

CHAPTER III.

GENERAL GOVERNMENT.

§ 1. Scheme of Parliamentary Government.

1. **General.**—The legislative power of the Commonwealth is vested in the Parliament of the Commonwealth, which consists of the Sovereign, the Senate, and the House of Representatives. The Sovereign is represented throughout the Commonwealth by the Governor-General who, subject to the Constitution of the Commonwealth, has such powers and functions as the Sovereign is pleased to assign to him. In each State there is a State Governor, who is the representative of the Sovereign for the State, and who exercises such powers within the State as are conferred upon him by the Letters Patent which constitute his office, and by the instructions which inform him in detail of the manner in which his duties are to be fulfilled. The Legislature in each State was bi-cameral till 1922, in which year the Queensland Parliament became uni-cameral. In the bi-cameral States it consists of (a) a Legislative Council and (b) a Legislative Assembly, or House of Assembly. In Queensland the Legislative Assembly constitutes the legislature. In the Commonwealth Parliament the Upper House is known as the Senate, and in the State Parliaments as the Legislative Council. The Lower House in the bi-cameral States is known as follows:—In the Commonwealth Parliament as the House of Representatives, in the State Parliaments of New South Wales, Victoria, and Western Australia as the Legislative Assembly, and in the State Parliaments of South Australia and Tasmania as the House of Assembly. The legislative powers of these Parliaments are delimited by the Commonwealth and the State Constitutions. The Assembly (Queensland as pointed out is uni-cameral), which is usually the larger, is always elective, the qualifications for the franchise varying in character. The Council is, in the case of New South Wales, nominated by the Governor in Council; in other States it is elective, the constituencies being differently arranged and some property or special qualification for the electorate being required. In the Federal Parliament, the qualifications for the franchise are identical for both Houses. A brief account of the constitutional history of each of the States is given in Chapter I, and a conspectus of the Constitutions of the Commonwealth and States in Year Book No. 13, pp. 927 to 951. The information given therein respecting Queensland must of course be considerably modified in view of the abolition of the Upper House in 1922.

2. **Powers and Functions of the Governor-General and of the State Governors.**—A detailed statement of the powers and functions of the Governor-General and of the State Governors will be found in preceding issues of the official Year Book (see No. 18, pp. 78 to 80), but considerations of space preclude the repetition of this information in the present volume.

3. **Governor-General and State Governors.**—The present Governor-General is the Right Honourable JOHN LAWRENCE, BARON STONEHAVEN, P.C., G.C.M.G., D.S.O. He assumed office on the 8th October, 1925.

The following is a list of the Governors of the various States of the Commonwealth:—

New South Wales	..	Admiral	SIR DUDLEY RAWSON STRATFORD DE CHAIR, K.C.B., M.V.O.
Victoria	..	Lieut.-Colonel	the Rt. Hon. ARTHUR HERBERT TENNYSON, BARON SOMERS, K.C.M.G., D.S.O., M.C.
Queensland	..	Lieut.-General	SIR THOMAS HERBERT JOHN CHAPMAN GOODWIN, K.C.B., C.M.G., D.S.O.
South Australia	..	Lieut.-General	SIR GEORGE TOM MOLESWORTH BRIDGES, K.C.B., K.C.M.G., D.S.O.
Western Australia	..	Colonel	SIR WILLIAM ROBERT CAMPION, K.C.M.G., D.S.O.
Tasmania	..	Captain	SIR JAMES O'GRADY, K.C.M.G., O.B.E., J.P.

4. **The Cabinet and Executive Government.**—(i) *General.* The sections of the Commonwealth Constitution Act dealing with the Executive Government will be found on page 26 hereinbefore. In both the Commonwealth and the State Legislatures the forms of government have been founded on their prototypes in the Imperial Government,

and the relations established between the Ministry and the representatives of the people are in accordance with those prevailing in Great Britain. The executive powers in the Commonwealth are vested in the Governor-General in Council, and in the State Governments in the Governor in Council. The Executive Council in the Commonwealth and in the majority of the States is practically co-extensive with a group of departmental chiefs, who are usually spoken of as the Cabinet, and who change with the rise and fall of party majorities. In the Commonwealth Government, however, as well as in the States of Victoria and Tasmania, the Cabinet on leaving office remain members of the Executive Council, though they no longer attend its meetings, and it is in fact an essential feature of the Cabinet system of Government that they should not do so, except to assist the Governor in transacting purely formal business, or to advise on non-political questions.

(ii) *The Executive Council.* This body is composed of the Governor and the Ministers of State holding office for the time being. The latter are sworn both as Executive Councillors and as Ministers controlling the different administrative departments. It should be observed that all persons living who have held Ministerial office under former Governments are also technically members of the Executive Council, and are thus liable to be specially summoned for attendance at meetings of that body. The meetings are official in character; they are presided over by the Governor-General (or Governor) and are attended by the clerk, who keeps a formal record of the proceedings. At these meetings the decisions of the Cabinet are put into official form and made effective, appointments are confirmed, resignations accepted, proceedings ordered, and notices and regulations published.

(iii) *The Appointment of Ministers and of Executive Councillors.* Although it is technically possible for the Governor to make and unmake cabinets at his pleasure, under all ordinary circumstances his apparent liberty in choosing his Executive Council is virtually restricted by the operation of constitutional machinery. When a Ministry is defeated in Parliament or at the polls, the procedure both in the Commonwealth and the State Parliaments generally, though not invariably, follows that prevailing in the Imperial Parliament. The customary procedure in connexion with the resignation or acceptance of office by a Ministry is described fully in previous issues of the Year Book. (See No. 6, page 942.)

(iv) *Ministers in Upper or Lower Houses.* The subjoined table shows the number of Ministers with seats in the Upper or Lower Houses of each Parliament in May, 1927.

**AUSTRALIAN PARLIAMENTS—MINISTERS IN UPPER OR LOWER HOUSES,
1927.**

Ministers with Seats in—	C'wealth.	N.S.W.	Vict.	Q'land.	S. Aust.	W. Aust.	Tas.	Total.
The Upper House ..	3	2	4	..	2	2	1	14
The Lower House ..	10	10	8	10	4	7	5	54
Total	13	12	12	10	6	9	6	68

(v) *The Cabinet.* (a) *General.* The meetings of this body are private and deliberative. The actual Ministers of the day are alone present, no records of the meetings transpire, and no official notice is taken of the proceedings. The members of the Cabinet, being the leaders of the party in power in Parliament, control the bent of legislation, and must retain the confidence of the people and also of the Governor-General (or Governor), to whom they act as an advising body. They also in effect wield, by virtue of their seats on the Executive Council, the whole executive force of the community. In summoning, proroguing, or dissolving Parliament, the Governor-General (or Governor) is usually guided by the advice tendered him by the Cabinet, though legally in no way bound to accept such advice.

(b) *Commonwealth Ministers of State.* A statement showing the names of Ministers of State who have held office since the inauguration of the Commonwealth Government will be found in Official Year Book No. 18, pages 82 and 83, but considerations of space preclude its inclusion in the present issue.

(c) *State Ministries.* A list of the members of the Ministry in each State in May, 1927, will be found in Chapter 1.

5. **Number and Salary of Members of the Legislatures.**—The following table shows the number and annual salary of members in each of the legislative chambers in May, 1927 :—

MEMBERS OF COMMONWEALTH AND STATE PARLIAMENTS, AND ANNUAL SALARIES, 1927.

Members in—	C'wealth.	N.S.W.	Vict.	Q'land.	S. Aust.	W. Aust.	Tas.	Total.
MEMBERS.								
Upper House ..	36	96	34	(a)	20	30	18	234
Lower House ..	76	90	65	72	46	50	30	429
Total ..	112	186	99	72	66	80	48	663
ANNUAL SALARY.								
Upper House ..	£ 1,000	£ ..	£ 200	(a)	£ 400	£ 600	£ 300	..
Lower House ..	1,000	875	500	750	400	600	300	..

(a) Council abolished in 1922.

The use of the expressions "Upper House" and "Lower House" in the above statement, though not justified constitutionally, is convenient, inasmuch as the legislative chambers are known by different names in the Commonwealth and in some of the States.

6. **Enactments of the Parliament.**—In the Commonwealth, all laws are enacted in the name of the Sovereign, the Senate, and the House of Representatives. The subjects with respect to which the Commonwealth Parliament is empowered to make laws are enumerated in the Constitution Act (see Chapter I.). In the States, laws are enacted in the name of the Sovereign by and with the consent of the Legislative Council (except in Queensland) and Legislative Assembly or House of Assembly. The Governor-General or the State Governor acts as Viceroy as regards giving the Royal assent to or vetoing Bills passed by the Legislatures, or reserving them for the special consideration of the Sovereign. In the States, the Councils and Assemblies are empowered generally, subject to the Commonwealth Constitution, to make laws in and for their respective States, in all cases whatsoever. Subject to certain limitations, they may alter, repeal, or vary their Constitution. Where a law of a State is inconsistent with a law of the Commonwealth the latter prevails, and the former is, to the extent of the inconsistency, invalid.

§ 2. Parliaments and Elections.

1. **Qualifications for Membership and for Franchise.**—The conspectus in § 4 of "General Government" in Year Book No. 13 contains particulars, as in 1920, relating to the legislative chambers in the Commonwealth and State Parliaments, and shows concisely the qualifications necessary for membership and for the franchise in each House. (These are, in the main, applicable in 1927, but it must be remembered that Queensland abolished

the Upper House in 1922). It has further to be remembered that in 1925 the Commonwealth Parliament passed an Act removing the disqualification on racial grounds from (a) natives of British India and (b) persons who have become naturalized. Disqualification of persons otherwise eligible, either as members or voters, is generally on the usual grounds of being of unsound mind or attainted of treason, being convicted of certain offences, and, as regards membership, on the grounds of holding a place of profit under the Crown, being pecuniarily interested in a Government contract, or being an undischarged bankrupt.

2. **The Federal Government.**—The Senate consists of 36 members, six being returned by each of the original federating States. Members of this Chamber are elected for a term of six years, but by a provision in the Constitution half the members retire at the end of every third year, although they are eligible for re-election. In accordance with the Constitution, the total number of members of the House of Representatives must be as nearly as possible double that of the Senate. In the House of Representatives the States are represented on a population basis, and the numbers stand at present as follows:—New South Wales, 28; Victoria, 20; Queensland, 10; South Australia, 7; Western Australia, 5; Tasmania, 5; Northern Territory, 1—total, 76. The Constitution provides for a minimum of five members for each original State. Members of the House of Representatives are elected for the duration of the Parliament, which is limited to three years. In elections for Senators, each State is counted as a single electorate, but an elaborate scheme of subdivision had to be undertaken in order to provide workable electorates in each State for members of the House of Representatives. Members of both Houses are paid at the rate of £1,000 per annum. Further information regarding the Senate and the House of Representatives is given in Chapter I.

3. **Federal Elections.**—There have been nine complete Parliaments since the inauguration of Federation. The fifth Parliament, which was opened on the 9th July, 1913, was dissolved on the 30th July, 1914, in somewhat unusual circumstances. Under Section 57 of the Constitution, it is provided that, should the Senate fail to pass, or pass with amendments, any proposed law previously passed by the House of Representatives, and should the latter House, after a specified interval, again pass the proposed law, with or without the amendments of the Senate, and the Senate for a second time reject it or pass it with amendments to which the lower House will not agree, then the Governor-General may dissolve the two Houses simultaneously. For the first time in the history of the Commonwealth this deadlock between the Senate and the House of Representatives occurred in the second session of the fifth Parliament, and, in accordance with the section of the Constitution referred to above, both Houses were dissolved by the Governor-General. The first session of the tenth Parliament opened on the 13th January, 1926. The first meeting at Parliament House, Canberra, was opened by H.R.H. the Duke of York on 9th May, 1927. Particulars regarding the last five Commonwealth elections may be found in the table given hereunder:—

FEDERAL ELECTIONS, 1914 to 1925.

Date.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted.		
	Males.	Fem.	Total.	Males.	Fem.	Total.	Males.	Fem.	Total.
THE SENATE.									
5th September, 1914 ..	1,478,468	1,333,047	2,811,515	1,139,933	902,403	2,042,336	77.10	67.69	72.64
5th May, 1917 ..	1,444,133	1,391,194	2,835,327	1,184,663	1,013,138	2,202,801	82.03	73.18	77.69
13th December, 1919 ..	1,439,818	1,410,044	2,849,862	1,094,534	938,403	2,032,937	76.02	65.55	71.33
16th December, 1922 ..	1,494,508	1,487,916	2,982,424	906,551	761,695	1,728,246	64.67	51.19	57.95
14th November, 1925 ..	1,656,286	1,645,730	3,302,016	1,515,608	1,499,345	3,014,953	91.51	91.11	91.31
THE HOUSE OF REPRESENTATIVES.									
(CONTESTED ELECTORATES.)									
5th September, 1914 ..	1,295,990	1,122,451	2,348,441	954,768	772,138	1,726,906	77.88	68.79	73.53
5th May, 1917 ..	1,262,527	1,207,938	2,470,465	1,041,552	892,926	1,934,478	82.50	73.92	78.30
13th December, 1919 ..	1,395,165	1,367,468	2,762,633	1,063,029	914,816	1,977,845	76.19	66.00	71.59
16th December, 1922 ..	1,396,020	1,378,254	2,774,274	920,177	726,686	1,646,863	65.91	52.72	59.36
14th November, 1925 ..	1,635,842	1,632,897	3,268,739	1,499,006	1,488,194	2,987,200	91.63	91.14	91.39

The percentage of electors who exercised the franchise at each election rose from 53.04 for the Senate and 55.69 for the House of Representatives in 1901 to 77.69 and 78.30 respectively in 1917. The next election in 1919 showed a considerable falling off, and in 1922 the decrease was still more marked, the respective percentages for that year being 57.95 and 59.36, or very little more than those for 1901. The Elections of 1925 were the first held since the introduction of Compulsory Voting, the result of which was reflected in the high percentage of voters, viz., 91.31 for the Senate and 91.39 for the House of Representatives.

4. Federal Referenda.—According to section 128 of the Act, any proposed law for the alteration of the Constitution must, in addition to being passed by an absolute majority of each House of Parliament, be submitted to a referendum of the electors in each State, and must further be approved by a majority of the States and of the electors who voted. Several referenda have been held from time to time, but in two cases only has any proposed law been assented to by the required majority of the electors. A statement dealing with the various referenda up to and inclusive of the year 1919, and the voting thereon was given in previous issues of the Official Year Book (See No. 18, pp. 87 to 89), but space will not permit of the incorporation of this information in the present volume. In the year 1926 a referendum was held in relation to proposed laws entitled respectively "Industry and Commerce" and "Essential Services." The result of the voting was: Industry and Commerce, votes in favour, 1,247,088; votes not in favour, 1,619,655. Essential Services, votes in favour, 1,195,502; votes not in favour, 1,597,793.

5. The Parliament of New South Wales.—(i) *Constitution.* The Legislative Council in this State is a nominee chamber, the Legislative Assembly being an elective body. Theoretically the Legislative Council may contain an unlimited number of members, and the number of members in May, 1927, was ninety-six. The tenure of the seat is for life; four-fifths of the members must be persons not holding any paid office under the Crown, but this is held not to include officers of His Majesty's sea or land forces on full or half-pay, or retired officers on pensions. The Legislative Assembly consists of ninety members, who hold their seats during the existence of the Parliament to which they are elected. Nine electorates return five members each, and fifteen return three members each. The next general elections will be on the basis of single member electorates, as prescribed by legislation passed in 1926. The duration of Parliament is limited to three years.

(ii) *Particulars of Elections.* Since the introduction of responsible government in New South Wales there have been twenty-seven Parliaments, the first of which opened on the 22nd May, 1856, and was dissolved on the 19th December, 1857, while the twenty-seventh opened on the 24th June, 1925. The last-mentioned Parliament was elected on the 30th May, 1925. The proportional representation system came into operation at the election of 1922. Particulars of voting at elections from 1913 to 1925 are given below:—

LEGISLATIVE ASSEMBLY ELECTIONS, NEW SOUTH WALES, 1913 to 1925.

Year.	Electors Qualified to Vote.			Electors who Voted.			Percentage of Electors who Voted in Contested Electorates.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1913	553,633	484,366	1,037,999	385,838	302,389	688,227	72.20	64.55	68.63
1917	574,308	535,522	1,109,830	328,030	295,354	623,384	62.40	60.57	61.52
1920	593,244	561,193	1,154,437	363,115	285,594	648,709	61.21	50.89	56.19
1922	636,662	614,361	1,251,023	466,949	408,515	875,464	73.34	66.49	69.98
1925	678,749	660,331	1,339,080	489,126	435,853	924,979	72.06	66.00	69.07

The franchise was extended to women (Women's Franchise Act) in 1902, and was exercised for the first time at a State election in 1904.

6. **The Parliament of Victoria.**—(i) *Constitution.* Both of the Victorian legislative chambers are elective bodies, but there is a considerable difference in the number of members of each House, as well as in the qualifications necessary for members and electors. The number of members in the Upper House in May, 1927, was 34, and in the Lower House, 65. In the Legislative Council the tenure of the seat is for six years, but one member for each province retires every third year, except in the case of a dissolution, when one-half of the newly-elected members hold their seats for three years only. Members of the Legislative Assembly are elected for the duration of Parliament, which is limited to three years. An elector for the Legislative Assembly may vote once only, plurality of voting having been abolished in 1899; an elector, however, qualified in more than one district, may select that for which he desires to record his vote. A preferential system of voting (see Year Book No. 6, page 1182) was for the first time adopted in Victoria at the election held in November, 1911.

(ii) *Particulars of Elections.* Since the introduction of responsible government in Victoria there have been twenty-eight complete Parliaments, the first of which opened on the 21st November, 1856, and closed on the 9th August, 1859, while the twenty-eighth was dissolved on the 4th March, 1927. The first session of the twenty-eighth Parliament was opened on the 8th July, 1924, and closed on the 9th January, 1925. The second session was opened on 8th July, 1925, and closed on the 12th January, 1926. The third session was opened on 30th June, 1926, and closed on 18th January, 1927. Up to the end of May, 1927, no session of the twenty-ninth Parliament had been held. The election for the Legislative Assembly in 1927 was the first held since the institution of compulsory voting. Particulars of voting at the last five elections are given in the subjoined table:—

VICTORIAN ELECTIONS, 1913 to 1927.

LEGISLATIVE COUNCIL (LAST ELECTION 1925).

Year.	Electors Enrolled.	Electors Enrolled in Contested Electorates.	Electors who Voted.	Percentage of Electors who Voted in Contested Electorates.
1913	270,175	99,646	47,666	47.89
1916	300,321	92,421	34,853	37.71
1919	317,593	133,058	40,393	30.35
1922	353,440	161,731	47,008	29.07
1925	399,510	172,875	56,033	32.41

LEGISLATIVE ASSEMBLY.

Year.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted in Contested Electorates.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1917	397,585	430,645	828,230	172,317	184,682	356,999	54.30	54.12	54.21
1920	418,085	450,763	868,848	232,604	235,621	468,225	66.23	61.38	63.70
1921	414,818	456,638	871,456	167,812	158,415	326,227	61.29	53.53	57.26
1924	433,357	467,070	900,427	190,153	180,810	370,963	63.02	55.72	59.24
1927	480,485	512,726	993,211	377,941	402,458	780,399	92.02	91.51	91.76

The franchise was extended to women by the Adult Suffrage Act 1908 and voting at elections was made compulsory in 1926.

7. **The Parliament of Queensland.**—(i) *Constitution.* As pointed out previously, the Legislative Council in Queensland was abolished in 1922, the date of Royal assent to the Act being the 23rd March. The Legislative Assembly is composed of seventy-two members, and the State is divided into that number of electoral districts. A modified system of optional preferential voting is in operation in Queensland. (See Year Book No. 6, page 1183.)

(ii) *Particulars of Elections.* Since the establishment of responsible government in Queensland there have been twenty-three complete Parliaments, the first of which opened on the 29th May, 1860, and dissolved on the 20th May, 1863, while the twenty-third

Parliament opened on the 10th July, 1923, and closed on the 8th April, 1926. The first session of the twenty-fourth Parliament opened on 28th July, 1926. At the elections held in May, 1915, the principle of compulsory voting was introduced for the first time in Australia. Of the total number of electors enrolled at the 1926 elections, 89.94 per cent. went to the polls. Statistics regarding the last five elections for which details are available are given below.

QUEENSLAND LEGISLATIVE ASSEMBLY ELECTIONS, 1915 to 1926.

Year.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted in Contested Electorates.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1915	184,627	150,568	335,195	140,396	125,844	266,240	86.46	90.09	88.14
1918	233,342	191,074	424,416	176,768	163,901	340,669	75.75	85.78	80.27
1920	238,750	206,931	445,681	187,575	168,651	356,226	78.57	81.50	79.93
1923	257,001	219,476	476,477	194,287	174,980	369,267	80.72	83.96	82.23
1926	253,571	224,526	478,097	209,139	191,916	401,055	89.77	90.13	89.94

The election of 1907 was the first State election in Queensland at which women voted, the privilege being conferred under the Elections Acts Amendment Act 1905.

8. The Parliament of South Australia.—(i) *Constitution.* In this State there is a Legislative Council composed of twenty members and a House of Assembly with forty-six members, both chambers being elective. The State is divided into five districts, which return four members each to the Legislative Council. For the House of Assembly, eight districts return three members each, and eleven districts two members each.

(ii) *Particulars of Elections.* Since the inauguration of responsible government in South Australia there have been twenty-five complete Parliaments, the first of which was opened on the 22nd April, 1857. The first session of the twenty-sixth Parliament began on the 17th May, 1927. Particulars of voting at recent elections are given below :—

SOUTH AUSTRALIAN ELECTIONS, 1912 to 1924.

Year.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted in Contested Electorates.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
LEGISLATIVE COUNCIL.									
1912	59,228	19,985	79,213	40,709	13,016	53,725	80.91	72.56	78.71
1915	66,614	21,635	88,249	11,436	4,808	16,244	75.69	71.25	74.32
1918	71,510	23,461	94,971	42,987	11,800	54,787	60.11	50.30	57.69
1921	69,986	23,062	93,048	38,597	11,309	49,906	64.23	53.96	61.57
1924	67,429	22,018	89,447	36,626	10,492	47,118	65.79	54.94	63.02
HOUSE OF ASSEMBLY.									
1912	117,440	106,971	224,411	87,530	73,732	161,262	74.53	68.93	71.86
1915	128,594	124,797	253,391	70,898	65,157	136,055	77.22	72.64	74.95
1918	126,669	132,043	258,712	71,501	62,742	134,243	56.45	47.52	51.89
1921	134,091	137,931	272,022	91,451	77,600	169,051	70.10	57.64	63.77
1924	141,944	147,899	289,843	87,712	73,453	161,165	69.65	56.05	62.71

Particulars of the elections held in 1927, if available, will be published in the Appendix.

It is interesting to note that South Australia was the first of the States to grant women's suffrage (under the Constitution Amendment Act 1894), the franchise being exercised for the first time at the Legislative Assembly election on the 25th April, 1896.

9. The Parliament of Western Australia.—(i) *Constitution.* In this State both Chambers are elective. For the Legislative Council there are thirty members, each of the ten Provinces returning three members, while the Legislative Assembly is composed of fifty members, one member being returned by each of the fifty electoral districts. At the expiration of two years from the date of election to a seat in the Legislative Council, and every two years thereafter, the junior member for the time being for each province retires. Seniority is determined (a) by date of election, (b) if two or more members are elected on the same day, then the junior is the one who polled the least number of votes, (c) if the election be uncontested, or in case of an equality of votes, then the seniority is determined by the alphabetical precedence of surnames and, if necessary, Christian names. Members of the Legislative Assembly are elected for three years.

(ii) *Particulars of Elections.* Since the establishment of responsible government in Western Australia there have been twelve complete Parliaments, the first of which was opened on the 30th December, 1890, while the thirteenth Parliament was elected on 26th March, and 9th April, 1927. The preferential system of voting in use in Western Australia is described in Year Book No. 6, page 1184. Particulars relating to recent Assembly and Council elections are given in the tables below :—

WESTERN AUSTRALIAN ELECTIONS, 1914 to 1927.

Year.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted in Contested Electorates.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.

0

LEGISLATIVE COUNCIL.

1916	45,325	13,683	59,008	10,672	2,464	13,136	53.49	50.52	52.91
1918	46,272	14,700	60,972	14,043	3,930	17,973	39.04	31.83	37.20
1920	37,137	14,900	52,037	12,450	3,406	15,856	45.07	28.28	40.27
1922	40,360	14,838	55,198	17,524	4,763	22,287	46.16	33.81	42.82
1924	43,897	14,904	58,801	16,552	4,569	21,121	47.06	39.25	45.12

LEGISLATIVE ASSEMBLY.

1914	126,598	88,143	214,741	54,612	41,993	96,605	56.59	58.29	57.32
1917	93,106	73,845	166,951	45,453	40,167	85,620	59.46	65.51	62.15
1921	89,523	75,165	164,688	54,747	44,211	98,958	69.16	65.22	67.34
1924	101,717	88,152	189,869	55,591	43,800	99,391	66.00	59.00	62.32
1927	113,072	97,877	210,949	76,307	66,199	142,506	74.32	72.42	73.42

Women's suffrage was granted by the Electoral Act of 1899. At the 1921 elections the first woman member elected to an Australian Parliament was returned.

10. **The Parliament of Tasmania.**—(i) *Constitution.* In Tasmania there are two legislative chambers—the Legislative Council and the House of Assembly, both bodies being elective. The Council consists of eighteen members, returned from fifteen districts, Hobart returning three, Launceston two, and the remaining thirteen districts sending one member each. There are five House of Assembly districts corresponding to the Commonwealth electoral districts, each returning six members, who are elected under a system of proportional representation which first came into force at the 1909 elections. (See Year Book No. 6, page 1185.)

In 1924 and again in 1925 the House of Assembly contested, with at least temporary success, the power of the Legislative Council to amend money bills. The matter was settled by "The Constitution Act 1926," which provides that all money bills shall originate in the Assembly, that all money votes shall be recommended by the Governor, and that the Council may amend bills other than those for appropriating public moneys or fixing a rate for income or land tax. The Council has no power to insert a provision for the appropriation of money or the imposing of a burden on the people.

(ii) *Particulars of Elections.* The first Tasmanian Parliament opened on 2nd December, 1856, and closed on 8th May, 1861. There have been twenty-one complete Parliaments since the inauguration of responsible government. Particulars of the voting at the last five elections for the House of Assembly are given hereunder:—

TASMANIAN ELECTIONS, HOUSE OF ASSEMBLY, 1913 to 1925.

Year.	Electors Enrolled.			Electors who Voted.			Percentage of Electors who Voted in Contested Electorates.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1913	53,372	51,920	105,292	38,700	32,102	70,802	72.51	61.83	67.24
1916	54,466	52,855	107,321	41,427	37,557	78,984	76.06	71.05	73.60
1919	53,205	54,336	107,541	37,037	34,027	71,064	69.61	62.62	66.08
1922	54,958	55,591	110,549	38,457	31,295	69,752	69.96	56.30	63.09
1925	56,667	58,234	114,901	41,322	35,959	77,281	72.92	61.81	67.25

The present members of the Legislative Council have been elected at various dates, and the following particulars are given of the last contested election in each case—number of electors on the roll, 41,408; number of votes recorded, male 17,646, female 4,944, total 22,590; percentage of persons who voted to the number on the roll, 54.55.

The suffrage was granted to women under the Constitution Amendment Act 1903.

§ 3. Cost of Parliamentary Government.

1. *General.*—The following statement shows the cost of parliamentary government in the Commonwealth and in each State, as well as the cost per head of population, for the year ended the 30th June, 1926. In order to avoid incorrect conclusions as to the cost of the Governor-General's or Governor's establishment, it may be pointed out that a very large part of the expenditure (with the exception of the item "Governor's salary") under the head of Governor-General or Governor represents official services entirely outside the Governor's personal interests, and carried out at the request of the Government.

COST OF PARLIAMENTARY GOVERNMENT, 1925-1926.

Particulars.	C'with.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
1. Governor-General or Governor—	£	£	£	£	£	£	£	£
Governor's Salary ..	10,000	5,000	5,000	2,581	5,000	4,000	2,750	34,331
Official Secretary's salary ..	650	824	(c)	352	..	350	..	2,176
Clerks, etc. ..	1,156	404	179	906	350	351	..	4,753
Orderlies ..	..	347	747					
Other messengers ..	178	81	..	..	1,082	..	516	1,857
Wages—Housemaids, stewards, gamekeepers, etc. ..	7,397	1,455	1,262	..	641	..	..	10,755
Country residence—								
Gardener ..	..	297	249	..	268	117	125	1,676
Other wages ..	..	620						
Incidental expenses ..	3,630	1,157	1,537	..	123	..	..	439
Furniture, stores, and stationery ..	854	254	1,236	..	211	587	..	
Postal, cables, etc. ..	1,331	159	320	1,641	38	..	74	15,900
Travelling expenses and conveyance of officers ..	2,293	16	..	..	..	..	..	654
Incidental expenses (country residence) ..	..	350	275	..	20	..	..
Other expenses ..	2,439	..	2,375	495	650	1,298	639	8,396
Allowance to Lieut.-Governor ..	..	..	..	660	..	..	..	660
Total ..	29,928	10,973	13,680	6,635	8,383	7,016	4,543	81,158
2. Executive Council—								
Salaries of officers ..	(a)	570	780	30	..	100	(h)	1,480
Other expenses ..	(a)	333	84	80	..	5	(h)	452
Total ..	(a)	903	814	110	..	105	(h)	1,932
3. Ministry—								
Salaries of Ministers ..	15,300	23,420	10,000	9,296	7,750	6,200	3,000	74,966
Ministerial functions ..	(b)	57	(b)	..	72	1,494	381	2,004
Special Reports for Cabinet ..	(b)	4	(b)	..	123	..	1,065	1,192
Premiers' Conference ..	188	..	..	..	88	161	6	443
Travelling expenses ..	1,644	1,017	..	..	..	4,634	912	8,207
Total ..	17,132	24,498	10,000	9,296	8,033	12,489	5,364	86,812
4. Parliament—								
A. Upper House :								
President and Chairman of Committees ..	1,800	1,900	1,149	..	800	1,600	850	8,099
Allowance to members ..	34,769	..	6,000	..	6,800	15,532	4,778	67,879
Railway passes ..	4,320	15,906	(d)9,000	..	1,364	5,357	1,032	36,979
Postage for members ..	678	..	(e)	..	20	135	6	639
B. Lower House :								
Speaker and Chairman of Committees ..	1,800	2,790	2,139	1,700	1,400	1,600	900	12,329
Allowance to members ..	66,055	67,417	28,445	31,469	15,742	22,208	8,508	239,844
Railway passes ..	9,120	17,462	(f)	..	3,136	8,864	1,774	40,356
Postage for members ..	2,500	2,700	(e)	1,475	281	315	16	7,287
C. Both Houses :								
Standing Committee on Public Works—								
Remuneration of members ..	1,998	3,966	1,499	..	..	..	232	7,695
Salaries of staff and contingencies ..	1,926	2,145	2,289	..	..	3,324	50	9,734
Printing—								
Hansard ..	10,875	6,189	3,938	2,727	2,666	2,216	..	28,611
Other ..	17,307	13,562	4,886	2,975	9,608	1,104	3,800	53,242
Parliamentary reporting staff—								
Salaries ..	11,877	8,269	6,124	4,551	4,732	4,078	..	39,631
Contingencies ..	185	..	64	..	220	126	..	595
Library—								
Salaries ..	5,117	2,541	1,302	1,084	675	100	2,671	100,019
Contingencies ..	3,996	942	(g)1,448	612	607	275		
Salaries of other officers and staff ..	25,827	23,516	14,840	6,796	4,486	3,184	..	..
Travelling expenses of officers and staff ..	604	..	..	..	..	..	..	604
Other ..	8,695	..	..	..	434	..	..	9,129
Carried forward ..	209,449	169,305	83,123	53,389	52,971	70,018	24,617	662,872

For Notes see next page.

COST OF PARLIAMENTARY GOVERNMENT—*continued.*

Particulars.	C'wth.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
	£	£	£	£	£	£	£	£
Brought forward ..	209,449	169,305	83,123	53,389	52,971	70,018	24,617	662,872
<i>D. Miscellaneous—</i>								
Fuel, light, heat, power, water ..	1,382	..	727	682	1,101		(b) 94	
Posts, telegraphs, telephones	629	..	298	338	366			
Furniture, stores, and stationery (Parliamentary officers) ..	3,770	1,481	536	66	1,694	3,143	84	41,773
Contingencies ..	9,605	3,835	340	3,581	..		939	
Cab fares—Late sittings, etc.	..	162	..	..	51			
Other ..	..	..	2,090	1,350	3,429			
Total ..	224,835	174,783	87,114	59,406	59,612	73,161	25,734	704,645
5. Electoral—								
Salaries ..	76,572	2,104	1,455	3,412	4,557	2,342	(h)	90,442
Cost of elections, contingencies, etc. (including all payments by railway officers) ..	154,985	8,195	8,064	28,110	5,330	4,212	4,198	213,094
Total ..	231,557	10,299	9,519	31,522	9,887	6,554	4,198	303,536
6. Royal Commissions, Select Committees, etc., including fees and other expenses of Commissioners, fees of counsel, costs incurred by Ministers, cost of overtime worked by departments preparing information, bonuses, etc. ..	8,022	7,790	288	197	8,215	4,046	401	28,959
Total ..	8,022	7,790	288	197	8,215	4,046	401	28,959
GRAND TOTAL ..	511,474	229,246	121,415	107,166	94,130	103,371	40,240	1,207,042
<i>Cost per head of population ..</i>	<i>1s. 8d.</i>	<i>1s. 11d.</i>	<i>1s. 5d.</i>	<i>2s. 5d.</i>	<i>3s. 4d.</i>	<i>5s. 5d.</i>	<i>3s. 9d.</i>	<i>3s. 11d.</i>

(a) Included under Governor-General. (b) Not available separately. (c) Included under Executive Council. (d) Both Houses. (e) Included under Library. (f) Included under Upper House. (g) Including members' postage. (h) Duties performed by Chief Secretary's Department.

Figures showing total cost and cost per head during each of the last five years are given in the next table.

COST OF PARLIAMENTARY GOVERNMENT, 1921-22 TO 1925-26.

Year.	C'wth.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
TOTAL.								
	£	£	£	£	£	£	£	£
1921-22 ..	406,041	332,975	113,149	99,008	67,743	80,808	36,694	1,136,418
1922-23 ..	479,658	212,056	109,137	109,020	72,417	75,360	37,084	1,094,732
1923-24 ..	367,479	204,817	128,143	89,101	83,031	82,410	35,629	990,610
1924-25 ..	404,021	288,331	115,626	86,408	81,409	92,338	37,478	1,105,611
1925-26 ..	511,474	229,246	121,415	107,166	94,130	103,371	40,240	1,207,042
PER HEAD OF POPULATION.								
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1921-22 ..	1 6	3 1	1 5	2 7	2 8	4 10	3 4	4 0
1922-23 ..	1 8	1 11	1 5	2 9	2 10	4 5	3 4	3 11
1923-24 ..	1 3	1 10	1 5	2 2	3 2	4 8	3 3	3 5
1924-25 ..	1 4	2 7	1 7	2 1	3 0	5 1	3 5	3 9
1925-26 ..	1 8	1 11	1 5	2 5	3 4	5 5	3 9	3 11

§ 4. Commonwealth Government Departments.

Owing to exigencies of space the statement showing the various matters dealt with and the Acts administered by the Minister of each of the Commonwealth Departments, which was incorporated in Official Year Book No. 17, pp. 97 to 100, cannot be repeated in this issue.

§ 5. Strength of the Civil Service.

The strength of the permanent Civil Service at a definite point of time is not available, as the dates to which annual records are made up vary in different State Departments. The following table excludes temporary (except railways and Government tramways) and part-time officers (registrars of births and deaths, postal contractors, etc.); naval, air, and military employees; and certain others, such as those employed in State trading undertakings:—

CIVIL SERVICE—NUMBER OF PERMANENT OFFICERS, 1925–26.

	C'with.		N.S.W.		Victoria.		Queensland.		South Australia.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
(a) Railways and Tramways	(b)1,617		57,267		34,687		24,576		13,779	
Police .. ..	..	..	2,933	4	1,871	4	1,182	..	822	10
Teachers .. ..	..	..	4,459	6,102	2,716	4,732	1,760	2,330	1,026	1,805
Other Departments	23,564	3,475	9,074	1,566	3,621	942	4,563	1,332	1,619	203
Total	28,656		81,405		48,573		35,763		19,064	

	W. Australia.		Tasmania.		N. Territory.		Australia.		
	M.	F.	M.	F.	M.	F.	M.	F.	Total.
(a) Railways and Tramways	8,602		1,404		(c)		(d)	(d)	141,932
Police	527	5	238	2	38	..	7,411	25	7,436
Teachers	716	1,253	343	968	4	7	11,044	17,197	28,241
Other Departments	1,318	196	536	148	(c)	(c)	44,295	7,862	52,157
Total	12,617		3,639		49		(d)	(d)	229,766

(a) Salaried and wages staff; includes temporary employees—Municipal Tramways excluded.
 (b) Excluding Federal Capital Territory line, officers of which are included with New South Wales.
 (c) Included with Commonwealth. (d) Not available.

§ 6. Legislation during 1926.

1. **General.**—The following summary which refers to the more important legislative enactments of the Commonwealth and State Parliaments during the year 1926 is exclusive of the ordinary Appropriation and Loan Acts. The principal Ordinances promulgated during the same year in the Northern Territory and Federal Capital Territory have, for the sake of convenience, been included after the heading 2, Commonwealth, immediately following.

2. **Commonwealth.**—(i) *Railways (South Australia) Agreement.* Agreement with South Australia regarding railway undertakings is approved.

(ii) *Oodnadatta to Alice Springs Railway.* Extension of the Port Augusta railway to Alice Springs is authorized: maximum expenditure, £1,700,000.

(iii) *Precious Metals Prospecting.* Prospecting is to be encouraged: £40,000 is appropriated.

(iv) *Petroleum Prospecting.* Prospecting is encouraged: £60,000 is appropriated.

(v) *Customs Tariff (Papua and New Guinea Preference).* Produce of these Territories is admitted duty free into the Commonwealth.

(vi) *Papua and New Guinea Bounties.* £250,000 is appropriated for bounties on goods produced in these Territories in the ten years 1927–1936.

(vii) *Navigation.* Certain ships may carry passengers between tourist ports.

(viii) *Crimes.* Measures are taken for protection of the Constitution and of public services.

- (ix) *Western Australia Grant.* Financial assistance is granted by Commonwealth.
- (x) *Power Alcohol Bounty.* Bounty of 4d. per gallon is authorized.
- (xi) *Oil Agreement.* Agreement with Anglo-Persian Oil Company is approved.
- (xii) *Northern Australia.* Northern Territory development is encouraged. A Commission is constituted. Separate administration for Central Australia is provided for.
- (xiii) *Science and Industry Research.* A Council is established to regulate research.
- (xiv) *Science and Industry Endowment.* £100,000 is appropriated.
- (xv) *Commonwealth Conciliation and Arbitration.* Provides for appointment of Chief Judge and other Judges; powers, etc., are defined.
- (xvi) *Defence Equipment.* £1,000,000 is appropriated for naval construction and £250,000 for aircraft.
- (xvii) *Development and Migration.* Migration is encouraged, and a Commission is constituted.
- (xviii) *Grafton to South Brisbane Railway.* Agreement between the Commonwealth, New South Wales and Queensland, is ratified.
- (xix) *Customs Tariff (New Zealand Preference).* Agreement regarding preference is ratified.
- (xx) *Canned Fruits Export Control.* A Board is constituted, and the export of canned fruits controlled.
- (xxi) *Federal Aid Roads.* Execution of agreements between Commonwealth and States is authorized.
- (xxii) *Cotton Bounty.* Bounty for Australian-grown seed cotton and cotton yarn is authorized.
- (xxiii) *Income Tax.* Rates for 1926-27 are declared.
3. **Northern Territory.**—(i) *Birds Protection.* Permits may be granted to export protected birds and their eggs, for purposes of science.
- (ii) *Real Property.* Registration of leases is provided for.
- (iii) *Foreign Companies.* Foreign Companies must be registered, and must carry on business under registered name only.
- (iv) *Crown Lands.* Grants of land in fee-simple may be made.
4. **Federal Capital Territory.**—(i) *Fire Precautions.* Measures for fire prevention are authorized.
- (ii) *Rates.* Rates may be levied and lands assessed.
- (iii) *Lotteries and Art Unions.* Disposal of goods by lottery or chance, except for charitable purposes, is forbidden.
- (iv) *Motor Traffic.* Provision is made for the registration of motor vehicles and the regulation of motor traffic.
- (v) *Trading Hours.* Hours of trading and conditions of employment in shops are prescribed.
5. **New South Wales.**—(i) *Fair Rents.* Law relating to landlords and tenants is amended, and the Fair Rents Act is extended.
- (ii) *Rural Workers Accommodation.* Accommodation is regulated for agricultural and pastoral employees.
- (iii) *Farm Produce.* Agents are to be licensed; sale and disposal of farm products is regulated.
- (iv) *Parliamentary Electorates and Elections.* A Commission of three persons is to redistribute electorates; reversion to single seat electorates is prescribed.
- (v) *Day Baking.* Baking hours are set out.
- (vi) *Industrial Arbitration.* An industrial commission is established.
- (vii) *Workers' Compensation.* A commission is constituted, and its powers and duties defined.
- (viii) *Coal Mines Regulation.* A court is established to hear and determine inquiries, appeals, and references.
6. **Victoria.**—(i) *Electoral Districts.* The State is re-divided into electorates.
- (ii) *Women's Disqualification.* Disqualification for public offices and professions is removed.
- (iii) *Censorship of Films.* Arrangements for the censoring of cinematograph films are made.
- (iv) *Land Tax.* Rate for year 1927 is declared.
- (v) *Income Tax.* Rates for year 1926-27 are declared.

- (vi) *Federal Aid Roads*. Agreement with the Commonwealth is approved.
- (vii) *Compulsory Voting (Assembly Elections)*. Every elector entitled to vote must do so.
- (viii) *Saturday Voting (Parliamentary Elections)*. All State parliamentary elections are to be held on a Saturday.

7. **Queensland.**—(i) *Cotton Industry*. "Pure Seed" districts are constituted. The government may compulsorily acquire seed.

- (ii) *Gift Duty*. Duties are levied of property disposed of by gift.
- (iii) *Commonwealth and State Agreement (War Service Settlers) Ratification*. Agreement with the Commonwealth relating to war service settlers is approved.
- (iv) *Discharged Soldiers' Settlement*. Relief is afforded where engagements cannot be met.
- (v) *Land Tax*. Land Tax is extended to 30th June, 1927.
- (vi) *Primary Producers' Organization and Marketing*. A Council of Agriculture is constituted, and previously existing district councils are dissolved.
- (vii) *Railways*. Leaving work is penalised when not on authorized strike.
- (viii) *Federal Aid Roads Agreement Approval*. Agreement with the Commonwealth is approved.
- (ix) *Water*. Rights in natural waters are declared, and better provision made for waterworks and water conservation, drainage, etc.
- (x) *South Brisbane-Kyogle-Grafton Railway Agreement*. Agreement between the Commonwealth, New South Wales and Queensland, is ratified.

8. **South Australia.**—(i) *North-South Railway Agreement*. Agreement between the Commonwealth and South Australia is approved.

- (ii) *Drought Relief*. Government may assist drought-stricken farmers with seed wheat, etc.
- (iii) *Loan Agreement Ratification*. Agreement between Commonwealth and South Australia is ratified.
- (iv) *Early Closing*. The law concerning closing times of shops is consolidated.
- (v) *Taxation*. A super tax on income is imposed, and the rate of land tax is increased.
- (vi) *Highways*. Better provision is made for construction and maintenance of roads and works.
- (vii) *Superannuation*. Superannuation benefits for government employees are introduced. A fund is established, and a Board constituted.
- (viii) *Federal Aid Roads Agreement*. Agreement between the Commonwealth and South Australia is ratified.
- (ix) *Motor Omnibus*. A Metropolitan Omnibus Board is constituted.
- (x) *Maintenance*. The law concerning State children, destitute persons, and assistance to necessitous mothers is constituted and amended.

9. **Western Australia.**—Legislation for 1926 will be found in the Appendix.

10. **Tasmania.**—(i) *Migration Agreement*. Agreement with Commonwealth in respect of migration and of borrowing in connexion with settlement is authorized.

- (ii) *Wood-pulp and Paper Industry Encouragement*. The manufacture of wood-pulp and paper in Tasmania is encouraged, and the rights and concessions in connexion therewith are prescribed.
- (iii) *Rubber Industry Encouragement*. The manufacture of tyres and other rubber goods in Tasmania is encouraged.
- (iv) *Marriages Legalization*. Marriage between certain persons is legalized.
- (v) *Roads Agreement*. Agreement with Commonwealth *re* road construction is authorized.
- (vi) *Taxation Amendment*. Further exemptions and deductions of income tax are made.
- (vii) *Main Roads Maintenance*. This Act provides for the declaration of main roads and for their maintenance.
- (viii) *Advances to Orchardists*. Advances are authorized and procedure and conditions laid down.
- (ix) *Estate Agents*. Compulsory licensing is provided for.
- (x) *Local Government*. Councils are given extended powers in the definition of building areas.
- (xi) *Christ College*. The College is incorporated, and a constitution provided.

§ 7. Consular Representatives of Foreign Countries in Australia.

The following tabular statement shows the number of consular representatives of foreign countries in each State for the year 1927 :—

CONSULAR REPRESENTATIVES IN AUSTRALIA, 1927.

Country.	Number of Consular Representatives in—						Total Aust.
	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	
Argentine Republic	2	2	..	1	..	1	6
Austria .. .. .	..	1	..	..	..	..	1
Belgium	3	1	1	1	1	1	8
Brazil	1	1	..	..	..	1	3
Chile	1	1	..	..	..	..	2
China .. .. .	..	2	..	..	..	..	2
Colombia	2	1	..	..	..	..	3
Costa Rica	1	..	..	..	..	..	1
Czecho-Slovakia	1	1	1	..	1	..	4
Denmark	3	2	3	2	1	..	11
Ecuador	2	..	..	..	..	..	2
Estonia	1	..	..	..	..	..	1
Finland	1	1	1	1	..	..	4
France	3	1	1	1	1	1	8
Germany .. .. .	..	2	..	..	..	..	2
Greece	2	2	1	..	1	..	6
Guatemala .. .. .	..	1	..	..	..	..	1
Honduras .. .. .	..	1	..	..	..	..	1
Italy	1	2	1	1	1	1	7
Japan	2	2	1	1	1	..	7
Liberia	1	..	..	1	..	..	2
Netherlands	3	1	3	1	1	1	10
Nicaragua .. .. .	..	1	..	..	..	..	1
Norway	3	3	2	3	3	2	16
Panama	1	1	1	..	..	..	3
Paraguay	1	1	..	..	1	..	3
Peru	2	1	..	1	..	..	4
Poland	1	..	..	..	..	..	1
Portugal	1	1	..	..	..	..	2
Roumania	1	..	..	..	..	..	1
Salvador .. .. .	..	1	..	..	..	..	1
Serb-Croat-Slovene State	1	..	..	..	..	..	1
Siam	1	..	..	..	..	..	1
Spain	2	2	1	1	1	..	7
Sweden	3	1	2	3	2	1	12
Switzerland	1	2	1	..	..	..	4
U.S.A.	5	5	1	1	1	..	13
Uruguay	1	1	..	..	..	..	2
Venezuela	1	..	..	..	..	..	1
Total	55	45	21	19	16	9	165*

* In addition Northern Territory has a Consul for the Netherlands and New Guinea a Consu for Sweden.

Countries having Consuls-General in Sydney are Belgium, Chile, Czecho-Slovakia, Denmark, Ecuador, France, Greece, Japan, Netherlands, Paraguay, Peru, Poland, and Sweden. Those having Consuls-General in Melbourne are Argentine, China, Colombia, Germany, Honduras, Italy, Norway, Peru, Switzerland, and United States. The Consul-in-Chief for Panama is located at Sydney.