

**LEGISLATIVE COUNCIL**

Thursday, September 24, 1970

The **PRESIDENT** (Hon. Sir Lyell McEwin) took the Chair at 2.15 p.m. and read prayers.

**ASSENT TO BILLS**

His Excellency the Governor's Deputy, by message, intimated his assent to the following Bills:

Companies Act Amendment,  
Goodwood to Willunga Railway (Alteration of Terminus),  
Housing Improvement Act Amendment,  
Lottery and Gaming Act Amendment,  
Public Finance Act Amendment,  
Public Purposes Loan.

**QUESTIONS****SUCCESSION DUTIES**

The Hon. R. C. DeGARIS: I seek leave to make a short statement before asking a question of the Minister of Lands in his capacity as Acting Leader of the Government in this Council.

Leave granted.

The Hon. R. C. DeGARIS: Recently a family in my electoral district called to see me in relation to the impost of Commonwealth estate duties and State succession duties on their farming property, which has been farmed by that family of four people for some time. When one partner recently died, the total valuation of his share, which was about a 50 per cent share of the partnership, was \$120,000. Commonwealth estate duties and State succession duties totalled \$37,000. This family has found it impossible to meet this impost. Because it is unable to raise the necessary finance from banks or stock agents to meet the impost, part of the farming property will have to be sold. I know it has been the policy of Governments to assist where possible by permitting the payment of these imposts over a period. Will the Government examine this matter to formulate a firm policy on how the instalments can be paid, and will it examine the question of the interest rate that is payable on succession duties that it allows to be paid on the instalment system?

The Hon. A. F. KNEEBONE: I will have the matter investigated and bring down a report for the Leader.

**DRIVERS' LICENCES**

The Hon. C. M. HILL: Has the Minister of Lands obtained from the Minister of Roads and Transport a reply to my recent question about drivers' licences and the improvement of railway crossings?

The Hon. A. F. KNEEBONE: My colleague reports:

The proposed programme of railway crossing protection for 1970-71 covers new work totalling \$191,858. This programme is the maximum that can be undertaken from current resources and, although the locations selected are considered to have the highest priority, there are still many other crossings where the installation of protection is justified. The Government has increased the financial provision for 1970-71 above that provided by the previous Government. The Government is proceeding as quickly as is humanly possible to upgrade the grade separation at rail intersections, but it is a matter of priorities. Not any of the metropolitan railway crossings recommended in the M.A.T.S. Report will be catered for during 1970-71.

**PORT WAKEFIELD ROAD**

The Hon. M. B. DAWKINS: I seek leave to make a short statement prior to asking a question of the Minister representing the Minister of Roads and Transport.

Leave granted.

The Hon. M. B. DAWKINS: My question refers to the main road that leads to Port Wakefield and also Port Pirie and Yorke Peninsula. Honourable members will be aware that a large section of the road, namely, from Dublin to Port Wakefield, has been reconstructed in the last couple of years, and it has been a very successful job. However, considerable portions of the remaining section of that road (if not all of it) from Dublin down to Cavan are in urgent need of reconstruction. I am aware that some of this work may be delayed down at the city end pending the provision of a freeway, but I believe there are portions of it that should be done as soon as possible. Will the Minister inquire of his colleague whether planning is in hand for the implementation of this work at an early date?

The Hon. A. F. KNEEBONE: I shall be pleased to do that for the honourable member.

**TRANSPORTATION STUDY**

The Hon. C. M. HILL: I ask the following questions of the Minister of Lands, representing the Minister of Roads and Transport, in connection with Dr. Breuning's visit here and the Metropolitan Adelaide Transportation Study Report: What fee has been paid to Dr. Breuning or his company for services rendered?

What fee is still due to be paid for his work? Has a report of his inquiry been received from Dr. Breuning and, if so, what criticism did he offer of the M.A.T.S. Report? In the Highways Department's road programme for 1969-70, how much money is estimated to be spent on road widening and reconstruction and land acquisition along the roads and routes in the M.A.T.S. Report? How much of this sum comprises expenditure of Commonwealth advances under the Commonwealth Aid Roads Act?

The Hon. A. F. KNEEBONE: I will obtain replies from my colleague for the honourable member.

#### TAXATION

The Hon. G. J. GILFILLAN: I seek leave to make a short statement prior to asking a question of the Minister of Lands as Acting Leader of the Government in this Council.

Leave granted.

The Hon. G. J. GILFILLAN: As the Minister is aware, a Select Committee of this Council is investigating the impact on the community of certain forms of taxation. As he would also be aware, there is a parallel inquiry into some of these aspects from another source sponsored by the Commonwealth Government. As only too often the impact of taxation is not always considered by Governments when levelling increases, will the Government delay the introduction of any legislation to increase taxation until these reports are available to honourable members?

The Hon. A. F. KNEEBONE: As this is a policy matter, I ask the honourable member to put his question on notice.

#### GAUGE STANDARDIZATION

The Hon. C. M. HILL: I seek leave to make a short statement prior to asking a question of the Minister of Lands representing the Minister of Roads and Transport.

Leave granted.

The Hon. C. M. HILL: It was reported in the press on June 25 that in a recorded *State Report* on television the Premier said that he had urged the Prime Minister (Mr. Gorton) and senior Commonwealth and State railway officers to begin an immediate assessment of an alternative plan drawn up by the South Australian Railways Commissioner, Mr. Fitch, in regard to the proposal to standardize the line between Adelaide and the East-West line. Other announcements of a similar nature were made at that time.

A period of three months has elapsed since that television announcement. Two days ago, it was reported in the press that the Railways Commissioner had set out his reasons and arguments favouring his particular plan. First, has the Minister discussed the full implications of the Maunsell report with officers from Maunsell and Partners? Secondly, can the Minister tell me the present position of negotiations with the Commonwealth about this most important State project?

The Hon. A. F. KNEEBONE: No; I cannot answer the last question, but I am sure the South Australian Government is pressing the Commonwealth Government for an answer to its approach to it on this matter. However, so that I can make a reasonable statement to the honourable member, I will bring back an answer as soon as it is available.

#### ABATTOIRS BOARD

The Hon. L. R. HART: Has the Minister of Agriculture an answer to my recent question about killing charges at the Gepps Cross abattoirs?

The Hon. T. M. CASEY: I was advised by the Metropolitan and Export Abattoirs Board that it proposed to vary certain fees charged for its services. The board stated that these alterations had become necessary on account of increases in operating costs since the present scale of fees was last fixed in August, 1966. Undoubtedly, one of the ingredients in these higher operating costs is the application to employees at the Gepps Cross abattoirs of service pay in line with the scale of payments granted by the State Government to its weekly paid employees. The increases in fees, which I believe will apply to slaughtering, will be effected by an amendment to regulations made by the board under powers contained in the Metropolitan and Export Abattoirs Act. The amending regulation is subject to approval by His Excellency the Governor in Council, and I expect that it will be submitted for His Excellency's consideration at next week's Executive Council meeting. Consequently, I am not in a position to announce at this stage details of the proposed alterations in fees.

#### PERSONAL EXPLANATION: PASTORAL ACT AMENDMENT BILL

The Hon. A. F. KNEEBONE (Minister of Lands): I seek leave to make a personal explanation.

Leave granted.

The Hon. A. F. KNEEBONE: It is not often that I have to say something like this but, on page 1448 of *Hansard*, there is a slight mistake in the wording which makes a big difference to the Pastoral Act. I notice that in my second reading speech, referring to clause 5 of the Bill, *Hansard* has reported me as saying "water holes": it should have been "waterbores". The Hon. Mr. Story, when referring to this Bill in his second reading speech the other day, also referred to a "water hole", an expression I did not use in my second reading speech. It should be "waterbores", not "water holes".

#### APPROPRIATION BILL (No. 2)

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

The Hon. A. F. KNEEBONE (Minister of Lands): I move:

*That this Bill be now read a second time.* Before giving the second reading explanation, I refer to the presence in this Chamber of the Hon. Keith Russack. I welcome him to the Council and say that, because of his experience both in business and in local government, I am sure that he will acquit himself very well in this Council. I am looking forward to hearing his maiden speech which, I assume, will be made on the Bill that I am about to explain.

The total appropriation proposed in this Bill is \$288,376,974 which, together with expected payments of \$88,383,026 authorized by Special Acts, gives a total of \$376,760,000 for proposed payments in 1970-71. Receipts are estimated at \$371,864,000, and the formal Budget estimate is, accordingly, a deficit of \$4,896,000. However, it must be remembered that the Budget brings into account wages and salaries only at those rates authorized at the middle of August, and it is inevitable that there will be further increases in wage and salary awards. If the extent of these increases is about \$5,000,000, as seems possible, the compensating increase in the tax reimbursement grant would probably be less than \$2,400,000 and the deficit would be over \$2,500,000 greater than the formal estimate.

The Budget must be considered against the background of the discussions that have taken place between the Commonwealth Government and all the States in the past 12 months on the subject of a proper sharing of Australia's financial resources, and in the light of the decisions which have flowed from those discussions. Following the February Premiers'

Conference and several discussions at officer level, a further conference was held in Canberra in June last, at which the Prime Minister spelled out the Commonwealth Government's offer of assistance for State general budgetary purposes in 1970-71 and the four following years. I will deal first with the improvements that affect all States:

(1) For 1970-71 an amount of \$40,000,000 is to be added to the total grants that would have been calculated by using the old formula. The \$40,000,000 is to be shared among the States in the same proportions as their shares of the formula grants. This amount represents a net increase of \$25,500,000 but, unlike the special supplements of \$14,500,000 made available in 1969-70, and which it may be considered to replace, the \$40,000,000 will form part of the base grant to be escalated in future years.

(2) The old "betterment" factor of 1.2 per cent is to be increased to 1.8 per cent for future years.

(3) Until the actual take-over of debt can be arranged by the Commonwealth following amendment to the Financial Agreement, the Commonwealth is to make grants to meet the debt charges on \$200,000,000 of State debt in 1970-71 and an additional \$200,000,000 in each subsequent year. Its immediate effect will be to relieve State Revenue Budgets by about \$11,500,000 this year.

(4) An interest-free capital grant of \$200,000,000 will be made available in 1970-71 and will increase in future years in proportion to the increase in works and housing programmes determined by Loan Council. This is not expected to give any relief to State Revenue Budgets in this first year, but will have substantial and increasing effect in subsequent years.

In addition, special arrangements were offered for four States. For Queensland the special additions of \$2,000,000 to the base grant each year, as were made in the past five years, are to be continued and escalated. For New South Wales and Victoria a new arrangement has been introduced for additional grants equivalent to \$2 a head of population. For Western Australia an arrangement has been made to replace its previous special grant with an equivalent amount of Loan funds for capital purposes. The fifth State, Tasmania, was protected as a continuing claimant State receiving special grants recommended by the Commonwealth Grants Commission and, subsequently, the Commonwealth has agreed to transfer

\$10,000,000 of Tasmania's special grant to the general purpose grants arrangement.

Rather than a reasonable offer of additional assistance such as was made to other States, South Australia was told that, if it was not satisfied, it could go back to the Grants Commission. Believing that we had a genuine case for additional assistance, and that our need could be demonstrated and proven in the way the commission requires before it recommends special grants, the Government determined that an application should be made for an advance grant this year. In the nature of things one could not have expected the Commonwealth Grants Commission, in the first month or so, to make a recommendation for an advance grant on other than a very conservative basis. It has recommended \$5,000,000 as an advance grant pending the time when it can examine in detail the actual financial experience of South Australia in 1970-71, as compared with the experiences of the larger and better-off States.

The Government and Parliament must recognize that if recommendations are to be secured from the Commonwealth Grants Commission to give the State sufficient funds to provide social and other services up to the standards found practicable in the larger States, then we must be prepared to arrange our own effort in taxes, charges, and administrative efficiency so as to be overall at least equal to the effort in those larger States. Recognizing that the larger States latterly have been running into deficit, it follows that, if we should wish to avoid deficits entirely, or to contain them within narrower limits than the larger States, then our effort must be rather better than theirs if we aim to give equivalent social service and other standards.

There is no suggestion from the commission, nor does it follow from the commission's present procedures, that a claimant State should in all particulars make equal effort with the larger States in all taxes, charges, and administration. Differences are recognized as inevitable and wholly proper, but of course financial assistance could not be expected by a claimant State to make good deficiencies arising from an overall lower effort. There are accordingly several features of this State's present effort to which the Government must give early attention. Our yield of succession duties is, for a variety of reasons, much lower than the yield of estate duties in the larger States. Our yield from the various taxes on gambling is also below that in other States. The impact

of railway finances upon the Budget is rather heavier in South Australia than elsewhere. These are three important differences and, of course, there are various other differences.

In this current year, whilst our standards of services are catching up with those in other States but still remain below those standards, we believe this State has reasonable prospects of receiving a final grant sufficient to cover its revenue deficit without making a revenue effort fully comparable with those made by the larger States. However, for the future, whilst we will be considerably better off as a claimant State than we would be without a special grant, we must be prepared to make fully comparable efforts in revenue if we wish to enjoy adequate and comparable services.

#### THE YEAR 1969-70

A deficit of \$2,240,000 was forecast in the Revenue Budget presented to Parliament last year, with payments expected to amount to \$328,261,000 and receipts from all sources estimated at \$326,021,000. These figures included provision for salaries and wages in accordance with rates then applicable and an estimate of Commonwealth grants that might reasonably have been expected in the absence of further awards. However, as was pointed out at the time, it was inevitable that the Government would be faced with new salary and wage awards. From past experience it seemed likely that additional expenditure commitments of as much as \$5,000,000 would have to be met and, although the expected resulting increase in the taxation reimbursement grant of perhaps \$1,800,000 would partially offset these extra expenditures, the net effect would still be an increase in the deficit of \$3,200,000. The realistic forecast was therefore a deficit of almost \$5,500,000 unless the Commonwealth Government could be convinced of the needs of the States for additional revenues.

In fact, the adverse effect of new salary and wage awards was far greater than had been anticipated, the eventual impact on the Revenue Budget being about \$8,000,000. The two major increases were a new award for teachers and the increase of 3 per cent of total wages granted by the Commonwealth Arbitration Commission in the national wage case. Other determinations raised the rates of pay for the Police Force, for engineers, for nurses and for clerical officers. Due to the very heavy impact of the extra wage and salary costs the total of actual payments, \$335,578,000, was \$7,317,000 in excess of the original estimate. Expenditure on all other items in the Budget,

some above and some below estimate, was therefore net about \$700,000 less than had been anticipated.

The total of actual receipts, \$338,498,000, was \$12,477,000 greater than estimated. This very large excess was due principally to three factors: first, an increase in Commonwealth grants much greater than had been anticipated; secondly, the surprisingly heavy shipment of grain from South Australian ports; and, thirdly, increased economic activity throughout Australia, which was reflected in local business and employment and brought an increase in a wide range of revenues. In addition to this, there were two items of which no account at all was taken in the original Budget. The group laundry had accumulated a surplus in its working account by steadily increasing the efficiency of its operations and the previous Government decided that \$350,000 of this should be repaid to Revenue. Furthermore, after the previous Government had disposed of its interest in Cellulose Australia Limited and had made the appropriate repayment to Loan Account, there remained a surplus of \$176,000, which was transferred to Revenue. The net effect of all the factors I have mentioned in broad terms was to give a surplus of \$2,920,000.

#### ESTIMATES FOR 1970-71

##### RECEIPTS

It is estimated that in 1970-71 receipts on Revenue Account will increase to \$371,864,000, which would be \$33,366,000 above the amount received in 1969-70. Classified into major categories the estimates are as follows:

	\$
Taxation . . . . .	61,663,000
Public Works and Services—	
Charges, recoveries and fees	159,133,000
Territorial . . . . .	3,365,000
Commonwealth Grants . . . . .	147,703,000
	<hr/>
	371,864,000

**Taxation**—The estimate of \$61,663,000 for State taxation is \$5,210,000 in excess of last year's receipts. Land tax at an estimated figure of \$7,540,000 is \$55,000 below the amount collected last year. Within a quinquennial assessment period the receipts from land tax may vary as land holdings are subdivided or aggregated, as the extent of exempt land may change, and as changes occur in the volume of tax deferred. Recent experience has been for a small decline from a combination of these factors. An estimate of \$15,350,000 has been included for receipts from motor vehicle taxation. The rate of growth in revenue from this source has been

consistent in each of the last two years, and at this stage it seems reasonable to expect much the same sort of increase in 1970-71.

The estimate of \$21,150,000 for stamp duty payable on various documents is \$2,538,000 in excess of the amount brought to revenue during the previous 12 months. For 1970-71, it has been assumed that revenue from duty on documents other than receipts will increase by about 4 per cent to \$14,100,000. The estimated revenue from receipts duty is \$7,200,000 which, taken together with duty on other documents, gives a total for gross receipts from stamp duty of \$21,300,000. However, something approaching \$400,000 now held by the Government is subject to refund in respect of certain transactions before November 18, 1969. As there is at present only \$234,000 available in a suspense account to meet these refunds, \$150,000 has been deducted from the anticipated gross receipts for 1970-71 to cover the balance. This leaves a total of \$21,150,000 available to credit to Revenue Account.

The Government proposes to review the stamp duties charged in respect of insurance business, in particular for life insurance, workmen's compensation and personal accident cover. This should yield about \$900,000 additional revenues this year and, together with increased business, should take total receipts to about \$3,050,000. Apart from any increase arising from an amendment to the Act, we can reasonably anticipate succession duty well in excess of what was received last year, and on this basis a figure of \$8,700,000, which represents an increase of \$388,000, has been set down. In addition, it is expected that the proposed amendment to the Act will produce revenues of perhaps \$150,000 over the last month or two of the financial year, making \$8,850,000 in all. When gift duty was first introduced two years ago, the estimate for a full year was about \$600,000. Upon review of the rather limited information available from a part year's operation, this was subsequently abated to \$550,000, but now that there is somewhat broader experience to draw on it appears as if the first estimate was not far from the mark. The State may expect to receive about \$625,000 this year.

The effect of increasing liquor turnover in the last couple of years has been such as to add about 7 per cent a year to receipts from liquor tax. A continuation of this trend would yield approximately \$3,300,000 from this source in 1970-71, an increase of \$210,000. The actual receipts of the Betting Control Board from

betting taxation in 1969-70 contained a non-recurring item of \$37,000 for winning bets tax from race meetings held in June, 1969, and in the absence of any increase in the volume of betting with bookmakers it would therefore be reasonable to expect that receipts this year would fall by some \$37,000. While last year's growth in bookmakers' turnover is unlikely to be repeated, it seems reasonable to look for an increase of about 2 per cent. The revenue yielded by the anticipated higher turnover would be \$505,000.

An increase of \$8,919,000 to \$159,133,000 is expected from public works and services in 1970-71. Receipts from the operation of the State's Marine and Harbours Department this year are estimated to be about \$156,000 more than in 1969-70, but once again the final outcome will depend largely on the shipment of grain from South Australian ports, which in turn is dependent upon oversea market prospects. There are still large quantities of grain in storage, and for this reason it is not expected that wharfage or revenue from the bulk handling installations will fall away to any large extent. The Government proposes to increase the rates charged for use of harbour facilities, and this may bring in an additional \$300,000 or so later in the year. Having regard to these factors, an estimate of \$7,400,000 for harbour revenues has been made.

Much the same considerations must be taken into account when estimating probable receipts from the railway undertaking. Here again it is unlikely that the carriage of grain will be as heavy as last year, but as there are still large quantities in storage there is no reason to anticipate any large drop in revenue from grain traffic. It is anticipated that receipts will reach about \$34,000,000 in 1970-71.

The estimate for receipts from water and sewer rates and excess water charges is \$30,500,000, an increase of \$3,715,000 over actual receipts last year. This increase can be conveniently broken down into three components. The first of these is a reduction in outstanding accounts, the second is the normal annual increase, and the third is the effect of the new assessments which were carried out last year. The major increases in recoveries of debt services will be from the large semi-governmental authorities. In total the recoveries of interest and sinking fund are estimated to increase by \$1,656,000 to \$30,040,000.

An increase of \$3,540,000 is anticipated in miscellaneous departmental fees and charges, which would bring the total receipts from these activities to \$38,952,000. Large increases

expected are \$1,888,000 for the Education Department and \$562,000 for the Hospitals Department. Most of the additional funds available from education activities will be from greater Commonwealth contributions to match the increasing State provisions for tertiary education, and greater Commonwealth unmatched grants towards equipment for science laboratories and other specified purposes. Increased revenues from patients' fees and Commonwealth benefits are the main factors influencing the receipts of the Hospitals Department.

Totalizator Agency Board turnover is expected to rise from \$25,500,000 to about \$31,000,000 in the current year, thereby lifting its contribution to the Hospitals Fund to about \$1,680,000, while a reduction from 1 per cent to  $\frac{1}{2}$  per cent in the proportion of turnover which the board is permitted, after September 1, 1970, to retain to cover establishment expenses should yield a further \$190,000. Surpluses from the conduct of State lotteries should provide some \$2,000,000, and stamp duty on third party policies about \$990,000. The total receipts of the order of \$4,850,000, together with \$300,000 of the balance in hand, will be allocated as follows: \$2,600,000 to cover increased maintenance grants to non-government hospitals, and \$2,550,000 to Revenue Account towards meeting the costs of Government hospitals.

Territorial receipts are expected to increase by \$337,000 to a total of \$3,365,000. A marked increase is expected from royalties on minerals, for which the estimate of \$2,000,000 exceeds last year's actual receipts by \$443,000. With regard to Commonwealth grants, in its Budget introduced into the House of Representatives on August 18 last, the Commonwealth Government forecast provisions for a taxation reimbursement grant to South Australia of \$142,200,000. If the grant is recalculated on the criterion that wages and salaries remain at their present levels, the figure so obtained is \$139,800,000 and, while there is every possibility that this amount will be exceeded, it has been adopted in order to ensure that the estimates of receipts and payments are calculated on the same basis. Whatever grant is received over and above this figure as a result of salary and wage increases will be quite inadequate to cover the cost to the State Budget of the increases themselves. A special grant of \$5,000,000 is anticipated from the Commonwealth as a result of South Australia's recent submission to the Grants Commission, and a grant of \$1,496,000 will also be

received pursuant to the Commonwealth's decision eventually to take over part of the State debt.

#### PAYMENTS

Special Acts—For appropriation included in special legislation, proposed payments this year are estimated to total \$88,383,000, an increase of \$6,666,000 above similar payments last year. As in recent years, the increase in debt services will be one of the major impacts on the Revenue Budget. Interest on the public debt at \$63,133,000 is expected to be \$5,016,000 above actual payments made in 1969-70, while Sinking Fund payments at \$11,901,000 are estimated to show an increase of \$1,104,000.

The amount to be appropriated by this Bill, \$288,376,974, is the difference between total estimated expenditure for the year and payments already authorized by Special Acts. Clause 3 sets out the details of the requirements of each department. I shall now give honourable members a brief outline of the larger and more interesting appropriations sought to continue and expand these activities during 1970-71.

Social Services—The Government's desire and plan is to increase the extent and standard of our social services so that they may more nearly approach the levels provided by the larger States of New South Wales and Victoria. The increased provisions I shall now explain go some way, though not as far as we would like, towards achieving that plan.

Education Department—For the Education Department, the proposed allocation for the staffing and running of schools, teachers colleges and associated services in 1970-71 is \$74,697,000. This is made up of \$73,550,000 to be financed out of State funds and \$1,147,000 to be recovered from Commonwealth grants towards equipment for technical colleges, science laboratories and teachers colleges, and books and equipment for secondary school libraries. The provision of an extra \$2 a year in the book allowance for students in secondary schools will cost about \$170,000, taking the total cost this financial year to about \$1,770,000.

From the beginning of 1971, the allowance will be \$18 in the first, second and third years, \$26 in the fourth year, and \$28 in the fifth year. The introduction of a system of annual grants to schools to assist with maintenance of school grounds, which in the past has been the sole responsibility of school councils and committees, is estimated to cost \$85,000. The increased provision for salaries and wages is, of course, the major factor in the very large increase proposed for the Education Depart-

ment. It is designed to permit the appointment of additional teachers, lecturers, administration and ancillary staff, to enrol additional teachers college students for 1971, and to allow the implementation of minimum three-year courses of training.

Independent Schools—At the beginning of the 1969 school year a scheme of assistance for independent schools was introduced. We now propose that an additional amount of \$250,000 be made available in 1971 to assist independent primary schools, and we have appointed a committee of people well informed in the matter of education generally and of the problems of independent schools in particular to investigate the needs of schools and to recommend how the further grants should be distributed.

Hospitals Department—Hospitals Department expenditure is expected to increase by 22½ per cent in 1970-71 to a total of \$34,313,000. One of the major problems faced by the hospitals administration is that of making the most effective use of qualified nursing personnel while, at the same time, maintaining the highest possible standards of nurse training. The extension of formal training required for acceptance as a registered nurse, together with the adoption of the concept of lectures and tutorials during working hours, has resulted in each nurse spending less time in the ward. In order to minimize the effects of this, the Government is giving high priority to the development of training schools to provide 12-month courses for girls who do not wish to undergo the full three years' instruction necessary for qualification as a registered nurse. These enrolled nurses, as they are called, can then be used to supplement the numbers of student nurses in the wards. Furthermore, in order to make the fullest possible use of the time nurses spend in the wards, the Government has approved the employment at the Royal Adelaide Hospital of ward assistants, who will be responsible for the clerical aspects of the admission, transfer and discharge of patients which are at present carried out by nursing staff. It is proposed that this service be extended to other hospitals as availability of finance permits.

Other Medical and Health Services—The increased emphasis on hospital and health services provided directly by the Government is being accompanied this year by greatly increased support of subsidized hospitals and health services run by community groups. This year's proposal is to make payments of \$2,600,000 from the Hospitals Fund and

\$6,763,000 from Revenue Account under the vote for "Chief Secretary—Miscellaneous". The total of \$9,363,000 is an increase of \$1,563,000, or 20 per cent, above comparable payments last year.

**Law and Order**—An increase of 14 per cent, or \$1,503,000, in expenditure by the Police Department is planned for this year. Approximately 150 cadets will complete the three-year training course this financial year and transfer to the force as probationary constables. Provision has been included in the Bill for the recruitment of additional trainees up to the establishment of 450. The allocation of \$2,198,000 for the Prisons Department is \$166,000 more than was spent last year, and will enable the department to proceed with the planned replacement of obsolete machinery and equipment. Several prison industries now supply goods and services to Government departments while at the same time providing inmates with valuable training in modern production techniques.

**Welfare Services**—For the new Department of Social Welfare and Aboriginal Affairs the proposed allocation is \$5,947,000, an increase of \$545,000, or 10 per cent. Included in that total are funds for the continuation of the internal training course for welfare and probation officers and to commence implementation of the recommendations put forward by the Social Welfare Advisory Council for the treatment of juvenile offenders. The Commonwealth's third allocation of grants for Aboriginal welfare is expected to provide \$660,000, compared with \$535,000 last year, and these funds along with the State allocation will be used to improve the conditions of employment, housing, education and health of the Aboriginal people.

**Public undertakings**—A figure of \$15,345,000 has been estimated for expenditure by the Engineering and Water Supply Department. This provision includes an amount of \$630,000 for South Australia's share of the estimated cost of maintenance incurred by the River Murray Commission, which is more than double the actual expenditure last year. Metropolitan reservoir holdings are presently above the level reached during last spring. However, because of the low autumn and early winter intakes, pumping through the Mannum-Adelaide main was greater during the three months to the end of August than for the corresponding period of last year and, accordingly, a rather higher appropriation of \$750,000 has been included for such water pumping. The allocation of \$4,163,000 to the Department of Marine and

Harbors is \$521,000 above actual expenditure last year. A larger maintenance programme is planned this year and it is expected that a greater proportion of the department's activity will be charged to Revenue. An increase of \$2,265,000 in the provision for the Railways Department is proposed this year. Of that total, \$1,500,000 is required for service pay and over-award payments and a further \$600,000 is required for the carry-over effect of awards brought down last year. The balance of \$165,000, available to finance increases in other activities and costs, will be supplemented by drawing on the amount of \$555,000 set aside last year in a special account to finance a strengthened programme of maintenance and rehabilitation. The Government has decided that Municipal Tramways Trust employees should also receive the benefit of the recent over-award and service pay increases which were granted to departmental employees, and this decision, together with the new Commonwealth award for bus and tram drivers and conductors, has made it necessary to reintroduce the grant to the trust. A provision for a grant of \$450,000 to cover the prospective annual loss has been made under the vote for "Treasurer-Miscellaneous" for this purpose.

**Other Departments: Highways Department**—For the Highways Department the provision this year in the Bill now before you for administrative and head office expenditure is \$5,358,000, an increase of \$657,000 above payments made last year. However, to understand the programme of finance for road works, it is necessary to consider the whole picture of the roads special funds rather than the limited area of head office and administrative expenditure. For 1970-71, it is estimated that State funds, including a further advance of \$1,000,000 from Loan Account, will amount to \$18,250,000, Commonwealth funds to \$23,500,000, and repayments by councils to \$850,000—a total of \$42,600,000. The programme for road purposes approved by the Government, excluding any special work that may be required for the proposed Kangaroo Island ferry project, totals \$41,323,000. Overall it seems probable that the opening balance of funds of \$1,688,000 will be maintained at June 30 next and possibly increased a little.

I turn now to the clauses of the Bill. They serve the same purpose and are in the same basic form as in previous Appropriation Bills, but there are two variations in the wording of clauses 2 and 3, which I shall explain. The first variation is in the method of referring to



the Supply Acts that have been passed by Parliament to enable the Public Service of the State to function until the Appropriation Act becomes law. Previously, clause 2 referred to the issue of a specific sum of money, being the difference between the full appropriation required for the year (other than by Special Acts) and the amounts already authorized to be issued by the Supply Acts in respect of that year. Then in clause 3 (1) the previous practice was to refer to that specific sum and to the specific sums set out in the named Supply Acts, and thereupon to authorize the appropriation of the total sum so issued. The Bill now before you achieves the same purpose but it concentrates on the main point, namely, the total of appropriation required. It refers to the Supply Acts and to the lump sums issued in general terms only and not specifically as in the past.

The main advantage of the new form is that amendment of the Bill would otherwise be required should it still be under consideration at a time when a third Supply Bill might be found necessary. The appropriation by departments is of course set out in detail entirely as in the past. It has been customary for clause 3 (2) to provide that, if increases of salaries or wages become payable pursuant to any determination made by a properly constituted authority, the Governor may appropriate the necessary funds by Warrant and the amount available in the Governor's Appropriation Fund is increased accordingly. Hitherto it has not been the practice to appropriate the additional pay-roll tax which arises therefrom, although the payment of that tax is quite unavoidable. Following a reorganization of the form of the Estimates to include pay-roll tax within the category of salaries and wages and related payments, it is convenient this year to arrange that the additional appropriation to cover the cost of wage awards be extended to cover also the cost of pay-roll tax arising directly therefrom. This is the second variation in the wording of the Bill.

Clause 3 (3) provides that, if the cost of electricity for pumping water through the Mannum-Adelaide main, the Morgan-Whyalla main, and the Swan Reach to Stockwell main should be greater than the amounts set down in the Estimates, the Governor may appropriate the funds for the additional expenditure, and the amount available in the Governor's Appropriation Fund shall be increased by the amount of such additional expenditure. Following the recent rains and further run-off since early

September, it is most unlikely that the special provision will be required this year.

Clause 4 authorizes the Treasurer to pay moneys from time to time up to the amounts set down in monthly orders 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 authorizes 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 authorized by clause 3 of the Bill. Clause 6 gives authority to make payments in respect of a period prior to July 1, 1970. Clause 7 authorizes the expenditure of \$5,150,000 from the Hospitals Fund during 1970-71 and of \$1,700,000 in the early months of 1971-72, pending the passing of the Appropriation Bill for that year. Clause 8 provides that amounts appropriated by this Bill are in addition to other amounts properly authorized. I commend the Bill for the consideration of honourable members.

The Hon. R. C. DeGARIS secured the adjournment of the debate.

#### KINGSWOOD RECREATION GROUND (VESTING) BILL

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

#### DISTINGUISHED VISITORS

The PRESIDENT: I notice in the gallery distinguished visitors from Commonwealth Parliaments who are visiting Australia for the Sixteenth Conference of the Commonwealth Parliamentary Association. I ask the Minister of Lands and the Hon. Mr. DeGaris to escort the leader of the delegation, Senator Smith, to a seat on the floor of the Chamber.

Senator Smith was escorted by the Minister of Lands and the Hon. Mr. DeGaris to a seat on the floor of the Chamber.

#### PASTORAL ACT AMENDMENT BILL

Adjourned debate on second reading.

(Continued from September 23. Page 1575.)

The Hon. R. A. GEDDES (Northern): I rise to speak briefly to the amendments to the Pastoral Act. The Bill contains three principal amendments. The first one deals with the Pastoral Board. When the board was first set up in 1936 it was necessary to provide for its succession but, as there is no need for succession to be established (as it is already covered in the Act), clause 2 of the Bill repeals the relevant section. The second

amendment, concerning the appointment of an additional member of the board, is already provided for in the Act and is also covered in the Public Service Act; therefore, this provision is redundant.

The third amendment concerns the point that the board is enabled to fix boundaries on existing fence lines. In some cases, the fence line is not in accordance with the plan of the title of the land in the Lands Titles Office. The fourth amendment deals with the way in which mining operations affect the pastoral industry. It is worth pointing out to the Government that the implementation of the Bill will be of no value at all until complementary amendments to the Mining Act, as well as to the Mines and Works Inspection Act, have been made.

As I have explained, clauses 2, 3 and 4 are machinery clauses of little moment. I deal, first, with the fact that under present-day mining operations, with the use of bulldozers and other big mechanical equipment, much difficulty is often experienced by the lessees of pastoral holdings. Pastoral holdings in South Australia, in those lands outside hundreds, comprise about 50 per cent of the State's land mass and are under the control of the Pastoral Board. The board has very wide powers in administering, caring for and looking to the needs of, on one hand, the lessee of the land, and, on the other hand (and possibly the more important), the land itself.

South Australia, with its extremely low rainfall in the northern parts of the State, must of necessity watch carefully the stocking rate to see that in times of drought the land will not be eaten out by sheep or cattle, so that the livelihood, not only of the lessee but of people in the future, will be maintained. The board was established in 1936 because of the necessity for some form of control so that those pastoralists who may have wanted to make a quick dollar were not allowed to make it any more quickly than if they had been careful with their use of their land.

Now there is a problem resulting from increasing interest in minerals, especially copper, zinc and uranium. Problems arise from bulldozers digging for ore near water points where cattle, sheep and horses must come to drink. New section 132 (2) (a) provides that mining operations shall not be carried out upon land comprised in a lease and situated within 440yds. of any well, waterbore, reservoir, dam, water tank, or aeroplane landing strip, or any dwellinghouse, factory, or

building of the value of \$200 or more without the approval in writing of the Minister. There are several anomalies in this amendment. I suggest that, instead of saying "without the approval in writing of the Minister", the new subsection should say "without the approval in writing of the Minister in consultation with the owner or lessee". Surely the owner or lessee should be allowed to express his opinion. Another anomaly is the figure of \$200 in connection with the value of a building.

The Hon. D. H. L. Banfield: You would not get much for \$200 now.

The Hon. R. A. GEDDES: It would not be much of a building, in view of the expense of transporting it to the North of this State. A person with a mining lease could erect a building worth \$200 in order to stop someone else from stepping in. So, we must ensure that the building itself is the property of the lessee or the owner of the land. With the advent of the metric system in Australia it will be difficult to measure out the distance of 440yds. in metres. My valued arithmetician tells me that 440yds. is equivalent to 402.3 metres. There will be fun and games when we have to amend Acts of Parliament in order to convert measurements to the metric system, and there will be difficulties for miners and lessees in the North of the State as well.

New section 132 (2) (b) provides that no mining operation shall be carried out upon land comprised in a lease and situated within 25yds. of any fence. This provision was inserted because in the past some miners followed a lode regardless of what was in front of them: they just went straight through fences. As a result, difficulties arose for the lessee who had erected fences to control the movements of his stock. In the Far North it has been necessary for many years to fence holdings so that stock can be kept near watering points; if an area of land is eaten out, the stock can be moved to another area. Of course, it is common in South Australia for boundary fences to be provided. If a miner goes through boundary fences, and a neighbour's stock get into the wrong property, embarrassment and ill-will between the neighbouring owners are created.

The amendments to the principal Act provided in this Bill have been brought about through agitation by the Stockowners Association, an organization whose membership consists of the great majority of South Australian pastoralists. They meet quarterly and

bring their problems to the association's executive, which in turn meets the Minister in deputation and seeks alterations to legislation. Some honourable members have received a letter from the association asking for the amendments provided in this Bill. The Hon. Mr. Whyte said yesterday that it was possible, where a miner was working 440yds. from a watering point, for him to mine in a circle around the watering point. This has already happened, and it is one of the reasons why this Bill has been introduced. We must ensure that mining operations go only so far in a circle around a watering point.

The penalty for breaches of these provisions is \$500. Let us hope that this deterrent is effective, bearing in mind the vastness of the State and the great difficulty in catching up with people who have broken fences, fouled

water, or created other difficulties for lessees. Clause 6 deals with another interesting aspect of South Australia's early colonial days. In those days boundary fences were erected in good faith but they did not always follow the true survey line because of geographical difficulties. Perhaps because of a steep hill or a stony outcrop, the fence went down a valley of soft soil. Consequently, an area was given to one lessee or the other. With modern aids to survey work, it is now possible to define where the true boundary should be. I seek leave to conclude my remarks.

Leave granted; debate adjourned.

#### ADJOURNMENT

At 3.25 p.m. the Council adjourned until Tuesday, October 13, at 2.15 p.m.