, railways and shipping, coal restrictions, and the Cabinet sub-committee on coal restrictions. The correspondents include JJ Dedman, EJ Ward, GT Chippindall, NR Mighell, G Noall and WH Tucker.

Fuel Coordination Committee, 1944–45 **S800/10**

Report (6 November 1944) of the Fuel Coordination Committee, correspondence and minutes on the coal position, coal stocks held by railways and in the states, and meetings of the committee. The correspondents include JJ Dedman, GT Chippindall, NR Mighell and G Noall.

Coal: Cabinet Sub-Committee, 1944–45 **S800/16**

Reports, agenda papers, correspondence and minutes of the Cabinet sub-committee on coal restrictions, chaired by JJ Dedman, and the Fuel Coordination Committee, chaired by GT Chippindall and AA Fitzgerald. The correspondents include GT Chippindall, G Noall, DJ Howse and HC Coombs.

Fuel Coordination Committee, 1945 **S800/17**

Report (28 August 1945) of the Fuel Coordination Committee, Cabinet and Production Executive papers, and correspondence and minutes on priorities in distribution of coal, the decline in stocks since 1944, cuts in the supply of coal to industries, relations with gas companies, and the disbandment of the committee. The correspondents include HC Coombs, JJ Sheils, HP Moss, WH Tucker and VD Wilson.

SECRET CORRESPONDENCE (S SERIES), 1941–45 **CP80/1**

Coal, 1942–44 (3 parts) **Bundle 8/S479**

Reports and correspondence on the coal situation, the consequences of coal shortages, coal rationing, and relations with the Miners Federation. The correspondents include GT Chippindall, NR Mighell, A Crawford and T Critchley.

Coal, 1944

Bundle 18/S800/6

Minutes of a meeting (23 August 1944) of the Cabinet sub-committee on coal restrictions, chaired by JJ Dedman, correspondence about coal restrictions, classification of industries in terms of essentiality, and the effects of reduced rail transport. The correspondents include JJ Dedman and GT Chippindall.

Coal industry: Cabinet agendum 754, 1944–45

Bundle 18/S800/13

Includes notes (28 November 1944) by EHB Foxcroft on a Cabinet paper proposing the appointment of a commission of inquiry into the coal industry.

Prime Minister's Department

CORRESPONDENCE, 1934–50

A461

Joint Coal Board, 1947–50 (2 parts)

U321/1/1

Includes correspondence, press statements and parliamentary questions concerning the transfer of the functions of the Coal Commissioner to the Joint Coal Board in 1947 and the drafting of regulations. The correspondents include JB Chifley, WJ McKell, J McGirr, MC Boniwell and KA Cameron.

Board of inquiry on coal production, 1944–46 (2 parts)

AC321/1/1

Correspondence concerning the appointment of a Commission of Inquiry, headed by Justice Davidson, to inquire into the efficiency and continuity of coal production, the representation of coal owners and the Miners Federation on the commission, the report (30 April 1945) of a national survey of the health of coal miners, a possible pension scheme for miners, problems on the northern coalfields, delays in hearings, the resignation of I Williams as a member of the board, the appointment (4 March 1946) of Davidson as sole commissioner, and the refusal of the Miners Federation to give further evidence. The correspondents include FM Forde, J Curtin, JB Chifley, NR Mighell, CG Davidson, I Williams, H Wells and AH Woolston.

Coal: general, 1924–49 (4 parts)

A321/1/2

Press statements and correspondence of J Curtin and JB Chifley, mainly with state premiers, the Coal Commissioner and the Joint Coal Board, concerning coal shortages in particular states, cities and industries; the allocation of coal to states; productivity, employment and shipping difficulties.

Blair Athol coalfield, 1946–50 (2 parts)

S321/1/2

Correspondence on a proposal by EM Hanlon that the Commonwealth and Queensland governments jointly acquire and operate the coal mines at Blair Athol. The correspondents include JB Chifley, JJ Dedman, HL Williams, HC Coombs, JK Jensen and PW Nette.

Coal production: post-war extension of coal mining industry, 1946–48 X321/1/2

Correspondence of JB Chifley with WJ McKell and KA Cameron of the Joint Coal Board on the development of new state coal mines, open-cut mining, production of coal mining

machinery, employment of European displaced persons in the mines, and coal handling facilities at Queensland ports.

Coalfields disputes, 1941–45 (2 parts)

AF351/1/4

Parliamentary questions, prime ministerial statements, correspondence and newspaper cuttings on stoppages on the New South Wales coalfields, coal shortages, national security regulations, and the effect of strikes on public transport. The correspondents include J Curtin, NR Mighell and GWS Grant.

Industrial disputes: coal dispute, June 1949

CY351/1/4

Letters and telegrams to JB Chifley condemning or supporting the New South Wales coal miners and their strike. Includes a letter (8 July 1949) from Chifley to P Martin referring to the freezing of union funds and arguing that, owing to the refusal of the miners to allow their claims to be dealt with by a tribunal, thousands of women and children were denied the basic necessities of life.

JB Chifley

SUBJECT FILES OF JB CHIFLEY AS PRIME MINISTER, 1945–49

M1459

Coal strike, 1949

18-26

Representations to JB Chifley from individuals, businesses, trade unions and other organisations about the government's handling of the coal strike.

Coal strike, 1949

27-29

Representations to JB Chifley from branches of the Australian Labor Party about the coal strike.

Coal strike, 1949

30

Representations to JB Chifley from trades and labour councils about the coal strike.

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24 Education

Until World War II the Commonwealth Government had only a limited involvement in education. Through such bodies as the Australian National Research Council, CSIR and the National Health and Medical Research Council it had indirectly provided financial assistance for research in universities and other institutions. It sponsored the School of Public Health and Tropical Medicine at the University of Sydney (1928), and funded the Australian Forestry School (1925) and Canberra University College (1930) in Canberra. In general, however, education was left to the state governments, churches and private organisations.

Australian Universities Commission and Office of Education

The first step in extending the Commonwealth's involvement in higher education was taken by John Dedman and the Department of War Organisation of Industry. In January 1942 Dedman and a number of officials met the vice-chancellors and agreement was reached that a quota of students would be placed in reserved faculties (such as medicine and engineering). The selected students would not be subject to workforce direction until they had completed their courses. In September 1942 the Production Executive set up an inter-departmental committee, chaired by SJ Butlin, to look at measures to deal with the shortage of newly trained doctors, dentists, engineers and other specialists, a shortage that was partly due to the cost of a university education. The committee recommended that financial assistance should be offered to students in the reserved faculties and some other students. It also recommended the establishment of a universities commission to administer the selection and financial aspects of the scheme. The Production Executive accepted the report and the Australian Universities Commission was created under national security regulations in February 1943. RC Mills, the Professor of Economics at the University of Sydney, was appointed chairman, the other members were Lloyd Ross, FP Baker and James Darling. The secretariat was provided by the Department of War Organisation of Industry. For the next seven years Dedman would have ministerial responsibility for Commonwealth educational policy.

Soon after the establishment of the Department of Post War Reconstruction, HC Coombs suggested to JB Chifley that an education commission be appointed, but he was rebuffed. In October 1943 Dedman proposed that an inter-departmental committee should review the Commonwealth's responsibilities in the field of education and propose processes to assist the government to carry out its responsibilities during and after the war. The Inter-Departmental Committee on Education, which first met on 29 October 1943, was chaired by Ronald Walker and its members included Mills, Coombs, Sir David Rivett, EP Eltham, RB Madgwick and JHL Cumpston. The committee received reports on the activities of various Commonwealth agencies and it looked at the work of overseas bodies, such as the Board of Education in Britain and the Office of Education in the United States. By the time of its final meeting, the committee was in agreement that there should be a Commonwealth Advisory Committee on Education, an Education Office and a Commonwealth-State Committee for Educational Development, the Universities Commission should be set up on a more permanent basis, and a national university should be established in Canberra. The report was presented to Dedman on 31 October 1944.

Cabinet deferred its consideration of the report on a number of occasions and it was not until 2 July 1945 that it discussed the role of the Commonwealth in the field of education. It endorsed the recommendations of the committee, with a few minor amendments.

Legislation was prepared to give permanency to the Australian Universities Commission and create the Commonwealth Office of Education. The commission would organise reconstruction training in universities and similar institutions, provide financial assistance to university students and advise the Minister of Post War Reconstruction on matters concerning universities. The Office of Education, which formally came into existence on 8 November 1945, was to be essentially an advisory, coordinating and research body. The Education Act specified that the chairman of the Universities Commission would be the director and Mills held both positions until his death in 1952. He was also chairman of the Inter-Departmental Committee on Education from 1945 onwards. The other members included Coombs, Allen Brown, Sir George Knowles, Kenneth Bailey and HJ Goodes.

Australian National University

The idea of a university in Canberra focusing on research and postgraduate studies had been mooted in the 1930s. CS Daley, who joined the Walker committee in 1944, was a strong advocate of a postgraduate university, while Coombs saw the need for a university undertaking research and training for the government. In its report on a national university, the Walker committee specified certain areas of research, such as government, Pacific affairs, international relations and Australian history. Meanwhile RD Wright and Alf Conlon had been pursuing the idea of a national institute of medical research. Coombs persuaded the Mills Committee to bring together these two strands and it formulated a proposal for a Canberra National University, devoted to postgraduate research and comprising institutes of medicine and social sciences. In July 1945 Cabinet accepted the recommendations, merely changing the name to 'Australian National University'. In the following months, the Department of Post War Reconstruction prepared a detailed plan, including additional institutes of Pacific affairs and possibly nuclear physics. Following consultation with panels of experts in the four fields, an Australian National University Bill was drafted and introduced in Parliament by Dedman in April 1946. It became law on 1 August 1946.

In April 1946, when he was visiting England, Coombs had met several eminent expatriate academics, including Sir Howard Florey, Keith Hancock and Mark Oliphant. They expressed enthusiasm for the new university and Coombs and his colleagues seized on the idea that they might be lured to Canberra to head the research schools. The Interim Council, chaired by Mills, invited Florey, Hancock and Oliphant to form an Academic Advisory Committee (the anthropologist Raymond Firth joined the committee in 1947). For two years the four 'maestros' met regularly, usually in Oxford, and drew up numerous memoranda on the organisation and staffing of the university. In 1948 they visited Australia and met the Interim Council and the new Vice-Chancellor, Douglas Copland. They had forceful opinions and strong sensitivities, and the relationships were often fraught. Florey was always lukewarm about returning to Australia and Hancock and Firth both resigned from the advisory committee in 1949. Oliphant alone arrived in 1950 to head the Research School of Physical Sciences. By then a number of staff appointments had been made and a library was being assembled. Buildings and students were to appear later.

Financial support for universities and students

In addition to the new university, the Commonwealth Government provided increasing financial support for the tertiary sector in the immediate post-war years. Until 1946 Commonwealth grants for research within the universities were allocated by the National Health and Medical Research Council (medical sciences), CSIR (physical and biological sciences) and the Department of Post War Reconstruction (social sciences). In November

1946 Cabinet decided that a Commonwealth Research Grants Committee should take over responsibility for the grants in the physical, biological and social sciences. At the same time, it increased the grant for 1947–48 to £82,000, compared with £39,000 in 1944–45. Two years later it was raised to £100,000. Mills chaired the Research Grants Committee and the other members were Brown, Bailey, Goodes, FH Rowe (Social Services) and AEV Richardson (CSIR). The committee worked closely with the vice-chancellors committee, which was responsible for the selection of research projects and the division of the grants among the six universities. The role of the committee, as expressed by Bailey, was to hold the balance between the social and physical sciences, and between original research and research training, and to ensure that Commonwealth funds were being used to promote new works.

From 1944 to 1950 Commonwealth assistance to university students took two forms. Through the Commonwealth Reconstruction Training Scheme, more than 21,000 returned servicemen and women received free education at universities and other tertiary institutions between 1945 and 1954 (see chapter 7). In addition, Cabinet decided in April 1945 that the wartime Financial Assistance Scheme should continue for five years after the cessation of hostilities. Doubts about the constitutional validity of the scheme were removed by the passing of the social services referendum in September 1946. In 1948 more than 50 per cent of Australian university students were receiving assistance under one of these schemes. In 1947 the Universities Commission began considering the possibility of a permanent scholarships scheme for university students. In its report the commission proposed that, beginning in 1951, the Commonwealth provide 3000 scholarships each year to students undertaking first degrees and diplomas at universities and other tertiary institutions. The scholarships would cover all fees and students from lower-income families would also receive living allowances. The Mills committee made some changes to the draft scheme and it was approved by Cabinet in August 1949. The Coalition government also accepted the scheme and in March 1950 RG Menzies announced that 3000 Commonwealth scholarships would be awarded in January 1951.

Adult and secondary education

The Commonwealth Government was less inclined to become involved in other sectors of education. In 1943 the Universities Commission asked WGK Duncan of the University of Sydney to prepare a report on adult education. He made a long and exhaustive study and produced a substantial report, which was handed to Dedman in May 1945. Duncan proposed that a Division of Adult Education be created within the Office of Education to advise the states and other authorities and carry out functions such as research, publication and distribution of educational materials. Under his scheme, the Commonwealth would make general grants to state adult education authorities, as well as specific grants for premises, the recruitment and training of teachers, and research. The Walker committee, the Australian Services Educational Council, the Workers Education Association and other bodies all urged the government to support adult education. Dedman presented a non-committal submission, but in July 1945 Cabinet deferred discussion indefinitely. The Office of Education and the Mills committee also studied the problem of student wastage, with talented students failing to complete secondary school for economic reasons. In 1950 the committee produced a report recommending a system of Commonwealth bursaries but Menzies, who was already concerned about the cost of the Commonwealth scholarships, rejected it.

New Commonwealth role in education

There was a massive increase in Commonwealth financial support for education between 1943 and 1949. Whereas Commonwealth expenditure on education in 1939–40 had been a mere £675,000, it rose to £5.5 million in 1945–46, £18.1 million in 1947–48 and £15.1 million in 1948–49. There was pressure on the government to make even greater contributions. At the 1945 premiers conference, two states suggested that the Commonwealth make an annual grant of £10 million to the states for educational purposes. In 1947 numerous educational and community organisations called for £100 million of loan money to be allocated to education. The Treasury responded to such appeals with the statement that the states received £100 million from the Loan Council and £53 million from the Commonwealth as tax reimbursements and it was for them to decide how much was spent on education.

In 1950 the Commonwealth Office of Education and the Universities Commission were taken over by the Prime Minister's Department. According to Jock Weeden, the Deputy Director, Menzies was horrified to learn that the staff totalled 1500. The two bodies, with branches in every state, had by then assumed a number of responsibilities: advising Commonwealth authorities, liaising with state education departments and other bodies, administering university-type training under the CRTS, carrying out research and consultative services, coordinating UNESCO activities in Australia, overseeing migrant education, and administering the university research grants and the South-east Asian scholarships. The early research projects dealt with educational wastage at secondary schools and the educational needs of Aboriginal children. The office's publications included the *Current Affairs Bulletin*, *Education News*, *Research Report* and a large number of pamphlets and directories.

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Commonwealth research grants to universities, 30 October 1945	757C
Financial assistance to university students in 1946, 20 November 1945	757D
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Correspondence and papers of Sir George Knowles relating to proposals for a university in Canberra, the drafting of the Australian National University Bill, meetings of the Inter-Departmental Committee on Education, views on the role of the university and the proposed research schools. The correspondents include RC Mills, HC Coombs, LF Crisp, C Comans and T Owen.

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Australian Universities Commission

CORRESPONDENCE FILES, 1943–46 A1875

Files relating to the administration of the Australian Universities Commission in the three years following its establishment in February 1943, documenting its relations with universities, technical colleges, training institutions, education departments, the Australian army, and students.

University of Sydney: reservation (selection) – general, 1943–45 (3 parts) 1/02/1

University of Sydney: manpower – Service releases, 1943–45 1/06/3

University of Melbourne: financial assistance, 1942–46 (3 parts) 2/04/1

Canberra University College: general, 1941–46 (2 parts) 7/01(1)

Department of Education, NSW, 1944–46 10/01

Technical colleges: South Australia, 1943–45 11/04

Inter-Departmental Committee on Education, 1943–44 25

Commonwealth Office of Education

CORRESPONDENCE FILES, 1945–60

A1361

Records of the Commonwealth Office of Education from its establishment in 1945 until 1960, including files on the administration of the Office, staffing, finance, the Inter-Departmental Committee on Education, Australian Universities Commission, UNESCO and other international organisations, financial assistance to universities and students, migrant education and special education.

Administration: Universities Commission Chairman, 1943–46

1/9/1A

Correspondence concerning the re-appointment of JR Darling, L Ross and FP Baker as members of the Australian Universities Commission. The correspondents include GT Chippindall, RC Mills and WJ Weeden.

IDC on Education: general, 1945

1/17/1 Pt 1

Includes notes (31 May 1945) by RC Mills of a meeting with HC Coombs and GPN Watt about the Australian Universities Commission, grants to universities, the establishment of an Education Office and the proposal of Coombs that the chairman of the Universities Commission should head the Education Office.

IDC on Education: members, 1945

1/17/2 Pt 1

Correspondence of RC Mills with members of the Inter-Departmental Committee on Education concerning the report of the committee, a meeting with ministers, university buildings, grants for research, adult education and the preparation of a Cabinet paper on the Australian National University.

Administration: IDC on Education, 1944–45

1/17/4 Pt 1

Cabinet submissions on the Australian Universities Commission and the Australian National University and reports on grants to universities and adult education.

IDC on Education: adult education: Dr Duncan's report, 1944–49 (2 parts)

1/17/9

An address (23 August 1944) by F Alexander on adult education and the Australian community, the draft report by WGK Duncan on adult education in Australia, the report on adult education of the Inter-Departmental Committee on Education (May 1945) and related correspondence.

Administration: establishment of Universities Commission, 1942–43

1/17/17 Pt 1

Documents of the Department of War Organisation of Industry concerning the establishment of a Universities Commission, including the report (20 October 1942) of a departmental committee on universities (chair: SJ Butlin), proposals for financial assistance to university students, and Production Executive submissions.

Secondary bursaries scheme: policy, 1944–56

7/26/2

Report by the Australian Universities Commission on student wastage in secondary schools and correspondence about student wastage, discussions of the Inter-Departmental Committee on Education, the drafting of a report on a Commonwealth Bursaries Scheme,

and the decision (November 1950) of RG Menzies to defer the scheme. The correspondents include JB Chifley, RC Mills, AS Brown, EJB Foxcroft, TL Robertson and HJ Goodes.

Special education: National Fitness, 1945–57 (2 parts) 8/2/1

Correspondence regarding the relationship between the National Fitness Campaign and Commonwealth education policy, responses from the states on physical education facilities in schools, and the proposal of RJ Heffron that the Commonwealth Office of Education take over from the Department of Health responsibility for the administration of national fitness. The correspondents include JJ Dedman, NE McKenna, RC Mills, WJ Weeden and AJ Metcalfe.

Commonwealth Office of Education: staffing, 1945–46 (2 parts) 34/2/1 Pts 2A-2C

Correspondence of RC Mills, HC Coombs and the Commonwealth Public Service Board about senior appointments to the Commonwealth Office of Education, including EJ Hook and CD Rowley.

Commonwealth Scholarships Scheme: policy matters, 1945–49 (2 parts) 41/1/2

Notes of meetings of the Inter-Departmental Committee on Education and correspondence on a new scheme of financial assistance for university students, the scope of the scheme, the report of a sub-committee, and discussions with NE McKenna and a Cabinet sub-committee. The correspondents include RC Mills, EJ Hook, AS Brown, LF Crisp, EJB Foxcroft, HJ Goodes and E Amos.

Native education: general, 1947–50 (2 parts) 45/3/1

A paper by TGH Strehlow on the future of Aboriginal education and correspondence on education of Aboriginal children in the Northern Territory and transfer of responsibility from the Department of the Interior to the Commonwealth Office of Education. The correspondents include RC Mills, H Philp, JA Carrodus and WA McLaren.

**ANNUAL REPORTS OF THE COMMONWEALTH OFFICE OF EDUCATION, 1945–66
A7382**

Annual reports of the Commonwealth Office of Education, 1945–49 and 1957–66. The 1948 and 1949 reports also covered the activities of the Australian Universities Commission.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–50 A9790

Commonwealth Universities Research Grants Committee, 1946–49 (4 parts) 8111

Minutes of meetings (1947–49) of the Commonwealth Universities Research Grants Committee (chair: RC Mills), minutes of conferences with the vice-chancellors committee, reports by universities on research programs, and minutes and correspondence on training of research workers, research needs of Commonwealth departments, and funding of research grants. The correspondents include JB Chifley, JJ Dedman, HC Coombs, RC Mills, AS Brown and EJB Foxcroft.

Financial assistance to university students, 1945 8112

Correspondence concerning financial assistance for university students under the National Security (Universities Commission) Regulations and the need for a change of policy in selecting students and faculties. The correspondents include HC Coombs, RC Mills and GPN Watt.

Commonwealth scholarships at tertiary level: proposals, 1949–50 8114

Reports by the Australian Universities Commission and the Inter-Departmental Committee on Education on Commonwealth tertiary scholarships, a memorandum by EJB Foxcroft, and related correspondence, including a letter (28 October 1949) from JB Chifley to the state premiers on the establishment of the Commonwealth Scholarships Scheme.

Universities Commission: reports, 1945–49 8115

Annual reports of the Australian Universities Commission and miscellaneous letters.

Social science research grants, 1944–46 8116

Notes of a conference (7–8 December 1944) between the Department of Post War Reconstruction and university liaison officers and correspondence regarding an increase in the annual grant to universities for research in the social sciences. The correspondents include JG Crawford and JDG Medley.

Commonwealth Office of Education: general, 1945–50 8121

Includes a letter (3 June 1946) from RC Mills to JJ Dedman about a proposal at the 1945 premiers conference that the Commonwealth make an annual grant of £10 million to the states for educational purposes.

IDC on Education, 1946–49 (2 parts) 8122

Minutes of meetings (1946–49) of the Inter-Departmental Committee on Education (chair: RC Mills), draft reports, and correspondence (1949) concerning the proposed plan for Commonwealth bursaries at the secondary school level. The correspondents include RC Mills, EJB Foxcroft and TL Robertson.

Commonwealth Office of Education: report on educational wastage, 1948 8123

Report (November 1948) on educational wastage at the secondary school level, with recommendations for a Commonwealth bursaries scheme.

CORRESPONDENCE FILES, 1941–50 A9816

Commonwealth wartime policy in regard to universities, 1942–43 1943/470

Report (20 October 1942) of an inter-departmental committee on the wartime organisation of reservation, selection and training of university students (chair: SJ Butlin), a statement by JJ Dedman at a conference of vice-chancellors (3 November 1942), and memoranda and correspondence of GG Firth, LF Giblin and RC Mills on unreserved faculties and the Australian Universities Commission.

Adult education: general correspondence, 1943–45 (2 parts) 1943/1072

Reports by WGK Duncan and HS Wyndham on adult education, a Cabinet submission

(28 June 1945), and correspondence concerning resolutions of conferences on post-war adult education.

Education: general, 1943–44 **1944/261**

Newspaper articles and correspondence on aspects of education, including a note (7 September 1943) by WJ Weeden on wastage in secondary education.

IDC on Education, 1944 **1944/264**

Includes memoranda by HS Wyndham on the Inter-Departmental Committee on Education and minutes from L Ross to HC Coombs on developments in adult education and the role of the Commonwealth in education.

Medical research, 1945–46 **1945/290**

A paper (6 April 1945) by Sir Howard Florey on a proposed Australian Medical Research Institute and correspondence of HC Coombs on the possible placement of the institute within the Australian National University.

Establishment of Universities Commission, 1943–45 (2 parts) **1945/459**

Correspondence concerning the National Security (Universities Commission) Regulations, assistance to students in unreserved faculties, legislation to establish the Universities Commission, and the appointment of RC Mills as Director of the Commonwealth Office of Education. The correspondents include HC Coombs, RC Mills, GT Chippindall and R Osborne.

IDC on Education: minutes and agenda, 1944–46 (2 parts) **1946/139**

Agenda papers and minutes of meetings (January 1946 – February 1947) of the Inter-Departmental Committee on Education (chair: RC Mills, HC Coombs).

Papers on education, 1944–45 (2 parts) **1946/239**

Report (31 October 1944) of the Inter-Departmental Committee on Education on the Commonwealth's responsibilities in relation to education (chair: ER Walker), Cabinet submissions on the Universities Commission and adult education, and related correspondence.

Department of the Interior

CORRESPONDENCE FILES, 1946– **A431**

Commonwealth Office of Education: establishment, 1946–47 **1947/2361**

Correspondence concerning the establishment of the Commonwealth Office of Education and new proposals for educational services and scholarships in the Northern Territory. The correspondents include JA Carrodus, J Brophy and HJ Goodes.

Canberra university proposed establishment, 1940–54 **1948/1484 Pt 3**

Correspondence (1941–43) and newspaper cuttings about the research activities of Canberra University College and proposals for a national university as a post-war project. The correspondents include CS Daley, T Owen and R Wilson.

**Comparative study of education throughout Commonwealth: NT schools, 1947–49
1949/235**

Correspondence with the Commonwealth Office of Education regarding educational services, scholarships and allowances in the Northern Territory.

Department of War Organisation of Industry

SECRET CORRESPONDENCE (S SERIES), 1940–46 CP80/1

**Legislation for the continuance of the Universities Commission, 1944–45 BUNDLE
20/S835**

A Cabinet submission (24 November 1944) on legislation to establish the Universities Commission on a permanent basis and related correspondence.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 A461

Education: general, 1935–50 (4 parts) A340/1/1

Letters from the Australian Teachers Federation, New Education Fellowship, National Union of Australian University Students and other organisations and individuals to J Curtin and JB Chifley urging Commonwealth control of education, greater financial assistance from the Commonwealth for education and other changes in Commonwealth policies.

Commonwealth aid to education, 1921–49 (2 parts) C340/1/1

Letters from the Australian Teachers Federation and other organisations concerning conference resolutions calling for Commonwealth assistance for education.

Australian universities: assistance to postgraduate studies and research, 1935–47

(2 parts) E340/1/1

A Cabinet submission (14 July 1941) on university research grants and correspondence about the reconstruction research grants, the social science research grants and the establishment of the University Research Grants Committee. The correspondents include J Curtin, JJ Dedman, HC Coombs, JG Crawford and RC Mills.

Adult education, 1943–48 AQ340/1/1

Resolutions of conferences relating to Commonwealth support for adult education and related correspondence.

Australian universities: assistance to needy students, 1942–50 (3 parts) O340/1/8

Correspondence concerning financial assistance for students at universities and technical colleges, the means test and taxation questions. The correspondents include JJ Dedman, GT Chippindall and EJ Hook.

Treasury

CORRESPONDENCE FILES, 1901–76 A571

Appointment of IDC on Education, 1943–44 **1943/3787**

Interim report (6 November 1943) of the Inter-Departmental Committee on Education on the need for a constitutional amendment and correspondence about Treasury representation on the committee and requests for grants for the establishment of colleges. The correspondents include JB Chifley, JJ Dedman and AC Joyce.

Commonwealth educational policy: applications from universities, educational authorities for assistance, 1944–47 **1944/2948**

Correspondence about requests by universities and technical colleges for assistance in establishing new faculties and projects. The correspondents include JB Chifley, JJ Dedman, HC Coombs and HJ Goodes.

Post-war education, 1945–53 **1944/4140 Pts 2-3**

Statements and correspondence concerning requests by premiers, parliamentarians and educational organisations for increased Commonwealth expenditure on education and the question of responsibility for primary and secondary education. [Part 1 does not exist]

Australian National University, 1945–50 (2 parts) **1945/1316**

Minutes of meetings (January–June 1946) of the Inter-Departmental Committee on Education (chair: RC Mills) and correspondence about the name and constitution of the university, the drafting of the Australian National University Bill, initial funding, the appointment of a vice-chancellor, and the building program. The correspondents include JB Chifley, JJ Dedman, HJ Goodes, HC Coombs, LF Crisp, DB Copland and RA Hohnen.

Commonwealth Office of Education: funding, 1945–46 **1945/3621**

Estimates of expenditure and correspondence with the Commonwealth Office of Education about staffing and expenses of the Office of Education and the Universities Commission.

Commonwealth assistance to state universities, 1948–56 **1948/3258**

Correspondence about proposals of ML Oliphant for Commonwealth support for higher education, the claims of universities for increased financial assistance and the appointment of a committee in 1949 to investigate the finances of all the universities. The correspondents include JB Chifley, JJ Dedman, RC Mills, HJ Goodes, ML Oliphant and DB Copland.

HC Coombs

RESEARCH MATERIAL, DRAFTS AND PAPERS OF HC COOMBS, 1922–85 M448

Committee on Research in the Social Sciences, 1943–45 **235**

Minutes of a meeting (8–9 November 1944) of the Committee on Research in the Social Sciences (chair: KS Cunningham) and proposals for research by LG Melville, C Clark, RD Wright, JA Passmore, AP Elkin and others.

Australian National University, 1946–57 **257**

Minutes of the first meeting (13 September 1946) of the Interim Council of the Australian National University (chair: RC Mills), minutes of a meeting (28–29 March 1947) of the Academic Advisory Committee in London, a report by RD Wright of his visit to the United

States (March 1947), and correspondence and memoranda on relations with the Academic Advisory Committee, their vision of the university, the establishment of the Research School of Social Sciences, the selection of the vice-chancellor, appointments, and research scholarships. The correspondents include HC Coombs, RD Wright, ML Oliphant, Sir Howard Florey, WK Hancock, RG Osborne, DB Copland and RA Hohnen.

Australian National University: miscellaneous correspondence, 1947–60 260

Includes minutes of meetings (March–October 1947) of the Interim Council of the Australian National University, minutes of meetings (7 August 1947, 21 September 1947) of the Academic Advisory Committee in London, and a letter (16 July 1947) from WK Hancock to RC Mills on staffing of the Research School of Social Sciences.

RC Mills

PAPERS OF RC MILLS RELATING TO THE INTER-DEPARTMENTAL COMMITTEE ON EDUCATION, 1943–44 A2473

Inter-Departmental Committee on Commonwealth Educational Activities, 1943–44

(3 parts) NN

Minutes of meetings (October 1943 – August 1944), agenda papers, reports and correspondence of the Inter-Departmental Committee on Education (chair: ER Walker). They include reports on the question of a constitutional amendment (November 1943), the Army Education Service, Industrial Training Division, Universities Commission, and Australian Council for Educational Research.

Further reading

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25 Cultural reconstruction

Before World War II the involvement of the Commonwealth Government in the cultural life of Australia was quite limited. There were only two national cultural institutions. Since 1923 the government had provided funding for the Commonwealth National Library, an offshoot of the Parliamentary Library. After it moved to Canberra in 1927, its collections and services gradually became accessible to researchers and the general public. In 1925 the government formally established the Australian War Memorial and its monumental building was opened in 1941. Ever since Federation, there had been calls for the creation of a national gallery. The Historic Memorials Committee was established in 1912, but for a long time confined its activities to commissioning portraits of notable Australians. In 1938 it took a broader view and authorised the Art Advisory Board to purchase valuable art works that should be secured for the national collection. As a result of this decision, paintings by artists such as Frederick McCubbin, Blamire Young and E Phillips Fox were acquired in the immediate post-war years for the future national gallery. In 1967 the government finally committed itself to building the National Gallery of Australia.

In March 1945 John Dedman issued a statement stressing the importance of the educational, cultural and community aspects of reconstruction. He claimed that they were the essential counterpoint to plans for jobs, homes and rising living standards. A number of staff in the Reconstruction Division and the Department of Post War Reconstruction shared this belief in the cultural dimension of reconstruction. As early as 1941, Flora Eldershaw suggested that reconstruction plans should include the fostering of literary, aesthetic and cultural interests in the life of the nation. She pointed out that bodies such as the National Theatre Movement, the Guild of Australian Composers and the Fellowship of Australian Writers had made submissions urging government encouragement of literature and art. In later years officers of the department's Public Relations Division, in particular Lloyd Ross, Ulrich Ellis and Colin Dean, urged the government to increase its support for cultural activities. In 1948 Ross wrote of the revival of cultural activities during the war, with large numbers of people attending orchestral concerts or taking an interest in Australian literature. Post-war reconstruction would be incomplete if this wartime renaissance was not expanded continuously.

In November 1944, acting on the advice of Lloyd Ross and Colin Dean, Coombs recommended to Chifley that a cultural council be set up to advise the government on possible participation in cultural activities and to broaden the appeal of these activities 'so as to assist the people's movement'. Curtin and Forde were sympathetic to the suggestion and in the early months of 1945 an inter-departmental committee considered the proposal. It suggested that a Commonwealth Cultural Council be created to advise the government on cultural developments, prepare proposals for the government on cultural matters, and control and make grants from a trust fund to assist cultural organisations. The Treasury representative on the committee was scornful of the vagueness of the term 'cultural activities', which could cover an enormous field, and he dismissed the possible use of public funds to finance 'village glee clubs'. Chifley, who by then was no longer the Minister for Post War Reconstruction, was equally unsympathetic. In May 1945 he told Dedman that he doubted whether the Commonwealth Government should 'sponsor a project of this kind at any time'. It certainly could not spend money during wartime on what was essentially a post-war proposal. More than 20 years were to pass before an Australian Council for the Arts was established, with Coombs as the first chairman.

Another post-war cultural proposal was summarily rejected by the Treasury. In 1948 the Parliamentary Standing Committee on Broadcasting recommended that an Australian Music Composers' Fund be created, along the lines of the Commonwealth Literary Fund. It would provide grants, pensions and fellowships to composers and assist with publishing and recording Australian compositions. HJ Goodes, an Assistant Secretary in the Treasury, rejected the Commonwealth Literary Fund analogy, claiming that Australian music enjoyed a sheltered market and composers needed less time for research and writing compared with writers. He was particularly concerned about precedents, with the risk of artists, singers, instrumental musicians and actors all expecting Commonwealth assistance.

Film

The Treasury, however, was not always obstructive. In September 1944 the departments of Information and Post War Reconstruction organised a films conference that recommended the establishment of an Australian National Film Board. The board would promote and coordinate the production, distribution and importing of films for use in education, rehabilitation, social development, immigration, trade and tourism. The functions were closely linked to post-war reconstruction and Treasury officials were supportive. An inter-departmental committee discussed the proposal and its report was approved by Cabinet in May 1945. The board held its first meeting on 25 June 1945.

Colin Dean and other Post War Reconstruction officials had looked to the Canadian National Film Board as a model and envisaged the board being a corporate body, with its own staff, carrying out the functions of production and distribution. The Department of Information was more concerned with building up its own production unit and was less interested in distribution or the acquisition of films produced overseas. Its views generally prevailed and the National Film Board functioned largely as an advisory body, especially after the position of Film Commissioner was left unfilled in late 1946. The National Library accepted responsibility for acquiring overseas films and distributing them to film societies, libraries and other organisations. The Film Division of the Department of Information, led by Stanley Hawes, concentrated on production and by the end of 1953 it had produced more than 150 films. It employed some outstanding writers and producers, such as John Heyer, Colin Dean, Maslyn Williams and Catherine Duncan.

Literature and theatre

Government support for Australian literature had begun in the most tentative way with the establishment of the Commonwealth Literary Fund in 1908. For 30 years it provided modest pensions for elderly or infirm writers or their families. Following representations by John Curtin and JH Scullin, major changes took place in 1938. The size of the fund was tripled and an advisory board was appointed, comprising writers and librarians. In addition to the pensions, fellowships were awarded to writers so that they could buy time to undertake the research and writing of major books. In the period 1940–50, fellowship holders included not only established writers, such as Mary Gilmore and Miles Franklin, but also emerging writers like Dymphna Cusack, Kenneth Mackenzie, Judith Wright and John Morrison. The Commonwealth Literary Fund Committee also made grants to publishers to assist in publication of particular works, made grants to literary magazines, and sponsored annual lectures at universities to promote the study of Australian literature. The scope of the fund's activities remained largely unchanged until it was superseded by the Literature Board of the Australia Council in 1973.

The campaign for a national theatre, or a national theatre company, aroused widespread public support in the wartime and post-war years. The government received numerous proposals and submissions from the National Theatre Movement, the Council for the Encouragement of Music and Art, the People's Council for Culture, the JC Williamson Company and various theatres, as well as influential individuals such as LF Giblin (who consulted JM Keynes on the subject), Douglas Copland, HS Nicholas and Les Haylen. The Inter-Departmental Committee on Education, chaired by RC Mills, considered these proposals in 1947. Taking the view that a national theatre company was more important than a building, it argued that a government-supported company would enable Australians to see live drama, including Australian plays, produced to the high standards found in overseas countries. It recommended the establishment of a National Theatre Board, responsible to a minister, with funding of £25,000 in the first year. The company would be based in either Sydney or Melbourne. Dedman supported the proposal, but Chifley was unimpressed, fearing a national theatre could be 'a sink for public money'. He thought the first task should be extending cultural activities in Canberra. In April 1948 he convened a meeting of cultural bodies in Canberra to discuss assistance for the development of the arts. As a result of these talks, a Committee for Cultural Development was set up in 1949 and grants were made to the Canberra Repertory Society and other organisations.

Coombs did not give up the idea of a national theatre and quietly plotted with local representatives of the British Council. They arranged for Chifley to see one of the Old Vic Company productions and hear the views of Laurence Olivier on a national theatre. In 1949 the British Council brought the director Tyrone Guthrie to Australia and he wrote a brief report on an Australian national theatre. Although his proposals met with a mixed reception, Chifley became more accommodating. Coombs, Mills and Goodes suggested that a trust fund of £60,000 be set up, to be administered by a National Theatre Board with Commonwealth and state representatives. The Commonwealth would provide half the funds and also pay for scholarships for actors and technicians to train overseas. The plan was discussed at the premiers conference in August 1949 and approved by Cabinet in October. Three state governments subsequently agreed to contribute, but the scheme foundered when the Chifley government was defeated. It was revived in a different form when the Elizabethan Theatre Trust was established in 1954.

Music

The immediate post-war years were an exciting period in orchestral music in Australia, largely due to the commitment of the Australian Broadcasting Commission. Led by Charles Moses, its General Manager, and William James, the Controller of Music, the ABC had established studio orchestras of varying sizes in all the state capitals by 1936. Most of them provided public concerts in addition to their radio work. During the war there was a surge of popular support for these concerts, with huge numbers queuing for the Beethoven Festival in Sydney in 1943. In July 1944 the American conductor Eugene Ormandy completed a report for the Prime Minister on the need for large permanent orchestras in Sydney and Melbourne. He suggested that the government take advantage of the many European musicians who were living in Australia. Curtin and the state premiers were mildly supportive, but it was left to Moses to bring about changes. In 1945 he began negotiating with state governments and city councils to create six permanent symphony orchestras. In January 1946 the Sydney Symphony Orchestra was established, with annual commitments of £20,000 from the New South Wales government and £10,000 from the Sydney City Council. In the next five years similar arrangements were made in each of the capitals. The ABC operated as a nation-wide concert agency and introduced celebrity

concert series, concerto and vocal competitions, and youth concert series. It also brought famous overseas musicians to Australia: Eugene Goossens (1946), Lili Kraus (1946), Solomon (1946), Isaac Stern (1947), the Boyd Neel Orchestra (1947), Otto Klemperer (1949) and Elizabeth Schwarzkopf (1949). Together with Musica Viva, which was founded in 1945, the ABC had transformed the performance of classical music in Australia by 1950.

The establishment of UNESCO in 1945 (see chapter 29) also led to a greater involvement by the Commonwealth Government in Australian cultural life. The Commonwealth Office of Education, headed by RC Mills, coordinated UNESCO activities in Australia and the selection of Australian delegates to UNESCO conferences. In 1947, 12 national coordinating bodies were set up, including committees on libraries, films, music, drama, literature and the visual arts. The members of the committees were predominantly representatives of state institutions and non-governmental organisations, but there were a few Commonwealth representatives as well. They discussed UNESCO conference resolutions and draft conventions, and specific issues ranging from the operation of copyright law to the promotion of Aboriginal art.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS, 1941–49 **A2700**

Appointment of seventh member of the Australian National Film Board, 30 April 1945 **834**

Australian National Film Board, 20 November 1945 **834B**

Book Publication Committee, 4 June 1946 **1174**

General educational and cultural activities, 5 November 1946 **1256**

Assistance to the publishing industry, 10 December 1946 **1274**

Assistance to the publishing industry, 10 December 1946 **1274A**

Assistance to the publishing industry, 5 April 1948 **1274B**

National Theatre Company, 25 October 1949 **1652**

Australian Broadcasting Commission

CORRESPONDENCE FILES, 1938–48 **B2111**

Correspondence concerning establishment, administration and staffing, including orchestras, radio programs and concerts.

Australian composers and compositions, 1941–48 (6 parts) **MUS 22**

Myer free concerts, 1938–46 **MUS 28**

Melbourne Philharmonic Society, 1937–48 (5 parts) **MUS 40**

GENERAL CORRESPONDENCE, 1933–63 **SP613/1**

Files on policy, regional administration, concert policy, program policy, artists and other subjects.

Sydney Symphony Orchestra, 1945–47 6/1/3

Sydney Symphony Orchestra: personnel, 1943–56 (2 parts) 6/1/7

Victorian Symphony Orchestra: personnel, 1944–56 6/2/2

GENERAL CORRESPONDENCE, 1934–65 SP724/1

Files on policy, regional administration, concert policy, artists and other subjects.

Sydney Symphony Orchestra: establishment of permanent orchestra, 1944–46 (2 parts) 6/1/1

Sydney Symphony Orchestra: Advisory Committee, 1946–61 (4 parts) 6/1/2

Sydney Symphony Orchestra: recordings, 1944–56 6/1/9

Commonwealth Office of Education

CORRESPONDENCE FILES, 1945–60 A1361

Correspondence on Australian National Theatre, 1946–55 (3 parts) 5/20/1

Papers and correspondence of RC Mills on a National Theatre, including letters of HC Coombs, AS Brown, HJ Goodes, Dorothy Helmrich, F Clewlow and C Wilmot.

Meetings of Australian National Theatre Committee, 1947–55 (2 parts) 5/20/2

Minutes and papers of the Inter-Departmental Committee on Education and letters of RC Mills, WJ Weeden, AS Brown and others concerning proposals for a national theatre.

Committee on Publishing Industry, 1948–50 6/5/1 Pt 1

Records of the Committee on the Publishing Industry (RC Mills, HL White, A Day), set up by Cabinet in 1948, which considered measures to assist Australian publishers and authors.

Publishing Industry Committee – report to Prime Minister’s Department, 1950–51/5/5 Pt 1

Drafts and final report of the Publishing Industry Committee, submitted to the Prime Minister’s Department in July 1950.

Committee on Publishing Industry, 1946–48 6/5/6 Pt 2

Records relating to the Inter-Departmental Committee on the Publishing Industry, set up in 1947 and chaired by AS Brown, which considered various measures to assist the Australian publishing industry.

UNESCO: Australian Committee for Visual Arts – minutes, 1948–59 16/32/4 Pt 1

Minutes, proceedings and correspondence of the Australian Committee for Visual Arts, one of the national cooperating bodies represented on the Australian National Advisory Committee for UNESCO. The 1948–52 meetings were chaired by J Burke and H Missingham.

**UNESCO: Australian Committee for Visual Arts – Conference of Art Specialists, 1948
16/32/6 Pt 1**

Agenda papers, proceedings, resolutions and correspondence of a conference (September 1948) of art specialists of the state education departments, chaired by TL Robertson. Its purpose was to exchange ideas on the teaching of art and consider ways of implementing UNESCO resolutions on the place of art in general education.

Department of Information

GENERAL CORRESPONDENCE, 1944–50 **CP815/1**

Records relating to administration, film production and distribution, administration of the Australian National Film Board, overseas broadcasts, tourism exhibitions and publications, and immigration publicity.

Australian National Film Board – general correspondence, 1945–48 (2 parts) 023.01

Australian National Film Board – S Hawes (policy), 1946 **023.14**

Australian National Film Board – training school, 1945–46 **023.18**

Department of Post War Reconstruction

CORRESPONDENCE FILES OF ECONOMIC POLICY DIVISION, 1943–49 **A9790**

Cultural Council and National Theatre, 1943–49 (2 parts) **8141**

Correspondence and minutes concerning a national theatre and the proposed Commonwealth Cultural Council, including the report of the Inter-Departmental Committee on a National Theatre (1947) and letters of JB Chifley, HC Coombs, L Ross, RC Mills, C Dean and G Johnson.

Council for the Encouragement of Music and Arts, 1941–48 **8143**

Correspondence and other papers concerning the Council for the Encouragement of Music and the Arts, established in Sydney in 1944, and the British Council, which began working in Australia in 1945. The correspondents include Dorothy Helmrich, HC Coombs, L Ross, AS Brown, Margaret Sutherland and B Heinze.

CORRESPONDENCE FILES, 1941–50 **A9816**

National Film Board conference, 1944 **1944/502**

Records relating to the proposed Australian National Film Board, including minutes of a conference (September 1944) and letters of HC Coombs and L Ross.

Australian National Film Board: establishment, 1944–46 (2 parts) **1944/517**

Records relating to the establishment, functions and policies of the Australian National Film Board, including reports, minutes of meetings, and letters and minutes of AA Calwell, JB Chifley, EG Bonney, HC Coombs, C Dean and UR Ellis.

Department of the Interior

CORRESPONDENCE FILES, 1946– **A431**

Cultural facilities in the ACT: provision, 1948–58 (2 parts) **1954/921**

Correspondence between JB Chifley, HV Johnson and Sir Robert Garran concerning Commonwealth assistance for music, drama and the arts in Canberra and the formation in 1949 of the Committee for Cultural Development.

CORRESPONDENCE FILES, 1956– **A463**

National Art Gallery, Canberra: policy, 1929–55 **1967/3976 Pt 1**

Correspondence (1944–45) between J Curtin, JS Collings, JB Chifley and HV Johnson about recommendations of the Historic Memorials Committee on the construction of a national gallery.

Department of Trade and Customs

CORRESPONDENCE FILES, 1901–83 **A425**

Assistance to Australian publishing industry, 1946–48 **1964/9928**

Letters to the Prime Minister and the Department of Trade and Customs and other records concerning the problems of the Australian publishing industry, particularly the use by newspapers of imported syndicated material.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

National symphony orchestras and theatres, 1944–47 **AK 344/1/12**

Proposals for orchestras and a national theatre, including a report (July 1944) by Eugene Ormandy and letters and minutes by J Curtin, FM Forde, J Martin, EG Bonney, LF Giblin, DB Copland, HC Coombs and others.

Aid to Australian composers, 1947–52 **BC 344/12**

Records concerning a recommendation of the Parliamentary Standing Committee on Broadcasting in 1948 that a fund be established to assist Australian composers with publication, recording, fellowships and other means.

Development of Australian art: encouragement, 1946–47 **BD 370/1/4**

Correspondence concerning a proposal of the People's Council for Culture for the commissioning of paintings and sculptures in Australian public buildings.

Will Ashton's scheme for encouragement and development of Australian art, 1946–47
BH 370/1/4

Minutes of meetings of the Art Advisory Board and Historic Memorials Committee referring to the acquisition of Australian works of arts for a future national gallery.

Historic Memorials Committee, 1947

O 370/1/11

Minutes of a meeting of the Historic Memorials Committee referring to the acquisition of works for the future national gallery, including a painting by Frederick McCubbin.

Art Advisory Board, 1946

P 370/1/11

Minutes of meetings of the Art Advisory Board and the Historic Memorials Committee referring to the proposal of Will Ashton that competitions be held to encourage the restoration of 'the Australian spirit in art'.

Cultural Council, 1944–46

X 387/1/1

Statements by J Curtin and JJ Dedman concerning cultural aspects of reconstruction and Commonwealth support for a national theatre, national orchestra and cultural development.

Treasury

CORRESPONDENCE FILES, 1901–76

A571

National Theatre, 1944–54 (2 parts)

1944/1171

Correspondence and minutes concerning proposals for a National Theatre, the Inter-Departmental Committee on a National Theatre (1947), negotiations with the British Council, and Tyrone Guthrie's report (May 1949) on a national theatre. The correspondents include JB Chifley, HC Coombs, HJ Goodes and RC Mills.

Australian National Film Board, 1944–47 (3 parts)

1944/3611

Records relating to the establishment and functions of the Australian National Film Board, including reports, minutes of meetings and letters of HJ Goodes, R Foster, EG Bonney and UR Ellis.

Commonwealth Cultural Council, 1945

1945/420

Letters and minutes of JB Chifley, AC Joyce and J Brophy concerning the proposal for a Commonwealth Cultural Council and discussions at an inter-departmental meeting chaired by L Ross.

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26 Health and social services

Within the Commonwealth Government, health and social security were somewhat peripheral areas and were largely neglected by the post-war reconstruction planners. Health policy was left to the Department of Health and its long-time Secretary, JHL Cumpston, and the National Health and Medical Research Council (NHMRC), which Cumpston chaired. Social services, which at the Commonwealth level took the form of cash payments, were a minor responsibility of the Treasury until the creation of the Department of Social Services in 1941. Health and Social Services shared a single minister from 1939 to 1949. The Treasury continued to be vitally concerned with health and social services, and in these areas the most influential adviser throughout this period was probably HJ Goodes, an Assistant Secretary in Treasury.

In the inter-war years, Cumpston was one of a number of Australian 'national hygienists' who put emphasis on preventative public medicine rather than curative private medicine, and who called for centralised control of public health services. They mostly worked in public health departments or universities and were prominent in the NHMRC, which was established in 1937. Their views received the fullest expression in the early years of the war. In November 1940 Cumpston persuaded Sir Frederick Stewart, the Minister for Health, that the NHMRC should plan a comprehensive national service. Cumpston, together with Sir Raphael Cilento, Harold Dew and Newman Morris, drafted a report which was approved by the NHMRC in July 1941. It stated that 'the care of personal health is a social duty and no longer entirely an individual responsibility'. In place of national health insurance, which had caused much conflict in 1938–39, it proposed a national salaried medical service that would provide general access to hospital and health facilities. It was vague about the future of private practice, but envisaged a coordinated system of hospitals and district clinics. Subsequently, Cumpston costed the proposed scheme in a report for the Joint Parliamentary Committee on Social Security. In its sixth report, the joint committee called for greater Commonwealth control over public health and the gradual introduction of a salaried service, stressing the need to win over the medical profession.

National health service

Cumpston and his colleagues hoped that a national health service could be introduced quickly and would absorb medical officers returning from the war. Rather than negotiate with the British Medical Association (BMA), they suggested an education campaign aimed directly at the doctors. However in January 1942 EJ Holloway, the new Minister for Health, promised that there would be no major change in health services during the war. In January 1943 Cabinet approved a scheme of social service benefits, including health, pharmaceutical, dental and tuberculosis benefits. The influence of the national planners, who always favoured direct health services rather than cash benefits, gradually declined. Instead, the Treasury view prevailed, focusing on the economic difficulties of individuals and families and offering cash benefits as a means of improving access to medicine and health services.

The Joint Committee on Social Security recommended a hospital benefits scheme in its seventh report. In July 1944 Curtin announced that the Commonwealth would subsidise the states six shillings a day for each occupied bed in public wards, provided that means testing was abandoned, and the same amount for patients in private wards, private hospitals and sanatoria. The state premiers accepted the proposals the following month. The Hospital Benefits Act was passed in October 1945 and the states passed enabling legislation in subsequent months. The scheme was strongly opposed by some doctors, essentially because

it lessened the charitable status of public hospitals, but the BMA accepted it with reservations. From the outset there were complaints that the subsidy was inadequate and in December 1948 it was increased to eight shillings per day.

Pharmaceutical benefits scheme

In contrast, opposition by the medical profession to the pharmaceutical benefits scheme was intense and continued to the very last days of the Chifley government. The Pharmaceutical Benefits Act, which came into force in July 1944, set up a system for the free supply of prescribed medicines, with the chemists reimbursed by the Commonwealth. Not every medicine was covered, in order to control costs, but the government formula included more than 90 per cent of the drugs in common use. During the drafting stage, the government was caught up in the traditional rivalry between the Pharmaceutical Services Guild and the friendly societies. Opposition from the BMA was unexpected, as the scheme made very few demands on doctors. The attack was concentrated on the government formula, which allegedly infringed the right of doctors to prescribe freely any legal drug. There were other concerns: it was claimed that the government should be spending money on hospitals, clinics and preventative medicine rather than medication, there were risks of excessive use of drugs if they were free, the scheme gave excessive control to the Department of Health, and it was a step towards a national salaried service.

The Victorian branch of the BMA challenged the validity of the Act and in November 1945 the High Court held it to be unconstitutional. The decision threatened, at least in theory, the whole range of social welfare transfers, apart from old age and invalid pensions. In response, the government brought forward legislation for a referendum to give the Commonwealth power to legislate on a number of social services, including sickness and hospital benefits, and medical and dental services, provided they did not involve 'any form of civil conscription'. In September 1946 the referendum was passed by small majorities in all states (see chapter 3).

The BMA had called for a 'no' vote in the referendum and it continued to resist any overtures by the government. A new Pharmaceutical Benefits Act, similar to the original legislation, was introduced by Nicholas McKenna and became law in June 1947. Regulations issued in 1948 required doctors to use official prescription forms and imposed severe penalties for non-compliance. These measures united the doctors in opposition and only a small number used the official form. The BMA initiated another legal challenge and in October 1949, in a split decision, the High Court held that the requirement to use the official form, with penal sanctions, constituted civil conscription. Only one clause of the Act was held to be invalid, but the government took no further action. In 1950 the new Minister for Health, Earle Page, abandoned the prescription form and introduced a scheme limited to expensive and life-saving drugs. As officials had predicted, it led to an escalation of costs and abuses by pharmacists and doctors.

The larger plans for a national health service had been delayed by the failure of the 1944 referendum, the challenge to the Pharmaceutical Benefits Act and uncertainty preceding the 1946 referendum. In addition, influential planners such as Cumpston and Cilento had retired or resigned, while the NHMRC was shifting to a more conservative position. Public opinion polls showed majorities in favour of 'free medicine', but the BMA had become more belligerent and partisan than ever before. The government was always concerned about costs, especially after it made a study of the New Zealand National Health Service. Eventually McKenna introduced a National Health Service Bill, which became law in

November 1948. It was a modest scheme, administered by the Department of Health, limited to general practice and with no compulsion on doctors or patients to join. There would be a fixed schedule of fees and payment would be shared equally by the patient and the government. Poor drafting meant that the Act had to be amended in 1949 and the regulations were gazetted only a few days before the general election.

Pensions and welfare benefits

Unlike health and medical benefits, the extension of social services generally received bipartisan support at the Commonwealth level. Apart from those offered to ex-servicemen, Commonwealth social services had been limited for many years to three types of cash benefits: old age pensions, invalid pensions and maternity allowances. In June 1940 Menzies warned Australians that 'for the time being we must put our dreams away - our dreams of greater social security'. In the next year, however, his government took three important initiatives in the area of social security. In January 1941 he announced that child endowment would be granted to each child after the first who were under the age of 16. His colleague Harold Holt said that child endowment was an instalment of the government's reconstruction policy and claimed that social security would be Australia's biggest problem after the war. Secondly, the government created a Department of Social Services, headed by FH Rowe, to administer child endowment and other benefits. Thirdly, following a suggestion by Curtin, the government set up the Joint Parliamentary Standing Committee on Social Security. The committee was to remain active until 1946 and produced nine reports on such matters as unemployment, housing, reconstruction planning, health and hospital services, and national fitness.

The Curtin government was quick to act on one recommendation of the Standing Committee. In March 1942 the Cabinet decided to introduce widows' pensions, payable to widows in necessitous circumstances, widows with dependent children and widows aged over 50. Under certain conditions, Aboriginal women would also be eligible for widows' pensions. As a result of this legislation, 38,308 women received pensions in 1942-43 at a cost of £1.8 million. At the end of the year Chifley brought together a number of current and future income support schemes which would be paid from a National Welfare Fund totalling £30 million (or 25 per cent of income tax, whichever was the smaller amount). The National Welfare Fund Act was passed in March 1943, but new benefits took some time to materialise. In 1943 the means test was abolished for maternity allowances and funeral benefits were granted to pensioners, but unemployment and sickness benefits did not begin until 1945. In 1947 all social security measures were codified in a single law, the Social Services Consolidation Act, which increased some rates and liberalised some provisions. A major change was an increase in child endowment to 10 shillings per child.

The first tentative steps to move beyond cash payments and create a broad social welfare system were taken by the new Department of Social Services. Soon after its creation, it set up a vocational training scheme for invalid pensioners. From 1945 it administered a rehabilitation scheme for disabled ex-servicemen (see chapter 6) and, with the establishment of the Commonwealth Rehabilitation Service in 1948, treatment and training were also provided to invalid pensioners and people receiving unemployment and sickness benefits. The department began employing social workers in 1944 and offices were established in regional centres to offer advice and assistance to members of the public.

Two features of Commonwealth social services became contentious issues during the Chifley years and were prominent issues in the 1949 election campaign. Child endowment

did not extend to the eldest or only child in a family, on the grounds that the basic wage was calculated on the needs of a family unit of three. As time passed, the exclusion of the eldest child was widely criticised. The other point of contention was the means test that applied to old age, invalid and widows' pensions. Pensions had been subject to a means test since 1908 but, at a time when income tax rates had increased, many felt that middle-class taxpayers should no longer be deprived of the benefits of these pensions. The Chifley government refused to extend child endowment or abolish the means test, arguing that the cost increases would be enormous. In 1950 the Menzies government extended child endowment to the first or only child, but it eventually conceded that it was not feasible to eliminate the means test.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND MEMORANDA, 1941–49 **A2700**

Financial proposals associated with social services program, 15 April 1942	221
National fitness, 9 June 1942	261
Estimated cost of social services in Australia, 15 January 1943	414
Maternity allowance, 2 February 1943	440
Unemployment and sickness benefit, 5 April 1943	469
Unemployment and sickness benefit, 18 May 1943	469A
Tuberculosis, 24 January 1944	590
Increase in widows' pensions, 4 September 1945	613A
Commonwealth Hospitals Benefits Scheme: Commonwealth assistance in campaign against tuberculosis, 14 July 1944	693
Increase in invalid and old age pensions and child endowment rates, 20 March 1945	822
Consolidation of social legislation, 20 March 1945	823
Consolidation of social legislation, 4 June 1945	823A
Consolidation of social legislation, 15 April 1947	823B
Social services, 12 May 1949	823D
Pharmaceutical Benefits Act 1944, 20 November 1945	1005
Validity of Pharmaceutical Benefits Act, 18 December 1945	1005A
Pharmaceutical Benefits Act 1944–45: Amending Bill, 27 May 1947	1005B
Pharmaceutical Benefits Act, 24 September 1947	1005C
Pharmaceutical Benefits Act: prescription forms, 28 October 1947	1005D

Pharmaceutical Benefits Act, 3 August 1948	1005F
Pharmaceutical benefits, 22 February 1949	1005G
Pharmaceutical benefits, 1 March 1949	1005H
Pharmaceutical benefits, 25 October 1949	1005J
Commonwealth National Fitness Movement, 21 March 1946	1128
Financial means and pension means test, 26 June 1946	1194A
Tuberculosis Act: special allowances, 2 July 1946	1207
Tuberculosis, 12 January 1948	1207A
Tuberculosis, 16 February 1948	1207B
Tuberculosis, 3 August 1948	1207C
War widows pensions, 23 September 1947	1391
National Health Service, 5 October 1948	1519
National Health Service: Medical Benefits Scheme, 12 May 1949	1519C
Medical Benefits Scheme, 5 September 1949	1519D
Dental Service, 5 October 1948	1520
Dental Service, 25 October 1949	1520B
Invalid pensions, 3 November 1948	1522A

Department of Health

CORRESPONDENCE FILES, 1949–62 **A1658**

National Dental Scheme: policy and legislation, 1947–58 **671/1/3 Pt 1**

Cabinet papers, correspondence, minutes and reports on the dental aspects of the National Health Scheme, negotiations with the Australian Dental Association, training of dentists, school dental services, the New Zealand Dental Scheme, and the number of qualified dentists. The correspondents include NE McKenna, AJ Metcalfe, HJ Goodes and WS Wilkinson.

CORRESPONDENCE FILES, 1925–49 **A1928**

National Health and Medical Research Council: Nutrition Committee, 1938–46 (2 parts)
690/23

Minutes of meetings of the Nutrition Committee, chaired by FW Clements, and related correspondence.

National Health and Medical Research Council: program of reconstruction on public health, 1940–46 (8 parts) **690/39**

Includes evidence submitted to the Joint Parliamentary Committee on Social Security, the NHMRC report (1941) on the reorganisation of health services, press statements and correspondence on a salaried medical service, the 1944 constitutional referendum, meetings with the Federal Council of the BMA, the validity of the *Pharmaceutical Benefits Act 1944*, the Hospital Benefits Scheme, establishment of health centres, health services in other countries and related matters. The correspondents include Sir Frederick Stewart, JHL Cumpston, F McCallum, Sir Raphael Cilento, Sir Henry Newland, HJ Goodes and Sir George Knowles.

National Health and Medical Research Council: 11th session, 1941–42 690/40

Includes notes by F McCallum on the 10th and 11th sessions of the NHMRC, in particular a program of reconstruction for public health services after the war.

National Health and Medical Research Council: resolution on post-war planning, 1943
690/47

Correspondence of JHL Cumpston and others concerning a resolution of the NHMRC on post-war planning.

National Health and Medical Research Council: Committee on Housing, 1943–45
690/52

Minutes of a meeting (8 May 1944) of the Committee on Housing, chaired by Sir Raphael Cilento, and correspondence of JHL Cumpston with Cilento, HC Coombs, ES Morris and others.

National Medical Service: general, 1946–47 700/1 Sect. 1

Newspaper cuttings, leaflets, memoranda and correspondence of NE McKenna, the Minister for Health, on the establishment of a national health service, medical and pharmaceutical benefits, the 1946 referendum on social services and related matters.

Nutrition: Commonwealth inquiries into problems of nutrition, 1943–46 726/5 Sect. 9

Includes an article by FW Clements on the organisation of nutrition activities in Australia.

Nutrition: improvement of nutritional standards in rural agriculture, 1943 726/10

Correspondence of JHL Cumpston with HC Coombs concerning the Rural Reconstruction Commission and improvements in nutritional standards in agriculture.

Nutrition: food consumption survey, 1943–47 (2 parts) 726/12

Correspondence of JHL Cumpston and F McCallum with HC Coombs, FW Clements and others on the need for food consumption surveys, staffing, training of field workers, surveys carried out in 1944–45, and low figures reported in the Tasmanian survey.

Pharmacists and the Pharmaceutical Benefits Scheme, 1943–46 (3 parts) 781/4

Correspondence and minutes concerning support for and opposition to free medicine, deputations of pharmacists, the *Pharmaceutical Benefits Act 1944*, the approved formulary, criticisms by the BMA, the position of friendly society dispensaries under the scheme, amendments to state legislation, negotiations with the Federated Pharmaceutical Service

Guild of Australia, and instructions to pharmacists. The correspondents include JM Fraser, JHL Cumpston, HJ Goodes, F McCallum, AJ Metcalfe, A Southwood and G Jewkes.

National fitness: Commonwealth Office of Education, 1946–47 **783/25 Sect. 1**

Includes a report on major developments in physical education in Australian schools in 1946–47.

Tuberculosis: general, 1943–47 **1105/1 Sects 3-6**

Correspondence, minutes, notes, extracts from *Hansard* and newspaper cuttings about the NHMRC scheme for the control of tuberculosis, meetings of Commonwealth and state health ministers, proposed Commonwealth subsidies, deputations to the minister, clinics, the funding of diagnostic facilities, a survey (September 1945) of tuberculosis in Australia by the Red Cross Society, and accommodation for tuberculosis patients. The correspondents include EJ Holloway, JM Fraser, NE McKenna, JHL Cumpston, HW Wunderly, DWR Cowan and HJ Goodes.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

Relations with Department of Health, 1941–45 **1943/523**

Correspondence relating to the report (1941) of the NHMRC on social reconstruction during and after the war, the interest of the Rural Reconstruction Commission in nutritional standards (1943) and funding of medical research by the NHMRC (1945). The correspondents include HC Coombs, JHL Cumpston and F McCallum.

Child welfare, 1943–46 **1943/1011**

Letters to JB Chifley from municipal councils, parents and citizens associations, child welfare organisations and other bodies relating to aspects of child welfare. They include letters from Mona Ravenscroft and Constance Duncan on the Care of the Child in Wartime Committee.

Nutrition surveys, 1943 **1943/1118**

Papers, reports and correspondence concerning food consumption and nutrition surveys. The correspondents include W Lockwood, FW Clements, JHL Cumpston and W Pawley.

Department of Social Services

CORRESPONDENCE FILES, 1951–74 **A884**

Aborigines: eligibility for social service benefits, 1939–50 (4 parts) **A55**

Minutes and correspondence with state governments, agencies and welfare organisations on the question of extending social service benefits to Aboriginal people on government reserves and mission stations, the likely advantages of Commonwealth control of Aboriginal people, an inter-departmental conference (10 December 1947) on Aboriginal welfare and the conference (3 February 1948) of Commonwealth and state Aboriginal welfare authorities. The correspondents include HV Johnson, NE McKenna, FH Rowe, TH Pitt, JA Carrodus, T Maguire and AP Elkin.

Social work and research information for the Director-General, 1947–50 **A57**

Minutes by staff of the Social Work and Research Division on subjects such as the administration of social services by state governments, international conferences, training, the United Nations Economic and Social Council, social security systems in other countries, rehabilitation, and the Australian Advisory Council for the Physically Handicapped.

Social Services Amending Act, 1948–49 **A214**

Draft Bills, speeches, explanatory notes and correspondence between FH Rowe and the directors of social services in each state concerning the *Social Services Consolidation Act 1948*.

Aboriginal natives of Australia: instructions to directors, 1942–48 **A605**

Includes reports (1942–43) from state agencies on the payment of invalid and old age pensions and maternity allowances to Aboriginal and Torres Strait Islander people.

Torres Strait Islanders: eligibility for social security benefits, 1938–61 **A968 Pt 1**

Includes an opinion (12 February 1944) by Sir George Knowles on the eligibility of Torres Strait Islanders for invalid, old age and widows' pensions, and maternity allowances, and related correspondence.

Amending legislation: Invalid and Old Age Pensions, Maternity Allowances, Widows' Pensions Bills, 1940–43 **A1072**

Draft Bills, second reading speeches, explanatory notes and correspondence on the drafting of the 1943 legislation and amendments proposed by M Blackburn.

Commonwealth Employment Service, 1940–46 **A1110**

Correspondence relating to the Inter-Departmental Committee on the Commonwealth Employment Service, the *Re-establishment and Employment Act 1945*, administration of the Unemployment and Sickness Benefits Scheme, and transfer of state officers to the Commonwealth Public Service. The correspondents include JB Chifley, JM Fraser, HC Coombs and FH Rowe.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Social services: general, 1943–49 **A344/1/18 Pt 1**

Correspondence of J Curtin and JB Chifley with state premiers, organisations and individuals on claims for social service benefits, unemployment benefits and the work test, funeral expenses, payment of benefits to workers who had lost jobs on account of strikes, reciprocity agreement with New Zealand and other matters.

Child endowment: policy, 1946–47 **H344/1/18 Pt 3**

Includes a letter (24 May 1946) from R Cosgrove, the Tasmanian premier, urging the Commonwealth to extend the child endowment scheme to every child in a family under the age of 16.

Social services: child endowment: 'first child', 1941–50 **M344/1/18**

Correspondence of J Curtin and JB Chifley with state premiers and members of the public on the possible extension of the child endowment scheme, including to the first child of widows and deserted wives.

Child endowment: Aborigines, 1941–50

N344/1/18

Includes correspondence (1943) on the supervision of payment of child endowment to Aboriginal people in Western Australia.

Social services: unemployment and sickness benefits, 1943–46

Q344/1/18 Pt 1

Correspondence on the Unemployment and Sickness Benefits Scheme, rates, the overlapping of Commonwealth and state social services, transfer of state officers to the Commonwealth Public Service, and the relationship of sickness insurance benefits and hospital benefits. The correspondents include JB Chifley, JM Baddeley, EM Hanlon, FJS Wise and FH Rowe.

Means test for social services, 1944–50

R344/1/18

Correspondence of J Curtin and JB Chifley with organisations and individuals concerning the abolition of the means test for old age pensions and other benefits, the exemption of superannuation benefits and related matters. The correspondents include NE McKenna, FH Rowe, TH Pitt and GF Wootten.

National dental service, 1949–50

AL347/1/1

Correspondence of JB Chifley with J McGirr and other premiers relating to a proposed national dental service and a delegation of dentists and government officials that visited New Zealand in 1949.

Commonwealth assistance to hospitals, 1944–49 (3 parts)

N347/1/5

Correspondence of J Curtin and JB Chifley mostly with the state premiers concerning the 1945–46 Hospital Benefits Agreements, the daily hospital benefit rate, and the costs of hospital and medical services.

Tuberculosis, 1930–50 (3 parts)

G347/1/7

Correspondence of J Curtin and JB Chifley with state premiers and organisations on the *Tuberculosis Act 1945*, a report by W Wunderly on tuberculosis facilities and needs, a Commonwealth–state conference (April 1948) on the tuberculosis campaign, payments to the states under the Tuberculosis Act, the care of ex-servicemen suffering from tuberculosis, and the establishment of tuberculosis hospitals and sanatoria.

Pharmaceutical Benefits Act, 1944–50 (2 parts)

Q347/1/8

Correspondence of J Curtin and JB Chifley with state premiers, the BMA, friendly societies and other bodies relating to the *Pharmaceutical Benefits Act 1945*, the application of the Pharmaceutical Benefits Scheme to public hospitals, costing of the Commonwealth pharmaceutical formulary, the provision of benefits to Aboriginal people and others in remote areas, and the opposition of the BMA to a national health service.

National physical fitness, 1941–49 (parts 2-3)

E347/1/11

Correspondence with state premiers and others on the funding of the National Fitness Campaign, development of community and recreational facilities, the work of the Commonwealth Council and State Councils for National Fitness, and resolutions of the NHMRC concerning national fitness.

Invalid and old age pensions for Aborigines, 1936–47

N382/1/1

Correspondence of J Curtin and JB Chifley with state premiers on the question of granting pensions to Aboriginal people living in government settlements or church missions.

Treasury

CORRESPONDENCE FILES, 1901–76

A571

Tuberculosis, 1943–49 (5 parts)

1943/1730

Correspondence, minutes, drafts, speeches and newspaper cuttings on the drafting of the 1944–45 and 1948 Tuberculosis Acts and regulations; the relationship between tuberculosis allowances and invalid pensions and sickness benefits; conferences of Commonwealth and state health ministers and officials; grants to states under the Tuberculosis Acts; capital expenditure; the report (November 1947) of W Wunderly on the control of tuberculosis in Australia; the national campaign against tuberculosis (1948); and proposals for compulsory x-ray examinations. The correspondents include JB Chifley, NE McKenna, JHL Cumpston, F McCallum, AJ Metcalfe, FH Rowe, HJ Goodes and W Thomas.

Pharmaceutical benefits, 1938–49 (5 parts)

1943/1812

Correspondence, minutes, papers and newspaper cuttings on the drafting of the 1944–47 Pharmaceutical Benefits Acts, regulations, negotiations with the BMA and the Federated Pharmaceutical Service Guild of Australia, the Commonwealth pharmaceutical formulary, Commonwealth prescription forms, costings, the application of the Act to public hospitals, friendly societies and dispensaries, meetings with state officials, the 1945 and 1949 High Court cases, and the element of compulsion in the Pharmaceutical Benefits Scheme. The correspondents include JB Chifley, NE McKenna, HJ Goodes, JHL Cumpston, G Jewkes and AJ Metcalfe.

Pharmaceutical benefits in hospitals, 1943–50 (3 parts)

1943/2387

Correspondence and minutes concerning pharmaceutical benefits in public hospitals, discussions with the Department of Health and state officials, visits to hospitals, methods of payment, costings, regulations, and agreements with the states. The correspondents include JB Chifley, state premiers, HJ Goodes and AJ Metcalfe.

Commonwealth Hospitals Benefits Scheme: policy, 1944–52 (5 parts) **1944/2395**

Correspondence, minutes and notes on proposals of the Joint Parliamentary Committee on Social Security; the drafting of the 1945 and 1948 Hospital Benefits Bills; the relation between health benefits and other social services; conferences of Commonwealth and state health ministers and officials; the Commonwealth–State Hospital Benefits Agreements (1945–46); negotiations with the BMA; abolition of means tests in public hospitals; the position of honorary doctors in public hospitals; benefit rates; and reciprocity of benefits with New Zealand. The correspondents include JB Chifley, NE McKenna, HJ Goodes, JHL Cumpston, F McCallum, AJ Metcalfe and FH Rowe.

Commonwealth Medical Service Scheme: general, 1944–51 (4 parts)

1944/2406

Correspondence, memoranda, minutes, draft speeches, conference proceedings and newspaper cuttings on the National Health Scheme; meetings of Commonwealth and state health ministers and officials; drafting of the 1948 National Health Service Act; negotiations with the BMA; discussions with New Zealand health officers (September 1948); administrative procedures, costings, and remunerations for general practitioners. The correspondents include JB Chifley, JM Fraser, NE McKenna, HJ Goodes, JHL Cumpston, AJ Metcalfe and Sir Raphael Cilento.

Commonwealth Hospital Benefits Scheme: private hospitals, 1945–46 1946/243 Pt 1

Correspondence, minutes, memoranda, conference proceedings and newspaper cuttings on the extension of the Hospital Benefits Scheme to private hospitals; discussions with the Department of Health; meetings with state officials; and drafting of regulations. The correspondents include JB Chifley, HJ Goodes, NE McKenna and AJ Metcalfe.

Child endowment: policy, 1942–48

1963/4506 Pt 3

Correspondence, minutes, parliamentary questions and newspaper cuttings concerning child endowment orders, child endowment and income tax; methods of payment; an increase in child endowment (1948); and proposals to pay endowment on the first child. The correspondents include JB Chifley, J Brophy, HJ Goodes, PS McGovern and FH Rowe.

JB Chifley

CORRESPONDENCE OF JB CHIFLEY ON PORTFOLIO MATTERS, 1945–49 M1457

Health and Social Services, 1948–49

8

Includes letters from NE McKenna to JB Chifley in response to representations concerning social services, medical benefits and the National Health Scheme.

Further reading

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27 Population policy and immigration

The birth-rate problem

During the Depression and early years of World War II there was widespread concern about the diminishing rate of growth of Australia's population. Despite negligible migration, the population had grown from 6.6 million in 1932 to 7.2 million in 1942. Nevertheless, the population was becoming less youthful, 16 per cent of women had never married, up to 20 per cent of married women were childless, there were fewer births occurring in the first year of marriage, and families were becoming smaller. The net reproduction rate in 1921 was 1.3, but during the Depression it went below the replacement level for the first time, falling to 0.93 in 1934. The number of marriages increased sharply in 1939–42, but this was thought to be a wartime aberration.

Public opinion polls showed that a great majority of people believed Australia needed a much larger population and thought that this would best be achieved by larger families. Politicians, community leaders, journalists and other commentators shared this view. In 1943 both John Curtin and Robert Menzies claimed that the population needed to double in the next 20 years, while Frank Forde went further, suggesting that it needed to reach 30 million in the next 30 years. WC Wentworth pointed out that, with less than 2.5 children per marriage, the population might never reach 8 million. The economist Colin Clark asserted that, unless attitudes to children changed, there was a risk that Australia would either be deluged with migrants or would be taken by force. The budding demographer

WD Borrie was more restrained, but he agreed that at the current rate of fertility the population could start to decline within 30 years. Substantial post-war migration would lessen the risk, but since 1900 migration had accounted for only 18 per cent of Australia's population growth. Moreover, Britain and northern Europe also had birth-rate problems, so unless migrants came from southern Europe migration would not necessarily alleviate the problem.

In March 1944 the British government announced that there would be a royal commission into the declining birth rate. Questioned in Parliament, Curtin said that consideration would be given to a similar inquiry in Australia. John Cumpston, the Director-General of Health, responded with enthusiasm and within a few days had written a lengthy memorandum on the problem, referring to national psychology, statistical evidence, deliberate prevention of birth, economic influences, family life and housing, and nutritional and pathological influences. The Department of Post War Reconstruction also had an interest in population policy and its links with economic and social policy. HC Coombs met Cumpston and they agreed on a division of labour. In May 1944 the NHMRC appointed a committee to look at the medical aspects of the declining birth rate. Cumpston commissioned reports from Dame Enid Lyons and Lady Cilento on child-bearing, KS Cunningham on national psychology and education for parenthood, and Constance Duncan on measures to improve the circumstances of mothers and young children. Gerald Firth drafted a report on statistical, economic and social aspects, assisted by Borrie and staff in the Bureau of Census and Statistics and the Department of Labour and National Service.

The various reports, with a general summary by Cumpston, were published by the NHMRC in November 1944. Stan Carver, the Statistician, criticised Cumpston for downplaying some of the economic factors, such as economic insecurity, the desire of most people to share rising living standards with their children, and the increasing cost of family maintenance.

The report was the most comprehensive study of the Australian population problem since the turn of the century. In the next few years further work was done on nutritional factors and other medical aspects of the birth-rate problem. The Department of Post War Reconstruction looked at such measures as extended social service benefits for large families and the training of domestic helpers, but met with Treasury resistance. Gradually public concern abated. The improvement in the net reproduction rate did not cease with the end of the war, but rose to 1.41 in 1947 and 1.5 in 1958. With large-scale migration from 1947 onwards, fears of a static or even declining population were forgotten for several decades.

Cabinet

COPIES OF CABINET RECORDS, 1901–60

A6006

Reel 13

Sir Frederick Stewart. The birth-rate and associated matters, 19 September 1941 **1941/09/22**

Department of Health

CORRESPONDENCE FILES, 1925–49

A1928

Decline of the birth-rate: suggested Royal Commission, 1944–49 (4 parts) 680/32

Reports, memoranda, and correspondence with organisations and individuals on the decline in the birth rate; the inter-departmental inquiry into reasons for the decline; the report (November 1944) by the NHMRC; and proposals for improved hospital, medical and nursing services for mothers and the training of domestic workers. The correspondents include JHL Cumpston, F McCallum, HC Coombs, GG Firth, SR Carver, C Duncan and B Mayes.

Committee on medical aspects of the decline in the birth-rate, 1944–47 (2 parts) 680/33

Minutes of meetings (June 1944 – February 1945) of the committee of inquiry into medical aspects of the decline in the birth rate (chair: M Allan), notes on housing policy in relation to the birth rate, and correspondence about the inter-departmental inquiry into the birth rate. The correspondents include JHL Cumpston, HC Coombs, SR Carver and B Mayes.

Department of Immigration

CORRESPONDENCE FILES CLASS 5 (BRITISH MIGRANTS), 1945–50

A436

The birthrate and future of the population, 1945–47

1947/5/2072

Includes a memorandum (February 1945) on aspects of the decline of the birth rate and the future of the population and a letter (20 May 1947) from R Wilson, the Commonwealth Statistician, on Australian population trends.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50

A9816

International relations: population problems and migration, 1941–46 1943/446 Pt 1

Correspondence of JG Crawford, GG Firth, LF Crisp and other officers with WD Borrie of the University of Sydney relating to his research on differentials in family structure, fertility and other population problems.

International relations: population problems and migration, 1942–45 1943/446 Pt 2

Memoranda by WD Borrie on population and post-war development, the role of immigrants in population growth, imperial planning in migration, fertility and family structure in Australia, and other subjects.

Population: proposed inquiry, 1944–45 1944/165

Memoranda and correspondence on the proposed inquiry on the declining birth rate, collaboration with the Department of Health and the Bureau of Census and Statistics, research on the economic and social aspects of the population problem, housing policy and the birth rate, and meetings of the working party. The correspondents include HC Coombs, GG Firth, JHL Cumpston, SR Carver and WD Borrie.

Population: general suggestions, 1944–45 1944/167 Pt 1

Letters from individuals, mostly sent to JB Chifley or JJ Dedman, on the population problem, household facilities, the birth rate, child malnutrition, maternity welfare and financial assistance to families.

Population material for report, 1944 1944/325

Reports by GG Firth and his drafts of the report on the economic and social aspects of the birth rate and memoranda and material received from the Bureau of Census and Statistics, the University of Melbourne and other sources. The correspondents include GG Firth, W Prest, WD Borrie and EJR Heyward.

Population policy, 1944–47 1945/43

Interim report of the NHMRC on medical aspects of the decline in the birth rate and correspondence on maternal and infant welfare, the training of domestic workers and action to be taken by the Department of Health and the Department of Post War Reconstruction. The correspondents include HC Coombs, GG Firth, KAL Best and HJ Goodes.

Regional planning: discussions on population planning with Prof. Griffith Taylor, 1948 1948/125

A memorandum by the Regional Planning Division concerning discussions with the expatriate geographer Griffith Taylor on the optimum population of Australia with reference to geographical distribution and a letter (28 May 1948) by AS Brown to JG Crawford about the visit of Griffith Taylor to Australia.

Regional distribution of population, 1949 1949/214

Minutes relating to population and regional development, decentralisation, and the settlement of migrants on the land. The correspondents include AA Calwell, LF Crisp, G Rudduck and THE Heyes.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 A461

Correspondence of J Curtin and JB Chifley with organisations and individuals dealing with population questions, maternal and child welfare, birth control and the decline in the birth rate.

Immigration

In the period 1929–37 the number of departures from Australia exceeded the number of arrivals. There was an increase in immigration in 1938–40, including 6475 Jewish refugees from Germany and Austria, but after 1940 immigration virtually ceased. The staff of the Migration Branch within the Department of the Interior dwindled to four and they responded to talk of large-scale post-war migration with some scepticism. A number of researchers and officials shared their scepticism. WD Borrie pointed out to the Department of Post War Reconstruction that Britain and other countries in northern Europe were likely to face labour shortages after the war and large-scale emigration was not in their interests. WD Forsyth in his book *The Myth of Open Spaces* (1942) conceded that post-war industrial development might support moderate immigration. He agreed, however, with Borrie that migration from Britain and northern Europe was a thing of the past, while migration from southern and eastern Europe would require careful selection, education and social control. Focusing on the Australian economy, LF Giblin told the Financial and Economic Committee in January 1943 that it would be unwise to contemplate an upsurge in migration until Australia had made up arrears in capital expenditure, housing and the provision of social services.

The decision to begin planning for post-war immigration was prompted by a despatch from the British government in April 1943. It was considering adopting a free passage scheme, similar to one that operated in 1919–22, for ex-servicemen and their dependants who wished to emigrate to the dominions. The Department of the Interior was inclined to limit its response to ex-servicemen, but Roland Wilson, LF Crisp and Paul Hasluck saw the despatch as an opportunity to seek Cabinet directions on post-war immigration generally. On 20 October 1943, on the recommendation of JS Collings, Cabinet set up an inter-departmental committee on immigration, chaired by Joseph Carrodus. It remained in existence until 1946. Much of its work was done by sub-committees, dealing with British migration, child migration, foreign migration, the commencement of migration, and publicity. Their memberships overlapped and key figures were AR Peters and JH Horgan (Interior), LF Crisp and JG Crawford (Post War Reconstruction), WD Forsyth (External Affairs), FH Rowe (Social Services) and HJ Goodes (Treasury).

British migration was relatively uncontentious. In May 1944 Cabinet decided that it would share with the British government the cost of providing free passages for British ex-service personnel and their dependants and assisted passages for other British emigrants. No approved applicant would be required to pay more than £10. Child migration provoked more dissension. The Department of Interior officials favoured giving support to migration organisations, such as Barnados and the Fairbridge Society. Supported by Chifley, the Post War Reconstruction representatives doubted the ability of such bodies to handle large numbers of children, including European war orphans, and argued that government infrastructure needed to be set up. At a meeting of the inter-departmental committee in October 1944, HC Coombs claimed that children were the best type of migrant and suggested a target of 17,000 children per annum for three years. The Commonwealth would meet the cost of bringing the children to Australia and maintaining them. In December 1944

Cabinet accepted the Chifley/Coombs arguments in favour of large-scale child migration. The inter-departmental committee also supported a vigorous policy of bringing European migrants, including refugees, as it considered that British migration alone would not lead to a much larger population. The question of assistance to non-British migrants was discussed but not resolved. The committee's report was referred to a Cabinet sub-committee, which never met, and no decision was taken.

On 13 July 1945 Arthur Calwell became the first Minister for Immigration. He had a strong interest in the subject and had just written a well-researched pamphlet entitled 'How many Australians tomorrow?'. About 25 officers from the Department of the Interior, headed by AR Peters, formed the nucleus of the new department. In May 1946 Tasman Heyes took over the position of Secretary from Peters. Under his leadership, the Department of Immigration grew rapidly and by 1950 the staff totalled more than 5000. In 1947 Calwell established an Immigration Advisory Council, chaired by Les Haylen, with representatives of trade unions, employer organisations, the Returned and Services League and other bodies. It was provided with a huge amount of information on passage schemes, shipping, the selection of migrants, deportations and other matters, and many policy proposals were referred to it for endorsement.

Calwell made his first statement on immigration in Parliament on 2 August 1945. His emphasis was very much on population: a much larger population was needed to meet challenges to 'our right to hold this land'. Immigration policy should be closely related to social policy (creating security and higher standards of living) and economic policy (creating full employment and markets for Australian goods). Echoing Giblin, he said that Australia's maximum absorption capacity was 2 per cent per annum, or 140,000 people. Taking into account the net population increase, this left a ceiling for migration of 70,000 per annum. This target was frequently quoted by officials, but it was not in fact reached until 1949.

In his statement Calwell warned that large-scale migration would probably have to wait for two years. There were many difficulties in putting into effect the ambitious new policy. The quest for large numbers of child migrants came to nothing and was abandoned in 1946. The first post-war contingent of unaccompanied children arrived in August 1947 and other small groups followed, sponsored by churches and migration societies. The Commonwealth and state governments provided financial support but child migration eventually came to an end. The free and assisted passage agreements with the British government were signed on 5 March 1946 and came into effect on 31 March 1947. There were large numbers of prospective British migrants, but a critical shortage of shipping prevented large numbers arriving until the latter months of 1947. The numbers soared in 1949 and 1950, and by 1957 more than 600,000 post-war British migrants had arrived in Australia, of whom about half were assisted. The Assisted Passage Scheme remained in force until 1982.

An interim policy on the admission of non-British migrants was adopted in 1946, but shipping difficulties and numerous excluded categories meant that the numbers were low until late 1947. The first substantial group was 1321 Jewish refugees from Europe and China, who were sponsored by the Executive Council of Australian Jewry. Some politicians and newspapers reacted with a virulent campaign against Calwell and his support for Jewish migration weakened. He visited several northern European countries in 1947 but, with the exception of the Netherlands, there was little interest in migration agreements. Gradually, more encouragement was given to migrants from southern and eastern Europe and by 1949 large numbers of nominated Italians were arriving. Aware of serious labour shortages in Australia, Calwell secured Chifley's approval to sign an agreement with the International

Refugee Organization (IRO) in July 1947. It specified that Australia would take 12,000 refugees and displaced persons per annum, with the IRO meeting the bulk of the transport costs and the Australian government providing employment. At first, the Australian selection teams were only interested in unmarried displaced persons from Baltic countries, but family units were admitted in 1948 and all European nationalities in 1949. Limitations on numbers were abandoned and 75,500 displaced persons arrived in 1949 and 70,000 in 1950. Such a massive influx imposed enormous challenges for the Department of Immigration and the Commonwealth Employment Service, in setting up reception centres and hostels, devising educational programs, providing training, and allocating the migrants to public works projects, the building, timber and sugar industries, and other employment.

The government's success in bringing about large-scale immigration in 1945–49 was, to some degree, overshadowed by its rigid adherence to the White Australia Policy. The inter-departmental committee on immigration did not discuss coloured immigration, believing that any change in policy was a matter for Cabinet. At no time did Cabinet consider a relaxation of the policy and Calwell, in particular, always held that it was sacrosanct. A relatively small number of Indonesians, Malaysians and Chinese had been evacuated to, or stranded in, Australia during the war. Most were repatriated in 1945, but about 800 were still in Australia in 1948. Calwell's efforts to deport them, which often meant breaking up families, aroused strong opposition both in Australia and Asia. In particular, the O'Keefe case in 1949 became a cause célèbre, leading to a High Court case and the swift enactment of the Wartime Refugees Removal Act. Opposition politicians, diplomats, church leaders, academics and editorial writers all argued for a degree of flexibility and sensitivity in administering the White Australia Policy. Calwell's stock response was that any departure from the policy 'would ultimately impair the homogeneity of our population and bring to this country the dissensions and problems that are the inevitable lot of states having mixed populations'. In taking this stand, he was consistently supported by Chifley.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49	A2700
British and alien migration to Australia, 20 October 1943	538
Post-war migration, 10 May 1944	538A
Post-war migration: report and recommendations on white alien migration, 10 November 1944	538B
Child migration, 6 December 1944	538C
Foreign child migration, 5 November 1946	538C(1)
Inter-Departmental Committee on Migration: report on the establishment of reciprocity in connection with the social services of Great Britain and the Commonwealth, 18 January 1945, 17 April 1945	538D
Publicity necessary to give effect to the government's decisions in regard to migration policy, 18 January 1945	538E
Maltese migration: question of assisted passages, 2 February 1945	538F

Assisted passage agreement for immigrants from Malta, 9 June 1947	538F(1)
Dutch migration from the Netherlands to Australia, 19 December 1946	538I
Legal guardianship of child migrants, 2 July 1946	724A
Financial assistance to non-governmental migration organisation for the provision of capital facilities for the accommodation and care of migrants, 4 June 1946	1192
Immigration policy and procedure, 5 November 1946	1192A
Shipping in relation to immigration, 23 August 1946	1239
Proposed amendment of Immigration Act, 7 April 1949	1580

Commonwealth Immigration Advisory Council

COUNCIL MEETINGS: VOLUMES OF AGENDA, NOTES AND MINUTES, 1947–58 A2169

Minutes and agenda papers of the Commonwealth Immigration Advisory Council (chair:

LC Haylen), including reports on the Assisted Passage Scheme, shipping, legislation, migration from particular countries, reception and training centres for displaced persons, education of non-British migrants, housing, the admission of non-Europeans, deportations, the establishment of migration offices, publicity and statistics.

Department of External Affairs

CORRESPONDENCE FILES, 1943–44 A989

Migration: Australian policy, 1940–44 (2 parts) 1944/43/554/2/1

Minutes of the first meeting (9 June 1943) of the Inter-Departmental Committee on Migration, memoranda, correspondence and newspaper cuttings. They include memoranda by Sir John Latham (30 May 1941, 21 September 1943), PMC Hasluck (9 October 1941), Sir Frederic Eggleston (15 March 1943) and WD Forsyth (11 October 1943) on the White Australia Policy and post-war migration.

Migration: British migration to Australia, 1944 1944/43/554/2/2

Draft report (17 March 1944) of the sub-committee on assisted migration and correspondence on migration to Australia by British subjects. The correspondents include Sir Iven Mackay, WA Wynes, JA Carrodus and AR Peters.

Migration: child migration, 1944 1944/43/554/2/5

Notes of a meeting (24 January 1944) of the sub-committee on child migration and correspondence concerning proposals of the Department of Post War Reconstruction, organisations promoting child migration, and preparation of a Cabinet submission. The correspondents include WD Forsyth, JA Carrodus and S Spence.

Migration: Sub-Committee 2A: white alien migration, 1943–44 1944/43/554/2/9

Memoranda by WD Borrie, correspondence, and the draft report (September 1944) of the sub-committee on white alien migration. They include notes (February 1944) by R Wheeler

of his interviews in London with representatives of foreign governments about post-war migration to Australia.

Migration: Sub-Committee 2: absorption and time of resumption, 1942–43 1944/43/554/2/10

Report (22 December 1943) of the sub-committee on the timing of resumption of migration (chair: JG Crawford) and memoranda by WD Borrie and the Department of Post War Reconstruction.

Migration: Sub-Committee 3: coloured immigration, 1943–45 1944/43/554/2/11

Includes memoranda (October–November 1943) by WD Forsyth and the Department of the Interior on the White Australia Policy and immigration policy.

Migration: refugee migration, 1943–44 1944/43/554/3

A report by Caroline Kelly on European refugees in New South Wales (1938–43), a memorandum (22 March 1944) by JA Carrodus on the proposed Jewish settlement in the East Kimberleys, and correspondence between AR Peters and WD Forsyth about refugees.

Migration: Europe, 1943 1944/43/554/10

A Department of External Affairs memorandum (29 June 1943) on post-war migration from south-eastern Europe.

CORRESPONDENCE FILES, 1945 A1066

Migration: Australian policy, 1944–48 G45/1/1

A statement (7 March 1945) by the Department of the Interior on post-war immigration policy, notes (13 July 1945) on the United Nations and Australian immigration policy, and correspondence and extracts from overseas newspapers on the White Australia Policy.

Migration: IDC, 1945–46 G45/1/4

Minutes of the 5th–7th meetings of the Inter-Departmental Committee on Migration (chair: AR Peters, THE Heyes) and a letter (9 November 1945) from AR Peters to AA Calwell on the migration of allied servicemen to Australia.

Migration discussions: Australia, 1944–46 G45/1/11

Newspaper cuttings on post-war migration, sources of migrants, the White Australia Policy and related subjects.

Migration: British migration to Australia, 1945–46 G45/1/18

Cables between the Department of External Affairs and the United Kingdom Dominions Office and the draft agreement (5 March 1946) between Australia and the United Kingdom on the Free and Assisted Passage Scheme.

Migration: child migration to Australia, 1944–45 G45/1/25

Notes of a conference (9 January 1945) of Commonwealth and state officers on child migration (chair: JA Carrodus) and correspondence, cables and newspaper cuttings on child migration.

Department of Immigration

CORRESPONDENCE FILES CLASS 2 (RESTRICTED IMMIGRATION), 1945–50 A433

Files of correspondence and other records relating to restricted immigration, including the admission of Asians into Australia and deportations.

Chinese and other coloured immigration (post-war), 1943–44	1944/2/53
Australian Board of Missions: resolutions, 1941–45	1946/2/203
Indian High Commission: query on immigration into Australia, 1945–47	1947/2/1705
White alien immigration: Statistician's figures, 1940–48	1947/2/1794
Aliens married to Australian women: deportation, 1948	1948/2/3189
Immigration policy (including Wartime Refugees Act): correspondence, 1949	1949/2/10
Sir Frederic Eggleston, 1949	1949/2/6244
White Australia policy, 1948–51	1950/2/176

CORRESPONDENCE FILES CLASS 3 (NON-BRITISH EUROPEAN MIGRANTS),

1945–50 **A434**

Correspondence files relating to European migrants, including refugees, displaced persons, enemy aliens, selection, employment, housing and assimilation.

White alien migration: Ministerial decisions on applications for admission, 1945–47	1945/3/1882
Refugees in United Kingdom: admission to Australia, 1945–48	1948/3/4074
Replies to newspaper criticism of Displaced Persons, 1948–49	1948/3/13193
Australian Jewish Welfare Society scheme for admission of 300 refugee children, 1939–46	1949/3/3
Land settlement schemes: migrant participation, 1949–50	1949/3/2543
Australian Refugee Immigration Committee: policy, 1938–48	1949/3/7286
Survey of former Service camps: housing of migrants, 1947	1949/3/25382
Displaced Persons employment policy, 1948–49	1950/3/13
TW White: notes on overseas migration, 1948	1950/3/9855
Social welfare aspects of immigration, 1948–49	1950/3/17477
Italian workers for North Queensland sugar areas, 1947–48	1950/3/42901
CORRESPONDENCE FILES CLASS 5 (BRITISH MIGRANTS), 1945–50	A436

Correspondence concerning British immigration, including organisations interested in promoting British migration, nominations, training schemes, housing, shipping, employment and individual cases.

Migration policy: Ministerial statement, 2 August 1945 45/5/834

Catholic Hierarchy of Australia: proposals concerning migration, 1946–49 49/5/461

Conference of Commonwealth and State migration officers, 1947–48 50/5/2178

Immigration Advisory Committee, 1946 1945/5/563 Pt 1

Overseas children's schemes: policy, 1941–43 1946/5/2949

White alien migration: policy, 1943–46 1947/5/16

Housing difficulties of migrants: complaints, 1946–48 1947/5/1733

Australian Natives Association: information concerning migration, 1945–47
1947/5/2989

Priorities for shipment of migrants under Free and Assisted Passage Scheme, 1946–49 1948/5/51

State survey of accommodation for migrants, 1946–47 1948/5/70

State and district immigration committees: formation, 1948–49 1948/5/5356

Industrial absorptive capacity of Australia in relation to migrants, 1946–49 1949/5/2979

Conference of Commonwealth immigration officers, 1947 1949/5/5627

Shipping in relation to immigration: IDC, 1945–48 1950/5/2990-1

CORRESPONDENCE FILES CLASS 13 (MIGRANTS H-K), 1951–52 A441

Caroline Kelly, 1943–47 1952/13/2684

Report (June 1944) by Caroline Kelly of the University of Sydney on child immigration agencies (non-governmental) in New South Wales, and correspondence and notes concerning meetings between Kelly and the sub-committee on child migration and about the respective roles of the government and private agencies in fostering child migration. The correspondents include AR Peters, JH Horgan and WD Forsyth.

CORRESPONDENCE (POLICY FILES), 1922–55 A445

Files relating to the assimilation, welfare and education of migrants, including legislation, migrant organisations, transport, housing and accommodation, sponsorship, conferences and refugees.

Formula for allocation of migrant passages among the States, 1946–49 124/1/28-29

Un-nominated single British migrants: acceptance by States, 1948–49 124/1/34

Full-fare passages: selection of UK operatives for Australian factories, 1946–49
124/1/37

Agenda and minutes of ID conference on housing and accommodation, 1948–49	125/2/1
Fairbridge farm schools, Western Australia, Pinjarra, 1946–51	133/2/12
Re-establishment benefits: Empire and Allied Ex-Servicemen’s Migration Scheme, 1944–46	178/1/6
Displaced persons employment opportunities policy, 1947–48	179/9/3
Displaced persons employment policy, 1948–51	179/9/5
Conferences on housing for Australians and migrants, 1948–49	202/3/34-35
Immigration of Italians to Australia, 1938–53	211/1/6
Report by AA Calwell of visit to Europe, 1947	223/2/5
Revised policy: admission of non-British Europeans, 1946–48	235/1/1-2
New policy for enemy aliens, 1947–49	235/1/25

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–50 A9790

Migration, 1948–49 136

Correspondence and notes on the placement of displaced persons, migrant labour for the coal industry, the selection of migrants, and the Commonwealth–State Conference on Migration (16 May 1949).

Migrant labour: general, 1949–50 1361

Correspondence on population estimates and the availability of migrant labour for public works. The correspondents include JJ Dedman and LF Crisp.

Immigration: conferences and statements of policy, 1949 1362

Agenda papers and summary of proceedings of the conference (19 May 1949) of Commonwealth and state ministers on immigration (chair: AA Calwell), with comments by AS Brown.

CORRESPONDENCE FILES, 1941–50 A9816

Population problems and immigration, 1941–47 (3 parts) 1943/428

Cabinet submissions, minutes (1943–46) of the Inter-Departmental Committee on Migration, reports, correspondence and notes on post-war migration policy, re-establishment benefits for British service personnel, and conferences of Commonwealth and state ministers on migration. The correspondents include JS Collings, HC Coombs, JG Crawford, LF Crisp, MW Phillips and RF Archer.

Immigration: miscellaneous correspondence, 1943–46 1943/1409

Memoranda and correspondence with organisations and individuals concerning child migration, the admission of refugees and post-war migration generally. The correspondents include HC Coombs, JG Crawford, Bishop TB McGuire, Bishop CV Pilcher, W Bromhead and W Pickering.

Immigration: assisted British immigration, 1943–46 **1944/587**

The report (15 March 1944) of the sub-committee on assisted immigration (chair: AR Peters), memoranda and correspondence on British migration to Australia, relations with the Department of the Interior, the formation of the Inter-Departmental Committee on Migration, and the Free and Assisted Passage Scheme. The correspondents include LG Melville, LF Crisp and R Wilson.

IDC on Child Migration, 1943–45 **1944/589**

Notes of meetings and report (17 March 1944) of the sub-committee on child migration (chair: AR Peters), transcript of the conference (9 January 1945) of Commonwealth and state officials on child migration (chair: JA Carrodus), and memoranda and correspondence on child migration. The correspondents include JB Chifley, HC Coombs and LF Crisp.

Sub-Committee on White Aliens Migration, 1941–45 **1944/590**

Report (21 September 1944) of the sub-committee on white alien migration (chair: AR Peters), comments by LF Crisp, and papers on the proposals of Sir John Latham on the White Australia Policy.

Immigration publicity, 1944–47 **1944/592**

Report (28 November 1944) of the Inter-Departmental Committee on Migration concerning publicity for the recommendations of the committee, with comments by UR Ellis.

Immigration conferences, 1946–47 (2 parts) **1947/313**

Agenda papers and proceedings of conferences of Commonwealth and state ministers and Commonwealth and state officers on immigration and related correspondence.

Department of Social Services

CORRESPONDENCE FILES WITH A (ADMINISTRATION) PREFIX, 1941–74 **A884**

Migration: social service benefits, 1943–44 **A183 Pt 1**

Minutes of the sub-committee on reciprocal social services and correspondence on the work of the sub-committee, entitlements of discharged British service personnel, reciprocity, and the report of Caroline Kelly on child migration agencies. The correspondents include FH Rowe, TH Pitt, JA Carrodus and AR Peters.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Immigration: policy, 1938–50 **A349/1/2 Pts 4-8**

Cabinet papers and correspondence of J Curtin and JB Chifley, mainly with the United Kingdom Dominions Office, the Australian High Commissioner in London and state premiers,

on post-war migration policy, in particular about British migration, the shipping problem, training of displaced persons and deportation of Asian migrants.

Foreign migration: policy, 1940–48

A349/3/1 Pt 3

Correspondence mainly relating to the 1947 agreement with the IRO to bring displaced persons to Australia.

Immigration: employment of foreign migrants, 1948–50

K349/3/1

Correspondence between JB Chifley and state premiers regarding migrant labour needed in particular industries or districts.

Jews: policy, 1938–46

M349/3/5 Pt 2

Correspondence of J Curtin and JB Chifley concerning the persecution of Jewish people by the German government, the establishment of the Executive Council of Australian Jewry, and a proposal by the British government that dominions accept Jewish refugees and other displaced persons.

Treasury

CORRESPONDENCE FILES, 1901–76

A571

Immigration, 1943–51

1943/3292 Pt 2-4

Cabinet submissions, parliamentary questions, conference agenda and correspondence regarding decisions of the 1945 premiers conference, Commonwealth–state conferences, financial procedures for the Assisted Passage Scheme, maintenance allowances for child migrants, reciprocity with the United Kingdom in social service benefits, medical services for migrants, and the assisted passage agreement with Malta. The correspondents include JB Chifley, AA Calwell, HJ Goodes, J Brophy, THE Heyes and AL Nutt.

Displaced persons, 1947–51

1947/3833

Parliamentary questions and correspondence concerning accommodation, clothing and social services for displaced persons, the purchase of equipment for immigration depots and transit camps, financial arrangements for the Bonegilla Reception and Training Centre, immigrant education and shipping. The correspondents include HJ Goodes, HC Newman, THE Heyes, RC Mills, FH Rowe and LF Loder.

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28 Papua and New Guinea

The civil administration of the Mandated Territory of New Guinea effectively ended on 24 January 1942, following Japanese landings in New Britain and New Ireland and attacks on airfields on the mainland of New Guinea. In Papua the Lieutenant-Governor announced the cessation of civil government on 14 February 1942. The army immediately began inducting administration officers and local civilians in both territories into administrative units and on 10 April 1942 they were combined to form the Australian New Guinea Administrative Unit (ANGAU). ANGAU was to remain responsible for local administration of Papua and New Guinea for the duration of the war and it was not completely dissolved until June 1946.

Led by Major General Basil Morris and Brigadier Donald Cleland, at first ANGAU was a small staff section at the military headquarters in Port Moresby controlling policing, welfare, labour, food supply, transport and plantations. It quickly expanded and took on additional functions and by the end of the war had more than 2000 Australian and 36,000 local employees. The District Services Branch mostly comprised former officers of the Papua or New Guinea administrations, who were immediately given military rank, and many of them returned to the civil administration after the war. Working closely with the ANGAU officers were the Royal Papuan Constabulary and thousands of Papuans and New Guineans who were conscripted to work as labour overseers, porters, road builders, storemen, medical orderlies, plantation workers and seamen. The withdrawal of the army and the release of ANGAU staff began soon after the end of the war. It had already moved its headquarters to Lae and on 30 October 1945 it handed over control of all of Papua and the Mandated Territory south of the Markham River to the acting Administrator, JK Murray. The remaining mainland districts followed on 28 February 1946 and by the end of June 1946 all the islands, with the exception of Manus Island, had been transferred to the civil administration.

Although a few officers publicly expressed their views about the future development of the Australian territories, ANGAU was not involved in high-level policy. It was another unit within the army, the Directorate of Research, that was able to devote much of its time and resources to speculation and post-war planning for the Australian territories. Set up in October 1943, the directorate was headed by Alf Conlon, who had close links with the Prime Minister and General Blamey. Conlon recruited a number of talented academics who worked in Victoria Barracks in Melbourne, carrying out research and producing papers and recommendations on a range of subjects. They included the amalgamation of the two territories (TP Fry), educational plans (Camilla Wedgwood), reforms of the labour system (Ian Hogbin), agricultural development (JK Murray), economic strategy (Kenneth Isles), and the establishment of a School of Civil Affairs which became the Australian School of Pacific Administration. They took a strong interest in changes in British colonial policy, exemplified by the *Colonial Development and Welfare Act 1940*. The directorate had considerable influence on the thinking and policies of EJ Ward, the Minister for External Territories from 1943 to 1949, and the government generally. For instance, Ward's policy statement to Parliament in July 1945 echoed themes contained in an earlier conference paper by Fry, emphasising the protection of local communities, control of economic development and the need for greater government expenditure.

In January 1944 Cabinet set up a sub-committee to discuss post-war policy for the territories. At its first meeting it directed the Department of External Territories to work in close conjunction with the Directorate of Research. The Secretary of the department was JR Halligan, who had been associated with the territories for 20 years and was on good terms

with pre-war officials and settlers. Throughout the Ward years he fought hard to ensure that the department remained the principal source of advice on territories policy. In June 1944 the Cabinet sub-committee set up an inter-departmental committee, which included Conlon, Isles, HC Coombs, LF Crisp and WD Forsyth. In late 1944 Coombs complained to JB Chifley that the sub-committee was making a series of administrative decisions about the civil administration, economy and rehabilitation of Papua and New Guinea without considering more basic questions. He asked, for instance, whether its economic development was to be based on a plantation economy or on local agriculture and industry.

In February 1945 Crisp told John Dedman that the Department of Post War Reconstruction and the Directorate of Research tended to be in agreement on most subjects, placing greater emphasis on the welfare and development of the local people and their economy. They called for a Territories Welfare and Development Bill, an employment commission, a cooperative marketing scheme and a territories shipping corporation. With varying degrees of success, the Department of External Territories was resistant. Halligan, for instance, defended the indentured labour system, claiming that it was 'suited to the mentality of the native and his degree of development'.

The Conlon-Coombs alliance exerted a strong influence on Ward. In September 1944 he announced that the indentured labour system would be abolished. In early 1945 he accepted the recommendations of the inter-departmental committee that there be a single provisional administration for the two territories, officials would be appointed as temporary officers, and the Legislative Council would not be re-established during the life of the provisional administration. While Halligan suggested the names of several pre-war officials for the position of acting Administrator, Coombs recommended JK Murray as the outstanding applicant, with a wider grasp of the principles underlying colonial administration. Murray was duly appointed in September 1945. In introducing the Papua-New Guinea Provisional Administration Bill on 4 July 1945, Ward focused on the plans for a new Native Labour Ordinance, the primary task of rehabilitation after nearly four years of war, improvements in health and education, and controls on the return of European settlers and the resumption of trading activities. This new approach, quite distinct from pre-war policies, was to be vehemently opposed by the Pacific Territories Association and by the *Pacific Islands Monthly*.

By the early months of 1946 both the Directorate of Research and the inter-departmental committee had come to an end. Conlon hoped that the Australian Pacific Territories Research Council, which first met in 1945, would carry on the work of the directorate. The council was initially chaired by Conlon and several of his colleagues in the directorate were members, as were Coombs and Forsyth. Ward had given the council a very wide range of functions, causing alarm in the Department of External Territories. Efforts by Conlon and others to provide the council with its own staff were thwarted by the department. The non-departmental members gradually lost interest and it met for the last time in April 1947. Similarly, attempts to raise the status of the Australian School of Pacific Administration came to nothing and it remained essentially a training organisation.

Local administration and economic development

In 1947 another inter-departmental committee was established, mainly concerned with the economic development of Papua and New Guinea. Staff in the Bureau of Agricultural Economics and the Regional Planning Division of the Department of Post War Reconstruction undertook resources surveys and produced reports. In general, however, the formulation of post-war policies was left to the provisional administration in Port Moresby.

On his own initiative, Murray produced a comprehensive memorandum on the policy of the administration in September 1947. He was strongly committed to the welfare of the local population, while at the same time maintaining friendly relations with the settlers. He had to work with a number of pre-war officials, who resisted reform, but he was supported by several younger officers with progressive attitudes. They included CJ Millar and David Fenbury (District Services and Native Affairs), John Gunther (Public Health) and WC Groves (Education). With increased financial support from the Commonwealth Government, the administration gave much more attention to agricultural development, cooperatives, health, education and local government, as well as the extension of control to isolated areas. In 1948 a Native Welfare Planning Committee, chaired by Groves, called for the improvement of village life and the mobilisation of the local people as a step towards eventual self-government.

In December 1946 the General Assembly of the United Nations approved a trusteeship agreement with Australia covering the former Mandated Territory of New Guinea. The 1948 Papua and New Guinea Bill provided for the unification of Papua and the Trust Territory. The United Nations Trusteeship Council expressed some reservations and the Bill was amended to ensure that the separate identity and status of New Guinea as a trust territory were maintained. The permanent administration of Papua New Guinea, with Murray as the Administrator, was established on 1 July 1949. In 1951 a Legislative Council was created for the combined territories, with 17 official and 12 non-official members. In the following year Donald Cleland replaced Murray as Administrator.

War Cabinet

WAR CABINET AGENDA FILES, 1939–46 **A2671**

Visit to New Guinea by Director-General of Post War Reconstruction, 18 December 1945 **556/1945**

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDAS, 1941–49 **A2700**

Territories of Papua and New Guinea: resumption of civil administration, 24 May 1945 **814**

Territories of Papua and New Guinea: finance, 6 March 1945 **815**

Papua New Guinea: native labour, 2 July 1945 **872**

Declaration of trusteeship in respect of Australian mandated territories, 17 January 1946 **1042**

Territories of Papua New Guinea: return of missionaries to New Guinea, 18 January 1946 **1052**

Rehabilitation of the native economy, 7 February 1946 **1071**

Re-establishment and reconstruction in New Guinea and Papua, 8 April 1946 **1071A**

Territory of Papua New Guinea: coordination of plans for development, 15 April 1947
1071B

Territory of Papua New Guinea: coordination of plans for development, 11 October 1949
1071D

Trusteeship agreement: New Guinea, 6 August 1946, 10 December 1946 1228

Territories of Papua and New Guinea: combined administration, 25 November 1947
1411

Territory of Papua New Guinea: administrative union, 15 June 1948 1476

Territory of Papua New Guinea: administrative union, 8 February 1949 1476A

Territory of Papua New Guinea: selection of site for administrative headquarters, 15 March 1949
1476B

CHIFLEY MINISTRY: WORKING PAPERS OF VARIOUS SUB-COMMITTEES OF CABINET, 1945–49
A3306

Cabinet Sub-Committee on Re-establishment and Reconstruction in Papua New Guinea, 1946
23

Minutes of a meeting (21 March 1946) of the Cabinet sub-committee on the re-establishment and reconstruction of New Guinea and Papua (chair: JJ Dedman) and minutes of the subsequent meeting of the inter-departmental committee on the re-establishment and reconstruction of New Guinea and Papua (chair: HC Coombs).

Attorney-General's Department

CORRESPONDENCE FILES, 1929– A432

Trusteeship Agreement for New Guinea, 1946–47 1946/988

Correspondence, cables, statements and drafts relating to the Trusteeship Agreement for New Guinea, including comparisons with other agreements, discussions of the level of detail, and the views of the New Zealand, United Kingdom and United States governments.

New Guinea Trusteeship Agreement: legislation, 1947 1947/164

Correspondence of MC Boniwell and JR Halligan concerning the drafting of the 1947 New Guinea (Trusteeship Agreement) Bill.

Australian New Guinea Administrative Unit (ANGAU)

PAPERS AND DISCUSSIONS OF A CONFERENCE OF OFFICERS OF ANGAU, 1944
A9372

Papers of a conference (7–13 February 1944) at Port Moresby of officers of headquarters and district officers (chair: Brig. DM Cleland). The subjects include the administration of Papua and New Guinea, preventative medicine, welfare, education, labour, land tenure, agriculture and colonial administration generally.

REPORT ON THE ACTIVITIES OF ANGAU, 1944 A9373

Report on the relief and rehabilitation activities of ANGAU in the Territory of Papua and the Mandated Territory of New Guinea, February 1942 – September 1944.

Bureau of Agricultural Economics

CORRESPONDENCE FILES, 1946–75 **A1422**

Papua New Guinea planning: IDC proceedings, 1947–50 **12/2/1**

Minutes of meetings (April 1947 – March 1948) of an inter-departmental committee on the coordination of developmental plans in Papua and New Guinea (chair: JR Halligan), memoranda by the Bureau of Agricultural Economics, and correspondence regarding economic and social development and resources surveys. The correspondents include JG Crawford, JR Halligan, JK Murray and AS Brown.

Integration of New Guinea agriculture with Australian economy, 1947 **12/2/2**

A memorandum (27 May 1947) by the Bureau of Agricultural Economics on the integration of New Guinea agriculture with the Australian economy and correspondence on the production of particular crops and research undertaken by the bureau and the Rural Bank of New South Wales.

Papua New Guinea: policy of Administration, 1947–62 **12/2/27**

A printed memorandum (8 September 1947) by JK Murray on the policy of the administration and related correspondence.

Australian School of Pacific Administration, 1947–48 **12/2/28**

Correspondence of JG Crawford, RC Mills and JR Kerr on the research committees of the Australian School of Pacific Administration.

Papua New Guinea: Sub-Committee on Resources Survey, 1947–50 **12/2/36**

Correspondence and notes on the resources survey of New Guinea, soil testing, the interest of the British Overseas Food Corporation in New Guinea, and the relationship between the Bureau of Agricultural Economics and the Regional Planning Division of the Department of Post War Reconstruction. The correspondents include JG Crawford, A Wakefield and AS Brown.

Papua New Guinea Resources Survey Sub-Committee, 1947–50 **12/2/37**

Includes minutes of the first meeting (16 December 1947) of the Resources Survey Sub-Committee of the Inter-Departmental Committee for Coordination of Plans for the Development of Papua and New Guinea.

Papua New Guinea: IDC proceedings, 1949 **12/2/41R**

Notes of an inter-departmental meeting (6 September 1949) on the reconstitution of the ministerial sub-committee and the inter-departmental committee on the coordination of plans for development, including a draft program of work.

Commonwealth Office of Education

CORRESPONDENCE FILES, 1945–60 **A1361**

Native education: Papua New Guinea, 1944–50 (2 parts) **7/6/2**

Reports by CH Wedgwood on education in Papua and New Guinea and correspondence about the training of teachers and government support for mission schools. The correspondents include RC Mills, JK Murray and WC Groves.

Papua New Guinea: rehabilitation of native economy, 1946 **7/16/5 Pt 1**

A Cabinet submission (4 February 1946) by EJ Ward and correspondence about the visit of HC Coombs to Papua, reconstruction training in New Guinea and the role of the Office of Education in educational activities in the territories. The correspondents include WJ Weeden and HC Coombs.

Department of External Affairs

CORRESPONDENCE FILES, 1943–44 **A989**

External territories: general, 1943–44 **1943/735/144/3**

Memoranda, notes and other documents on the future of Papua New Guinea and Australia's territories generally. The authors include HV Evatt, H Williams, WD Forsyth, the Department of Post War Reconstruction and the Pacific Territories Association.

External territories: Departmental Committee on Reconstruction, 1943–44
1943/735/144/4

Cabinet submissions and notes of an inter-departmental meeting (11 August 1943) on post-war reconstruction in the territories.

Pacific: Australian Territories Advisory Committee, 1944 **1944/655/28**

Includes a Cabinet submission (28 September 1944), drafted by WD Forsyth, on post-war reconstruction in Papua and New Guinea.

Pacific: External Territories Research Council, 1944 **1944/655/31**

Correspondence (September 1944) concerning the formation of the External Territories Research Council.

External territories: civil administration, 1944 **1944/735/144/6**

Minutes and papers of the Ministerial Sub-Committee on the Territories of Papua and New Guinea and a minute (6 December 1944) from WD Forsyth to HV Evatt on the need for a post-war policy directive.

CORRESPONDENCE FILES, 1945 **A1066**

External territories: civil administration: Ministerial Committee, 1944–45 **P45/72/4**

Agenda papers and minutes of the Ministerial Sub-Committee on Civil Administration in the Territories (chair: EJ Ward).

External territories: policy, 1945–48 **P45/72/7**

Includes a letter (14 July 1947) from JW Burton to JR Halligan on dangers arising from overseas interest in Australia's administration, including criticism by the Trusteeship Council.

External territories: civil administration: IDC on Machinery, 1945 P45/72/10

Minutes and report (23 February 1945) of an inter-departmental committee on the resumption of civil administration in Papua New Guinea (chair: JR Halligan), a summary of departmental views on economic policy and labour control in the territories, and drafts of a report on the amalgamation of the two territories.

External territories: discussion, 1945 P45/72/11

Newspaper articles on the work of the Australian administration in Papua and New Guinea, including American criticisms of Australian mandates.

External territories: relief and rehabilitation: TP Fry's paper, 1945 P45/72/14

Paper by TP Fry on relief and rehabilitation in Australia's territories in New Guinea, prepared for a conference of the Institute of Pacific Relations.

CORRESPONDENCE FILES, 1946 A1067

Trusteeship: agreement regarding New Guinea, 1946–47 IC46/101/1

Correspondence and notes on discussions with KH Bailey and MC Boniwell on the draft New Guinea Trusteeship Agreement and the amendment of the New Guinea Act.

CORRESPONDENCE FILES, 1948–89 A1838

Territory of Papua New Guinea: proposed combined administration, 1946–48 (2 parts)
301/2/1

Draft legislation, statements and correspondence about the drafting of legislation for administrative union, the question of maintaining a separate identity for the Trust Territory, the Trusteeship Council, and relations between the Department of External Affairs and the Department of External Territories. The correspondents include JW Burton, TA Pyman and JR Halligan.

Papua New Guinea: proposed combined administration, 1948 (2 parts) 301/2/3

Reports, correspondence, cables and memoranda concerning debates about administrative unions in the Fourth Committee of the United Nations General Assembly, views of the Trusteeship Council and amendments to the New Guinea Bill. The correspondents include JK Murray, JW Burton and TA Pyman.

Territory of Papua and New Guinea: rehabilitation in New Guinea, 1946–52 301/3/2

Includes the report (21 January 1947) of the United Nations Economic and Social Council Working Group for Asia and the Far East on reconstruction in devastated areas of Papua and New Guinea.

Territory of Papua and New Guinea: United Nations Charter obligations and trusteeship obligations, 1948–50 306/1/3

Correspondence, cables and minutes, mainly on proceedings of the Fourth Committee of the United Nations General Assembly, including a statement (19 November 1948) on the position of New Guinea under the League of Nations Mandate System and the United Nations Trusteeship System.

Department of External Territories

CORRESPONDENCE FILES, 1928–56

A518

Records relating to the government, administration and economic and social development of Papua, New Guinea, Norfolk Island and Nauru, and boards and agencies connected with the territories, such as the Australian School of Pacific Administration.

Trusteeship Council: Agreement for New Guinea, 1946–53

103/2/1

Annotated drafts of the New Guinea Trusteeship Agreement, newspaper cuttings, and correspondence (1946) with the Australian delegation at the United Nations.

Native labour: conference, 1944–45

C213/3/2

Newspaper articles and correspondence about indentured labour in Papua and New Guinea, the proposed abolition of the indenture system, and a conference (1–2 December 1944) on indentured labour organised by the Department of External Territories in Sydney. The correspondents include EJ Ward, JR Halligan, EWP Chinnery, HC Coombs and Rev. JW Burton.

Native labour: abolition of indenture system, 1945–50

L213/3/2

A Cabinet submission (27 June 1945) by EJ Ward, memoranda and correspondence about the termination of the indenture system and arrangements for the changeover to free labour. The correspondents include JB Chifley, JR Halligan and JK Murray.

Town planning reconstruction conference, 1946–47

K241/3/16

Minutes of a conference (26 November 1946) on planning and reconstruction in Papua New Guinea (chair: JR Halligan) and correspondence between Halligan and HC Coombs concerning town plans for Port Moresby and Lae, and the site for the new capital of New Guinea.

Papua New Guinea IDC: Sub-Committee on Physical Resources Survey, 1947–49

AQ800/1/1D

Agenda papers and minutes of the first meeting (16 December 1947) of the Sub-Committee on Physical Resources Survey and correspondence about a proposed soil survey of Papua and New Guinea.

Policy for administration of Papua New Guinea, 1946–50

AL800/1/7 Pt 1

Statements by the Administrator, the Department of External Territories and EJ Ward about administrative and economic policy, and newspaper cuttings about the development of Papua and New Guinea and the rehabilitation of the local people.

JK Murray, 1945–52 (2 parts)

I800/1/17

Correspondence of JK Murray, EJ Ward and JR Halligan about Murray's appointment as Administrator of Papua and New Guinea, extensions to his appointment, the takeover in 1946 of Bougainville, New Britain and New Ireland, and plans for the establishment of the permanent administration.

Criticism of administration in Territory of Papua and New Guinea, 1947–50

R800/1/7

Extracts from *Hansard* and newspaper articles containing criticisms of the administration of Papua and New Guinea, the pace of economic development and policy for local people.

Post war reconstruction: Cabinet Sub-Committee, 1944–45 **A815/1/1**

Agenda papers and minutes of meetings (February 1944 – December 1945) of the Cabinet Sub-Committee on Papua and New Guinea (chair: EJ Ward), including papers on post-war planning, the rehabilitation of devastated areas, shipping requirements and the resumption of civil administration.

Post war reconstruction: inter-departmental committees, 1943–45 **B815/1/1**

Minutes of meetings (July–August 1943) of the Inter-Departmental Committee on Reconstruction in the Territories (chair: GW Paton, JR Halligan) and of meetings (October 1944 – March 1945) of the Inter-Departmental Committee on the Machinery of Government (chair: JR Halligan), statements by the Department of External Territories and related correspondence. The correspondents include EJ Ward, JR Halligan, FR Sinclair and A Conlon.

Post war reconstruction: deputation by missionaries on education, medical services, land, 1944 **L815/1/1**

Letters (7 February 1944) by HV Evatt and JR Halligan to EJ Ward concerning a deputation to Evatt by representatives of missionary societies expressing views about local labour, education, medical services and other matters in Papua and New Guinea.

Post war reconstruction: native policy: representations, 1944–46 **N815/1/1**

Statements, correspondence and newspaper articles on the treatment of the indigenous peoples of Papua and New Guinea and the indenture system.

Post war reconstruction: Australian Pacific Territories Research Council, 1944–47

(2 parts) **R815/1/1**

Minutes of meetings, memoranda and correspondence concerning the establishment of the Australian Pacific Territories Research Council, the appointment as chairman of A Conlon (1944) and RC Mills (1946), the powers and functions of the council and its relationship with the Department of External Territories, and recommendations to the minister. The correspondents include EJ Ward, JR Halligan, R Melrose and JR Kerr.

Post war reconstruction: general representations, 1942–45 **T815/1/1 Pt 1**

Letters to JM Fraser, EJ Ward and JR Halligan from organisations and individuals regarding the post-war reconstruction, civil administration and economic development of Papua and New Guinea.

Post war reconstruction: re-establishment of natives and rehabilitation of native economies, 1946–49 (2 parts) **AS815/1/1**

Cabinet submissions, notes of a conference (27 June 1946) in Port Moresby on re-establishment (chair: RF Archer), reports by HC Coombs and other officers of the Department of Post War Reconstruction on their visits to New Guinea, and correspondence on the re-establishment of the local economy, the Commonwealth Reconstruction Training

Scheme, allowances for local trainees and grants to village communities and individuals. The correspondents include JK Murray, HC Coombs, RF Archer, AW Paul and HJ Goodes.

Post war reconstruction: Civil Affairs Committee: report of Prof. GW Paton, 1943–44
D815/1/2

Reports and correspondence on the resumption of civil administration in Papua and New Guinea and the study by GW Paton of British and American colonial policies. The correspondents include GW Paton, AP Elkin and S Bell.

Post war reconstruction: Provisional Administrative Service, 1945 **H815/1/2**

Includes minutes of a meeting (28 February 1945) of the Ministerial Sub-Committee on Territories on the resumption of civil administration in Papua and New Guinea and a letter (19 March 1945) from JR Halligan to former employees of the administration on the Provisional Administrative Service and employment conditions.

Post war reconstruction: land settlement: policy, 1945–54 **A815/1/5 Pt 1**

Correspondence and memoranda on land policy and settlement, including soldier settlement, in Papua New Guinea. The correspondents include EJ Ward, JJ Dedman, JR Halligan, JK Murray and C Champion.

Native Labour Conference: proceedings, 1944 (2 parts) **L-M840/1/1**

Proceedings of a conference (1–2 December 1944) in Sydney on local labour (chair: JR Halligan). The participants included former officials, anthropologists and representatives of the Miners Association, the New Guinea Planters Association, the Pacific Territories Association and missionary organisations.

Economic development of Territories: formation of 1949 Committee, 1949–50 **A927/1**

A Cabinet submission (10 November 1949) by EJ Ward and correspondence concerning the reconstitution of an inter-departmental committee to plan the development of Papua New Guinea, economic and social progress in the territory, matters that required decisions by the government, and the relationship between the committee and the Department of External Territories. The correspondents included JB Chifley, JR Halligan, JK Murray and HC Coombs.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

Reconstruction and rehabilitation of New Guinea and Papua, 1943–46 **1943/1206**

Includes notes (7 July 1943) by LG Melville of a discussion with JR Halligan on the reconstruction of New Guinea, notes by LF Crisp of an inter-departmental meeting (11 August 1943) on reconstruction and rehabilitation in the territories, and notes by HC Coombs on the future of the territories.

New Guinea and Papua: miscellaneous correspondence, 1943–45 **1943/1451**

Correspondence including a letter (4 December 1943) from JW Burton to HC Coombs on the need for government action on the territories and a possible External Territories Developmental Fund.

External territories: indentured labour, 1942–44 **1944/579**

Newspaper articles and correspondence of HC Coombs and JR Halligan about the abolition of the indentured labour system in Papua and New Guinea.

External Territories Research Council, 1944–45 **1944/581**

Correspondence concerning the formation of the External Territories Research Council, later re-named the Australian Pacific Territories Research Council.

Territories: IDC on Administration, 1944–47 **1944/582**

Minutes of meetings (October 1944 – March 1945) and report of the Inter-Departmental Committee on Civil Administration of the Territories (chair: JR Halligan) and minutes by LF Crisp to HC Coombs on the work of the committee and the position of the Department of External Territories.

External Territories: Cabinet Sub-Committee, 1944–47 (2 parts) **1944/583**

Agenda papers and minutes (June 1944 – June 1945) of the Cabinet Sub-Committee on External Territories (chair: EJ Ward), minutes by HC Coombs and LF Crisp on the agendas, and correspondence concerning territories policy, the appointment of an Administrator, and re-establishment in New Guinea. The correspondents include EJ Ward, HC Coombs, LF Crisp, RF Archer and JR Halligan.

Australian Pacific Territories Research Council, 1945–47 **1945/350**

Includes minutes of a meeting (28 March 1946) of the Australian Pacific Territories Council (chair: EJ Ward) and a letter (14 May 1946) by AS Brown to RC Mills on the establishment of an economic commission for Papua and New Guinea.

New Guinea: selection of site for capital, 1945–47 **1945/670**

Correspondence of JJ Dedman, EJ Ward and HC Coombs about the visit of Coombs to New Guinea (December 1945) and the selection of a site for the capital of the territory.

Papua New Guinea IDC, 1947–49 (3 parts) **1947/144**

Agenda papers and minutes of meetings (April 1947 – March 1948) of the Inter-Departmental Committee on the Coordination of Plans for the Development of Papua and New Guinea and correspondence on agricultural and timber production, relations between the administration and the Department of External Territories, and the reconstitution of the committee in 1949. The correspondents include EJ Ward, AS Brown, LF Crisp, HW Allen and JK Murray.

Papua New Guinea IDC: health services, 1947–48 **1947/296**

A report by JT Gunther on the proposed extension of the Department of Health in Papua New Guinea and minutes by HW Allen on health services and the Inter-Departmental Committee on Papua and New Guinea.

Department of the Army

GENERAL AND CIVIL STAFF CORRESPONDENCE FILES, 1943–51 **MP742/1**

UNRRA and Territories, 1944–45**5/3/23**

Correspondence, minutes and estimates relating to a possible claim against UNRRA to assist in relief and rehabilitation in New Guinea, medical care, the relief of Chinese residents and the role of ANGAU. The correspondents include JR Halligan, AW Sheppard and A Conlon.

Prime Minister's Department**CORRESPONDENCE FILES, 1943–50****A461****New Guinea: General (including re-Institution of civil administration), 1944–50 (2 Parts)****A412/1/8**

Cabinet submissions, prime ministerial statements, and correspondence of J Curtin and JB Chifley with EJ Ward, organisations and individuals about the restoration of civil administration in Papua and New Guinea, ordinances, conditions in the territories, commodity prices, the creation of a Legislative Council, the return of missionaries to New Guinea, and the formation of an inter-departmental committee (1949).

Civil administration in territory of Papua, 1944–46**B412/1/9**

Correspondence concerning the appointment of the Provisional Administrator, administration of the Papuan people, the New Guinea Planters Association and the inquiry into the suspension of civil administration in Papua in 1942. The correspondents include J Curtin, EJ Ward, JR Halligan and L Lett.

Treasury**CORRESPONDENCE FILES, 1901–76****A571****Development of Papua New Guinea: policy, 1946–50****1947/1781 Pt 1**

Correspondence concerning financial, agricultural and developmental policies in Papua and New Guinea, promotion of local peoples' welfare, formation of inter-departmental committees in 1947 and 1949, relationship between the Department of External Territories and the Administrator, and the role of the Commonwealth Bank in the development of New Guinea. The correspondents include JB Chifley, EJ Ward, HJ Goodes, JR Halligan, JK Murray and HC Coombs.

JK Murray**CORRESPONDENCE OF THE ADMINISTRATOR CONCERNING PAPUA NEW GUINEA, 1945–52****M1765****Correspondence on appointment as Administrator, 1945–50****1**

Documents relating to the temporary appointment of Murray as Administrator of Papua and New Guinea (1945) and correspondence on his permanent appointment (1949). The correspondents include EJ Ward, RT Gore, TP Fry, IF Champion and Murray.

Correspondence on matters relating to duties as Administrator, 1945–53**2**

Miscellaneous correspondence referring to geological and agricultural research in Papua New Guinea, the Australian School of Pacific Administration, the proposed reconstitution of

the Inter-Departmental Committee on Papua New Guinea, and the Mount Lamington eruption (1951).

Correspondence concerning the Trusteeship Council, 1948

3

Memoranda on the administrative union question and the International Court of Justice and correspondence (July–September 1948) between Murray and TA Pyman on the Trusteeship Council report on New Guinea and the composition of the proposed Legislative Council.

Sir Frederick Shedden

THE SHEDDEN COLLECTION, 1937–71

A5954

**Application to Australian Mandated Territories of principles of trusteeship, 1945–47
1834/3**

Minutes and agenda of the Defence Committee, correspondence, cables, speeches, extracts from *Hansard* and newspaper cuttings concerning the drafting of the New Guinea Trusteeship Agreement, discussions by United Nations committees, defence provisions in the agreement, and United States trusteeship of former Japanese possessions in the Pacific.

Further reading

Downs, Ian, *The Australian Trusteeship: Papua New Guinea, 1945–75*, Australian Government Publishing Service, Canberra, 1980.

Jinks, B, 'Alfred Conlon, the Directorate of Research and New Guinea', *Journal of Australian Studies*, no. 12, 1983, pp. 21–33.

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Jinks, B, Policy planning and administration in Papua New Guinea, 1942–1952, with special reference to the role of Colonel JK Murray, PhD thesis, University of Sydney, 1975.

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29 International reconstruction

United Nations Relief and Rehabilitation Administration

In the first half of 1943, Dean Acheson, Lord Halifax, Maxim Litvinov and Wei Tao-ming spent five months drawing up an agreement to establish the United Nations Relief and Rehabilitation Administration (UNRRA). It was signed by President Roosevelt on 9 November 1943 and the next day delegates from 44 countries attended the first UNRRA Council in Atlantic City. After lengthy arguments, they decided that contributing nations would repatriate millions of displaced persons in Germany, but its activities ultimately extended to many other countries in Europe and Asia. The headquarters of UNRRA was in Washington (the United States provided about 72 per cent of UNRRA funds) and by the end of 1944 it had offices in the United Kingdom, Switzerland, Australia and China and relief missions to Albania, the Balkans, Ethiopia, Greece, Italy and Yugoslavia. Reports had been submitted on Europe's likely needs in terms of health, food, textiles, agriculture and industrial rehabilitation. Following the end of the war in Europe on 10 May 1945, UNRRA went into full operation and within two months had deployed 2656 people in 332 teams in the western zones of Germany. A number of Australians were prominent in the UNRRA organisation, including Robert Jackson (Deputy Director-General), Sir Raphael Cilento, E Ronald Walker, Constance Duncan and Muriel Doherty.

Australia was the fourth largest contributor to UNRRA. The Australian government decided on an initial contribution of £12 million, which was ratified by Parliament in November 1944. The Department of War Organisation of Industry was given the task of coordinating the procurement of supplies for UNRRA, while the Department of Commerce and Agriculture was heavily involved in identifying sources of supplies. In late 1944 UNRRA set up an office in Sydney which was responsible for its activities in South-east Asia and the Pacific. In February 1945 the UNRRA Council for the Far East held a conference at Lapstone, near Sydney, attended by representatives of nine countries. Australian aid was mostly directed to China, and to a lesser extent the Philippines, and took the form of raw wool, clothing, textiles, industrial equipment, fishing vessels and foodstuffs. The supplies of food were limited by the great drought of 1944–45 but increased in 1946. The Australian Council for UNRRA, which coordinated the activities of voluntary organisations supporting UNRRA, organised clothing drives in 1945 and 1946 that sent huge quantities of clothing to Europe and China.

Negotiations began in 1946 about creating a new relief organisation under the auspices of the United Nations with the more limited role of repatriating and resettling displaced persons. The International Refugee Organization came into existence in May 1947, taking over UNRRA's assets, activities and personnel.

Cabinet

**CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA,
1941–49** **A2700**

Australian membership of UNRRA, 19 July 1944 **695**

United Nations Relief and Rehabilitation Administration, 6 February 1946 **695A**

Post-United Nations Relief and Rehabilitation Administration relief, 15 April 1947 **695C**

Australian participation in the International Refugee Organization and post-UNRRA relief, 12 May 1947 695D

International Children's Relief Organisations in Europe, 1949 1485A

External relief aid, 12 May 1949 1485B

Relief for Palestine refugees, 1949 1574

Department of Commerce and Agriculture

CORRESPONDENCE FILES, 1948–56 A609

Post-war relief, 1941–44 548/2/2

Memoranda, correspondence and minutes on planning for post-war relief, the formation of UNRRA and resolutions on supply problems. The correspondents include J Curtin, LG Melville and JG Crawford.

Australian supplies for post-war relief, 1943–46 548/2/4-5

Minutes of meetings (June–October 1943) of the Inter-Departmental Committee on Post-War Relief Supplies (chair: JG Crawford) and correspondence, memoranda, statements and statistical tables regarding Australian commodities, agricultural machinery and drugs available for post-war relief, the value of Australia's contribution to UNRRA and distribution of foodstuffs in China. The contributors include JF Murphy, E McCarthy, CL Steele, JA Tonkin, C Massey, K Ewart, JG Crawford and FH Wheeler.

UNRRA Technical Sub-Committee on Agriculture for the Far East, 1944–45 548/2/13

Minutes of meetings (November 1944 – February 1945) of the Technical Sub-Committee on Agriculture for the Far East and agenda papers, reports and correspondence on Australian agricultural production prospects, agricultural production in Asian countries, meetings of working parties and the Lapstone conference. The correspondents include ER Walker, CE Critchley and G Briggs.

Department of External Affairs

CORRESPONDENCE FILES, 1943–44 A989

Post-war relief and food problems: Relief and Rehabilitation Administration, 1942–43 (2 parts) 1943/735/751/1

Draft memorandum (October 1942) on a United Nations program for freedom from want of food, and correspondence, cables and reports on post-war relief and rehabilitation proposals and the establishment of UNRRA. The correspondents include WR Hodgson, SM Bruce and LF Giblin.

Relief: United Nations Administration: Australian contributions, 1943–44 1943/735/751/9

A Cabinet submission (13 July 1944) by JB Chifley and HV Evatt, correspondence, cables and speeches about the 1944 UNRRA Bill, Australian national income and contributions to UNRRA. The correspondents include Sir Owen Dixon, WR Hodgson, SR Carver and H Lehman.

UNRRA: relief supplies from Australia, 1943–44 **1944/735/752/5**

Correspondence, cables and minutes concerning responsibility for the supply aspects of UNRRA, discussions with UNRRA, wheat supplies and woollen clothing.

UNRRA: supplies: revision of estimates, 1944 **1944/735/752/8**

Correspondence on the revision of estimates of supplies available to UNRRA and contracts with the British government regarding exportable surplus of foodstuffs. The correspondents include JG Crawford, AV Smith, FH Wheeler and JHL Cumpston.

Australian Council for UNRRA: memoranda, 1944 **1944/735/754/1**

Minutes of meetings (August–November 1944) of the Executive Committee of the Australian Council for UNRRA and its committees, circulars, correspondence and speeches.

CORRESPONDENCE FILES, 1945 **A1066**

Goods supplied to UNRRA, 1945 **ER45/6/1/3/2**

Correspondence and minutes about Australian relations with UNRRA and the purchase of goods on behalf of UNRRA. The correspondents include JDL Hood, EL Aitken, H Staley and FH Wheeler.

Australian contributions to UNRRA: requests for supplies from Australia, 1945
ER45/6/1/5

Correspondence, cables and newspaper cuttings concerning requests by UNRRA for supplies, including meat, dairy products, wool and blankets, and undertakings made at the Lapstone conference.

Australian contributions to UNRRA: general policy, 1945 **ER45/6/1/8**

Correspondence and cables on a possible further Australian contribution of £12 million to UNRRA, supplies for the Far East, and the extension of UNRRA aid to Korea and Formosa (Taiwan).

UNRRA Far Eastern Committee: Sydney meetings: subject matters for discussion, 1945
ER45/6/4/1/6

Notes by ER Walker for use by HV Evatt, a speech by Evatt, and correspondence about the Lapstone conference.

UNRRA: 3rd session of Council, 1945 **ER45/6/12**

A report (8 October 1945) by J Oldham on the 3rd session of the UNRRA Council in London and correspondence, cables and reports on membership of the Central Committee, Australian policy regarding the Committee for the Far East, the location of a regional office, displaced persons in the Far East and aid to China. The correspondents include HV Evatt, JDL Hood, SM Bruce, EG Arnold and JB Brigden.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–49 A9790

UNRRA, 1946–47

711

Correspondence concerning the visit of RG Jackson, the Deputy Director-General of UNRRA, to Australia and the proposed Australian contribution to the International Refugee Organization and other relief organisations. The correspondents include AS Brown, WE Dunk and KCO Shann.

CORRESPONDENCE FILES, 1941–50

A9816

Australian machinery for post-war relief, 1943–45

1943/1000

Correspondence and memoranda on the organisation and funding of post-war relief and minutes of an inter-departmental meeting (6–7 April 1945) on the procurement of supplies in Australia for UNRRA (chair: AA Fitzgerald). The correspondents include J Curtin, JG Crawford, LF Crisp, AH Tange and AV Smith.

Post-war relief: Australian supply position, 1943–46 (3 parts)

1943/1001

Reports and minutes of meetings (June–October 1943) of the Inter-Departmental Committee on Post-War Relief Supplies (chair: JG Crawford), correspondence and memoranda on post-war relief, relief procedures, discussions with UNRRA and coordination of relief supplies. The correspondents include HC Coombs, LG Melville, JG Crawford, AH Tange and G Schneider.

Post-war relief experience last time, 1943

1943/1103

Memorandum on relief deliveries and relief loans in 1919–23, and notes and bibliographical references on food relief in Europe after World War I.

UNRRA Committee of Council for the Far East: Lapstone Conference, 1945
1945/616-22

Speech by HV Evatt, notes for the minister on UNRRA agencies and food procurement, conference papers and a report of meetings (15–20 February 1945) of the UNRRA Council for the Far East at Lapstone, NSW.

UNRRA relief, 1944–6 (2 parts)

1946/77

Reports of UNRRA and correspondence and memoranda on the world food situation, food allocation and the question of a further Australian contribution to UNRRA. The correspondents include JG Crawford, GG Firth, TW Swan and THE Heyes.

Department of the Army**GENERAL AND CIVIL STAFF CORRESPONDENCE FILES, 1943–51**

MP742/1

UNRRA, 1944

274/1/246 Item 14

Report (9 October 1944) of an inter-departmental meeting on UNRRA assistance for the rehabilitation of Papua and New Guinea, and correspondence and memoranda on relief in the territories. The correspondents include A Conlon, JW Burton and P Ryan.

UNRRA, 1944–46

274/1/246 Item 16

Correspondence, minutes, reports and other documents including estimates for relief and rehabilitation in Papua and New Guinea (27 October 1944), minutes of a meeting (23 January 1945) of the Sub-Committee on Displaced Persons for the Far East, summary of meetings (15–19 February 1945) of the UNRRA Council for the Far East at Lapstone, and a report on UNRRA activities in November 1945.

Department of Trade and Customs

PAPERS RELATING TO POST-WAR ECONOMIC MATTERS, 1927–56 **A9879**

UNRRA: general, 1943–47 **9900 Pt 1**

Correspondence, cables and reports on the draft UNRRA agreement, the first session of the UNRRA Council (November–December 1943), the establishment of relief machinery in Australia and a meeting (10 February 1947) of the Council for the Far East.

Treasury

CORRESPONDENCE FILES, 1901–76 **A571**

Post-war relief, 1941–46 (6 parts) **1943/3801**

Correspondence, cables, minutes, reports and newspaper cuttings on post-war relief plans for Europe, the establishment of UNRRA, financial aspects of post-war relief, relief supplies for New Guinea, the Lapstone conference (February 1945), meetings of the UNRRA Council, processing of UNRRA requisitions, wool and wheat contributions, and Australia's second contribution to UNRRA (February 1946). The correspondents include AC Joyce, WE Sheehan, WE Dunk, FH Wheeler, RJ Whitelaw, JB Brigden, LHE Bury, E McCarthy and HC Coombs.

Post-war relief: Australian supplies, 1943–48 (2 parts) **1943/3802**

Minutes and reports of the Inter-Departmental Committee on Post-War Relief Supplies (chair: JG Crawford) and correspondence, cables, statements and memoranda on Australian participation in UNRRA, commitments of Australian supplies and the closure of the UNRRA office in Sydney. The correspondents include J Curtin, JB Chifley, FH Wheeler, RJ Randall and HH Wiedersehn.

Post UNRRA relief, 1947–53 (3 parts) **1947/1529**

Reports of the United Nations Economic and Social Council, the report (July 1947) of an inter-departmental committee, and correspondence, cables and minutes on Australian contributions for relief, the availability of food and other items, offers of raw wool, a draft agreement between Australia and Greece, Palestinian refugees, and Australia's contribution to the International Children's Emergency Fund. The correspondents include GPN Watt, FH Wheeler, RJ Randall, HR Woodrow and JW Burton.

Food and Agriculture Organization

The Food and Agricultural Organization (FAO) had its origins in discussions at the League of Nations in the years preceding World War II. In a speech at the League of Nations Assembly on 11 September 1935 SM Bruce, the Australian delegate, called for 'a marriage of health and agriculture'. His proposals were based on a memorandum by his economic adviser, FL McDougall, entitled 'The agricultural and the health problems'. In October 1942

McDougall wrote another memorandum on a 'United Nations program for freedom from want of food', which elicited a positive response from United States officials. As a result, a United Nations Conference on Food and Agriculture was held at Hot Springs, Virginia, in May–June 1943 with 44 nations represented. HC Coombs led the Australian delegation. The conference set up an interim commission, based in Washington and chaired by Lester Pearson. It drafted a constitution and prepared technical reports. The FAO was established on 16 October 1945 at a conference in Quebec with the aim of raising the level of nutrition and standards of living, securing improvements in the efficiency of production and distribution of food and agricultural products, and improving the condition of rural populations.

The first Director-General of the FAO was Sir John Boyd Orr, with McDougall serving as his special assistant. Lord Bruce became the first Chairman of the Council in 1947. In September 1946 the FAO became an agency of the United Nations.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49 **A2700**

United Nations Food and Agriculture Organization, 12 September 1944 **728**

Food and Agriculture Organization, 2 July 1946 **728A**

Food and Agriculture Organization, 6 August 1946 **728B**

United Nations Food and Agriculture Organization: review of activities of Australian FAO Committee, 3 November 1948 **1544**

Department of External Affairs

CORRESPONDENCE FILES, 1943–44 **A989**

Food and Agriculture Organization: Interim Commission, 1943–44 **1943/735/741/2**

Correspondence and minutes about the views of Australian experts on the organisation and functions of the proposed Food and Agriculture Organization. The correspondents include WR Hodgson, HC Coombs, JHL Cumpston, LF Giblin, AR Callaghan, I Clunies Ross and GA Currie.

CORRESPONDENCE FILES, 1945 **A1066**

United Nations proposals: Food and Agriculture Organization conference, 1945 **ER45/2/2/6**

Correspondence, minutes and cables concerning the first Food and Agriculture Organization Conference at Quebec (November 1945), Australian delegates, and decisions of the conference. The correspondents include HV Evatt, JDL Hood, E McCarthy, FL McDougall and RJ Noble.

CORRESPONDENCE FILES, 1946 **A1067**

Food and Agriculture Organization: first Conference reports, 1945–46 **ER46/4/3**

Reports by JB Brigden and FL McDougall of the first conference of the Food and Agriculture Organization at Quebec (October 1945), report (15 November 1945) of the Australian delegation, and correspondence about publicity in Australia regarding the FAO.

Food and Agriculture Organization: inter-departmental committee, 1946 ER46/4/5

Minutes of the Inter-Departmental Committee on the Food and Agriculture Organization and the Australian Food and Agriculture Organisation Committee (chair: JG Crawford) and draft Cabinet submissions, correspondence and memoranda on the progress of the FAO and the establishment of national committees. The correspondents include LHE Bury, FL McDougall, DJ Munro and JE Richardson.

Department of Health

CORRESPONDENCE FILES, 1949–62 **A1658**

Conferences: International Food and Agriculture Organization, 1943–45 200/2/15 Pt 1

Reports, correspondence and cables concerning the Food and Agriculture Conference at Hot Springs, the Interim Commission, the functions of the Food and Agriculture Organization, and the Inter-Departmental Committee on the Food and Agriculture Organization. The correspondents include JHL Cumpston, HC Coombs, WR Hodgson and JW Burton.

Department of Post War Reconstruction

CORRESPONDENCE FILES, 1941–50 **A9816**

International Food Conference, 1943 (5 parts) **1943/1271**

Reports, correspondence and minutes concerning the United Nations Food and Agriculture Conference at Hot Springs, the resolutions of the conference, and the organisation of a permanent food and nutrition organisation. The correspondents include HC Coombs, AH Tange, JHL Cumpston, FL McDougall and SM Wadham.

Department of Trade and Customs

PAPERS RELATING TO POST-WAR ECONOMIC MATTERS, 1927–56 **A9879**

United Nations Conference on Food and Agriculture, 1943–50 **9203**

Final Act (3 June 1943) and reports of the United Nations Conference on Food and Agriculture at Hot Springs and reports of the Australian delegations to the third, fourth, and fifth sessions (1947–49) of the United Nations Food and Agriculture Conference.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50 **A461**

Post war reconstruction: food and agriculture, 1942–46 **H387/1/1**

A memorandum by FL McDougall 'Freedom from want of food' and correspondence, cables, and press statements on the Food and Nutrition Conference (May 1943), the Australian delegation, and expenses incurred by McDougall as a member of the Interim Commission on Food and Agriculture. The correspondents include SM Bruce and AS Watt.

Treasury

CORRESPONDENCE FILES, 1901–76

A571

Food and Agriculture Organisation, 1944–52

1943/2953A

Agenda of the Australian Food and Agriculture Organisation Committee (chair: FW Bulcock) and the Australian Agricultural Council and minutes, cables and parliamentary debates on the creation and activities of the FAO. The correspondents include JB Chifley, PW Nette and HR Woodrow.

AGENDA PAPERS OF THE INTER-DEPARTMENTAL COMMITTEE ON EXTERNAL RELATIONS, 1942–44

CP184/7

United Nations Conference on Food and Agriculture, 1943–44

N5/2

Departmental reports of the United Nations Conference on Food and Agriculture at Hot Springs (May 1943) and the Interim Commission on Food and Agriculture and a memorandum (19 June 1944) by FL McDougall.

HC Coombs

RESEARCH MATERIAL, DRAFTS AND PAPERS OF HC COOMBS, 1922–85 M448

International Monetary Agreement and United Nations Food and Nutrition Conference, 1943–47

125

Includes memoranda by JM Keynes on the international regulation of primary products (27 November 1942) and EF Penrose on the food problem and the food conference, reports by Coombs (April–May 1943), conference papers, the draft report of the Australian delegation, and a memorandum by FL McDougall on the work of the interim commission.

United Nations

In the United States and Britain work began in the early years of World War II on a post-war security system to replace the League of Nations. In October 1943 the United States, British and Soviet foreign ministers issued the Moscow Declaration recognising the necessity of an international organisation for the maintenance of peace and security. In August–September 1944 officials of the three allied powers met at Dumbarton Oaks in Washington and drafted proposals which covered most of the functions that were to be incorporated in the United Nations Charter. At the Yalta Conference in February 1945 Churchill, Stalin and Roosevelt envisaged an international organisation dominated by the great powers, with the permanent members of the Security Council being able to veto decisions reached by the majority of members. The United Nations Conference on International Organization opened in San Francisco on 25 April 1945, with 850 delegates representing 50 nations. Four commissions examined the general purposes of the proposed organisation, the powers of the General Assembly, the Security Council and the International Court of Justice. The last meeting was held on 25 June and on the following day the delegates signed the United Nations Charter. In the following months it was ratified by most of the signatory states, including the United States, Britain, Soviet Union, France and China, and the United Nations came into existence on 24 October 1945.

Australian parliamentarians first discussed the question of a post-war international security organisation in July 1944, with the leaders of the three parties all welcoming the Moscow Declaration. In September 1944 the Australian government forwarded its tentative views to the British and New Zealand governments, including the need to clarify the functions of the General Assembly and Security Council, create a basis for economic and social cooperation, and set up procedures to handle colonial questions. In April 1945 British Commonwealth meetings were held in London and discussed the Security Council veto, non-permanent members of the Security Council, sanctions, the role of the Economic and Social Council, and trusteeship and the mandate system. The Australian delegation to the San Francisco Conference was led by FM Forde and HV Evatt and included five experts, 11 assistants and 16 advisers. Evatt was a member of the Executive Committee and played a conspicuous role in the conference, particularly in relation to the powers of the General Assembly, domestic jurisdiction, the full employment pledge and trusteeship.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49 **A2700**

Australian membership of the Economic and Social Council, 20 October 1947 **1400**

Department of External Affairs

CORRESPONDENCE FILES, 1943–44 **A989**

International organisation: United Nations declarations and commitments, 1944
1944/735/765/3

Publications, newspaper cuttings and correspondence regarding the views of world leaders on a world organisation, including a memorandum (27 March 1944) prepared by the Department of External Affairs for the Commonwealth Prime Ministers' Conference.

CORRESPONDENCE FILES, 1945 **A1066**

United Nations Conference, San Francisco: proceedings and Australian policy, 1945
H45/771/1

Speeches by HV Evatt and FM Forde and reports by HV Evatt regarding amendments to the Dumbarton Oaks proposals, the development of Australian policy at the San Francisco Conference, Australian representation on committees, the United Nations Charter, trusteeship and voting in the Security Council.

United Nations Conference: amendments to Dumbarton Oaks proposals, 1944–45
H45/771/2

Amendments to the Dumbarton Oaks proposals submitted by various national governments, including Australia, New Zealand, United Kingdom, Canada, France, the Netherlands and China.

United Nations Conference: Economic and Social Council, 1945 **H45/771/4**

Memoranda and cables on the establishment of the Economic and Social Council, views of Commonwealth departments and the work of committees of the Preparatory Commission.

United Nations Conference, San Francisco: papers prepared in Australian legation, Washington, 1945 **H45/771/8**

Papers by M Greene and LR McIntyre on the Inter-American Conference at Mexico City and American opinion on dependent territories.

United Nations Conference, San Francisco: papers prepared for Australian Delegation, 1945 **H45/771/9**

Additional papers prepared for members of the Australian delegation, including a report on the British Commonwealth meeting in London, questions for consideration and public statements by HV Evatt.

United Nations: meeting of British Commonwealth representatives, London, 1945 **H45/772**

Report (17 April 1945) by FM Forde and HV Evatt on the British Commonwealth meetings on the United Nations proposals, and cables and newspaper cuttings on the London meetings, the future of the League of Nations and the Permanent Court of International Justice.

United Nations: meeting of British Commonwealth representatives, London: papers prepared by Australian Delegation, 1945 **H45/772/1**

Report of a committee of experts on the Dumbarton Oaks proposals and notes (April 1945) prepared for HV Evatt on the General Assembly, Security Council and other proposals.

United Nations Conference, San Francisco: official comment in Australia, 1945 **H45/775**

Notes (28 February 1945) on the San Francisco Conference, notes (29 May 1945) on Australian participation and policy, and draft speeches and press statements on the United Nations Charter and Australia's role in the United Nations prepared for J Curtin, HV Evatt and WP Ashley.

United Nations Preparatory Commission: memoranda from Australian delegation, 1945 **H45/777/2/1**

Letters (August–December 1945) from the Australian delegation in London on the work of the Executive Committee of the United Nations Preparatory Commission, the proceedings of sub-committees, the location of the permanent headquarters of the United Nations and the establishment of the International Court of Justice.

United Nations Preparatory Commission: Australian participation, 1945 **H45/777/4/1**

Correspondence and press statements concerning activities of the Preparatory Commission in London (November–December 1945) and Australian representation on the commission and at the General Assembly of the United Nations. The correspondents include AS Watt and JW Burton.

CORRESPONDENCE FILES, 1946 **A1067**

Economic and Social Council: inter-departmental correspondence, 1945–46 **ER46/3/3**

Correspondence with the Treasury and other departments concerning the first General Assembly of the United Nations and the agenda of the Economic and Social Council.

CORRESPONDENCE FILES, 1947**A1068****Economic and Social Council: Economic and Employment Commission, 1947****ER47/3/10**

Report by EJR Heyward of the 2nd session (2–17 June 1947) of the Economic and Employment Commission and reports, correspondence and cables regarding the commissions established by the Economic and Social Council, a possible resolution on international action on employment, and the economic development programs of the Commonwealth and state governments.

Department of Post War Reconstruction**CORRESPONDENCE FILES, 1941–50****A9816****United Nations Organisation, 1945–47****1945/363 Pt 1**

Includes a letter (30 August 1946) from G Rudduck to KCO Shann on the selection of a site for the United Nations headquarters.

United Nations preliminary organisation, 1945–46**1945/543**

Correspondence and minutes concerning the work of the Executive Committee of the United Nations Preparatory Commission in London, the scope and functions of the Economic and Social Council, and the promotion of full employment. The correspondents include HC Coombs, AH Tange, GG Firth and G Schneider.

Prime Minister's Department**CORRESPONDENCE FILES, 1934–50****A461****United Nations Conference, San Francisco, 1945****FQ326/1/5**

Correspondence and minutes on the composition of the Australian delegation, travel arrangements and press coverage. The correspondents include J Curtin, HV Evatt, Jessie Street and W Garrett.

United Nations Educational, Scientific and Cultural Organization

In January 1945 a conference of Allied Ministers of Education established a committee to consider possible relations among the proposed United Nations, the International Institute of Intellectual Cooperation and the International Bureau of Education. At the San Francisco Conference in May 1945 it was decided that the British government should convene a conference to draw up a plan for an international organisation for intellectual cooperation. The conference was held in London in November 1945, with 43 countries represented. It was agreed that the United Nations Educational, Scientific and Cultural Organization (UNESCO) should be set up to promote and organise international cooperation, in collaboration with national and international non-governmental organisations. An Interim Commission, headed by Julian Huxley, had the task of studying urgent reconstruction needs with regard to education, science and culture in countries devastated by war. UNESCO officially came into existence on 4 November 1946 when 20 countries ratified its constitution. The first General Conference was held in Paris in November–December 1946, at which time the United Nations recognised UNESCO as a specialist agency. Huxley was elected the first

Secretary-General. Subsequent conferences were held in Mexico City (1947), Beirut (1948) and Paris (1949).

Australia was represented at the November 1945 conference by HV Evatt, ER Walker and HS Wyndham. Australia ratified the UNESCO constitution on 11 June 1946, the fifth country to do so, and RC Mills led the Australian delegation to the first General Conference. At the Commonwealth level, responsibilities for UNESCO activities were shared between the Department of External Affairs and the Commonwealth Office of Education. During 1947,

12 national cooperating bodies were established, covering education, the press, radio, films, libraries, museums, natural sciences, social sciences, music, literature, drama and the visual arts.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49 **A2700**

UNESCO, 2 October 1945 **954**

Ratification of constitution of UNESCO, 25 March 1946 **1114**

Bill for approval of constitution of UNESCO, 11 March 1947 **1114B**

Setting up of national cooperative bodies in accordance with constitution of UNESCO, 29 April 1947 **1114C**

Commonwealth Office of Education

CORRESPONDENCE FILES, 1945–60 **A1361**

Correspondence files of the Commonwealth Office of Education, including files on UNESCO, its relations with the Commonwealth Government, and its advisory and cooperative bodies in Australia.

UNESCO: Australian National Advisory Committee, 1948–52 **16/20/1 Pt 2**

UNESCO: Australian National Advisory Committee: minutes, 1948–49 **16/20/4 Pt 1**

UNESCO: Australian UNESCO Committee for Social Sciences, 1947–60 (3 parts)
16/28/1

UNESCO: education: fundamental education, 1947–59 (2 parts) **16/42/5**

Note: Most of the UNESCO files have not yet been examined.

Department of External Affairs

CORRESPONDENCE FILES, 1945 **A1066**

UNECO, 1945 (2 parts) **H45/703/1/1**

Correspondence, cables, minutes and newspaper cuttings on the proposed United Nations Educational and Cultural Organization, the meeting (April 1945) of Allied Ministers of

Education, and the views of the inter-departmental committee on education and state governments. The correspondents include JDL Hood, I Milner, LF Giblin, RC Mills, HJ Goodes and K Binns.

UNESCO Conference, London, 1945–46

H45/703/1/2

Report (3 January 1946) by JA Seitz of the United Nations Educational Conference in London and correspondence, cables and memoranda concerning the conference, the drafting and ratification of the UNESCO Constitution, and the formation of a Preparatory Commission. The correspondents include PMC Hasluck, I Milner, RC Mills and HS Wyndham.

CORRESPONDENCE FILES, 1947

A1068

Relief: UNESCO Reconstruction Sub-Committee, 1947

R47/3/9

Minutes of a meeting of the UNESCO Reconstruction Sub-Committee and correspondence and memoranda on Australian aid in educational reconstruction in war-devastated countries in the Far East, educational materials and fellowships.

Department of Post War Reconstruction

CORRESPONDENCE FILES OF THE ECONOMIC POLICY DIVISION, 1944–49A9790

UNESCO, 1945–48

7251

Reports and correspondence concerning the United Nations Educational Conference in London (October 1945), the formation of UNESCO, the Australian delegations at the UNESCO conferences in Paris (1946) and Mexico City (1947), and the formation of national cooperating bodies. The correspondents include RC Mills and AS Brown.

Prime Minister's Department

CORRESPONDENCE FILES, 1934–50

A461

UNESCO, 1947–49

L326/1/5

Correspondence of JB Chifley with state premiers concerning representation at the UNESCO General Conference and on UNESCO national cooperating bodies.

World Health Organization

At the San Francisco Conference in May 1945 it was agreed that an international health organisation should be set up to replace the League of Nations Health Organization. The United Nations Economic and Social Council drafted the constitution of the World Health Organization in early 1946 and it was approved at an international health conference in New York in June 1946. Within a short time all member countries of the United Nations ratified it. It formally came into force in April 1948. The first meeting of the World Health Assembly was held in Geneva in June 1948 and appointed G Brock Chisholm of Canada as Director-General. The organisation's first priorities were the control of malaria, tuberculosis and sexually transmitted diseases, and the improvement of maternal and child health, nutrition and environmental hygiene.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49 **A2700**

World Health Organization, 19 December 1946 **1276**

Australian participation in World Health Organization, 29 April 1947 **1276A**

Department of External Affairs

CORRESPONDENCE FILES, 1945 **A1066**

World Health Organization, 1945 **H45/768**

Correspondence and cables on the proposed World Health Organization and its relationship with the United Nations. The correspondents include JDL Hood and F McCallum.

CORRESPONDENCE FILES, 1948–89 **A1838**

World Health Organization: report by Australian Delegation to International Health Conference, 1946 **860/1/3**

Report of the Australian delegation, led by HV Evatt and AH Tange, to the International Health Conference at New York (June–July 1946).

World Health Organization: First Assembly, 1948–49 **860/5/1/1**

Reports of the Australian delegation to the 1st World Health Assembly at Geneva (June–July 1948) and the 2nd World Health Assembly at Rome (June–July 1949).

Department of Health

CORRESPONDENCE FILES, 1925–49 **A1928**

Interim Commission and World Health Organization, 1946–48 (2 parts) **1133/3**

Correspondence, minutes, reports and statements concerning Australian participation in the Interim Health Commission, transfer of the functions of the Office Internationale d'Hygiene Publique, ratification of the constitution of the World Health Organization, the drafting of the 1947 World Health Organization Bill, the establishment of the World Health Organization (April 1948), and the agenda of the 1st World Health Assembly. The correspondents include AJ Metcalfe, JW Burton, GM Redshaw and MC Boniwell.

South Pacific Commission

At the Wellington conference in January 1944 the Australian and New Zealand governments recorded their intention to establish a South Seas Regional Commission, with advisory powers, to promote the welfare of people in the Pacific. Economic and welfare cooperation in the South Pacific and South-east Asia were discussed at the Commonwealth Prime Ministers' Conference in April–May 1946 and it was decided that Australia and New Zealand should convene a conference to establish a commission. Delegates from Australia, New Zealand, France, the Netherlands, the United Kingdom and the United States met in Canberra from 29 January to 6 February 1947 and signed an agreement to promote the economic and social welfare, and the advancement of the peoples of non-self-governing

territories in the South Pacific (including Dutch and Australian New Guinea). Political and security matters would be outside the ambit of the South Pacific Commission.

The agreement did not come into effect until 29 July 1948, when the last of the six ratifications was received. In the meantime, an interim organisation based in Sydney carried out preliminary work, and a preparatory conference in November 1947 drafted an agenda for the first session of the South Pacific Commission. The first session took place in Sydney in May 1948 and WD Forsyth, an Australian official, was appointed as the first Secretary-General. Subsequent sessions were held at six-monthly intervals, mainly in Noumea. The Commission's Research Council first met in May 1949 and recommended projects in the fields of health, economic development and social development. By 1952 the Commission had approved a total of 43 research projects. From 1965 onwards independent Pacific states became members and by 1983 there were 26 member nations.

Cabinet

CURTIN, FORDE AND CHIFLEY MINISTRIES: CABINET MINUTES AND AGENDA, 1941–49 **A2700**

South Seas Commission Conference, 16 January 1947 **1286**

South Pacific Commission, 25 February 1947 **1286A**

Department of External Affairs

CORRESPONDENCE FILES, 1948–89 **A1838**

South Pacific Commission: relations with United Nations, 1946–62 **286/1/1 Pt 1**

Correspondence, cables and minutes on possible cooperation between the South Pacific Commission and the United Nations and its agencies, the precedent of the Caribbean Commission, resolutions of the Economic and Social Council and meetings of the commission. The correspondents include JW Burton, TA Pyman and WD Forsyth.

Preliminary arrangements: establishment of Interim Organisation, 1947–50 **344/1/1**

Correspondence and statements on the establishment of the Interim Organisation, the appointment of JR Kerr as Organising Secretary, staffing, and the School of Pacific Administration.

Preliminary arrangements for establishment of South Pacific Commission: reports by Organisation Secretary, 1947–48 **344/1/7**

Reports (June 1947 – May 1948) by the Organising Secretary, JR Kerr, and correspondence of JW Burton, TA Pyman, Sir Frederic Eggleston and Kerr.

Preliminary arrangements for establishment of South Pacific Commission: preparatory conference, 1947 **344/5/3**

Report of the activities of the South Pacific Commission Interim Organisation and agenda papers and report of the preparatory conference (27–28 November 1947) at Sydney (chair: JR Halligan).

RECORDS CONCERNING ESTABLISHMENT OF SOUTH PACIFIC COMMISSION, 1943–47 **A11531**

Documents created in the lead-up to the Canberra Conference (28 January – 6 February 1947) and working files of officers associated with the establishment of the commission.

South Seas Commission, including reports on proposed structure, 1943–46 **1**

Working file of J Quinn containing cables and drafts on the South Seas Conference, 1947 **10**

B McLachlan. A critical assessment of the prospects of the South Pacific Commission, 1947 **17**

Department of External Territories

CORRESPONDENCE FILES, 1928–56 **A518**

South Pacific Commission: policy, 1948–49 **100/1/1 Pt 1**

Proceedings of the 2nd session (October 1948) of the South Pacific Commission and correspondence, minutes and cables concerning the selection of the Secretary-General, staffing, the work program, transfer of the commission headquarters to Noumea and composition of Australian delegations. The correspondents include JR Halligan, JR Kerr, TA Pyman, WD Forsyth and M Manning.

South Pacific Commission: Australian Secretariat and full-time Commission, 1947–52 **100/1/2**

Correspondence and minutes concerning the appointment of a full-time Australian commissioner, the establishment of a national secretariat within the Department of External Affairs, the roles of the Department of External Affairs and the Department of External Territories in relation to the commission, and research activities of the commission. The correspondents include JR Halligan, FGH Rose and JW Burton.

South Pacific Commission: South Pacific Conference, 1947–49 **100/2/3 Pt 1**

Summary proceedings of the South Seas Conference (28 January – 6 February 1947) and agenda papers and related correspondence of the second and third sessions of the South Pacific Commission.

South Pacific Commission: Research Council, 1948–49 **101/1/1 Pt 1**

Briefing papers for delegates to the second session of the South Pacific Commission and correspondence and minutes on Australian nominations for membership of the Research Council, the first meeting (April 1949) of the Research Council, research requirements of Papua New Guinea and projects approved by the Council. The correspondents include JW Burton, WD Forsyth and JR Halligan.

Post war reconstruction: South Seas Regional Commission, 1945–47 (2 parts) **am815/1/1**

Correspondence, cables and minutes relating to the Canberra conference, non-official representation at the conference, submissions by missionary organisations, discussions with

the New Zealand government and the draft constitution for the South Pacific Commission. The correspondents include EJ Ward, HV Evatt, JR Halligan, JK Murray and WE Dunk.

Further reading

Carroll, Peter, 'Australia, ECOSOC and the UN specialised agencies', in James Cotton and David Lee (eds), *Australia and the United Nations*, Department of Foreign Affairs and Trade, Canberra, 2012, pp. 147–83.

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Cotton, James and Lee, David (eds), *Australia and the United Nations*, Department of Foreign Affairs and Trade, Canberra, 2012.

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O'Brien, John B, 'FL McDougall and the origins of the FAO', *Australian Journal of Politics and History*, vol. 46, no. 2, 2000, pp. 164–74.

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Shephard, Ben, *The Long Road Home: the aftermath of the Second World War*, Bodley Head, London, 2010.

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Ward, JM, 'Collaboration for welfare in the south-west Pacific', *Australian Outlook*, vol. 1, no. 1, 1947, pp. 17–28.

Appendix 1

Collections held in the National Library of Australia

Personal papers of individuals involved in post-war reconstruction

Bailey, Sir Kenneth H, Papers, 1916–72	MS 4622
Brown, HP, Papers, 1939–57, mainly about national income statistics	MS 9976
Calwell, Arthur A, Papers, 1925–72	MS 4738
Coombs, HC, Papers, 1918–96, including drafts of <i>Trial Balance</i>	MS 802
Copland, Sir Douglas B, Papers, 1907–71	MS 3800
Crawford, Sir John G, Papers, 1935–71	MS 4514
Crisp, LF, Papers, 1878–1984	MS 5243
Daley, Charles S, Papers, 1878–1966	MS 1946
Dedman, John J, Papers, 1930–54	MS 987
Dunk, Sir William E, Papers, 1939–59	MS 1535
Firth, Gerald G, Diaries and other papers, 1935–93	Acc 01/273
Fitzpatrick, Brian, Papers, 1921–65	MS 4965
Forsyth, WD, Unpublished autobiography and other papers, 1875–1993	MS 5700
Giblin, LF, Papers, 1885–1952	MS 366
Holloway, EJ, Unpublished autobiography and other papers, 1943–63	MS 2098
Kelly, Jack H, Papers, 1924–84	MS 8083
Melville, Sir Leslie G, Papers, 1932–93	MS 8671
Mendelsohn, Ronald, Papers, 1937–68	MS 6680
Metcalfe, Arthur J, Unpublished autobiography, 1961–71	MS 10001
Murray, Jack K, Papers, 1946	MS 7442
Rodgers, Donald K, Papers, 1938–50	MS 1536
Ross, Lloyd, Papers, 1854–1986	MS 3939
Rudduck, Grenfell, Papers, 1880–1967	MS 5573
Tange, Sir Arthur H, Papers, 1929–2001	MS 9847

Tonkin, Eric W, Newspaper cuttings and other papers, 1922-58	MS 3668
Ward, EJ, Papers, 1914-63	MS 2396
Welch, Alex W, Papers, 1918-74	MS 4827
Wheeler, Sir Frederick, Papers, 1924-94	MS 8096
Wilson, Sir Roland, Papers, 1917-99	MS 1155

Oral history interviews with individuals involved in post-war reconstruction

Bailey, Sir Kenneth H, Interview with Mel Pratt, 1971-72	TRC 121/42
Bland, Sir Henry A, Interview with Mel Pratt, 1975	TRC 121/60
Bunning, Walter, Interview with Hazel de Berg, 1971	TRC 1/529-30
Bunting, Sir John, Interview with Ian Hamilton, 1983	TRC 1428
Bury, Leslie HE, Interview with Mel Pratt, 1975	TRC 121/70
Calwell, Arthur A, Interview with Mel Pratt, 1971	TRC 121/7
Coombs, HC, Interview with Heather Rusden, 1989-90	TRC 2392
Dedman, John D, Interview with Hazel de Berg, 1967	TRC 1/322-26
Dunk, Sir William E, Interview with Mel Pratt, 1971	TRC 121/16
Kelly, Jack H, Interview with Mel Pratt, 1971	TRC 121/11
Lawler, Sir Peter, Interview with Clyde Cameron, 1983	TRC 1690
McCarthy, Sir Edwin, Interview with Catherine Santamaria, 1972	TRC 200
Melville, Sir Leslie G, Interview with Alan Hodgart, 1973	TRC 182
Mendelsohn, Ronald, Interview with John Farquharson, 1993	TRC 3374
Paul, Augustus, Interview with Mel Pratt, 1974	TRC 121/57
Rodgers, Donald K, Interview with Mel Pratt, 1971	TRC 121/14
Ross, Lloyd, Interview with Suzanne Walker, 1973	TRC 236
Shann, Sir Keith, Interview with Ken Henderson, 1985	TRC 1857
Tange, Sir Arthur, Interview with JDB Miller, 1981	TRC 1023
Weeden, Jock, Interview with Peter Biskup, 1991	TRC 2670
Welch, Alex W, Interview with Mel Pratt, 1974	TRC 121/58

Wilson, Sir Roland, Interview with Cameron Hazlehurst and Colin Forster, 1984 TRC 1612
Wise, FJS, Autobiographical monologue, 1978 TRC 619
Wyndham, Sir Harold, Interview with Hazel de Berg, 1967 TRC 1/310-12
Yeend, Sir Geoffrey, Interview with Robert Hyslop, 1990 TRC 2595/6

Appendix 2

Who was who in post-war reconstruction

Allen, HW (Harry)

Assistant Director, Regional Development Division, Department of Post War Reconstruction (1947-50)

Archer, RF (Fred)

Director, Re-establishment Division, Department of Post War Reconstruction (1944-46)

Armstrong, JW

Director, Re-establishment Division, Department of Post War Reconstruction (1948-49)

Bailey, Kenneth H *

Professor of Public Law, University of Melbourne (1930-46), Solicitor-General and Secretary, Attorney-General's Department (1946-64)

Best, Kathleen AL *

Assistant Director, Re-establishment Division, Department of Post War Reconstruction (1944-49)

Bland, Henry A

Deputy Director, Manpower Directorate (1945-46), Assistant Secretary, Department of Labour and National Service (1946-52)

Breen, Harold P *

Director, Secondary Industries Division, (1945-47), Director, Industrial Development Division, Department of Post War Reconstruction (1948-49), Secretary, Department of Supply and Development (1949-51)

Brown, Allen S

Director, Policy and Research Division (1945-46), Director, Economic Policy and Regional Planning Divisions (1946-48), Director-General, Department of Post War Reconstruction (1949), Secretary, Prime Minister's Department (1949-59)

Brown, Sir Harry P *

Coordinator-General of Works, Allied Works Council (1942-43), Coordinator-General, National Works Council (1944-45)

Brown, HP (Horrie) *

Clerk, Bureau of Census and Statistics (1940-47), Director of Research, Bureau of Census and Statistics (1947-50)

Bruce, SM *

Australian High Commissioner in London (1933–45)

Bunning, Walter

Executive Officer, Commonwealth Housing Commission (1943–45)

Bunting, E John

Senior research officer, Economic Policy Division (1946–48), Economist, Economic Policy Division (1948–49), Department of Post War Reconstruction

Burton, John W

Secretary, Department of External Affairs (1947–51)

Bury, Leslie HE *

Second Secretary, Economic Relations Division, Department of External Affairs (1945–49), senior finance officer, Treasury (1949–51)

Butlin, Noel G

Research officer, Department of Post War Reconstruction (1943–44), economic adviser, Australian High Commission, London (1944–45)

Calwell, Arthur A *

MHR (1940–72), Minister for Information (1943–49), Minister for Immigration (1945–49)

Carrodus, Joseph A *

Secretary, Department of the Interior (1935–49)

Carver, Stanley R *

New South Wales Government Statistician (1938–62), Acting Commonwealth Statistician (1940–46, 1948–53)

Chifley, JB (Ben) *

MHR (1928–31, 1940–51), Treasurer (1941–49), Minister for Post War Reconstruction (1942–45), Prime Minister (1945–49)

Chippindall, Giles T *

Director-General, Department of War Organisation of Industry (1942–45), Secretary, Department of Supply and Shipping (1945–46)

Clapp, Sir Harold W *

Director-General of Land Transport (1942-44), Director-General of Rail Standardisation, Department of Transport (1945-51)

Cochran, Samuel F *

Chairman, State Electricity Commission of Queensland (1938-50), member, Secondary Industries Commission (1943-50)

Coombs, HC (Nugget)

Director, Rationing Commission (1942), Director-General, Department of Post War Reconstruction (1943-48), Governor, Commonwealth Bank (1949-60)

Copland, Douglas B *

Professor of Commerce, University of Melbourne (1924-44), Commonwealth Prices Commissioner (1939-45), Economic Consultant to the Prime Minister (1941-45), Vice-Chancellor, Australian National University (1948-53)

Corbett, Arthur B *

Director-General, Department of Civil Aviation (1939-44)

Crawford, John G *

Director of Research (1943-45), Director of Regional Planning and Rural Divisions (1945-46), Department of Post War Reconstruction, Director, Bureau of Agricultural Economics (1946-50)

Crisp, LF (Fin) *

Research officer, Reconstruction Division, Department of Labour and National Service (1941-42), research officer and senior research officer (1943-46), Executive Officer (1948-49), Director-General (1949-50), Department of Post War Reconstruction

Cumpston, John HL *

Director-General, Department of Health (1925-45)

Curtin, John *

MHR (1928-31, 1934-45), Prime Minister and Minister for Defence (1941-45)

Curtin, PWE (Pike)

Senior research officer, Reconstruction Division, Department of Labour and National Service (1941-42), senior research officer (1943-44), Assistant Director, Re-establishment Division (1944-46), Department of Post War Reconstruction

Dedman, John J *

MHR (1940-49), Minister for War Organisation of Industry (1941-45), Minister for Post War Reconstruction (1945-49)

Doig, WT

Research officer, Department of Post War Reconstruction (1944-45), Deputy Director, Bureau of Agricultural Economics (1946-48)

Dorrian, PA (Phil)

Research officer, Reconstruction Division, Department of Labour and National Service (1941-42), Secretary, National Works Secretariat, Department of Post War Reconstruction (1943-46)

Downing, RI (Dick) *

Assistant to the economic consultant to the Prime Minister (1941-45), consultant economist, Economic Policy Division, Department of Post War Reconstruction (1947-49)

Dunk, WE (Bill) *

Director, Reciprocal Lend-Lease, Treasury (1942-45), Secretary, Department of Foreign Affairs (1945-47), Chairman, Public Service Board (1947-60)

Eldershaw, Flora *

Research officer, Reconstruction Division, Department of Labour and National Service (1941-42)

Eltham, EP *

Director, Industrial Training Division, Department of Labour and National Service (1940-58)

Evatt, HV (Bert) *

MHR (1940-58), Attorney-General and Minister for External Affairs (1941-49)

Firth, Gerald G

Research officer, Reconstruction Division, Department of Labour and National Service (1941-42), research officer and senior research officer, Department of Post War Reconstruction (1943-46)

Fitzgerald, AA (Alex) *

Assistant Director, Department of War Organisation of Industry (1942-45), Director, War Organisation of Industry Directorate, Department of Post War Reconstruction (1945), Chairman, Commonwealth Grants Commission (1945-60)

Forsyth, William D

Research officer, Post-War section (1942-44), First Secretary, Pacific Division, Department of External Affairs (1945-48), Secretary-General, South Pacific Commission (1948-51)

Foxcroft, Edmund JB

Assistant Director, Department of War Organisation of Industry (1944–45), Principal Research Officer, Economic Policy Division, Department of Post War Reconstruction (1947–49)

Funnell, William *

Director-General, Manpower Directorate (1944–46), Secretary, Department of Labour and National Service (1946–51)

Galbraith, JB Douglas *

Coordinator of Rehabilitation, Re-establishment Division, Department of Post War Reconstruction (1946–47)

Gawler, John S *

Architect, Deputy Chairman, Commonwealth Housing Commission (1943–44)

Giblin, Lyndhurst F *

Professor of Economic Research, University of Melbourne (1929–40), member, Commonwealth Bank Board (1935–42), Chairman, Financial and Economic Committee (1939–43)

Goodes, HJ (Bert)

Assistant Secretary, Treasury (1942–58)

Halligan, JR (Reg) *

Secretary, Department of External Territories (1944–51)

Hartnell, Bernard W

Senior research officer (1944–45), senior research officer, Secondary Industries Division (1945–47), Assistant Director, Industrial Development Division (1947–49), Director, Industrial Development Division (1949–50), Department of Post War Reconstruction

Hasluck, Paul MC

Officer-in-charge, Post-War section (1942–44), Post-Hostilities Division, Department of External Affairs (1944–45)

Hewett, CLS (Lennox)

Economist, Economic Policy Division (1946–49), Principal Research Officer, Economic Policy Division (1949), Department of Post War Reconstruction

Heyes, Tasman HE *

Secretary, Department of Immigration (1946–61)

Heyward, EJR (Dick)

Research officer, Department of Labour and National Service (1941–46)

Hodgson, WR *

Secretary, Department of External Affairs (1935–45)

Holloway, EJ (Jack) *

MHR (1929–51), Minister for Health and Social Services (1941–43), Minister for Labour and National Service (1943–49)

Holt, Harold E *

MHR (1935–67), Minister for Labour and National Service (1940–41)

Howard, Charles V

Designing architect, Department of the Interior (1939–45), member, Commonwealth Housing Commission (1943–44)

Hoy, CA

Assistant Director-General, Allied Works Council (1943–45), Commonwealth Coordinator-General of Works (1945–50)

Ives, Walter

Senior research officer, Rural Division, Department of Post War Reconstruction (1945–46)

Jensen, John K *

Secretary, Department of Munitions (1942–48), Chairman, Secondary Industries Commission (1943–50)

Judd, PRH (Perce)

Research officer, Reconstruction Division, Department of Labour and National Service (1941–42), Executive Officer, Rural Reconstruction Commission (1943–46)

Keane, RV *

Senator (1937–46), Minister for Trade and Customs (1941–46)

Kelly, JH (Jack)

Research officer, Rural Division, Department of Post War Reconstruction (1945–46), investigation officer, Bureau of Agricultural Economics (1946–60)

Knott, John L

Executive Officer, Secondary Industries Commission (1943–46), Assistant Director, Secondary Industries Division, Department of Post War Reconstruction (1946–48)

Knowles, Sir George S *

Solicitor-General and Secretary, Attorney-General's Department (1932-46)

Lambert, CR (Eski) *

Chairman, New South Wales Reconstruction Board (1939-48), member, Rural Reconstruction Commission (1943-46), Director, Division of Regional Development, Department of Post War Reconstruction (1948-49)

Lawler, Peter J

Senior research officer, Economic Policy Division, Department of Post War Reconstruction (1948-49)

Lemmon, Nelson *

MHR (1943-49), Minister for Works and Housing (1946-49)

Loder, Louis F *

Director-General, Allied Works Council (1944-45), Director-General, Department of Works and Housing (1945-52)

McCarthy, Edwin *

Assistant Secretary, Department of Commerce (1935-45), Secretary, Department of Commerce and Agriculture (1945-49)

McFadyen, CH (Charlie)

Deputy Director, Secondary Industries Division, Department of Post War Reconstruction (1947-49), Secretary, Department of Shipping and Transport (1949-57)

McFarlane, Stuart G *

Secretary, Treasury (1938-48)

McKenna, NE (Nick) *

Senator (1943-68), Minister of Health and Social Services (1946-49)

McKenzie, KJ (Jock)

Research officer (1944-45), senior research officer, Regional Planning and Economic Policy Divisions (1945-48), Department of Post War Reconstruction

McLaren, William A *

Director, War Service Land Settlement Division, Department of Post War Reconstruction (1945-49), Secretary, Department of the Interior (1949-63)

Madgwick, Robert G *

Director, Army Education Service (1941–46)

Melville, Leslie G

Chief economic adviser, Commonwealth Bank (1930–53), Acting Director-General, Department of Post War Reconstruction (1943)

Mendelsohn, Ronald

Research officer, Joint Parliamentary Committee on Social Security (1942–43), research officer, Department of Post War Reconstruction (1943–45), Principal Research Officer, Department of Works and Housing (1945–48)

Merrett, Frederick T

Chief technical assistant, Department of Munitions (1940–45), Deputy Chairman, Secondary Industries Commission (1943–50)

Metcalfe, AJ *

Director-General, Department of Health (1946–60)

Mills, Richard C *

Professor of Economics, University of Sydney (1922–45), Chairman, Australian Universities Commission (1943–52), Director, Commonwealth Office of Education (1945–52)

Morris, Henry F

Deputy Controller-General of Customs (1942–49), Chairman, Tariff Board (1942–49), member, Secondary Industries Commission (1944–50)

Murphy, JF (Frank) *

Secretary, Department of Commerce (1934–45), member, Rural Reconstruction Commission (1943–46)

Murray, JK (Jack) *

Administrator of Papua and New Guinea (1945–52)

Nette, PW (Perce)

Assistant Secretary, (1939–48), First Assistant Secretary, Treasury (1949–53)

Nimmo, JF (Jim)

Senior statistical officer, Department of Post War Reconstruction (1943–46)

Nolan, David J

Assistant General Manager, Sydney County Council (1938–44), member, Secondary Industries Commission (1943–44)

O'Connor, LPD (Leo)

Chairman, Commonwealth Housing Commission (1943-44), Deputy Director of Housing, Department of Works and Housing (1946-50)

Paul, AW

Assistant Director (building industry) (1944-45), Director, Re-establishment Division (1946-48), Department of Post War Reconstruction, Secretary, Department of Transport (1948-50)

Phillips, Mary Wilmott

Secretary, Commonwealth Housing Commission (1943-45)

Pollard, RT (Reg) *

MHR (1937-49), Minister for Commerce and Agriculture (1946-49), Acting Minister for Post War Reconstruction on several occasions

Randall, RJ (Dick) *

Principal research officer, Treasury (1946-49)

Robertson, TL *

Assistant Director, Commonwealth Office of Education (1946-50)

Rose, Frederick GG

Research officer and senior research officer, Regional Planning Division, Department of Post War Reconstruction (1946-49), Executive Officer, Northern Australia Development Committee (1947-49)

Ross, Lloyd RM *

Senior research officer (1943-44), Director, Public Relations Division (1944-49), Department of Post War Reconstruction

Rowe, FH (Fred) *

Director-General, Department of Social Services (1941-58)

Rudduck, Grenfell *

Senior research officer (1943-45), Assistant Director, Regional Planning Division (1945-47, 1949-50), Department of Post War Reconstruction, Executive Officer, Northern Australia Development Committee (1945-47)

Ryan, Mary M

Member, Commonwealth Housing Commission (1943-44)

Savidge, Stanley G *

Lieutenant-General (1944–46), Coordinator of Demobilisation, Department of Post War Reconstruction (1945–46)

Scott, Walter *

Consulting cost accountant, member, Secondary Industries Commission (1943–50)

Shann, KCO (Mick) *

Clerk, Department of Labour and National Service (1942–46), Second Secretary, United Nations Division, Department of External Affairs (1946–49)

Steele, CL (Joe)

Research officer, Department of Commerce and Agriculture (1935–45)

Swan, Trevor W *

Research officer, Department of War Organisation of Industry (1942–45), Chief Economist, Economic Policy Division, Department of Post War Reconstruction (1946–50)

Tange, Arthur H

Research officer, Reconstruction Division, Department of Labour and National Service (1942), research officer and senior research officer, Department of Post War Reconstruction (1943–46), First Secretary, Department of External Affairs (1946–49)

Thompson, Albert V

Member, South Australian House of Assembly (1938–46), member, Commonwealth Housing Commission (1943–44)

Wadham, Samuel M *

Professor of Agriculture, University of Melbourne (1926–57), member, Rural Reconstruction Commission (1943–46)

Walker, E Ronald *

Professor of Economics, University of Tasmania (1939–46), Deputy Director-General, Department of War Organisation of Industry (1942–44), Deputy Director of Procurement, UNRRA (1945), Economic Adviser, Australian Embassy, Paris (1945–50)

Ward, EJ (Eddie) *

MHR 1931–63, Minister for Labour and National Service (1941–43), Minister for Transport and External Territories (1943–49)

Watt, GPN *

First Assistant Secretary, Defence Division (1940–46), Deputy Secretary (1946–48), Secretary (1948–51)

Weeden, WJ (Jock)

Secretary, Australian Universities Commission (1943–46), Assistant Director,
Commonwealth Office of Education (1946–52)

Welch, AW (Alex) *

Director of War Housing, Department of Labour and National Service (1944–45), Director of
Housing, Department of Works and Housing (1945–52)

Wheeler, FH (Fred)

Research officer, (1939–44), Economist, (1944–46), Assistant Secretary, Treasury (1946–49)

Willoughby, John E

Senior Investigation Officer, Re-establishment Division (1944–46), Executive Officer,

Re-establishment Division, Department of Post War Reconstruction (1946–47)

Wilson, Roland

Commonwealth Statistician and Economic Adviser, Treasury (1937–51), Secretary,
Department of Labour and National Service (1940–46)

Wilson, Rupert W

Assistant Director, War Service Land Settlement Division (1948–49), Director, War Service
Land Settlement Division (1949–50), Department of Post War Reconstruction

Wise, Frank JS *

Minister for Agriculture, Western Australia (1936–45), Premier, Western Australia (1945–47),
Chairman, Rural Reconstruction Commission (1943–47)

Wyndham, Harold S *

Coordinator of Vocational Guidance, Re-establishment Division, Department of Post War
Reconstruction (1944–45)

* denotes that the person has an entry in the *Australian Dictionary of Biography*

Select bibliography

Contemporary works

Badger, CR, *Adult Education in Post-war Australia*, Australian Council for Educational Research, Melbourne, 1944.

Barnett, F Oswald and Burt, WO, *Housing the Australian Nation*, Left Book Club of Victoria, Melbourne, 1942.

Barnett, F Oswald, Burt, WO and Heath, F, *We Must Go On: a study in planned reconstruction and housing*, Book Depot, Melbourne, 1944.

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Borrie, WD, 'The role of immigrants in population growth in Australia', *Australian Quarterly*, vol. 16, 1944, pp. 17-32.

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Calwell, Arthur A, *How Many Australians Tomorrow?*, Reed & Harris, Melbourne, 1945.

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Coombs, HC, *The Special Problems of Planning*, Melbourne University Press, Melbourne, 1944.

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Crawford, JG, 'Rural reconstruction', *Australian Journal of Science*, vol. 6, 1943, pp. 37-40.

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