

LEGISLATIVE COUNCIL

Thursday, September 20, 1973

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

ASSENT TO BILLS

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

Agent-General Act Amendment,
Constitution Act Amendment,
Electricity Trust of South Australia Act Amendment,
Gift Duty Act Amendment,
Housing Agreement,
Parliamentary Superannuation Act Amendment,
Pay-roll Tax Act Amendment,
State Lotteries Act Amendment,
Statutes Amendment (Public Salaries),
Superannuation Act Amendment,
Supply (No. 2).

QUESTIONS

CONSUMER TRANSACTIONS REGULATIONS

The Hon. R. C. DeGARIS: I seek leave to make an explanation slightly longer than usual prior to asking a question of the Chief Secretary.

Leave granted.

The Hon. R. C. DeGARIS: Recently I wrote a letter to the Chairman of the Joint Committee on Subordinate Legislation (Mr. T. M. McRae, M.P.) in which I referred to the regulations under the Consumer Transactions Act. I should like to quote the letter, which read as follows:

The regulations prescribe the size of type face and print in documents for use in consumer transactions. Section 48 of the Consumer Transactions Act says that any provision in a consumer credit contract or consumer mortgage that is printed in type the dimensions of which do not comply with the regulations shall not be enforceable against the consumer. This provision is qualified by subsection (3) which provides that in relation to consumer mortgages and consumer credit contracts the principal may still be recovered. On the other hand, some leases will apparently be totally unenforceable. Section 48 seems to apply to consumer credit contracts, that is, mortgages of land, bills of sale, unsecured loans, etc., only where the lender is a credit provider (a person carrying on business of providing credit including institutions such as banks and insurance companies which are exempt from licensing under the Consumer Credit Act).

On the other hand, section 48 will apply to all consumer contracts (agreements for sale and purchase of goods, whether on terms or for cash and agreements for the lease of goods irrespective of whether or not one of the parties is a credit provider or supplier) but under section 48 if these contracts are not prepared in a form complying with the 22nd schedule to the regulations, they will be totally unenforceable. Xerox copying machines are used extensively for the production of documents. A document is in the first instance produced on an electric typewriter using a type face which is known as "pica type". A typed master is then duplicated on a Xerox machine and the Xerox copies obtained, then collated and made up into the original and duplicate document. Properly prepared, an original Xerox copy can be as good as, or better than, the master from which it came, and each additional copy is of the same quality.

The typewriters used in most offices produce a type which has 10 characters to the inch and is therefore substantially within the limit permitted in paragraph 1 of the schedule. It seems therefore that a document which is produced on most typewriters in use will, if signed by a consumer, comply with the regulations. However, it seems that a Xerox copy is not to be regarded as "printing printed by a typewriter" within the meaning of the first paragraph of the schedule. In this case, paragraph 3 of the schedule applies. As it is printing not falling within

paragraph 1, the schedule requires that it be in "type the dimensions of the face measurement of which are not less than the dimensions of the type face known as 11 point times". Paragraph 4 (b) provides that any printing produced by a duplicating process is required to comply with paragraph 3, notwithstanding that the original from which it was produced was printed by a typewriter.

This regulation will apply to Xerox copies and it will also apply equally to documents which are duplicated by an offset process, the masters of which are produced on ordinary typewriters. There is a possibility that a Xerox copy or offset printed copy may still look to all intents and purposes as though typed and may have 10 characters to the inch but will not comply with the regulations simply because the dimensions of the type are not in all respects equal to, or greater than, the type face known as 11 point times. In order to comply with paragraph 3 of the regulations, a sample of upper and lower case print in 11 point times must be taken and compared letter by letter with the typewriter face actually used. As there are many different type faces in use it is possible that in many circumstances the letters used will not have dimensions equal to, or greater than, 11 point times, although the type face actually used substantially corresponds with or is generally larger than 11 point times.

I realize that this may be unduly technical but I point out that the legislation is also technical. Its requirements are mandatory and neither a court nor the Credit Tribunal is empowered under the legislation to dispense with compliance or to declare that in any particular case the document substantially complies. I also draw your attention to the very serious sanctions imposed by the legislation. The real risk lies in the fact that documents might be held to be unenforceable either in whole or in part merely because of some technical non-compliance. It may well be that the Credit Transactions Act and the Consumer Credit Act should contain a comprehensive provision enabling the Credit Tribunal or a court to declare that a document before it is valid and enforceable despite non-compliance with the legislation in some minor respect.

The Chairman of the committee replied to my letter as follows:

With reference to your letter of September 12, 1973, I have to inform you that the committee has considered the consumer credit regulations, 1973, and the consumer transactions regulations, 1973, and has resolved to take no action for disallowance. It is respectfully suggested that your comments could be drawn to the attention of the honourable the Attorney-General or referred to the Registrar of the appropriate tribunal.

The regulations referred to in my letter to the Chairman of the Joint Committee on Subordinate Legislation were laid on the table of this Council 13 days ago. However, I do not wish to place on the Notice Paper a motion for disallowance, because the problem to which I have drawn attention, if it does exist, would be better corrected by amending the Act. I therefore ask the Chief Secretary whether he will ensure that this matter is drawn to the attention of the Attorney-General, as suggested in the letter sent to me by the Chairman of the committee.

The Hon. A. F. KNEEBONE: I will do so.

BREATH TESTS

The Hon. M. B. CAMERON: I seek leave to make a short statement prior to asking a question of the Chief Secretary, representing the Attorney-General.

Leave granted.

The Hon. M. B. CAMERON: This morning's *Advertiser* contains a report about breath tests in Tasmania, part of which is as follows:

A Legislative Council Select Committee has recommended that use of the breathalyser in Tasmania should end. It says that compulsory blood tests should be the only method of testing the blood alcohol content of drivers.

The report later continues:

. . . records of comparative blood and breathalyser readings produced to the committee indicated that there

was a notable disparity between the readings shown by the two methods.

Will the Chief Secretary ascertain from his colleague whether any comparative studies have been made in South Australia between the two systems and whether there is any method of determining that such a disparity between the two systems does not exist in South Australia and that breathalyser tests are not subject to error?

The Hon. A. F. KNEEBONE: I will refer the honourable member's question to my colleague and bring down a reply as soon as possible.

ANGLE VALE SCHOOL MEETING

The Hon. M. B. DAWKINS: Has the Minister of Agriculture received from the Minister of Education a reply to the question I asked on August 29 regarding the use of school buildings for the holding of political or semi-political meetings?

The Hon. T. M. CASEY: My colleague reports that the responsibility for granting the use of school facilities outside of school hours is now vested in the head of a school, in consultation and agreement with the school council. The use of school buildings and school grounds may be granted to organizations for educational, religious, sporting and allied purposes provided that they shall not be used for entertainments conducted for private profit unless there is no other suitable accommodation in the district. The Director-General of Education from time to time determines the scale of rates to be charged for the hire of school buildings or school grounds by outside organizations and may, on the application of the Head of the school or the outside organization, vary or waive the charges where a school is used for purely educational or public purposes, or other purposes approved by him. It is possible that a small loss of revenue may be suffered by local district halls if schools are used, but normally schools are not suitable venues for political meetings, and few requests are received for their use by political organizations. Fundamentally, however, the use of school facilities outside of school hours is a community service and is not seen as a method of raising money.

EFFLUENT DISPOSAL

The Hon. C. M. HILL: Has the Minister of Health a reply to the question I asked on August 23 regarding the reported effluent disposal problem at Christies Beach High School?

The Hon. D. H. L. BANFIELD: An investigation by Public Buildings Department officers took place early in the morning of August 23. The blockage was in a goose neck in the floor of the girls' toilet and was caused by a small piece of concrete and an accumulation of hair from the hand basins. The blockage caused water to rise in the overflow basin of the drinking fountain outside the toilet. This overflow was water only and not effluent from a sewage treatment plant or septic tank. It is not possible for effluent to get to the fountain area. The incident would not have represented any health hazard.

PORT AUGUSTA HOSPITAL

The Hon. A. M. WHYTE: I seek leave to make a short statement prior to asking a question of the Minister of Health.

Leave granted.

The Hon. A. M. WHYTE: Prior to the completion of the new hospital complex at Port Augusta, pensioners in that area hoped they would be able to receive dental and optical attention at the new hospital, but that has not occurred, and the pensioners there are still required to

travel to Whyalla or Adelaide for this attention. Many of them find this an arduous journey, as the train to Whyalla does not return on the same day, and the trip to Adelaide for some pensioners is quite tiring. Will such services be available to pensioners in Port Augusta now that the wonderful hospital there is completed?

The Hon. D. H. L. BANFIELD: I have sympathy for the pensioners at Port Augusta so I will take up the matter raised by the honourable member to see whether some facilities can be made available.

UTILITIES CO-ORDINATION COMMITTEE

The Hon. C. M. HILL: I seek leave to make a short statement before directing a question to the Minister of Agriculture, representing the Minister of Works.

Leave granted.

The Hon. C. M. HILL: I realize that my questions concern other Ministers and departments as well, but I think the Minister of Works is the Minister to whom, in the first instance, they should be directed. I refer to the committee known as the Public Utilities Advisory Co-ordination Committee which, as honourable members know, is a committee comprising representatives of various departments and local government. The object of that committee, as I understand it, is to endeavour to minimize the damage done to new roads and newly repaired roads by excavations and trenches being made soon after the new work has been completed. It has always been hoped that, by co-ordination between the departments and local government and by satisfactory forward planning, this problem can be kept to a minimum. From time to time, the public criticizes severely this damage when it occurs. In the press in the last day or two honourable members will have noticed that a gentleman has resigned from that committee, and he raises the same general matter of the difficulties that have been confronting it. Is the committee working efficiently, in the opinion of the Minister, and, if not, what steps can he propose to achieve an improved performance by the committee?

The Hon. T. M. CASEY: I will take up the matter with my colleague and bring down a reply as soon as possible.

MOUNT BOOTHBY NATIONAL PARK

The Hon. R. C. DeGARIS: I seek leave to make a short explanation prior to directing a question to the Minister representing the Minister of Environment and Conservation.

Leave granted.

The Hon. R. C. DeGARIS: Recently, there was a letter in the *Advertiser* drawing attention to the fact that in the Mount Boothby national park, near Culburra, considerable clearing is taking place. The person who wrote the letter drew attention to the fact that that is an area where native orchids grow profusely. Will the Minister obtain from his colleague information on why this clearing is being undertaken?

The Hon. D. H. L. BANFIELD: I shall be happy to convey the Leader's question to my colleague and bring down a reply as soon as possible.

GEPPS CROSS ABATTOIR

The Hon. R. A. GEDDES: Has the Minister of Agriculture a reply to my question of September 12 about abattoir employees?

The Hon. T. M. CASEY: The South Australian Meat Corporation has furnished the following details of the numbers of employes at the Gepps Cross abattoir:

| | Number of A.M.I.E.U. employees | Number of salaried employees |
|---------------------|--------------------------------------|------------------------------------|
| June 30, 1971 | 1 220 | 179 |
| June 30, 1972 | 1 409 | 182 |
| June 30, 1973 | 1 433 | 197 |

DAMAGE TO SCHOOLS

The Hon. M. B. CAMERON: I seek leave to make a short statement before asking a question of the Minister of Agriculture, representing the Minister of Education.

Leave granted.

The Hon. M. B. CAMERON: At a meeting held yesterday of the South Australian Association of State School Organizations, concern was expressed at the damage occurring to South Australian schools. It was claimed that one school had suffered six breakings and three fires in the past 18 months and that severe damage had been caused in some of the incidents. Other schools have been severely damaged. The association has asked the Education Department to provide burglar alarms and other devices to ensure the safety of schools. I am sure that all honourable members would agree that money spent on repairs would be far better spent on new schools. Can the Minister say whether the Government will consider allocating funds for protecting South Australian schools?

The Hon. T. M. CASEY: I will leave that to my colleague to decide. I agree with the honourable member that it would be much better to spend money on new schools than on schools that had been damaged. However, a school that has been damaged must be repaired, so that it can continue to function.

ANTI-CANCER FOUNDATION

The Hon. C. M. HILL: Has the Minister of Health a reply to my recent question about Government aid to the Anti-Cancer Foundation?

The Hon. D. H. L. BANFIELD: In March, 1972, the Anti-Cancer Foundation of the University of Adelaide approached the Chief Secretary and Minister of Health seeking financial assistance by way of additional Government grant or by some payment for maintaining certain services in Government hospitals. The foundation suggested that certain expenditures being incurred were outside a research programme and were in fact expenditures which should be paid for by the hospitals for work done. The specific requests referred to work in (a) physics section, (b) neo-plasm registry, (c) social workers, (d) Gilles Street hostel. This submission was examined, and the Hospitals Department has accepted liability for expenditure in the physics section. As an interim measure, the department made a payment of \$45,000 to the foundation in December, 1972. Some aspects of the claim were not admitted, but negotiations are continuing in respect of others.

SCHOOL CERTIFICATES

The Hon. M. B. CAMERON: I seek leave to make a short statement before asking a question of the Minister of Agriculture, representing the Minister of Education.

Leave granted.

The Hon. M. B. CAMERON: A report in this morning's newspaper relates to a group of senior students at Elizabeth High School who have launched a campaign to try to overcome employment problems for students undertaking internal courses. The group of students, who are studying for the school-assessed secondary school certificate, believe that they are facing uninformed prejudice from employers. One girl, who has had difficulty with employment applications, said yesterday,

"Many employers do not know the courses exist . . . They look on you as a dumb kid and they want a Public Examinations Board certificate, even if it has lower gradings." In some country areas the same problem exists in regard to the lack of acceptance of area school certificates by employers and tertiary institutions. Will the Minister take up the matter with his colleague to see whether a system can be set up to educate employers in relation to internal certificates and area school certificates?

The Hon. T. M. CASEY: I will obtain a report from my colleague in another place for the honourable member.

ABATTOIRS WAGES

The Hon. C. M. HILL: Has the Minister of Agriculture a reply to the question I asked on September 11 concerning wages at the Gepps Cross abattoir?

The Hon. T. M. CASEY: The South Australian Meat Corporation has furnished the information sought by the honourable member regarding increases in the remuneration of employees at Gepps Cross. As the report is rather lengthy I seek leave to have the table setting out the amounts involved incorporated in *Hansard* without my reading it.

Leave granted.

WAGE INCREASES—AWARD EMPLOYEES—SOUTH AUSTRALIAN MEAT CORPORATION
From 1/9/72

| Date | Classification and Amount of Increase |
|---------|--|
| 20/9/72 | Tradesmen, engine drivers, boiler attendants, etc.—\$3.00 a week (first part of metal trades package deal—as flow-on from parent award). |
| 1/11/72 | Tradesmen, engine driver, slaughtermen—over-award payment increased to \$9.50 a week as follows: Tradesmen—\$4.50 a week to \$9.50 a week—\$5 00 a week. Engine driver—\$2.50 a week to \$9.50 a week—\$7 00 a week. Slaughtermen—Beef—\$4.90 a week to \$9.50 a week—\$4.60 a week. Slaughtermen—Mutton—\$3.87 a week to \$9.50 a week—\$5.63 a week. All others—over-award increased from \$2.50 a week to \$8.00 a week—\$5.50 a week increase. (Proportionate increase to juveniles). Service pay to all employees (other than juveniles) increased from \$4.25 after three years to \$4.50 after two years service. |
| 30/5/73 | Living wage increase to all employees (proportionate to juveniles)—2% plus \$2.50 a week. |
| 20/6/73 | Tradesmen, engine drivers, boiler attendants, etc.—\$3.00 a week (second part metal trades). |
| 25/7/73 | General increase to all employees (proportionate to juveniles) except tradesmen, engine drivers, boiler attendants, etc.—\$9.00 a week. |
| 25/7/73 | Tradesmen, engine drivers, boiler attendants, etc. S.A. Industrial Commission recommendation inducement allowance—\$3.00 a week. |
| 29/8/73 | 10% increase in value of extra rates payments (dirt money, etc.). |

SALARIED EMPLOYEES—SOUTH AUSTRALIAN MEAT CORPORATION

| Date | Classification and Amount of Increase |
|---------|---|
| 30/5/73 | Living wage increased to all salaried employees covered by industrial agreement: 2% plus \$2.50 a week. |
| 25/7/73 | All works classifications: \$9.00 a week. |
| 27/8/73 | All administration clerical positions covered by industrial agreement: 12%. |

FISHING

The Hon. M. B. CAMERON: Has the Minister of Agriculture a reply to the question I asked on September 12 concerning the effect of revaluation on the fishing industry?

The Hon. T. M. CASEY: The Fisheries Department has been informed verbally by the Fisheries Division of the Australian Department of Primary Industry that anybody adversely affected by the recent revaluation should immediately submit a case in support of their claim direct to the Department of Primary Industry in Canberra. We are also informed that no decisions have been made yet on applications for financial assistance for hardship suffered following the 1972 revaluation.

PREVENTION OF CRUELTY TO ANIMALS ACT AMENDMENT BILL

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

APPROPRIATION BILL (No. 2)

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

The Hon. A. F. KNEEBONE (Chief Secretary): I move:

That this Bill be now read a second time.

It contains proposals for appropriation of \$498,516,000 which together with expected payments of \$114,374,000 authorized by Special Acts and a provision of \$10,000,000 for further wage and salary awards amount to \$622,890,000. Receipts in 1973-74 are estimated to total \$611,636,000. The difference between these two figures is \$11,254,000, which represents the deficit expected on Revenue Account for this financial year. As honourable members will be aware, there have been salary increases recently for clerical and associated groups in the Public Service and for nurses, both of which will impact heavily against the round sum provision of \$10,000,000.

The Consolidated Revenue Account: The recent history of the Consolidated Revenue Account is that at the beginning of 1972-73 there was an accumulated deficit of \$5,624,000, that early in the year we learned of a recommendation by the Grants Commission for a completion grant of \$7,500,000 in respect of the period to June 30, 1971, and that the 1972-73 Budget was planned against the background of an effective small surplus of \$1,876,000. The Budget forecast for 1972-73 was for a deficit of \$7,518,000, including a provision of \$7,000,000 for future wage and salary awards. Half way through the year it appeared that the deficit would be considerably more than that forecast but, because of some big and unexpected increases in revenues and some economies on the expenditure side of the Budget, the final result showed a great improvement. The deficit was held to \$3,911,000.

The recorded deficit of \$5,624,000 at June 30, 1972, the subsequent receipt of a completion grant of \$7,500,000, and the holding of the 1972-73 deficit to only \$3,911,000, taken together, have resulted in the accumulated deficit on Consolidated Revenue Account at June 30, 1973, being recorded as \$2,035,000. This year, again, we have learned of a completion grant to be received shortly, following a recommendation of the Grants Commission. The completion grant in respect of 1971-72 is to be \$4,900,000 so that in framing the 1973-74 Revenue Budget we have had in mind that the accumulated result in cash terms is effectively a small surplus of \$2,865,000. Of course, we are confident of receiving a completion grant in respect of 1972-73 also, but the amount will not be known until early in 1974-75. If the Government's forecasts for this current Budget are reasonably accurate, the Consolidated Revenue Account will be in deficit to the extent of some \$8,400,000 at June 30, 1974, and we will have the prospect

of receiving shortly thereafter a completion grant in respect of 1972-73.

A short time ago I introduced the Public Purposes Loan Bill. Honourable members will recall that the Government planned to hold in reserve the accumulated balance of \$8,523,000 held at June 30, 1973, and to reserve about \$2,930,000 from the increased Loan funds becoming available in 1973-74. The aggregate of \$11,453,000, if achieved, would be an adequate cover for foreseeable revenue deficits.

Past achievements and future proposals: In 1969-70, the last year before we came into office, the total expenditure of the Education Department was \$65,131,000. This year honourable members will find proposals aggregating \$128,091,000 for the department. If we add the provisions for teachers colleges, now treated separately because they have become autonomous, the total becomes about \$137,881,000, and comparable with the \$65,131,000 of only four years ago. Of course, the proposals for this year include about \$3,650,000 to be provided by the Australian Government on the recommendation of the special committee headed by Professor Karmel. In 1969-70, the total expenditure of the Hospitals Department was \$28,020,000. The proposals before the Council for 1973-74 are for expenditure of \$64,721,000. In 1969-70, the activities of the then Social Welfare Department and Aboriginal Affairs Department involved a total expenditure of \$5,401,000. For 1973-74, the renamed Community Welfare Department has a proposed appropriation of \$12,511,000.

In 1969-70, the expenditure incurred in the maintenance and operation of the Police Department was \$10,769,000. The Bill provides a total appropriation of \$19,185,000 for 1973-74. However, it is not only in the traditional social service areas that we have approved vastly increased financial provisions. The proposals before the Council for the activities under the control of Minister of Environment and Conservation, that is, the department and the associated miscellaneous line, aggregate \$2,659,000 for 1973-74. In this area we have not only expanded established functions but have moved into new activities to protect and enhance the environment. If we look back four years to 1969-70, we find that the expenditure on functions which now fall into this area was less than \$800,000.

Of course, a bald statement about financial provisions does not tell the story about what is happening in physical terms, but it gives an indication. Time and space do not permit an exposition here of all that has been done in the past three years or is proposed this year. Information is available in other ways, for instance, in annual reports, in answers to questions in Parliament, and in Ministerial announcements. But, as we all know, the real test is the individual's experience and reaction to the quality of service offered when he or she seeks it in education, in health, in the protection of the law, in assistance against hardship or in some other area of Government provided service. I suggest that, in the totality of these things, the ordinary South Australian is far better off because of this Government's efforts. Naturally, we do not claim that increases of a certain order in Budget appropriations have led to an increase of the same order in real terms. The figures quoted include provisions for significant increases in wage levels and for rising costs of all kinds of materials and services. Nevertheless, after allowing for these, there remain very large increases for real improvements, larger increases than had been approved in any previous period, and considerably larger than would be required simply to keep pace with population growth.

Revenue Requirements: Corresponding to the increased wage levels and higher prices on the payments side of the Budget, there is a natural increase in the revenue yields from State taxes and charges. Further, there is a natural increase in those yields as a result of the growth of population. The normal growth in the volume and value of business, then, generates increased revenues which are available to meet a part of the increased costs to the State Budget. This contribution, however, falls far short of our minimum revenue needs and, as honourable members know from previous statements, the Government is prepared to take steps to secure the further revenues necessary rather than to see social services curtailed short of acceptable standards. Our efforts to secure those further revenues are in three main ways: first, in increased financial assistance grants, secondly in increased special grants; and thirdly, in increased State taxes and charges.

Financial Assistance Grants: As to the first way, that is, increased financial assistance grants, it is our view that the necessary increases in State financial resources should be raised from the community in the most equitable way. In general, we believe that a contribution by way of income tax is more likely to be fair and equitable than a contribution made in any other way. So many State taxes and charges suffer from the disadvantages of lack of progression in scales or limited area of impact that it is more difficult for us to achieve fairness and equity. It follows that, in concert with other State Governments, we have fought strongly for an improved share of the rapidly increasing revenues from income tax, which has been under the control of the Australian Government since 1942.

At the Premiers' Conference at the end of June last, the Prime Minister informed State Premiers that in 1973-74 the Australian Government was prepared to pay financial assistance grants in accordance with the statutory formula, and to make a small supplementary grant of \$25,000,000, of which South Australia's share is about \$2,800,000. This small supplement is not enough to meet the minimum needs of the States. The financial assistance grant, as determined in accordance with the formula, is to be reduced by \$12,000,000 in 1973-74, this being the estimated relief to our Revenue Budget as a result of the Australian Government taking over financial responsibility for tertiary education from January 1, 1974.

Special Grants recommended by Grants Commission: As to the second way of securing further revenues, that is in special grants on the recommendation of the Grants Commission, honourable members will recall that South Australia made an application to the commission in July, 1970, after a period of 11 years as a non-claimant State. It was our judgment that an examination of our standards of services and of our revenue raising efforts would show justification for a further contribution from the Australian Government if we were to be able to achieve the standards of New South Wales and Victoria. Our judgment was vindicated and we received advance grants of \$5,000,000 in 1970-71, \$7,000,000 in 1971-72, and \$13,500,000 in 1972-73. Following detailed examination by the commission during 1971-72 of our accounts for 1970-71 and consideration of accumulated deficits, we received, early in 1972-73, a completion grant of \$7,500,000 in respect of the period to June 30, 1971. Following detailed investigation last year of our 1971-72 accounts, the commission has recommended a completion grant of \$4,900,000 for the period to June 30, 1972, and we will receive this shortly. The Government is confident that, when the 1972-73 accounts have been examined, the

commission will recommend a completion grant which we will receive early in 1974-75. For 1973-74 the commission has recommended an advance grant of \$15,000,000 for South Australia. We believe this to have been estimated on a rather conservative basis, and we are hopeful that in due course there will be a supplementary or completion grant. One can see at a glance from these figures that the special grants are of such a magnitude as to be a most valuable, indeed an indispensable, addition to the financial assistance grants. Like the financial assistance grants, they are found from the general revenues of the Australian Government, primarily income tax, and this could be considered an equitable way of supporting our social services.

Of course, the commission does not recommend special grants to cover a claimant State's deficits, irrespective of how they come about. We can expect grants only to the extent that they may be required to enable us to achieve the overall standards of New South Wales and Victoria. We as a State are not absolved from the normal responsibility to control expenditures carefully and to make reasonable efforts to raise revenues. We do have a measure of flexibility regarding how we will do that but, in general terms, if we seek continuing improvements in our standards of service we must be prepared to make continuing efforts to raise revenues. The inevitable result of a failure to make that effort would be deficits of unmanageable proportions.

State Taxes and Charges: Regarding the third course of securing further revenues, that of levying increased taxes and charges, no Government takes pleasure in this, but we have been prepared to do it as necessary. It is quite unavoidable that we do so in 1973-74 and we believe the community understands the reasons for this action. The five major increases in taxes and charges, all of which were announced in July, will yield about \$18,400,000 in a full year. The decision to increase pay-roll tax from 3½ per cent to 4½ per cent was agreed unanimously by all Premiers at the recent Premiers' Conference within minutes of the final decision of the Australian Government that it would limit the supplementary grant to only \$25,000,000. The other four increases we considered inescapable were in water rates, marine and harbor charges, the levy on sales of electricity and in hospital charges. I will give a brief comment on each shortly when dealing with estimated receipts.

Taxation: A new assessment of part of the State is expected to yield an extra \$750,000 in land tax, but this will be substantially offset by the cost of the 50 per cent remission for pensioners and because much less in the way of outstanding accounts remained to be collected at June 30, 1973, than was the case 12 months previously. The net increase has been estimated at only \$138,000. Revenue from stamp duties is most difficult to estimate this year, especially in the area of conveyances of property where such a high level of activity took place in 1972-73. Apart from the normal problem of attempting to project into the future from a base which seems to be in no way typical, there is the further complication of trying to assess the likely effects of the Government's proposals to restrain the increase in price of building allotments. Whereas increases in volume and value of transactions last year led to an increase in receipts from stamp duty on conveyances of about 60 per cent over the previous year, it is estimated that there will be a slowing down of speculative activity and that the increase in receipts over 1972-73 will be about 20 per cent. For instruments on which collections more nearly followed a normal pattern last

year, a continuation of the trend has been accepted as the most likely outcome. For stamp duties of all kinds the estimate of \$36,435,000 is \$5,232,000 above last year's actual receipts.

By far the biggest increase in revenues from State taxation is estimated in the field of pay-roll tax. I have referred to the unanimous decision of the six Premiers at the recent conference to increase the rate of tax from 3½ per cent to 4½ per cent, effective from September 1. The increase in nine months cash collections from the higher rate is estimated at \$8,800,000 and the full year's effect at \$11,500,000. This factor, together with increasing wage and salary levels and a growing work force, should raise about \$49,000,000 in 1973-74, an increase of just over \$14,000,000.

Public Works and Services—Public Undertakings: Pilot-age rates, tonnage rates and conservancy dues charged by the Marine and Harbors Department were increased by 50 per cent and wharfage charges by an average of about 25 per cent in July. It is expected that these increases will yield about \$1,300,000 this year and about \$1,500,000 in a full year. This factor and the handling of a greater quantity of grain are expected to raise the department's receipts by \$1,876,000 to a total of \$9,200,000. The prices of rebate and excess water were increased, from July 1 last, from 40c for each 1 000 gall. (4 546 l) to 10c for each 1 000 l, which is about 45.5c for each 1 000 gall. At the same time, a number of properties were revalued and the combined effect of the higher water prices and the revaluations is expected to raise about an extra \$2,000,000. New and extended services may bring in an additional \$1,300,000, but this may be counterbalanced by concessions to pensioners of much the same order. The overall estimate is for an increase of \$1,958,000 to a total of \$41,600,000. Sales of electricity by the Electricity Trust of South Australia will be subject to a levy of 5 per cent instead of 3 per cent for the last three-quarters of this year, which will yield an extra \$1,200,000 to the State Budget in 1973-74. The full year's effect is estimated at about \$1,600,000. Allowing also for the effect of an increase in aggregate receipts from sales of electricity, an increase of \$1,458,000 in the levy to a total of \$3,700,000 is estimated.

Other departmental receipts: In departmental fees and recoveries the forecast is for a particularly sharp increase of \$29,811,000 from \$51,914,000 last year to an estimated \$81,725,000 for 1973-74, but much of this increase will not yield additional cash resources. The three major increases are \$25,802,000 for various education services, \$1,167,000 for hospital services, and \$764,000 for public health services. Of the \$25,802,000 for education services, the greater part falls in the area of universities and colleges of advanced education. In the normal course of events, sharply increased contributions would have been received from the Australian Government towards the annually increasing grants to these institutions and towards the additional grants to cover costs of increases in salaries and wages arising from the Campbell inquiry and the national wage decision. This year, because of the arrangements for the Australian Government to take over financial responsibility for tertiary education from January 1 next and for tertiary fees to be abolished from that date, the special purpose grants are being increased by a further \$14,500,000. That increase will be of no net benefit to the State Budget, because about \$12,000,000 is to be deducted from the financial assistance grants as otherwise calculated, and about \$2,500,000 will be required for payment to educational institutions in lieu of the fees they will no longer receive.

However, real benefit to the State will follow from the receipt of about \$3,670,000 of special educational grants as recommended by the Interim Committee of the Australian Schools Commission, headed by Professor Karmel. Receipts by the Hospitals Department from patients' fees are estimated to increase by \$1,421,000 to \$12,600,000 in 1973-74, mainly as a result of the increase from September 1 of \$4 a day in charges to inpatients. This increase is expected to yield about \$1,200,000 in 1973-74 and about \$1,800,000 in a full year. On the other hand, there will be no direct contributions to the Revenue Budget from the Hospitals Fund which will be needed fully in future for the benefit of subsidized hospitals. The increase in estimated receipts for the Public Health Department arises from the decision of the Australian Government to support the expansion of school dental services.

Commonwealth Grants: The financial assistance grant to South Australia has been estimated at \$197,300,000 this year on the basis of a possible population increase to December 31, 1973, as estimated by the Commonwealth Statistician and of a forecast that average wages throughout Australia may rise by 12 per cent in the year to March, 1974. All States have accepted the offer of the Australian Government to take full responsibility for financing tertiary education from January 1, 1974, and have agreed that amounts equivalent to the relief this measure affords their Revenue Budgets be deducted from the main revenue grant. In South Australia's case \$12,000,000 has been deducted for this factor.

Special Acts: The Government contribution to the South Australian Superannuation Fund is expected to increase by \$845,000 to \$6,955,000. The two factors responsible are, first, the normal annual increase due to greater numbers of former employees and a higher average entitlement on retirement and, secondly, a provision for a cost of living adjustment to all pensions that commenced prior to July 1, 1972.

Social Services—Education Department: In 1972-73 the actual payments for the department, including six months payments for the then teachers colleges, totalled \$108,740,000. Excluding the teachers colleges, which since January, 1973, have been separate colleges of advanced education in receipt of grants, the balance of payments was \$106,145,000. For 1973-74 this total has been increased by \$21,946,000 to \$128,091,000. The increase comprises the appropriation of special grants of about \$3,650,000 to be received from the Australian Government as a result of the recommendations of a special committee headed by Professor Karmel, and \$18,296,000 additional allocation from State funds. Of the increase, about \$7,400,000 is required to meet the additional cost of wage awards effective for all of 1973-74 as against part only of 1972-73. With the funds made available in 1972-73, the department was able to reduce the overall pupil to teacher ratio in primary, secondary and special schools from 20.4 in the previous year to 20.1. In primary schools this resulted in a significant reduction in average class size from 33 to 31.7, and in secondary schools in a greater diversity of organization to promote individual progression and small group instruction.

In addition, a wide range of teaching aids and equipment was supplied to the 55 new open-space schools and units which were opened during the financial year, and other schools benefited from increased supplies of teaching materials. The provision of such non-teaching staff as consultants, guidance officers and student liaison officers was increased, while teacher aides and other ancillary staff were appointed to selected schools, both primary and

secondary, on a pilot basis. Two new country education regions based on Clare and Murray Bridge were established in January, 1973. With the funds proposed from State sources in 1973-74, a further reduction in class size will be effected and educational services to children, including special provisions for slow learners, will be improved. The first education region in the greater metropolitan area with headquarters at Elizabeth will be established in January, 1974.

The special new grants of \$3,650,000 from the Australian Government will be spent in accordance with agreed programmes of recurrent expenditure on schools, primary and secondary libraries, special education, schools in disadvantaged areas and on teacher development. The funds for teacher development are to be shared with non-Government schools. There will be a marked increase in ancillary staff, especially teacher aides, during this year. In further education, the Director has been responsible directly to the Minister of Education since January 1, 1972. It is intended that legislation enabling the establishment of a separate Further Education Department will be introduced in the current session of Parliament.

Since the appointment of the first Director of Further Education, there has been considerable development, and additional developments are planned. Progress and proposals for buildings have been dealt with in the Public Purposes Loan Bill. As to courses, the department conducts apprentice, technician, and adult courses for about 80 000 students who take any of almost 1 300 subjects. An extensive range of certificate (technician) courses to provide training at the subprofessional level has been developed. Courses added in 1973 include animal care, commercial art, craft, rural studies, ornamental horticulture and photographic technicians. Apprentices living in the country who previously studied by correspondence are now being taught in attendance blocks to give them the same opportunity as metropolitan apprentices, and a training and development branch has been established to co-operate with industry to provide courses for training officers and others.

Independent Schools: The provision required for a continuation of assistance to independent schools at present levels would be \$1,855,000, made up of \$520,000 for the per capita payments that were introduced in 1969 and \$1,335,000 to be distributed on the basis of need as assessed by a special committee. The Government intends that in 1974 a further \$500,000 be available to the committee for allocation. As two terms payments of this increase, that is, about \$335,000, will be required in 1973-74, the total provision is \$2,190,000.

Tertiary Education: Honourable members will notice that the 1973-74 appropriation for Minister of Education, Miscellaneous, is considerably in excess of the actual payments in 1972-73. Most of this increase is accounted for by movements in grants to tertiary institutions. Provision has been made for a full year's grants to those colleges of advanced education which were previously teachers colleges and which were autonomous for only six months of 1972-73. For all universities and colleges of advanced education, it has been necessary to provide for the normal annual increase in budgets and for the large increases in salary bills as a result of the Campbell inquiry and the national wage decision, which affected only part of 1972-73. As a part of the arrangements under which the Australian Government is to assume financial responsibility for tertiary education from January 1, 1974, tuition fees are to be abolished. It follows that grants must be paid to the several institutions in lieu

of the fees they would have collected in the absence of the special arrangements. The main effect of the new arrangements will be on the receipts side of the Budget. As I have explained, special purpose grants will be increased this year and the financial assistance grant is to be reduced correspondingly.

Hospitals Department: The actual payments in 1972-73 aggregated \$52,797,000. For 1973-74 the total provision is \$64,721,000, which is an increase of \$11,924,000. Of this increase, \$4,725,000 is required to meet the additional cost of salary and wage awards. Some of the significant steps last year were the opening of a renal unit at Royal Adelaide Hospital, the provision of an additional 97 beds, extended outpatient services and a renal unit at the Queen Elizabeth Hospital, and the opening of the Modbury Hospital with 116 beds. In 1973-74 we plan that the Queen Elizabeth Hospital will have in service a further 103 beds and extended therapy and outpatient services, and that at Modbury Hospital a further 108 beds will become available progressively. In addition to the expanding domiciliary care service operating in the Woodville area, similar services are being developed in three other areas to offer a complete coverage of home care for the whole of the metropolitan area. New schemes are also being investigated in several country localities.

A submission on a community health programme for South Australia was recently prepared and forwarded for consideration by the Interim Committee for the National Hospitals and Health Commission. The submission was prepared jointly through the Hospitals, Community Welfare and Public Health Departments. It was intended that the community health programme would be financed wholly by the Australian Government during 1973-74. Included in the State programme are proposals for establishment of comprehensive community health centres in metropolitan and country areas of the State, the development of a State health planning and resources unit, the provision of group occupational health services and the expansion of existing domiciliary care services on a more uniform State basis. The recent Budget of the Australian Government includes provisions towards these programmes and for services in mental health, alcoholism and drug dependency. The details have not been worked out yet, but it appears that South Australia may get about \$900,000 in 1973-74 for recurrent purposes.

Public Health: After adjustment to allow for accounting changes in respect of Aboriginal health programmes, estimated expenditure for the Public Health Department is expected to increase by \$475,000 to \$2,849,000. Of this amount \$160,000 will be required to meet the cost of known wage and salary awards. Several of the department's activities are being extended, the most significant being the school dental service. This service is now reaching about 30 per cent of the primary school children in the State, and the Government intends to extend it as rapidly as possible to all children up to 15 years of age. The intake of dental therapy students will be increased in January next from 16 to 48 and further substantial increases will take place in 1975 and 1976. We are being helped greatly in this expansion by special grants from the Australian Government.

Police Department: Known costs of wage and salary awards that affect the Police Department total \$1,392,000 and are a significant factor in the intended increase of \$2,600,000 to a total of \$19,185,000 in expenditures by that department. Many changes have been effected in the structure of the Police Force and the deployment of

its officers. Streamlined inquiry services have been established and the provision of additional 24-hour police stations, together with increased mobile and beat patrols in regional areas, has already produced favourable results in a levelling off of crime. In the future every effort will be made to keep abreast of the latest technological developments in forensic science, data information and equipment and to develop a highly educated force capable of providing a service commensurate with modern requirements.

Welfare Services: The Community Welfare Department is expected to increase its expenditure by \$998,000, of which \$370,000 will be needed simply to pay wage and salary increases to existing staff. The departmental provision is \$12,511,000, but a further \$893,000 is included in the Miscellaneous section, giving a total for welfare services of \$13,404,000. Decentralization of the department will continue with the emphasis this year on consolidation of district offices already established and recruitment and training of social work staff. Consultative councils are being established in local communities and provision is included for their expenses. As a means of further stimulating active participation by communities in welfare and particularly in the provision of leisure and recreational facilities for youth, the allocation to the Community Welfare Grants Fund has been increased by \$30,000 to \$295,000.

A small reduction from the 1972-73 expenditure on financial assistance is expected this year now that the Australian Government has taken responsibility, with its new supporting mothers benefit, for an area where applications for assistance had been increasing rapidly. An increase in foster care rates of \$1 a week will be applied over the whole scale. Guardianship rates, which are paid in certain circumstances to people caring for children not their own and who are not under the control of the Minister of Community Welfare, will be increased from \$5 a week to \$7 a week with the aim of raising them to the level of foster care rates in the next two years.

Public Undertakings: The four major State public undertakings are the Railways Department, the Engineering and Water Supply Department, the Woods and Forests Department and the Department of Marine and Harbors. Costs associated with the operations of the Woods and Forests Department are met from Loan and Deposit Accounts and accordingly require no appropriation in the Revenue Budget. For the Railways Department an increase of \$5,516,000 is provided, of which \$5,300,000 will be required simply to meet the cost of wage and salary increases. For the Department of Marine and Harbors the increase proposed is \$626,000, including \$233,000 for wage and salary awards; and for the Engineering and Water Supply Department an extra \$2,336,000 is provided. Of this increase, \$96,000 is required for payment to the River Murray Commission, \$15,000 to meet costs of electricity for pumping after accounting changes have been allowed for, and \$1,035,000 to meet the cost of wage and salary awards.

Development of Resources—Mines Department: Expenditure by the Mines Department is expected to increase by \$405,000 to \$3,290,000, but included in that total is \$143,000 for known costs of wage and salary awards. During 1973-74 the department will increase its activities in connection with oil search by conducting extensive seismic surveys in the north-west of the State in areas not covered by exploration tenements. Greater emphasis will also be placed on investigations into underground water supplies and on the search for alternative sources of construction

materials for Adelaide once extra geological staff has been recruited.

Agriculture Department: Agriculture Department expenditure is estimated at \$4,730,000, an increase of \$414,000 on expenditure last year. Salary and wage increases already in operation will cost an extra \$196,000, and the balance of \$218,000 will be used to provide additional protective, research and advisory services to the primary-producing sector. Activities of particular interest which will be emphasized this year are research into the production of high quality small pasture seeds, for which extensive markets have been identified overseas, and expansion of the vine improvement scheme to provide high yielding varieties for the production of premium quality wines.

Department of Fisheries: An increase of \$141,000 over last year's expenditure of \$342,000 is planned for the Department of Fisheries. Following discussions with representatives of the fishing industry, the Government has created a new fisheries portfolio and has initiated a programme of reorganization within the department designed to give greater emphasis to the research function.

Other Activities: It is estimated that expenditure by the Department of Environment and Conservation will increase from \$2,027,000 to \$2,600,000. Wage awards will account for only \$76,000 of this, so there is scope for considerable expansion in the fields of planning and environment protection. In particular, a start will be made on the preparation of coastal management and park management plans and there will be further extensions of the activities of the State Planning Division. Additional environmental studies will be undertaken and the department will assess the environmental impact statements prepared by developers. The miscellaneous appropriation for the Minister of Transport and the Minister of Local Government includes a provision of \$1,300,000 for reimbursement to local government authorities on account of rate remissions for pensioners. Together with the estimated reductions of about \$1,300,000 in water and sewer rates and about \$200,000 in land tax, this gives a total provision in the Budget for such remissions of \$2,800,000.

The clauses of the Bill give the same kind of authority as in the past and, with one small exception, they are in the same form as in the second Appropriation Bill of 1972. Clause 1 gives the short title. Clause 2 authorizes the issue and application of such a further sum as will, together with the sums authorized by Supply Acts, amount to \$498,516,000. Clause 3 (1) appropriates the sum of \$498,516,000 for the purposes set out in the schedule. Clause 3 (2) provides in the normal way that, if increases of salaries or wages become payable pursuant to any determination made by a wage-fixing authority, the Governor may appropriate additional funds by warrant.

Clause 3 (3) provides that, if the costs incurred by the Engineering and Water Supply Department for electricity for pumping water should be greater than the amounts set down in the Budget, 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. When this provision was first introduced some years ago, it referred to the costs of pumping through the Mannum-Adelaide and Morgan-Whyalla mains and from bores. In more recent years, the provision has been extended to cover the Murray Bridge to Onkaparinga and Swan Reach to Stockwell mains, whereas the reference to bores has

been dropped. Apart from the operations of the four major mains referred to, the department incurs costs for other pumping which have been charged to general expenses of operation. It seems preferable to have all pumping costs recorded in the same way and, accordingly, this year the Budget contains only two provisions—one for metropolitan and one for country—while clause 3 (3) has a general, all-embracing provision for electricity for pumping. Clause 4 authorizes the Treasurer to pay moneys from time to time up to the amount 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 the first day of July, 1973. Clause 7 authorizes the expenditure of \$6,750,000 from the Hospitals Fund during 1973-74 and of \$2,250,000 in the early months of 1974-75 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.

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

PRICES ACT AMENDMENT BILL

Read a third time and passed.

ADJOURNMENT

At 3.27 p.m. the Council adjourned until Tuesday, September 25, at 2.15 p.m.