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COMMONWEALTH WAR BOOK

CHAPTER XIV

CONTROL OF TELECOMMUNICATIONS

**SUMMARY OF IMPORTANT ACTION
TO BE TAKEN BY GOVERNMENT DEPARTMENTS**

(Immediate measures to be initiated before the formal introduction of the
Precautionary Stage are shown in italics)

PART I—PRECAUTIONARY STAGE
CHAPTER XIV—CONTROL OF TELECOMMUNICATIONS

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS

(A) GENERAL

1. Control of civil radio stations in war becomes necessary for the following reasons:—
 - (a) To prevent the enemy using radio transmissions as aids to navigation by sea or air.
 - (b) To ensure that the transmissions from radio stations do not provide information likely to be of use to the enemy (see also Chapter XIII — Censorship).
 - (c) To ensure maximum efficiency in the use of the radio spectrum in the interests of defence and civil welfare.

The types of control other than direct control by the Defence Services which may be applied to such radio services include:—

- (a) Operation control, such as:—
 - (i) total or partial restriction;
 - (ii) policing and monitoring.
- (b) Equipment control, such as:—
 - (i) dismantling or destruction;
 - (ii) transfer from radio to line communication;
 - (iii) re-allocation of frequency;
 - (iv) transfer to another location;
 - (v) synchronisation of radio frequencies.

2. In time of war the Departments of the Navy, Army and Air will control radio stations operated by their respective services. The Department of the Navy will also control radio (including radar) in merchant ships in Australian waters, coastal radio stations, marine navigational radio aids, radio stations at lighthouses and all harbour radio services to or from ships or any floating craft, although such services as are permitted to continue will be operated and administered by the Departments, authorities and licencees responsible in peace. The Department of Air will control and operate all radio stations and services operated in peace by the Meteorological Branch of the Department of the Interior. The Department of Civil Aviation, the Overseas Telecommunications Commission (Australia) and the Australian Broadcasting Control Board will continue to control radio stations and services for which they are responsible in peace, with the exception, in the case of the Overseas Telecommunications Commission (Australia), of coastal radio stations which will be controlled by the Department of the Navy. All other civil radio stations and services will be controlled by the Postmaster-General's Department, although such services as are permitted to remain in operation in wartime will continue to be operated and administered by the Departments, authorities and licencees responsible in peace, and, where the control of radio services in External Territories is involved, the Postmaster-General's Department will act in collaboration with the Department of Territories. Detailed plans will be prepared in peace by the Postmaster-General's Department, Overseas Telecommunications Commission, and the Australian Broadcasting Control Board in collaboration with the Department of Defence and in consultation with other Departments concerned, and by the Department of Civil Aviation in collaboration with the Department of Air, for the wartime control of civil radio stations and services with which they will be concerned. These plans will be kept under review.

3. All the above responsibilities for the control of radio stations and services will be subject to compliance with the over-riding directions issued in the interests of defence by the Minister and Department of Defence. Where matters of major policy affecting civil radio stations and services are involved the Minister for Defence will consult the Minister associated with the Department concerned before action is taken.

4. The Chief of the Air Staff as the overall Air Defence Commander will arrange for local Air Defence Commanders (or senior Air Force officers) to exercise, on behalf of the Department of Defence, the control of radio stations required to meet the immediate threat of enemy air action. Detailed plans for bringing such control into effect at short notice will be prepared by the Chief of the Air Staff in consultation with the Department of Defence and other Departments concerned.

5. In formulating policy in relation to civil radio stations or services the Joint Communications Committee will co-opt a representative of the Postmaster-General's Department, the Department of Civil Aviation, the Overseas Telecommunications Commission (Australia), or the Australian Broadcasting Control Board, as appropriate, to act as a member of the Committee when relevant matters are under discussion. Where more than one civil Department or authority is involved, the Department of Defence may refer the matter to the Australian Inter-Departmental Telecommunications Advisory Committee for investigation and recommendation.

6. Licences held by aliens for radio communication stations and Operators' Certificates of Proficiency, issued to aliens will be cancelled on the declaration of a state of emergency or at the outbreak of war. Re-issue of such licences and certificates will be subject to the consent of the Australian Security Intelligence Organisation to which the Postmaster-General's Department will supply a list giving details of stations and certificates affected.

7. Powers for the control of telecommunications and radio aids to navigation will be contained in National Security (General) Regulations, whilst restrictions on the possession or operation of radio transmitting or receiving equipment in regard to aliens will be set out in National Security (Aliens Control) Regulations. (See also Chapter VII, Section 4).

PART II — WAR STAGE
CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS

(A) GENERAL

PART I—PRECAUTIONARY STAGE

CHAPTER XIV—CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(A) GENERAL—(continued)

DEPARTMENT OF DEFENCE—

(i) Supply to the Postmaster-General's Department, the Department of Civil Aviation, the Overseas Telecommunications Commission (Australia), the Australian Broadcasting Control Board, the Departments of the Interior and Shipping and Transport, a list of civil radio stations the responsibility for the operation of which will be assumed by the Service Departments.

(ii) Request the Postmaster-General's Department, the Department of Civil Aviation, the Overseas Telecommunications Commission (Australia) and the Australian Broadcasting Control Board.

(a) to carry out the detailed plans prepared by them in collaboration with the Department of Defence, or in the case of the Department of Civil Aviation, with the Department of Air, for the wartime control of radio stations and services for which they are responsible.

(b) to appoint an officer for liaison with the Department of Defence and to serve as a co-opted member of the Joint Communications Committee as required.

POSTMASTER-GENERAL'S DEPARTMENT, DEPARTMENT OF CIVIL AVIATION, OVERSEAS TELECOMMUNICATIONS COMMISSION (AUSTRALIA), AUSTRALIAN BROADCASTING CONTROL BOARD—

(i) Put into effect detailed plans for the control of radio stations and services as requested by the Department of Defence.

(ii) Appoint liaison officers as requested by the Department of Defence.

(B) SHIPPING AND MARINE NAVIGATION RADIO SERVICES

In war, radio (including radar) in merchant ships, coastal radio stations and marine radio navigational aids in Australia and its External Territories will be controlled by the Department of the Navy. Subject to such control these services will be administered and operated by the authorities and licences responsible for them in peace. The Postmaster-General's Department, the Department of Shipping and Transport and the Department of Customs and Excise will co-operate with the Department of the Navy in the enforcement of orders issued by the Department of the Navy for the control of radio in merchant ships.

2. Control of radio apparatus in British vessels registered in the United Kingdom of Great Britain and Northern Ireland rests primarily with the General Post Office in London under the terms of the licence issued by that authority. Radio licences are issued by the Postmaster-General's Department to Australian merchant ships and the necessary powers to control radio in these ships will be contained in National Security (General) Regulations.

3. In cases of infringement of orders by British Commonwealth Merchant Ships, the Department of the Navy will initiate the necessary action. In cases of infringement by foreign merchant ships, the Department of the Navy will inform the Admiralty for the information of the Foreign Office.

(a) Merchant Shipping

(i) Merchant Ships in Ports and Harbours of Australia and its External Territories.

DEPARTMENT OF THE NAVY—

(i) Cause the necessary warning regarding the control of radio to be served on the Master of every merchant ship in the ports and harbours of Australia and its External Territories and on each ship subsequently entering the ports and harbours.

(ii) Inform the Departments of Defence, Customs and Excise, Postmaster-General's, Shipping and Transport and Territories of the action taken.

DEPARTMENTS OF SHIPPING AND TRANSPORT, CUSTOMS AND EXCISE, TERRITORIES, AND POSTMASTER-GENERAL'S DEPARTMENT—

Co-operate with the Department of the Navy in the enforcement of orders issued by that Department for the control of radio in merchant ships.

Customs instructions to Collectors provide that, on receipt of a telegram from the Central Administration, the radio offices and/or all radio equipment of every merchant ship (excluding vessels engaged solely in intra-State trade) in or entering a port or harbour in Australia or its External Territories, are to be sealed by Customs Officers, except when this is done by the Examination Service Authorities. Until the vessel's departure, the seals shall not be broken, except for maintenance purposes or any other purposes specifically authorised by the Department of the Navy.

PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(A) GENERAL—(continued)

Action as in Part I, if not already taken.

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(B) SHIPPING AND MARINE NAVIGATION RADIO SERVICES

(a) *Merchant Shipping*

(i) Merchant Ships in Ports and Harbours of Australia and its External Territories.

Action as in Part I, if not already taken.

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PART I—PRECAUTIONARY STAGE

CHAPTER XIV—CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken • by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(B) SHIPPING AND MARINE NAVIGATION RADIO SERVICES—(continued)

(a) *Merchant Shipping*—(continued)DEPARTMENTS OF CUSTOMS
AND EXCISE AND
TERRITORIES—

Take action as specified in the Detention Service Instructions for the sealing of radio offices and/or all radio equipment of ships in ports and harbours of Australia and its External Territories, and inform the Department of the Navy of the action taken.

The use of radio by all merchant ships will be prohibited in the harbours of Australia and its External Territories. The Police or the Armed Forces will, when necessary, assist in enforcing compliance. In the event of the seals being improperly removed the Customs Officials will refix them and report the matter to the Controller-General of Customs, so that the Department of the Navy may be informed.

(ii) Merchant Ships in Australian Waters.

DEPARTMENT OF THE NAVY—

(i) When necessary initiate pre-arranged action regarding control of radio in merchant ships in Australian waters.

(ii) Inform Departments of Defence, Customs and Excise, Postmaster-General's, Shipping and Transport and Territories that the control of radio in merchant ships is in force.

(iii) Cause the necessary notices to be issued to the general public.

DEPARTMENTS OF SHIPPING
AND TRANSPORT,
POSTMASTER-GENERAL'S,
CUSTOMS AND EXCISE, AND
TERRITORIES—

Co-operate with the Department of the Navy in the control of radio in merchant ships in Australian waters.

PRIME MINISTER'S
DEPARTMENT—

Forward copies of the "Control of Mercantile Movements" telegram to the Departments of the Navy, Shipping and Transport, Postmaster-General's, Customs and Excise and Defence.

When the Admiralty has assumed control of the British Mercantile Marine (see Appendix "B" Control of Mercantile Movements telegram), all radio in British ships will be controlled wherever they may be.

The Department of the Navy will exercise radio control, on behalf of the Admiralty of British ships in Australian waters.

Similar control of radio in merchant ships on the Australian register or chartered in Australia will be exercised by the Department of the Navy.

Control of radio in foreign ships will follow closely the form of control of foreign ships adopted by the Admiralty. The minimum control will be the restriction on the use of radio to prevent interference with Australian communications.

(iii) Enemy Merchant Ships

DEPARTMENT OF THE NAVY—

If necessary request the Department of Customs and Excise to arrange for the locking and sealing of radio offices and/or all radio equipment in prospective enemy merchant ships.

DEPARTMENT OF
CUSTOMS AND EXCISE—

Conform with request from the Department of the Navy.

PART II — WAR STAGE
CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(B) SHIPPING AND MARINE NAVIGATION RADIO SERVICES—(continued)

(a) *Merchant Shipping*—(continued)

<p>Action as in Part I, if not already taken.</p>	<p style="text-align: center;">(ii) Merchant Ships in Australian Waters.</p>	
<p>DEPARTMENT OF CUSTOMS AND EXCISE—</p> <p>Take action in regard to locking and sealing of radio offices and/or all radio equipment of enemy merchant ships and arrange for inspection of the apparatus by the Postmaster-General's Department (See Column (3)).</p>	<p style="text-align: center;">(iii) Enemy Merchant Ships</p> <p>POSTMASTER-GENERAL'S DEPARTMENT—</p> <p>Assist the Departments of Customs and Excise, as required.</p> <p>PRIME MINISTER'S DEPARTMENT—</p> <p>On receipt of the "Wireless in Enemy Ships and Aircraft" Telegram from the Commonwealth Relations Office forward copies of the telegram to the following Departments:— Defence, Navy, Army, Air, Civil Aviation, Customs and Excise, Supply, Postmaster-General's, External Affairs, Territories and Attorney-General's.</p>	<p>The instructions regarding the Detention Service in time of war, issued by the Department of Customs and Excise provide for the locking and sealing of radio offices and/or all radio equipment of enemy merchant ships, and for arrangements to be made with the Postmaster-General's Department for the inspection of the apparatus with a view to its subsequent use (unless the ship is covered by Days of Grace).</p>

PART I—PRECAUTIONARY STAGE

CHAPTER XIV—CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(B) SHIPPING AND MARINE NAVIGATION RADIO SERVICES—(continued)

(b) *Commonwealth Lighthouse Service (including Radio Beacons) and Harbour Services*

DEPARTMENT OF THE NAVY—

- (i) When considered necessary—
- (a) issue a navigational warning to shipping, via coastal radio stations, that certain marine radio aids to navigation and radio facilities may be discontinued without further notice;
- (b) request the Department of Shipping and Transport to put into effect pre-arranged plans for the control of radio transmissions from services administered by that Department, and for the control of Harbour radio services in conjunction with State Harbour Authorities and the Postmaster-General's Department.
- (ii) Notify the Department of Defence and the Postmaster-General's Department of the action taken.
- (iii) Issue to the Department of Shipping and Transport and the Postmaster-General's Department a list of marine radio aids to navigation and radio facilities which are potentially dangerous from the defence aspect and which may, therefore, be closed down from time to time without notice.

DEPARTMENT OF SHIPPING AND TRANSPORT—

Put into effect pre-arranged plans as requested by the Department of the Navy.

POSTMASTER-GENERAL'S DEPARTMENT—

Collaborate with the Department of Shipping and Transport, particularly in relation to private services.

As from the proclamation of the Precautionary Stage the Department of the Navy will assume control of all radio services operated by the Commonwealth Lighthouse Service in the Marine Branch of the Department of Shipping and Transport and all harbour radio services to or from ships or any floating craft. Detailed plans for the control of such services will be prepared in peace by the Department of Shipping and Transport in collaboration with the Department of the Navy and the Postmaster-General's Department.

(c) *Coastal Radio Stations*

DEPARTMENT OF THE NAVY—

- (i) Request the Overseas Telecommunications Commission to put into effect pre-arranged plans for the control of coastal radio stations.
- (ii) Request the Postmaster-General's Department to put into effect pre-arranged plans for the control of private coastal radio stations.
- (iii) Issue to the Department of Shipping and Transport a list of coastal radio stations showing the wartime function under Navy control.
- (iv) Notify the Department of Defence of the action taken.

DEPARTMENTS OF CIVIL AVIATION, POSTMASTER-GENERAL'S AND THE OVERSEAS TELECOMMUNICATIONS COMMISSION—

Put into effect pre-arranged plans for the control of coastal radio services as requested by the Department of the Navy.

As from the proclamation of the Precautionary Stage, the Department of the Navy will assume control of all coastal radio stations operated by the Overseas Telecommunications Commission (Australia) and by the Department of Civil Aviation for the Overseas Telecommunications Commission (Australia). Certain coastal radio stations operated in Australia and its Territories by private bodies will, by virtue of their licences, come under the control of the Postmaster-General's Department, but the decision as to whether these stations will remain open will rest with the Department of the Navy.

PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(B) SHIPPING AND MARINE NAVIGATION RADIO SERVICES—(continued)

(b) Commonwealth Lighthouse Service (including Radio Beacons) and Harbour Services

Action as in Part I, if not already taken.

(c) Coastal Radio Stations

Action as in Part I, if not already taken.

PART I—PRECAUTIONARY STAGE

CHAPTER XIV—CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(C) AERONAUTICAL RADIO SERVICES (EXCLUDING FLYING DOCTOR SERVICES)

(a) *General*

The general control of all civil aeronautical radio services, including radio in civil aircraft (but excluding Flying Doctor and similar Services which will be controlled by the Postmaster-General's Department) in war, will be administered by the Department of Civil Aviation in close co-operation with the Department of Air.

DEPARTMENT OF CIVIL AVIATION—

In accordance with detailed plans, cause the necessary notices in regard to control of radio in civil aircraft and other aeronautical radio services to be issued to the owners and operators of civil aircraft in Australia and its External Territories and advise civil aircraft as necessary.

POSTMASTER-GENERAL'S DEPARTMENT, OVERSEAS TELECOMMUNICATIONS COMMISSION (AUSTRALIA)—

- (i) Issue the necessary notices regarding the suspension of the public telegram service with civil aircraft.
- (ii) Suspend public telegrams to and from civil aircraft.

The service conducted by the Overseas Telecommunications Commission (Australia) for the transmission and reception of public telegrams to and from civil aircraft will be suspended in the Precautionary and War Stages.

(b) *Civil Aircraft*

DEPARTMENT OF AIR—

(i) Supply radio identification equipment to the Department of Civil Aviation and request the fitting of civil aircraft as necessary.

(ii) Advise the Departments of the Navy, Defence and the Postmaster-General's Department of the action taken.

DEPARTMENT OF CIVIL AVIATION—

(i) Arrange for the installation of radio identification equipment in civil aircraft as requested by the Department of Air.

(ii) Keep the Departments of the Navy, Defence and Air and the Postmaster-General's Department informed as to the completion of these installations.

(c) *Civil Aeronautical Ground Radio Services*

DEPARTMENT OF DEFENCE—

(i) Issue to Departments of Air, Navy, Civil Aviation and the Postmaster-General's Department a list of radio aids to air navigation and aeronautical radio facilities which are potentially dangerous from the defence aspect and which may therefore be closed down from time to time.

(ii) Issue instructions to the Department of Civil Aviation regarding the closing down of such radio aids and facilities when necessary in the interests of defence.

DEPARTMENT OF CIVIL AVIATION—

(i) Issue warnings to owners and operators of civil aircraft in Australia and its External Territories that certain radio aids to air navigation and certain aeronautical radio facilities may be discontinued without further notice.

(ii) Comply with the instructions received from the Department of Defence.

PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(C) AERONAUTICAL RADIO SERVICES (EXCLUDING FLYING DOCTOR SERVICES)

(a) General

Action as in Part I, if not already taken.		
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(b) Civil Aircraft

Action as in Part I, if not already taken.	DEPARTMENT OF CIVIL AVIATION—	The measures involved in the treatment of radio and radar apparatus in enemy aircraft will include—
DEPARTMENT OF AIR—	Co-operate with the Department of Air in relevant matters.	(a) Disconnecting and removing batteries, securing aircraft entrances and instructing guards to see that unauthorised persons do not enter; or
(i) Arrange as necessary for the immobilising or for the partial or complete dismantling of the radio and radar apparatus in enemy civil aircraft and for the sealing of such aircraft.	PRIME MINISTER'S DEPARTMENT—	(b) Dismantling as determined by the Department of Air.
(ii) Inform the Prime Minister's Department of the action taken and request that Department to inform the Commonwealth Relations Office.	(i) On receipt of the "Wireless in Enemy Ships and Aircraft" telegram from the Commonwealth Relations Office forward copies of the telegram to the following Departments:— Defence, Air, Army, Navy, Civil Aviation, Customs and Excise, Supply, Postmaster-General's, Attorney-General's, External Affairs, Territories.	The "Wireless in Enemy Ships and Aircraft Telegram" gives advice of action taken in the United Kingdom (see Appendix "B").
	(ii) Inform the Commonwealth Relations Office as requested by the Department of Air.	

(c) Civil Aeronautical Ground Radio Services

Action as in Part I, if not already taken.		
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PART I — PRECAUTIONARY STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(D) METEOROLOGICAL RADIO SERVICES

In time of war the Meteorological Branch of the Department of the Interior will be incorporated in the Department of Air. The Meteorological Branch will thus become a directorate of the Department of Air, and that Department will therefore be responsible for the administration, operation and control of all the radio services of the Meteorological Branch.

DEPARTMENT OF AIR—

When Cabinet approval is obtained for the taking over by the Department of Air of the Meteorological Branch of the Department of the Interior (see Chapter V, Section 13)—

(i) Take over the administration, operation and control of the radio services of the Meteorological Branch.

(ii) Inform the Departments of Defence, Interior, Postmaster-General's Department, and Department of Civil Aviation of the action taken.

DEPARTMENT OF THE INTERIOR—

Transfer administrative operation and control of all radio services of the Meteorological Branch to the Department of Air, when Cabinet approval has been obtained.

The radio services of the Meteorological Branch of the Department of the Interior include radio sonde, fixed and mobile equipment, radio wind finding equipment and certain radio communications facilities in the New Hebrides. In general, it will be necessary for such services to continue to operate.

The majority of civil telecommunications facilities made use of by the Meteorological Branch for the transmission of meteorological reports is provided by the Postmaster-General's Department, the Department of Civil Aviation, the Overseas Telecommunications Commission (Australia), the Australian Inland Mission and the administration of New Guinea and Papua. The transmission of all meteorological information and also the broadcasting of such information by radio broadcasting stations, will become subject to censorship restrictions on the institution of censorship. (See Chapter XIII).

(E) OVERSEAS TELECOMMUNICATIONS (OTHER THAN COASTAL RADIO STATIONS AND CIVIL AVIATION OVERSEAS RADIO SERVICES)

The radio services operated by the Overseas Telecommunications Commission (Australia) comprise overseas telephone, telegraph and facsimile facilities (including services to certain islands in the Pacific Ocean), and coastal radio stations. Suspension of telegraph, telephone and facsimile communications with enemy countries and suspension of overseas telephonic communications with British Commonwealth, Allied and Neutral countries is provided for in Section 2. Control of coastal radio stations by the Department of the Navy is provided for in Section 1(B). The Postmaster-General's Department provides and operates the terminal equipment for connecting all overseas telephone channels to the Commonwealth telephone network.

DEPARTMENT OF DEFENCE—

(i) Request the Overseas Telecommunications Commission (Australia) to make available such radio channels as may be required from time to time by the Services.

(ii) Issue instructions to the Overseas Telecommunications Commission (Australia) regarding the closing down of any radio stations when necessary in the interests of defence.

(iii) Inform the Postmaster-General's Department of the action taken.

OVERSEAS TELECOMMUNICATIONS COMMISSION AND POSTMASTER-GENERAL'S DEPARTMENT—

Co-operate in carrying out instructions received from the Department of Defence.

Overseas telephone, telegraph and facsimile services will, in general, be permitted to continue during the Precautionary Stage but may be subject to censorship. (See Chapter XIII).

PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(D) METEOROLOGICAL RADIO SERVICES

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(E) OVERSEAS TELECOMMUNICATIONS (OTHER THAN COASTAL RADIO STATIONS AND CIVIL AVIATION OVERSEAS RADIO SERVICES)

<p>DEPARTMENT OF DEFENCE—</p> <p>When necessary, request the Overseas Telecommunications Commission (Australia) and the Postmaster-General's Department to put into operation certain overseas telephone services for specific purposes at such times as may be determined.</p>		<p>Although the overseas telephone services will be suspended on the outbreak of war (see Section 2(A) Part II), they will be retained in readiness for emergency use under special conditions as determined by the Department of Defence. Overseas telegraph and facsimile services with British Commonwealth, Allied and neutral countries will, in general, be permitted to continue but will be subject to censorship (see Chapter XIII). Such services with enemy countries will be suspended from the outbreak of war (see Section 2(B), Part II).</p>
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PART I — PRECAUTIONARY STAGE**CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)**(F) BROADCASTING SERVICES (EXCLUDING EXPERIMENTAL TRANSMITTERS)**

The term "broadcasting service" under this heading implies all National and Commercial radio stations broadcasting sound, television or facsimile programmes. The Australian Broadcasting Control Board will, subject to the general provisions of Section 1(A) of this Chapter, control all National and Commercial broadcasting services in the medium, high and very high frequency bands within Australia and its Territories. This includes the International High Frequency Broadcasting Station, "Radio Australia".

<p>DEPARTMENT OF DEFENCE—</p> <p>(i) Issue to the Australian Broadcasting Control Board schedules of the hours during which broadcasting will be permitted for each station.</p> <p>(ii) Issue to the Australian Broadcasting Control Board instructions regarding the closing down of any broadcasting stations when necessary in the interests of defence.</p>	<p>AUSTRALIAN BROADCASTING CONTROL BOARD AND POSTMASTER-GENERAL'S DEPARTMENT—</p> <p>Co-operate in carrying out instructions received from the Department of Defence.</p>	<p>In general, all National and Commercial broadcasting stations will be permitted to continue in operation but may be restricted to certain operating hours as determined by the Department of Defence and will be subject to censorship. (See Chapter XIII).</p> <p>From time to time, it may be necessary in the interests of defence to close down certain radio broadcasting stations.</p>
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(G) AMATEUR AND EXPERIMENTAL RADIO SERVICES

On the adoption of the Precautionary Stage, controls or restrictions will be imposed on all radio services operated in connection with amateur and other experimental work within Australia and its External Territories. The operation of these controls will be the responsibility of the Postmaster-General's Department subject to the general provisions of Section 1 (A) of this Chapter.

(a) Amateur Radio Services

<p>POSTMASTER-GENERAL'S DEPARTMENT—</p> <p>(i) Suspend all licences issued to amateur radio operators to operate radio transmitting stations.</p> <p>(ii) Notify licencees concerned of the suspension effected.</p> <p>(iii) Make arrangements with the licencees for the dismantling of their stations and arrange for the custody of essential components for the duration of hostilities.</p> <p>(iv) Inform the Director-General of Security of action taken regarding the dismantling of amateur radio stations and the storing of essential components.</p>		<p>On the adoption of the Precautionary Stage all amateur radio transmitting licences will be cancelled, and arrangements will be made by the Postmaster-General's Department for the dismantling of the station operated under those licences.</p>
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(b) Other Experimental Radio Services

<p>DEPARTMENT OF DEFENCE—</p> <p>Issue requests to the Postmaster-General's Department regarding the controls or restrictions to be placed upon radio services operated by private bodies or government instrumentalities engaged upon experimental work of national importance.</p> <p>POSTMASTER-GENERAL'S DEPARTMENT</p> <p>Comply with the requests of the Department of Defence regarding the controls or restrictions to be placed upon radio services operated by private bodies or government instrumentalities engaged upon experimental work of national importance.</p>		<p>Radio services operated by private bodies or government instrumentalities engaged upon experimental work of national importance will, in general, be allowed to continue, subject to such controls or restrictions as may be imposed. The application of such controls will be the responsibility of the Postmaster-General's Department, subject to the general provisions of Section A of this Chapter, and will apply to Universities and Technical Schools, radio manufacturers, and the experimental work of the Postmaster-General's Department and the Commonwealth Scientific and Industrial Research Organisation.</p>
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PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(F) BROADCASTING SERVICES (EXCLUDING EXPERIMENTAL TRANSMITTERS)

Action as in Part I, if not already taken.		
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(G) AMATEUR AND EXPERIMENTAL RADIO SERVICES

Action as in Part I, if not already taken.	<i>(a) Amateur Radio Services</i>	
Action as in Part I, if not already taken.	<i>(b) Other Experimental Radio Services</i>	

PART I—PRECAUTIONARY STAGE**CHAPTER XIV—CONTROL OF TELECOMMUNICATIONS—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)**(H) POSTMASTER-GENERAL'S DEPARTMENT RADIO STATIONS AND SERVICES (EXCLUDING BROADCASTING AND EXPERIMENTAL SERVICES)**

Radio services operated by the Postmaster-General's Department (excluding broadcasting and experimental stations), comprise fixed trunk services, auxiliary services (for emergency use in certain areas), mobile subscriber services, fixed subscriber services and special services such as standard frequency transmitters and frequency monitoring stations. Control of the National Broadcasting Stations and of the International High Frequency Broadcasting Station operated by the Postmaster-General's Department is provided for in Section 1(F). Control of experimental services of the Department is provided for in Section 1(G).

DEPARTMENT OF DEFENCE—

(i) Issue to the Postmaster-General's Department a list of fixed and mobile subscriber services which will be allowed to continue.

(ii) Issue requests to the Postmaster-General's Department regarding the closing down or restriction of any radio services of that Department when necessary in the interests of defence.

POSTMASTER-GENERAL'S DEPARTMENT—

(i) In the case of those mobile subscriber services which are to be suspended, cancel licences and notify licencees as required.

(ii) Arrange for the removal and custody of fixed and mobile subscriber radio telephone equipment from installations affected by suspension orders.

(iii) Comply with requests from the Department of Defence regarding the closing down or restriction of any of the Postmaster-General's Department radio services when necessary in the interests of defence.

The Department of Defence will be responsible for determining which of the fixed and mobile subscriber services provided by the Postmaster-General's Department will be allowed to continue.

In general, the other classes of radio stations and services of the Postmaster-General's Department will be allowed to continue. All Postmaster-General's Department radio stations and services will be subject to such control or restrictions as may be imposed, the application of which will be the responsibility of the Postmaster-General's Department subject to the general provisions of Section 1(A) of this Chapter.

(I) RADIO SERVICES OF OTHER COMMONWEALTH DEPARTMENTS, TERRITORIAL ADMINISTRATIONS, STATE GOVERNMENTS (EXCLUDING HARBOURS AUTHORITIES) AND PRIVATE AND COMMERCIAL BODIES

In addition to the radio services operated by the Marine Branch of the Department of Shipping and Transport, Department of Civil Aviation, the Meteorological Branch of the Department of the Interior, the Overseas Telecommunications Commission and the Postmaster-General's Department, the control of which is dealt with earlier in this Section, and those operated by the Departments of Navy, Army and Air, radio services are also operated by certain other Commonwealth Departments and Territorial Administrations, by State Governments and by commercial private bodies. In war the Postmaster-General's Department will issue instructions to the licencees of such radio services, excluding those associated with harbours services (see Section 1(B) (b) of this Chapter), for the control measures necessary in the interest of defence, and all instructions relating to these services from the Department of Defence will normally be channelled through the Postmaster-General's Department.

DEPARTMENT OF DEFENCE—

(i) Issue to the Postmaster-General's Department a list of these radio services which will be allowed to continue and those to be suspended.

(ii) Issue requests to the Postmaster-General's Department regarding the closing down or restriction of any of these radio services when necessary in the interests of defence.

DEPARTMENTS OF SUPPLY, NATIONAL DEVELOPMENT, INTERIOR, EXTERNAL AFFAIRS AND TERRITORIES—

Comply with instructions received from the Postmaster-General's Department for the application of control measures.

STATE GOVERNMENTS will cooperate with the Postmaster-General's Department in the application of control measures.

The Postmaster-General's Department will be responsible for the application of such controls or restrictions as may be imposed on these services.

In general, radio services operated by other Commonwealth Departments, by Territorial Administrations, by State Police and Forestry Departments and by Ambulance and Fire Brigades will be allowed to continue, as will the Outpost Radio Communications Services (including the Flying Doctor Service).

PART I — PRECAUTIONARY STAGE**CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)**(I) RADIO SERVICES OF OTHER COMMONWEALTH DEPARTMENTS,
TERRITORIAL ADMINISTRATIONS, STATE GOVERNMENTS (EXCLUDING
HARBOURS AUTHORITIES) AND PRIVATE AND COMMERCIAL BODIES—(continued)****POSTMASTER-GENERAL'S
DEPARTMENT—**

(i) In the case of services which are to be suspended, cancel licences and notify licencees as required.

(ii) Arrange for the dismantling and custody of essential components of radio stations affected by suspension orders.

(iii) Arrange, with the Departments and authorities concerned, for the application of control measures as requested by the Department of Defence.

(iv) Inform the Director-General of Security of action taken in connection with (ii) above.

Radio services operated by other public departments, local government authorities, private and commercial bodies not covered in the preceding sections of this Chapter may be suspended, and the Department of Defence will be responsible for determining which services will be allowed to continue. From time to time it may be necessary in the interests of defence to close down or restrict certain of these services. Requests for such action will be issued to the Postmaster-General's Department by the Department of Defence.

**(J) MEASURES AGAINST ILLEGAL RADIO TRANSMISSION AND
INTERFERENCE WITH RADIO RECEPTION****DEPARTMENT OF DEFENCE—**

Request the Postmaster-General's Department to put into force the pre-arranged scheme for the detection and prevention of illegal radio transmission and interference with radio and radar reception.

The legal authority for the prosecution and prohibition measures involved will be contained in the National Security (General) Regulations.

**POSTMASTER-GENERAL'S
DEPARTMENT—**

(i) Comply with the requests of the Department of Defence.

(ii) Undertake the detection and prevention of illegal radio transmission and interference with radio and radar reception.

(iii) In consultation with the Department of Defence arrange the prosecution, under the National Security (General) Regulations, of the owners and/or operators of electrical equipment who knowingly cause interference with radio and radar reception.

(iv) Prohibit the illegal use, sale, acquisition or possession of radio transmitting equipment.

(v) Inform the Director-General of Security of action taken in connection with (ii) (iii) and (iv) above.

PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. CONTROL OF RADIO STATIONS—(continued)

(I) RADIO SERVICES OF OTHER COMMONWEALTH DEPARTMENTS,
TERRITORIAL ADMINISTRATIONS, STATE GOVERNMENTS (EXCLUDING
HARBOURS AUTHORITIES) AND PRIVATE AND COMMERCIAL BODIES—(continued)

(J) MEASURES AGAINST ILLEGAL RADIO TRANSMISSION AND
INTERFERENCE WITH RADIO RECEPTION

Action as in Part I, if not already
taken.

PART I — PRECAUTIONARY STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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2. SUSPENSION OF CERTAIN TELECOMMUNICATIONS

(A) WITH ENEMY COUNTRIES

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(B) WITH BRITISH COMMONWEALTH, ALLIED AND NEUTRAL COUNTRIES

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PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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2. SUSPENSION OF CERTAIN TELECOMMUNICATIONS

(A) WITH ENEMY COUNTRIES

POSTMASTER-GENERAL'S DEPARTMENT AND THE OVERSEAS TELECOMMUNICATIONS COMMISSION in conjunction—

- (i) Stop public telegraph, telephone and facsimile communications with the enemy country or countries and countries occupied by the enemy.
- (ii) Issue advice to the general public, in pre-arranged form, of the action taken.
- (iii) Inform Department of External Affairs.

DEPARTMENT OF CIVIL AVIATION—

- (i) Stop radio telegraph and radio telephone communications with the enemy country or countries occupied by the enemy insofar as the responsibilities of the Department extend.
- (ii) Inform Australian, British and Foreign airline operators within the Commonwealth and its Territories of the action taken.

The measures referred to in Column (1) will be taken whether censorship has been imposed or not.

(B) WITH BRITISH COMMONWEALTH, ALLIED AND NEUTRAL COUNTRIES

POSTMASTER-GENERAL'S DEPARTMENT AND THE OVERSEAS TELECOMMUNICATIONS COMMISSION in conjunction—

- (i) Suspend all public overseas radio telephone facilities except for calls under conditions as authorised by the Department of Defence (see section 1(E), Part II, and also Chapter XIII, Section 4(A)—Censorship).
- (ii) Issue advice to the general public in pre-arranged form of the action taken.
- (iii) Upon the introduction of censorship take appropriate action to restrict overseas telegraphic and facsimile traffic (See Chapter XIII).
- (iv) Inform Department of External Affairs of the action taken.

DEPARTMENT OF CIVIL AVIATION—

- (i) Suspend overseas radio telephone communications insofar as the responsibilities of the Department extend.
- (ii) Upon the introduction of censorship, take appropriate action to restrict overseas telegraphic traffic (see Chapter XIII, Section 4(A)).
- (iii) Inform Australian, British and Foreign airline operators within the Commonwealth and its Territories of the action taken. (See Chapter XI).

VIA AIR MAIL

NOV 11 1954

UNITED STATES DEPARTMENT OF AGRICULTURE

WASHINGTON, D. C. 20250

OFFICE OF THE ASSISTANT SECRETARY

FOR TECHNICAL ASSISTANCE

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COMMONWEALTH WAR BOOK

CHAPTER XV

HIRINGS, EDUCATION IN THE SERVICES

**SUMMARY OF IMPORTANT ACTION
TO BE TAKEN BY GOVERNMENT DEPARTMENTS**

(Immediate measures to be initiated before the formal introduction of the
Precautionary Stage are shown in italics)

PART I — PRECAUTIONARY STAGE
CHAPTER XV — HIRINGS, EDUCATION IN THE SERVICES

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. HIRING OF LAND AND BUILDINGS

The hiring of land and buildings on behalf of all Commonwealth Departments in war will be the responsibility of the Department of the Interior.

2. A Hirings Commission will be established within the Department of the Interior to direct the procedure for hiring and to determine compensation. The Commission will consist of four members as follows:—

- The Chairman, who will be selected for high legal qualifications;
- The Deputy Chairman, who will be a representative of the Department of the Treasury;
- A representative of the Department of the Interior;
- A representative of the three Service Departments.

The Commission will delegate powers to deputies in such areas as the Minister for the Interior by order specifies. In each such area will be appointed a Local Hirings Committee of which the Chairman of the Hirings Commission will be ex officio Chairman.

Each Committee will consist of the following members:—

- A Deputy Commissioner, who shall be the representative of the Department of the Interior;
- A representative of the Department of the Treasury; and
- A representative of the three Service Departments.

3. There will also be set up Compensation Boards consisting of a Stipendiary Magistrate or a retired Stipendiary Magistrate as Chairman, a valuer and a chartered accountant, with power to determine compensation in cases where the owner of property is dissatisfied with the compensation determined by the Commission or its delegate.

4. The Hirings Commissioner will delegate limited powers relating to determination of periodical compensation, compensation for interference with rights, removal expenses and damage, to officers of the Services as necessary. Powers for possession will be delegated to appropriate officers of the three Services. The Department of Supply and other Departments as may be required. Under the powers so delegated the possession of private property for any immediate operational purpose may be undertaken by the Departments of Navy, Army or Air without reference to the Department of the Interior, which, however, will be later informed and will be responsible for all normal administrative procedures in regard to such occupation.

5. Should it be necessary for the Navy, Army or Air Force to take possession of land and buildings prior to the National Security Act being made, it will be carried out by the Service Department concerned under the powers conferred by the Defence Act 1903-1953. After the making of the necessary regulations under the National Security Act the Service Departments concerned will request the Hirings Commission, through the Department of the Interior to bring any property so taken possession of under the scope of the National Security (Hirings Administration) Regulations.

**DEPARTMENTS OF NAVY,
ARMY AND AIR—**

(i) Take possession (under the powers conferred by the Defence Act 1903-1949) of land and buildings required for the implementation of measures approved prior to the Precautionary Stage.

(ii) Inform the Department of the Interior of the land and buildings taken possession of and request that Department to arrange for the Hirings Commission to bring them under the scope of the National Security (Hirings Administration) Regulations when made.

**DEPARTMENT OF THE
INTERIOR—**

Upon the National Security Act and the National Security (General) Regulations being made—

(i) Arrange for the Hirings Commission to bring land and buildings taken possession of by Service Departments within the scope of the National Security (Hirings Administration) Regulations when made.

(ii) Request the Prime Minister's Department to submit to the Governor-General in Council the National Security (Hirings Administration) Regulations and to arrange for their gazettal upon their being made.

(iii) Arrange for the appointment of the Hirings Commission and for the appointment of Local Hirings Committees and Compensation Boards.

(iv) Arrange through the Hirings Commission for the hiring of land and property as requested by Commonwealth Departments.

(v) Advise all Departments of the creation of the Hirings Commission, Local Hirings Committees and Compensation Boards.

ALL DEPARTMENTS—

Review their requirements for land and buildings and inform the Department of the Interior of any changes in the lists of requirements previously lodged with that Department.

**DEPARTMENTS OF THE NAVY,
ARMY, AIR AND DEFENCE
PRODUCTION—**

Submit to the Hirings Commission requests for the delegation of powers in respect of hirings to selected officers.

**PRIME MINISTER'S
DEPARTMENT—**

(i) Arrange for the making and gazettal of the National Security (Hirings Administration) Regulations in accordance with the request from the Department of the Interior.

(ii) Advise the Premiers of State Governments of the establishment of the Hirings Commission, Local Hirings Committees and Compensation Boards.

ALL DEPARTMENTS will in peace lodge their wartime requirements for the requisitioning of land and buildings with the Department of the Interior, including their requirements prior to the Precautionary Stage. The authority for the hiring of land and buildings will be given by the National Security (General) and National Security (Hirings and Administration) Regulations. A draft of the latter will be prepared by the Department of the Interior and held for use in an emergency.

PART II — WAR STAGE
CHAPTER XV — HIRINGS, EDUCATION IN THE SERVICES

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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1. HIRING OF LAND AND BUILDINGS

Action as in Part I if not already
taken.

PART I — PRECAUTIONARY STAGE

CHAPTER XV — HIRINGS, EDUCATION IN THE SERVICES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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2. EDUCATION IN THE SERVICES

PART II — WAR STAGE

CHAPTER XV — HIRINGS, EDUCATION IN THE SERVICES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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2. EDUCATION IN THE SERVICES

A. *Advice on Educational Matters*

As part of its normal functions, the Office of Education, in war as in peace, will be the Commonwealth advisory body on matters relating to education. On the outbreak of war, the Office will continue to maintain close liaison with the States on matters relating to education and will arrange consultation between Commonwealth authorities concerned with educational matters.

In order to assist the Services and to co-ordinate educational schemes during the war, a Services Education Advisory Council will be called together under the Chairmanship of the Director, Commonwealth Office of Education.

B. *The Preparation, Provision and Distribution of Publications and Material for Adult Education Schemes*

Corresponding with the expansion of the armed forces, steps will be taken by the Office of Education to expand the range of, and to make available to the Services Education Sections, publications and material for Adult Education Schemes such as Current Affairs Bulletin, Discussion Posters, "Salt", "Newsletter", etc. This work will be carried out by the Office of Education in close collaboration with the Services Education Sections.

Arrangements will also be made by the Office of Education for distribution of book boxes and standard reference libraries to the Services, in accordance with Plans which are being prepared in consultation with the National Library and the Services Education Sections.

C. *Broadcasting, Facilities and Visual Aids to Education*

As the needs become apparent with the expansion and dispersal of the armed forces to their war stations broadcasting and visual aids in relation to the educational needs of the Services will be arranged by the Office of Education in consultation with the Australian Broadcasting Control Board, the Film Board, the Film Division of the Department of Interior and the Services Education Sections. Planning in relation to the fields and techniques of Broadcasting Services and the preparation of visual aids will be undertaken in peace by the Office of Education in consultation with the Services Education Sections and other authorities concerned.

Note.—The Department of Visual Aids of the University of Melbourne is assisted by the Department of Air and the resources of that Department will be available to the Air Force in wartime and through the Air Force to the other Services and the Office of Education.

D. *The Provision of Courses of Instruction*

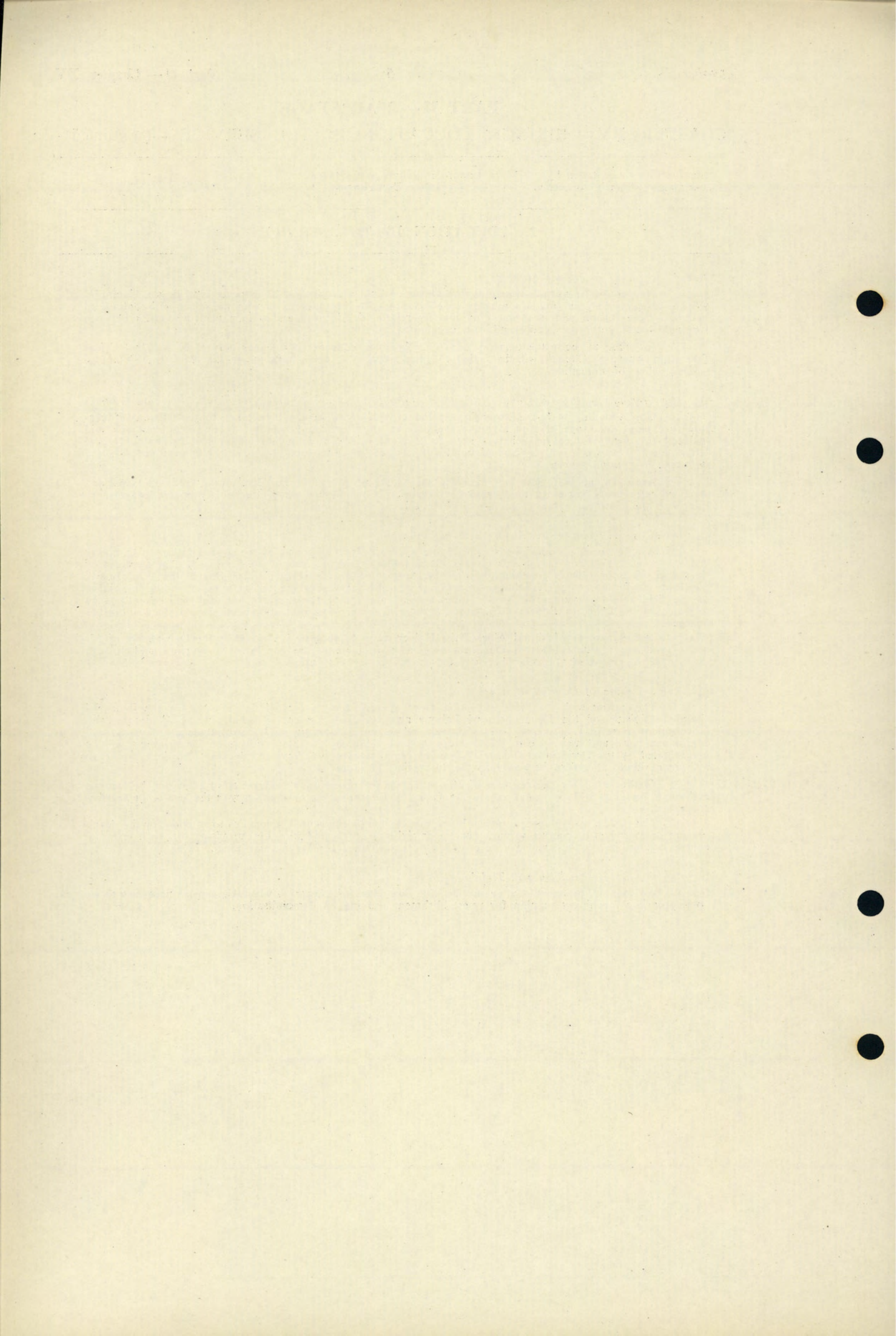
The liaison with the State Education Departments which is carried out in peace by the Industrial Training Division of the Department of Labour and National Service on behalf of the Commonwealth Government in respect of courses of vocational and technical training and correspondence courses, will continue in war, and assistance to the Services in these fields by the State Education Departments will be co-ordinated by the Division of Industrial Training. Applications by Service Education Sections for such assistance should therefore be made to the Industrial Training Division.

Civilian staff for the conduct of classes or for the provision of general adult education by lectures and other methods will be organised by the Office of Education in consultation with the Service or Services concerned.

The Office of Education will be responsible for liaison with Universities to provide for the development or extension of courses to meet Service or civilian needs and for the provision of such external courses as may be required and can be provided by Universities for Service personnel.

E. *Planning for Re-Establishment Training.*

As soon as practicable after mobilisation the Office of Education will take steps as necessary to set up appropriate machinery to plan for re-establishment training on demobilisation.



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COMMONWEALTH WAR BOOK

CHAPTER XVI

**MEASURES AFFECTING THE
CIVILIAN ECONOMY**

**SUMMARY OF IMPORTANT ACTION
TO BE TAKEN BY GOVERNMENT DEPARTMENTS**

CHAPTER XVI

MEASURES AFFECTING THE CIVILIAN ECONOMY

This Chapter contains summary statements of the measures that must be taken in each civilian field during the Precautionary Stage or earlier, as may be appropriate, or upon the outbreak of war, in order to ensure a prompt transition from peace to war.

ROUTINE MEASURES

Measures that should be taken by Departments and Authorities as a matter of normal routine are not referred to in this Chapter. These include such matters as the preparation and submission of works, supply and transport requirements, the issue of financial approvals by the Treasury for particular purposes, obtaining approvals for additional staff required to carry out wartime functions, and formal procedures for the issue of Regulations and Orders.

PREPARATION OF EMERGENCY LEGISLATION AND REGULATIONS

Each Department and Authority will arrange for the preparation, in collaboration with the Attorney-General's Department, of any draft legislation or regulations and orders under the National Security Act that are required to cover the functions for which it is responsible. The draft legislation and regulations will, as far as possible, be prepared in peacetime and will be held in readiness for war, and will be kept under review in the light of changing circumstances.

SECTION 1.—THE CONTROL OF COMMODITIES AND RESPONSIBILITY FOR INDUSTRIES

OBJECTIVES OF POLICY

The objective of wartime administration is maximum production of war materiel combined with maintenance of essential civilian production. At the commencement of a war only such controls will be imposed as are necessary to ensure uninterrupted production of war goods. Controls will be exercised primarily through the existing departmental structure. The more important industries will have nominated Departments to whom they can look for general guidance and help.

AUTHORITIES RESPONSIBLE FOR THE CONTROL OF COMMODITIES

Initially, Departments will be responsible for the control of commodities as shown in the Appendix to this Section, the Department of Supply being generally responsible for commodities not specifically allocated to other authorities, except those items which, by arrangement, are undertaken by the Department of Defence Production.

Authorities responsible for commodities will administer any necessary controls over the commodities and industries for which they are responsible, and will arrange for the rationalization of the production and distribution of commodities wherever this action is required to facilitate the transfer of resources to activities which are of direct importance to the war effort, while maintaining the essential needs of the civilian population. Wherever possible and appropriate the assistance of the State Governments will be sought in administration.

The Civilian Requirements Authority (see Section 8) will act as a claimant for civilian requirements of controlled commodities and, by mutual agreement with the Department exercising the control, will arrange distribution to the civilian population. It will not exercise controls in relation to production; but it will arrange for any necessary re-organization and regulation of distributive industries, not specifically allocated to other Departments.

RESPONSIBILITY FOR INDUSTRIES

The Departments which are responsible for the control of production of commodities will also be responsible for the general welfare of the industry concerned. Where an industry produces different commodities the Department having the major interest will be responsible for the industry.

The intention in making a Department responsible for an industry is that firms in each industrial and commodity field should have a Department to which they would look in the first instance for guidance and assistance, and which would take ultimate responsibility for their level of activity and well-being, representing the manpower, equipment and materials needs of the industries with which they are concerned to the appropriate authorities. It should be an object of policy to establish in peacetime relations of collaboration between Departments and the firms for whom they would accept responsibility in wartime. The firms should be made aware of the Department to whom they should turn, and the Department so far as possible should take firms into its confidence and consultation in shaping its plans for wartime. Departments preparing plans for wartime controls or assistance to an industry will act only after full consultation with other Departments which may have a direct interest in that commodity or industry in peacetime.

As outlined in the other sections of this Chapter, the Department of Primary Industry will be responsible for the pastoral and agricultural industries and for the production, processing and manufacture of all foodstuffs except sugar, which will be the responsibility of the Department of Trade. The Department of Works, through a Building Control Authority, will be responsible for the building and construction industry. The Civilian Requirements Authority will arrange for any necessary re-organisation and regulation of distributive industries not specifically allocated to other Departments. Transport services will be looked after by the Department of Shipping and Transport, and fuel and power by the Department of National Development.

Departments will develop plans as necessary for the reduction of non-essential production by the simplification or rationalization of the production and distribution of the commodities for which they are to be responsible.

In exercising their responsibilities, Departments will confer with other Departments and trade interests, using interdepartmental and industrial advisory committees in order to assist in the development of policy.

CHAPTER XVI—(continued)

SECTION 1.—APPENDIX

DEPARTMENT OF SUPPLY

Automotive and Motor Cycle Spare Parts
Brushware
Canvasware
Clothing and Textiles
Cordage and Cordage Fibres
Footwear
Leather (distribution)
Office Machines and Typewriters
Rubber
Tinplate
Utensils (Crockery, Cutlery, Holloware, Glass, Glassware, etc.)

DEPARTMENT OF DEFENCE PRODUCTION

Domestic Washing Machines (Production)
Agricultural Machinery and Spare Parts (Production)
Ball Bearings
Drums
Earth-moving Plant and Spare Parts (Production)
Electronic Equipment
Ferrous and Non-ferrous Metals
Chemicals
Forgings and Castings
Hand Tools
Internal Combustion Engines
Machine Tools, Tools and Gauges
Motor Vehicles (Production)
Refrigerators and Spare Parts

DEPARTMENT OF PRIMARY INDUSTRY

Agricultural Machinery and Spare Parts (Distribution)
Fertilizers and Agricultural Chemicals
Food (excluding sugar)
Hides and Leather (Production)
Jute and Flax
Rabbit Skins
Wool and Processed Wool

DEPARTMENT OF TRADE

Paper
Photographic Materials
Sugar

DEPARTMENT OF WORKS

Building Materials not elsewhere placed
Earth-moving Plant and Spare Parts (Distribution)

DEPARTMENT OF INTERIOR

Timber

DEPARTMENT OF SHIPPING AND TRANSPORT

Motor Vehicles (Distribution to Civilians)

DEPARTMENT OF NATIONAL DEVELOPMENT

Coal
Liquid Fuel

CHAPTER XVI—(continued)

SECTION 2.—MANPOWER

OBJECTIVES OF POLICY

The objective of wartime control of manpower is to achieve the best possible use during the war of men and women for the military and civilian war effort, as it may be defined from time to time by the Government.

AUTHORITY RESPONSIBLE

The Department of Labour and National Service will administer the control of manpower.

FUNCTIONS

The Department of Labour and National Service, immediately upon the outbreak of war, will undertake—

- (i) The administration of the call-up of citizen forces and reservists and for other forms of compulsory service, e.g., Labour Corps, Aliens, etc.
- (ii) The organization of a compulsory general registration of the Australian population and such special registrations as may be necessary in relation to scientific and technical people.
- (iii) The issue of a list of reserved occupations to serve, as an initial basis for governing recruitment to the Services of men and women, whether volunteers, or persons compulsorily called for (a) military service or (b) to other forms of compulsory or full time Service.
- (iv) The issue of a list of industries and undertakings which should be protected and recruitment from which should be specifically controlled in the early stages of a war.
- (v) The organization of arrangements for the control of engagements of labour.
- (vi) The organization of arrangements to deal with special groups of manpower, e.g., scientific and technical personnel, ancillary medical personnel (other than doctors), etc.
- (vii) The organization of arrangements, which will allow the service industries, e.g., banking, insurance, newspapers, etc., to function with the minimum of manpower.
- (viii) The organization of arrangements to deal with such adjustments in industrial relations policies in respect of, e.g., wages, hours, employment of women, etc., and in industrial relations machinery as may be required.
- (ix) The organization of arrangements to augment the supply of skilled people for industry and the Services, e.g., by dilution and training, and to provide such special industrial welfare services as may be required.

The Department of Labour and National Service will prepare detailed plans in peace covering these matters, and other matters comprehended by the wartime control of manpower and will submit them to Cabinet for approval as soon as a serious threat of war develops, and preferably before the actual outbreak of war.

Other plans covering wartime manpower control and allied matters will be developed as necessary in the light of the changing war situation.

ADMINISTRATIVE ORGANIZATION

The existing machinery of the Department will be adapted and, as necessary, extended for the exercise of these functions. Wherever possible and appropriate the assistance of State Governments will be sought in administration.

DEPARTMENTAL COLLABORATION

The Department of Labour and National Service, which will be primarily responsible for manpower control will maintain the closest relations with the Departments with a major interest in related fields and particularly with the Public Service Board, the Department of Defence, the Service Departments, the Departments of Defence Production, Supply, Primary Industry, Office of Education, and the Departments concerned with transport, communications, fuel and power and civilian requirements.

CHAPTER XVI—(continued)

SECTION 3.—FOOD AND AGRICULTURE

OBJECTIVES OF POLICY

The objectives of wartime control of food and agriculture will be to achieve at levels approved by the Government:—

- (1) The maintenance of adequate food supplies for the civilian population;
- (2) The supply of food and agricultural products for—
 - (a) the needs of Australian and Allied Services;
 - (b) the needs of civilian populations in the United Kingdom and Allied countries.

AUTHORITY RESPONSIBLE

The Department of Primary Industry will be responsible, in collaboration with State and with other Commonwealth authorities, and using the established machinery of the Australian Agricultural Council, for the achievement of these objectives, at the levels and in the directions approved by the Government.

FUNCTIONS

The Department of Primary Industry will control, to the extent that is necessary to achieve the objectives of policy, the production, distribution, storage, processing, procurement for the Services and export of all food and agricultural products, except sugar which will be controlled by the Department of Trade. It will be responsible for representations on any overseas Committee dealing wholly with food allocation, and also for advice on the importation of foodstuffs and agricultural products.

The Department of Primary Industry will exercise the following specific functions immediately upon the outbreak of war—

- (i) The planning and supervision of agricultural production programmes in conjunction with State Departments of Agriculture.
- (ii) Representation to the appropriate authorities of the manpower and materials requirements of rural and foodstuffs industries.
- (iii) Oversight of the processing and manufacture of foodstuffs, jute and flax.
- (iv) Organized marketing of agricultural and pastoral products as required.
- (v) Organizing any emergency stocks of foodstuffs that are necessary.
- (vi) Organizing the export of foodstuffs.
- (vii) The procurement of foodstuffs for Australian and Allied Forces.
- (viii) Introducing and maintaining standard specifications of foods which are suitable for use by the Services, and by civilians wherever appropriate.
- (ix) Ensuring the adequate supply of seed, fertilizers, agricultural aids and agricultural machinery.

The Department will prepare detailed plans in peace covering these matters, and will submit particular proposals to Cabinet for approval as necessary in the event of war.

ADMINISTRATIVE ORGANIZATION

The organization of the Department will be adapted and, as necessary, extended for the efficient exercise of these functions. Wherever possible and appropriate the assistance of State Governments will be sought in administration.

INTERDEPARTMENTAL COLLABORATION

These functions will be carried out in the closest collaboration with a number of Departments, and in particular with the Services, the Department of Supply, the Civilian Requirements Authority, and the Department of Labour and National Service.

CHAPTER XVI—(continued)

SECTION 4.—WORKS AND BUILDINGS

OBJECTIVES OF POLICY

The objectives of wartime control and co-ordination of works and buildings are to ensure that constructional activities are maintained at the level and in the directions approved by the Government, and that there is concentration upon the most urgent national tasks.

MACHINERY AND PROCEDURES FOR THE ACHIEVEMENT OF THESE OBJECTIVES

Decisions about the general level at which building and constructional activities should be maintained in war, and the directions in which there should be concentration of effort, will be made by the Government upon the advice of the War Resources Board. The Loan Council will continue to determine the level of loan programmes, and it will give consideration to the establishment of a Committee to determine works priorities, to the extent that this is necessary under wartime conditions.

The Department of Works will be responsible for the construction of Commonwealth works, and the control of building activity, as indicated below.

The responsibilities of Service and other Departments for the construction of works are also indicated below.

FUNCTIONS

The Department of Works will carry out the following functions upon the outbreak of war—

- (i) *Construction of Works*
 - (a) the Department will be responsible for the construction of all works* required by the Services and by other Commonwealth Government authorities in non-operational areas within Australia and its territories;
 - (b) the Department will arrange for the works to be carried out by Commonwealth employees, State authorities or private contractors as appropriate, using existing organization wherever possible;
 - (c) by arrangement with the Department of Works, Commonwealth Departments may carry out urgent works in non-operational areas. In operational areas, where it is practicable for works to be carried out mainly by civilians, responsibility will remain with the Department of Works. When the bulk of the work in operational areas is performed by Service personnel, the programme will be controlled by the Senior Service Commander;
 - (d) the Department will review, through suitable interdepartmental machinery, wartime standards and scales relating to such matters as living accommodation, messing and ablution, hospital facilities, Government factories and undertakings. (This review will be carried out as far as possible before war).
- (ii) *Control and Co-ordination of the Building and Construction Industry and Constructional Activities*
 - (a) subject to whatever decisions may be reached by Commonwealth and State Governments, the Department of Works will be responsible for the co-ordination of building and construction activities, both public and private, throughout Australia to the extent necessary under war conditions;
 - (b) the Department will administer such controls as may be necessary over building and housing and building materials not elsewhere placed, and earth-moving plant and equipment, but reliance to the maximum possible extent will be placed upon State authorities for the regional administration of controls;
 - (c) the Department will collaborate with the building industry and with works authorities in achieving such standards of building materials and processes and such rationalization of building industry organization and operation as are necessary in the interests of the war effort;
 - (d) any machinery for determining priorities which may be established will be attached to the Department of Works;
 - (e) the Department will represent to the appropriate authorities the manpower, materials and equipment needs of the building and construction industry.

The Department will prepare plans in peace covering these matters, and will submit particular proposals covering the more important of these functions to Cabinet for approval as soon as a serious threat of war develops, and preferably before the actual outbreak of war.

INTERDEPARTMENTAL COLLABORATION

These functions will be carried out in the closest collaboration with a number of Departments, and in particular with the Treasury, Department of Defence, the Departments of Defence Production and Supply, the Services, Postmaster-General's Department, the Departments of Primary Industry, Labour and National Service, Shipping and Transport, National Development and the Department of the Interior (in respect of hirings and timber). Wherever possible and appropriate the assistance of State Governments will be sought in administration.

*As defined in the Department of Works and Housing (Functions) Order promulgated in Commonwealth Gazette No. 149 of 2nd August, 1945.

CHAPTER XVI—(continued)

SECTION 5.—SHIPPING

OBJECTIVES OF POLICY

The objectives of wartime supervision and control are to ensure that available shipping resources and associated facilities are used to the best advantage in the war effort and that action is taken to construct or obtain additional shipping resources as required.

FUNCTIONS, AND DIVISION OF RESPONSIBILITY FOR THEIR EXERCISE

The supervision and control of shipping and associated facilities will require the following tasks to be undertaken immediately upon the outbreak of war—

- (i) The supervision and control of merchant ships, over 200 gross tons, on the Australian register, including—
 - (a) co-ordination of the operation of the shipping companies;
 - (b) requisitioning and chartering of ships, including those required for the Navy, Army and Air Force;
 - (c) the management, operation and detailed administration of requisitioned and chartered merchant shipping (except where manned by Naval crews), including the oversight and control as necessary of the employment of seamen in ships;
 - (d) oversight, and control to the extent that proves necessary, of the movement of cargoes (including the safe loading and unloading of dangerous cargoes), of port and harbour facilities, and of salvage.
- (ii) Collaboration with the Defence Shipping Authority. (Overseas shipping will be chartered wherever practicable.
- (iii) The supervision of shipbuilding and ship repair programmes (other than shipbuilding and ship repairs carried out in Naval yards).
- (iv) Oversight, and control as necessary, of the stevedoring industry.
- (v) The control of the movements of merchant vessels and other measures necessary for the security of the mercantile marine, public traffic regulations and examination service, port control, Naval control and contraband services, control of the use of radio and radio devices in ships.
- (vi) Provision of war risk insurance schemes for shipping and cargoes.

The Department of Shipping and Transport will be responsible for (i), (ii), and (iii) above, the Department of Labour and National Service for (iv), the Department of the Navy for (v) (see Chapter IX), and the Department of the Treasury for (vi) (see Section 9 of this Chapter). Wherever possible and appropriate the assistance of State Governments will be sought in administration.

The Department of Shipping and Transport will prepare plans in peace, covering (i), (ii) and (iii) above, and for the administrative organization required in connexion with these matters, and will submit them to Cabinet for approval as necessary when a serious threat of war develops. Plans for the requisitioning and chartering of ships and their operations, and for the control of dangerous cargoes, should be fully prepared in peace and held in readiness, so that prompt action may be taken as proves necessary when there is a threat of war.

The Department of Labour and National Service will be responsible for the stevedoring industry, relying upon the existing organizations as far as possible, and co-operating closely with the Department of Shipping and Transport.

The Department of Shipping and Transport will represent the materials, manpower and equipment needs of the shipping and ship-building industries to the appropriate authorities.

THE PROVISION OF SHIPPING FOR SERVICE AND OTHER COMMONWEALTH DEPARTMENTS, AND STATE GOVERNMENTS

In wartime the Department of Shipping and Transport will be responsible for making arrangements for the provision of all shipping over 200 tons gross register, and shipping space, required for all purposes other than the movement of large numbers of Service personnel and their equipment and stores. These arrangements will include negotiations with the Defence Shipping Authority overseas for both civil and military requirements except in the case of the movement of large numbers of Service personnel and their equipment and stores.

Except as indicated in the following paragraph all Departments and State Governments requiring shipping or shipping space, must apply to the Department of Shipping and Transport.

The Department of the Army will co-ordinate the requirements of all three Services for the movement of personnel, stores and equipment by sea. The Departments of Navy and Air should, therefore, channel all requirements for such movements through the Department of the Army. In the case of the movement by sea of large numbers of Service Personnel and their stores and equipment, the Department of the Army will inform the War Office in the United Kingdom of the number of troops and the quantities of stores and equipment it is required to lift; in all other cases the Department of Shipping and Transport will be similarly informed. At the same time the Army will inform the Department of the Navy of the embarkment requirements, and the request for shipping to be called forward will be made as necessary by the Department of the Navy to the Director of Sea Transport in the United Kingdom, or to the Department of Shipping and Transport in Australia, as the case may be.

The Department of Shipping and Transport will be responsible for informing the Navy of any intended movement of shipping, within its province, outside the normal.

INTERDEPARTMENTAL COLLABORATION

These functions will be carried out in the closest collaboration between the Departments of Shipping and Transport, Labour and National Service, Primary Industry, Trade, Customs and Excise, and the Service Departments.

CHAPTER XVI—(continued)

SECTION 6.—RAIL AND ROAD TRANSPORT

OBJECTIVES OF POLICY

The objectives of wartime control are to ensure that available rail and road transport resources are used in the best interests of the war effort, and to ensure the greatest possible efficiency and economy in the use of manpower and allied resources.

AUTHORITY RESPONSIBLE

The Department of Shipping and Transport will be responsible for the oversight of rail and road transport for the purposes of the effective prosecution of the war, in co-operation with the State and other authorities concerned.

FUNCTIONS

The Department will, as circumstances require, co-ordinate, for the purposes of the war effort, the activities of State and other rail and road authorities. The actual operation of rail and road transport will be left to the existing organizations, but the Commonwealth will lay down any broad priorities that are necessary to govern the carriage of goods and passengers, including the interstate cross traffic of similar goods, and will delegate powers to State or regional organizations as necessary, to enforce these priorities.

The Department will prepare plans in peace covering these matters and will submit particular proposals relating to the more important of these functions to Cabinet for approval, as proves to be necessary when a serious threat of war develops, or upon the actual outbreak of war. Machinery for the co-ordination of transport, including Commonwealth-State Committees as required, will be developed as proves to be necessary. Wherever possible and appropriate the assistance of State Governments will be sought in administration.

AUTOMOTIVE SUPPLIES

An Automotive Supplies Co-ordination Committee will be set up by the Department of Shipping and Transport to co-ordinate the wartime control of liquid fuel, motor vehicles, motor vehicle spare parts and motor vehicle tyres and tubes in relationship with the control of road transport. Departments responsible for the control of these commodities, as noted in the appendix to Section 1 of this Chapter, will be represented on the Committee.

INTERDEPARTMENTAL COLLABORATION

The Department of Shipping and Transport will collaborate closely with the Defence and Service Departments, and the Departments of Defence Production, Supply, Primary Industry, Labour and National Service and National Development, and the Civilian Requirements Authority. The Department of the Army will co-ordinate any railway requirements of the Navy, Army and Air Force.

CHAPTER XVI—(continued)

SECTION 7.—FUEL AND POWER

OBJECTIVES OF POLICY

The objective of control in war will be to ensure that fuel and power supplies are maintained at levels that are adequate to provide for essential war and civil needs, with the greatest possible efficiency and economy in the use of manpower and materials.

AUTHORITY RESPONSIBLE

The initial responsibility for the oversight of all forms of fuel and power for the purposes of the effective prosecution of the war will rest with the Department of National Development, in co-operation with the State and other authorities concerned.

FUNCTIONS

The main additional functions which the Department will carry out in the initial stages of war will be as follows:—

- (i) The Department will co-ordinate, for the purposes of the war effort, the activities of State and other authorities concerned with electric power, gas and coal. The actual conduct of operations will remain with the existing organizations, but the Commonwealth will lay down any broad priorities that are necessary to govern the distribution of electric power, gas and coal, and will delegate powers to State and other organizations as necessary, to enforce these priorities.
- (ii) The Department will administer the rationing of liquid fuel in collaboration with the relevant State authorities, and will maintain a close oversight and supervision of the supply and storage position of all petroleum products.
- (iii) The Department will represent to the appropriate authorities the basic development, construction and manpower needs associated with the maintenance of power and fuel supplies at adequate levels for both civil and defence purposes.

The Department of National Development will prepare, in peacetime, plans for the rationing of liquid fuel, which will be submitted to Cabinet for approval at an early appropriate time.

Priorities that should govern the distribution of electric power and coal in the initial stages of war will be worked out in advance by the Department of National Development, and proposals will be submitted to Cabinet for approval as proves necessary.

Appropriate machinery will be developed for such co-ordination and control as proves necessary, under which reliance will be placed upon State and other authorities for the regional administration of controls, to the maximum possible extent.

INTERDEPARTMENTAL COLLABORATION

These functions will be carried out in the closest collaboration with a number of Departments, and in particular with the Departments responsible for war production and civilian requirements, and the Departments of Primary Industry, Labour and National Service, Shipping and Transport, and the Postmaster-General's Department.

CHAPTER XVI—(continued)

SECTION 8.—CIVILIAN REQUIREMENTS, PRICES AND RATIONING

OBJECTIVES OF POLICY

In wartime, the civilian economy will be maintained on a scale that will feed and support the civilian population on a rationed basis, as may be determined from time to time. The most important consumer goods in short supply will be rationed in order to ensure their equitable distribution, and prices will be controlled.

AUTHORITIES RESPONSIBLE

A Civilian Requirements Authority which will be primarily responsible to the Government for the achievement of these objectives (except those relating to prices control) will be initially attached to the Department of Trade. In the course of a war, this Authority may become a separate Department.

A Prices Authority will be initially attached to the Department of Trade to undertake the administration of prices control.

FUNCTIONS

The Civilian Requirements Authority will undertake—

- (i) The administration of such rationing of goods for personal consumption (except liquid fuel) and similar distributive controls as may be necessary, and which are not allotted to other Departments.
- (ii) Re-organization and regulation of distributive and service industries (except those for which other authorities have specific responsibility).
- (iii) Official representation of essential civilian needs to the production and resources authorities.

The Prices Authority will take over the control of prices from the States, using the existing machinery where possible by arrangement with the States, whose agreement will be sought.

The Department of Trade will establish a nucleus of the Civilian Requirements Authority in peace for the purpose of the preparatory study of the problems that would arise in war. It will prepare plans in peace covering the functions of the Civilian Requirements and Prices Authorities, and will submit detailed proposals to Cabinet for approval at an appropriate time.

ADMINISTRATIVE ORGANIZATION

Machinery and procedures for the control of prices and civilian requirements will be planned in peacetime, so that appropriate action can be taken immediately if a serious threat of war develops. Wherever possible and appropriate the assistance of State Governments will be sought in administration.

INTERDEPARTMENTAL COLLABORATION

These functions will be carried out in the closest collaboration with a number of Departments, and particularly with the Treasury and the Departments of Defence Production, Supply, Primary Industry, Shipping and Transport, National Development, and Labour and National Service.

CHAPTER XVI—(continued)

SECTION 9.—FINANCIAL AND ECONOMIC POLICY

OBJECTIVES OF POLICY

Wartime financial and economic policy will be designed to assist in achieving the following objectives:—

- (i) The concentration of economic activities upon war tasks and the maintenance of civilian consumption and public and private capital expenditures, at levels considered appropriate by Cabinet from time to time.
- (ii) The stabilization of the economy.
- (iii) The conservation and mobilization of foreign exchange.

AUTHORITIES RESPONSIBLE

The Treasury will be responsible for the development of wartime financial and economic policy, in collaboration with the Commonwealth Bank and the other Departments and authorities concerned.

FUNCTIONS

- (i) The budgetary position will be reviewed and all action taken as necessary for the financing of war expenditures and the reduction of other expenditures, including the revision of taxation, the raising of war loans and the review of expenditure on non-war Departments and authorities.
- (ii) Stabilization policies, such as control of capital issues, interest rates, land sales and bank advances, will be developed as appropriate.
- (iii) Action will be taken in collaboration with the Commonwealth Bank to conserve and mobilize foreign exchange.
- (iv) Particular economic and financial problems such as relief for debtors and lessees will be kept under review.
- (v) Plans will be developed for war risk insurance of ships on the Australian register and their cargoes, and a scheme for the compensation of merchant seamen worked out. Similar plans will be developed to cover civil aircraft, their cargoes, and their crews. (These plans are further dealt with later in this section.)

The Treasury will, wherever possible, prepare plans in peace covering these matters and will submit proposals, as proves necessary, to Cabinet for approval when there is a threat of war, and preferably before the actual outbreak of war. These plans will be kept under review in the light of changing circumstances.

WAR RISKS INSURANCE AND COMPENSATION SCHEMES

(a) *Ships, Cargoes and Seamen*

The war risks insurance of ships on the Australian Register and their cargoes will be effected by the Commonwealth Government. A scheme of insurance will be prepared in peace by the Department of the Treasury, in consultation with the Department of Shipping and Transport. In order to ensure that ships will continue to operate, it is essential that this scheme should operate from the commencement of war. A scheme for the compensation of merchant seamen in respect of personal injury and loss of effects in war will also be prepared in peace by the Department of the Treasury, in consultation with the Department of Shipping and Transport. It is important that this scheme should be introduced as soon as possible after the outbreak of war.

(b) *Civil Aircraft, Aircraft Cargoes and Air Crews*

The war risks insurance of civil aircraft registered in Australia, and of aircraft cargoes, will be effected by the Commonwealth Government. A scheme of insurance will be prepared in peace by the Department of the Treasury, in consultation with the Department of Civil Aviation. In order to ensure that civil airlines will continue to operate, it is essential that this scheme should operate from the commencement of war. A scheme for the compensation of civil air crews in respect of personal injury and loss of effects in war will also be prepared in peace by the Department of the Treasury in consultation with the Department of Civil Aviation. It is important that this scheme should be introduced as soon as possible after the outbreak of war.

(c) *Enemy Action (Australia and its Territories)*

If the situation in Australia or the Territories makes it necessary, consideration will be given to the question of compensation to property owners for damage to property caused by enemy action, and to civilians for loss of life or injury from enemy action.

ADMINISTRATIVE ORGANIZATION

New machinery will be established, as necessary, within the Treasury.

INTERDEPARTMENTAL COLLABORATION

These functions will be carried out in the closest collaboration with the Departments and Authorities which are concerned with particular aspects of these matters.

CHAPTER XVI—(continued)

SECTION 10.—MISCELLANEOUS MATTERS

(A) MEDICAL SERVICES

Planning for the use of medical personnel and services, and for the provision of medical equipment and supplies in the event of war, is carried out in peacetime by a Central Medical Planning Committee established under the control of the Department of Health. This Committee is assisted by Sub-Committees for equipment and supplies, medical personnel, hospital accommodation, and veterinary and animal health services. The assisting personnel are appropriate interdepartmental groups, State officers, professional and trade representatives.

In war, the Department of Health will be responsible for ensuring that a proper balance between defence and civilian needs is maintained in the use of medical personnel and facilities. Controls will be assumed as necessary over medical, dental, and veterinary equipment and supplies, over the allocation of medical practitioners, and over civilian hospitals and related services, but the administrative functions of State Departments and authorities will, in general, remain unaltered, although the Commonwealth Minister for Health may lay down policy lines from time to time.

The Department of Health will represent the manpower, materials and equipment needs of hospitals and related services to the appropriate authorities.

Such particular controls as are required will be exercised either directly by the Department of Health, or by the Departments of Labour and National Service (in respect of ancillary medical personnel, e.g., dentists, nurses, pharmacists, veterinarians, etc.), and Supply (in respect of medical, dental and veterinary equipment and supplies), and for the rest by the Department of Health; but the Department of Health will have the general responsibility for the maintenance of supplies and services in the medical and related fields.

In order to carry out these functions, National Security (Medical Co-ordination and Equipment) Regulations will be gazetted and other advisory machinery may be arranged.

(B) EMERGENCY ACCOMMODATION

The Department of Labour and National Service will be responsible for emergency accommodation plans required for civilian workers in war, and will submit plans to Cabinet as necessary.

(C) UNIVERSITIES

The Commonwealth Office of Education is the Commonwealth authority responsible for advising the Government and for taking steps necessary to ensure that Australian universities are equipped and maintained to enable them—

- (a) to meet essential defence needs in University training and research, and
- (b) to meet University training problems of re-establishment.

INTERNATIONAL

October, 1956]

COMMONWEALTH WAR BOOK

APPENDIX A

**MATTERS FOR THE CONSIDERATION OF THE
DEFENCE COMMITTEE AND SUBSEQUENT
DECISIONS BY CABINET**

1. In accordance with Chapter II, Section 1, when there is a threat of war it is the duty of the Defence Committee (a) to consider whether, and if so, to what extent, the action recorded in the War Book should be modified to meet the particular circumstances of the situation, and (b) to review and amend as necessary, the principal measures which will have to be taken on the threat of war with a view to their submission to Cabinet.

2. In order to facilitate the work of this Committee under (b) at their first meeting, measures which may require decisions in the period before the outbreak of war are listed in this Appendix. They are grouped under subject headings and divided into three Schedules as follows:—

Schedule I—Measures which require decision when there is a threat of war.

Schedule II—Institution of the Precautionary Stage and the principal measures which would automatically be brought into operation by the formal institution of that stage. Measures in Schedule I not already in operation would also automatically be brought into operation by the formal institution of the Precautionary Stage.

Schedule III—Measures which require separate Cabinet decisions and are *NOT* brought into operation automatically by the formal institution of the Precautionary Stage.

Serial (1)	SCHEDULE I Measures which require decision when there is a threat of war (2)	SCHEDULE II Institution of the Precautionary Stage and the principal measures which would automatically be brought into operation by the formal institution of that stage (3)	SCHEDULE III Measures which require separate Cabinet decision and are <i>NOT</i> brought into operation automatically by the institution of the Precautionary Stage (4)	C.W.B. Reference (5)
GENERAL				
1.			A decision as to the introduction of the National Security Bill to Parliament.	Chapter II, Section 2
2.		Institution of the Precautionary Stage and despatch of Warning Telegrams.		Chapter II, Section 4
3.			The question of the machinery for the supreme control in war.	Chapter II, Section 4(D)
4.			Australian interests in enemy countries.	Chapter II, Section 7
5.			The question of the use of poison gas and methods of bacteriological warfare including the question of seeking an assurance from the prospective enemy that he will not use these weapons.	Chapter II, Section 7(F)
DEFENCE MEASURES				
6.	The issue of instructions in advance to H.M.A. ships at sea regarding the action to be taken on receipt by them of the United Kingdom War Telegram.			Chapter III, Section 1
7.	The question of the future employment of units of the Royal Australian Navy, Army and Air Force serving overseas.			Chapter III, Section 2 Chapter IV, Section 2 Chapter V, Section 1
8.	The implementation of Port Defence Schemes.			Chapter III, Section 3 Chapter IV, Section 3 and 7(A) Chapter V, Section 12
9.	The provision of Defence against air attack.			Chapter V, Section 2 Chapter IV, Section 4
10.	The institution of the Naval Control of Shipping Organisation.			Chapter III, Section 4

Serial	Department primarily responsible (6)	Remarks (7)
1. Defence		Upon the commencement of the Precautionary Stage the Minister for Defence will seek the approval of the Cabinet to his introducing the National Security Bill in Parliament and making the National Security (General) Regulations during the currency of that stage, or alternatively, immediately after the outbreak of war.
2.		The decision to institute the Precautionary Stage will bring into operation the measures listed under Schedule II, and those measures in Schedule I which have not been approved previously. There remain a number of secondary measures which Departments cannot take until the Precautionary Stage has been formally instituted. A formal decision to institute the Precautionary Stage must therefore be taken, even though all the measures in this schedule are adopted independently, Warning telegrams inform the recipients that the Precautionary Stage has been instituted, and in some cases institute specific action. The recipients include the Commanding Officers of the Navy, Army and Air Force, diplomatic representatives abroad, the Administrators of Territories and Customs Officers in charge of ports and outports.
3. Defence		This question is raised by the Minister for Defence with the Prime Minister.
4. External Affairs		The Minister for External Affairs makes recommendations to Cabinet on the subject of the neutral power which should be asked to take charge of Australian interests in the enemy country, or countries concerned, in the event of war breaking out.
5. Defence		
6. Navy		Possible courses of action are:— (i) For H.M.A. ships at sea to consider themselves liable to attack and to take all necessary measures to defend themselves. This requires that H.M.A. ships at sea should be informed that they are to act on the United Kingdom War Telegram if received before the Australian War Telegram. (ii) For H.M.A. ships at sea to assume that the enemy will not regard them as hostile until Australia declares war. In this event H.M.A. ships would have to establish their Australian identity by wearing a large Australian ensign where best seen.
7. Defence Navy Army Air		The Minister for Defence submits recommendations to Cabinet in conjunction with the Service Ministers concerned.
8. Defence Navy Army Air		Port Defence Schemes include plans for the provision of boom defences, examination services and port war signal stations by the Navy, the provision of coast defences by the Army and co-operation by the R.A.A.F. The extent to which they should be implemented will be recommended by the Defence Committee. The approval of this measure includes approval for calling out the Citizen Forces to the extent required, which (prior to the Precautionary Stage), will be done under existing powers with the minimum of publicity. This applies also to other measures below which require the calling out of the Citizen Forces before the Precautionary Stage.
9. Defence Air Army Navy		The scale of defence which should be provided will be recommended by the Defence Committee. Defence against air attack will be provided by the Air Defence Units of the R.A.A.F. and the Anti-Aircraft Defences manned by the Army. The Navy will co-operate.
10. Navy		See Serial 11.

SCHEDULE I Measures which require Serial decision when there is a threat of war (1) (2)	SCHEDULE II Institution of the Precautionary Stage and the principal measures which would automatically be brought into operation by the formal institution of that stage (3)	SCHEDULE III Measures which require separate Cabinet decision and are NOT brought into operation automatically by the institution of the Precautionary Stage (4)	C.W.B. Reference (5)
DEFENCE MEASURES—(continued)			
11. Placing the Permanent Naval Forces on a War footing.			Chapter III, Section 5(A)
12. Calling up of Citizen Naval Forces for the manning of key positions in preparation for general mobilisation.			Chapter III, Section 5(B)
13. Calling up of the Citizen Military Forces required for the protection of Army es- tablishments and the pro- vision of guards for intern- ment camps.			Chapter IV, Section 5
14. Mobilisation of the Citizen Military Forces required for the expansion of fixed machinery for administra- tion and training.			Chapter IV, Section 8
15. Mobilisation of the Citizen Air Force required for man- ning units required for defence of sea communica- tions.			Chapter V, Section 3
16. Mobilisation of R.A.A.F. Reservists for the protection of R.A.A.F. establishments and for special preliminary preparations.			Chapter V, Section 4
17.		General mobilisation of the Navy, Army and Air Force.	Chapter III, Section 5(C) Chapter IV, Sections 6 and 9 Chapter V, Section 5
18.		The transfer of meteor- ological services from the Department of the Inter- ior to the Department of Air.	Chapter V, Section 13
INTERNAL SECURITY			
19. The protection of key points prior to the Precau- tionary Stage.			Chapter VI, Section 3
20.	The protection of key points.		
21.		The detention or the im- position of any restriction upon subversive British subjects.	Chapter VI, Section 2(B)

Serial	Department primarily responsible (6)	Remarks (7)
11.	Navy	This measure involves the preparation for commissioning of H.M.A. ships in Reserve, the drafting of Active Service personnel to their war stations, the recall of officers and men on leave and the disposition of H.M.A. Fleet in accordance with Naval plans. It also includes manning the war telecommunications systems. The question of instituting the Naval Control of Shipping Organization will normally, unless action has been taken previously, be raised with the Cabinet at the same time. See Serial 10.
12.	Navy	
13.	Army	Although it is not anticipated that aliens will be interned before the Precautionary Stage, it will be necessary for the Army to commence preliminary preparations for internment camps, including calling out the guards required.
14.	Army	
15.	Air	In accordance with the plan for defence of sea communications Citizen Air Force members of the Maritime Reconnaissance squadrons and Maritime Headquarters may be required before the Precautionary Stage.
16.	Air	Special preliminary preparations include Intelligence, Censorship, Administration and medical.
17.	Defence Navy Army Air	Recommendations of the Defence Committee in regard to mobilisation will be submitted to the Minister for Defence and by him to the Cabinet. These recommendations will cover the general mobilisation of the Naval Forces, including their employment outside the Australia Station; the mobilisation and expansion of the Regular Army Field Force and its employment as an expeditionary force; the general mobilisation and expansion of the Citizen Military Forces and their employment overseas; the general mobilisation of the Air Force and the employment of an Air Force unit overseas.
18.	Air	The Minister for Air will seek the approval of the Cabinet to the transfer of meteorological services from the Department of the Interior to the Department of Air.
19.	Defence Attorney-General's	The Internal Security Sub-Committee will advise the Defence Committee of any key points it is necessary to protect prior to the Precautionary Stage. The approval of this measure includes approval for calling out the Citizen Forces required initially for external guard duties at certain key points.
20.		It will be necessary to protect all key points upon the introduction of the Precautionary Stage.
21.	Attorney-General's Director-General of Security	The Attorney-General will bring before Cabinet the question of the policy to be adopted in relation to the detention of subversive British subjects, or the imposition of any restrictions upon them, and the timing of any action which it is decided to take.

Serial	SCHEDULE I Measures which require decision when there is a threat of war	SCHEDULE II Institution of the Precautionary Stage and the principal measures which would automatically be brought into operation by the formal institution of that stage	SCHEDULE III Measures which require separate Cabinet decision and are <i>NOT</i> brought into operation automatically by the institution of the Precautionary Stage	C.W.B. Reference
(1)	(2)	(3)	(4)	(5)

CONTROL OF ALIENS AND PASSENGER TRAFFIC

22.		(Aliens Control) and (Passport) regulations will be made.		Chapter VII, Section 2
23.		The control of landing and embarkation of aliens; action to prevent the de- parture of aliens who for security or other reasons should not be allowed to leave the country; ar- rangements for the depar- ture of aliens consistent with the requirements of national security to enable them to return to their own country.		Chapter VII, Section 3

TREATMENT OF ENEMY SHIPPING

24.			Placing an embargo upon the departure of prospec- tive enemy merchant ships before the outbreak of war.	Chapter VIII, Section 1(A)
25.			The granting of "Days of Grace" to enemy ships in port.	Chapter VIII, Section 1(B)

MEASURES RELATING TO THE MERCANTILE MARINE

26. The issue of warnings to Merchant Shipping.				Chapter IX, Section 1(E)
27.		Control of marine naviga- tional aids.		Chapter III, Section 8 Chapter XIV, Sections 3(A) (b)
28.		The restriction of transfer of Australian ships.		Chapter IX, Section 1(A)
29.		The institution of Public Traffic Regulations.		Chapter IX, Section 1(B)
30.		The assumption of con- trol of the movements of merchant shipping by the Navy.		Chapter IX, Sections 1(F) and (G)
31. The requisitioning of ships required by the Army, Navy and Air Force.				Chapter IX, Section 2
32.			Whether or not merchant ships are to be defensively equipped.	Chapter IX, Section 1(I)

CONTROL OF CIVIL AVIATION

33. The issue of warnings to civil aircraft.				Chapter XI, 2
34.		Restriction of the transfer of Australian aircraft.		Chapter XI, Section 3

Serial	Department primarily responsible	Remarks
	(6)	(7)
22.	Immigration	These regulations respectively institute controls over aliens at liberty, and set out the Visa system to be used.
23.	Attorney-General's Immigration Director-General of Security	During the Precautionary Stage plans will be completed for the control of aliens at liberty, and for the internment of aliens. These plans will be implemented on the outbreak of war.
24.	External Affairs	The Minister for External Affairs will seek the consent of the Cabinet to such an embargo if circumstances offer justification for this course.
25.	External Affairs	"Days of Grace" provide for the departure, within an agreed period, of enemy ships in ports within our jurisdiction, other than certain classes of ships. If it is desired to grant "Days of Grace" the Minister for External Affairs will seek the approval of the Cabinet.
26.	Navy	It may be necessary to warn confidentially the Masters of Australian, British and possible Allied ships in harbour not to proceed to ports of the probable enemy or its dependencies or ports adjacent thereto, and of routes considered dangerous if war breaks out.
27.	Navy	The Navy will assume control of all marine navigational aids including radio services operated by the Commonwealth Lighthouse Service and all radio services operated by Harbour Authorities.
28.	Shipping and Transport	National Security (Australian Ships and Aircraft Transport Restriction) Regulations are submitted by the Departments of Shipping and Transport and Civil Aviation in conjunction. See Serial 34.
29.	Navy	Public Traffic Regulations are laid down to assist merchant shipping to comply with the requirements of the Examination Service.
30.	Navy	
31.	Shipping and Transport	Requisitioning of ships will be carried out in three stages in accordance with the stated requirements of service and other Departments, and subject to Cabinet approval of requisitioning prior to the Precautionary Stage. Approval for requisitioning of ships in the Precautionary Stage and on the outbreak of war will be approved automatically by the introduction of the Precautionary Stage.
32.	Navy	
33.	Civil Aviation	The Captains of Civil Aircraft which might be concerned will be warned not to fly over the probable enemy or its dependencies.
34.	Civil Aviation	National Security (Ships and Aircraft Transfer Restriction) Regulations are submitted by the Departments of Shipping and Transport and Civil Aviation in conjunction. See Serial 28.

SCHEDULE I Measures which require decision when there is a threat of war	SCHEDULE II Institution of the Precautionary Stage and the principal measures which would automatically be brought into operation by the formal institution of that stage	SCHEDULE III Measures which require separate Cabinet decision and are <i>NOT</i> brought into operation automatically by the institution of the Precautionary Stage	C.W.B. Reference
(1)	(2)	(4)	(5)
CONTROL OF CIVIL AVIATION—(continued)			
35.	The imposition of flying restrictions on civil flying in Australia and its Territories.		Chapter XI, Section 1
36.	The institution of the Air Examination Service at Customs airports and aerodromes.		Chapter XI, Section 4
ECONOMIC WARFARE			
37.		The appointment of an Economic Warfare Advisory Committee.	Chapter XII, Section 1
38.		The time at which the Trading with the Enemy Bill may be required and should be introduced.	Chapter XII, Section 2(A)
39.		The exercise by the Department of Trade of control over exports by Proclamation issued under the Customs Act.	Chapter XII, Section 2(B)
40.		The requisitioning of enemy cargo (not being contraband) in ships on the outbreak of war.	Chapter XII, Section 4
CENSORSHIP			
41.		(a) The institution of censorship. (b) Establishing the Censorship Authority including a Minister in charge of censorship.	Chapter XIII, Section 3
42.	The assembling of censorship staffs.		Chapter XIII, Section 3(B) (ii)
THE PROVISION OF WAR MATERIEL			
43.		Plans for meeting additional capacity required for the production of war materiel by— (a) Provision of new undertakings and extension and equipment of existing undertakings. (b) Re-acquisition of former undertakings now under lease to private industry.	Chapter X, Section 3
44.	The impressment of supplies.		Chapter X, Section 7
CONTROL OF TELECOMMUNICATIONS			
45.	The institution of wartime control of radio stations and services.		Chapter XIV, Section 1

Serial	Department primarily responsible (6)	Remarks (7)
35.	Air and Civil Aviation	
36.	Civil Aviation	
37.	Trade	
38.	Trade	
39.	Trade	
40.	Trade	This submission is made by the Minister for Trade, if necessary, on the recommendation of the Economic Warfare Advisory Committee.
41.	Defence Army Interior	The Cabinet will be asked to decide the nature and extent of the several forms of censorship and the date and time from which they should operate. Recommendations for the institution of censorship are made to the Minister for Defence, by the Defence Committee and by the Minister for Defence to the Cabinet.
42.	Army Interior	
43.	Supply and Defence Production	Submitted when necessary after the threat of war following consideration by the Higher Defence Machinery and approval by the Minister for Defence.
44.	Supply Defence Production	The Departments of Supply and Defence Production institute the impressment of supplies if necessary to provide in whole or in part the quantity of an item required by the services and other consumer Departments which cannot be met from current new supplies within the time required.
45.	Defence Postmaster-General's Civil Aviation Navy	Control of radio stations will generally be exercised by Departments and Authorities normally responsible, subject to compliance with the over-riding directions issued in the interests of defence by the Minister and Department of Defence. The Department of the Navy will assume control of all coastal radio stations.

Serial	SCHEDULE I Measures which require decision when there is a threat of war	SCHEDULE II Institution of the Precautionary Stage and the principal measures which would automatically be brought into operation by the formal institution of that stage	SCHEDULE III Measures which require separate Cabinet decision and are <i>NOT</i> brought into operation automatically by the institution of the Precautionary Stage	C.W.B. Reference
(1)	(2)	(3)	(4)	(5)
HIRINGS				
46.		The hiring of land and buildings.		Chapter XV, Section 1
MEASURES AFFECTING THE CIVILIAN ECONOMY				
47.			See under "Remarks".	Chapter XVI

Serial	Department primarily responsible	Remarks
(6)		(7)
46.	Interior	The hiring of land and buildings on behalf of all Commonwealth Departments will be the responsibility of the Department of the Interior.
47.	See under "Remarks"	The Departments responsible will submit proposals as necessary for wartime measures in the following fields:— <ol style="list-style-type: none">1. The control of commodities and responsibility for industries.2. Manpower.3. Food and Agriculture.4. Works and Buildings.5. Shipping.6. Rail and Road Transport.7. Fuel and Power.8. Civilian Requirements, Prices and Rationing.9. Financial and Economic Policy.10. Medical Services.

Department of Defence

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DEPARTMENT OF DEFENCE, MELBOURNE

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- APPENDIX B . totalling pages 1 to 12
- . page 1 headed 'SECRET'; remainder no indication of security classification

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October, 1956]

COMMONWEALTH WAR BOOK

APPENDIX C

**TRANSMISSION OF GOVERNMENT MESSAGES
IN THE PRECAUTIONARY STAGE AND IN WAR**

TRANSMISSION OF GOVERNMENT MESSAGES IN THE PRECAUTIONARY STAGE AND IN WAR

Overseas Telegrams

The standard categories for the precedence of overseas telegrams as agreed between the Australian and other British Commonwealth Governments are:—

“Emergency”, “Immediate”, “Priority”, “Routine” and “Deferred”.

2. Departments in defining these categories in terms of departmental work should ensure that their definitions are not less rigorous than the following:—

- (a) EMERGENCY must be strictly reserved for matters of extreme urgency requiring the highest degree of priority in transmission and instant attention on receipt, at whatever hour of the day or night, by the appropriate authority on whatever level of seniority.
- (b) IMMEDIATE should be used only in cases of great urgency when immediate action by a responsible officer is necessary.
- (c) PRIORITY telegrams should be used for any other telegrams which require urgent treatment. This prefix is sufficient to secure priority in handling over all other classes of telegrams except “safety of life” telegrams and categories (a) and (b) above.
- (d) ROUTINE telegrams are ordinary telegrams which are transmitted in turn with ordinary private telegrams.
- (e) DEFERRED is used to indicate telegrams which can safely be dealt with last.

3. It should be understood that the only internationally recognised distinction is between priority telegrams (including the first three categories) and non-priority telegrams (including the last two). The main purpose of the division into five categories is to ensure proper treatment in cypher rooms and registries, on Service systems and by officers to whom telegrams are addressed, though the first three are also taken into account by operators on British telegraph systems, and may later be recognised on some other systems.

4. Officers drafting or authorising telegrams should not ask for priority unless it is essential. In ordinary circumstances, the great majority of Government overseas telegrams should be sent in the routine or deferred categories, which rank for transmission with private full-rate telegrams. The normal time for transmission of a Government telegram without priority to the principal places served by the Overseas Telecommunications Commission does not exceed three hours.

5. If some degree of precedence is essential, the “priority” category should in the vast majority of cases be sufficient. The right to authorise the use of the precedences “Immediate” and “Emergency” should be limited to officers of high rank and the word “Emergency” should be used rarely.

6. It should be noticed that the word “Routine” is never written on the telegram: the absence of any other precedence is sufficient indication that a telegram is in this category. It should also be noticed that the word “Deferred” must not be used on the public system where it would cause confusion.

Inland Telegrams

7. The standard categories for the precedence of telegrams within the mainland of Australia, including Tasmania, will be the same as for overseas telegrams. Priorities for inland telegrams will not come into effect until the introduction of the Precautionary Stage.

Indications to be Used

8. The indications required to ensure both the general and the specific precedence for both overseas and inland telegrams are as follows:—

Category	Indicator to be inserted by sender as first word of address	Instructions inserted by sender in space for Service instructions
1st Emergency	EMERGENCY	WITH PRIORITY
2nd Immediate	IMMEDIATE	WITH PRIORITY
3rd Priority	PRIORITY	WITH PRIORITY
4th Routine	—	*

* The instruction WITH PRIORITY may exceptionally be inserted in those Routine telegrams for which more rapid telegraphic transmission than that normally accorded to Government telegrams without priority is absolutely essential.

On the Fighting Services Network

9. When telegrams are transmitted on the Fighting Services network throughout, the following table shows the Precedences available and the method of indication:—

	Instructions inserted by originator in space for Service instructions			
1st EMERGENCY	EMERGENCY			
2nd IMMEDIATE	IMMEDIATE			
3rd PRIORITY	PRIORITY			
4th ROUTINE	—			
5th DEFERRED	DEFERRED			

N.B.—The word "Routine" should never be written on telegram forms. "Deferred" should never be written on any telegram which may be sent for parts of its journey over public systems.

Priority Telephone Trunk Line Calls

10. Experience has shown that priorities in respect of telephone trunk line calls are not effective unless requests are limited strictly to urgent and essential needs.

Priorities will not be introduced unless the "Precautionary Stage" is reached, in which event the following system must be observed:—

BOOKING.—All priority calls are to be channelled through a supervisory officer (employed by the Department concerned) on the departmental private branch exchange with the object of ensuring that only officers officially nominated shall book calls, and that such calls are for genuine priority needs suitable to the degree of priority requested. The supervisory officer shall keep a brief record of priority calls made, which should be scrutinised periodically by a senior officer.

PRIORITIES TO BE USED

When booking calls on which precedence is sought, one of the following priority symbols is to be used to indicate the relative degree of urgency:—

"Emergency"

DEFINITION.—Calls in situations which gravely affect the National Security and which demand immediate connection to the called person.

AUTHORITY REQUIRED—

Commonwealth Ministers and Permanent Heads of Commonwealth Government Departments, as well as the Chiefs of the Naval, General and Air Staffs.

Premiers and Permanent Heads of Premiers' Departments.

RESTRICTION.—*The Authority cannot be delegated.*

"Immediate"

DEFINITION.—Calls concerning the immediate movement of ships, aircraft or ground forces, engaged, or to be engaged, in warlike operations; or for administrative messages having an immediate bearing on such operations or of vital importance to national security or welfare. *This procedure is only to be used when the value of the message is dependent upon immediate communication.*

AUTHORITY REQUIRED—

Those nominated under "Emergency" and—

The Members of the Naval, Military and Air Boards;

The Deputy Chiefs of the Naval, General and Air Staffs;

In the R.A.N.—Senior Officers of Areas and Ports;

In the A.M.F.—General Officers Commanding Northern, Eastern, Southern, Central and Western Commands, and the Commanders Tasmania and Northern Territory Commands.

In the R.A.A.F.—Air or other officers commanding Commands.

RESTRICTION.—*The Authority can be delegated, but only in exceptional circumstances, to persons nominated by the Permanent Heads.*

"Priority"

DEFINITION.—Calls which must have precedence over other calls except those of higher priority. This is the highest precedence which normally may be assigned to calls of an administrative nature.

AUTHORITY REQUIRED—

Those nominated under "IMMEDIATE" and—

In all Commonwealth Departments.—Assistant Secretaries and officers of equivalent status nominated by the Permanent Heads.

In the R.A.N.—Operations Officers on the staff of Flag Officers in Charge, and Naval Officers in Charge of areas and ports. (Not resident Naval Officers) and—

The Deputy Commander, Navy Office, Melbourne.

In the A.M.F.—Deputies to the Members of the Military Board, Principal Administrative Officers in Northern, Eastern and Southern Commands.

In the R.A.A.F.—Assistant Secretaries, Senior Air Staff Officer at Command and the Senior Maintenance Staff Officer at Maintenance Command Headquarters, Air Commodore Operations at Air Force Headquarters; Duty Staff Officer at Air Force Headquarters and Command Headquarters.

RESTRICTION.—*The Authority can be delegated in exceptional cases, but only to Persons nominated by the Permanent Head.*

Written Communications*Communications carried by hand*

11. Labels may be used on communications carried by hand to indicate degrees of urgency as follows:—

EMERGENCY

IMMEDIATE

PRIORITY.

Their use should be restricted as indicated in paragraph 2 above.

Use of the Inland Postal Service

12. **EXPEDITION.**—Letters and packets sent through the post may bear the above markings in order to secure priority in handling at the despatching and receiving ends. The markings will not, however, be officially recognised by the General Post Office, and if it is desired to expedite transmission within the postal service itself, the "Express" letter system should be used. This provides for special delivery after transmission by the next ordinary mail to the office of delivery.

SECURITY.—"Top Secret" documents should on no account be sent by post. In the absence of a courier or despatch rider, "Secret" documents may be sent by post if registered. "Confidential" documents may be sent by post whether registered or not. Registered packets may be sent "Express".

Note.—Under no circumstances will foreign postal services be used for the transmission of classified documents.

