

**LEGISLATIVE COUNCIL.**

Wednesday, September 4, 1957.

The PRESIDENT (Hon. Sir Walter Duncan) took the Chair at 2.15 p.m. and read prayers.

**WATER RATES REMISSION BILL.**

Received from House of Assembly and read a first time.

**ASSOCIATIONS INCORPORATION ACT AMENDMENT BILL.**

Read a third time and passed.

**MARRIAGE ACT AMENDMENT BILL.**

Adjourned debate on second reading.

(Continued from September 3. Page 528.)

The Hon. K. E. J. BARDOLPH (Central No. 1)—I was somewhat amused yesterday by the speech delivered by Mr. Robinson when he led the Council from the Marriage Act to the dairy farm and gave us a dissertation upon the fats, solids and proteins in skim milk, in reply to Sir Arthur Rymill's remarks. However, I think he missed the point that Sir Arthur attempted to make, which was to liken this Bill to a Gilbert and Sullivan Comic Opera, and I think in some respects that is what it is. It has been argued on very good grounds that a good criterion of a country's civilization is its treatment of its young people. Down through the years, particularly since the industrial revolution in Great Britain and since the advent of representative government in the States of the Commonwealth, measures have been enacted for the protection of young people working in industry and in all phases of our social life.

I oppose the Bill because it takes away the rights of parents. The basis of our Christian civilization is the family circle, and when we take away the parental control and guidance we are acting—whether consciously or not—similarly to those desirous of implementing Communism; they first attack family life, and after breaking up the home and putting children against parents as spies they attack the leaders of religious thought. I do not place this Bill in that category, but I do say that we should be ever watchful that any legislation we pass does not have that tendency or provide any avenue whereby it can be used for the purposes I have mentioned.

The Hon. S. C. Bevan—It gives dictatorial powers.

The Hon. K. E. J. BARDOLPH—It does. This Bill cuts right across the control of parents and members should realize that the individual does not exist for the State; the State exists for the individual and it is on that basis that we have built up our system of Parliamentary government of which we are so proud.

Mr. Robinson said—I think without malice—that the prestige of this Council was raised in 1955 when we passed similar legislation which did not reach another place. On that assumption it could be inferred that when we voted the measure out recently because of insufficient time to study its implications we lowered the prestige of the Council. The members of the Opposition will exercise their free right on all social questions in order to determine the basis of future social legislation. This Bill gives sole authority to the Chief Secretary, but I do not think any Minister of the Crown desires to have that authority, which would weigh very heavily upon him at times. This measure takes away the rights of parents and, as Mr. Bevan said yesterday, who are better fitted to voice an opinion in this matter than the parents of the children concerned? I have not heard it said in this Chamber that this measure was promulgated at the request of any of the leaders of religious beliefs in South Australia. I believe it was brought before the House at the request of certain social welfare organizations and, although they carry out very useful work and are to be complimented on what they do on behalf of young people, their wishes should not be the main factor influencing this Government to bring in a measure of this description when religious leaders have not expressed any opinion and have not approached the Government.

The Hon. C. R. Cudmore—Some of them have their own ideas on it.

The Hon. K. E. J. BARDOLPH—I know, but this is an all-embracing measure and covers all who may disagree with it. I know that in certain European countries the marriage age is very low and religious leaders subscribe to them, but we are laying down definite legislation that will cover everyone, irrespective of their views.

The Hon. C. D. Rowe—From what the honourable member has said he should not have supported the legislation two years ago.

The Hon. K. E. J. BARDOLPH—We all change our opinions; the Attorney-General has done so during his sojourn in this Chamber, and it is quite all right to change opinions so long as the changes are for the good. This Bill is totally different from the previous measure, and cuts right across the rights of parents.

The Hon. C. D. Rowe—Not nearly to the same extent as previously.

The Hon. K. E. J. BARDOLPH—That is a debatable point, and I hold strong views on that. Possibly, with his specialized knowledge the Attorney-General has had a better opportunity to judge that than I, but I believe that the measure cuts right across family life and places in the hands of the Chief Secretary or the Minister in charge the right to supersede the desires of those parents whose children propose to contract these marriages.

The Hon. C. D. Rowe—The Bill the honourable member supported in 1955 took the rights away from the parents without any let-out at all. This Bill—

The PRESIDENT—Order.

The Hon. K. E. J. BARDOLPH—I am quite happy to have the interjections.

The PRESIDENT—But I am not.

The Hon. K. E. J. BARDOLPH—The Attorney-General cannot deny that this Bill takes away the rights of parents and once we do that we are opening the way for any ism that might possibly be implemented in South Australia. It is our duty to raise barriers which these isms cannot surmount.

The Hon. Sir Arthur Rymill—Does that include Democratic Socialism?

The Hon. K. E. J. BARDOLPH—When the Budget comes before this Chamber I will give the honourable member some illuminating information on that.

The Hon. Sir Frank Perry—Don't you think the State has some responsibility in this matter? Surely it is not all the parents' responsibility?

The Hon. K. E. J. BARDOLPH—It is the parents' responsibility to say what should become of their children. Instead of allowing the decision to be in the hands of a Minister, the parents' wishes should predominate, because parents should have all rights in connection with their children. Once we allow the State to direct what the parents can do with their children, like all earlier civilizations that allowed these inroads into the parents' rights

we will become decadent. I have pleasure in supporting the second reading, and indicate that I propose to support an amendment that has been foreshadowed.

The Hon. L. H. DENSLEY (Southern)—I am an advocate of reasonably young marriages because I think it is to the advantage of the children and to the State if people marry young and settle down. Today there is a tendency for people to go into business, get married and still continue in business, and consequently they fail in one of the main duties and privileges of married life—they fail to have children. Under normal circumstances I believe the present marriage ages of 12 and 14 are undesirable, and only in special circumstances could they be reasonable. It is desirable that children should continue with their education after these ages, because the advantages of education in our highly competitive world are very great. This is one reason why we should not encourage very young marriages.

The Bill provides that the marriage of a boy under 18 or a girl under 16 shall be void, but that in certain circumstances the Chief Secretary may rule that this provision shall not apply. Similar measures have been before us on two previous occasions and I expected that, as the matter is of such tremendous interest, the fact that the Bill was defeated in this House last year would have brought forth a good deal of controversy about its merits or otherwise. However, I received practically no criticism for voting against that measure but a fair amount of approval. Although opportunity was given to people to debate this matter in the press very few came out in favour of the legislation. From this it can be taken that the great majority were not in favour of the Bill. There was a little criticism of the final responsibility being handed over to the Chief Secretary. This criticism appeared in the press, and people have spoken to me about it.

We have been informed that the Bill was introduced as a result of a request from a number of social welfare organizations. To me it appears that the principal effect of the Bill would be to take away from parents the privileges and responsibilities they enjoy in deciding what shall happen with their children for a period of four years longer than in the past. It is rather amazing to me that so many parents should desire to hand over their responsibilities to the Minister in this regard, because I should have thought it was a privilege that

everybody would have claimed and continued to claim for all time. I am sure the decision to throw upon the Chief Secretary the sole responsibility is not a good one.

We have heard, seen and read quite a lot of the tendency of people today to shed their responsibilities as much as possible. They do not want to take the further responsibility that at one time they were anxious to accept, whether it be with regard to married life or taking charge of old folks. Many parents are anxious to cast off their responsibilities, and it is a definite reflection upon them. I think that Parliament will be making a mistake in accepting the responsibility of taking those privileges and responsibilities with regard to the Marriage Act from the shoulders of these people on whom they rightly rest.

Many comments which have appeared in the press in recent months strengthen my belief that people are not prepared today to undertake the responsibilities they used to take. We find they are only too anxious to get the old folks into homes. At one time it was rather a rarity for old folks to be put into homes when they were no longer able to work; they were accepted into their children's homes and looked after, and it was taken as normal that it was the responsibility of the children to look after them. That responsibility today is very largely being thrust on the State or religious institutions, and it is a good thing for those old people that those avenues are available to them.

Every day we see instances of children who are allowed unwarranted liberties. We see people who are prepared to give their children unreasonable sums of money to amuse themselves while their parents are at the races or somewhere else. It is a matter of regret that these things happen, and the denial of parental care and guidance to young people is one thing we should deplore. I do not think we would be right in doing anything that would relieve the parents of the responsibility which is rightly theirs. Opinions have been expressed in the press in recent weeks; some of them are rather enlightening, and show that people who are in a position to know think about these things. The following article recently appeared in the *Advertiser*:—

The growth of illegitimacy and the vile and unscrupulous abortion business in the community are condemned by the Archbishop of Brisbane (Dr. Duhig) in his Lenten Pastoral letter. Dr. Duhig said he also viewed with alarm summer fashions, juvenile drinking and the moral aspects of darkened picture theatres. Alarming statistics have recently been published by our own Government dealing prin-

pally with the morals of youth as reflected in the growth of illegitimacy in the community, he said. To estimate the full extent of this growing evil one should take into account the vile war waged against the unborn and unwanted child, who is unscrupulously done to death to save personal and family reputation. This worsening of morals is largely the result of laxity or want of watchfulness on the part of parents.

There are leaders in all branches of religion who seem to think very much along those lines. The Reverend A. E. Vogt in the *Advertiser* a few weeks ago said:—

Further evidence of the deterioration of moral standards was the 624 marriages annulled in South Australian divorce courts last year, and the disclosure that one bride in five went to her marriage pregnant.

That in itself is a condemnation of what is happening today. Under the heading "Check on Teenage Precocity Urged" in an article written by Pat Griffiths, we see the following:—

An Adelaide hostess who has a teenage daughter for whom she recently gave a party for the first time said: I am certain that many of the parents of teenagers who attend formal parties cannot be aware of the bad behaviour of their children.

The writer of the article interviewed a number of people who all gave very strong evidence urging greater parental control. The article continued:—

Det. H. Gollan, who has been engaged in inquiries concerning delinquency, states briefly but firmly: there is an increasing number of children between 15 and 18 years from better class homes, some of them children of professional parents, who are becoming involved in problems of delinquency. My investigations show that in many cases the root cause is the indifference of the parents to the way their children occupy their leisure hours.

The article goes on:—

The principal of Women Police in S.A. (Miss Constance McGrath) said: there have been an increasing number of cases where girls from respectable homes, who have been thought to have been with their girl friends at their homes or at the local cinema, have been picked up by police officers in speeding vehicles 30 miles from the city. There is also an increasing number of teenagers drifting home from dances or late supper parties in the early hours of the morning. Some parents, when advised of the danger involved in late hours, appear unconcerned. The apathy of many parents to their children's welfare is a matter of growing concern. They show indifference to their children's home work, their associates who after all, are going to be their future friends, their dress (exaggerated fashions are increasing) and how they occupy their free time. My advice to every parent is to help correct the general decline in good manners, insist on the old system of issuing invitations

for parties (there is no better way of getting to know your children's companions), and banish alcohol from teenage parties.

The article goes on:—

Mr. W. A. Scales, S.M., said:—Many parents who come before the Adelaide Juvenile Court have no idea of the rate of their children's advancement. We have moved into a phase of precocity in many teenagers from every strata of society. From my observations, any change in the economic state is a contributing factor to delinquency. However, a family usually is more united in poverty.

It continues:—

The Very Rev. J. R. Blanchard said:—Delinquency is not confined to broken homes or homes of the poor. Often too much money and time is lavished on entertainment, giving children the impression that these are the important things of life. At any early age they find that the simpler pleasures pall, and, in time, seek more daring adventures in which restraints are loosed to the point of dissipation. I cannot object too strongly to the increasing frequency of Sunday morning parties.

Many sentences in that article express regret at the lack of responsibility evidenced by parents, and surely we can attribute a great deal of juvenile delinquency to this. It is difficult, in the face of such statements, not to acknowledge the need for greater parental control. I appreciate the work that many of our social organizations are doing, but perhaps in this case they have not seen all the implications that are apparent when it is discussed. It calls for a mighty crusade for a reawakening of the belief in a good family life.

I agree with Mr. Bardolph that family life is the secret of our civilization and we must take care that we do not weaken the structure. For these reasons we must thrust back on the parents the responsibility that is theirs and not seek to impose control by the Minister by Act of Parliament. I agree that there is some difficulty in fixing a statutory age for marriage although obviously it is desirable that it should be done. Throughout the history of the State parents have had the control over very young children marrying, and the more we look at it the more we realize the essential need that parents should retain that control. So many children have different developmental rates. We do not find every child growing up at exactly the same rate or with exactly the same opportunities; they vary considerably, and consequently it is difficult to set down an age at which a child should be able to marry.

We have developed very much through the advance of medical science. We

have set up clinics which give guidance on the diet and the general welfare of children and there can be no wonder, with these things available in the country, if we have developed more robust children and consequently children who may be fitted to marry earlier than other children. For these reasons I feel that it remains very necessary and desirable that control should be left in the hands of the parents. We can all agree that the ages of 14 and 12 respectively are too low for marriage, but we do not find many who marry at that age. A while ago there was a street quiz regarding the desirable age for marriage. Commenting on this the Rev. H. S. Grimwade, director of the Marriage Guidance Centre, said:—

Some people at 16 were astonishingly mature, others at 40 acted like kids . . . in the street quiz, seven out of eight people said 16 was too young for anyone to marry. It is difficult for anyone to lay down hard and fast rules in this matter. The essential thing is the attitude to life of the young people concerned. In some cases where youngsters are living away from home or have an unhappy home life, marriage could be the best thing in the world.

Mr. Grimwade is a man to whom we can pay some heed.

Statistics do not reveal a very great number of extremely young people being married. Those of 14 and under are practically non-existent. There has been no child marriage at the age of 13 in South Australia since 1951, so it seems that that problem is not with us. In 1952 three girls of 14 years of age were married, and in 1956 four. The following table shows the figures for the respective groups:—

Girls.			Boys.		
Age.	1952.	1956.	Age.	1952.	1956.
14 . . .	3	4	14 . . .	—	—
15 . . .	21	23	15 . . .	—	1
16 . . .	69	103	16 . . .	—	4
17 . . .	163	229	17 . . .	15	21
18 . . .	357	450	18 . . .	42	52
19 . . .	523	631	19 . . .	120	145

It will be seen that the increase in the number of boys has been about 20 per cent between 1952 and 1956 and about 27 per cent in girls for the same period.

It is interesting, too, to examine divorce statistics. Divorces among young people have also increased. Last year a girl of 18 and six of 20 were divorced, compared with one girl of 18 and four boys of 20 in 1952. That appears to be tremendously favourable compared with statistics for divorce for the whole of South Australia. In 1955 there were 6,226 marriages in South Australia and for the same period 825 petitions for divorce, or about one in seven. That figure is really

terrific, so we see that it is not only young people who are being divorced; the trouble lies at an older age. Commonwealth figures show that of 6,435 divorces for 1956 one-third were of childless couples; also that 40 per cent occur in the first 10 years of married life and that divorce is most likely among wives of the ages of 25 to 34 and in husbands of the ages of 30 to 39. In view of this there is no very great case for taking any further steps for the curtailment of marriage amongst our children. Commenting upon those figures Mr. Grimwade said:—

Increase in marriage among young children was due to improved economic conditions. Young people were earning more money and were, perhaps, making friendships earlier. Experience had shown that such marriages were reasonably stable provided they were not contracted through pressure by parents or undertaken with any unwillingness on the part of the couple.

Mr. Grimwade has shown a great amount of interest in this work and is a man by whom we can be guided.

During this debate there has been some comment on illegitimacy and the comparative welfare of legitimate children compared with those not legitimized and those adopted. I would prefer to leave things as they are. I am not prepared to make it imperative that even one child shall be forced into illegitimacy through any act of mine in this place, for I feel that there must be many who are enjoying very favourable lives because of an early marriage, and we must give such people every opportunity. We should not force them into illegitimacy or adoption.

I say that parents have a responsibility, and an even greater responsibility is on the grandparents; if the parents of the mothers of these young children are prepared for them to be married they have an obligation to try to make that marriage work out, and if we all shoulder our responsibilities there will not be any great trouble even if we leave the Act stand as it is today. As long as I can remember references to illegitimacy were fighting words; probably we saw more fights at school on this score than on anything else, and in all circles of life there has been an extreme dislike of the term. We must therefore do all we can to fight it—to maintain that sanctity of the family life upon which our civilization depends. If we retain the responsibility of the parents which has always been theirs I feel that the type of legislation we are now considering will not then be necessary.

The Hon. C. R. STORY (Midland)—This Bill, although short, must have great ramifications. I think it is the third occasion on which similar legislation has been aired in this Chamber, and it is something that must have great social impact. We have heard vastly different opinions from the various speakers who have discussed the Bill, and I would say that applies also to the general public, who would be torn between many and varied feelings on the subject. As every speaker makes his contribution to the debate one becomes more and more confused. I think the play in this debate has been on the rights of parents.

The Hon. K. E. J. Bardolph—Don't you believe that parents' rights should be sacrosanct?

The Hon. C. R. STORY—I believe that parents should have many rights, and I also believe in home foundations because I think it makes for good in the community. I do not detract from what anybody has said about this, but we must also take into account that all homes are not what we might want them to be.

The Hon. K. E. J. Bardolph—But parents should still have rights.

The Hon. C. R. STORY—Then why don't they exercise those rights and bring up their children in a proper manner? The fact that a person provides four walls to live in does not mean there is happiness inside them, and I want to look at the other side of this problem. Much discussion has taken place on how the parents will feel about this and about their rights, but I want to think about the rights of the boys and girls. Under the Bill the Minister has the right to say whether a marriage can be contracted if the girl is under 16 or the boy under 18. If, as I have said, the parents have that control the girl could be forced, at shot-gun point if necessary, right up to the altar and to be married, and nobody else would have the slightest say.

The Hon. C. R. Cudmore—She could demur at the altar.

The Hon. C. R. STORY—She could, but would she?

The Hon. K. E. J. Bardolph—Her rights are not taken away.

The Hon. C. R. STORY—Neither are the rights of parents taken away under this measure. The parents' rights are there, except that the Minister can give approval. If there is nothing wrong with the home life of the

boy or girl, and both sets of parents give their blessings to the marriage, would the Minister or a magistrate or any authority not give permission?

The Hon. A. J. Shard—Why should permission be necessary if they are all agreed? There have been hundreds of cases where the parents have agreed, so why should it be necessary to go to anyone?

The Hon. C. R. STORY—That provision is a guard, and it does not take away any responsibility from the parents. The fact that you have to register your car is irksome, and the fact that your child has to go to school may be irksome, but you can get a release if he cannot go to school in the same way as this Bill provides a release. I think the Bill gives a great protection to people who have not been mentioned in this debate, those who do not want to marry but whose parents wish them to be married. I know of people who endeavour to keep up some sort of front and who have raised their children in a manner that has been anything but desirable. This type of person would force their children into marriage if unfortunate circumstances arose.

The Hon. K. E. J. Bardolph—But the child could refuse to marry.

The Hon. C. R. STORY—In such cases the child would have very little say. I agree that parents must have some say, and I think they have.

The Hon. L. H. Densley—Conversely, the parents may agree to a marriage, and the Minister may say that the children cannot marry.

The Hon. C. R. STORY—Then I think it is the best thing that could happen, because we place a great deal of trust in the people who carry out investigations for us. After all, we place a terrific amount of trust in social workers, police officers and women police.

The Hon. Sir Arthur Rymill—Wouldn't you prefer to decide for yourself whether your child should be married?

The Hon. C. R. STORY—If I thought a reasonable marriage could be worked out I would give permission, but I would have no objection to having my circumstances investigated because I would know that I had done my best to raise my child, and I would be glad to have the other parents investigated.

The Hon. A. J. Shard—Why put people to that trouble?

The Hon. C. R. STORY—There would not be any trouble; it would be only an investigation.

The Hon. S. C. Bevan—Do you believe in totalitarianism?

The Hon. C. R. STORY—Far from it. I was amazed at what Mr. Bardolph said in this debate; if he is not branded as a Conservative I would be very surprised.

The Hon. K. E. J. Bardolph—I do not mind being branded as a Conservative in family matters.

The Hon. C. R. STORY—Mr. Bardolph went right back to the early days of the eighteenth century when the father was the absolute master and the child only a small cog in the wheel. I would have thought his wide experience would have broadened him. As always, I am prepared to listen to any amendment that may be introduced, but at the moment I feel there is nothing irksome in the measure, and unless something good is put up in its place I will support it.

The Hon. R. R. WILSON secured the adjournment of the debate.

#### PUBLIC PURPOSES LOAN BILL.

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

The Hon. C. D. ROWE (Attorney-General)—I move—

*That this Bill be now read a second time.*

The Bill provides for the expenditure of £24,905,000 on capital works and services during 1957-58. This expenditure will be made out of the £23,530,000 to be received by the State as its share of Loan Council borrowings during the year, supplemented by repayments to the Loan Fund estimated at approximately £2,460,000 for 1957-58. The State will also receive £4,000,000 under the Commonwealth-State Housing Agreement and this money will be allocated for housing purposes to the Housing Trust, the State Bank, and to building societies. The total expenditure of loan moneys will therefore be £28,905,000.

For the information of honourable members I will now comment briefly on the main items for which the Bill provides.

ADVANCES FOR HOMES, £670,000.—In addition to this amount the State Bank will receive about £600,000 from moneys advanced by the Commonwealth under the provisions of the Commonwealth-State Housing Agreement, so that approximately £1,270,000 will be available

to the bank during 1957-58 for advances to finance home ownership.

**LOANS TO PRODUCERS, £175,000.**—This will take care of outstanding approvals from last year and will permit additional assistance to distilleries, milk factories, fruit packing houses and other co-operative societies.

**ADVANCES TO SETTLERS, £75,000.**—This amount is required to finance the erection of houses and farm buildings, clearing of pastures and purchase of farm plant, etc.

**ADVANCES TO STATE BANK, £25,000.**—The normal trading activities of the bank require an additional advance of £25,000 this year.

**ROADS AND BRIDGES, £15,000.**—A contract for the construction of a new reinforced concrete road traffic bridge across the Patowalunga at an estimated total cost of £25,000 has been let by the Highways Department. A sum of £10,000 was transferred to the Highways Fund in 1956-57 for progress on this work and this financial year it is proposed to transfer to the fund the remaining £15,000.

**CROWN LANDS DEVELOPMENT ACT, £100,000.**—This year's provision will allow further substantial development of an estate in the Hundred of Monbulla (west of Penola) which was partially developed from the virgin state last year, and development will commence this year on an undeveloped estate in the Hundred of Woolumbool (north of Lucindale) which has been reported on by the Parliamentary Committee on Land Settlement and which will probably provide nine holdings.

**LANDS DEPARTMENT (BUILDINGS, PLANT, ETC.), £25,000.**—This amount is required to complete the purchase of plant for the rehabilitation programme of the photolithographic branch and to enable other items of plant and equipment to be purchased as required.

**IRRIGATION AND RECLAMATION OF SWAMP LANDS, £300,000.**—Of this provision £120,000 is to enable work to proceed on the electrification of pumping stations. At Berri work has commenced on the erection of the sub-structure for the pumping station building, and in the reclaimed areas electrification of pumping stations has been completed at Cowirra, Neeta, Wall, Pompoota and Mypolonga. Work on electrification will now proceed from Murray Bridge to Lake Alexandrina, and will include the pumping plants at Mobilong, Burdett, Monteith, Long Flat, Woods Point, Jervois, and Wellington.

An amount of £100,000 is proposed as a contribution from loan by the State for the

purpose of restoring, removing, or re-siting the levees erected to protect property from the 1956 flooding of the River Murray, and £31,000 is required to cover the installation of a new rising main and temporary pumping units at Waikerie. Smaller works include sundry water supplies, buildings, plant, minor urgent works, drainage and embankment sluices.

**SOUTH-EASTERN DRAINAGE, £200,000.**—Large contract works completed during 1956-57 were the enlargements of Drains K-L between Spots Hill and Avenue Flat, and the upstream 12 miles of the Wilmot Drain. Work in progress at the end of June included excavation of smaller drains in the Biscuit Flat, Reedy Creek Flat, and Avenue Flat areas, and the enlargement of Drain L in the coastal region near Robe, and the work on these projects will be continued this year. Construction of small bridges, surveys of drainage proposals north of the area, in which work is now proceeding, and purchase of plant are also provided for.

**AFFORESTATION AND TIMBER MILLING, £1,000,000.**—This provision includes £384,000 for further work on the Central Mill at Mount Gambier, where £1,175,000 out of the total estimated cost of £1,600,000 was spent up to the end of 1956-57. Partial production should be achieved shortly and full production is anticipated by the end of 1958. The sum of £87,000 is required for plant and machinery at sawmills, including the completion of kiln condensate and control lines at Mount Burr and plant and equipment for a softwood sleeper treatment plant at Mount Gambier.

In addition £77,000 has been set aside for the erection of a recreation hall at Mount Burr and shopping centre at Nangwarry, to provide for other buildings at sawmills, and for housing for sawmill employees. For forest areas the principal provisions are preparation of land and planting of new forests, £125,000, maintenance of existing forests £134,000, and purchase of land £20,000. Provision is also made for the purchase of various items of plant and machinery for forest areas, erection of forest buildings, and provision of housing for married forest workers.

**RAILWAY ACCOMMODATION, £2,200,000.**—This year £340,000 will be required for relaying, improvements to buildings, signalling and communications equipment, safety devices, lighting, etc.; £66,000 for construction or purchase of residences for staff; £22,000 for

various improvements which are being made at the same time as the broadening of the gauge in the South-East; £65,000 for the purchase of plant and sundries, and £7,000 for the purchase of further land for the proposed Woodlands Park to Tonsley line. It is proposed to spend £557,000 this year under a contract for the construction in Sydney of 15 Goodwin-Alco 1,750 h.p. diesel-electric main line locomotives. Four locomotives were issued to traffic in 1955-56, two in 1956-57, the seventh has been delivered recently, and the remaining eight are expected to be delivered during 1957-58.

This year payments amounting to £22,000 are expected to be made under the contract for ten 750 h.p. diesel electric shunt locomotives. Two locomotives were issued to traffic in 1955-56, six in 1956-57, and the remaining two will be delivered during 1957-58. In 1957-58 £548,000 will be required for payments in respect of 36 suburban diesel rail cars comprising three groups each of 12. For a project for the construction of 14 diesel mechanical rail cars £199,000 will be required in 1957-58. Nine cars have now been completed, the tenth is due to be completed next month, and the remainder during 1958-59. Associated with this project is one for the construction of 11 non-power trailer cars on which £117,000 is proposed to be spent this year.

Other items for which loan moneys are required this year are the construction of spare bogies for diesel electric locomotives £40,000, spares for diesel shunt locomotives £11,000, the construction of joint stock cars for the Adelaide-Melbourne run £64,000, and payments in respect of a group of 10 bogie refrigerator cars £3,000.

In addition £17,000 is provided towards the cost of 25 louvre cars, part cost of which is borne by the Commonwealth under the terms of the Standardization Agreement; £4,000 for conversion of 20 rail cars to diesel operation; £2,000 for improvements to 14 brake vans; £6,000 for improvements to 15 caboose cars; £7,000 for conversion of vans to sleeping vans; £3,000 for lifting gear for the accident train at Mount Gambier; £11,000 for hydraulic re-railing equipment; £6,000 for further work on two bogie refrigerator cars for narrow gauge operation; and £129,000 for various items of plant and machinery.

**HARBORS ACCOMMODATION, £1,030,000.**—It is expected to spend £271,000 this year for further work on the reconstruction of Berths 1, 13 and 14 at Port Adelaide. At No. 1 Berth levelling,

etc., will be carried out following demolition of old buildings on recently purchased areas. At Berths Nos. 13 and 14 work will proceed this year on roadways, rail laying and shed construction, and payments will fall due under the contract for cranes. For the coal handling plant at Osborne £14,000 is required this year to cover the final payment under the crane contract and the purchase and installation of an automatic weighing machine.

The sum of £396,000 is to be spent on harbor works at Port Lincoln. Work will continue on the scheme for a bulk handling installation and additional shipping accommodation, and reconstruction and deepening of the oil berth at Kirton Point will be commenced. Progress payments will fall due under contracts for the supply and installation of equipment for bulk handling and the department will go ahead with civil works.

This year £253,000 is set aside for work at Wallaroo, where £180,000 will be required for progress payment under contracts for the bulk handling equipment and £73,000 for civil works to be carried out by the department. The department will also carry out smaller works this year at Port Adelaide and Streaky Bay.

#### **WATERWORKS AND SEWERS, £5,400,000.**

**Adelaide Water District.**—At June 30 last the Mannum-Adelaide pipeline was about 90 per cent complete and it will probably be finished in 1959. Proposed expenditure is £343,000 and by the end of this financial year all pipes will have been laid, major storages will have been completed, and work on tunnels and smaller storage tanks well under way. At South Para reservoir construction of the earthen bank has been completed, approximately 90 per cent of the work involved in the excavation of the spillway has been carried out, and £390,000 is provided for further work during 1957-58.

This year £325,000 is provided to enable work to proceed at the Myponga reservoir, and tenders will shortly be called for the construction of the dam and portion of the pipeline. An amount of £300,000 will be required in 1957-58 to enable further progress to be made in the laying of mains under the Onkaparinga Valley scheme.

This year £120,000 is set aside for the Clarendon-Belair-Blackwood scheme which will provide an entirely new supply to the area by means of a trunk main from Clarendon weir through Coromandel Valley. Other works planned for this year include the reticulation of Mount Pleasant, the hundred of Finnis,



Chain of Ponds, and Tungkillo; and improvement of the supply at Lobethal.

**Barossa Water District.**—This year £100,000 is set aside to enable further work to be carried out on the water supply for Elizabeth; and £1,000 is provided to cover the preparation of plans, designs and specifications for a chlorinating plant for the Barossa reservoir.

**Warren Water District.**—The main project this year is for £200,000 to be spent on the enlargement of the Warren trunk main, which is designed to provide more water to avoid restrictions for existing consumers and also to permit a supply to be given to new consumers. Work will also go ahead on a pumping station at Angaston, a branch main for Nuriootpa township, on mains in the hundreds of Nuriootpa and Neales, and at Hamley Bridge.

**Country Water Districts.**—The department proposes to carry out work on the Jamestown-Peterborough and Warooka schemes and on schemes at Mount Gambier, Coonalpyn, Parlinga, Swan Reach, St. Kilda, Meningie, Milang, Naracoorte, Lameroo, Mount Barker, Benmark, Murray Bridge, Strathalbyn, Booleroo Centre, Loxton, Bordertown, Moorook, and Tailm Bend.

**Tod River Water District.**—This year £72,000 will be required for the Fountain Springs development scheme in the Hundred of Wanilla which will connect with the Uley-Wanilla system. Work will be carried out on mains in the Hundreds of Hawker, Playford, and Mann, and on a boosting plant on the Tod River trunk main near Lock.

**Beetaloo, Bundaleer and Baroota Water District.**—The major work in this district is the Yorke Peninsula scheme on which it is proposed to spend £627,500 this year, and it is estimated that by the end of June, 1958, the steel trunk main will reach as far as Minlaton and further extensions of reticulation mains will have been made.

**Adelaide Sewers.**—This year £313,500 is to be spent for extension of reticulation sewers in new Housing Trust areas at Campbelltown, Darlington, Fulham, Fulham Gardens, Henley South, Seacombe, Tonsley Park, and Windsor, and in other residential areas which include Birkenhead, Klemzig, Northcote, and Oldfield. The sum of £215,000 is required for additions to the Glenelg treatment works, £50,000 for enlargement of the Queensbury pumping station at Hendon, £160,000 for house connections, and £147,000 for miscellaneous extensions and minor works.

**Salisbury Sewers.**—An amount of £187,000 is needed for expenditure on sewerage reticulation work at Elizabeth and extensions to the treatment works at Salisbury.

**Country Sewers.**—For Port Lincoln £5,000 is to be spent in 1957-58 on extensions to the existing scheme, and for Gumeracha £1,000 is required to cover plans and preliminary work.

**RIVER MURRAY WEIRS, DAMS, LOCKS, ETC.,** £500,000.—This amount is set aside to meet South Australia's share of the cost of work carried out by the River Murray Commission.

**GOVERNMENT BUILDINGS AND LAND,** £6,980,000.

**HOSPITAL BUILDINGS.**—It is proposed to spend £3,700,000 this year on the following hospitals:—

**Royal Adelaide Hospital.**—Stage two of the radio-therapy building, comprising the construction of the basement and ground floor of the women's hospital, is the principal new work this financial year, and it is expected to spend £75,000. This year £45,000 is set aside to cover anticipated payments under the contract and also to meet the cost of installation of sterilizing facilities for additional post-operative wards in the McEwin building. For the new dental hospital wing £50,000 will be required, and a number of smaller jobs, including extensions and the installation of equipment, will be carried out this year.

**Queen Elizabeth Hospital.**—It is proposed to spend £2,183,000 on further work at the hospital this year. This hospital will provide the western districts of Adelaide with a complete modern hospital with 100 beds for maternity, 324 general beds for both surgical and medical requirements, and a large out-patients and casualty section. In addition there will be resident accommodation for 80 students and doctors and 430 nurses and sisters.

**Parkside Mental Hospital.**—At the end of June last the male admission block was approximately 95 per cent completed and a further £22,000 is expected to be spent this year. For new bathrooms, a sanitary annexe, the enlargement of airing courts, construction of dayrooms, a comprehensive drainage scheme, and new workshops, £147,000 will be required in 1957-58.

**Northfield Mental Hospital.**—It is proposed to spend £259,000 this year on further work on the senile mens block, the senile womens block, the boys block, and the girls block. The sum of £101,000 is set aside for further work on the new boiler house and kitchen, and

£32,000 for additions to the administrative block, storerooms, workshop, and construction of toilets and new roads.

**Marceba Babies Hospital.**—An amount of £11,000 is required for the installation of a lift, X-ray facilities and a laboratory, and for paving.

**Barmera Hospital.**—This year an amount of £2,000 is to be spent on cooling and heating systems.

**Mount Gambier Hospital.**—For the new general hospital, which is expected to be finished in April, 1959, an amount of £306,000 is provided this year. In addition £30,000 is set aside for completion of the new nurses quarters and £15,000 for the boiler house and steam generating plant.

**Port Augusta Hospital.**—At this hospital additional accommodation for domestic staff and additions to the maternity block require £7,000.

**Port Lincoln Hospital.**—The sum of £9,000 is set aside for work on an operating theatre, waiting room, and toilet facilities for the staff.

**Port Pirie Hospital.**—This year £83,000 is set aside to permit work to go ahead on the construction of a new theatre and mens block which is expected to be completed by April, 1958. The sum of £55,000 is required to commence work in 1957-58 on a new kitchen, laundry, boiler house, workshop, and sewerage system, and filling and grading will require £10,000.

The Bill also includes provision of £40,000 for small jobs which become necessary at the various hospitals from time to time, £60,000 for various items of furniture and equipment, and £20,000 for preliminary work on various small projects.

**SCHOOL BUILDINGS.**—This year £2,600,000 is required for expenditure on school buildings and includes provision of £409,000 for new primary schools at Broadmeadows, Burnside, Croydon Park Extension, Elizabeth Gardens, Elizabeth North, Fulham, Gepps Cross, Klemzig, Kirton Point, Lockleys North, Nairne and Seacliff, and new infant schools at Challa Gardens, Forbes, Hendon, Linden Park, and Thebarton; £15,000 for alterations and additions at Hampstead Gardens primary school; £151,000 for new technical schools at Norwood Boys and Croydon Girls schools; £104,000 for alterations and additions to area and higher primary schools at Eudunda and Oakbank; £559,000 for new high schools at Bordertown, Campbelltown, Enfield, Findon, Henley South,

Loxton, Marion, Salisbury, Waikerie, and Unley; and £85,000 for alterations and additions to high schools at Brighton and Port Augusta. These amounts will permit further work on projects which were in hand at the beginning of 1957-58 and enable new projects to be commenced.

The sum of £293,500 is to be spent on new craft blocks, including domestic arts, wood-work, and metal-work centres, at the following schools:—Ascot Park primary, Birdwood high, Booleroo Centre high, Cambrai primary, Eudunda Area, Ferryden Park primary, Henley Beach primary, Kadina high, Kilburn primary, Mannum primary, Morphettville Park primary, Mount Barker high, Mount Gambier technical, Murray Bridge high, Oaklands primary, Port Augusta high, Ridley Grove primary, Riverton high, Salisbury primary, Seaton Park primary, Taperoo primary, Victor Harbour high, Whyalla technical, and Woodville high.

The Bill includes provisions of £540,000 this year for prefabricated buildings to be erected by the Finsbury works branch of the department; £50,000 for furniture for new schools; £58,000 for additional lavatory accommodation at various schools; £56,000 for grading and paving school yards etc.; and £40,000 for minor alterations and additions.

A total of £100,000 is set aside as a grant to the School of Mines towards work on the Playford Building, and £90,000 is provided for land acquisition for school purposes. An amount of £10,000 is set down for new residences for teachers, £10,000 for the provision of playing and sporting areas, and £30,000 for preliminary work on various projects.

**POLICE AND COURTHOUSE BUILDINGS.**—It is proposed to spend £255,000 in 1957-58. At the Supreme Court preliminary work on the library block was under way at the end of June and £100,000 is provided for construction in 1957-58. Provision of £23,000 is included this year for commencement of work on new police stations at Cummins, Hallett, Kapunda, Kingscote, Morphett Vale, and Salisbury, and completion of work at Crystal Brook; £18,000 for additions at divisional headquarters at Mount Gambier and Mount Barker; and £31,500 for work to be carried out on new courthouses at Barmera, Blackwood, Murray Bridge, Naracoorte, and Salisbury.

**OTHER GOVERNMENT BUILDINGS.**—This year £420,000 is required. Details are—

At the new Government building in Rundle Street the work of providing toilet facilities on

each of the four floors will be completed this year.

Children's Welfare and Public Relief Department.—A new security block is to be built at Magill Reformatory and £40,000 is provided this year.

Architect-in-Chief's Department.—This year £33,500 is set aside for work on new offices at Murray Bridge and Port Lincoln, and £94,000 for new workshops at Netley.

Institute of Medical and Veterinary Science.—It is proposed to spend £31,000 on the new central sterilising building for the institute.

Sheriff and Comptroller of Prisons.—At Cadell a new prison establishment is to be constructed and £20,000 is set aside for the commencement of work in 1957-58.

EXPENSES AND DISCOUNTS OF FLOATING CONVERSION AND PUBLIC PURPOSES LOANS, £100,000.—The amount which is likely to be required each year is very difficult to estimate in advance, but £100,000 is provided this year as a reasonable cover.

TEMPORARY AND EMERGENCY HOUSING ACCOMMODATION, £5,000.—This amount will cover any small jobs which may become necessary.

SOUTH AUSTRALIAN HOUSING TRUST, £1,400,000.—Under the Commonwealth-State Housing Agreement South Australia will receive £4,000,000 in 1957-58, of which £800,000 will be made available to building societies or other approved institutions, leaving £3,200,000 to be employed through the Housing Trust. The money which it receives under the agreement will be supplemented in 1957-58 with £1,400,000 from State loan moneys and £350,000 to be raised by the trust itself.

The proposed programme for 1957-58 calls for construction of 3,060 units, which will be of the following types:—

Single units—other than rural dwellings and special sales . . . . .	1,530
Double units . . . . .	1,175
Flats—in blocks of two and possibly three storeys . . . . .	80
Cottage flats and single storey flats . . . . .	75
Special sales and rural dwellings (erected on private land) . . . . .	200

The programme also entails further progress on shopping centres at Elizabeth. It will be necessary for the trust to use over £700,000 of its new capital for second mortgage finance for 1,300 to 1,400 purchasers who cannot bridge the gap between the sale price and the first mortgage limit of banks and lending institutions.

ELECTRICITY TRUST OF SOUTH AUSTRALIA, £3,800,000.—In 1957-58 £2,241,000 will be spent on the main power stations. The stations at Osborne "B" and Port Augusta "A" will be completed to capacities of 180,000 kilowatts and 90,000 kilowatts respectively. In addition investigation work of the proposed site for the next metropolitan power station will be undertaken. At Port Lincoln £35,000 will be required to complete the power station and £64,000 will be used to extend power lines and to carry out various works. At Mount Gambier £575,000 will be required at the power station, and £116,000 will be spent on the mains, distribution systems, and small works.

Transmission lines, including work on the 275,000 volt line from Port Augusta "B" Station to the metropolitan area will require £740,000, and provision has been made for lines to connect Victor Harbour, Burra, and Wilmington to the trust's main system. The sum of £1,487,000 will be expended on substations which boost power to areas distant from generating stations and break down voltage from high powered transmission lines. Consumers' plant and appliances will require £645,000. Of the £2,607,000 to be spent on the distribution system £550,000 will be expended on supply to consumers in rural areas. Electricity will be made available to about 11,000 new consumers by June next, and the total number of consumers will then be about 240,000.

LEIGH CREEK COAL FIELD, £50,000.—The greater part of the construction work for operations has been completed and the field is now capable of producing 1,000,000 tons of coal a year. Present output is about 14,000 tons a week, practically all of it going to Port Augusta. For 1957-58 the main capital work will be on roads and the completion of railway facilities at a cost of £101,500. An amount of £20,000 will be spent on completion of additions to the power station; £15,000 on machinery; and £38,500 on plant and transport. The £50,000 provided from Loan will be supplemented by other funds to enable this programme to be carried out.

MINES DEPARTMENT, £125,000.—This provision is principally to cover the purchase of equipment used by the department in its work of exploring and developing the mineral resources of the State.

URANIUM PRODUCTION (CAPITAL), £100,000.—Construction at Port Pirie is now complete and Radium Hill has only minor additional

works still in hand, for instance, road construction, completion of housing and services, and some mining equipment for lower levels. For these £82,000 is required in 1957-58, and for Port Pirie £18,000 has been set aside for extra plant considered necessary, since the original design, to improve recoveries of uranium oxide. Proceeds for the financial year 1957-58 are estimated at £2,750,000, two-thirds in U.S. dollars and one-third in sterling. After meeting working expenses it is anticipated that there will be a surplus of £950,000 to be credited against the capital cost.

**MUNICIPAL TRAMWAYS TRUST, LOAN TO, £500,000.**—Payments under contracts for fuel buses will be about £1,208,000 this year, and £36,000 will be required for the first section of concrete paving for the parking of buses at Hackney North. Other requirements of the trust this year are £45,000 for the restoration of roadways, £24,000 for plant and equipment, and £10,000 for furniture and fittings. To carry out this programme the trust will supplement the £500,000 provision made by this Bill by drawing on its funds in hand.

**METROPOLITAN AND EXPORT ABATTOIRS BOARD, £25,000.**—The loan of a further £25,000 to the board during 1957-58 will permit work to continue on the provision of better facilities and more efficient plant.

**PUBLIC PARKS ACT, £5,000.**—This Act empowers the Government to acquire land for use as public parks in areas where there are insufficient open areas available to the residents, and £5,000 is provided this year for this purpose.

**ENFIELD GENERAL CEMETERY, £1,000.**—The Government advances money from time to time to the Cemetery Trust for the purchase of land, etc. The moneys are repayable out of the subsequent income of the trust.

**PRINTING AND STATIONERY DEPARTMENT, £30,000.**—This amount is set aside for the purchase of additional or the replacement of worn out plant and equipment, for purchase of stores, etc.

**PRODUCE DEPARTMENT, £20,000.**—The main requirement this year is £14,000 for replacement of two condemned boilers at the Port Lincoln works with oil fired units which are estimated to cost £25,000 in all. The sum of £6,000 is required for improvements and additions to plant and machinery.

**FISHING HAVENS, £40,000.**—Proposals are in hand to provide for havens and small slipways for fishing craft. These will be adminis-

tered by the Minister of Agriculture and constructed by the Harbors Board at the direction of that Minister.

Turning to the clauses of the Bill, clause 3 defines the Loan Fund. Clause 4 authorizes the Treasurer to borrow £23,530,000 on behalf of the State. This amount is the State's share of the borrowing programme of £200,000,000 approved by the Loan Council for 1957-58. Clause 5 authorizes expenditure from the Loan Fund of £24,905,000 for the purposes mentioned in the First Schedule. Provision is also made for varying the amounts set out for the different lines in the Schedule where the amount provided is found to be insufficient for the year.

Clause 6 authorizes the Treasurer to borrow moneys required for discounts, charges and expenses incurred in connection with moneys borrowed under the Bill. Clause 7 provides for use of other moneys if the moneys in the Loan Fund are insufficient, and for the repayment of those moneys.

Clause 8 authorizes the borrowing of £8,000,000 pending the passing of the Public Purposes Loan Act, 1958, for the purpose of financing loan works early in the financial year 1958-59. Clause 10 gives authority to the Treasurer to make available to the Minister of Local Government grants made to the State by the Commonwealth Government under the Commonwealth Aid Roads Act. I commend the Bill to consideration of honourable members and move the second reading. In addition, may I say that the Government desires to have this Bill passed before the end of the month and the purpose of arranging the second reading today was that members should have an opportunity during the Show Week adjournment to consider the provisions of the Bill, and it is hoped that they will come prepared to speak on it upon resumption so that it may be passed as quickly as possible then.

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

#### TRAVELLING STOCK ROUTE: HUNDRED OF WINNINOWIE.

(Continued from September 3. Page 523.)

Consideration of the following resolution received from the House of Assembly:—

That it is desirable that that portion of the travelling stock route in the hundred of Winninowie, containing 258 acres, extending south-easterly from Kay's Crossing to the northern boundary of section 124 in the same hundred, as shown on plan laid before Parliament on August 21, 1956, be resumed in

terms of section 136 of the Pastoral Act, 1936-1953, for the purpose of being dealt with as Crown lands under the provisions of the Crown Lands Act, 1929-1944.

The Hon. C. D. ROWE (Attorney-General)—Following inquiries to lease the area, investigations were made by the Lands Department to ascertain whether it was still required for the use of travelling stock. The district council of Port Germein has advised that the three-chain road on the eastern side of the travelling stock route would be ample for travelling stock and that if the area mentioned were leased there would be a benefit from a production point of view, as well as assistance in the control of vermin and noxious weeds. The Stockowners' Association has advised that it would raise no objection to the land being resumed. I move that the resolution be agreed to.

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

#### AUDIT ACT AMENDMENT BILL.

Second reading.

The Hon. C. D. ROWE (Attorney-General)  
—I move—

*That this Bill be now read a second time.*

The Bill makes a number of amendments to the Audit Act which have been asked for by the Auditor-General. Most of the provisions of the present Act, although they were enacted in 1921 followed the principles of the Act of 1882. Since then the scope of the activities of the Government has been greatly enlarged and audit practice has altered. The language of the Act, in important respects, does not now adequately cover the present functions and practices of the Auditor-General. The main amendments in the Bill are directed towards the following purposes:—

(a) The clarification of the scope of the Auditor-General's functions, particularly in relation to public moneys.

(b) Conferring on the Auditor-General a discretionary power (similar to that existing in Great Britain, Canada, the Commonwealth and New South Wales) as to the extent of the checks which he will apply in the conduct of an audit, provided that the appropriation audit will be fully maintained.

(c) The enactment of requirements as to the form of the Treasurer's accounts and the duty of Government authorities to furnish financial statements and accounts to the Treasurer.

(d) The abolition of the duty of the Auditor-General to publish details of every excess warrant under section 32a of the Public Finance Act.

(e) Power to charge statutory authorities for audit services.

In addition to these, several less important amendments and some consequential amendments are proposed.

The first matter dealt with in the Bill is in clause 3, which contains a definition of public moneys. The scope of the Auditor-General's duties depends largely on the meaning of this term. It is used in several places in the Act of 1921, but is not defined. There are some sections which indicate that the scope of the Auditor-General's duties is limited to revenue and trust moneys. Another section refers only to revenue. Possibly it was thought in 1882 that loan moneys raised by the Government fell within the category of revenue—as no doubt they do if the word "revenue" is given its widest meaning. But loan moneys are not revenue in the technical sense in which that term is used today. It is desirable that this matter should be clarified while the Act is under review, and for this purpose a definition of public moneys is inserted stating that "public moneys" includes revenue, loan and trust or other moneys received or held for or on account of the Crown by Ministers and departmental officers. The Auditor-General audits accounts of other moneys besides public moneys as defined in this definition but these audits are carried out pursuant to other Acts of Parliament and for purposes of the Audit Act it is agreed that the correct definition of public moneys is, to put it shortly, revenue, loan and trust moneys held in Government departments.

Clause 4 deals with the Auditor-General's right to leave of absence. The present provision (contained in section 7 (2) (d) of the principal Act) is that the Auditor-General can not take more than a fortnight's annual leave without special approval granted by Executive Council. This provision dates from the time when the annual leave of public servants was only two weeks. It is proposed to alter this to enable the Auditor-General to take the same annual leave as other public servants, without applying for special approval from the Executive Council.

Clause 5 deals with the power of the Auditor-General to appoint persons to conduct audits and to report to him. At present this power is limited to audits which the Audit Act requires him to conduct. It is proposed to extend the power so that it will apply to every audit which the Auditor-General is obliged to conduct, whether by the Audit Act or any other Act.

Clause 6 deals with the duty of the Auditor-General to make reports to the Treasurer. In

section 12 of the Audit Act at present there is a rather unusual provision saying that the Auditor-General must communicate with the Treasurer upon all matters arising under the Act relating to the collection, receipt, issue and expenditure of public moneys. Very many such matters arise in the course of audit and it is impossible, as well as unnecessary, for the Auditor-General to communicate with the Treasurer upon all of them. It is proposed to restrict the Auditor-General's duty of communicating with the Treasurer to matters which may require action by the Government or should be reported to the Government in the public interest. Clause 7 is an amendment consequential on the definition contained in clause 3.

Clause 8 is one of several amendments which are designed to relieve the Auditor-General from the duty of conducting a detailed audit to ascertain whether every disbursement of Government moneys has been made under competent administrative authority. This particular aspect of auditing is not directed at the question whether the money spent has been voted by Parliament. This is commonly called the appropriation audit and will not be affected by this Bill. But the question whether money has been spent under competent authority raises the issues whether the proper Minister or officer has authorized the expenditure in accordance with regulations and practice and whether proper procedures have been observed. Owing to the millions of payments, large and small, made every year by the Government this is a very onerous task; and in recent years it has been the practice of the Auditor-General and his officers to rely—to a considerable extent—upon the certificates of certifying officers in the departments who are responsible for the examination of the vouchers covering expenditure. In view of this practice the Auditor-General does not find it necessary to audit all disbursements in detail. It is proposed by the amendments in clause 8 to bring the principal Act into line with this practice. Clause 9 contains a consequential amendment.

Clause 10 contains an amendment for the same purpose as clause 8, namely, to give the Auditor-General further authority to dispense with the detailed audit of accounts of receipts and expenditure. Under section 32 of the principal Act as it reads at present the Governor is empowered to exempt from detailed audit the accounts of a department whose peculiar duties, constitution or circumstances render the exemption expedient but there is no power to grant an exemption from the

appropriation audit. It is proposed in clause 10 to give the Auditor-General a general discretion to dispense wholly or partly with the audit (other than the appropriation audit) of the details of any accounts and their supporting statements and vouchers.

Clause 11 deals with the annual statements which the Treasurer is required to prepare and forward to the Auditor-General. Section 36 of the principal Act, which deals with this matter, has for some time been out of line with the practice. Under the section the Treasurer's statement need only be a statement of the expenditure of the public revenue for the year and of the receipt of the revenue, whatever that may mean. It is proposed in the Bill to re-enact section 36 so that it will cover all the classes of financial statements which the Treasury has for some years past prepared annually and submitted to the Auditor-General for inclusion in his report. Clause 12 contains consequential amendments.

Clause 13 deals with the duty of the Auditor-General to include in his annual report particulars of all excess warrants on account of consolidated revenue. These particulars take up several printed pages and often cause delay in presenting the report. The warrants of which particulars are given are those issued pursuant to section 32a of the Public Finance Act. This is a well-known statutory provision authorizing the expenditure of money under warrant on certain defined classes of purposes. Particulars of this expenditure are shown in the Treasurer's accounts and there is no good reason why they should also be set out in detail in the Auditor-General's report. It is proposed by the amendments in clause 13 to abolish the duty of publishing the particulars. In place of this requirement, the Auditor-General will be required to include in his report a certificate stating whether any money has been spent otherwise than pursuant to an appropriation by Parliament or a warrant under section 32a of the Public Finance Act; and if any money has been so spent particulars of the expenditure must be given.

Clause 15 provides that heads of Government departments must at the end of each financial year prepare annual statements and accounts as directed by the Treasurer and that all financial statements and accounts prepared by the head of a Government department or by an authority whose accounts the Auditor-General is required by law to audit must be forwarded to the Auditor-General. The clause also empowers the Auditor-General to include these statements and accounts in

his annual report. The clause gives a general authority for practices which have grown up piecemeal as a result of individual conferences and arrangements. Clause 16 is a consequential amendment.

Clause 17 gives the Auditor-General authority to charge reasonable audit fees for auditing the accounts of any corporation or body whose accounts are audited by him pursuant to a special Act. The fees will be of an amount approved by the Treasurer. The main purpose of the clause is to ensure some uniformity on this question of audit fees. At present some authorities pay and others do not.

Clause 18 repeals sections 42 and 43 of the Audit Act. These sections deal with the misappropriation of public moneys and forgery. They are based on old provisions in the audit laws and have become obsolete because prosecutions are invariably instituted under the Criminal Law Consolidation Act and other general laws which are much better understood and more effective. In view of other amendments to the Act these sections had either to be amended or repealed, and upon consideration it was clear that repeal was the most satisfactory course.

Clause 19 makes it an offence for a person to make a false statement in a certificate or declaration relating to public moneys. Any such offence will be punishable summarily by a fine not exceeding £100. Many of these declarations and certificates are made every day in the course of preparing Government accounts, but they do not appear to be subject to any general law penalizing false statements. The difficulty could be got over by requiring officers to make statutory declarations under the Oaths Act in every case; but this would entail a lot of avoidable work. Clause 19 is therefore proposed as a better solution of the difficulty.

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

#### METROPOLITAN DRAINAGE WORKS (INVESTIGATION) BILL.

Second reading.

The Hon. N. L. JUDE (Minister of Local Government)—I move—

*That this Bill be now read a second time.*

On April 9, 1956, in response to requests from the corporations of Marion and Brighton, the Government appointed a committee to investigate and report on the storm water drainage problem in the south-western suburbs. The two Government members appointed were Mr. J. R.

Dridan, Engineer-in-Chief and Mr. P. A. Richmond, Commissioner of Highways. The third member was Mr. D. H. Susman, appointed by the two councils. The Government made it clear at that time that it would not bear more than one-half of the total cost of any scheme to relieve the floodwater situation and the deliberations of the committee proceeded on that basis.

After many meetings and extensive enquiries the committee presented a report to the Government on June 21, 1957. In this report the committee recommended certain works with the object of effectively draining the south-western suburbs. The cost of the first stage of the undertaking has been estimated at £1,774,000, and the question arises as to the allocation of half of the cost of the scheme between the various councils (including Brighton and Marion) which are involved in the scheme.

The purpose of this Bill is to refer the questions set out in Clause 3 to the Parliamentary Standing Committee on Public Works which, as members know, is a body well equipped to handle the type of problem involved here. The questions referred to the committee are briefly as follows:—

- (a) Whether the works should be constructed with or without variations, and the nature of any variations;
- (b) Alternatively, whether other works for the same purpose should be constructed;
- (c) Assuming that half the capital cost is to be borne by local governing bodies, what bodies should contribute, and in what shares;
- (d) In what instalments and at what times should each local governing body pay its share and what rate of interest should be charged on outstanding capital.

Members will note, Sir, that the questions are asked on the assumption that if works are constructed local governing bodies will pay half the cost and that each local governing body should liquidate its share of the cost by periodical instalments of principal and interest.

Clause 2 is a definition clause and clauses 4 and 5 are consequential amendments. The Government recognises, of course, Sir, that the questions referred to the Committee by this Bill could have been referred by a different procedure. But it has expressly chosen to proceed by statute in order to obtain at the outset Parliamentary approval for two principles—namely, that the councils which benefit by the work will contribute half the cost, and that the shares and instalments of the respective councils will be in accordance with the

recommendation of the Public Works Committee.

Honourable members will notice that there is no reference in the Bill to the means of payment of the annual cost of maintenance of the proposed drainage works. The Government proposes in due course to move an amendment for the purpose of referring this maintenance question to the Committee for consideration, together with the other questions. I trust that the Bill will meet with the wholehearted support of members.

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

#### MARKETING OF EGGS ACT AMENDMENT BILL.

Second reading.

The Hon. C. D. ROWE (Attorney-General)—  
I move—

*That this Bill be now read a second time.*

The purpose of the Bill is to extend the operation of the Marketing of Eggs Act for a further three years. If its operation is not extended, the Act will end on September 30, 1957. The principal Act was first passed in 1941. Its operation has been extended from time to time, the last time being in 1954. The marketing scheme created under the principal Act has become an important part of the egg industry. Under the scheme, the South Australian Egg Board markets all eggs produced by commercial egg producers. The board consists of six members—three representing producers, one representing wholesalers, one retailers, and the sixth member (the chairman) is the Chief Poultry Adviser in the Department of Agriculture. The board works through agents and collectors. Continuance of the legislation is of particular importance at the present time when our traditional export market in the United Kingdom is very difficult due to increased production resulting from the British Government's heavy subsidies to its own egg producers. It is estimated that these subsidies last year cost the United Kingdom taxpayer £35,000,000 and that they have increased egg production in Britain from 556,000,000 dozen before World War II to 830,000,000 dozen in the year ended May 31, 1956.

Orderly marketing is specially important to the South Australian egg industry and to consumers in South Australia, where periods of surplus production alternate with periods of shortage. Without legislation, the market would show violent fluctuations, which would be embarrassing to both producers and con-

sumers. Overseas exports of eggs are regulated by the Australian Egg Board, on which the South Australian Egg Board is represented. The export market, particularly for shell eggs, is on a consignment basis and it is frequently four to five months after the eggs have been received by the board from producers before the realizations for the eggs are known. To bridge this gap, the Australian Egg Board makes an advance payment to the South Australian Egg Board at the time the eggs are packed. Final adjustments are made at the end of the season.

The South Australian Egg Board is endeavouring to increase local sales of eggs. Advertising, window displays, recipes and other sales features are continually being utilized by the board towards this end. Some success can be reported. Last year, local sales of eggs increased by 10.85 per cent over the previous year, which in turn was 2.41 per cent higher than the preceding year. Local sales in 1956-57 were 4,250,000 dozen and in 1955-56 3,750,000 dozen.

In the year 1956-57, the South Australian Egg Board received 11,370,000 dozen eggs compared with 11,820,000 dozen eggs in 1955-56 and 9,660,000 dozen eggs in its first full year of operation, 1943-44. Net returns to producers last year for all eggs received were 3s. 2.46d. per dozen. The South Australian board's handling costs at 6d. per dozen are considerably less than in other States. This handling charge includes agents' charges and all costs of receiving, grading, testing and packing eggs and accounting to producers. The industry faces serious problems because of the great difficulty in placing eggs on the United Kingdom market. The Government believes that the industry should continue to receive the support of the legislation in the marketing of its eggs. I therefore commend the Bill to the House. In doing so I point out that as the present Act expires at the end of this month it is desirable to enact this legislation by then.

The Hon. A. J. SHARD secured the adjournment of the debate.

#### VETERINARY SURGEONS ACT AMENDMENT BILL.

Second reading.

The Hon. C. D. ROWE (Attorney-General)—  
—I move—

*That this Bill be now read a second time.*

Section 17 (1) of the Veterinary Surgeons Act provides that, for a person to obtain registration as a veterinary surgeon, he has to hold



a degree or diploma in veterinary surgery of a university in the Commonwealth or New Zealand, of the Royal College of Veterinary Surgeons of Great Britain, or of any other university within the British Empire where the course is of a standard not lower than that of the University of Sydney for the Degree of Bachelor of Veterinary Science. Clause 2 amends this subsection to provide for the case of a person who has passed his examinations for admission to the degree or diploma of Veterinary Surgery at a university within the Commonwealth but has not been actually admitted to the degree or diploma. It sometimes occurs that a period of some months can take place between the time when a person qualifies for a degree and when the degree is actually bestowed on him. Clause 2 provides that in such circumstances the board may temporarily register the person concerned. A similar provision was, some years ago, inserted in the Medical Practitioners Act to provide for similar circumstances arising under that Act.

Clauses 3 and 4 deal with the fees to be paid by persons registered under the Act.

Section 21 provides that a veterinary surgeon is to pay an annual registration fee of £2 2s. Section 28b provides that a person to whom a permit to treat animals for diseases and injury is issued under Part IIIA is to pay an annual fee of £1 1s. It is proposed by clauses 3 and 4 to increase these fees from £2 2s. to £3 3s. in the one case and from £1 1s. to £2 2s. in the other case. The revenue now received by the Veterinary Surgeons Board is insufficient to meet the costs of the board and the board has, following a suggestion by the Auditor-General for increased fees, recommended that the fees be increased to the amounts set out in clauses 3 and 4. The existing fees were fixed in 1935 in the case of veterinary surgeons and in 1938 in the case of permits.

The Hon. S. C. BEVAN secured the adjournment of the debate.

#### ADJOURNMENT.

At 4.05 p.m. the Council adjourned until Tuesday, September 17, at 2.15 p.m.