

LEGISLATIVE COUNCIL.

Wednesday, October 8, 1958.

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

QUESTIONS.**NEW TUBERCULOSIS CLINIC.**

The Hon. K. E. J. BARDOLPH—Has the attention of the Minister of Health been directed to a report in the daily press that the work on a new tuberculosis clinic at Ruthven Mansions has commenced? Would the transfer of this clinic to a city block away from any contact with investigation and treatment wards and the consulting services at the Royal Adelaide Hospital be an advantageous step or not? Who planned the details of the new clinic and what advantage does it offer over the present site as to space (office and medical), etc., and convenience for patients; and were the clinic physicians, who will be responsible for the various clinics in the new building, consulted concerning their wishes in this matter?

The Hon. Sir LYELL McEWIN—The honourable member's question is rather involved and I ask that he leave the matter with me and I will obtain a report and make a reply when we meet again.

TRANSFORMER STATION AT PROSPECT.

The Hon. S. C. BEVAN—I ask leave to make a statement with a view to asking a question.

Leave granted.

The Hon. S. C. BEVAN—Representations have been made to me relative to a vacant block of land situated at the corner of Churchill Road and Victoria Street, Prospect. It was formerly owned by the Church of England and it is understood it has been purchased by the Electricity Trust for the erection of a transformer station. It is a residential area with better class homes nearby. Can the Chief Secretary say whether the Trust intends to build a transformer station on this site, whether it is necessary for such a station to be built in this area and, if so, whether a more suitable site could be obtained?

The Hon. Sir LYELL McEWIN—Obviously I am unable to give a direct answer. I know that electricity substations are necessary but without knowing the topography of the area, what tolerance is permitted in the establishment of a substation, and whether other suitable sites are available I cannot give an

answer now, but I will submit the question to the Trust and advise the honourable member of the result.

NORTH TERRACE PEDESTRIAN SUBWAY.

The Hon. E. ANTHONY—Has the attention of the Minister of Local Government been drawn to correspondence appearing in the press in the last three or four days regarding a subway on North Terrace at the railway station for use by pedestrians and, if so, will he take up the matter with the Adelaide City Council with a view of having a subway constructed?

The Hon. N. L. JUDE—This matter comes entirely within the ambit of the Adelaide City Council. Although the matter has been discussed by the council with us it would appear that the acquisition of very valuable properties is involved. The Railways Commissioner has stated that he is not tremendously interested from the point of view of pedestrians in supporting the idea. The matter rests with the council and is not one for the Government at all.

ELECTORAL ACT AMENDMENT BILL.

The Hon. F. J. CONDON (Leader of the Opposition), having obtained leave, introduced a Bill for an Act to amend the Electoral Act, 1929-1955. Read a first time.

The Hon. F. J. CONDON—I move—

That this Bill be now read a second time.

Clauses 1 and 2 are the usual preliminary clauses. Clause 3 provides for compulsory enrolment on both Council and Assembly rolls. At present the State law does not provide for compulsory enrolment on either roll, although the fact that the Assembly roll is based on the Commonwealth roll for which enrolment is compulsory ensures that most Assembly electors are enrolled. However, no proceedings are available under the State Electoral Act for non-enrolment. The Bill proposes that electors must become enrolled within 21 days after the right of enrolment arises. This rule is similar to that in the Commonwealth Act. For persons who are entitled to enrolment at the time the legislation comes into force the Bill allows an extra week, so that a qualified person who is not enrolled at that time will have one month to become enrolled.

Clause 4 extends section 118a of the principal Act (which makes voting at Assembly elections compulsory), so that it will apply to Council

elections. Section 36 (1) of the Electoral Code Further Amendment Act, 1920, provides as follows:—

Every person who is entitled to have his name placed on the roll for any subdivision, whether by way of enrolment or transfer of enrolment, and whose name is not on such roll, shall fill in and sign, in accordance with the directions printed thereon, a claim in the prescribed form, which form shall be signed by the claimant with his personal signature and attested by a prescribed person, who shall sign his name as witness in his own handwriting, and the claimant shall send or deliver the claim to the Registrar for the subdivision in which he lives.

(2) Every person who changes his name, or changes his place of living from one address in the subdivision for which he is enrolled to another address in the same subdivision, shall, within twenty-one days of the date of making such change, notify the Registrar for the subdivision in the prescribed form of such new name or new address.

Many people think enrolment for the House of Assembly is compulsory, but that is not so. A Royal Commission was appointed in 1915 to go into the question of compulsory enrolment and voting. The chairman of that Commission was the late J. A. Southwood, M.P. The members were the Hon. E. L. W. Klauer, M.L.C. (replaced by the Hon. J. P. Wilson, M.L.C. on August 19, 1915), the Hon. Edward Lucas, M.L.C., Peter Reidy, M.P. and Alexander McDonald, M.P. It was a Commission comprising representatives of both Parties in both Houses. An extract from the first progress report dated March 7, 1916, is as follows:—

It is highly desirable that there should be systematic enrolment, transfer, and purification of the rolls, together with compulsory enrolment, which in effect would be achieved by co-operating with the Commonwealth.

The extract from the third and final report dated August 24, 1916, is as follows:—

We recommend that the enrolment of electors be compulsory, and that a thorough canvass of the State be made before the next general elections.

That is the Commission's report and recommendations made in 1916. This Bill does not interfere with the franchise of this Council. We compel electors of another place to vote if they are enrolled, and this Bill merely provides that every person eligible to vote for the Legislative Council should be enrolled and compelled to vote.

The Hon. Sir Arthur Rymill—That interferes with the spirit of the franchise, doesn't it?

The Hon. F. J. CONDON—We interfere with a lot of things. We are always altering other

legislation, and I think it is time we altered this because it has not been changed for many years. We would not wish to make this a class House. We are prepared to say to the House of Assembly elector, "If you do not record your vote without sufficient excuse we will fine you," so why should we not do it with regard to voting for the Legislative Council? At election time much confusion and misunderstanding arises when thousands of people go to the polls at State elections to record a vote for the Legislative Council and find that they are not on the roll. There may be a responsibility on the Council elector to enrol, but why is it not compulsory to vote for one place when it is for the other? In the Senate today there are 60 members and in the House of Representatives 122 members. The numbers of members in State Parliaments are as follows:—

	Upper House.	Lower House.
South Australia ..	20	39
Western Australia ..	30	50
Queensland ..	—	75
Victoria ..	34	66
New South Wales ..	60	94
Tasmania ..	19	30

I point out that Western Australia with a much smaller population than South Australia has many more members, and that Tasmania with a very small population indeed has almost as many. In Western Australia and South Australia a person may stand for the Upper House provided he is over the age of 30 years, even without having a vote in that House.

The Hon. E. Anthoney—Do you think that is right?

The Hon. F. J. CONDON—I am not responsible for the legislation; I would alter the system. I believe in adult franchise and have always done so. However, this Bill does not attempt to alter the franchise. I ask honourable members to support this legislation because it is operating in other States. Tasmania has compulsory enrolment and voting for the Legislative Council. In Victoria a Bill was passed in 1950 for compulsory enrolment and voting for the Legislative Council, so why should not we follow suit? In New South Wales the system is entirely different: the New South Wales Parliament elects members of the Legislative Council. In Western Australia and South Australia it is not compulsory for a person to have his name on the Legislative Council roll, and therefore it is not compulsory to vote.

We call ourselves a democratic country, and we should prove that we are. Compulsory electoral enrolment for the Assembly was

introduced in New South Wales in 1912, and in Queensland in 1915. Members know that the Legislative Council in Queensland was abolished many years ago. The Labor Party swamped the Upper House, which then abolished itself. The Liberal Leader of the Opposition said that, upon election to power, he would restore the Legislative Council. He was returned to power but did not do that. We should pay some regard to these matters. This is not the first time that this type of legislation has been introduced.

In Victoria, compulsory electoral enrolment for the Assembly was introduced in 1923. In 1950 compulsory electoral enrolment and voting for the Legislative Council was introduced. In 1930 both Houses in Tasmania had compulsory enrolment and voting. In Western Australia it was introduced, for the Assembly only, in 1919, and in South Australia, for the Assembly only, between 1920 and 1929. I point this out in support of my Bill. Already we are following the footsteps of Victoria and Tasmania. I do not think any honourable member should be afraid of these things.

The penalties for failure to enrol or vote under compulsion are very small. Usually, I think the maximum fine is about £2, but compulsion has operated to secure a very high poll. In the last Federal election before compulsory voting, in 1922, only 59 per cent of the electorate went to the polls but since compulsion the percentage has been increased to over 90 per cent, and the experiences of other States have been similar. Opponents of compulsion predicted that it would greatly increase informal voting and lead to electoral irresponsibility at the best, and widespread corruption at the worst, but that has not proved to be so. Sometimes informal votes have increased, and at other times they have lessened. There are other determining factors, such as the number of candidates standing for election, and probably those cause some confusion with informal votes.

The proposed legislation is nothing new as a similar Bill has been before the Council before. Australia has a reputation for compulsory voting. Three of the State Parliaments have Upper Houses representing less than half of the adult population. In three States the electorates are so arranged as to give rural dwellers greater individual voting strength than that possessed by dwellers in capital cities. I use that only as an illustration.

Australia has also adopted compulsory enrolments of electors and compulsory voting.

These measures apply to those qualified to vote for the Federal Upper and Lower Houses, all the Lower Houses and the Victorian and Tasmanian Upper Houses. Neither enrolment nor voting is compulsory in South Australia or Western Australia for the Upper House. In the smaller States the Governments of the day are prepared to give that right. Surely we can say that South Australia is one of the leading States of the Commonwealth and that we are not so conservative in our views that we cannot be a little more democratic in this respect.

The Hon. Sir. Arthur Rymill—Is it democratic to force people to vote?

The Hon. F. J. CONDON—How do you force them? If I do not vote at the next State election I am liable to be fined, and the honourable member's Party is responsible for that. Therefore, he is willing to penalize somebody else but not to subject himself to the same penalties.

The Hon. C. R. Story—Parliament passed that law.

The Hon. F. J. CONDON—Yes, Parliament led by a Liberal Government. Most State Upper House members pursue a convention that Bills passed by the Lower House majority of whatever Party should not as a rule be rejected outright; that legislation should be amended in detail or at the most delayed by the Upper House. This convention must be growing weak as a result of Party discipline extending to Upper House members, though probable retention of the convention is the condition of the survival of the special franchise. However, the consistently anti-Labor majorities of these Houses and their character as representatives of privileged sections are much in the public eye. The Liberal Party values the present system for the Party advantages it affords. The Party offers no constructive proposals for reform that would make these Upper Houses more representative.

By introducing this Bill I am adopting a stand I have always advocated. When it is looked at calmly by members, I do not think any objection can be taken to the proposed legislation. It is fair and reasonable. I am not afraid to be judged by the electors of the district and I do not want only a section of the electors to say whether I am a proper and fit person to represent them in Parliament. I am prepared to extend the same privileges to South Australian electors

as are extended to the electors of Victoria and Tasmania. Therefore, in moving the second reading I ask for the support of honourable members.

The Hon. Sir COLLIER CUDMORE secured the adjournment of the debate.

WEST TORRENS CORPORATION BY-LAW: CARTING OF HEAVY MATERIALS.

Adjourned debate on the motion of Hon. E. Anthoney—

That By-law No. 54 of the Corporation of the City of West Torrens to regulate and control the carting of heavy materials, made on the February 25, 1958, and laid on the table of this Council on June 17, 1958, be disallowed.

(Continued from October 1. Page 989.)

The Hon. Sir COLLIER CUDMORE (Central No. 2)—I asked leave to adjourn the discussion of this motion in order to separate it from the discussion of the other by-laws. We have come to the conclusion that the general principle adopted by the Subordinate Legislation Committee on certain by-laws and the reason it had given, that they gave too much administrative power, could not be supported by this Council. This motion, however, is in a different category. The position regarding it was clearly explained by Mr. Robinson last week, but it is not based on the same question as the other motions that we previously refused to disallow. I understand that in this by-law the discretion is left not only to the council, but also to the clerk. It relates to the carting of heavy materials on certain roads. The Joint Committee on Subordinate Legislation went into this question thoroughly. The reason for our not supporting the motions on the other by-laws does not apply here and therefore I am prepared to support the motion.

The Hon. N. L. JUDE secured the adjournment of the debate.

FIREARMS BILL.

The Hon. Sir LYELL McEWIN (Chief Secretary), having obtained leave, introduced a Bill for an Act to consolidate and amend certain Acts relating to the ownership, possession, carriage and use of firearms, and for other purposes. Read a first time.

The Hon. Sir LYELL McEWIN—I move—

That this Bill be now read a second time.

Members will recall that the main purpose of the Firearms Act which was passed in 1956 was to require persons under the age of 18 years and aliens to be licensed before using or possessing a firearm.

That Act, which has not been proclaimed and therefore is not law, repealed four Acts relating to the control of firearms and re-enacted substantially the same provisions with an important exception, namely, the provisions of the Firearms Registration Act which were repealed and not re-enacted. For reasons which the Government and Parliament believed to be sound at that time, it was considered that the retention of the laws relating to registration of firearms would serve no useful purpose. Since the passing of the 1956 Act the Commissioner of Police has made a very strong recommendation to the Government that the register should be retained, mainly on the ground that a clue obtained from it has led to the solving of some serious crimes.

Another recent instance of the value of the register is the case of the Lithgow rifles. When it became known that a particular group bearing certain serial numbers had a defective part, the Commissioner, through the registration records, was able to send a circular to each owner and advise him accordingly. A further argument in favour of the register is its value in time of war when it may be desirable to require owners to surrender their small arms or it may be necessary to confiscate the arms of persons suspected of subversive activity. The work of keeping the records can be performed by one clerk, and the expense involved is small compared with the value of the information contained in such records.

Upon re-consideration of the whole question of the control, use and registration of firearms, the Government decided that it would not proclaim the 1956 Act and thereby repeal the registration provisions, but would introduce this Bill which, as I will explain later, gives a wider and more effective measure of control over the use of firearms, and re-enacts both the licensing provisions of the 1956 Act, and, in an improved form, the registration provisions of the Firearms Registration Act, 1919-1934.

The explanation of the clauses is as follows:—

Part I.—Clause 2 provides that the Act shall come into operation on a day to be fixed by proclamation. This is a necessary provision to allow time for regulations to be made and forms printed. Clause 3 repeals four Acts, the provisions of which are included with modifications in this Act. Clause 5 contains certain definitions. Members will note the definition of "firearm" which allows the scope of the Act to be extended by regulation. The definition as drafted does

not bring air guns and spear guns under control, but if it can be shown in the future that such control is necessary, they can be brought within the ambit of the Act by extending the definition of "firearm" in the manner prescribed in the Bill. The Government believes that a flexible definition of this nature is more appropriate to cope with changing circumstances than a rigid definition.

Part II re-enacts with modifications the provisions of the Firearms Act, 1956, relating to use and possession of firearms by persons under the age of 18 years and aliens. It will be necessary for any such person to obtain a licence from the Commissioner of Police. The Commissioner may refuse the licence if he is not satisfied that the applicant is a sufficiently reliable person to use a firearm without danger to persons or property, or may grant the licence subject to conditions. Any person aggrieved by a decision of the Commissioner may appeal to a Special Magistrate sitting in chambers for a reversal or variation of the decision. There is an absolute prohibition of the use or possession of a firearm by a person under the age of 15 years.

Part III re-enacts with improvements the registration provisions of the Firearms Registration Act, 1919-1934, and requires every person who owns a firearm to register it within 14 days of becoming the owner. Any person who owns, uses, carries or has in his possession any unregistered firearm is guilty of an offence and liable to the penalties set out in clause 39 of the Bill. Clause 20 provides that the owner of a registered firearm shall within 14 days notify the registrar of any change in his address. This clause is an improvement of the existing registration provisions and will ensure that the register contains the correct name and address of the owner of the firearm. Clause 21 provides that all firearms registered pursuant to the Firearms Registration Act by a person who is at the date when this Bill becomes law the owner of such firearm, shall be deemed to be registered under this Act.

Part IV re-enacts with drafting amendments section 15 of the Firearms Act, 1956, relating to the use of rifled firearms from vessels on the River Murray.

Part V re-enacts with improvements the miscellaneous provisions of the Firearms Act, 1956. Clause 38 provides that the Governor may make regulations to assist in giving effect to the Act. Clause 39 prescribes certain

maximum penalties for offences against the provisions of the Act, which are similar to the penalties set out in section 18 of the Firearms Registration Act but higher than the maximum penalties provided in section 25 of the Firearms Act, 1956. For a first offence the penalty is a fine not exceeding £50 or two months' imprisonment, and for a second offence £100 or imprisonment for six months. In addition the Court may confiscate any firearm in relation to which the offence was committed.

Clause 41 contains certain saving provisions with regard to the Animals and Birds Protection Act and the Pistol Licence Act to ensure that the provisions of those Acts and this Bill will work in harmony with each other. It provides that a gun licence under the Animals and Birds Protection Act shall not be granted to an applicant who is under the age of 18 years or is an alien unless he proves that he holds a firearms licence granted by the Commissioner of Police under the Bill. The Government commends the Bill for the consideration of members in the belief that it is a progressive move to protect the public against the indiscriminate use of firearms.

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

NURSES REGISTRATION ACT AMENDMENT BILL.

Read a third time and passed.

METROPOLITAN AND EXPORT ABATTOIRS ACT AMENDMENT BILL.

Read a third time and passed.

OIL REFINERY (HUNDRED OF NOARLUNGA) INDENTURE BILL.

Adjourned debate on second reading.

(Continued from October 7. Page 1058.)

The Hon. E. ANTHONY (Central No. 2) —The object of the Bill is to ratify the Indenture drawn up between the Government and the Standard-Vacuum Oil Company for the setting up of an oil refinery in South Australia. This proposition is a very fine indication of the industrial expansion in South Australia during the last few years. It will provide much employment and enable South Australia to obtain its own supplies of petroleum. The Select Committee has already taken much evidence on this Bill and has recommended its acceptance. The Railways Commissioner gave evidence that he could carry out everything Parliament wished him to do. All public bodies interested in setting

up this refinery agreed that they could successfully carry out the work expected of them. Some questions have been raised regarding the Bill, and I do not like one or two things about it myself. One is the granting in perpetuity of powers which cannot be altered.

The Hon. Sir. Arthur Rymill—What is your definition of “perpetuity”?

The Hon. E. ANTHONY—“For ever,” I take it.

The Hon. Sir. Arthur Rymill—The refinery won't last for ever.

The Hon. E. ANTHONY—That may be so. I assume that “perpetuity” means that the grant of those powers will go on for ever. The subject of rates comes into this matter. The agreement makes it possible for the district council of Noarlunga to receive at least £5,000 in each of the first two years of the refinery's operations and £10,000 for every year thereafter. Of course, values may increase or decrease, but at first glance the council appears to be doing very well out of it and should be quite happy. This Bill cannot be altered; it may be rejected, but I do not think anybody feels inclined to reject it because the refinery will be of great value to the State. We hope the refinery will encourage other industries in its train and result in bringing more work and wealth to the country.

The Hon. F. J. Condon—The landholders will be doing very well, too.

The Hon. E. ANTHONY—I do not know. However, that is nothing to do with the Government. I support the second reading.

The Hon. Sir FRANK PERRY (Central No. 2)—Most people in South Australia will derive much satisfaction from this Bill. An oil refinery can be regarded as one of the basic industries of any country, because the refining of oil produces many types of raw material and by-products that are used for the manufacture of many other articles. Any country or State that has an oil refinery within its boundaries has a potential of considerable value. I think it has given everyone in South Australia much satisfaction to know that the efforts of the Government have resulted in the establishment of this oil refinery.

It is the aim of every Government to look after the interests of its people and encourage the development of the country. In this case the Government has shown that it has cared for the welfare of the people. Every Government has a responsibility to see that the people within its boundaries are reasonably

employed in occupations which enable them to earn a livelihood, and to further the development of the State and the prosperity not only of the Government but of the people of the State. From the examination I have made of the reports and press statements on this refinery, I deduce that the Government over a period of years has been very anxious to establish an oil refinery in South Australia. It has been aware that Western Australia has an oil refinery, that Victoria has two, and that an additional one has been established in New South Wales. I feel that these States have had an advantage in many ways over this State, and consequently it was evidently the aim of the Government to seek the establishment of this refinery. I gather that a number of firms were approached in this matter and, if the statements in the Select Committee's minutes are correct, the Government had some failures in its negotiations. We must therefore review this Bill with that background in mind.

It is very difficult to sit around a table and seek to arrive at an Indenture or an agreement with a person striving to get such an agreement with the Government. I feel that the Government, in the presentation of this Bill and the Indenture, has made an agreement which satisfies most people. I have heard only one or two complaints concerning the measure, and therefore I think the Government can be congratulated on its successful negotiations in bringing here an industry that will result in a very material advantage to the people of this State. The Government, of course, has to assist industry by providing housing, water, roads, railways, and, in some measure, harbour facilities, and when we add up all these things the total represents material assistance towards the establishment of this refinery.

The Hon. S. C. Bevan—The refinery pays for it, doesn't it?

The Hon. Sir FRANK PERRY—No.

The Hon. S. C. Bevan—It pays for the services.

The Hon. Sir FRANK PERRY—It pays for the services it uses, but it does not pay for the roads, for instance, except through rates. It pays for the water, of course, and I suppose it can be said that it pays for the railways, as it uses them. The buyers of the oil will in turn pay for those things. The point I wish to make is that the capital expenditure of many millions of pounds will have to be made together with expenditure that is proposed on the oil refinery. It is the policy of the

Government to spend that money; it is the recognized method of assisting industry in South Australia and, indeed, throughout Australia. Actually, the responsibility of housing, roads, railways and other transport is accepted by the Government whether it supports an industry directly or indirectly.

I think I can say that the Bill is satisfactory to the Council except with regard to clause 13 of the Indenture. I have slight objections to some clauses of the Bill where fixed money charges are mentioned, but I do not see any way out of that because some basis has to be decided upon. Those charges are based on existing conditions and the existing value of the pound, which may alter either way; consequently those rates and other amounts may be out-of-date. I think it is the general opinion of the Council that there is enough business morality on both sides to rectify legislation of this nature when that need arises. We have had instances of that, and I think these matters will be adjusted if such a big change is ever brought about through a change in money values.

Some objection has been raised in this Council, and by those associated with the oil industry, to clause 13 of the Indenture. That clause gives a preference to the products of the oil refinery if and when they are sold by the Vacuum Oil Company, but the wording is somewhat ambiguous. I agree that any line manufactured or processed within a State must receive some consideration from the Government, which is responsible for the welfare and conditions of employment of its people. Generally speaking, I see no objection to a financial preference. It has been a recognized practice over a number of years but it is the first time, as far as I know, that it has been written into an Act of Parliament. There is a difference between Government policy being unwritten law and its being actually set out in an Act, even though in what I regard as somewhat ambiguous terms. If it is of any value at all to either side in this agreement, I should say it is to the advantage of the oil company.

The Hon. K. E. J. Bardolph—It should be clear and distinct.

The Hon. Sir FRANK PERRY—Yes. If the oil company read it as I first read it, it would naturally think that there was a preference for the product that it not only manufactured but sold within the boundaries of South Australia. The clause is right in spirit but it does not state clearly the advantage

received by the oil company or what the Government proposes to give it in that connection. Therefore while every other point in connection with the Bill is reasonable, I wish that the clause had been far more clearly defined; it would not have been difficult to do that.

In the course of the debate one or two of the oil companies have been severely criticized. I refer to the speech made yesterday by Mr. Bevan. Oil companies trade and conduct their business on perhaps a different basis from that on which most other industries operate. Usually, they are owners of refineries scattered round the world, and there is an interchange of their products between various centres. That makes me feel that, when the time comes for the operation of clause 13, its effect will probably vanish, unless conditions change. No oil company of this size with its world-wide trade would seek to have a method of trading in South Australia different from elsewhere.

I deprecate the criticism of the Ampol Petroleum Company because of its evidence before the Select Committee. Ampol is an Australian company. Although associated with an American group, it is Australian-owned, the majority of its shareholders being Australians. It has a wonderful Australian spirit, in that a tanker is being built in this State and, according to the minutes, at some disadvantage to the purchasing company. I see no objection to any company, whose rights it considers are being challenged and whose methods of trading have long existed, stating its case without being criticized. It has a perfect right so to do and would be foolish not to. Whether or not it is accepted, the case of the oil companies is reasonably good.

As regards the conditions under which oil is sold in the State, it seems to me that a far better clause could have been produced than the one in the Indenture. Sir Collier Cudmore yesterday referred to reasons why this Indenture is presented to Parliament. I should be sorry to feel that any Government would make an agreement of this nature, granting concessions and committing the people of this State to much expenditure, without reference to Parliament. I do not think that this Government would do so and I accept the three reasons given by Sir Collier.

There is another reason, from the point of view of the oil company itself. It would sooner have an indenture in a Bill approved by Parliament and work under that than a

Bill with secret concessions given by the Government. Therefore, it is right that this Bill should be produced and tabled with no secret reservations. This Government will always act thus, as I hope all future South Australian Governments will. I support the Bill. My only regret is that clause 13 is not more clearly defined in the interests both of the State and of the company. I wish the company and those associated with it every success in its venture.

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

APPROPRIATION BILL (No. 2).

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

The Hon. Sir LYELL McEWIN (Chief Secretary)—I move—

That this Bill be now read a second time.

For the year 1958-59 the Government is budgeting for a deficit on Consolidated Revenue Account of £966,000. Proposed payments total £73,413,000, while receipts are estimated to amount to £72,447,000. The figure of £73,413,000 for proposed payments includes:—

Moneys which are required annually and the appropriation of which is contained in existing legislation	£ 18,934,000
The amount to be appropriated by this Bill	54,479,000
	£73,413,000

For the year 1957-58 the actual deficit amounted to £400,000 as compared with the original estimated deficit of £520,000. Actual receipts at £70,642,000 were £453,000 less than the estimate, while payments at £71,042,000 fell short of the estimate by £573,000. The fact that both receipts and payments for the year were less than estimated was due principally to the reduced volume of business available to the Railways Department and the Harbors Board. Following the fall in overseas prices for base metals the amount of ore railed from Broken Hill to Port Pirie fell, and as a result of the poor harvest the amount of grain available for rail transport and shipment was reduced. Progress on the work of rehabilitating areas damaged in the River Murray flood of 1956 was slower than anticipated, and as a result both payments and the Commonwealth contribution towards the cost of this work were less than the estimate.

Before I pass on to the provisions of the Bill itself I propose to follow the procedure of previous years and to give members some information about the larger items of receipts which, as I have already indicated, are estimated to total £72,447,000. This figure is made up of—

Taxation, £9,959,000, an increase of £188,000 over actual receipts last year.
Public works and services and other receipts, £37,041,000, an increase of £969,000.
Territorial, £543,000, a decrease of £4,000.
Commonwealth, £24,904,000, an increase of £651,000.

The increase of £188,000 for taxation is expected to arise entirely from the normal annual increase in business, and the main sources are estimated as:—

	£
Stamp duties	55,000
Succession duties	41,000
Motor vehicle registration and licence fees	71,000

It is of interest to note that the estimated increase in motor vehicle registration and licence fees has no impact on the estimated Budget result, as such receipts are automatically appropriated for the construction and maintenance of roads. No appreciable increases are expected this year from the remaining two major taxation sources—land tax and betting tax.

The principal items which make up the estimated increase of £969,000 for public works and services and other receipts are:—

	Anticipated Increase.
	£
Education.—Due to increased reimbursements from the Commonwealth under the scheme for assistance to universities . . .	238,000
Waterworks and sewers.—Due to the anticipated increase in the number of consumers and in consumption per head	301,000
Hospitals.—Due to the increasing number of patients	149,000
Recoveries of interest and sinking fund.—Due to increased loan moneys made available to semi-governmental undertakings	575,000

However, these increases are expected to be offset by the decreases in both railways and harbors revenues as the effects of the poor 1957-58 harvest and the reduction of ore traffic continue to be felt. Railways revenues are expected to be £560,000 less than actual receipts last year and harbors revenues £21,000 less. The decrease of £4,000 for Territorial is estimated to arise from a fall in land sales which were abnormally high last year, and a slight decline in royalties on minerals due to

less output of iron ore. Under Commonwealth the increase of £651,000 is made up of a greater taxation reimbursement to the extent of £1,469,000, offset by a decrease of £450,000 in the grant recommended by the Commonwealth Grants Commission, and by the non-recurrence of a special grant of £368,000 made by the Commonwealth Government last year. The grant recommended by the Commonwealth Grants Commission totals £5,250,000, comprising £5,201,000 towards the current year's finances and £49,000 to cover the deficit of 1956-57. The grant towards current needs is £343,000 greater than the grant for current needs last year.

Dealing now with the expenditure, £18,934,000 is expected to be spent this year on purposes for which appropriation already exists under various Acts. The principal items are—

£

Payment of interest and sinking fund in respect of the State public debt	14,840,000
The transfer to the Highways Fund of the net proceeds of motor taxation	2,964,000
The Government contribution to the South Australian Superannuation Fund	870,000
Statutory salaries and allowances	191,000
Grants and Subsidies	69,000

The sum of £54,479,000 is required for the normal departmental provisions which are set out in clause 3 of the Bill, and I shall give explanations of the main lines included therein.

Police Department, £2,019,746.—This provision, which is £149,000, or approximately 8 per cent greater than last year's actual payments, will enable the force to be maintained at the strength required for efficient service to the public. Provision of £162,000 is included as the Government's contribution to the Police Pensions Fund and this amount, which exceeds last year's contribution by £45,000, is required to meet the Government's share of the costs of increased benefits given by amendments to the Police Pensions Act which were made during the last session of Parliament and which were effective from December 1, 1957. Funds are also included to provide the Police Department with vehicles suitable for its needs. Whilst many of the vehicles replaced probably have some useful life remaining, the nature of usage of vehicles by the Police demands replacement at a "safe" mileage in the interests of efficiency and of police and public safety.

Sheriff and Gaols and Prisons Department, £393,943.—Of the total increase of £44,000 over

last year, £25,000 is for Yatala Labour Prison where provision has been made for increased purchases of materials for cement brick manufacture and trade shops, and for the payment of a full year's salary to additional staff engaged during 1957-58.

Hospitals Department, £4,555,201.—This represents an increase of £431,000 over last year's actual payments. Royal Adelaide Hospital (including Magill and Northfield Wards) is responsible for £181,000 of the increase, Queen Elizabeth Hospital for £182,000, and mental institutions for £35,000. Provision is made for the opening of the general section of the Queen Elizabeth Hospital in the new year, and when this section is in full operation a further 384 public and private beds will be available.

Tuberculosis institutions are estimated to cost £4,000 less to operate and maintain than last year, and the success of the steps taken against tuberculosis which have made this possible are worthy of comment. Thirty years ago there were few diseases more feared than tuberculosis, but 30 years of intense research in prevention, treatment and cure of this disease has changed the picture. In 1928 the incidence of tuberculosis cases notified in South Australia was 8 per 10,000 of the population. In 1938 this number had fallen to 5 per 10,000. In 1948 it was 4 per 10,000 and, despite the mass X-ray survey which has revealed cases which perhaps would never have been notified in former years, the incidence of tuberculosis fell to 3 cases per 10,000 of the population in 1957. An amount of £35,000 is provided for the purchase of two cobalt treatment units for the Royal Adelaide Hospital to be used in conjunction with the large X-ray linear accelerator for the treatment of cancer. With the installation of these units, which give a ray almost as penetrating as the X-ray, the Royal Adelaide Hospital will have the best radio-therapy unit in the Southern Hemisphere.

Children's Welfare and Public Relief Department, £773,338.—This provision is £46,000 greater than last year's actual payments, £16,000 of the increase being for salaries and wages and £30,000 for contingencies. Provision is made to staff and operate the institutions conducted by the department and to provide relief at approved scales to deserted wives and children and to families of persons not entitled to Commonwealth unemployment benefits.

Department of Public Health, £216,415.—The increase of £13,000 over last year will

enable medical and dental services to schools, particularly in country areas, to be expanded further. Provision is also made for the continuation of the State X-ray health survey and the poliomyelitis services, and for a start to be made in the provision of industrial health services.

Chief Secretary (Miscellaneous), £2,052,518.—This is an increase of £246,000 over last year's expenditure. Grants and subsidies to various medical and health services are estimated to cost £1,835,000 in 1958-59, an increase of £305,000 over actual payments last year, and the main hospitals and institutions provided for are:—

Adelaide Children's Hospital, £460,000.—Of this grant £100,000 is towards providing additional accommodation. The sum of £50,000 is towards the services block consisting of quarters for medical officers, staff dining rooms, kitchens and store accommodation. This block is scheduled to be completed within the next few weeks. It will then have cost £300,000, of which the Government has contributed over £200,000. An amount of £20,000 is provided towards additions to Estcourt House to double the bed capacity for convalescent children, increasing it from 50 to 100, and £30,000 is provided towards additions to Gilbert Wing, which will provide an additional 36 beds by adding a fourth floor, and is the first step in the recently announced plan to build a 500-bed hospital at a cost of some £3,500,000.

Home for Incurables, £145,000.—This grant includes £100,000 towards expansion consisting of a 25-bed addition to the women's wing, additions to staff quarters, and completion of services and covered ways.

Institute of Medical and Veterinary Science, £183,200.

Mothers' and Babies Health Association, £66,800.

Queen Victoria Maternity Hospital, £222,300.—A total of £100,000 of this grant is provided as a contribution towards purchase of land and the first stages of additions estimated to cost £500,000, which will include a new obstetric block.

S.A. Blood Transfusion Service, £42,000.—The cost of operating the blood transfusion service is met 60 per cent by the State Government, 30 per cent by the Commonwealth Government, and 10 per cent by the Australian Red Cross Society.

S.A. Spastic Paralysis Welfare Association, £8,000.—Towards therapeutic block.

Tailem Bend Hospital, £10,156.—Towards new hospital and nurses' quarters. This project, which is estimated to cost £70,000, will provide a new 24-bed hospital.

Whyalla Hospital, £10,500.

Blackwood and District Community Hospital, £10,397, to increase bed accommodation from 16 to 26.

Northern Community Hospital, £5,913.

LeFevre Community Hospital, £6,000.

Salisbury District Hospital, £30,319, towards completion of the Lyell McEwin Hospital. This hospital will provide 45 beds and, when completed, is estimated to cost £325,000.

District and Bush Nursing Society, £20,000.

Kalyra Sanatorium, £54,635.

Minda Home (including £17,500 for building extensions), £22,500.

Calvary Hospital, £83,567, towards a new northern wing to be built to provide 18 additional beds.

St. Andrews Hospital, £80,000, towards additions proposed to increase bed capacity from 20 to 155. The first stage of this plan is to provide 73 beds in place of the present 20, together with staff accommodation, operating theatres and auxiliary services.

Memorial Hospital, £13,609, towards a new nurses' home.

Angaston Hospital, £10,000, towards additions designed to increase accommodation from 30 to 40 beds.

Berri Hospital, £20,058, a first instalment towards establishment of a new 32 bed hospital, which is estimated to cost £100,000.

Booleroo Centre Hospital, £7,232, towards rebuilding an old portion of the hospital.

Murray Bridge Hospital, £9,796, towards additional staff quarters and other minor works.

Naracoorte Hospital, £10,722, first instalment of the Government's contribution towards the cost of a new hospital.

Snowtown Hospital, £25,000, towards a new hospital.

South Coast District Hospital at Victor Harbour, £10,000, towards a new maternity block.

Waikerie Hospital, £7,000, towards new nurses' quarters.

Ambulance services (including £10,000 for country services), £40,000.

Conditional subsidies to hospitals, where the amount paid is contingent upon the hospitals themselves raising a certain part of their

operating requirements from fees and other revenues, will this year require £150,000, which exceeds last year's actual payments for similar purposes by £10,000.

Publicity and Tourist Bureau and Immigration Department, £287,392.—This is £35,000 more than actual payments last year, and provision includes £25,000 for further progress work on the Glenelg boat haven, £25,000 for subsidies towards the provision of swimming pools in various areas, and £25,000 for subsidies towards recreation areas, mainly for development of the West Beach Recreation Reserve where the work is under way.

Treasurer (Miscellaneous), £6,506,338.—A decrease of £656,000, which is brought about by two large decreases in transfers offset by a number of increases in other items. In 1957-58 £842,000 of the special grant recommended by the Commonwealth Grants Commission was transferred to the credit of Consolidated Revenue Account of past years, and a grant of £368,000 received from the Commonwealth was transferred to the Housing Trust to finance a country housing scheme. This year the portion of the special grant to be transferred to the accounts of past years is £49,000, and there will be no transfer corresponding to the £368,000 of last year. The contribution to the Municipal Tramways Trust towards working expenses at £480,000 is £10,000 less than last year. Instalments of principal and interest payable to the Commonwealth under the terms of the Commonwealth-State Housing Agreement will amount to £786,000 this year, an increase of £153,000 over 1957-58. These payments are recovered in full from the South Australian Housing Trust.

Instalments of principal and interest payable to the Commonwealth pursuant to the Railways Standardization Agreement will amount to £85,000, an increase of £11,000.

Lands Department, £735,029.—This provision is £24,000 greater than actual payments last year, and includes a further £120,000 for payment to the Commonwealth of South Australia's share of amounts to be written off in connection with properties developed under the War Service Land Settlement Agreement. The sum of £59,000 is provided for the aircraft charter and other expenses associated with the photogrammetric survey.

Engineering and Water Supply Department, £3,097,929.—This represents a reduction of £277,000 compared with last year. Last year at this time metropolitan reservoirs held some

9,000 million gallons, and in the absence of late spring rains it was necessary to pump water from the River Murray practically throughout the year. At the present time all reservoirs serving the metropolitan area are full to capacity and hold some 14,000 million gallons. In addition, this year there are more than 4,000 million gallons in the South Para Reservoir, and by the end of this month it is possible that it will be half full with 5,000 million gallons stored. With full metropolitan reservoirs, and with sufficient water in South Para to augment the supplies to Salisbury, Elizabeth and Barossa areas, it is anticipated that it will not be necessary to resume pumping through the Mannum pipeline until the end of February, 1959.

Aborigines Department, £374,021.—This provision is an increase of £110,000 over actual payments for 1957-58. The major increases are in development of reserves, in the provision of amenities in houses for aborigines, and in grants to aboriginal missions towards running expenses and to assist in the purchase of equipment.

Public works, £1,185,150.—This is an increase of £82,000 over last year. This provision covers the cost of alterations and additions to Government buildings, painting, repairs, and renovating, furnishings, and also the cost of replacement furniture. The main requirements this year are—

	£
School buildings	476,000
Hospital buildings	365,000
Police and courthouse buildings	71,000
Other Government buildings	235,000

Education Department, £8,194,819.—This is an increase of £718,000 over last year, of which £470,000 is for salaries and wages and £248,000 for contingency lines. Provision is made for payment of salaries at existing rates to present staff and for the appointment of the additional teachers necessary to cope with expanding school enrolments.

It is proposed this year to double the present number of 72 intermediate exhibitions and 30 intermediate technical exhibitions available to students. This increase will be effective in 1959 and will involve an additional cost of £5,500 per annum. So that country students may not be deprived of the opportunity of pursuing secondary studies, it is also proposed to make substantial increases, as from the final term of 1958, in boarding allowances to students in classes up to intermediate standard and to bursary and exhibition

winners above intermediate standard. The former will be increased from £50 per annum to £75 and will cost £14,000 this financial year and £21,000 in a full year. The latter will be increased from the present varying rates of £25, £30 and £40 per annum to a standard rate of £75 per annum and will cost £4,000 this financial year and £6,000 in a full year. It is proposed also to introduce a new boarding allowance at £75 per annum to leaving and leaving honours students who are compelled to live away from home to attend a school giving a full matriculation or a full leaving honours course. This proposal will be effective as from the first term of 1959 and will cost £3,750 this financial year and over £11,000 in a full year. During the last 10 years the number of students at State schools has increased from 73,000 to 154,000, and in the same period over £11,500,000 has been spent from the Loan Fund in providing increased school accommodation.

Minister of Education (Miscellaneous), £1,777,405.—This is an increase of £449,000 over last year. This appropriation includes the following grants:—

	£
University of Adelaide—Additional to the £44,000 to be paid under the authority of special legislation	1,320,000
S.A. School of Mines and Industries	260,000
Kindergarten Union of South Australia	135,000
Institutes Association	24,000
Townsend House school for deaf and blind children	14,000

The grant proposed for the University of Adelaide is £396,000 more than actually paid in 1957-58 and the grant proposed for the School of Mines is £35,000 greater.

Department of Agriculture, £789,154.—This appropriation is £31,000 more than was actually spent by the department in 1957-58. Provision is again made for expenditure in the control and destruction of fruit fly but, as the amount proposed is £21,000 less than last year, the increase available for the department's other activities is £52,000. This will enable the department to carry out its normal activities and to purchase equipment and live-stock for research centres.

Minister of Agriculture (Miscellaneous), £404,920.—This is an increase of £180,000 over last year. The principal item under this appropriation is the proposed grant to the Waite Agricultural Research Institute, which at £280,000 is £80,000 more than was actually paid last year. The amount of £70,000 is provided for fruit fly compensation.

Department of Lands (Irrigation and Drainage), £474,801.—This is an increase of £28,000. Provision is made for practically a full year of normal activity in pumping, supplying water, and maintaining channels and pipelines. Last year normal operations were restricted somewhat as flood rehabilitation work was in progress. The rehabilitation work is now almost completed.

Minister of Irrigation (Miscellaneous), £211,000.—This is a decrease of £202,000. The sum of £157,000 is provided as the probable cost this year of restoration and rehabilitation of Government reclaimed areas, removal and re-siting of embankments, etc. An appropriation of £54,000 is sought so that when the Commonwealth's share of the cost of restoration of flood damaged roads is received and paid to Consolidated Revenue it may be transferred to the State road funds from which the expenditure was made originally.

Mines Department, £741,015.—This is an increase of £45,000 over last year. This provision will enable the department to continue its search for new minerals and underground water supplies and to provide assistance to miners and prospectors.

Harbors Board, £1,386,710.—This is an increase of £34,000 over last year's payments. Provision is made for the operation and maintenance of all harbour facilities, including the operation for part of the year of bulk loading facilities at Wallaroo and Port Lincoln.

Railways Department, £14,734,000.—This is a decrease of £422,000. This reduction arises partly from the reduced tonnages of grain available for transport as a result of the poor harvest last season and from the reduced tonnages of ore being railed from Broken Hill. At the same time progress of the transfer from steam to diesel power will reduce costs of transportation. Reduction in the price of sleepers will also mean a saving of some £65,000 in this year's relaying programme.

Turning now to the Bill, clause 2 provides for the further issue of £40,479,000, being the difference between the total of the two Supply Bills passed—£14,000,000—and the total of the appropriation required in this Bill. Clause 3 sets out the amount to be appropriated and the details of the appropriations to the various departments and functions. This clause also provides that increases of salaries or wages which become payable pursuant to any return made by a properly constituted authority may be paid, and that the amount available in the

Governor's Appropriation Fund shall be increased by the amount necessary to pay the increases. Clause 4 authorizes the Treasurer to pay moneys from time to time authorized by warrants issued by the Governor, and provides that the receipts obtained from the payees shall be the discharge to the Treasurer for the moneys paid.

Clause 5 authorises the use of loan funds or other public funds if the moneys received from the Commonwealth and the general revenue of the State are insufficient to make the payments authorised by this Bill. Clause 6 gives authority to make payments in respect of a period prior to the first day of July, 1958, or at a rate in excess of the rate in force under any return made by the Public Service Board or any regulation of the South

Australian Railways Commissioner. I commend the Bill to members.

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

**POLICE OFFENCES ACT AMENDMENT
BILL.**

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

**KINGSTON AND NARACOORTE RAIL-
WAY ALTERATION BILL.**

Returned from the House of Assembly without amendment.

ADJOURNMENT.

At 3.56 p.m. the Council adjourned until Tuesday, October 14, at 2.15 p.m.