

LEGISLATIVE COUNCIL.

Thursday, November 13, 1952.

The PRESIDENT (Hon. Sir Walter Duncan) took the Chair at 2 p.m. and read prayers.

APPROPRIATION BILL (No. 2).

Adjourned debate on second reading.

(Continued from November 12. Page 1267.)

The Hon. J. L. S. BICE (Southern)—I take this opportunity to extend my congratulations to the Government on having submitted its fourteenth successive Appropriation Bill and on achieving what Sir Wallace Sandford referred to as a £1,000,000 credit accumulated over recent years. Again this year a surplus is forecast. Last year I think it was estimated that the surplus would be £15,000 and eventually it developed into £89,000. On this occasion it is suggested that we may end the year with a surplus of £12,000 and I am hopeful that the Government, by its customary careful administration, will be able to bring this up to near £100,000. I subscribe to the opinion expressed on various occasions by the Treasurer that he hopes that taxation will again become the responsibility of the State. I expressed that opinion some years ago when addressing a meeting at Milang, and I was asked afterwards if I really thought that this should come about. I am very emphatic on it, for I believe that the States should be responsible for the collection of their own taxation, and accept responsibility to their own people. I think it would also have the effect that the Commonwealth might find it a little more difficult to get so much money to spend.

I also congratulate the Chief Secretary on his administration of his department, and in particular of hospitals. I note that the estimated expenditure on this item is up by over £5,000 and I pay a tribute to him for his recognition of the value of subsidized hospitals to the country, for I have seen on many occasions his tangible appreciation of the work of those hospitals. Added to that, the contributions consistently made to the Children's Hospital are commendable; this year the grant is up by over £30,000 on that of last year. I am gratified at the amount which is being made available to the Queen Victoria Maternity Hospital. It exceeds last year's vote by £20,000. My commendation is founded on evidence submitted to the Public Works Committee when in Victoria making

investigations relating to the Western Districts Hospital, to the effect that it was wise to have training institutions near to the seat of learning. The Queen Victoria Maternity Hospital not only serves maternity cases but is associated with the training of medical students from the University. The work of that hospital is being accomplished in an excellent manner and I congratulate the managing committee.

The Minister of Education has a difficult problem. Since 1948 the Public Works Standing Committee has recommended the erection of approximately 31 schools with a capital value of almost £2,000,000. The Minister is faced with the problem of not being able to secure building materials for permanent schools and he is compelled to adopt prefabricated structures. In localities like Gilles Plains and Hampstead those structures are suitable but generally speaking schools and public buildings should be of a more permanent character. I am not being parochial when I say that the two schools at Mount Gambier are essential and it is vital that a new school be erected at Reidy Park in view of the crowding at the Mount Gambier primary school. Notwithstanding the difficulties of finance that school is being constructed.

There are many matters to which I could refer. I do wish that the Commonwealth Government would show more co-operation in connection with civil service personnel in this State. According to the 27th report issued by the Public Service Board there are 6,265 Commonwealth civil servants in this State excluding postal, army and navy personnel. The duplication of civil servants requires investigation and I hope that the Commonwealth Government will soon be able to rectify the position. Mr. Anthony referred to the recent visit of members to Kangaroo Island. We realized what good work was being performed when we saw the improvements which had been made to scrub country which normally carried only a few wallabies—but fortunately no rabbits or foxes. I was advised that the development is encouraging a deal of private activity. Some years ago a well-known firm of pastoralists engaged in some work there and they were actually responsible for the Government development which was finally embarked upon. The developmental work that is being carried out by the Lands Executive has encouraged private individuals to develop their properties. Years

ago there was not much demand for land on Kangaroo Island, but the position has been reversed and today people are anxious to take up land there. In the early days settlers experienced great difficulty in bringing the land into production, but that is not the position today. The development of country in the upper South-East by the A.M.P. Society is going ahead by leaps and bounds. The society is doing an excellent job and I am looking forward to the time when some of it will be allotted. I trust that it is not far off. Last January I saw some of the work which the society is carrying out, including the sowing of pastures. The change that has been wrought in this country is really remarkable.

Much has been said in the House of Assembly about the cost of Government irrigated lands and I do not think there is much need to call attention to it here. Good work is being done by private individuals on small blocks along the River Murray. I have been informed that about 200 acres of horticultural land adjacent to Swan Reach has been turned into private irrigation blocks. It was formerly poor grazing land but has since been established as irrigation land. There is also a settlement at Bowhill where settlers have done a remarkably good job. One man who came from Nuriootpa established himself on a block just south of Bowhill and grew vegetables. He dressed it with bonedust and blood manure and at the same time planted fruit trees and vines. He supplied the army authorities with vegetables and with the profits established a fine orchard. He now has a wonderful asset. He started with little capital, but today, by sheer ability and a lot of grey matter, has built up an excellent orchard. Thousands of acres along the Murray could be utilized in a similar manner and I would like to see such an undertaking expanded.

Recently I introduced a deputation to the Premier, two members of which told him that private irrigationists were prepared to develop 700 acres adjacent to Pyap and New Residence into profitable fruit land. We should do everything possible to encourage this kind of production. The Government should investigate the possibility of establishing trusts, similar to the Renmark Irrigation Trust, to develop and turn our swamp and irrigable lands into fruit land. This view was put to me by two large irrigationists who live near Murray Bridge. People along both the lower reaches and the top end of the Murray have received excellent returns in recent years and

are now established on a firm footing. It is important that we should maintain Government assets in this way. I stress the importance of the establishment of a new sawmill at the eastern end of Mount Gambier. The mill must prove of tremendous benefit to the State. It will be a reproductive undertaking and must be profitable to the Government.

The Hon. E. Anthoney—Will it be in the right place?

The Hon. J. L. S. BICE—Some objection to its being established there has been raised, but I think it will be the right place. The mill will not only handle the output of the Myora forest, but also that from the Mount Gambier forests. It provides for 352 employees with families being established adjacent to the shopping centres of Mount Gambier.

The Hon. F. J. Condon—The site was approved by every witness at Mount Gambier, including the members of the council.

The Hon. J. L. S. BICE—That is true. The Government has embarked upon a water reticulation scheme. The site has everything to commend it and I believe that if the people who have expressed some objection to it knew all the facts they would probably alter their opinion. When the forestry officers gave evidence before the Public Works Standing Committee they expressed the firm opinion that the already established private mill will have sufficient timber supplied to it to meet all its requirements and this new mill would double the output of flooring board and case material, and consequently I believe that the work should be given a very high priority. I have pleasure in supporting the second reading.

The Hon. E. H. EDMONDS (Northern)—The debate on the Appropriation Bill each year usually follows a fairly regular pattern in as much as members realize that it is impossible to give attention to all of the items of expenditure, and they confine their remarks to those of peculiar interest to themselves or their districts. If the volume of Government and semi-governmental expenditure can be taken as a yardstick to measure the prosperity of the State—and to some degree I think it can—this Bill provides an effective answer to those many calamity howlers in the community who appear to delight in the persistent prediction that depression and disaster are just around the corner and that the State's economy is on the verge of collapse. We are repeatedly being told by people who are qualified to express an

opinion—overseas visitors who have a knowledge of conditions in other parts of the world, and men engaged in industry and commerce in this State—that we have a country not only to be proud of but one that offers endless opportunities for people with initiative and enterprise; where there is much development still to be done and where the standard of living is far ahead of that in many of the countries of the old world. One does not need to search very deeply to obtain ample support for those opinions. For one thing, there is sound evidence of the halt of the inflationary spiral which was causing so much concern a few months ago.

We are informed that bank credit has become much easier, and perhaps one of the best gauges is to be found in the annual report of the Savings Bank, which discloses some very interesting information. Bank deposits reveal a greater average a head of population than that held by any other bank in Australia, being £111 6s. The number of operating accounts increased during the year by 21,931, the amount credited to depositors was £81,223,799 and of this amount £79,653,498 is in ordinary operating accounts. That is one of the best guides we can have as to the stability of the country and the generally satisfactory financial position of the people, because in those operating accounts are the voluntary savings of what, for want of a better term, I would describe as the rank and file of the people—the wage earners and those on a fixed salary basis. Further, the financial statement presented by the Treasurer in another place is in tune with a decidedly optimistic note. The Treasurer said:—

The economy of this State is particularly sound . . . I have the utmost confidence in the future of the State and this confidence is based, not upon an easy optimism, but upon the solid achievement of recent years.

No-one would be in a better position to pronounce judgment of that nature than the Treasurer who has the responsibility of controlling the State's finances. He is in touch not only with Government and semi-governmental activities but has a very clear appreciation and insight into the general commerce of South Australia.

The Hon. S. C. Bevan—Why is there so much unemployment then?

The Hon. E. H. EDMONDS—Is there so much? Some unemployed, like the poor, are unfortunately always with us; we have always had a section of the community who are unemployable. When trade was buoyant and everything was booming any person who could stand

on two legs was assured of a job, and the employer was unable to do much in the way of picking and choosing. With some slackening off, and an increase in the labour force available, the inevitable result has been that the employer has been able to make some choice and I do not think we can blame him, for the success of his business depends upon the efficiency of his employees. Therefore, such unemployed as there may be are those who previously were engaged in positions in which they were not 100 per cent efficient and in consequence they were the first to be retrenched. Just as much as my friend opposite I desire that there should be full employment; we do not want a repetition of people living on a meagre dole, but that every person should be able to earn his own livelihood. However, in the ordinary set-up of business, here and everywhere else, there is always that percentage of people who are, for some reason, temporarily employed.

As the representative of a large country electorate I have a full appreciation of the extent to which prosperity in the rural areas is reflected throughout the community, and it is gratifying to note that the country needs are being well provided for in this Bill. One sometimes hears the opinion that the development of secondary industries has been achieved at the expense of rural production and that there has been, and still continues to be, a drift of country population into the city. Beyond doubt that is true. With the allurements of higher wages, shorter working hours and more amenities for workers in the city the younger generation has been attracted into the metropolitan area. We must remember that with modern farming methods and the introduction of machinery the labour demand in rural areas has been much reduced. Mechanical power has almost completely ousted the horse resulting in a lesser demand for labour. Therefore, although there has been that drift into the industrial areas I do not think it has had the effect that some assert on primary production.

The Hon. S. C. Bevan—Statistics show it has.

The Hon. E. H. EDMONDS—They reveal a reduction in some avenues of primary production but that has been balanced out by an increase in others. People have had to accept circumstances and adjust their activities accordingly. It is past history that when superphosphate was rationed farmers had to reduce the acreages under cereal crops, particularly wheat which requires a heavier dressing of artificial manure than other crops, but

what has been lost on the roundabouts has been made up on the swings. As a matter of general business those engaged in the rural industry will not adopt a dog in the manger attitude and deliberately keep production down because it is in their interests to make their land as fully productive as possible. Our agricultural land represents a high capital value and every means available is used to produce a satisfactory capital return. Primary producers have not adopted a cheese-paring attitude or reduced production.

I do not intend to make a comprehensive survey of all items referred to in the Estimates, but to deal with several of special importance in my opinion. One of the major items relates to the proposed expenditure of £2,894,617 on hospitals. That is a large sum and reveals a definite appreciation on the part of those responsible for the services hospitals render. I pay a tribute to the Minister in charge of hospital administration. Over the years we have noticed that responsible Governments are highly sympathetic and recognize their responsibilities in preserving the health and physical well-being of the people and the Minister has shown a desire to do likewise. We should give fullest consideration to those who are endeavouring to bring medical attention to the people in the far-flung areas of the State. I realize fully of what is being done by such institutions as the Australian Inland Mission, the Flying Doctor Service and the Bush Church Aid Society, in providing necessary medical facilities to outback people. Some years ago I was on a far north-west station near the Northern Territory border and had an opportunity of speaking over the pedal wireless. It was a pleasant experience and enabled me to realize the worth of that system to the settlers in those scattered areas. In the old days they received supplies by camel train and had to wait two or three months for mail and in the case of sickness had to rely on whatever means of transport were available. The horse and buggy was the best means but sometimes they did not have that and with long distances to travel it is not hard to visualize the results in some instances. Today, because of the time and trouble expended by many people, the conditions have improved wonderfully and the central station at Alice Springs keeps in close communication with people hundreds of miles away. Those people receive the latest news and obtain messages in a short time but those services could not be rendered without financial assistance. Many make great personal

sacrifice to render that service and they are not overpaid. If something has to be done they do it and to them the question of payment is secondary. They are worthy of every consideration. When I see the facilities provided in the large centres of population I wonder whether we would not be justified in curtailing some of those facilities in order to give added assistance to those living in more inconvenient circumstances. I hope they receive assistance because it will be thankfully received and faithfully applied.

Yesterday Mr. Condon could not resist comparing the revenue received from country water districts with that received from the metropolitan scheme. Members have a perfect right to criticize but I am tired of this constant repetition, particularly in regard to the West Coast water supplies. On numerous occasions I have said that despite the losses made on those public facilities their establishment has been justified time and again. Without them the West Coast would never have reached its present stage of development and I could quote the immense production that has taken place as a direct result of the establishment of those water supplies. Mr. Condon always seems to suggest that it is to the detriment of the State that country services cannot go further towards meeting their interest and running costs. The only way to remedy the position is to increase the rates, but is he prepared to advocate that? If that policy were adopted the Public Works Committee would have precious little to do in future with regard to country water supplies. An amount of £4,370,326 has been provided for education. I sympathize with the Minister of Education, because it must be exceedingly difficult for him to know that the piece of cloth we receive is not sufficient for the coat we desire. There would be no happier Minister than he if he were in a position to say "Yes" to every request he received concerning education. Our appreciation of and respect for the Minister is such that we know he will do the best he possibly can in the circumstances. I sound the same note of warning here as I did about our medical services. As I travel round the city and suburbs I notice that extensive facilities are being provided. New schools are being built and increased accommodation provided. Against that, I find the position most unsatisfactory in country districts where schools are overcrowded and out of repair. It is only fair to suggest that there should be some

curtailment of the expenditure on the more elaborate institutions and the money spent on on schools in outback areas.

The cost of school transport, particularly in relation to area schools, has been mentioned. I fully appreciate the difficulties of the Minister in this matter. Had some of the difficulties with which we are faced today been seen when the area school system was inaugurated about 1942, we probably would not have been so keen on the establishment of such schools. I do not know how much has been saved by the closing of numerous small schools, compared with the cost of transporting children, but probably it would fall far short of the cost of transportation. Almost every month for the past year or so members have received requests from people who have entered into contracts to convey children to schools to approach the department and seek an extra allowance. I do not know whether the department can continue with this activity, although I would greatly deprecate any suggestion that there should be a curtailment of these facilities, which have proved of immense advantage to the scholars. I have had personal experience in this matter. Years ago we had small schools in different centres, with perhaps six to 20 children who lived in a more or less restricted environment and did not get out amongst other children like they do today. Inter-school and inter-district interests have been built up in the area and other large schools and the whole scheme has appreciably widened the outlook of children who mingle, play and engage in sports together.

A great problem has arisen in regard to roads because many roads were never built for the present heavy traffic. There is also a much larger volume of traffic which, during the past two years, has doubled. I notice that a large programme of road reconstruction and improvement has been undertaken around the metropolitan area, curves and bends being removed and some of the grades over hills lowered. I have in mind a road just out of Clare, where a new bridge is being constructed. The department is not only building a new bridge, but has taken private land to provide better approaches. In certain circumstances that policy might be all right, but when I go into remote parts of the country and find there is no kind of made road I wonder whether this type of expenditure is justified. I doubt whether it is and whether we are doing the right thing in bringing our

highways into such a state as to lend themselves to greater speeds. We should endeavour to slow down traffic rather than increase speeds. I have been travelling over the road mentioned for 25 to 30 years and have never experienced any difficulty in crossing the bridge. I question the advisableness of spending money to provide these extra facilities when it could be spent in the country where it is so badly needed. I support the second reading.

The Hon. S. C. BEVAN (Central No. 1)—This is my first opportunity of examining an Appropriation Bill and listening to the speeches on it. I am somewhat amazed at the large amount it is proposed to spend this financial year. I have no desire to deal with the various items that have already been dealt with, but there are one or two matters which are exercising my mind. We have heard much about primary production, the ills affecting our various industries and our economic ills said to be due to the 40-hour week and the high wages paid in industry.

The acreage sown to wheat in 1947-8 was 2,375,000, but by 1951-52 it had fallen to an estimated figure of 1,530,000. There must be some reason for this considerable decrease, but it cannot be laid at the door of low prices. Admittedly other cereals have been sown. The acreage of barley has increased and, as Mr. Edmonds said, although there may be a drop in one cereal it has been made good by an increase in another, but I venture the opinion that the food value of wheat is far greater than that of barley.

The Hon. E. H. Edmonds—There is no shortage of wheat for human consumption.

The Hon. S. C. BEVAN—We are told there is. Recently I visited Kangaroo Island with other members and gained some insight of what can be done there. I gathered that by the time the blocks are allotted each block will cost approximately £10,000, and from that point the responsibility will become that of the settler. These men will be starting off where many old settlers finished; everything apparently will be at their hand. I saw many healthy looking crops and I consider that they should yield good returns, showing that ultimately this area will become a very valuable asset to the State. I am somewhat perturbed to think, however, that what happened in other parts of the State similarly settled may occur on Kangaroo Island, namely, that the original settler will be finally forced to relinquish his

holding and that these blocks may be bought up by big landholders and much of the country revert to scrub lands.

The Hon. C. D. Rowe—Which areas do you refer to?

The Hon. S. C. BEVAN—To parts of the South-East and various areas in the Murray mallee districts which have become definitely non-productive. I hope we will not see that on Kangaroo Island. I draw attention to what has happened to that very rich land in the vicinity of Salisbury. Broad acres were acquired by the Government for the Housing Trust and most of it is now lying idle. In many instances the owners have not yet been asked to vacate their homes, but they have been instructed that in no circumstances can the land be cropped. It may be years before it is used for the purpose for which it was acquired, and I suggest that there was land much nearer the city of a less productive nature which could have been acquired by the trust for housing purposes. Apparently the land near Salisbury has been acquired for the purposes of the projected satellite town, but it is wrong to acquire rich farm land for such a project.

I have read from time to time opinions expressed by the Treasurer, by the President of the Chamber of Manufactures, and officials of the Employers' Federation and others that the economic position of this State is very sound and that there is no reason for the calamity howling which has taken place. I subscribe to that view, but I say that if the State is in such a sound economic position there is no reason for any unemployment. The unemployment which has taken place is not, as Mr. Edmonds asserted, because people are unemployable, for if that is the case we must have a considerable number in that category. The position has been aggravated collectively by the employers themselves; they apparently lost confidence in the immediate future of the State and did what employers usually do—dismissed their workmen. That, I suggest, explains the unemployment we have today. I hope that it does not assume the proportions which obtained up to early 1939, when the figures were so large. I feel that much of the present situation has been created by a fear psychology among the employers themselves. The poor response to Commonwealth loans reflects their opinions. The working class throughout the Commonwealth are not, and never have been, in a position to subscribe very heavily to Commonwealth loans,

although they have always done so to the best of their ability. We must therefore look to those who are best fitted to subscribe, and this brings us back to the financial institutions and the various manufacturing and industrial undertakings with surplus capital which could be—and I suggest should have been—invested in Government loans, but which instead has been vested in industrial loans carrying a higher rate of interest.

The Hon. Sir Wallace Sandford—Moonshine!

The Hon. S. C. BEVAN—It is not moonshine.

The Hon. Sir Wallace Sandford—Saying it does not make it so.

The Hon. S. C. BEVAN—Money been invested in the direction it has been recently because the interest rates offered are higher. Undoubtedly we cannot blame any person for seeking the highest return for his money, but it has already had the effect of curtailing Government works.

The Hon. Sir Wallace Sandford—Would you make subscriptions to Government loans compulsory?

The Hon. S. C. BEVAN—No, and I am not advocating that, but I do say that if people with money to invest and who accuse the Labor Party of being calamity howlers, want to keep the country in a sound economic position they should do their part to maintain it. They are not doing it at the moment, and did not when the last Commonwealth loan was floated. There must have been a number of persons unemployed who are definitely employable, because in this morning's *Advertiser* the Acting Regional Director of the Commonwealth Employment Service, Mr. A. W. Russell, said that more than 1,600 persons were placed in jobs in South Australia last month.

The Hon. C. D. Rowe—That does not necessarily follow, because they may have been transferred from one employment to another.

The Hon. S. C. BEVAN—The statement does not mention any transfers but definitely refers to persons being placed in jobs. If we can place reliance on Mr. Russell's statement there must have been more unemployment than we had heard of. There should be no unemployment because there is room in this State for closer co-operation between employers and workers. With unemployment the purchase of goods is restricted and that reflects upon the employers. There should be close co-operation for the purpose of manufacturing goods which will be within the purchasing power of the

public. If we reach that stage there will be no need for the calamity howling we hear so frequently. Statistics indicate that people prefer to settle in the metropolitan area and there is a concentration of population which has caused a housing shortage and other inconveniences. The Government should embark upon a plan of decentralization and industries should be established in areas where goods are produced. Flour mills could be established in wheatgrowing areas and butter factories in dairying districts. People have left the country because better amenities are available in the city. If factories were established in the country it is reasonable to assume that amenities and the provisions of the Industrial Code would be extended to those areas. At present there is no inducement for people to leave the city. A motion was introduced in the House of Assembly to provide for decentralization of industry but it was defeated. Apparently this Government's policy is not to provide for such a programme. It is proposed to build a new mill at Mount Gambier.

The Hon. R. J. Rudall—That sounds like a little decentralization.

The Hon. S. C. BEVAN—My argument related to the decentralization of other industries, too. The mill will cost approximately £1,000,000. Recently I visited Penola and was informed that the Nangwarry mill was not producing to capacity and that there are 25 vacant homes at Nangwarry which were previously occupied by employees of Government mills. There is concern about the new project—I hope it is merely fear psychology—but I was reliably informed that the proposed mill will be for the purpose of pulping and making corrugated cardboard. I hope that fear will not materialize and that the mill will serve the same purposes as those at Mount Burr and Nangwarry. It is proposed to spend £1,739,720 on the Engineering and Water Supply Department. The present water supplies are far below the needs of the State and I was disappointed that because of the curtailment of money the proposed dam at Little Para is not being proceeded with. On one hand we are informed that the State's finances are sound and then are told that certain works cannot proceed because of lack of finance. I hope that work will soon be completed. Early in the year I was compelled to use bore water for some time and I trust water supplies will be improved so that there is no necessity to use bore water.

An amount of £4,370,326 has been set aside for education. The Minister has done a good job in administering the Education Department. Because of the increased population and the greater number of scholars the department has been compelled to build new schools as quickly as possible. There is much work yet to be done. When building new schools consideration should be given to providing facilities for the teaching staff. It would be a good idea if canteens could also be established for the staff and pupils. I realize that it takes money to provide these things, but the teaching staff is worthy of some consideration. They should be provided with similar amenities to those available to people in industry. Teachers should have a proper room where they can eat their meals. Considerable sums have been raised by the Parents' Association and various school committees. I commend them for their wonderful work and would hate to see anything done which would discourage them from continuing it. I trust that in the construction of new schools the amenities I have referred to will be installed so that as soon as a school is opened teachers and pupils can avail themselves of them. If statistical figures are any guide, South Australia is in a better economic position than any State. I trust that in the present financial year there will be no increase in unemployment, either by the Government or private employers, and that we will have full employment of all employable persons in order that we can maintain a sound economic position.

The Hon. A. A. HOARE (Central No. 1)—Under the Bill it is proposed to spend millions of pounds on various undertakings. I congratulate the Government on its proposal to construct a sawmill in the South-East. Apparently it is not averse to nationalization in every case. As regards land settlement on Kangaroo Island, Mr. Bevan said that he did not think there was any danger of re-aggregation of the land being developed by the Government into large holdings. It is an assured rainfall area and ex-servicemen should make a success of their blocks. As regards finance, it is not Labor's policy to borrow money from rich men and pay them a high rate of interest. Its policy is to control the Commonwealth Bank so that money can be lent at low interest rates. It is interesting to

note the works that have been financed through national credit. They are:—

	£
Kalgoorlie-Port Augusta railway	4,954,896
Land, Federal Capital	501,103
Land and buildings in London . .	587,328
Redemption of Northern Territory loans	697,945
Redemption of Port Augusta railway loans	355,056
Purchase of property, Perth . .	152,205
Railway from Pine Creek southwards	326,383
Railway and wharves, Papua . .	33,095
Land for post and telegraph purposes	210,631
Conduits and laying wires underground	621,518
Machinery, etc., Cockatoo Island	56,675
Paid into Consolidated Revenue Fund for war purposes	371,117

Total £8,867,952

The Hon. E. H. Edmonds—We are still paying back that money.

The Hon. A. A. HOARE—No, we are paying back the money which was borrowed from the private banks. That is what is stopping Australia's advance today. As regards food supplies, every country in the world, including Australia, seems to be in danger of perishing in the very near future. Farmers have said that they will not grow wheat unless they receive a certain price for it. They do not care whether the people are fed or not so long as they get the price they want. I do not know who will attempt to invade Australia in the future, but I do not like Russia's attitude. It has been estimated that Australia can carry a population of 20,000,000. To feed that number we would need 220,000 tons of beef, 105,000 tons of mutton, 32,000 tons of lamb, 220,000 tons of pig meats, 22,000 tons of potatoes, 214,000 tons of sugar, 64,000,000 doz. eggs and 438,000,000 gall. of milk. If we are to carry a population sufficiently strong to repulse any invasion we must be in a position to feed them properly. We cannot expect them to defend Australia if they are brought down to the food level of coolies. More land should be thrown open by the enforcement of the unimproved land values system, but instead Mr. Menzies has swept it out of existence. When it was introduced by the Fisher Government it was intended to break up big estates by compelling those who did not utilize their properties to the fullest extent to pay heavy taxation. However, it did not meet with the success expected because the taxation imposed was not sufficiently heavy. Now the Federal Government has abolished it and given the land owners a present of £7,000,000. The town clerks of the

cities of Brisbane, Sydney, Melbourne and Adelaide have issued figures showing the unimproved value of land held by the various trading banks, as follows:—

	£
Bank of New South Wales	1,999,076
Commercial Bank of Australia	724,744
Commercial Banking Company of Sydney	645,669
English, Scottish and Australian Bank	854,057
Australian and New Zealand Bank . . .	1,553,379
National Bank of Australia	1,355,498
Bank of Adelaide	283,160

The Hon. Sir Wallace Sandford—What does that prove?

The Hon. A. A. HOARE—That they are the people who ought to be paying taxes on unimproved values.

The Hon. Sir Wallace Sandford—But they did not get their land free.

The Hon. A. A. HOARE—That is what they ought to have been paying, but they have been dodging it up to date and now Mr. Menzies has made them a present of £7,000,000. David Jones Ltd. will benefit by £244,000 and the 11 daily newspapers of the same four capital cities by £42,500. No wonder they support the Menzies Government. However, it is the fault of the people who elected it. I heard that Mr. Peake, a former Premier of South Australia, once stated that the workers were "an unthinking mob," and he was not far wrong, for it was the unthinking mob of electors who went a long way towards electing the Menzies Government; they will be sorry only once, and that is for ever. Why is this land lying idle? Why are the owners not using it to produce to the fullest extent? Not long ago the farmers said they would not produce wheat until they got 23s. a bushel. They forget the time when they accepted far less than that. Surely they can produce wheat for less than 23s. a bushel. Why should they endeavour to increase the price of foodstuffs for the people in England, on whom we rely very largely for our protection. Those men are prepared to give their lives to protect the British Empire and they should be fed decently and not held to ransom by the Australian producer.

Quite recently the Federal Government signed a trade agreement with Japan and now the workers are being displaced from the cotton mills in South Australia. The Aetl mills are working only one week out of three, because not long ago £10,000,000 worth of cotton goods came in from Japan. Where is the commonsense of any Government which

will allow that while its own people are out of work? The same thing happened in England, South Africa and other countries. Any Government which does that ought to be ashamed of itself. Why crawl to Japan? We cannot compete against people like the Japanese, who are paid perhaps 10d. or 1s. a day. It has been truly said that "Man's inhumanity to man makes countless thousands mourn." It astounds me that the rich are always trying to become richer, for obviously it can only be done by the poor becoming poorer.

The Hon. K. E. J. Bardolph—They are not following the teachings of the lowly Nazarene.

The Hon. A. A. HOARE—No. He said "The labourer is worthy of his hire," a principle which is not observed today. He also said, "Call no man master for all ye are brethren." These teachings are forgotten today. What does it matter to the rich as long as they become richer? Men with humanitarian feelings, who endeavoured to follow the teachings of the lowly Nazarene, have paid the price—Lincoln, Carlisle, McKinley, and many others. One of the best was Robert Owens, who spent a fortune in endeavouring to bring about more humane conditions in the cotton mills of England, and in providing better homes, shorter hours and higher wages. We need men of that calibre but there is a scarcity of them. Perhaps in the not far distant future a change may come over the world, particularly as people are being better educated.

The Hon. C. D. ROWE (Midland)—The Budget debate allows for considerable latitude upon matters on which one can speak, but I do not propose to exercise all that latitude. It was my intention to reply to some of the statements made by the previous two speakers, but if I could make a request I would ask all electors in Midland district to read those speeches carefully, particularly the suggestions relating to the Federal Government's abolition of land tax, the suggested aggregation of lands, the method of finance by way of national credit, the question of extending the Industrial Code to country areas and also the nebulous propositions which would be given effect to if and when those who have spoken were on the Treasury benches and industries were removed to country areas.

The Hon. K. E. J. Bardolph—Your electors would be enlightened because they would know it to be Labor's policy.

The Hon. C. D. ROWE—I would be happy for them to read the speeches because they would realize how fortunate they are in having a Government such as we have had for the last 14 years. After all that has been said about taking industries to country areas and developing country districts the record of this Government in that direction will bear the closest inspection. It cannot be equalled by any other Government which may at any time be on the Treasury benches. There has been extensive development in the South-East, the Loxton area, at Coonalpyn Downs, the Chaffey district, Leigh Creek and Radium Hill and on Eyre Peninsula, at Whyalla and at other places, including the soldier settlement on Kangaroo Island. Wherever natural resources exist full advantage has been taken of them, which will appeal sincerely to people who have their feet on the ground in the way they believe progress should be made. It is obvious that the State Budget and State finances are linked closely with the relationship which exists in financial matters between the State and the Commonwealth Government. In introducing the Bill the Attorney-General said:—

Members will be well aware that the system of Commonwealth grants which has come to be accepted as a fundamental feature of Federal-State financial relations has a very distinct bearing on State finance. In particular, those grants which are made to the State as a result of recommendations made by the Commonwealth Grants Commission have reached such proportions as to constitute a very significant part of State Government revenue. The Commonwealth Grants Commission, in reaching its recommendations of the amount of grants to be paid to each of the three claimant States, has regard to the standards of expenditure and severity of taxation ruling in the non-claimant States, and, in these circumstances, the grants finally recommended are dependent, in a large measure, on the efforts which the claimant States are making to bridge their deficits from their own resources.

Comparing the level of expenditure in this State with that in other States is not the best way by which our finances should be run. So long as the financial relationship between this State and the Commonwealth is on the present basis we cannot hope to make the progress we desire. It is not proposed that there shall be any great increase in taxation. There is a suggestion that the State Government will come into the land tax field partly vacated by the Federal Government, and it is also proposed that there shall be some adjustment of succession duty rates in one respect and some increase of them in another. At present a widow deriving an estate from her late husband has to pay duty if the net value of the

estate is £500. It is proposed that that exemption shall be extended to £2,800. The original intention of the Succession Duties Act was that a widow should be left a house free of any debt and to ensure that she shall be in that position it is considered that the exemption shall be increased to £2,800.

It is also proposed to increase the rates of duty payable by widows, ancestors and descendants by 20 to 25 per cent, by other blood relationships from 25 to 30 per cent, and by strangers in blood from 35 to 40 per cent. Whilst I realize that succession duty these days is a tax imposed purely for revenue purposes, the increase of 35 to 40 per cent on certain gifts to strangers in blood will create an unfortunate position. Gifts to charities will come within the definition of gifts to strangers in blood and will mean that if any person desires to give an amount to a charity succession duty will have to be paid at these higher rates. I like to encourage people who feel disposed to devote some of their estate to worthy charities because it is an idea which should be fostered. The new proposal will mean that in the case of a large gift to charity a considerable portion of it will be absorbed in succession duty. I regret that it has to be because many of our best institutions are able to function only because of magnificent gifts. If those charities which qualify for exemption under the Income Tax Assessment Act were affected by a lower rate it would not cause any undue hardship nor would it severely affect the State's revenue.

I am pleased to note that efforts have been made to decrease the losses which have been incurred in previous years on our railway services by the imposition of higher freight rates and other charges. The amount provided this year is £200,000 less than in previous years and represents a realistic approach to the problem. An amount of £1,300 is proposed for the Law Society to enable that body to provide legal assistance to necessitous persons. I do not think it is commonly realized just how much assistance is given to people by various members of the Law Society under that scheme, but it is working efficiently and does ensure that a person, no matter what his circumstances or how serious the problem in which he is involved, can receive efficient legal representation. Practically every member of the profession gives up a large amount of his time in doing work for the society, sometimes at no remuneration but at most times for very small remuneration and I feel that this grant is indeed justified.

It worries me that the State seems to be increasing its expenditure all the time and in the near future we will have to give serious consideration to pruning some of our unnecessary expenditure. That does not apply so much to the State Government because I cannot think of any expenditure which is being incurred at present which could be reduced. It seems that Federal Governments, of all political colour, are inclined to be extravagant and wasteful with their expenditure. They are inclined to spend more money than is necessary on education services when the question of education is entirely a State function. This Government can manage the educational requirements of its people better than anybody else, and I feel that the establishment of the National University at Canberra at present is not justified. The universities of the various States are of a high standard and their degrees are recognized throughout the world. Although it may be desirable, from some points of view, to have an Australian national university it could very well be postponed until later. In the meantime the money which would be spent in that way could be used to much better advantage in the educational field in South Australia.

The Hon. S. C. Bevan—Doesn't the Commonwealth Government assist in financing the Adelaide University?

The Hon. C. D. ROWE—Yes, but instead of spending money on educational purposes it would be far more valuable to the State authorities, where everybody would be better served. We should look at some of our social services and see whether they are necessary. I think that the distribution of free milk could be discontinued immediately. I do not mean that any child, who obviously needs free nourishment, should be deprived of it, but the Government is buying and supplying milk for children who receive sufficient nutriment in their own homes. It is something which people could do without, and instead of spending the money on free milk it could be used in other ways, such as providing shelter sheds for children and assisting in repairing some of the country schools, as mentioned by Mr. Edmonds. That would be a much wiser application of the money. Expenditure on these lines needs careful investigation to see that we get the best value possible from it.

On looking through the details on the Estimates I find that the State Government has, in all departments, to pay pay-roll tax to the Federal Government. It is ludicrous that State Departments should have to pay these amounts. I have taken out a few figures

to illustrate the total amounts involved. The Audit Department will pay £1,070 in pay-roll tax, the Government Printing Office, £4,187, the Police Department, £24,907, and the Lands Department, £9,425. It is a direct contribution by the State Government to the Federal Government and should be abolished. I repeat what I said earlier—that this Government has presented a Budget which offers a very slight increase in taxation. The Budget is presented in a form showing exactly where the expenditure will be carried out. The projects we have in mind will be of undoubted value to the State and so long as we have a Government which can prepare and present Budgets of this nature the State will progress and the citizens benefit.

The Hon. K. E. J. BARDOLPH (Central No. 1)—I shall not go into details as members have dealt extensively with the various items. We have itemized accounts and the Auditor-General's report. The Auditor-General, as members know, is the custodian of Government expenditure and the rights and privileges of the people and every year presents his report to Parliament. I compliment the Government officials in control of the various departments for the work they do in assisting in the compilation of accounts. I compliment the administrators of the Public Service, of our schools and the University. These are fundamental institutions upon which our democracy is built. All the good things which have been said today and all the eulogies paid to the record of the present Government can be mainly attributed to the working of the State Parliament by members. Much of the legislation could not have been placed on the Statute Book had it not been for members of the Opposition in both Houses lending their support, where considered necessary.

Next year will be Coronation year. We may or may not meet before Her Majesty the Queen is crowned and I do not think it would be amiss if I referred to that great event in the history of British democracy, because the Crown is a symbol of our democracy. At this time we should all renew our loyalties to the Crown. As democrats we accept responsibilities for this loyalty, as a member of the British Commonwealth of Nations and our responsibilities, one to another. These and many other great considerations suggest that we join with Her Majesty in a period of preparation for the crowning. At this stage we should be reminded

of Her Majesty's pledge, given on her twenty-first birthday, when she said:—

I declare before you all that my whole life, whether it be long or short, shall be devoted to your service and the service of our great Imperial family to which we all belong. But I shall not have strength to carry out this resolution alone, unless you join in it with me, as I now invite you to do. I know that your support will be unflinchingly given. God help me to make good my vow and God bless all of you who are willing to share in it.

That symbolizes the very essence of what we stand for when we say we believe in British Parliamentary Government. It connotes that, irrespective of what personal beliefs some people may hold towards the Crown, it is the symbol of our democratic institutions. If we believe in the British system of Government we accept all those essentials which go to make up our governmental institutions. Next year, too, will be an election year. This is the last session of the Thirty-third Parliament of South Australia. It is a good thing that we have to go before our masters—the people—so that we can learn from them whether we have fulfilled our duties as they desired during the years we have had the honour of representing our various constituencies here.

In every election campaign some anti-Labor forces attempt to sidetrack the electors from the real issues confronting them. Three of the main issues confronting the people of South Australia are constitutional and electoral reform, decentralization and the provision of work which is governed by the Loan programmes and grants made by the Commonwealth to the State from time to time. When we come to the question of constitutional and electoral reform we find that this Government has done nothing to provide the vehicle whereby the true reflex of the opinions of the people can be seen in our legislative halls. I instance the unequal distribution of our electoral boundaries, where we find an unequal proportion of electors returning a greater number of members to the House of Assembly on what has been termed a gerrymander. Under the existing setup it is impossible for any Government, other than the present L.C.L. Party, to retain the Treasury benches. Even when the Leader of the Opposition in this Chamber endeavoured to place it on a more democratic basis by making voting compulsory . . .

The Hon. R. J. Rudall—Do you think that compulsion is democratic?

The Hon. K. E. J. BARDOLPH—The Minister knows that every law that is passed has an element of compulsion in it. If it is right for this Chamber to agree to legislation

compelling electors to vote for the House of Assembly surely it is only right that it should be extended to this Chamber. The Leader of the Opposition's proposal, however, was voted out here. I am making no reflection on this Chamber, but I have a right to criticize the Government's activities in regard to the implementation of its policy. In another place, where the Opposition submitted a Bill for adult franchise for the Legislative Council, members of the Liberal Party voted it out, thereby denying the people a true democratic voice in the election of members of both Houses of Parliament. Labor stands for a true system of electoral reform; for equitable electoral boundaries with one roll for all Parliamentary elections: the retention of compulsory enrolment and voting, with adult franchise for both Houses of Parliament: elections to be held under the system of proportional representation: effective deadlock provisions on the lines contained in the British Constitution.

The Hon. C. R. Cudmore—Do you still believe in proportional representation?

The Hon. K. E. J. BARDOLPH—I believe in Labor's policy. It is not long since we were twitted with the fact that the Labor Party had the abolition of the Legislative Council on its platform.

The PRESIDENT—The honourable member must connect up his remarks with the Bill.

The Hon. K. E. J. BARDOLPH—I have in mind the Electoral Department and was coming to the point that it would incur no greater expense to have compulsory enrolment for the Legislative Council than it does for the House of Assembly. It was very difficult to convince members of the Liberal Party that the Labor Party had deleted the abolition of the Legislative Council from its platform, but now that they are convinced they use every opportunity at their disposal to prevent the election of both Houses on an equitable basis. I mentioned earlier that this election will be fought by Labor on three issues. The second is the decentralization of industry. Quite a number of the members of the Liberal Country League Party say that they agree with it, but apparently their Government does not, because when a motion was submitted in another place to set up an all-Party committee to review the problems in connection with it the Government voted the motion out. That proves the Government's insincerity in giving effect to some portions of its announced policy. Labor stands for a vigorous employment policy. Mr. Hoare and Mr. Bevan mentioned the ever-increasing number of unemployed.

The Hon. Sir Wallace Sandford—Your Leader in the Federal House is always talking about it, too.

The Hon. K. E. J. BARDOLPH—It is a fact that the number is increasing.

The Hon. C. R. Cudmore—Is there not a shortage of labour at Port Adelaide?

The Hon. K. E. J. BARDOLPH—There has been in the past few days, but prior to that there were as many as 1,000 to 1,500 out of work. Now I come to the question of loan money. Several members who have spoken on this measure have paid what they termed a well-deserved tribute to the Government for the way in which it has managed the affairs of the State. In a broadcast on May 7 the Premier, replying to a broadcast by Mr. Menzies on a Loan Council decision, said:—

By refusing to allow the trading banks to subscribe to Loan funds, not only had the financial agreement been broken by the Commonwealth, but automatically the Constitution was being defied.

The Hon. S. C. Bevan—Did he not also advocate the use of national credit?

The Hon. K. E. J. BARDOLPH—Yes, he also said:—

The council had been established under the provisions of the Constitution. It was part of the financial agreement ratified by the people of Australia and it was not proper for any Government or authority to disregard any decision of the council lawfully made upon matters within its jurisdiction. The Prime Minister's statement had the theme that the Commonwealth Government would not be stampeded into adopting financial policies which would increase tax burdens or interfere with the restoration of stability.

I agree with that statement entirely. I have mentioned before my disapproval of the restrictive measures contained in the Financial Agreement which was submitted to the people by way of referendum and embodied in the Constitution, but no effort has been made by the Premier to modify those irksome provisions. On October 7 I asked the following question on notice:—

1. What action does the Government propose taking at the next Loan Council meeting for the purpose of securing loan money to carry out public works?

2. Is it the intention of the Government to support action of other States to secure better treatment under the Financial Agreement? to which the Chief Secretary replied, *inter alia*:—

The support given to the State programmes in the last two years by the Commonwealth Government has been voluntary as there is no legal obligation on the part of the Commonwealth to give this support. The State programmes under the agreement are dependent upon the moneys that can be raised from the loan market.

That distinctly nullifies the Premier's statement on May 7, because on that occasion he said:—

The Premiers wished to obtain advice from the chairman of the Commonwealth Bank, the chairman of the Associated Trading Banks, and from Stock Exchange authorities, but this suggestion had been rejected by the Commonwealth Government. Economic policy, it was stated, was a matter for the Commonwealth to decide. "We desired to examine the possibility of getting finance for the loan programme from the enormous deposits of the trading banks with the Commonwealth Bank, enforced under the Banking Act," the Premier said. "These deposits total well over £400,000,000 and the Premiers believed that the banks would readily subscribe some of this if they were permitted to do so by the Commonwealth Government. The banks receive only $\frac{1}{2}$ per cent for this money, and it was believed that they would readily invest it in a $3\frac{1}{2}$ per cent security loan if the Commonwealth would allow them to subscribe. Again we were opposed by the Commonwealth Government, which affirmed that banking was no business of the Loan Council."

How can the Minister in charge of this Bill reconcile the Premier's statement with the answer given to my question, which was a complete contradiction? Whilst Labor subscribes to what the Premier said, it also says that with the advent of a change of Government in the Commonwealth Parliament restrictive measures were placed upon loan money. We find today that, although the Public Works Committee is doing laudable work on behalf of the State, many of the projects it has endorsed cannot be put into operation because the Government is short of loan money. It is the responsibility of the Government to carry out these edicts to the fullest extent so that loan money can be made available for carrying out these much needed public works approved by this Parliament, in order that the spiral of unemployment, which is gradually reaching a crescendo, can be stopped, so that we will have full employment, and that the continuance of the economic prosperity which South Australia has enjoyed for so many years with the help of the Labor Opposition will be preserved. That can only be done by a strong effort on the part of this Government and the Commonwealth Government, but I remind members, too, that notwithstanding the Premier's flagellation of the Commonwealth Government on May 7, his Government support the Menzies Government in many of its proposals. We find them cheek by jowl in opposition to the prices referendum and other important legislation, so I say that in the approaching elections Labor will be assailed by its opponents, who will attempt to pin all manner of labels on Labor men.

If press reports are any indication of what is in store for Labor I am quite convinced that its policy will be misrepresented so that the people will not have a true perspective of what Labor stands for, and of the good work done by it in both Houses of this Parliament during the regime of the present Government, for the Government will take full credit for it. I am quite convinced that Labor's objective will come in for a good deal of criticism. It will be twisted and used by its opponents for political purposes, so in order that the people will know exactly where Labor stands I crave indulgence to place it on record.

The PRESIDENT—I would like to know how the honourable member is going to connect this up with the Bill.

The Hon. K. E. J. BARDOLPH—I was going to connect it with the acquisition of the Adelaide Electric Supply Company. Labor supported the acquisition of the company because it was in conformity with its policy and I want to place on record where we stood in that regard. The official interpretation of the Labor Party objective is:—

The Australian Labor Party proposes socialization or social control of industry and the means of production, distribution, and exchange, such socialization or social control to be achieved to the extent necessary to eliminate exploitation and other anti-social features of industry and anti-social features of the processes of production, distribution, and exchange in accordance with the Principles of Action, Methods and Progressive Reforms set out in the Federal Platform of the A.L.P.

That is where Labour stands on its socialization objectives. Some people attempt to give that a certain twist but it is clear and not ambiguous. By its acquisition of the company this Government has been characterized as a socialistic Government.

The Hon. E. Anthoney—By whom?

The Hon. K. E. J. BARDOLPH—Even by Government supporters. When the measure was before this Chamber some Government supporters said that the Government had gone socialistic and also twitted the Labor members for supporting it. Unless we are alive to all the circumstances surrounding our system of Government and are prepared to play our part in the maintenance of representative Government as we know it we will have a fight ahead in which everybody will have to pull his weight in order to maintain our Parliamentary institutions.

Bill read a second time and taken through Committee without amendment.

Committee's report adopted.

RETURNED SERVICEMEN'S BADGES BILL.

Received from the House Assembly and read a first time.

BUILDING OPERATIONS BILL.

A message was received from the House of Assembly stating it had agreed to amendments Nos. 1 to 6 and 8 to 14, that it had also agreed to amendment No. 7 with an amendment, and made consequential amendments.

Consideration in Committee.

The Hon. R. J. RUDALL—These amendments are purely drafting and consequential and I recommend that they be agreed to.

The Hon. C. D. ROWE—I have examined the amendments. They are purely drafting and I have no objection to them.

Amendments agreed to.

CRIMINAL LAW CONSOLIDATION ACT AMENDMENT BILL.

Received from the House of Assembly and read a first time.

LOCAL GOVERNMENT ACT AMENDMENT BILL.

Received from the House of Assembly and read a first time.

The Hon. R. J. RUDALL (Attorney-General) I move—

That this Bill be now read a second time.

This Bill makes a number of amendments to the Local Government Act most of which are based on recommendations of the Local Government Advisory Committee. As is usual with amending Bills of this class, the amendments deal with a variety of disconnected topics and it is therefore convenient to deal with the clauses as they appear in the Bill rather than in order of importance.

Clause 2 inserts a definition of "vehicle" in the interpretation section of the Local Government Act. It provides that the term is to include motor cycles and bicycles. This amendment arises out of a suggestion of the Renmark Corporation which has received legal advice to the effect that it is doubtful whether "vehicle" includes bicycle. Under the by-law making powers of a council, by-laws may be made regulating traffic in various ways and it is obviously necessary that bicycles and motor cycles should be subject to these by-laws to the same extent as other traffic.

Subsection (2) of section 7 of the Act provides that a new local government area is not to be created by severance from another area

unless the new area would have a general rate revenue of more than £3,000. Under present day conditions a rate revenue of £3,000 is insufficient to enable a council to operate efficiently and clause 3 provides that this minimum for a new area is to be increased to £5,000. In addition, the clause provides that, where it is proposed to create a new area by severance from an existing local government area, the new area is not to be created unless the old area left after the severance will also have a general rate revenue in excess of £5,000.

Sections 47 and 48 of the Act provide that, where the population of a municipality exceeds 20,000, the Governor may by proclamation designate the municipality as a city. This has been the law since 1905. Clause 4 provides that instead of 20,000 being the minimum population for this purpose, the minimum population necessary to enable a city to be proclaimed will be 15,000. It will be recalled that, under a Bill previously passed during the session, it was provided that a country municipality may be created a city if its population exceeds 10,000. There are a number of metropolitan municipal councils whose areas have been almost completely built over but the population of which is something short of 20,000. These municipalities, in most cases, have been established for a very long time and may be said to have achieved the status which justifies their being designated as cities. However, as they are almost fully developed, there is little likelihood of the population growing to 20,000. In New South Wales a municipality may, subject to certain other matters, be created a city if its population exceeds 15,000. In Victoria, a borough having a revenue of not less than £20,000 may be declared a city. In Queensland, a town may be declared a city by the Governor and no statutory limitation is placed on the exercise of the power. In Western Australia a municipal district having a population of 20,000 persons and a gross revenue of £20,000 may be declared a city. The amendment proposed by clause 4 would thus be in general conformity with the law in other States.

Part IV. of the Act provides that a proclamation can be made declaring that a municipal council shall include aldermen in its members. Under sections 74 and 75 such a proclamation can only be made where the population of the municipality exceeds 20,000. It is proposed by clause 5 to remove this limitation and to provide that the Governor may make a proclamation declaring that a municipal council shall include aldermen in any case

thought fit and irrespective of the population of the municipality. The inclusion of a suitable number of aldermen in a municipal council can be of substantial benefit to the council. In particular it often happens that a person who has served as mayor for a number of years and has a fund of useful experience, on his retirement from that office cannot find a suitable vacancy in the council and must therefore leave the council and deprive it of his knowledge and experience. If the office of alderman exists in the council, the opportunity is often offered to the retiring mayor to retain his membership of the council by filling an aldermanic vacancy.

Section 104 of the Act provides that the nomination day for annual elections is to be the second Saturday in May. In very many instances, council officers now work a five day week and the council offices are closed on Saturdays. For the sake of convenience, clause 6 therefore provides that nomination day is to be the second Friday in May instead of Saturday. Clause 7 provides that where a town or district clerk resigns his office, he is to give two months' notice to the council. The purpose of this amendment is to provide that a council will have reasonable notice of the impending resignation of its clerk and thus be able to take steps to secure the appointment of his successor in time to prevent a period elapsing during which the council will be without a clerk. Under the Act ratepayers have certain rights of appeal against the assessments of their properties. Clause 8 makes it clear that, where ratable property is owned jointly by two or more persons, each has the right to appeal against the assessment without the other being obliged to join in the appeal. Clauses 9 and 10 deal with the same matter. Appeals against assessments are ultimately made to a local court and there is some doubt as to the power of the court, on an appeal, to increase the assessment where it is satisfied that the assessment is too low. Clauses 9 and 10 set out that, on an appeal to the local court, the court may increase, decrease or leave unchanged the assessed value of the property the subject of the appeal.

Clause 11 extends the purposes for which a council may expend its funds. There is now some legal doubt as to whether a council has power to subscribe to what are commonly known as community hospitals. In order to clarify the position, clause 11 gives councils power to subscribe to these institutions, a number of which exist throughout the State. The clause also provides that a council may expend money

for public functions and entertainments to celebrate the centenary of local government in its area. As such an occasion can occur only once in a hundred years it is reasonable to give the council the legal power to celebrate it in an appropriate manner.

It is also provided that a council may subscribe for the purposes of any organization having as an object the furtherance of local government or the development of any part of the State in which the area of the council is situated. This provision will give councils power to subscribe to the various local government associations in the State and to organizations such as development leagues. However, it is provided that the total amount which can be paid for all these purposes in any financial year is not to exceed £50. Section 288 of the Local Government Act provides that municipal councils may expend their revenue in band and orchestral concerts and contributing towards the establishment or maintenance of any band or orchestra. Clause 11 provides that all councils, both municipal and district, shall have these powers except that, in the case of district councils, the power to subscribe to bands and orchestras is limited to bands and orchestras within the districts of the councils. In many cases, district council districts include towns of a size and importance comparable to urban areas included in municipalities and there is no justification for, not giving to district councils the powers now given to municipal councils.

Section 383 provides, among other things, that a council may acquire and operate stone quarries. Subsection (8) of the section, which was first enacted in 1934, provides that, if a metropolitan council operates a quarry, it cannot sell any of the products of the quarry except to the Commissioner of Highways and except any rubble (other than road metal and stone screenings) or other products derived in the quarry. Thus, a council cannot sell any metal or screenings except to the Commissioner of Highways and this prohibition includes a sale to another council. It is considered that this provision should not be retained as, in order to operate a quarry economically, it is necessary for a council to dispose of such part of the products of the quarry as are unsuitable for use by the council or which are not required for use by the council. Clause 12 therefore repeals the subsection in question.

Sections 550 and 550a of the Act provide that before a hospital or maternity home can be established or extended in a municipality, notice must be given to the council and an

opportunity given to owners and occupiers of ratable property in the neighbourhood to present a petition to the council against the establishment or extension of the institution. The council is empowered to prohibit the establishment or extension of the hospital or maternity home if satisfied that the premises are unsuitable for the purpose or that the existence of the institution would be likely to be injurious or detrimental to the health, welfare or comfort of inhabitants of the neighbourhood. Clause 13 enacts similar provisions as regards veterinary hospitals to be established or extended in the future in a municipality. Obviously, if control of the kind mentioned is justified in the case of hospitals and maternity hospitals it is even more justified in the case of veterinary hospitals.

At present municipal councils have power to license hide and skin markets and stock sale yards, to establish markets, and to make by-laws for the regulation of these premises. Clause 14 provides that district councils shall have the same powers as municipal councils as regards these premises when situated within townships. It is obvious that control of these premises is equally necessary in townships in districts as in municipalities.

District councils now have power to make by-laws for regulating and controlling quarrying and blasting operations but municipal councils have no such power. Again, it is obvious that it is equally necessary that both classes of councils should have the same power and clause 15 extends the by-law making powers of municipal councils to include the power to make by-laws for regulating and controlling quarrying and blasting operations.

Clause 16 provides that a council may make by-laws enabling the council to give notice to the owner or occupier of any land within a municipality or township within a district to remove from the land any unsightly chattels or structure the presence of which is likely to affect adversely the value of adjoining land or which is prejudicial to the public interest. Any such by-law may provide that, on default by the owner or occupier, the council may remove the chattels or structure and recover the cost of so doing from the owner or occupier. Every by-law is to provide for an appeal to a local court from any notice given by the council. It is not uncommon to see blocks of land in good urban areas disfigured by collections of junk or ramshackle structures and it is desirable, in the interests of the surrounding community, that councils

should be given some control over these conditions. The provisions for appeal to a local court will, it is thought, prevent any arbitrary exercise by a council of the powers proposed to be conferred by the clause.

Municipal councils have power to make by-laws as to taxis and to fix the fees for licences and the fares to be charged. The making of a by-law is a long drawn out business and, consequently, if it is desired to alter, say, the scale of taxi fares this must be done by another by-law and it thus takes up to 12 months to make an alteration of a fee or fare prescribed in a by-law. Clause 17 provides that, where a by-law prescribes these fees or fares, the council may by resolution published in the *Gazette* alter the fee or fare. This will enable any necessary alteration to be made without the delays inherent in the alteration of a by-law.

Section 840 sets out the persons who are "authorized witnesses" for the purpose of local government postal voting. The section provides that a town clerk or a district clerk is to be an authorized witness for elections in the area of his council. It is provided by clause 18 that a town or district clerk is to be an authorized witness for all local government elections, whether in his area or that of another council. Particularly in country districts this alteration will be of convenience to electors.

Clause 19 and the schedule make a number of drafting amendments. These amendments make such alterations as substituting "Minister of Lands" for "Commissioner of Crown Lands," striking out provisions which have ceased to have effect, remedying drafting deficiencies, and so on. In no case does the amendment proposed affect the policy of the legislation.

The Hon. F. J. CONDON secured the adjournment of the debate.

LAND TAX ACT AMENDMENT BILL.

Second reading.

The Hon. R. J. RUDALL (Attorney-General)—I move—

That this Bill be now read a second time.

In formulating its financial proposals for the current year the Government has been faced with an unescapable increase in expenditure and no equivalent expansion of revenue. As it is most unlikely that loan funds will be forthcoming to finance a deficit the Government is compelled to look for additional sources of revenue. It is particularly necessary to do this in view of the possible reactions

of the Commonwealth Grants Commission to any failure by a claimant State to use its available taxation resources to a reasonable extent. The possibility of obtaining additional revenue from land tax was brought before the Government by the announcement that the Commonwealth proposed to withdraw immediately from this field of taxation. Shortly before the announcement was made, the Commonwealth had increased its assessments and it was estimated that if the Commonwealth tax had been retained, about £400,000 would have been raised from this source in South Australia. Of this sum approximately £100,000 would come from rural areas and £300,000 from urban land.

In view of all the circumstances the Government considers it is its duty to increase State land tax so as to occupy some part of the field vacated by the Commonwealth. A number of alternative methods of doing this have been investigated and after full consideration the Government has decided to increase the present rate of tax on land having an unimproved value in excess of £10,000. It is not proposed to tax these lands as highly as they were taxed by the Commonwealth, but the rates proposed are between 60 and 65 per cent of the Federal rates. In addition, the valuations used by the State as the basis of assessment for land tax are not as high as the recent Commonwealth assessments. It is contemplated that under this Bill about £207,000 of additional revenue will be raised from owners holding land exceeding £10,000 in unimproved value. Approximately £16,000 will come from rural land and about £191,000 from urban land. The number of taxpayers affected by the proposed new rates is estimated at 900, of whom 400 are assessed on rural land and 450 on urban land.

The Bill has been drafted to impose the new rates of tax and to make an alteration, favourable to taxpayers, with respect to the minimum amount of tax payable on any assessment. No attempt is being made to alter the principles on which the taxable amount of the land of a taxpayer is computed. The rate of tax payable by each taxpayer will continue to be based on the total unimproved value of all his land subject to the minor exceptions now provided for in the Act in the case of joint owners and trustees. Under the Land Tax Act there are at present three taxes, namely, the land tax, the additional land tax, and the absentee land tax. The land tax is $\frac{1}{2}$ d. in the pound on all land. The additional land tax is another $\frac{1}{2}$ d. in the pound and is payable on

all land of the taxpayer in excess of £5,000 unimproved value. Thus, at present, the maximum rate of tax for any person resident in Australia is $1\frac{1}{2}$ d. in the pound. Absentees, that is, persons who have been resident outside Australia for more than a year, pay a further tax equal to 20 per cent of the land tax and additional land tax. Under this Bill there will be nothing specifically called an additional land tax but there will be in substance a series of additional land taxes on holdings above £5,000. On land between £5,000 and £10,000 the rate will be the same as at present—namely, $1\frac{1}{2}$ d. Higher rates will be imposed on land above £10,000.

The table in clause 5 indicates what the tax will be in each case. The underlying principle is that the value of a holding in excess of £5,000 will be treated as being made up of a number of separate amounts, each amount being taxed at a separate rate and the rate will increase as the value goes higher. A concrete example may make this clearer. Let us assume a taxpayer holds £34,000 worth of land, that is, unimproved value. Then the tax payable under the Bill, when analysed, is as follows:—

5,000 at $\frac{1}{2}$ d. in the pound ..	15	12	6
5,000 at $1\frac{1}{2}$ d. in the pound ..	31	5	0
10,000 at $2\frac{1}{2}$ d. in the pound ..	104	3	4
14,000 at $3\frac{1}{2}$ d. in the pound ..	177	1	8

£34,000	Total	£328	2	6
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The maximum rate on any land is $7\frac{1}{2}$ d., which is the rate applicable only to that part of a taxpayer's holding which exceeds £80,000 in unimproved value. With regard to the minimum amount of tax the Act at present provides that if any tax works out at less than 1s., nevertheless 1s. shall be payable. Having regard to the present purchasing power of money, it is not worth while to bother about collecting such trifling sums. It is proposed in the Bill to fix the minimum tax at 5s. but to provide that if the amount of tax works out at an amount less than 5s., no tax will be collected. In other words, instead of increasing small amounts of tax to bring them up to the minimum the Government intends to remit them to the taxpayer. By reason of this provision the number of land tax accounts sent out to taxpayers each year will be substantially reduced. The amount of tax which the Government will refrain from collecting will be about £6,000, but this will be largely offset by economies in administration. The new rates of tax will apply in the current year as well as in future years.

There is one other matter dealt with in this Bill, namely, the exemptions from tax of land

used for educational, charitable, benevolent, religious or philanthropic purposes. Some substantial exemptions of this kind are proposed. Land which is used solely or mainly as an educational institution, not carried on for pecuniary profit, will be wholly exempt. Land which is not wholly exempt but is used for a purpose which, in the Commissioner's opinion, is a charitable, educational, benevolent, religious or philanthropic purpose will be partially exempt in the sense that it will continue to be taxed at the rates in force before the passing of this Bill, without any increase. A similar partial exemption will apply to land which is used to produce income, the net amount of which is devoted to the purposes I have mentioned. Further, in order that municipal and district councils will not be subjected to additional burdens by the Bill, it is provided that land owned by these councils, which is not wholly exempt under any law, will be partially exempt and will not bear the increase in tax proposed in the Bill.

The Hon. K. E. J. BARDOLPH secured the adjournment of the debate.

EXCHANGE OF LAND: TOWN OF LOXTON.

The House of Assembly transmitted the following resolution in which it requested the concurrence of the Legislative Council:—

That it is desirable that the governing body of the Loxton Club Hotel transfer the fee simple of allotments 52 and 53, town of Loxton, containing 2 roods 21 perches, to the Minister of Education, who in return will transfer the fee simple of two portions of allotment 41, town of Loxton, containing 3 roods 28 perches, to the governing body of the Loxton Club Hotel.

TRAVELLING STOCK RESERVE: HUNDRED OF RIDLEY.

The House of Assembly transmitted the following resolution in which it requested the concurrence of the Legislative Council:—

That it is desirable that the travelling stock reserve extending from the north-eastern corner of section 180, hundred of Ridley, to the southern-most point of section 118, in that hundred, containing 1,610 acres approximately as shown on plan laid before Parliament on June 25, 1952, be resumed in terms of section 136 of the Pastoral Act, 1936-1950, for the purpose of being dealt with as Crown lands.

TRAVELLING STOCK RESERVE: HUN- DREDS OF HAY AND SKURRAY.

The House of Assembly transmitted the following resolution in which it requested the concurrence of the Legislative Council:—

That it is desirable that the travelling stock reserve comprising sections 12, 17, 27,

28, 29, 30, 31, 32, and 33, hundred of Hay; and sections 52, 53, 54, 55, and 82, hundred of Skurray, containing an area of 1,114 acres as shown on plan laid before Parliament on June 25, 1952, be resumed in terms of section 136 of the Pastoral Act, 1936-1950, for the purpose of being dealt with as Crown lands.

ADVANCES TO SETTLERS ACT AMENDMENT BILL.

Received from the House of Assembly and read a first time.

POLICE REGULATION BILL.

Adjourned debate on second reading.

(Continued from November 11. Page 1207.)

The Hon. C. R. CUDMORE (Central No. 2)—This is a most interesting Bill, rather unusual in form, and is, as explained by the Chief Secretary in his second reading speech, really a measure to deal with the internal administration of the Police Force. That being so, it is eminently a Bill on which only those who know something intimately of the internal working of the Police Force can really comment. There is little we can do in discussion on the second reading, as obviously the object of the Bill is to clean up some of the matters which have been in force in the same way for 100 years and to put them in better order from the administrative point of view.

There may be one or two matters on which members desire to ask questions, but Mr. Condon referred to certain points to which I desire to reply, in so far as I know the answers. The first is the question he raised about women police. So far as I know I think we have, in proportion to the male members of the force, more women police than any other State. If that is so, I doubt whether they are so very hard-worked. Mr. Condon's comment was completely and overwhelmingly answered by Mr. Anthony who pointed out that our women police received approximately £15 a week and those in London doing apparently the same work received less than £5 a week. As the Chief Secretary pointed out, that question is *sub judice*, being subject to inquiry at the moment.

Another point mentioned by Mr. Condon had regard to the appointment and dismissal of the Commissioner of Police. He said that although the Bill provided for appointment, it said nothing about removal or dismissal. It is an interesting point as to whether the Commissioner of Police is one of those top civil servants who should receive special attention from the Legislature before he can be removed. I have had a look at the position in

other States. Our Commissioner of Police is in exactly the same position as any other civil servant as he can be appointed and removed by the Governor. He has no special protection and I understand that that is the position in the Old Country. In Queensland he is appointed during good behaviour until the age of 65, and he can be dismissed. In Western Australia the Governor may appoint and remove—again no special protection. In Victoria the Governor may appoint, suspend, reduce, discharge and dismiss. In New South Wales the Government may appoint and suspend for misbehaviour or incompetence, but the Commissioner cannot be removed except by a resolution of each House of Parliament.* That puts him on the same plane as our judges of the Supreme Court, the Auditor-General and the Public Service Commissioner, but those are very different positions, and I am not complaining about the provision made by this Bill. A further point raised by the honourable member was the question of salary. As I understand the explanation of it, the difference between the salary shown in the Estimates and that mentioned in the Bill, to which he drew attention, is simply that when the Estimates were drawn up the salary was at a certain level, but in the meantime there has been a cost of living increase, and I think I am right in saying that the Estimates covered that, and this Bill brings it right up to date.

The Hon. F. J. Condon—Would there be a difference of £250 because of the cost of living?

The Hon. C. R. CUDMORE—I think that is the position. The main point to which the honourable member referred was clause 11 which gives the power of appointment of officers in the Police Force. This clause appears to be quite sensible. In subclause (1) the Commissioner is empowered to appoint such constables and sergeants as he may deem necessary for the effective working of the force, but subclause (2) empowers the Chief Secretary to fix the maximum number which may be appointed. That is to say that, although the Commissioner has power to appoint the people he thinks necessary, there is an overriding power by the Minister to limit that number. In subclause (3), however, the appointment of a number of police officers in the Detective Branch, of rank above senior constable, will be subject to the approval of the Chief Secretary, which seems to be quite reasonable and proper.

Apparently, however, it was subclause (4) about which my friend had some doubts. This refers to the Commissioner's right to appoint people in an acting capacity. I am all in favour of that. I have had no experience of the Police Force, but I have of the army; there, to find out whether a man is good enough to be promoted to sergeant, and possibly later to commissioned rank, he is appointed to an acting rank to see whether he can do the job, and I think that this power will be a very useful one. There is an old army story to the effect that everything is finally passed down to the acting unpaid bombardier because it cannot go any lower, but I had experience of being caught by this acting rank, because in the British army, in which I served, there are substantive, temporary and acting ranks, and you have a little bit of each, but it was very hard to go very far on the substantive rank. If one were wounded one kept any acting rank he had while in hospital, but immediately he went back to the front he reverted to his substantive rank, and it was for that reason that I finished up as a full lieutenant.

The other question to which the honourable member referred was the question of the appeal board. He said, "It is suggested"—he did not say by whom—"that a judge of the Supreme Court should be chairman of the Police Appeal Board. I cannot agree with that. Our judges have their judicial work to do and it is very necessary. We have had to pass a Bill this session for the appointment of an additional judge, and we often have calls from other States for our judges to act as chairmen of Royal Commissions, and so forth, but it would be quite out of place for one of our few judges to be asked to act as chairman of this appeal board. So far as I know the position in New South Wales is that there is one appeal board for all public servants, and there a judge of the Supreme Court acts as chairman, but that is a very much larger question altogether. In Victoria the chairman is a County Court judge, which is exactly equivalent to a senior special magistrate in this State. In other States the chairman is, in each case, a magistrate. Here the chairman of the Appeal Board is the Parliamentary Draftsman, who has been a special magistrate for many years and has had great experience on this appeal board and another, so whoever it was who suggested to my friend that we should have a Supreme Court judge as chairman apparently had not examined the position. I see no advantage in altering the present system.

The Bill in general is not one to discuss at length on the second reading. It gives the Commissioner proper powers and I believe that it will do nothing to the detriment of any member of the force, but rather will tend to improve morale generally. In conclusion I pay a tribute to our Police Force. I have never been able to understand why it is that the public do not support the police in this part of the world more than they do. In England the policeman is everybody's friend, and people are ready to go to his assistance, but that is not the atmosphere here. Why that is so I do not quite understand, but I think it has some basis in the fact that parents will not keep their own children under control by

giving them a thrashing when necessary, but instead say "If you do so and so, I will call a policeman." Naturally the child does not grow up to regard the policeman as his friend, but as some bogey. That is wrong. Every responsible member of the community should do his best to see that all decent people are friendly with the police and help them wherever they can. I have pleasure in supporting the second reading.

The Hon. L. H. DENSLEY secured the adjournment of the debate.

ADJOURNMENT.

At 5.43 p.m. the council adjourned until Tuesday, November 18, at 2 p.m.