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Daylight Saving in Queensland: Daylight Saving for South East Queensland Referendum Bill 2010 (Qld)

The Daylight Saving for South East Queensland Referendum Bill 2010 (Qld), a Private Member's bill, proposes to introduce daylight saving in part of south east Queensland if a majority of electors in Queensland approve of it at a referendum.

The proposed introduction of daylight saving in south east Queensland is an issue that generates much discussion. A recent Queensland Government survey found that while approximately two thirds of the south east Queensland respondents were in favour of holding a referendum on daylight saving for south east Queensland, approximately two thirds of the respondents from outside the south east were opposed to the idea.

This Research Brief looks at the issue of daylight saving, particularly in relation to Queensland. After providing background on the setting of standard time in Australia and how daylight saving came to be adopted in numerous jurisdictions, the paper summarises the history of daylight saving in Queensland.

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EXECUTIVE SUMMARY

This Research Brief looks at the issue of daylight saving, particularly in relation to Queensland.

As explained in Parts 2 and 3 of this Research Brief, daylight saving involves a modification of the time so as to provide more daylight in the evening and less in the early morning. During the two World Wars, Australia and a number of other countries instituted daylight saving to reduce the need for artificial lighting and thus save fuel. It was not used again in Australia until 1967 when a severe drought limited Tasmania's energy supplies and it was considered that daylight saving would reduce the demand for power. In the summer of 1971-1972, a number of places in Australia, including Queensland, trialled daylight saving. South Australia and the eastern states, apart from Queensland, adopted it permanently following the trial.

Parts 5 and 6 of this Research Brief provide a chronological history of daylight saving in Queensland from its use during the war years through to the reaction provoked by the Daylight Saving for South East Queensland Referendum Bill 2010 (Qld).

The Daylight Saving for South East Queensland Referendum Bill 2010 (Qld) was introduced into the Legislative Assembly on 14 April 2010 by the Independent Member for Nicklin, Mr Peter Wellington MP. The bill provides for the introduction of daylight saving in part of south east Queensland if a majority of electors in Queensland approve the proposal at a referendum. The bill has generated much discussion but it appears, on the basis of comments made by Members of the Government and Opposition to the media, that the bill will not be passed by the Legislative Assembly.

1 INTRODUCTION

In a group of Queenslanders, there are likely to be as many views on daylight saving as there are people in the group. While some consider that daylight saving should be introduced to take advantage of the early hours of daylight in summer, to save energy, and to maintain consistency with southern states, others are against its introduction and want to remain on Eastern Standard Time all year. Those who hold the latter viewpoint cite reasons such as problems with getting children to bed in the light, the dangers involved if children in the west of the state have to catch the bus to school in the dark and return home in the heat of the afternoon, and the difficulties daylight saving presents for those in rural industries.

This Research Brief looks at the issue of daylight saving, particularly in relation to Queensland. The paper commences with an explanation of how standard time was set in Australia. It then presents a description and brief history of daylight saving, before providing a chronological history of daylight saving in Queensland from its use during the war years through to the reaction to the Daylight Saving for South East Queensland Referendum Bill 2010 (Qld), a Private Member's bill, which was introduced into the Queensland Legislative Assembly by Mr Peter Wellington MP on 14 April 2010.

2 STANDARD TIME

Prior to the passage of the *Standard Time Act 1894* (Qld), which established a standard time in the Queensland colony, and equivalent acts in the other Australian colonies,¹ there was great variation in local times both within the colonies and between the colonies.² Initially, this variation caused few problems but with improvements in communication (such as the Overland Telegraph) and faster modes of transport (such as the railways) the differences in time became a source of inconvenience.³

¹ See the Appendix for the current legislation in each Australian state and territory regarding standard time. The Appendix also lists daylight saving legislation, where relevant.

² See, e.g., Hon HM Nelson MLA, Premier and Colonial Treasurer, Standard Time Bill, Second Reading Speech, *Queensland Parliamentary Debates*, Legislative Assembly, 16 November 1894, p 1280.

³ See, e.g., Graeme Davison, *The Unforgiving Minute: How Australia Learned to Tell the Time*, Oxford University Press, Melbourne, 1993, p 72.

In the early 1890s it was suggested (by a South Australian) that the whole of Australia should be governed by a single time based on the 135th meridian⁴ (i.e. 9 hours ahead of Greenwich mean time (GMT)⁵), but this was not acceptable to Queensland delegates at the Intercolonial Postal Conference at which it was debated. (Time in Brisbane, for example, would have had to have been altered by one hour and twelve minutes.⁶) It was ultimately agreed that Australia would be divided into three time zones based on the 120th, 135th and 150th meridians of longitude.⁷

The adoption of the 150th meridian (i.e. 10 hours ahead of GMT) as Eastern Standard Time meant a compromise for the colonies of the east coast of Australia. However, as pointed out by the Hon HW Wilson MLC, the Post-Master General, in debate on the Standard of Time Bill 1894 in the Queensland Legislative Council, this meant little change from the local time in many places:⁸

Taking the 150th meridian as a standard, the Sydney time will be only five minutes earlier and the Brisbane time twelve minutes earlier, while the Melbourne time will be twenty minutes later, Rockhampton will be two minutes earlier, Mackay three minutes later, Roma five minutes later, and Bowen seven minutes later, so that very little inconvenience will be felt. ... The greatest difference will be at Camooweal,

⁴ A meridian is a line of longitude which passes through any particular point on the earth's surface and the poles. All places on the same meridian have "local noon, when the sun is at its highest point, at the same time": David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, Granta Books, London, 2006, p 32.

⁵ It was decided at an international conference in 1884 that the prime meridian (i.e. 0° longitude) would pass through Greenwich in London, England. The world's time zones are determined from this meridian (Greenwich is in the middle of a time zone). There are 24 time zones, each covering 15° of longitude. As one moves east from Greenwich, each time zone traversed is one hour later. As one moves west from Greenwich, each time zone traversed is one hour earlier: Donald B Sullivan, 'Greenwich Meridian', *World Book Student*, World Book, 2010, Web, downloaded 5 July 2010.

⁶ Graeme Davison, *The Unforgiving Minute: How Australia Learned to Tell the Time*, pp 72-73.

⁷ Graeme Davison, *The Unforgiving Minute: How Australia Learned to Tell the Time*, pp 70-75. The use of the 150th meridian of east longitude (i.e. 10 hours ahead of Greenwich Mean Time) had been suggested as the ideal line for governing time in eastern Australia at least as early as 1884: 'International Conference Held at Washington for the Purpose of Fixing a Prime Meridian and a Universal Day: Protocols of the Proceedings', October 1884. On 1 May 1899, South Australia moved its clocks forward by half an hour so that it was 9½ hours ahead of GMT: TA Newman, '[About Time – Daylight Saving in Tasmania](#)', *The Papers and Proceedings of the Royal Society of Tasmania*, vol 118, Hobart, August 1984, p 24.

⁸ Hon WH Wilson MLC, Postmaster-General, Standard of Time Bill, Second Reading Debate, *Queensland Parliamentary Debates*, Legislative Council, 25 September 1894, pp 651-654, pp 651-652.

where the difference amounts to nearly forty-eight minutes. It must be remembered that even at present our local mean time differs from solar time by nearly fifteen minutes in February, and rather over sixteen minutes in November.

Like the other standard time statutes, the *Standard Time Act 1894* (Qld) was amended (in 2005) to define standard time in relation to Co-ordinated Universal Time (UTC) rather than in relation to “*the 150th meridian of longitude east of Greenwich in England*”. UTC is the time at the prime meridian (i.e. 0° longitude) as measured by atomic clocks.⁹ In Queensland, standard time is defined to be 10 hours in advance of UTC.¹⁰

2.1 DIFFERENT TIME ZONES

While it is most common for all areas within a state to be on one time, it is not unknown for areas within a state to operate on a time different to that of the remainder of the state. Broken Hill in New South Wales near the South Australian border, for example, operates on Central Standard Time¹¹ (9½ hours ahead of UTC) whereas the remainder of New South Wales is on Eastern Standard Time (10 hours ahead of UTC).¹²

Kentucky is one of a number of states in the United States that is split into two time zones.¹³ Kentucky is divided into Eastern Kentucky (in the Eastern Time Zone) and Western Kentucky (in the Central Time Zone); the time in Eastern Kentucky is one hour ahead of that in Western Kentucky.

In some instances, the use of daylight saving has created different time zones within the one state. While most of Arizona, USA, for example, does not use daylight saving, the Navajo Nation lands within the state do.

⁹ Craig A Calendar and Thomas R O’Brien, ‘Time’, *World Book Student*, World Book, 2010, Web, downloaded 19 May 2010; Donald B Sullivan, ‘Greenwich Meridian’.

¹⁰ *Standard Time Act 1894* (Qld), s 3(1).

¹¹ [About Broken Hill](#), downloaded 11 May 2010.

¹² Another example is that of Eucla (in Western Australia near the South Australian border) and its surrounding area which unofficially uses a time zone that is 45 minutes ahead of Western Australia and 45 minutes behind South Australia: Marissa Calligeros, ‘State Division a Matter of Time’, *brisbanetimes.com.au*, 4 June 2010.

¹³ Nebraska, North Dakota, South Dakota, Michigan, Tennessee, Kansas, Oregon, Florida, Texas, Idaho, Indiana and Alaska are other examples: see e.g. www.TimeTemperature.com.

3 DAYLIGHT SAVING

Daylight saving involves a modification of the time. At the commencement of daylight saving, clocks are put forward an hour (or a greater or lesser length of time). If the sun rises at 4:30am and sets at 6pm under standard time, under a daylight saving time shift of one hour, it will rise at 5:30am and set at 7pm. Thus, during daylight saving, it is expected that people are able to take advantage of more of the sunlight hours as it is light for an extra hour (or other period) after work and school instead of in the morning while they are likely to still be asleep. Clocks are returned to standard time at the end of daylight saving.¹⁴

Daylight saving is generally used in the summer months (because of the early sunrises) but often during parts of spring and autumn too. In some locations in some years, daylight saving is used year-round; San Luis in Argentina, for example, has daylight saving all year in 2010. In 2010, some places have daylight saving for part of the year (e.g. Czech Republic, Germany, Lebanon), and some places do not have daylight saving (e.g. Gambia, Republic of Congo, Hong Kong).¹⁵

Daylight saving is generally not instituted in countries near the equator because it does not bring the benefits it does elsewhere. This is because there is little fluctuation in the sunrise and sunset times in those countries and the residents generally do not want to increase their sunlight hours.¹⁶

As discussed below, a key reason for instituting daylight saving in many places was to reduce the need for artificial light and thereby lower energy usage. While daylight saving can lead to a reduction in energy due to less lighting being required,¹⁷ it may nowadays be more than offset by greater use of airconditioners and other energy-intensive appliances, such as LCD televisions.¹⁸ It has also been

¹⁴ To help people remember which direction the clock needs to move, reminders such as “spring forward, fall back” have been used.

¹⁵ Timeanddate.com, [Daylight Saving Time Around the World](#), downloaded 21 April 2010.

¹⁶ Graeme Davison, *The Unforgiving Minute: How Australia Learned to Tell the Time*, p 115. See also, WebExhibits, [Daylight Saving Time: Rationale and Original Idea](#).

¹⁷ See, e.g., MBC Aries and GR Newsham, ‘Effect of Daylight Saving Time on Lighting Energy Use: A Literature Review’, 2008, *Institute for Research in Construction*, National Research Council Canada, p 1.

¹⁸ Ryan Kellogg and Hendrik Wolff, [‘Does Extending Daylight Saving Time Save Energy? Evidence from an Australian Experiment’](#), Center for the Study of Energy Markets Working Paper, University of California Energy Institute, January 2007, pp 2-3. See also, Energex, [Olders Looking to be Cool and Comfortable: Energy Survey](#), *Media Release*, 23 May 2010; Christopher O’Leary, ‘Daylight Dilemma’, *South West News*, 28 April 2010, p 3.

suggested that split time zones in Queensland may lead to greater electricity use as head offices in the south east remain open for an extra hour to service regional areas.¹⁹

3.1 BRIEF HISTORY OF DAYLIGHT SAVING²⁰

The concept of daylight saving has been attributed to Benjamin Franklin, renowned American statesman,²¹ who wrote in 1784 to the editor of a French journal of the waste of the morning hours of sunlight.²² The idea of putting clocks forward was, however, first proposed by William Willett, “a well-known English designer and builder of stately houses”,²³ who published a pamphlet in 1907 titled “The Waste of Daylight”.²⁴ In part, the pamphlet read:²⁵

Everyone appreciates the long light evenings. Everyone laments their shrinkage as the days grow shorter, and nearly everyone has given utterance to a regret that the clear bright light of early mornings, during Spring and Summer months, is so seldom seen or used.

¹⁹ ‘Longer Hours at Work the Reality’, *City News*, 333, 6 May 2010, p 14.

²⁰ A comprehensive history of daylight saving, particularly pertaining to the United States and the United Kingdom, can be found in David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*. See also, Graeme Davison, *The Unforgiving Minute: How Australia Learned to Tell the Time* for an Australian perspective on time, including daylight saving.

²¹ He was also, amongst other things, a scientist, printer and publisher, philanthropist and diplomat: see e.g., David Waldstreicher, ‘Franklin, Benjamin’, *World Book Student*, World Book, 2010, Web, 5 July 2010.

²² See, e.g., David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, pp ix-xii; United Kingdom, National Maritime Museum, [Time Fact Files: British Summer Time](#), last updated 26 March 2009, downloaded 11 May 2010. See also, Benjamin Franklin, [Letter to the Editor of the Journal of Paris](#), 1784, reproduced from Nathan G Goodman (ed), *The Ingenious Dr Franklin, Selected Scientific Letters*, University of Pennsylvania Press, 1931, pp 17-22.

²³ David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, p 1. See also, [William Willett: The man who put the clocks forward](#), November 2000; Today in Science History: [August 10 Births: William Willett](#).

²⁴ MBC Aries and GR Newsham, ‘Effect of Daylight Saving Time on Lighting Energy Use: A Literature Review’, p 3; Electoral Commission Queensland (ECQ), Statistical Returns 1992: Daylight Saving Referendum, July 1992, p 2. The idea for daylight saving apparently came to Willett as he was horse riding early one morning. Willett continued to advocate for the introduction of daylight saving throughout his life: David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, pp 1-24.

²⁵ William Willett, [The Waste of Daylight](#), Sloane Square, London, July 1907.

Nevertheless, standard time remains so fixed, that for nearly half the year the sun shines upon the land for several hours each day while we are asleep, and is rapidly nearing the horizon, having already passed its western limit, when we reach home after the work of the day is over. Under the most favourable circumstances, there then remains only a brief spell of declining daylight in which to spend the short period of leisure at our disposal.

Now, if some of the hours of wasted sunlight could be withdrawn from the beginning and added to the end of the day, how many advantages would be gained by all, and in particular by those who spend in the open air, when lights permits them to do so, whatever time they have at their command after the duties of the day have been discharged.

...

Everyone, rich and poor alike, will find their ordinary expenditure on electric light, gas, oil and candles considerably reduced for nearly six months in every year.

...

Light is one of the great gifts of the Creator. While daylight surrounds us, cheerfulness reigns, anxieties press less heavily, and courage is bred for the struggle of life.

Robert Pearce MP, the then Liberal member for Leek, was convinced by Willett's arguments of the value of daylight saving and on 4 February 1908 introduced a bill implementing the concept - the Daylight Saving Bill 1908 - into the House of Commons. While many supported the bill and it received a positive report from the select committee who examined it, there was strong opposition and it was not passed. The following year the Daylight Saving Bill 1909 was introduced, but it too did not pass, nor did similar bills in 1911, 1912, 1913 and 1914.²⁶

3.1.1 World War I

The fuel shortage which resulted from the outbreak of war was the catalyst for the introduction of daylight saving in various countries. To help reduce the need for artificial lighting, Germany introduced daylight saving (*Sommerzeit*) in April 1916.²⁷ Just a few weeks later, the House of Commons passed the Summer Time Bill 1916 for the same reason.²⁸ A number of other countries, including Australia, also introduced daylight saving during World War I.²⁹

²⁶ David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, pp 1-24, esp. pp 9, 19-20, 22-24.

²⁷ David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, pp 53-55.

²⁸ The Summer Time Bill 1916 was passed on 15 May 1916. The Act introduced daylight saving that year from May until October, leaving open the possibility of implementing it in other years for the duration of the war by virtue of an Order in Council by His Majesty: David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, pp 55-59.

3.1.2 World War II

While some countries, such as France and the United Kingdom, continued to use daylight saving between the wars,³⁰ others, such as Australia and Germany, ceased to do so. However, with the advent of World War II, Germany and Australia, amongst other countries, reinstated daylight saving and Britain went onto year-round daylight saving.³¹ In 1941, Britain moved the clock forward another hour (in effect having double daylight saving) for the summer; this was repeated each summer for the remainder of the war. After a number of years of many local areas using daylight saving, the United States instituted national daylight saving during World War II.³²

²⁹ Daylight saving operated in Australia from 1 January 1917 until 25 March 1917: Australian Government, Bureau of Meteorology, [Daylight Saving Time: Implementation Dates of Daylight Saving Time within Australia](#), last updated 22 September 2009. During World War I, the following countries used daylight saving: Algeria, Australia, Austria-Hungary, Belgium, Chile, Denmark, Estonia, France, Germany, Iceland, Italy, Latvia, Luxembourg, Malta, Monaco, Netherlands, Norway, Poland, Portugal, Russia, San Marino, Spain, Sweden, Switzerland, Tangier, Turkey, United Kingdom: David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, pp 55-63, 100.

³⁰ Between 1925 and 1935, the following countries used daylight saving: Algeria, Argentina, Belgium, Bolivia, Brazil, British Honduras, Canada, Chile, Cuba, France, Greece, Irish Free State, Luxembourg, Mexico, Monaco, Netherlands, Newfoundland, Portugal, Romania, Sierra Leone, Spain, Tangier, Sarawak, United Kingdom, United States, Uruguay: David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, p 138.

³¹ During World War II the following countries used daylight saving: Albania, Algeria, Argentina, Australia, Austria, Belgium, British Honduras, Bulgaria, Canada, Ceylon, Cuba, Czechoslovakia, Denmark, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, India, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Monaco, Morocco, Netherlands, Newfoundland, New Zealand, Norway, Palestine, Peru, Poland, Portugal, Romania, San Marino, Sarawak, Sierra Leone, Spain, Sweden, Switzerland, Tunisia, Turkey, Union of South Africa, United Kingdom, United States, Uruguay, Yugoslavia: David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, p 147.

³² The United States introduced national daylight saving in 1942 and continued to use it until 30 September 1945: David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, pp 146-151, 157. From 1945–1966, there was no national law in the US regarding daylight saving, so states implemented it as desired. Since 1966 there have been national laws regulating daylight saving: Adrienne Kandel and Daryl Metz, [Effects of Daylight Saving Time on California Electricity Use](#), Staff Report, California Energy Commission, May 2001, p 4.

3.1.3 Post-World War II

At the end of World War II, some countries continued to use daylight saving but a number of countries (Australia amongst them) ceased to use it. Since that date, however, many countries, including Australia, have implemented daylight saving.³³

4 DAYLIGHT SAVING IN AUSTRALIA

Daylight saving was not used in Australia from the end of World War II until 1967 when Tasmania introduced it to help counter the effects of a drought on power supplies. It is now a permanent feature in Tasmania, New South Wales, Victoria, the Australian Capital Territory and South Australia from the first Sunday in October until the first Sunday in April.³⁴ Queensland, Western Australian and the Northern Territory do not currently use daylight saving.

4.1 TASMANIA

The first bill proposing to introduce daylight saving in Tasmania was introduced in 1957 by Mr John Steer MHA, the then Member for Bass. That bill, like the following seven bills on the matter that were introduced by either Mr Steer MHA or Mr William Clark (Bill) Hodgman MHA, the then Member for Denison, over the next eight years, was unsuccessful. Most of the bills were opposed by the government, and even those bills for which members were given a free vote failed to gain the required numbers.³⁵

³³ Amongst the countries observing daylight saving time in 2010 are Albania, Andorra, Antarctica, Austria, Azerbaijan, Bahamas, Belarus, Belgium, Bermuda Islands, Bosnia-Herzegovina, Bulgaria, Chile, Croatia, Cuba, Cyprus, Czech Republic, Denmark, Egypt, Estonia, Falkland Islands, Faroe Islands, Fiji, Finland, Gaza Strip, Germany, Gibraltar, Greece, Greenland, Hungary, Iran, Ireland, Isle of Man, Israel, Italy, Jordan, Kosovo, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Macedonia, Malta, Moldova, Monaco, Montenegro, Morocco, Namibia, New Zealand, Norway, Paraguay, Poland, Portugal, Romania, Russian Federation, Saint Pierre and Miquelon, Samoa, San Marino, Serbia, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Syria, Turkey, Turks and Caicos Islands, Ukraine, United Kingdom, Uruguay, Vatican City State, West Bank, Western Sahara: [Daylight Saving Time Around the World](#), *timeanddate.com*, downloaded 21 April 2010.

³⁴ See e.g., Australian Government, [About Australia: Time](#), downloaded 19 May 2010; Hon Paul Caica MP, Minister for Agriculture, Food & Fisheries, Minister for Industrial Relations, Minister for Forests, Minister for Regional Development, [Dates Set for SA's Ongoing Daylight Saving](#), News Release, 28 April 2009.

³⁵ TA Newman, '[About Time – Daylight Saving in Tasmania](#)', pp 27-28.

It was as a result of the impact of a severe drought on hydroelectric power supplies in Tasmania that a bill introducing daylight saving was passed in 1967 – it was considered that the introduction of daylight saving would reduce power consumption.³⁶

A select committee was established by the Legislative Council in 1968 to examine a bill which proposed to permanently introduce daylight saving in Tasmania. The committee found there was great support for daylight saving in terms of being able to pursue leisure activities resulting from there being an extra hour of daylight available of an evening. It reported, however, that those involved in agricultural industries and drive-in cinemas were less enamoured with the idea of daylight saving. The committee's major recommendation was that daylight saving be introduced for a two year trial period from the first Sunday in November to the first Sunday in March. A bill implementing a two year trial was passed later that year.

In 1970, daylight saving became permanent in Tasmania for four and a half months each year.³⁷ It is now in place for approximately six months each year for the same period as in New South Wales, the Australian Capital Territory, Victoria and South Australia.³⁸

4.2 NEW SOUTH WALES, AUSTRALIAN CAPITAL TERRITORY, VICTORIA AND SOUTH AUSTRALIA

Following the successful implementation of daylight saving in Tasmania, a trial period of daylight saving was held in New South Wales, Victoria, Queensland, South Australia, the Australian Capital Territory and Alice Springs in the summer of 1971-1972.³⁹ With respect to public support for its introduction, Graeme Davison wrote:⁴⁰

³⁶ TA Newman, '[About Time – Daylight Saving in Tasmania](#)', pp 27-29.

³⁷ TA Newman, '[About Time – Daylight Saving in Tasmania](#)', pp 29-31.

³⁸ See Bureau of Meteorology, '[Daylight Saving Time: Implementation Dates of Daylight Saving Time within Australia](#)' for the dates of daylight saving in Australia from 1916-1917 until the present.

³⁹ Keith Richmond, 'Daylight Saving in New South Wales: A Case of Emotive Symbolic Politics?', *Australian Journal of Public Administration*, XXXXVII(4), December 1978, pp 374-385, p 376.

⁴⁰ Graeme Davison, *The Unforgiving Minute: How Australia Learned to Tell the Time*, pp 118-119.

... approval varied markedly from state to state and between city and country. While the southern states – Tasmania (86 per cent in favour), Victoria (78) and South Australia (75) – looked forward to long balmy evenings, the northern states of New South Wales (69) and Queensland (41) worried about their children having to walk home from school in the hot midday sun.

As discussed in greater detail below, Queensland did not continue with daylight saving after the trial. On the other hand, South Australia, New South Wales, the Australian Capital Territory and Victoria made daylight saving permanent.⁴¹

4.3 NORTHERN TERRITORY

The Northern Territory does not have daylight saving.

4.4 WESTERN AUSTRALIA

Western Australian voters have rejected daylight saving at four referenda. These were held in 1975, 1984, 1992 and 2009. Each of the referenda have asked substantially the same question and achieved almost exactly the same overall result. The first referendum on daylight saving, for example, asked the following question:

Are you in favour of the standard time in the State being advanced one hour from the last Sunday in October in each year until the first Sunday in March next following?

Overall, of the valid votes in each of the referenda, approximately 46% voted in favour of, and 54% voted against, daylight saving.⁴²

In the 2009 referendum, which was held after a three year trial, 50.60% of valid votes in metropolitan areas were in favour of daylight saving (49.40% against), but in country areas there was much less support for it (29.96% in favour, compared with 70.04% against).⁴³

⁴¹ TA Newman, '[About Time – Daylight Saving in Tasmania](#)', p 32; Bureau of Meteorology, [Daylight Saving Time: Implementation Dates of Daylight Saving Time within Australia](#).

⁴² Detailed results of the referenda are available from the Western Australian Electoral Commission website:
http://www.waec.wa.gov.au/elections/state_referendums/referendum_results/

⁴³ Western Australian Electoral Commission, [2009 Daylight Saving Referendum: Results and Statistics: Results by Region: Overall Summary](#).

4.5 QUEENSLAND

Each year, when the southern states put their clocks forward in spring, there are letters to the editor and articles in the newspapers, particularly in the south east of the state, deriding the fact that Queensland does not have daylight saving. This is on such grounds as the confusion that prevails for those who live on the New South Wales and Queensland border, the inconvenience for businesses conducting interstate transactions, and for those having to travel interstate.⁴⁴

5 QUEENSLAND

This section of the Research Brief examines the history of daylight saving in Queensland, after providing a brief description of Queensland's geography.

5.1 QUEENSLAND'S GEOGRAPHY

5.1.1 Latitude and Longitude

Queensland covers an area of 1,733,800km², and is generally located between 10° and 29°South latitude and 138° and 154°East longitude.⁴⁵ Towns in north west Queensland, such as Camooweal and Mount Isa, are on a similar longitude to Adelaide (which is in the Central Standard Time zone) while Brisbane is further east than Sydney (which is also in the Eastern Standard Time zone).

Both latitude and longitude are relevant to a discussion of daylight saving. As the earth rotates, the sun appears to move 15° of longitude every hour; therefore each degree of longitude west means that the sun is in the equivalent position four minutes later.⁴⁶ With respect to the impact that daylight saving would have in

⁴⁴ See e.g., Ben Dillaway, 'Time for National Rezoning: Mayors', *Gold Coast Bulletin*, 5 October 2009, online; John Wright, 'Summer Time Warp: Many still all at sea over clock change', *Courier-Mail*, 3 October 2009, p 29; Vaughan Mayberry, 'For What It's Worth', *Mx*, 1 October 2009, p 4.

⁴⁵ Queensland Government, Queensland Spatial Information Council, '[What's the Area?](#)', downloaded 25 May 2010.

⁴⁶ David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, p 33. As discussed below, latitude also has an impact on the position of the sun.

Queensland given the state's width, the governmental advisory Committee on Daylight Saving stated:⁴⁷

... In Mt. Isa, for example, noon occurs 55 minutes after noon in Brisbane. As Eastern Standard Time is fixed in relation to 150°E Longitude, noon thus occurs in Mt. Isa at 12:43 p.m. E.S.T. and in Brisbane at 11:48 a.m. E.S.T.

... the adoption of one hour daylight saving in Queensland would thus have effect with respect to actual or true local time of only 48 minutes adjustment for Brisbane but one hour and 43 minutes for Mt. Isa. Cairns, being west of Charleville and 29 minutes behind Brisbane, would have an adjustment of one hour 17 minutes. ...

It has been said that, due to Queensland's geography, some parts of the state could be regarded as being permanently on daylight saving time.⁴⁸

Queensland's range of latitudes (from about 10° south of the Equator to about 6° south of the Tropic of Capricorn) also impacts on daylight. The further south of the equator one travels, the longer the period between first light (dawn) and sunrise, and between sunset and last light.⁴⁹ However, it is not only the latitude of a place that determines the period in which it is light. As stated by the Committee on Daylight Saving:⁵⁰

Twilight itself is also variable in relation to local topography. Cairns, for example, is clear to the east but has a substantial mountain range a few miles to the west. Evening twilight in Cairns is thus a matter of minutes only whereas in Melbourne, it is a matter of hours.

5.1.2 Temperatures in Queensland

The Committee on Daylight Saving identified the "peak temperature period during the day" as "noon to 2.00 p.m. in areas near the coast and 2.00 p.m. to 4.00 p.m. inland".⁵¹

⁴⁷ Committee on Daylight Saving, Report, 3 July 1973, p 22, paras 64-65.

⁴⁸ Daylight Saving Task Force, *Report on the Trial of Daylight Saving: 29 October 1989 to 4 March 1990* (Report), April 1990, p 7. The Daylight Saving Task Force noted that "some countries purposely adopt a standard meridian to the east of the zone to which it is to be applied as a method of instituting permanent Daylight Saving": p 7.

⁴⁹ Committee on Daylight Saving, Report, p 23, para 68.

⁵⁰ Committee on Daylight Saving, Report, p 23, para 68.

⁵¹ Committee on Daylight Saving, Report, p 23, para 69.

With respect to the temperature at school finishing times, the Committee noted that if school finished at 3pm daylight saving time, this would, for example, actually be 1:45pm true local time in Charleville and Charters Towers, and 1:05pm true local time in Mt Isa.⁵²

5.2 WAR TIME DAYLIGHT SAVING

As discussed above, daylight saving was first introduced in Queensland, along with the rest of Australia, in 1917 during World War I in an attempt to conserve fuel.⁵³ It was reintroduced during World War II for three summers.⁵⁴

5.3 ISLAND TIME

In various years, some of the towns near, and islands in, the Whitsundays adopted daylight saving because many of the tourists visiting the area were from interstate. Daylight saving in this region was, however, sometimes considered inconvenient as the remainder of Queensland continued to be on Eastern Standard Time.⁵⁵

5.4 1971-1972 TRIAL OF DAYLIGHT SAVING AND 1973 REPORT OF THE COMMITTEE ON DAYLIGHT SAVING

Queensland did not institute daylight saving throughout the state from the end of World War II until 1971 when daylight saving was trialled.⁵⁶ The following summer (1972-1973), Queensland remained on Eastern Standard Time while Victoria, New South Wales, the Australian Capital Territory, South Australia and Tasmania reinstated daylight saving.

⁵² Committee on Daylight Saving, Report, p 23, para 71.

⁵³ See, e.g., ECQ, Statistical Returns 1992: Daylight Saving Referendum, p 2.

⁵⁴ 1 January 1942–29 March 1942; 27 September 1942–28 March 1943 and 3 October 1943–26 March 1944. It was also implemented in other states, although not in Western Australia in the latter period: Daylight Saving Task Force, Report, p 3.

⁵⁵ See, e.g., Tracey Aubin, 'Banana Benders Debate the Time', *Sydney Morning Herald*, 11 November 1988, p 3; 'Support for Daylight Saving Increases', *Australian*, 24 November 1970.

⁵⁶ *Daylight Saving Act 1971* (Qld). Daylight saving was in place from 31 October 1971 until 27 February 1972.

In March 1973, the then Queensland Premier, the Hon Joh Bjelke-Petersen MLA, requested that the “Cabinet-appointed”⁵⁷ Committee on Daylight Saving⁵⁸

*... examine the effects on all sections of the community of Queensland of the time difference of one hour that existed during the recent period daylight saving was in force in New South Wales, Victoria, South Australia and the Australian Capital Territory.*⁵⁹

The Committee sought written submissions and held ten public meetings.⁶⁰ The Committee noted that nearly all of the submissions in favour of daylight saving were from urban areas, and many of those who were not in favour of daylight saving lived in rural areas.⁶¹

While acknowledging that some inconvenience arises if there is a time difference between Queensland and southern states, the Committee concluded that Queensland “*should not adopt daylight saving*”.⁶² Amongst other matters, the Committee was of the view that Queensland’s geography was not suited to daylight saving.⁶³ In addition, it noted that “*an overwhelming majority of women in Queensland*” were not in favour of daylight saving, nor was it supported by farming operators, the elderly, and the theatre industry.⁶⁴

With respect to different time zones within Queensland:⁶⁵

The Committee sees little merit in proposals for two time zones in Queensland as it believes there would be a greater inconvenience in regard to intra-State trade and communications than existed in relation to interstate during the period the time difference of one hour existed ...

⁵⁷ ‘Daylight Decision Delayed’, *Courier-Mail*, 10 July 1973.

⁵⁸ The Committee comprised CB Peter Bell CBE (United Graziers’ Association immediate past president) (Chairman), AJ Stratigos CBE (former Queensland manager of the Ford Motor Company) and J Wilson OBE (National Council of Women past president) (Members).

⁵⁹ Committee on Daylight Saving, Report, p 1.

⁶⁰ Committee on Daylight Saving, Report, p 3.

⁶¹ Committee on Daylight Saving, Report, pp 10-19.

⁶² Committee on Daylight Saving, Report, p 30.

⁶³ Committee on Daylight Saving, Report, p 29, para 14.

⁶⁴ Committee on Daylight Saving, Report, pp 26-30.

⁶⁵ Committee on Daylight Saving, Report, p 29, para 15.

The decision not to adopt daylight saving had numerous impacts. As reported in the *Courier-Mail* in 1975: “[s]chedules and time-tables for airline and bus services, mail, radio programmes and the stock exchange [were] among the many [affected] services ...”⁶⁶

5.5 1989-1990 TRIAL OF DAYLIGHT SAVING

Another trial of daylight saving was held over the summer of 1989-1990. The *Daylight Saving Act 1989* (Qld) provided for daylight saving to be in place from 29 October 1989 until 4 March 1990.⁶⁷ The passage of the relevant National Party Government bill was supported by the Labor Opposition because of “*clear benefits for some significant sections of the community*”,⁶⁸ particularly for those in south-east Queensland and the business community. The then Leader of the Opposition, Mr Wayne Goss MLA, noted, however, that “*there will also be a cost or detriment to other sections of the community*”.⁶⁹ He drew attention to potential issues for those in the north and west of Queensland.⁷⁰

Children in western Queensland will go home from school much closer to the heat of the day and families will have their evening meal much closer to the heat of the early evening.

The trial was also supported by the Liberal Party. Mr Terence Gygar MLA, the then Member for Stafford, for example, pointed out the benefits to Queensland businesses and tourism of being on the same time as the southern states.⁷¹

The then Labor member for Cairns, Mr Keith De Lacy MLA, made it clear that daylight saving does not offer a benefit in all places:⁷²

⁶⁶ ‘Now ... Back to Daylight Saving: Queensland Stays Behind the Clock’, *Courier-Mail*, 25 October 1975.

⁶⁷ New South Wales had daylight saving for the same period. In Victoria, South Australia and Tasmania, daylight saving ran from 29 October 1989 to 18 March 1990: Daylight Saving Task Force, Report, p 3.

⁶⁸ Mr WK Goss MLA, ‘Daylight Saving Bill’, Second Reading Debate, *Queensland Parliamentary Debates*, 6 September 1989, pp 492-493, p 492.

⁶⁹ Mr WK Goss MLA, ‘Daylight Saving Bill’, Second Reading Debate, p 492.

⁷⁰ Mr WK Goss MLA, ‘Daylight Saving Bill’, Second Reading Debate, p 492.

⁷¹ Mr TJ Gygar MLA, ‘Daylight Saving Bill’, Second Reading Debate, *Queensland Parliamentary Debates*, 6 September 1989, pp 493-495, p 493.

⁷² Mr KE De Lacy MLA, ‘Daylight Saving Bill’, Second Reading Debate, *Queensland Parliamentary Debates*, 6 September 1989, pp 495-496, p 495.

It would be no secret that during the hot, wet and humid tropical summer in Cairns, the climate is not always pleasant. Daylight-saving is designed to give people more sunshine and extend the hours of daylight. If one lived in Cairns in summer-time, the two things that one would not want would be more sunshine and more daylight. People try to dodge that. Housewives talk about their children coming home in the middle of a hot, sultry afternoon. The afternoon is too long and housewives have a lot of trouble feeding their children whilst it is still daylight and getting them into bed early enough. When the children are ready to get out of bed the next morning it is still dark, but they have to get up. ... Daylight-saving does not improve the life-style of people living in far-north Queensland, which the people in south-east Queensland ought to understand and appreciate.

5.5.1 Daylight Saving Task Force

Given the Government's awareness of the potential difficulties that daylight saving presents for Queenslanders in the north and west of the state, it established a Daylight Saving Task Force *"to hear submissions from interested parties prior to the introduction of daylight-saving, during the period it is in force and at its conclusion"*.⁷³

The Task Force was charged with ensuring that *"no section of the community in Queensland is unduly disadvantaged by the introduction of daylight-saving"*.⁷⁴ It was chaired by Barry Nutter, Acting Director-General, Department of Employment, Vocational Education, Training and Industrial Relations. Its members comprised representatives from the media, the Isolated Children's Parents' Association, the Queensland Farmers' Federation, the Queensland Council of Agriculture, the Local Government Association of Queensland, the Trades and Labor Council of Queensland, the Queensland Confederation of Industry, the State Chamber of Commerce and Industry, the Consumer Affairs Council, the Queensland Country Women's Association, the Health Department and the Queensland Tourist Association.⁷⁵

⁷³ Hon MJ Ahern MLA, Premier and Treasurer and Minister for State Development and the Arts, 'Daylight Saving Bill', Second Reading Speech, *Queensland Parliamentary Debates*, 6 September 1989, pp 446-447, p 447.

⁷⁴ Hon MJ Ahern MLA, 'Daylight Saving Bill', Second Reading Speech, p 447.

⁷⁵ Daylight Saving Task Force, Report, pp 1-2.

The Task Force received 23,399 written submissions and 17,691 phone calls from individuals; 69,735 signatures on petitions; and 760 submissions from organisations.⁷⁶ The submissions showed that the “*Brisbane and Moreton regions were clearly in favour of Daylight Saving*” but the other regions were not.⁷⁷

The Task Force identified, in the submissions, the following key factors in favour of the implementation of daylight saving in Queensland:⁷⁸

- business hours being aligned with those in the southern states;
- time being available in the evening for leisure/recreation activities;
- less disruption for tourism and travel;
- more gardening able to be undertaken in evenings and, therefore, more time available on weekends for other activities;
- parents having more time available to spend with their children in family activities such as barbeques and sport;
- same time all along the east coast;
- being able to sleep longer in the morning.

The Task Force identified, in the submissions, the following factors against the implementation of daylight saving in Queensland:⁷⁹

- Queensland does not have an appropriate climate for daylight saving – it is too hot;
- it is too hot to garden;
- difficulties with children – getting them to bed while it is still light and problems in the morning because they have had insufficient sleep, and issues concerning children eating meals at the normal times;
- children having to catch school buses in the morning in darkness and semi-darkness;
- children having to travel home in the heat of the day;
- sporting activities being held in hot times of the day;
- family life being negatively impacted on, especially in farming families, with the farmer not returning home until late;
- temperatures too hot for meals to be prepared and eaten at normal times, and problems with having later meals;

⁷⁶ Daylight Saving Task Force, Report, p 12.

⁷⁷ Daylight Saving Task Force, Report, p 15.

⁷⁸ Daylight Saving Task Force, Report, pp 15-16.

⁷⁹ Daylight Saving Task Force, Report, pp 16-18.

- country people being unable to watch the television news, weather and market reports because they were working later into the evening;
- days were too long;
- greater risk of developing skin cancer;
- primary production issues: milking times; later burning of cane; harvesting difficulties due to dew on crops; problems with machinery break downs late in the day and difficulty of obtaining parts at that time; increased working hours.

Some of those who were opposed to daylight saving argued that businesses could alter their work hours to align with those in the southern states and that “*Queensland should not bow to pressure from other States to adopt Daylight Saving*”.⁸⁰

The Task Force considered the advantages and disadvantages of a number of options (e.g. daylight saving for the whole state; daylight saving for Brisbane and Moreton only; daylight saving for parts of the State east of 151°East) and made the following recommendations:⁸¹

- that daylight saving be introduced for that part of the State east of 151°East longitude for the period adopted by other States and that Eastern Standard Time apply to the rest of the State;
- that daylight saving continue for a further two years (only in that part of Queensland to the east of 151°East longitude) and then consider whether a review is necessary;
- that the question of whether a referendum should be held be deferred until the end of the further trial period of two years; and
- that it be proposed, by Queensland, at a Premiers’ Conference that daylight saving of half an hour be introduced for the whole year for the eastern States.
- that a unit of specialist staff be established to review issues of concern and that necessary funding be provided.

⁸⁰ Daylight Saving Task Force, Report, p 16.

⁸¹ Daylight Saving Task Force, Report, pp 23-28.

5.6 SUMMER TIME ACT 1990 (QLD)

In October 1990, the Queensland Legislative Assembly passed the Summer Time Bill 1990 (Qld).⁸² The Act implemented daylight saving (labelled ‘summer time’ in the Act) throughout Queensland on a permanent basis so as, according to the then Labor Premier, the Hon Wayne Goss MLA, “to settle the issue [of daylight saving] once and for all so that business and tourism can operate with the minimum of disruption.”⁸³ The Act provided for amelioration of the effects of daylight saving by enabling local communities to seek to change the hours of employment, trade, schooling or other matters of concern.⁸⁴

5.7 1992 REFERENDUM

A year after the Summer Time Act 1990 (Qld) was passed, the Government announced that a referendum would be held on the issue of daylight saving.⁸⁵ Thus, on 22 February 1992, after three years of daylight saving, eligible Queenslanders were able to vote at a referendum on the question: “**Are you in favour of daylight saving?**”⁸⁶ Of the 1,636,805 formal votes, 744,686 voted **yes (45.5%)** and 892,119 voted **no (54.5%)**.⁸⁷ As recently noted by Antony Green:⁸⁸

In the 53 seats in the urban south east, the Yes vote won 60.6% to 39.4%, with the yes vote passing 70% in the southern Gold Coast. In the 36 seats covering the rest of the state, the Yes vote was clobbered 22.9% to 77.1% No.

⁸² The bill was supported by the Government Members and the Liberal Party Members: see e.g., Mr TM Coomber MLA, Member for Currumbin, Summer Time Bill, Second Reading Debate, *Queensland Parliamentary Debates*, 3 October 1990, p 3815.

⁸³ Hon WK Goss MLA, Premier, Minister for Economic and Trade Development and Minister for the Arts, Summer Time Bill, Second Reading Speech, *Queensland Parliamentary Debates*, 2 October 1990, pp 3709-3710, p 3709.

⁸⁴ *Summer Time Act 1990 (Qld)*, ss 6-12.

⁸⁵ See eg, Hon WK Goss MLA, [Referendum on Daylight Saving](#), Answer to Question on Notice asked by Mr R Cooper MLA, *Queensland Parliamentary Debates*, 2 October 1991, pp 1046-1047.

⁸⁶ ECQ, Statistical Returns 1992: Daylight Saving Referendum.

⁸⁷ ECQ, Statistical Returns 1992: Daylight Saving Referendum, p 12.

⁸⁸ Antony Green, ‘[Antony Green’s Election Blog: Daylight Saving Referendum in Queensland?](#)’, 15 April 2010, downloaded 18 May 2010.

In summary, the further south and east you went the higher the Yes vote, the further north and west the higher the No vote.

In 1992, voters in the urban south east made up around 60% of the state's population. Today that figure is around 65%. Just on that trend, and assuming the Yes and No vote was the same in both regions as in 1992, the overall Yes vote would rise from 45.5% to 47.1%. That estimate takes no account of other demographic changes in the Queensland electorate, or the quality of arguments put if another referendum was held.

As a result of the referendum, the Queensland Government introduced, and the Legislative Assembly passed, the Summer Time Repeal Bill 1992 (Qld) which repealed the existing daylight saving legislation. In his Second Reading Speech on the bill, the then Premier,⁸⁹ the Hon Wayne Goss MLA, stated:⁹⁰

I have no doubt that, while the repeal of the Summer Time Act 1990 will see an end to daylight saving in Queensland, the debate on daylight saving – and the absence of it in Queensland – will continue.

5.8 PETITIONS

Since 2005, a number of petitions regarding daylight saving have been tabled in the Queensland Parliament. A paper petition from 16 petitioners requesting the House to introduce daylight saving policy in line with New South Wales was tabled in 2005. An e-petition requesting the House pass the required legislation to enact daylight saving in Queensland, signed by 62,232 petitioners, was tabled in the Queensland Parliament on the same day (19 April 2006) as an e-petition signed by 7,516 petitioners requesting the House of Assembly not to introduce daylight saving. The following year, a paper petition from 543 petitioners requested that the House vote against any proposal to introduce daylight saving into Queensland. Also in 2007, an e-petition from 77,074 petitioners requested the House to call a referendum to introduce daylight saving. There were further petitions in support of daylight saving tabled in 2008 and 2009. In 2010, two petitions requesting the House to discontinue any action towards implementing daylight saving throughout Queensland were tabled.⁹¹

⁸⁹ Hon WK Goss MLA was also the Minister for Economic Trade Development and Minister for the Arts.

⁹⁰ Hon WK Goss MLA, Summer Time Repeal Bill, [Second Reading Speech](#), *Queensland Parliamentary Debates*, 6 May 1992, pp 5002-5003.

⁹¹ Further detail about the petitions and the Queensland Government responses to them is available from the Queensland Parliament Tabled Papers [website](#) and the Queensland Parliament Petitions [website](#). Both sites are able to be searched.

5.9 2007 SURVEY ON ATTITUDES TOWARDS DAYLIGHT SAVING

In 2007, the Department of Premier and Cabinet commissioned AC Nielsen to conduct research on attitudes towards daylight saving in Queensland to determine whether there had been a change in attitudes since the 1992 referendum.

5.9.1 General Support for Daylight Saving

The AC Nielsen survey showed that general support for daylight saving had increased since the 1992 referendum to 59% (up from 45.5%). Like the 1992 referendum results, there was greater support for daylight saving in south east Queensland (69%) than in other areas of the state (36%). The difference in attitude towards daylight saving was even more pronounced amongst the surveyed businesses: 72% of businesses in south east Queensland supported daylight saving compared with only 32% of businesses elsewhere in the state.⁹²

5.9.2 Two Time Zones

The survey found that only 33% of residents and 40% of businesses were in favour of daylight saving being introduced in south east Queensland (with the remainder of the state to remain on Eastern Standard Time), with support for the split time zones being stronger in south east Queensland (41%) than the rest of the state (14%). With respect to the reasons for this level of support, AC Nielsen pointed out:⁹³

There is significant concern amongst Queensland residents that introducing two time zones will be divisive of the community (in particular city versus country/north versus south), and will cause enormous confusion and difficulty, particularly for those living near a border. Businesses are concerned that this confusion may result in increased business costs for them.

It was also reported that Queenslanders are unsure of the reasons behind the proposal to split the state into two time zones and it would be difficult to educate people on the matter. There was no unanimity on where the boundaries should be drawn if Queensland is to be split into zones for daylight saving. It was, however, stated by AC Nielsen that the term 'South East Queensland' not be used if the state

⁹² AC Nielsen, [Daylight Saving in Queensland: Understanding attitudes towards daylight saving in Queensland: resident and business surveys on behalf of the Department of the Premier and Cabinet \(Daylight Saving in Queensland Attitudes Surveys\)](#), October 2007, p 2.

⁹³ AC Nielsen, Daylight Saving in Queensland Attitudes Surveys, p 3.

is to be split for daylight saving and that “[t]here is a belief that all borders should be in sparsely populated areas to affect as few people as possible”.⁹⁴

5.9.3 No Daylight Saving

The research found that not introducing daylight saving anywhere in Queensland “will cause the least public backlash”.⁹⁵

5.9.4 Queensland Government Response to the Survey Results

On the basis of the survey results, the Queensland Premier, the Hon Anna Bligh MP, said that State Cabinet had decided not to hold a referendum on daylight saving and would not be introducing it. To that end she stated:⁹⁶

I intend to be a Premier for the whole State – not just one part – therefore my Government will not introduce daylight saving in Queensland.

6 DAYLIGHT SAVING FOR SOUTH EAST QUEENSLAND REFERENDUM BILL 2010

An Independent Member, Mr Peter Wellington MP, introduced the Daylight Saving for South East Queensland Bill 2010 (the Bill) into the Queensland Legislative Assembly on 14 April 2010. The bill proposes a split time zone for Queensland.

Mr Wellington MP is seeking the Queensland Government’s agreement to form an all-party committee to “be charged with investigating the proposed split time zone boundary by consulting with Queenslanders and reporting back to parliament before the bill proceeded to debate”.⁹⁷ Mr Wellington MP hopes that if a new time zone boundary is drawn, it will cause “less local inconvenience” than that which

⁹⁴ AC Nielsen, Daylight Saving in Queensland Attitudes Surveys, p 6.

⁹⁵ AC Nielsen, Daylight Saving in Queensland Attitudes Surveys, p 6.

⁹⁶ Hon Anna Bligh MP, Premier, ‘[State Government Rejects Daylight Saving Referendum](#)’, *Ministerial Media Statements*, 1 October 2007.

⁹⁷ Mr Peter Wellington MP, Daylight Saving for South East Queensland Referendum Bill 2010, [Second Reading Speech](#), *Queensland Parliamentary Debates*, 14 April 2010, pp 1351-1352, p 1351. See also, Legislative Assembly of Queensland, [Sessional Orders 53rd Parliament \(First Session\)](#), Sessional Order 3(2); Legislative Assembly of Queensland, [Standing Rules and Orders of the Legislative Assembly](#), SO 126-158 regarding the parliamentary process for dealing with Government bills and Private Members’ bills.

currently occurs in Coolangatta/Tweed Heads. His proposed “time boundary” (which he labels as a “first draft”) for the “South East Queensland daylight saving time region” consists of:⁹⁸

The cities of Brisbane, Ipswich, Logan, Gold Coast and Redlands; and the regions of Moreton Bay, Scenic Rim and the Sunshine Coast. The proposed daylight saving region includes all of the areas that voted for daylight saving in 1992, and on the fringes it also includes some that voted ‘no’ in 1992, in order to draw a neat boundary that doesn’t cut too many communities off from their neighbours.

Mr Wellington MP explained this latter point as follows:⁹⁹

I suspect that most of the people in most of these areas are close enough to Brisbane and the coast so that they would feel that if Brisbane and the Gold and Sunshine Coasts are to have daylight saving they would want to have it too, even if, given their first choice, they would prefer no daylight saving at all in Queensland.

He also commented:¹⁰⁰

Members may notice that the proposed area includes all of the areas served by CityRail trains, and not much beyond, as these are the areas from which significant numbers of people commute to Brisbane.

6.1 COMPONENTS OF THE BILL

The Bill comprises two components; it provides for:

- a referendum on the question of whether daylight saving should be introduced into a certain region of south east Queensland; and
- amendments to the *Standard Time Act 1894* (Qld) to introduce daylight saving in the region if the referendum is approved by the majority of electors.

6.1.1 The Referendum Question

If the Bill is passed by the Queensland Parliament, the following question will be submitted to the electors under the *Referendums Act 1997* (Qld) on the same day as the polling day for Queensland’s next general election:¹⁰¹

⁹⁸ Mr Peter Wellington MP, Daylight Saving for South East Queensland Referendum Bill 2010, [Second Reading Speech](#), p 1352.

⁹⁹ Mr Peter Wellington MP, Daylight Saving for South East Queensland Referendum Bill 2010, [Second Reading Speech](#), p 1352.

¹⁰⁰ Mr Peter Wellington MP, Daylight Saving for South East Queensland Referendum Bill 2010, [Second Reading Speech](#), p 1352.

Are you in favour of daylight saving being introduced into the South East Queensland daylight saving time region only, while the remainder of the State does not change?

Electors will be required to indicate clearly and unambiguously on the ballot paper at the referendum that they approve of the question or not approve of the question.¹⁰²

Since Queensland separated from New South Wales in 1859, there have been seven state referenda in Queensland. Of these, only two have been approved – a referendum on Federation in 1899 and one on religious instruction in 1910.¹⁰³ As noted above, the 1992 referendum on daylight saving was not successful.

6.1.2 Amendments to the Standard Time Act 1894 (Qld)

As discussed above, the *Standard Time Act 1894* (Qld) sets the standard time in Queensland as 10 hours in advance of Co-ordinated Universal Time.

Commencement

If the referendum question is not approved by the majority of electors voting at the referendum, Part 3 of the Bill (which amends the *Standard Time Act 1894* (Qld)) cannot be proclaimed to commence.¹⁰⁴

If, however, the referendum question is approved by a majority of electors voting at the referendum, the amendments to the *Standard Time Act 1894* (Qld) (Part 3 of the Bill) will commence on a day to be proclaimed.¹⁰⁵ If Part 3 has not commenced within 1 year of the day on which the writ for the referendum at which the question is approved is returned to the Governor under section 43(2)(c) of the *Referendums*

¹⁰¹ Daylight Saving for South East Queensland Referendum Bill 2010 (Qld), Clause 4. Mr Wellington MP pointed out in his Second Reading Speech that this date was chosen so as not to waste money: Mr Peter Wellington MP, Daylight Saving for South East Queensland Referendum Bill 2010, [Second Reading Speech](#), p 1351.

¹⁰² [Referendums Act 1997 \(Qld\)](#), s 33.

¹⁰³ The remaining referenda have not been passed: Abolition of the Legislative Council (1917); Control or Prohibition of Liquor (1920 and 1923); Extension of Parliamentary Terms from Three to Four Years (1991) and Daylight Savings (1992): ECQ, '[Referendums](#)', downloaded 5 May 2010.

¹⁰⁴ [Daylight Saving for South East Queensland Referendum Bill 2010 \(Qld\)](#), clause 2(2).

¹⁰⁵ [Daylight Saving for South East Queensland Referendum Bill 2010 \(Qld\)](#), clause 2.

Act 1997 (Qld), it automatically commences on the next day.¹⁰⁶ The Explanatory Notes comment:¹⁰⁷

If automatic commencement would mean that the first daylight saving period were to start at an inconvenient time (eg, when only a few weeks of the period were left), s 15DA(3) of the Acts Interpretation Act 1954 can be applied. It provides that a regulation may be made, postponing the commencement for no more than another year.

South East Queensland Daylight Saving Time Region

Proposed section 8 of the *Standard Time Act 1894* (Qld) defines the **South East Queensland daylight saving time region** as the area of the State that consists of the following local governments:

- the cities of Brisbane, Ipswich, Logan, Gold Coast and Redland; and
- the regions of Moreton Bay, Scenic Rim and Sunshine Coast.

However, as noted above, Mr Wellington MP describes this as a “*first draft*” and is amenable to the areas being changed as a result of consultation.

Period and Duration of Daylight Saving

Proposed section 7 of the *Standard Time Act 1895* (Qld) provides for a period of daylight saving in the South East Queensland daylight saving time region. The **one hour advance on standard time** would be in place **from 2 am on the first Sunday in October in each year until 2 am on the first Sunday in April of the following year**. This is the same period as daylight saving is observed in New South Wales, Victoria, the Australian Capital Territory and Tasmania. The remainder of the State would remain on Eastern Standard Time.

6.2 GOVERNMENT COSTS ASSOCIATED WITH THE BILL

The Explanatory Notes to the Bill point out that there may be costs incurred by Queensland Rail “*in re-organising timetables for services that cross the ‘time boundary’*”¹⁰⁸ but that these would only comprise a small proportion of Queensland Rail’s annual budget. Costs for other departments and authorities are expected to

¹⁰⁶ [Daylight Saving for South East Queensland Referendum Bill 2010 \(Qld\)](#), clause 2(3) and [Acts Interpretation Act 1954 \(Qld\)](#), s 15DA.

¹⁰⁷ Daylight Saving for South East Queensland Referendum Bill 2010, [Explanatory Notes](#), p 2.

¹⁰⁸ Daylight Saving for South East Queensland Referendum Bill 2010, [Explanatory Notes](#), p 1.

be “in intangibles such as having to allow for a time difference across the state when communicating between branch offices and headquarters, and possible adjustment of the time settings on computer systems.”¹⁰⁹

7 REACTION TO THE BILL

The Daylight Saving for South East Queensland Referendum Bill 2010 (Qld) has generated much discussion. This section of the Research Brief outlines some of the reaction to the Bill.

7.1 QUEENSLAND GOVERNMENT

Shortly after Mr Wellington MP introduced the Bill in the Legislative Assembly, the Queensland Premier, the Hon Anna Bligh MP, used Twitter to commence discussion on the Bill and to gauge the level of support for it.¹¹⁰ The *Sydney Morning Herald* reported that the Premier received hundreds of replies soon after posting her tweet, with most in support of having a referendum on daylight saving.¹¹¹ The following morning, the Premier asked the Labor caucus to consult with their constituents to determine the level of support for daylight saving in the community.¹¹² The Queensland Government also officially sought public input on the issue. The Government’s “Get Involved” website presented the following two questions for a yes/no/undecided response and comment:¹¹³

Do you think all Queenslanders should have a referendum on Daylight Saving for South East Queensland only?

¹⁰⁹ Daylight Saving for South East Queensland Referendum Bill 2010, [Explanatory Notes](#), p 2.

¹¹⁰ ‘Qld Daylight Saving Back in Spotlight’, *Sydney Morning Herald* (online), 14 April 2010.

¹¹¹ ‘Qld Daylight Saving Back in Spotlight’.

¹¹² See e.g., Emily Macdonald, ‘Residents Veto Daylight Saving Push’, *Townsville Bulletin*, 18 May 2010, p 4; Chris O’Brien, ‘Strong Resistance Against Daylight Saving: Labor’, *ABC Online – Queensland Regional*, 18 May 2010; Steven Schubert, ‘No’ to daylight saving’, *North West Star* (online), 10 May 2010; Kate Bastable, ‘Survey Feedback Shows Time Switch Ticks Us Off’, *Daily Mercury*, Mackay, 17 May 2010, p 7; Niki Lyons, ‘North Qld Opposes Daylight Saving: MP’, *ABC News Online – Queensland Regional*, 23 April 2010.

¹¹³ Queensland Government, [‘Do Queenslanders Think We Should Have a Referendum on Daylight Saving in South East Queensland?’](#), *Get Involved*, downloaded 24 May 2010. Public consultation closed on 31 May 2010.

Should Queensland have a trial of Daylight Saving in South East Queensland before any referendum?

After the close of voting, the “Get Involved” website showed that 74,013 votes were lodged in relation to the first question on the holding of a referendum on daylight saving; of these, 63% voted yes and 35% voted no (2% were undecided). Of the 74,662 people who voted on the second question regarding a trial prior to a referendum, 64% voted yes and 34% voted no (2% were undecided).¹¹⁴ More than 80% of respondents were from south east Queensland.¹¹⁵

Some detail on the breakdown of results into south east and regional Queensland respondents was provided in a 3 June 2010 Queensland Government media release.¹¹⁶ It showed that 67% of respondents from south east Queensland were in favour of a referendum on daylight saving and 65% of those in regional Queensland were opposed. With regard to holding a trial of daylight saving prior to a referendum, 70% of the respondents in south east Queensland were in favour while 76% of those respondents in regional Queensland were opposed.

Six thousand, nine hundred and twenty-seven people provided feedback to Labor MPs.¹¹⁷ The feedback showed that 40% of those from south east Queensland who contacted a Member on the topic of daylight saving were in favour of a referendum (56% were opposed) and 47% were in favour of a trial prior to a referendum (51% were opposed). The feedback provided to Labor MPs who hold seats in regional Queensland showed even less support for daylight saving – only 13.5% were in favour of a referendum (over 85% were opposed) and a meagre 6% of respondents were in favour of a trial before a referendum (93% were opposed).¹¹⁸

In a caucus meeting on 7 June 2010, Labor MPs voted to oppose the Bill. In relation to the decision, the Premier said, “... *it’s absolutely clear from regional*

¹¹⁴ Queensland Government, ‘[Do Queenslanders Think We Should Have a Referendum on Daylight Saving in South East Queensland? Results](#)’, *Get Involved*, downloaded 6 June 2010.

¹¹⁵ Jodie Munro O’Brien, ‘Daylight Savings: Party time over vote’, *mX*, 1 June 2010, p 2.

¹¹⁶ Hon Anna Bligh MP, Premier and Minister for the Arts, ‘[Survey Results Show Queenslanders Split on Daylight Saving](#)’, *Ministerial Media Statement*, 3 June 2010.

¹¹⁷ Anna Caldwell, ‘State will be Left in the Dark’, *Courier-Mail*, 4 June 2010, p 3.

¹¹⁸ Hon Anna Bligh MP, Premier and Minister for the Arts, ‘[Survey Results Show Queenslanders Split on Daylight Saving](#)’.

*MPs that regional Queensland is absolutely opposed to any splitting of the state and any split time zone”.*¹¹⁹

7.2 LNP

The LNP will oppose the Bill.¹²⁰ LNP Opposition Leader John-Paul Langbroek and Deputy Opposition Leader Lawrence Springborg have made it clear that they do not support the bill because of the problems that different time zones would cause within the state.¹²¹

7.3 DAYLIGHT SAVING FOR SOUTH EAST QUEENSLAND PARTY

The Daylight Saving for South East Queensland Party (DS4SEQ) has, as its sole platform, the introduction of daylight saving in south east Queensland¹²² so, obviously, its members are in favour of split time zones in Queensland. The party’s submission to the Queensland Government’s consultation on daylight saving in south east Queensland advocates a trial of at least two years of daylight saving in south east Queensland, followed by a referendum.¹²³

¹¹⁹ Hon Anna Bligh MP, Premier and Minister for the Arts, ‘[Government will Vote No to Daylight Saving](#)’, *Ministerial Media Statement*, 7 June 2010.

¹²⁰ Anna Caldwell, ‘State will be Left in the Dark’.

¹²¹ Steven Wardill and Anna Caldwell, ‘No Sunset on Daylight Poll: Late support prompts MP to push for vote on split time zones’, *Courier-Mail*, 1 June 2010, p 5; Rosanne Barrett, ‘New Push for Daylight Saving’, *Australian*, 1 June 2010, p 7; Steven Wardill, ‘Premier Wants Timely Opinion’, *Courier-Mail*, 22 April 2010, p 8.

¹²² Daylight Saving for South East Queensland (DS4SEQ), ‘[“It’s About Time!”: The Daylight Saving for South East Queensland Party](#)’, downloaded 1 June 2010.

¹²³ DS4SEQ, [Daylight Saving for South East Queensland Submission](#), *Media Release*, 24 May 2010. See also, Nicole Carrington, ‘Fans Come to the Party’, *City News*, No 239, 8 April 2010, p 5.

7.4 BUSINESS

In a 2010 survey of 2,250 businesses,¹²⁴ the Chamber of Commerce and Industry Queensland found that while 59.3% of the surveyed businesses support statewide daylight saving in Queensland, only 34.1% would support split time zones in the state. Support for statewide daylight saving was much lower in regional areas than in south east Queensland: 77.7% in south east Queensland and 34.8% in regional Queensland. Similarly, support for split time zones was much lower in regional areas: 50.7% in south east Queensland and 11.8% in regional Queensland. It was considered that split time zones would “*create significant difficulties for business*”.¹²⁵

AgForce, a peak organisation representing Queensland rural producers,¹²⁶ is opposed to daylight saving. With respect to split time zones, AgForce president, John Cotter, said they “*would disrupt businesses operating across Queensland*.”¹²⁷ He gave the following example:¹²⁸

[I]n the beef industry you may have a pre-slaughter supply chain managed in two different time zones. If businesses have regional and Brisbane offices, businesses would have to invest in staff working extra hours to compensate for the time difference.

Stock agents, grain traders, banks and governments would all encounter the same costs.

Similar concerns have been raised by the United Retail Federation.¹²⁹

7.5 NORTH QUEENSLAND

The proposal in the Bill that Queensland be split into two different time zones for the purpose of daylight saving has reignited discussion of North Queensland

¹²⁴ The survey was taken in April 2010. 57% of respondents were in south east Queensland and 43% were in regional Queensland: Chamber of Commerce and Industry Queensland (CCIQ), [Daylight Saving: A Queensland Business Community Perspective](#), 2010.

¹²⁵ CCIQ, [Daylight Saving: A Queensland Business Community Perspective](#).

¹²⁶ AgForce, [About Us](#), downloaded 24 May 2010.

¹²⁷ AgForce, [Daylight Saving Distracts Government](#), *Media Release*, 15 April 2010.

¹²⁸ AgForce, [Daylight Saving Distracts Government](#).

¹²⁹ United Retail Federation, [Dividing Queensland Time Zones Divides Queenslanders; Driscoll—Dividing Queensland will destroy our entire supply chain](#), *Media Release*, 17 April 2010.

separating from the rest of the state.¹³⁰ Mr Bob Katter MP, the Federal Member for Kennedy, has suggested that splitting the state for daylight saving may provoke the north into separating from the south east to form a new state. Support for the idea of a separate state has been expressed by others including Les Tyrell, the Townsville Mayor.¹³¹

7.6 PETER WELLINGTON MP

Mr Wellington MP, the Independent Member who introduced the Bill into the Queensland Legislative Assembly, considered withdrawing the Bill as a result of the public feedback. He was quoted as saying:¹³²

The people don't want [daylight saving] so what's the purpose of proceeding with a private member's Bill when so many people say they don't want a say on the issue? ... Queenslanders have made it clear to me they're not interested and don't want me to go near [daylight saving] again or any politician to go near it again.

However, as a result of feedback he received after making the above statements, Mr Wellington MP decided to leave his Bill on the Notice Paper and to call on the Government and the Opposition to allow their members a conscience vote on the bill.¹³³

8 CONCLUSION

Southerners have been known to ridicule Queenslanders for their failure to adopt daylight saving, with jibes such as those about Queenslanders' fears about curtains fading.¹³⁴ Daylight saving is, however, a contentious issue in Queensland, as can be

¹³⁰ See, e.g., 'Editorial: Time for our say ... Bligh should see the light over the North', *Cairns Post Saturday*, 17 April 2010, p 28.

¹³¹ Mr Bob Katter MP, 'Taking Sides: Should Queensland have split daylight saving time zones?', *Sunday Mail*, 18 April 2010, p 57; Paul Williams, 'Dawn of an Old Debate', *Courier-Mail*, 20 April 2010, p 22; Gavin King, 'North "Will Govern Itself"', *Sunday Mail*, 18 April 2010, p 5. See also, Henry Tuttiett, 'Sunshine States: Desley sparks separatist frenzy', *Cairns Post*, 17 April 2010, p 1.

¹³² Kathleen Donaghey, 'Daylight Saving MP Concedes "People Don't Want It"', *Sunday Mail*, 30 May 2010, p 3.

¹³³ Steven Wardill and Anna Caldwell, 'No Sunset on Daylight Poll: Late support prompts MP to push for vote on split time zones'.

¹³⁴ See, e.g., Leisa Scott, 'Let there be Light', *Courier-Mail*, 17 December 2005, p 20.

seen by the response to the Daylight Saving for South East Queensland Referendum Bill 2010 (Qld).

Daylight saving has sometimes been labelled by its detractors as “daylight slaving” and “midsummer madness”.¹³⁵ It is often disliked by those in rural areas for its impact on workers in rural industries and their families. It has also led to some oddities, such as a twin who was born first being officially younger than his twin who was born second;¹³⁶ and a bus route of less than an hour in the United States from Steubenville, Ohio, to Moundsville, West Virginia, going through seven different time zones as it passed through some areas with daylight saving and some without.¹³⁷

Daylight saving advocates support daylight saving in Queensland for a number of reasons, including that it could overcome the problem that businesses currently lose two hours of common time with southern businesses each day during daylight saving, and that Queenslanders have to watch and listen to delayed news and current affairs broadcasts. It was even suggested in 1988 that Queensland may win the Sheffield Shield if daylight saving were introduced, with the extra hour to train!¹³⁸

On the basis of the comments made by Members of the Government and Opposition to the media, it appears unlikely that the Daylight Saving for South East Queensland Referendum Bill 2010 (Qld) will be passed by the Legislative Assembly.

¹³⁵ Keith Richmond, ‘Daylight Saving in New South Wales: A Case of Emotive Symbolic Politics?’, *Australian Journal of Public Administration*, XXXXVII(4), p 383.

¹³⁶ ‘Daylight Saving Causes Twin Arrival Pickle’, WRAL.com, 6 November 2007.

¹³⁷ David Prerau, *Saving the Daylight: Why We Put the Clocks Forward*, p 171. This was before daylight saving was regulated at a national level in the United States.

¹³⁸ ‘Daylight Saving Urged for Sport’, *Sun*, 23 September 1988, p 14.

APPENDIX

Queensland

[Standard Time Act 1894 \(Qld\)](#)

Australian Capital Territory

[Standard Time and Summer Time Act 1972 \(ACT\)](#)

New South Wales

[Standard Time Act 1987 \(NSW\)](#)

Northern Territory

[Standard Time Act 2005 \(NT\)](#)

South Australia

[Standard Time Act 2009 \(SA\)](#)

[Daylight Saving Act 1971 \(SA\)](#)

[Daylight Saving Regulations 2009 \(SA\)](#)

Tasmania

[Standard Time Act 1895 \(Tas\)](#)

[Daylight Saving Act 2007 \(Tas\)](#)

[Daylight Saving Regulations 2008 \(Tas\)](#)

Victoria

[Supreme Court Act 1986 \(Vic\), s 43](#)

[Summer Time Act 1972 \(Vic\)](#)

Western Australia

[Standard Time Act 2005 \(WA\)](#)

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