

HOUSE OF ASSEMBLY.

Thursday, September 30, 1954.

The **SPEAKER** (Hon. Sir Robert Nicholls) took the Chair at 2 p.m. and read prayers.

MARKETING OF EGGS ACT AMENDMENT ACT.

His Excellency the Governor, by message, intimated his assent to the Act.

QUESTIONS.**BRUISING OF LAMB CARCASSES.**

Mr. O'HALLORAN—I noticed in the press recently a report that there has been a sharp increase in the number of lamb carcasses rejected because of bruising. Can the Minister of Lands say whether any investigation has been conducted by officers of the appropriate department into the reason for such an increase or whether steps have been taken to eliminate the defects? It is realized that rejections represent a heavy loss to producers and a considerable economic loss to the nation because it reduces the quantity of lamb graded as suitable for export. Will the Minister inquire into the matter?

The Hon. C. S. HINCKS—I have not heard of the report referred to but I agree that bruising does have a detrimental effect on carcasses and represents an ultimate loss to the producer. I will take up the question with the Minister of Agriculture and obtain a reply.

WALL MAPS FOR SCHOOLS.

Mr. HUTCHENS—I understand from a report I have received from a Parents and Friends' Association that since the war there have not been sufficient wall maps in schools to enable efficient instruction in geography to be provided. Can the Minister of Education say whether schools are supplied with large wall maps so as to enable the efficient teaching of geography concerning our own nation and other countries?

The Hon. B. PATTINSON—I have had inquiries made into this matter. The answer to the question is "No." The department does not supply a complete set of wall maps to schools. For example, a map of North America was supplied but not one of South America, Africa, or Asia. These are, however, available in students' school atlases. Prior to the war maps of Australia, South Australia, Adelaide and its environs, the British Isles, Europe, North America and the world were

supplied. During the war 500 maps of Australia and South-East Asia were issued to schools. Present stocks in the Government Stores Department are:—Of the world 161, Europe 262, North America 169 and the British Isles 552. The Government Photolithographer is at present preparing revised maps of Australia and South Australia and these will later be available for distribution.

MILANG WATER SUPPLY.

Mr. WILLIAM JENKINS—Can the Minister representing the Minister of Works, who is absent today, say what progress has been made with the Milang water scheme and when people may expect reticulation?

The Hon. C. S. HINCKS—I have a report from the Minister, apparently in reply to some telephone query regarding this matter. It reads as follows:—

In reply to your recent telephone inquiry hereon, the Engineer-in-Chief reports that the need to chlorinate the water for the Milang supply has necessitated the re-arrangement of the original pumping station, the addition of a secondary pumping station and a contact tank. These modifications will inevitably cause some delay in completing the scheme, and to enable a supply to be given at an early date, a temporary pumping plant will be installed. The fabrication of the pumphouse is almost complete and as soon as work at the pumping station at Goolwa is finished the men will be moved to Milang to construct the concrete foundations in readiness for the erection of the building and the installation of the temporary pumping plant. It is expected the Goolwa work will be finished in about four weeks' time, and that a supply to the township of Milang will be available by the end of October or mid-November. With regard to the statement in the letter of the Association's Milang Branch that "men have been taken away from the job," these employees are essentially a main-laying gang who have been transferred to main-laying work elsewhere, and are not the tradesmen who will erect pump house and install pumping plant.

NEW TRAMWAY BUSES.

Mr. JENNINGS—On August 31 I asked the Premier if he would ascertain whether any of the new diesel buses to be operated by the Tramways Trust would be available on the Northfield and Walkerville lines where feeder buses, necessitating the transfer of passengers from buses to trams, operate. I understand that information is now available.

The Hon. C. S. HINCKS—I have from the Minister a report reading as follows:—

The fleet of 70 new buses is being built for the replacement of buses which have reached the end of their economic life and for the replacement of tramcars. It is anticipated that there will be enough new buses available within the next 12 months to replace trams

on two through routes, and the Walkerville North tramline, with its feeders to Northfield and Gilles Plains, will be among the first to be converted to buses, and provide through running to the city.

BULK HANDLING OF WHEAT.

Mr. HEASLIP—On August 31 I directed a question to the Premier regarding bulk handling and referred to a plan brought forward by the South Australian Wheat and Woolgrowers' Association that would not involve the Government in any expenditure. He said he would hand the plan to the Minister of Agriculture for examination. The plan is dependent on a toll to get revenue, and if the plan is to be started in the next 12 months it is essential that something be done almost immediately. Has the Minister had time to examine the plan and, if so, can he give any information about it?

The Hon. A. W. CHRISTIAN—I received the plan and examined it and found that it was not, at that stage at any rate, by any means complete so far as country installations were concerned. I believe the organization that submitted the plan has since made certain amendments and more adequate provision for those installations, but in any case I have referred the whole matter to the Public Works Committee, which has a general reference on bulk handling for this State. Obviously, it is the committee's function and duty to examine the whole matter in detail because, apart from country installations, our terminal port facilities are involved. They are the property of the Harbors Board, which is a State authority and greatly involved in this matter. The scheme must be closely examined by that authority and therefore the reference to the Public Works Committee, in my opinion, was a proper one. I know that the committee is now strenuously and continuously engaged in examining the proposal. I believe it has already had the secretary of the South Australian Wheat and Woolgrowers' Association before it and has examined him closely. I expect that before long at least a progress report will be made on the general subject of bulk handling. Whether it will be received in time for legislation to be introduced this year I cannot say.

BORE WATER.

Mr. FRED WALSH—In view of the long, dry spell and little prospect of early soaking rains and the fact that water pressures, particularly in the western suburbs, are becoming low (which will probably mean the imposition

of water restrictions) I ask the Minister representing the Minister of Works whether he can indicate the department's intention on the use of bore water to supplement the city's water supply?

The Hon. C. S. HINCKS—I have not a report, but I know the Minister has been considering various means, particularly the use of some of the best bores, to carry us through, hoping that in the very near future the Mannum-Adelaide main will be sufficiently completed to augment the city supply. I will get a report for the honourable member.

PORT LINCOLN FISHING AND CANNING.

Mr. PEARSON—It is well known that considerable effort and money has been spent to assist the fishing industry, particularly at Port Lincoln. Both the Government and private enterprise have been active in their efforts to increase catches and improve the processing of fish at that port. From time to time there have been difficulties about co-ordinating the catching and canning and processing, and as a result there have been occasions when considerable fish have been lost. I understand that this matter has been considered by the Minister of Agriculture and that this morning he held a conference to try to secure greater co-ordination. Has he a statement to make about the conference?

The Hon. A. W. CHRISTIAN—I had a three-hour conference this morning with representatives of the fishing industry from Port Lincoln. Amongst them were the Haldane brothers and representatives of the fish cannery and co-operative factory at that port, and officers of my department were also present. The object was to arrive at some working plan for greater co-operation between those in the actual fishing industry and the people running the processing plants. In the past there has unfortunately been friction between those interests, which has not made for effective working in regard to the catch taken. While there is friction, and even antagonism, nobody can benefit from what is being attempted at Port Lincoln. I think I can say that the upshot of the conference was that there is a better feeling amongst the people associated in this important industry, and we hope to see greater co-operation. The cannery is conducting experiments in the treatment of salmon. Hitherto there has been considerable doubt whether it could be frozen and subsequently canned effectively so as to make a good palatable product. Those experiments are almost complete and if they are completely successful the cannery will

be enabled to handle greater quantities of salmon, and there should not be so much waste. Further, the Government, of course, has a great deal of money invested in both factories at Port Lincoln and also in the boat and equipment belonging to the Haldane brothers, though that money is adequately protected and the commitments of these people are being met. However, they are much concerned whether they can successfully continue fishing for salmon and shark, and other fish, if their catches cannot be promptly and completely handled at the cannery. They have had as much as 70 tons in one haul, and that has imposed a great strain on the capacity of the cannery. As a result of the experiments, the continuity in the catching of the fish, and the size of the catch, it is expected that these problems will be ironed out. The catching of tuna was—and still is—the main purpose of the Haldane brothers coming from Victoria. Last year the Government offered to guarantee a monthly amount to assist them in experiments to promote tuna catching. This is a new venture, and as we had no experienced men in this State to successfully find and catch tuna, we were prepared, with the aid of Government finance, to embark on experiments to help these people learn the business. Unfortunately, however, that effort did not come to anything last year because others who were associated with the venture had no boats for the purpose; but I have renewed our offer to the Haldane brothers for the forthcoming tuna season. They are expected to indicate what they can do in this regard, and when they have replied we shall be able to decide on the extent of the financial guarantee we can make during the forthcoming tuna season.

CRUELTY TO ANIMALS REPORT.

Mr. FLETCHER When speaking recently on the Prevention of Cruelty to Animals Act Amendment Bill I mentioned a report that had been called for by the Premier on that subject. Can the Minister of Agriculture say whether that report will be made available to members?

The Hon. A. W. CHRISTIAN—I think I brought the docket down to the House and handed it to the Premier when the Bill was introduced. I shall certainly be willing to make it available to the honourable member or to any other honourable member who desires to peruse it. The report was prepared by Mr. Moorhouse, Chief Inspector of Fisheries and Game.

BAROSSA VALLEY FROSTS.

Mr. TEUSNER—In reply to my question of Tuesday last regarding frost damage suffered by horticulturists and viticulturists in the Barossa Valley, the Premier said that an officer of the Agricultural Department would be sent to the district to make an assessment of the frost damage there. Can the Minister of Agriculture say whether that has been done and, if so, whether that officer's report will be available to members next week?

The Hon. A. W. CHRISTIAN—On Wednesday morning I gave instructions for an officer to proceed immediately to the Barossa Valley to make an assessment of the frost damage, and I am advised that he is now busy on that job and that we may expect an early report.

ROAD GRANTS TO COUNCILS.

Mr. RICHES—A recent press report stated that the Minister of Roads had addressed a meeting of the Northern Councils Association regarding the amount made available to councils by the Highways Department just before the end of the last financial year. He is reported as saying that "there will be no more £400,000 gifts." That came as a surprise to a number who remembered that Parliament had been asked for £500,000 not long before. According to the report the Minister explained that it had been necessary for Mr. Playford to unload the £400,000 quickly. Can the Minister of Lands, as acting leader of the Government, say why the Treasurer, after asking Parliament for £500,000 one year, should find it necessary to unload £400,000 quickly just before the end of the financial year and now finds that the Highways Department has spent all its money and that practically no more grants can be made this financial year?

The Hon. C. S. HINCKS—I did not see the report referred to, but I feel that the Minister of Roads was intimating that there would not be such an easy hand-out as there was of £400,000. Some councils seem to have the impression that it has become almost a quarterly affair. However, as the honourable member has raised the question I will take it up with the appropriate Minister and bring down a reply.

MELROSE-WILMINGTON ROAD.

Sir GEORGE JENKINS—For a long time the people of Wilmington have been out in the wilderness awaiting the bituminizing of the Main North Road between Melrose and Wilmington, but at Wilmington last week-end I was informed that the Highways Department intended to complete only five miles of that

road. Will the Acting Leader of the Government bring this matter to the attention of the Minister of Roads with a view to expediting the bituminizing of the road for the full distance?

The Hon. C. S. HINCKS—Unfortunately, the Minister representing the Minister of Local Government in this House is away ill, but I will get a report and let the honourable member have it.

EGG SALES.

Mr. DUNNAGE—Recently this House passed the Marketing of Eggs Act Amendment Bill controlling the sale of eggs in this State. Around the metropolitan area, particularly on some main roads, I see the notice "Eggs for Sale" on gates and fences. As eggs are becoming fairly cheap—in fact cheaper than they have been for quite a while—I am wondering whether the operations of the Egg Board will break down as have those of the Potato Board, because many of these people advertising eggs for sale have more than 20 adult hens and therefore should be registered as egg producers. Can the Minister of Agriculture say whether the Egg Board inspectors make inspections to detect breaches of the legislation and, if so, what action is taken?

The Hon. A. W. CHRISTIAN—The best answer to the question is a factual one: the quantity of eggs handled by the board at this time is greater than ever before. It is substantially ahead of the quantity handled at this period last year. That suggests that there is little leakage outside the Egg Board administration. Moreover, I think the board's administration is very efficient. It is a well-managed organization on behalf of the egg producers and all concerned. As a matter of fact—and the figures were quoted previously in this House—administration costs are very much lower in South Australia than in any other State. Although there may be a slight leakage here and there I do not think it justifies the complete policing that would be entailed if we wanted to rake in every egg from every producer in the metropolitan area and elsewhere. We pride ourselves on the fact that we have a law-abiding and wholesome community, which does not require this kind of stringent policing in order to get compliance or co-operation with the board. We rely rather on co-operation than on very stringent or strict policing of the various measures we administer. It would be a sorry day if the community had to resort to that kind of thing. I do not want to see it, and if we had to resort to it we would be far better without the legislation.

SHARK FISHING.

Mr. WILLIAM JENKINS—Last year South Australia, in line with the other States, imposed restrictions on shark fishing, but the other States fell down on the agreement and the restrictions were discontinued here. Can the Minister of Agriculture say whether they are likely to be imposed in the season just commencing?

The Hon. A. W. CHRISTIAN—No. I think that it was a Commonwealth regulation and that there was some doubt as to the extent the Commonwealth or the States had jurisdiction in the matter. The question has not yet been resolved, so I do not expect any re-imposition of the restrictions, at this stage anyhow.

HILLS ROADS.

Mr. DUNNAGE—The work of widening the Mount Barker Road in the Eagle on the Hill area to a four-lane road is practically finished. Can the Leader of the House say whether it is intended to continue with that four-lane road from Glen Osmond to the Eagle on the Hill area or to continue with the partially made new road from Burnside through Beaumont?

The Hon. C. S. HINCKS—I have no information available on the matter, but I know that at certain times of the day that section of the road is popular. I will get the information for the honourable member.

STOCK FEED ON EYRE PENINSULA.

Mr. PEARSON—The continued dry weather in the northern districts of Eyre Peninsula in particular may create some necessity for the hand feeding of stock in the area before the summer is ended and the winter rains come. There is a considerable quantity of hay at Cummins, I think from the 1954-46 harvest, which has, perhaps, some value for this purpose. I believe it is now under the control of the Minister of Lands. Will he have an assessment made of its value and has he considered the possibility of baling it or by some other means making it available for people who may require it later in the season?

The Hon. C. S. HINCKS—I have made some inquiries into the hay position on Eyre Peninsula and find there is at Cummins and Cleve about 4,000 tons. Much of it, having been there for eight or nine years, is not of good quality, having deteriorated considerably. I am trying to get an estimate of the quantity of good hay and the best means of transporting it should it be required because of the dry season. Personally, I think baling would be

the best means, particularly for transport purposes. The dryness of the season is regretted and we hope that rain is not far distant, which will obviate baling or doing anything else with the hay. Any information I get I will pass on to the honourable member.

NEW UNLEY HIGH SCHOOL.

Mr. DUNKS—Has the Minister of Education anything further to report concerning the construction of the new Unley High School?

The Hon. B. PATTINSON—Following on a deputation introduced to me by the honourable member some time ago, I have had several discussions with the Director and Deputy Director of Education and recently with the Chairman of the Unley High School, Mr. Cresswell; the Chairman of the Girls' Technical School, Mr. Dunnage, M.P.; and the Chairman of the Primary Schools Committee, Mr. Noble. We are now in substantial agreement as to what is desired and I have given instructions for the Architect-in-Chief to draw up plans which I will submit to the honourable member and to the chairmen of the three committees. I do not propose to make any detailed announcement at the present time but I will soon be communicating with the honourable member and other interested parties.

LOCAL GOVERNMENT ACT AMENDMENT BILL.

Received from the Legislative Council and read a first time.

VERMIN ACT AMENDMENT BILL.

The Hon. C. S. HINCKS, having obtained leave, introduced a Bill for an Act to amend the Vermin Act, 1931-1953. Read a first time.

CATTLE COMPENSATION ACT AMENDMENT BILL.

Second reading.

The Hon. A. W. CHRISTIAN (Minister of Agriculture)—I move—

That this Bill be now read a second time.

It is purely a machinery measure and provides for a decrease in the amount of duty payable under the Cattle Compensation Act. The Act provides for a scheme under which compensation may be paid where cattle or carcasses of cattle are condemned because of disease. The Act provides for the constitution of a Cattle Compensation Fund into which the proceeds of stamp duty levied on the sale of cattle are paid. This stamp duty is at the present rate of ½d. for every pound of the purchase price of any cattle with a maximum duty of 1s. 10½d.

on the sale of any one head of cattle. If cattle are destroyed by reason of disease or if any carcass is condemned, compensation is payable according to the rules laid down in section 6. The compensation ranges from payment of the full market value if, after destruction, the cattle are found to be free from disease, to three quarters of the market value if the cattle are found to be diseased, and according to a scale prescribed by regulation in the case of condemned carcasses. Section 6 provides that the market value of any one head of cattle is, for the purposes of assessing compensation, not to be deemed to be more than £60.

At June 30, 1954, the credit balance in the fund was £73,121 4s. 2d. During the financial year ending June 30, 1954, the receipts were £17,428 13s. 6d. and payments amounted to £7,124 6s. 7d. During the past five years the fund has increased in credit at the average rate of approximately £7,330 per annum, despite the fact that in 1948 the stamp duty rate was decreased from 1d. to ½d. in the pound and the maximum market value per head of cattle for compensation purposes increased from £30 to £60. It is considered that the fund is now sufficiently strong to meet the claims which may be expected to be made and also to permit of a reduction in the rate of stamp duty. Accordingly, the Bill provides that the rate of stamp duty for every pound of purchase price on the sale of cattle is to be reduced from ½d. to ¼d. and that the maximum duty payable on the sale of any head of cattle is to be reduced from 1s. 10½d. to 1s. 3d. Unless there were a steep increase in the incidence of disease, it is considered that the reduced rates of duty will not lead to a reduction of the present credit in the fund. On the contrary, it is expected the credit in the fund would still increase but at a considerably slower rate than it has in the past. No alterations to the existing rates of compensation are proposed.

Mr. O'HALLORAN secured the adjournment of the debate.

HEALTH ACT AMENDMENT BILL.

Second reading.

The Hon. C. S. HINCKS (Minister of Lands)—I move—

That this Bill be now read a second time. The second schedule to the Health Act sets out a list of infectious diseases. Section 5 provides that the Governor may, by proclamation, declare any disease to be an infectious

disease and thus be added to the list in the second schedule or may remove any disease from the list of infectious diseases. Section 127 provides that where an inmate of a building suffers from an infectious disease, it is the duty of the head of the family and of any medical practitioner attending the patient to report the case to the local board. Section 131 and following sections of the Act lay down rules of conduct to be observed in cases of infectious disease with a view to preventing the spread of the disease. Thus the Act provides for notification of infectious disease and for various remedial measures to be taken to prevent its spread.

The Central Board of Health has suggested that, instead of there being only one list of diseases, there should be two schedules, one a list of infectious diseases and the other a list of notifiable diseases. In the case of infectious diseases, both notification and preventive measures are obviously necessary. In the case of some other diseases, however, notification only should be necessary. The board is also of opinion that the existing schedule of infectious diseases needs revision and that it is desirable to secure uniformity between the States as to what are infectious or notifiable diseases. The National Health and Medical Research Council is endeavouring to secure this uniformity. Accordingly, clauses 3 (b), 4 and 6 to 11 of the Bill make various amendments to the Health Act.

Clause 3 enacts a definition of notifiable disease and clause 4 provides that the Governor may by proclamation from time to time alter the list of diseases included in this schedule. Clauses 7 and 8 provide that the existing sections of the Act relating to notification of disease will apply to notifiable diseases in the same manner as they now apply to infectious diseases. However, the provisions of the Act relating to preventive measures will not apply to notifiable diseases but will, of course, continue to apply to infectious diseases.

Clause 9 repeals the second schedule containing the list of infectious diseases. Clauses 9 and 10 enact two new schedules. One schedule is a list of infectious diseases and under the existing provisions of section 5 the Governor may by proclamation vary this list. The other schedule is a list of notifiable diseases. The diseases mentioned in these two schedules are those recommended by the Central Board and in putting forward these lists regard has been had to the two purposes involved, namely, that in the case of infectious disease there should

be both notification and preventive measures whilst as regards notifiable diseases, notification only is necessary.

Clause 11 repeals all existing proclamations of infectious disease. This is necessarily consequent upon what is proposed by clause 9. Section 101 of the Health Act, among other things, provides that a dog is not to be kept or allowed to be in or about any slaughterhouse unless the dog is used for yarding purposes and is kept chained whilst not being so used. The Central Board considers that it is of considerable importance to see that dogs are not allowed to roam about slaughterhouses. If a dog eats slaughterhouse offal which is infected with hydatids, there is a strong likelihood of the dog becoming infected and, in due course, communicating the disease to human beings. The existing provisions of section 101 have been found deficient as, on a dog being found loose at a slaughterhouse, the person in charge denies having any knowledge of the presence of the dog. It is therefore considered that, in the interests of the public health, the person in charge of a slaughterhouse should have a more or less absolute duty to see that dogs are not on the premises.

Clause 5 therefore amends section 101 to provide that if a dog is in or about a slaughterhouse, the person in charge is to be guilty of an offence unless he satisfies the court either that the dog was used for yarding purposes and was kept chained when not so used or that he did not know of the presence of the dog and could not reasonably have had knowledge of the presence of the dog. Paragraph (a) of clause 2 makes drafting amendments to the definition of metropolitan local board in section 4. The existing definition refers to a number of metropolitan district councils which have become municipal corporations. Clause 2 alters the definition accordingly.

Mr. HUTCHENS secured the adjournment of the debate.

BREAD BILL.

Adjourned debate on second reading.

(Continued from August 26. Page 511.)

Mr. O'HALLORAN (Leader of the Opposition)—This Bill deals with a very important matter, namely, the weight and the composition of what has become known as the staff of life, and for that reason I have given it much consideration. Though I am not completely satisfied with the Bill, I think it is an improvement on the Bread Act, which it repeals, and that the system proposed will

afford greater protection to the public. This has been a controversial subject in South Australia, and in other States, for many years; in fact, it is still controversial here and in some States. So far as I can ascertain, the only two places in this part of the world that have adopted the system proposed, namely, the dough weight instead of the dry weight system, are New Zealand and Western Australia. This has been the method in New Zealand for a long time, and apparently has given satisfaction there, for I have heard no suggestion of any repeal. It has been in operation in Western Australia since 1937 and, after some teething troubles that required an amendment of the Act in 1938, it has apparently given satisfaction. There are voluminous reports from several authorities who have investigated this matter, notably the late Sir Herbert Gepp (who was chairman of the Wheat, Flour and Bread Enquiry, 1935-36), Dr. G. Sutton (former Director of Agriculture in Western Australia), Dr. L. W. Samuel (Cereal Research Officer, Western Australia), Mr. H. E. West (Principal of Wm. Anglis Food Trade School, Melbourne), Mr. S. R. Cowley (Manager, Nycander Yeast Company, Melbourne), and Mr. C. E. Chapman (Director of Chemistry in South Australia).

I have here two lengthy reports, one from Mr. Sutton and the other from Mr. Chapman. Mr. Chapman's report is particularly valuable because he was sent to Western Australia by the Minister of Agriculture in 1940 to investigate the position there. The weight of opinion of those interested in the subject undoubtedly favoured a continuation of the system that had at that stage been only recently introduced. In fact, on his return the Government of the day introduced a Bill, and I have been unable to find out why it was not proceeded with. The matter has not been revived until now. I have ascertained the opinion of those engaged in the trade, namely, the Bread Manufacturers' Association and the Bakers' Union, and I find unanimity of opinion in favour of the Bill. Further, the secretary of the Master Bakers' Association told me that a recent Federal conference of his organization had unanimously adopted the proposal that the respective State organizations should seek amendments in the law in States other than Western Australia with a view to introducing the system provided in the Bill and that already the matter is being considered in Queensland and Victoria; therefore, it seems that this system will soon become uniform throughout Australia.

Members are familiar with the disadvantages created by the old system: the loss of moisture, particularly on searing summer days, frequently resulting in bread that was full weight or slightly overweight when it was baked becoming underweight as the day progressed; the difficulty in securing convictions because of the escape section in the Act which provided a defence where the maker of the bread could show that it had become underweight through no fault of his. Because of that escape section, very few convictions have been secured. The under-baking of bread which was mentioned by the Premier is not conducive to good health in the community. The Bill provides that the dough must be weighed before it is baked into bread and that the weight of the dough shall be sufficient to provide a loaf of slightly over 2 lb. weight when properly baked. Further, it is provided that the dry matter shall be prescribed by regulation and that all bread coming within the scope of the definition clause of the Bill must contain the amount of dry matter prescribed. According to the Premier it is intended that the Bill shall apply to ordinary and Vienna bread. I understand that some fancy breads have been designed to mislead the public into believing that they have some magic properties which, in fact, they do not possess, and that this has enabled bakers to make a profit greater than that made from ordinary bread; but that can now be taken care of by regulation, for the Bill provides that everything made from flour, yeast, etc., shall be classed as bread unless it is exempted by regulation. The exemption clause will require careful administration, but it should work satisfactorily.

Sir Stanton Hicks, the eminent dietician, whose opinion on this Bill I have sought, believes its proposals to be a step in the right direction, but he is caustic in his criticism of the type of flour being produced in South Australia, particularly in recent years. He said:—

From evidence available now the flour available from 1947 to 1954 has been poor for bread making. Good bread making flour contains 11 to 12 per cent of protein. Flour available in South Australia over the period mentioned has ranged from 8.5 per cent to 10.1 per cent, resulting in the production of poor bread. Fancy breads are made in an effort to keep up demand, but if the quality of ordinary bread were higher there would be less scope for these breads. The production of these breads has a close relationship to the poor quality of flour. If a gluten percentage of 11.5 is prescribed for ordinary bread making, the farmer would have to grow less wheat in order to produce the right quality. Australia has been producing wheat chiefly for export. The home consumer gets

what is left: he is eating himself into the grave to satisfy export demands. Australian wheat is not used for making bread in England—it is only used for diluting the stronger wheats from Canada and Russia and for such things as biscuit making, etc.

Unlike the existing legislation, this Bill does not deal with the quality of flour, which is covered by the Food and Drugs Act, but the evidence of Sir Stanton Hicks should give food for thought. Is the present difficulty experienced in marketing Australian wheat overseas due to the fact that we are not producing the type and quality of wheat that overseas people want? By using such wheat are we endangering the health of Australians?

Mr. Quirke—It is not the baker's fault.

Mr. O'HALLORAN—That is so, for he cannot make good bread out of bad flour. Ultimately the wheat market will have to be adjusted to provide a premium for a wheat having a higher gluten content. Years ago a premium was paid for high grade milling wheat, but under the f.a.q. price it is practically impossible to give farmers the necessary encouragement to grow the right types of wheat, for the man who grows good wheat, which yields fewer bushels to the acre, only gets the same price as the man who gets a higher yield of inferior wheat. This Bill tidies up the position with regard to the baker. The public will have the double protection of having the dough weighed before it is baked and then the bread analysed by inspectors to determine the quantity of dry matter, which is important in respect of its calorie content.

Mr. Riches—Can that be tested in the dough?

Mr. O'HALLORAN—Yes, but the idea is to test it after it is baked. To make a 2-lb. loaf, 2 lb. 4oz. of dough will have to be provided to take care of evaporation, and that principle will obtain on a *pro rata* basis for smaller loaves. The moisture content of the dough is also subject to test so that the softness or saltiness of the dough can be checked. Further, inspectors may take bread from a baker's cart or a shop and check it for solid weight.

Mr. Quirke—Why should clause 6 impose limits of 9 and 10 ounces?

Mr. O'HALLORAN—That provision is the result of experience in Western Australia where bakers are able to use the average weight as a defence in court. One loaf of bread may have been three ounces over the prescribed weight and another two ounces

under, but the whole batch of dough was sufficient to make up the required weight.

Mr. Quirke—If the weight were 11 ounces the baker would be guilty of an offence.

Mr. O'HALLORAN—Not if the weight of all the bread were sufficient. To overcome the difficulty Western Australia provided a minimum and a maximum weight.

Mr. Quirke—If the loaf was over the maximum the baker would be guilty of an offence.

Mr. O'HALLORAN—Yes, but that type of offence is not readily committed. There is the usual machinery clause about the baker's name being on the cart. As a result of investigations in Western Australia the testing for the solid content has been a lead to ascertaining that some under weight bread has been turned out. If a considerable number of loaves are found to be under weight after baking it is obvious that the dough was under weight. There were successful prosecutions and substantial penalties imposed. The Bill breaks new ground and we can accept the Western Australian experience with confidence. The legislation will be beneficial to the community as a whole and I support it.

Mr. WILLIAM JENKINS (Stirling)—I support the Bill, which alters the method of determining the weight of bread. Mr. O'Halloran covered the subject ably in regard to policing, and the averaging of the weight seems to be a good idea. At present an inspector can examine or test the weight of a loaf of bread in a shop or on a baker's cart. A prosecution can take place if bread is underweight. Many factors contribute to underweight or overweight bread. For instance, a baker works on a basis of 2 lb. 2oz. for a 2 lb. loaf, but if some loaves are put in on the left or righthand side of the oven they are baked longer than other loaves and are therefore better baked and likely to lose weight. These are better loaves than those not baked so much and consequently overweight. The length of time in the oven is also a contributing factor to underweight and over weight bread. The Bread Manufacturers' Association is happy about the new Bill. The secretary of the association was in the House the other day and that is what he told me. The various types of loaf are covered by the measure. I believe the legislation will be in the interests of public health because the public will get a better deal all round.

Mr. STEPHENS (Port Adelaide)—I am not happy about the Bill because I do not believe in the principle. When a person buys something he expects to buy the finished article, but

under the Bill he will buy only so many ounces of dough. The Bill says that the Government may appoint a Government inspector, but if one is not appointed the work will be done by a council inspector. Some years ago I asked the then Premier, The Hon. R. L. Butler, for the names of bakers who had been caught with short-weight bread. He supplied a return which showed how the cases had been dealt with, but in few instances were there prosecutions. There would have been more if the bakers had not had friends in the councils. It was said at the time that if a baker was found to have underweight bread he would be reported to the council by the inspector. The baker would then approach the council and ask that no prosecution take place. The council would then let him off with a caution. I pointed out then that if a driver robbed the baker of 5s. or 10s. he could be gaoled, but that the baker could deliver short-weight bread to his customers and be let off with a caution. The Bill will enable bakers to get more loaves of bread from a ton of flour. I have made dough and helped to mould it. I would sooner use the Sydney system of years ago when bakers were not allowed to send out bread before a certain time. That gave the inspectors an opportunity to weigh the batch and if it did not make the proper weight the baker was fined so much for every ounce the bread was short. All the bread was then confiscated and given to a charitable institution. As a result there was very little lightweight bread. I remember after a court case at Port Adelaide a baker saying "They will never catch me because I am too clever for James, the inspector. I have always got loaves of the proper weight to show him." The loaves were marked, but the clever man was later caught. Other bakers did the same thing.

What chance has an inspector of catching a baker under the present proposal? The present system of weighing bread is not satisfactory because the honest man is sometimes caught. His bread may be put too close to the fire in the old-style oven and be baked too hard. When I drove a baker's cart some customers would not take burnt bread, but others would. The burnt bread would be the lightest because of the moisture taken out and the breaking off of the crust through the bumping of the cart. I have known of instances where honest tradesmen have been prosecuted because of inadvertence. This Bill does not afford protection but opens the door wide for the man who desires to rob his customers. To detect an offender an inspector must go to the bakehouse

immediately after the bread has been moulded. If he goes before the bread is scaled he will be too early and if he goes after it has been put in the oven he will be too late. Clause 5 (2) states:—

Any inspector—

- (a) may request the driver of a vehicle on which bread is being carried for sale or delivery to stop the vehicle;
- (b) may request such driver to sell to him such number of loaves as he reasonably requires for the purpose of the administration of this Act.

If an inspector discovers short-weight bread on a cart, can a prosecution be launched?

Mr. Fletcher—Not under this Bill.

Mr. STEPHENS—Then what is the use of providing that an inspector may go to carts and obtain bread? If any bread he obtains from the cart is under weight then the baker should be prosecuted. If a customer pays for a 2-lb. loaf of bread he should obtain it and it does not matter if the bread is the correct weight in the bakehouse. If a customer found that meat which was delivered to him was bad, would we permit the butcher to say "It was all right when it was in the shop?" I have been told that this clause has been included in the Bill to provide an inspector with a lead as to where short-weight bread is being baked, but the position will be the same as it was years ago in relation to quarries. The boss would say to his men, "Knock the top off the quarry and clean it up because the inspector will be here tomorrow," and when the inspector arrived everything was in order. An inspector will obtain bread from a cart and the driver will report it to his boss who will instruct the baker to include more dough in his bread until the inspector visits the bakehouse. I realize bakers are not always to blame for bread not being the correct weight. Some brands of country flour will not stand up to moisture as well as city brands. That is why country millers used to obtain less for their flour than city millers. That flour would have to be mixed with better quality flour otherwise it would not stand up to the moisture. The public should be protected from unscrupulous bakers. Not all bakers are bad but there are bad bakers the same as there are bad persons in every walk of life.

Mr. LAWN (Adelaide)—I am not happy about this Bill. It has not been proved that the proposed change will benefit the consumer and that is what I am principally interested in. Up to the present the method has been

to test the weight of bread up to and even after the point of delivery, but now it is suggested that we adopt a new method and test the weight before the point of actual baking. I know that provision is made to enable bread to be tested up to the point of delivery but if any bread obtained from a cart is under-weight there will be no offence within the meaning of the Act. The baker would be notified that an inspection was to be made of his baking. In other words, the person committing an offence would be fore-warned and he would cease committing an offence, at least for the time being. Some members may suggest that the Bill does not provide that the baker will be warned that his dough will be tested preparatory to baking, but I understand that it is the practice of the Factories Department and inspectors generally to notify employers that they are about to make an inspection and there is nothing in the Bill to prevent that practice continuing.

I understand that the six State Parliaments in the Commonwealth are to legislate to ensure that customers will receive the correct weight of bread but I believe only one State has adopted the method now proposed. If this legislation is as good as suggested I cannot understand why it has not been adopted by all other States. I do not suggest that the method proposed is bad; it may be an improvement on the present practice, but before I support the measure I must feel reasonably sure that the legislation is good. All members should be convinced that they are consciously doing the right thing in supporting this measure. I am answerable to my constituents, who are consumers, and at present I am not in a position to justify this legislation. It would have been better had the Government appointed a Select Committee to investigate this matter. Members would then have had the benefit of an investigation and would have felt happier as a result. Neither the Government nor the supporters of this Bill have convinced me that the proposed new method is better than the old. I am suspicious of legislation introduced by this Government because it holds office only as the result of a gerrymander. This Government is not as progressive as those in other States.

Mr. William Jenkins—It is in respect of this Bill, anyway.

Mr. LAWN—The Government says it is progressive, but that does not prove it. It has not convinced me it is progressive in bringing down this Bill. I said

recently that any member introducing a Bill must justify it. Therefore, the Government must show it is progressive in this Bill. It is certainly not progressive in retaining the present Constitution and electoral laws. We are the most backward State in the Commonwealth in these matters, and in our Industrial Code. Under our electoral laws the people are deprived of their rights, and under the Industrial Code the Government refuses rural workers the rights that other employees have. Our Workmen's Compensation Act cannot compare with Acts in other States.

The SPEAKER—The House is discussing bread.

Mr. LAWN—I will not discuss these other Acts in detail, but I refer to them to show that the Government will not adopt the progressive legislation of other Governments. Therefore, I suspect that this Bill is not progressive. In the matter of long service leave we are far behind other States, which grant long service leave to employees generally.

Mr. Dunks—Are you talking about dry matter or wet matter?

Mr. LAWN—I do not know what the honourable member thinks of his Government's electoral laws, but the boundaries are certainly gerrymandered.

The SPEAKER—That is not within the scope of this Bill.

Mr. LAWN—Whether the Government will gerrymander bread I do not know, but I am suspicious.

The SPEAKER—I ask the honourable member not to pursue that line any further.

Mr. LAWN—The Government deluded the people at the last elections. Probably under this Bill we shall get puffed bread, so the consumer will be deluded again. I am not satisfied that the new provision is a good one. If it is it should be carried, for I believe in giving the people of this State the best, not only in regard to bread, but in regard to electoral and industrial laws. The Government is not consistent when it says, "We want to give the people the best bread in the Commonwealth, or equal to that in Western Australia."

Mr. FLETCHER (Mount Gambier)—The Leader of the Opposition said that the Bill had the blessing of the bakers and their employees, but for some years I have been suspicious of anyone connected with the baking trade. The Bill will not do what is claimed of it because it distinctly states that the dough from which bread is made has to be weighed and tested at

the bakehouse. Therefore, there will be no need for inspectors to stop bakers' carts or vans to weigh bread. The Premier said that one of the main reasons for bringing down this Bill was that in hot weather bread often lost weight in the cart. Who will be able to say whether bread weighed by an inspector at 3 p.m. was the right weight before it was baked? Therein lies a weakness. Much has been said in the past about inferior flour, but if one baker can produce a good loaf from flour similar to that used by another, surely both bakers can produce a good loaf. Some time ago South Australian bread was lauded to the skies because it was said to be equal to anything in the Commonwealth, yet this week an article in the press said that our bread was the second best. Who was right, or has there been a decline in the quality of the flour, or are South Australian baking methods faulty? I understand that most of our bakers are using the latest methods, but although some bread is first quality we know that some is far from it. Sometimes we find foreign matter in a loaf. In Mount Gambier charges have been laid recently against bakers as a result of foreign matter being found in their bread. We have been told in recent years that master bakers have had trouble in inducing young men into the trade. Most of the successful master bakers started as apprentices and later worked up a good business of their own. Many amalgamated or sold out to bigger baking firms, which has resulted in combines and baking monopolies. There is no encouragement for a young man to learn the baking trade today. He may learn it, but the moment he tries to start a business of his own he will be faced with every obstacle that the master baker combines can raise to stop him. This matter requires investigation, because in a few years' time we will be in the same position as Canada, parts of America, and some other countries where the production and the price of the staff of life are in the hands of a few, and then all our attempts at regulating the quality and weight of the bread will be of no avail. How are we to get men to carry on this industry? I cannot see where our future bakers are to come from. I support the Bill, but I think it can be improved in Committee.

Mr. DUNKS (Mitcham)—I did not intend to speak on this Bill unless something was said that showed a suspicion of the master baker and a feeling that this Bill would allow him to be more dishonest than he has been in the past, as some members have suggested. At the outset I must say I am not a master

baker. I started to learn my trade at 16 years of age and was in the industry as a worker and an employer until about two years ago when my firm gave up baking bread; therefore I do not support this Bill merely because I am a master baker and feel that it would be of some advantage to me. I feel, however, that it will be of advantage to the master baker because he will have the dough weighed when wet; it will protect the consumer, for there will be two opportunities of policing the legislation. The Bill provides for the weight of the wet dough in certain types of loaves from the time it is made up until the time it is placed in the oven—a period of perhaps an hour. At any time during that period an inspector may enter the bakery and weigh the dough. That is a safe method, and I suppose it will be adequately policed. As a safeguard the inspector will be able to go to the cart, buy a loaf of bread (as he does today), and have it examined by the chemist for dry matter, and, if the dry matter does not come up to the amount prescribed by regulation, the baker will be liable.

It is a great pity that party politics should have been brought into this debate. The Treasurer explained the clauses of the Bill and Mr. O'Halloran (the Leader of the Opposition) made a valuable contribution to the debate, showing that he had examined the Bill, that he had either listened to or read the Treasurer's explanation of it, and that he had taken the trouble to interview Sir Stanton Hicks, who knows so much about Australian food production.

Mr. Hutchens—Mr. O'Halloran's remarks were devoid of party politics.

Mr. DUNKS—Yes. Much has been said about the standard of South Australian bread compared with that of other States. I have been to other States, and can honestly say I have found no better bread in Australia than South Australian bread, which is produced under marvellous hygienic conditions and is not underbaked or overbaked in the usual way. Some years ago a similar Bill was introduced, but it was not proceeded with because, I think, there was a certain suspicion. Today, however, that suspicion has been put on one side by most people. I understand the system outlined in the Bill. It is an honest attempt to protect the public by having the dough inspected before it is baked. If the loaf purports to be a 2-lb. loaf it must be a minimum weight of 2 lb. 4 oz. It is possible to weigh off a loaf of bread at

2 lb. 3oz. and find that when it comes out of the oven it will scale at 2 lb. as a finished loaf; but to be on the safe side an additional ounce weight is prescribed. I did not quite understand Mr. O'Halloran when he talked about bread being taken from a cart and found to be underweight.

Mr. O'Halloran—I meant that if underweight bread were found on a cart it would lead to an investigation at the bakery whence it came.

Mr. DUNKS—That is so. Under the modern baking system with a travelling oven the problem will not be so great; but in the country where the old peel oven is still in use the first loaves in are the last out, and, as it sometimes takes 15 minutes to set an oven and draw it, the first loaves are in the oven 10 minutes longer than the loaves at the front; therefore this provision will meet that difficulty. If the loaf is weighed at the cart and found to be underweight, the inspector has the right to have the dry matter analyzed by the Chemistry Department. The safety valve is there, and if a loaf weighs an ounce under the 2 lb. it may be submitted for analysis to find out whether the dry matter complies with the regulation.

I could not understand the member for Port Adelaide (Mr. Stephens) when he said that the loaf should be weighed when it is sold. That is the present system, but I do not believe it has been satisfactory. The master bakers have found it unsatisfactory, because if they happen to dry a loaf out in the oven for a few minutes it loses much moisture, and on a hot summer day when it is in the cart perhaps from 9 a.m. to 3 p.m. it must of necessity lose more moisture. Indeed, in the country where bread may be baked only twice a week the loaf would lose much weight before it is sold.

Mr. O'Halloran—In some parts of my electorate the bread travels 150 miles from the bakehouse before it is sold.

Mr. DUNKS—Therefore it is unfair for the master baker to bear the responsibility when the atmosphere has taken the moisture out of the loaf. In that case if the inspector finds the bread under weight he has recourse to an analysis of the dry matter. Mr. Stephens said that in New South Wales all the bread is weighed when it comes out of the oven, but that is a laborious and time-wasting method of overcoming the problem. Mr. Stephens could not understand the dry matter problem and said there would be no way of policing it; but under the dry matter system, if the inspector

is suspicious, there is just as much power to police the legislation as there is to police the baked loaf system under the present legislation. If that is the only reason for Mr. Stephens' opposition to the Bill, he can relieve his mind on that point.

The member for Adelaide (Mr. Lawn) said that he was not happy about the Bill, that he wanted to continue the present method of weighing the bread at the cart, and that under the proposed system the carter would not be liable and the inspector would have to notify the baker. If an inspector weighed wet dough at a bakery and found it underweight he would immediately notify the baker, and a prosecution would follow. The honourable member need have no worries in this matter because the baker will be liable for the position in the bakery and also if the dry matter in the bread on the cart is not up to the prescribed standard. He said also that we are not progressive. I will say nothing about that except that if he had read the Governor's Speech he would have learned of the progress made in this State; and if he were to inspect our bakeries and see the way the bread is handled he would be satisfied that in the manufacture we have been progressive.

Mr. Lawn—The Bill departs from the present practice.

Mr. DUNKS—No. The Bill adopts a method which has been proved to be excellent in Western Australia. Before many years have passed the other States will be progressive and adopt the system. The master baker is as honest a tradesman as anyone else and is not out to supply short-weight bread. Mr. Fletcher thinks the measure leaves things open to sharp practices.

Mr. Fletcher—I said I was suspicious.

Mr. DUNKS—It is a pity to be suspicious without having evidence. I wonder if the honourable member has inspected the bakeries in his district. I could make it possible for him to inspect up-to-date bakeries in Adelaide. The owners would be delighted to show him how the bread is made and the provision made for weighing wet dough, as well as the provision that can be made in relation to dry matter. There is a suggestion that the master bakers are trying to put something over the public, but nothing is further from their minds. They want to give the public a proper deal.

Bill read a second time.

In Committee.

Clauses 1 to 3 passed.

Clause 4—"Inspectors."

Mr. STEPHENS—I move:—

That "may" be deleted and "shall" inserted.

An independent inspector should be appointed by the Government.

The Hon. C. S. HINCKS—I oppose the amendment. "May" gives a discretionary power whereas "shall" makes it mandatory.

Amendment negatived; clause passed.

Clause 5—"Powers of inspectors."

Mr. STEPHENS—If an inspector found bread to be below the prescribed weight would the baker be prosecuted? It is useless to give a power to weigh bread if no prosecution follows when short-weight bread is found.

Mr. O'Halloran—It is a matter, not of weight, but of texture.

Mr. STEPHENS—Perhaps the Minister could explain the position.

The Hon. C. S. HINCKS—The baker would be responsible for any short-weight bread. If the inspector found any he would be suspicious and keep a watchful eye on the baker.

Mr. FLETCHER—The bread taken from the cart would not be for testing for weight, but for quality. When bread is on a cart all day it loses weight. After the weight has been taken at the bakery there should be no further weighing of bread on the cart.

Clause passed.

Clauses 6 to 9 passed.

Clause 10—"Exemption from Act."

Mr. STEPHENS—Why has this clause been included? A baker could say "I did not intend to sell the bread."

The Hon. C. S. HINCKS—Sub-clause (2) covers the position.

Mr. STEPHENS—It looks as if a way out is provided.

Clause passed.

Remaining clauses (11 to 14) and title passed. Committee's report adopted.

ADJOURNMENT.

At 4.32 p.m. the House adjourned until Tuesday, October 5, at 2 p.m.