

LEGISLATIVE COUNCIL

Thursday, September 23, 1971

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

LAND TAX ACT AMENDMENT BILL (REASSESSMENT)

His Excellency the Lieutenant-Governor, by message, intimated his assent to the Bill.

QUESTIONS

RURAL ASSISTANCE

The Hon. M. B. CAMERON: Has the Minister of Lands a reply to my question of yesterday about the number of applications for rural assistance?

The Hon. A. F. KNEEBONE: The statistics requested by the honourable member are as follows:

Applications received total 330, comprising:

Farm Build-up 20. Applications recommended for approval 1; applications pending 19; total of advances recommended \$28,200.00.

Carry-on Finance—Debt Reconstruction 310; Applications recommended for approval 20; applications recommended for refusal 54; applications withdrawn 2; applications before the committee 73; applications pending 161; total of advances recommended \$174,592.80.

Protection Certificates. Number sought 34; protection certificate issued 1; protection certificates cancelled 1; protection certificates declined 14. In other cases the administering authority has been able to negotiate the deferment of proceedings.

HOSPITAL CHARGES

The Hon. M. B. CAMERON: My question is directed to the Chief Secretary and I seek leave to make a short statement prior to asking it.

Leave granted.

The Hon. M. B. CAMERON: I have been informed by a constituent whose husband is an inmate of the Northfield wards of the Royal Adelaide Hospital that in March, 1971, she was informed by the Superintendent's office at the wards that the hospital had been classified as a nursing home, and she was required to fill out a form listing many personal details. She was given an account for \$84. After two months, during which time I gather these details were examined by a board of review, on September 18, 1971, she received an account for \$204. Prior to this (the patient was admitted on April 14,

1965) there had been no charge. She has received a further account for \$46.50 and has been informed that she will be charged in future at the rate of \$1.50 a day; in other words, she is required to pay \$21 a fortnight out of the joint pension. With the remainder she must run a car, pay rates and taxes, telephone charges, and all the normal expenses. She has assets totalling \$1,800. Her husband had a stroke in 1962 and since then there has been no addition to her assets. He became an inmate of the hospital when it was found she could no longer help him; in fact she hurt her back in trying to help him in the home. She has already had to pay out of her savings \$100 to cover the hospital expenses, and this is likely to be a continuing expense. This money has been put aside for emergencies and, in the event of the death of either of the partners, for burial. Her savings are now depreciating because of inflation. Will the Chief Secretary look, not only at this case, but at the position that must be facing many people in similar situations?

The Hon. A. J. SHARD: I know nothing of the facts, but I am prepared to look at this matter for the honourable member.

VALE PARK

The Hon. C. M. HILL: I ask leave to make a short statement before directing a question to the Minister of Lands, representing the Minister of Local Government.

Leave granted.

The Hon. C. M. HILL: Some time ago residents of the suburb of Vale Park, which is part of the municipality of Enfield, petitioned for their area to be joined to the municipality of Walkerville. The petition and the machinery necessary following such a petition are taking a long time to come to fruition or to achieve a final decision. I have asked questions about the matter in the Council and in December, 1970, I was told that the financial arrangements involved were causing some delay and that it might be necessary to reopen the inquiry under the chairmanship of Judge Johnston. I am anxious to find out whether any further progress has been made. Will the Minister bring down a report on the present position of this matter?

The Hon. A. F. KNEEBONE: I will get a report from my colleague and bring it back as soon as it is available.

VIRGINIA WATER SUPPLY

The Hon. H. K. KEMP: I seek a reply to a question I asked of the Minister representing

the Minister of Works on September 1 about the Virginia water supply.

The Hon. T. M. CASEY: In view of the honourable member's obvious concern about this matter and his equally obvious dissatisfaction with the replies I gave to the Hon. Mr. Dawkins on September 1, I conferred again with the Director of Agriculture, who considers that the honourable member may be under a misapprehension as to the exact nature of the investigations to be carried out using Bolivar effluent water. The Director points out that a survey of the existing landholders who are using saline ground water and an assessment of the effect of this water on soil properties and the yield of annual crops will be one of the first duties of the appointed staff. In addition, they will survey the two to three landholders who are already using the effluent water on annual crops and make the same assessment as above.

As well, experimental sites using trees and vines already in commercial production will be used to measure the effect of the effluent on the growth and yield of these plants. Laboratory equipment will be set up to accelerate the effect of effluent water on soil properties and hence provide a quicker estimate of any deterioration. I remind the honourable member that no assessment has been made of the effect of effluent water on soils. The experiments conducted at Parafield in the 1950's with horticultural crops and tomatoes used mains water only and the results are not relevant to effluent. Bore water of similar salinity to the effluent water was used only on lucerne at Parafield.

TON-MILE TAX

The Hon. A. M. WHYTE: I understand the Minister of Lands now has a reply from his colleague, the Minister of Roads and Transport, to a question I asked recently about the ton-mile tax.

The Hon. A. F. KNEEBONE: My colleague the Minister of Roads and Transport has informed me that it is not proposed to take evidence in country districts in connection with the review being undertaken of the Road Maintenance (Contribution) Act. As has been previously indicated, it is felt that the composition of the committee is sufficiently wide. My colleague also points out that the honourable member, in company with the honourable members for Flinders and Eyre, has discussed with him the problems facing country carriers, as has also the President of the Eyre Peninsula Road Transport Association, who pre-

sented a petition to the Minister from country people. The comments made by all who have approached my colleague have been forwarded to the Chairman of the committee and it is felt that the point of view of the country carrier is known, without the necessity of taking further evidence in the country.

SALINITY

The Hon. C. R. STORY: I seek leave to make a statement prior to asking a question of the Minister of Lands representing the Minister of Works.

Leave granted.

The Hon. C. R. STORY: An article in today's *News*, headed "Salinity boost of 8 per cent seen", contains that prediction by the Senate Select Committee on Water Pollution, the Chairman of which is Senator Gordon Davidson. Can the Minister say whether this is the view of our representative on the River Murray Commission and, if it is, whether this will in any way have the effect of speeding up the construction of the Dartmouth dam? Also, in view of this finding, will consideration be given to the construction of the Chowilla dam at some time in the future?

The Hon. A. F. KNEEBONE: I, too, noticed the article, which refers to what may happen in the year 2000. I will take the honourable member's query to my colleague and bring back a reply as soon as possible.

APPROPRIATION BILL (No. 2)

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

The Hon. A. J. SHARD (Chief Secretary): I move:

That this Bill be now read a second time.

It proposes appropriation of \$349,388,000, which, together with expected payments of \$99,830,000 authorized by special Acts and \$4,750,000 allowed for further wage and salary awards, gives \$453,968,000 as the estimate of total payments for 1971-72. Total receipts are estimated at \$446,622,000, and the result for the financial year is therefore expected to be a deficit of \$7,346,000. The allowance for the cost of future wage and salary awards is consistent with the Commonwealth estimate of a 91 per cent increase in average wage and salary rates in Australia, incorporated in the estimated taxation reimbursement grant, and any greater increase than the 91 per cent used for that purpose would be only partially offset by an increase in the grant.

The Budget should be considered in the light of recent discussions which have led to further changes in Commonwealth-State financial relationships. At the conference between Commonwealth and State Ministers in June last it was made very clear that all States foresaw problems in 1971-72 and beyond, far greater than they had actually faced in 1970-71. The Commonwealth, convinced by the submissions of the seriousness of State problems, agreed to make further improvements to the States' share of national governmental resources to help meet in part the financial problems foreseen by everyone. The Commonwealth offer was in a package deal of which the three main parts were:

- (1) To give the States access to a growth tax under which they could vary the rates having regard to their responsibilities to provide services. As a result, the States are to take over pay-roll tax collections next month on salaries and wages payable from the beginning of this month. The taxation reimbursement grants are to be reduced by amounts corresponding to the yield foregone by the Commonwealth on a 21 per cent pay-roll tax levy.
- (2) To add back to the taxation reimbursement grants a special contribution of about \$22,400,000, which is payable in 1971-72 and will form part of the base grant to be escalated by the three factors of increase in population, increase in wages, and betterment in 1972-73 and future years.
- (3) To make a special supplementary contribution of \$40,000,000 toward the particular problems of 1971-72 only, problems such as the carry-over cost of salary and wage awards effective for part only of 1970-71. This supplement is comparable with that of \$43,000,000 determined late in 1970-71.

At this point two comments seem appropriate. The first is that the necessity for the Commonwealth to make supplementary grants in each of the first two years of a new five-year arrangement, and to make other adjustments after only one year of the five has elapsed, show, that the vital objective of an equitable sharing of financial resources between Commonwealth and States, a sharing which attempts to balance resources and responsibilities, has not yet been achieved. The

South Australian Government foresees the necessity for further supplementary grants in 1972-73 and beyond until this question is resolved satisfactorily. The second comment is that the inadequacy of the 1971-72 proposals is pointed up by the fact that during the June conference all Premiers saw that an early increase in the rate of pay-roll tax would be unavoidable in order to provide further revenues in areas under the States' own control, and accordingly they agreed, before leaving the conference table, that immediately on assumption by the States the rate should be raised from 21 per cent to 31 per cent.

After having regard to the probable revenues from Commonwealth grants of all kinds, to the likely extent of State revenues including a pay-roll tax at 31 per cent and the full year's carry-over effect of those measures announced last February, to the genuine needs for improved extent and standard of service in education, health, law and order, and social welfare, to the full year's carry-over costs of wage and salary awards which became effective during 1970-71, to the cost, only partly known, of further awards certain to become effective in 1971-72, and to a comparison of our levels of services and charges with those of the "standard" States, presently New South Wales and Victoria, the Government decided that further revenue raising measures would be essential if the prospective deficit were to be kept within manageable limits. Accordingly, the Budget includes the expected revenue from (1) a wide range of increased stamp duties on documents estimated to yield about \$4,150,000 in a full year and about \$2,250,000 in 1971-72; and (2) increased hospital fees expected to yield about \$900,000 in a full year and about \$600,000 in 1971-72.

The estimates of grants to tertiary educational institutions have been adjusted to take account of higher fees proposed to operate from the beginning of 1972, and should save in grants about \$500,000 in a full year and \$250,000 in 1971-72. Likewise, the appropriations for grants to subsidized hospitals are adjusted by \$300,000 to take account of their probable revenues from the higher hospital fees. I point out that at this stage one uncertain major factor is the extent of an adjusting grant which may subsequently be recommended by the Commonwealth Grants Commission in aid of the 1971-72 accounts, after the final results are known. The commission has not yet conducted a detailed examination of our accounts, but it will be doing so during the

course of this year in relation to the accounts of 1970-71.

The Government believes that the commission, in recommending an advance grant of \$7,000,000 this year, would have taken a rather conservative view of our needs, and is hopeful that a full view, which will have regard to our standards of effort, including our efforts in further taxation and charges as outlined herein, will lead the commission in due course to recommend some further assistance by way of a "completion" grant for both 1970-71 and 1971-72. However, there is no assurance that such further assistance will be forthcoming, and in any case it is unlikely to be more than a portion of the 1971-72 deficit of \$7,346,000 now in prospect.

ESTIMATES FOR 1971-72

RECEIPTS

The estimate of receipts on Revenue Account for 1971-72 is \$446,622,000, an increase of \$59,763,000 above the amount received in 1970-71. The components which make up this total are:—

	\$
Taxation.....	91,319,000
Public works and services . .	180,134,000
Territorial.....	3,170,000
Commonwealth.....	171,999,000
	<hr/>
	446,622,000

Taxation—For State taxation the estimate of \$91,319,000 is \$32,575,000 in excess of last year's receipts. Comparative figures, which illustrate recent abnormal changes, are as follows:—

	1970-71	1971-72 estimated
	\$	\$
Pay-roll tax	—	24,200,000
Receipts duty	2,756,000	—
Other taxation	55,988,000	67,119,000
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	58,744,000	91,319,000

If the State were simply to take over pay-roll tax, under conditions and at the rate imposed by the Commonwealth, from September 1, 1971, it would receive in 1971-72 about \$21,200,000 in respect of wages and salaries paid in the period September 1, 1971, to May 31, 1972. Included in this figure, however, would be about \$300,000 paid by local government authorities on their non-business activities, and \$3,600,000 paid by State Government departments (other than Highways and Motor

Vehicles Departments). As neither of these groups is to be asked to continue paying the tax, the best estimate of revenue receivable by the State at the rate of 21 per cent would now be about \$17,300,000. The further 1 per cent is expected to increase that figure by two-fifths to about \$24,200,000.

Receipts duty is, of course, no longer in operation, and what arrears remain to be collected are expected to be paid under Commonwealth legislation and then transferred to the State as a Commonwealth grant. The amount collected as State taxation in 1970-71 was in respect of only part of the year, with the balance made up by way of reimbursement from the Commonwealth. The Government has completed a comprehensive review of the rates imposed by the Stamp Duties Act and intends to increase the rates on a variety of documents. The major proposals, which together with a number of minor changes are expected to yield \$4,150,000 in a full year and \$2,250,000 in 1971-72, are:

(1) The duty on applications to register a motor vehicle will be effectively slightly lower for values up to \$1,000, as the new rate is proposed at \$1 for each \$100 or part thereof instead of \$2 for each \$200 or part thereof. Beyond \$1,000 there will be a graduated increase replacing the present flat \$2 for each \$200, with \$2 for each \$100 for that portion of the value which exceeds \$1,000 but does not exceed \$2,000, and \$2.50 for each \$100 on that portion of the value in excess of \$2,000.

(2) Duty on conveyances of real property with a value no greater than \$12,000 will remain unaltered at 11 per cent, but beyond \$12,000 conveyances will attract a graduated rate at 3 per cent upon that portion of the value in excess of \$12,000. At present the excess beyond \$12,000 attracts 21 per cent duty up to \$15,000 total value, and thereafter the rate remains at a flat 11 per cent upon total value.

(3) Conveyances of marketable securities will attract duty at 0.6 per cent instead of 0.4 per cent.

(4) The rate on instalment purchase and credit arrangement contracts will be increased from 1.5 per cent to 1.8 per cent.

(5) Stamp duty on cheques will be increased from 5c to 6c.

(6) Mortgages in excess of \$10,000 will be subject to a duty of 0.35 per cent on the excess, instead of 0.25 per cent as at present.

The opportunity will also be taken to up-date certain minor charges which have not been altered since the Act was consolidated in

1923. Motor vehicle taxation is expected to produce \$19,500,000 in 1971-72, some \$3,873,000 more than was collected last year. Of this, about \$2,800,000 is expected from the increased registration fees which took effect from July 1 last, \$250,000 from the full year's effect of the \$1 increase in licence fees, and the balance from an increase in volume of transactions.

Revenue from land tax is estimated at about \$10,000,000 this year, an increase of \$2,450,000 over the 1970-71 figure. The tax will, for the next five years, be based on valuations of urban land as at July 1, 1970, and on valuations of primary-producing land as at June 30, 1971. The amendments to the Succession Duties Act that were passed late in 1970 had little effect on revenue last year because of the time taken in rendering returns and making assessments and the time allowed for payment. Accordingly, the estimate for 1971-72, \$10,250,000, is greater than actual receipts last year by almost the full amount expected from the increase in rates. It does not seem prudent to budget on much increase this year from increased value of successions.

Public Works and Services—An increase of \$19,299,000 to \$180,134,000 is expected from public works and services in 1971-72. The changes are estimated to be as follows:

	\$	\$
The operation of public undertakings—		
Normal receipts from services, etc.,	6,513,000	
Transfer items which do not affect the Budget result . . .	5,000,000	11,513,000
Recoveries of interest and sinking fund . .		1,820,000
Other departmental fees and recoveries		5,966,000
		<u>\$19,299,000</u>

Public Undertakings—A figure of \$7,700,000 has been included in the Budget for receipts from marine and harbour services, which would be an increase of \$239,000 over last year's actual revenue. The incidence for a full year of the higher charges introduced during 1970-71 would normally have produced an increment somewhat greater than this, but the effect may be partially offset by a decline in the quantity of wheat handled. This same factor has also been taken into account in arriving at an estimate of receipts for the railway undertaking.

Carriage of grain has been particularly high in each of the past two years but, in the light of storages and production quotas, some decline in carriage may be expected. However, it is anticipated that there will be an increase in the volume of general merchandise carried by the Railways, while the volume of Broken Hill concentrates last year was adversely affected by industrial problems; it should rise this year. These two factors, together with a full year's effect of higher fares and freight rates, are expected to raise receipts to \$35,000,000 in 1971-72.

Water and sewer rates and charges for excess water are estimated to yield \$34,500,000 in the coming year. In arriving at this estimate it has been necessary to make allowance for three separate factors: an increase in the price of rebate water, a new assessment which will operate for 1971-72, and the normal annual increase from extended services. The new assessment will increase rates and rebate water entitlements, and would, in the absence of other factors, reduce revenue from excess water charges, but the rebate price increase will offset the latter effect. The overall effect is expected to be an increase in receipts of about \$2,797,000 above last year. The recent increased activities and sales of the forestry undertaking have made it practicable to budget for an additional \$300,000 contribution in 1971-72. The full year's contribution from the Electricity Trust of South Australia of 3 per cent of gross revenue is expected to amount to \$2,150,000 in 1971-72, while the State Bank contribution of 45 per cent of its 1970-71 profit will be about \$614,000.

Recoveries of Debt Services—In total, recoveries of interest and sinking fund are estimated to increase by \$1,820,000 to \$32,347,000. The major increases will be from the large semi-governmental authorities and in particular from the State Bank which, pursuant to the new housing arrangements, is expected to pay into Revenue \$475,000 of interest which would previously have been payable to the Commonwealth upon moneys newly advanced to the Home Builders Account.

Other Departmental Receipts—Hospital fees and charges were raised during 1970-71, and the full year's impact of those increases was expected to lift receipts of Government hospitals significantly this year. Subsequent to those changes, however, most of the other States raised their charges to levels well above the new South Australian rates and so the Government, after consultations with representatives of the major benefit funds who undertook to meet

the proposed further increases without altering their contribution tables, announced a higher scale of fees more in line with those charged elsewhere and more in line with increased costs. The full effect of these two increases will be to raise receipts of Government hospitals from patients' fees from \$7,115,000 to about \$9,000,000. An amendment to the Highways Act was passed last year to authorize appropriation of up to 6 per cent of gross motor vehicle registration fees toward meeting the rapidly increasing costs of police road traffic services. About \$1,000,000 is expected to be reimbursed from the Highways Fund for these purposes in 1971-72.

Hospitals Fund—Contributions to the Hospitals Fund from the Totalizator Agency Board, the Lotteries Commission and stamp duty on third party insurance policies, together with a small sum from on-course totalizators, amounted to \$4,656,000 last year, while payments towards Government and subsidized hospitals totalled \$4,644,000. This year contributions are expected to reach \$5,150,000, mainly as a result of increased T.A.B. turnover, and of this amount \$3,400,000 is planned to be used to assist subsidized hospitals and \$1,750,000 to help meet the costs of Government hospitals.

Commonwealth Grants—The Commonwealth Budget provided for a tax reimbursement grant to South Australia of \$156,100,000. In arriving at this estimate the Commonwealth has calculated on the basis that the percentage increase in State population will be the same this year as last year and that average wages for Australia as a whole will rise by 94 per cent. It has also taken into account the new "betterment factor" of 1.8 per cent, which is somewhat higher than the 1.2 per cent used since 1965-66. However, in addition to these relatively simple formula calculations, there are a number of other factors which have to be taken into consideration this year and for the future. The application of the formula to the 1970-71 grant would, on the assumptions used by the Commonwealth, produce a figure of about \$167,000,000. To this must be added an amount on account of receipts duty lost to the State. The best estimate of what would have been received from this duty last year had Commonwealth legislation operated for the full year has been updated by application of the formula. This special addition to the grant has now lost its separate identity and will continue to escalate as part of the main grant. Then a deduction from the grant is to be made to the extent that pay-roll tax at the rate of 23

per cent will be paid to the State in the last nine months of 1971-72 instead of to the Commonwealth. At this stage there is added to the grant the South Australian share of the special Commonwealth contribution of \$22,400,000, an amount to compensate for the freeing by the State of local government non-business undertakings from pay-roll tax, and an amount to cover the State's cost of administration and collection of that tax. The Commonwealth's final estimate of the grant after all these factors have been considered is \$156,100,000. This has been adopted for the purposes of the South Australian Budget.

The Commonwealth Grants Commission has recommended an advance grant of \$7,000,000 for 1971-72, while debt service reimbursement will double to become \$2,991,000 now the Commonwealth has taken responsibility for the second instalment of State debt. Of the supplementary Commonwealth grant of \$40,000,000 specifically towards the particular problems of 1971-72 only. South Australia's share is expected to be about \$4,300,000.

PAYMENTS

Special Acts—In 1970-71, for the first time, the Commonwealth made available a proportion of the States' allocations determined by the Australian Loan Council for works and housing as interest-free capital grants rather than as loans subject to both interest and sinking fund. As the grant portion in effect replaced loans that would have been raised late in the year, this had little effect on the interest commitment last year, but it has the effect this year of holding interest payments to a figure below what they would otherwise have been. Despite this, interest payments are expected to rise by \$7,364,000 to a total of about \$70,000,000 and the contribution to the National Debt Sinking Fund by \$880,000 to \$12,554,000. Increases in interest payments are still one of the major adverse influences on the Budget, and, with the States being required since May, 1970, to pay at the rate of 7 per cent a year on all new long-term borrowings and conversions, these increases will continue to have a heavy impact.

Social Services: Education Department—The proposed allocation for the Education Department this year is \$97,676,000, which is nearly 25 per cent higher than the \$78,324,000 spent in 1970-71. In order to give an accurate picture of the extent of the increase in expenditure, however, it is necessary to remove pay-roll tax from the two figures, as provision for only two months' payments is included in the 1971-72 estimate. Provision other than for pay-roll

tax has increased by \$20,477,000, or 261 per cent, from \$76,755,000 to \$97,232,000, and almost \$19,500,000 of this increase is accounted for by salaries and wages. No less than \$13,200,000 is required simply to meet the effect of known salary award increases, increases in student teacher allowances and an extra pay that falls in 1971-72. While the balance has been provided to meet the cost of staff expansion, purchase of equipment and materials and other increased running costs of schools.

As from July 1, 1971, student teacher allowances were increased by amounts ranging from \$80 for first-year students to \$200 for graduates who decide to undertake teacher training. Boarding allowances, allowances for dependants and special living allowances were also increased while the application of the mature age allowance was extended. An additional sum has been provided to cover the cost of an extra \$2 in the book allowance that will be paid to secondary pupils in State and independent schools alike from the beginning of the 1972 school year. These allowances will then be \$20 for each of the first three years, \$28 for the fourth year and \$30 for the fifth year. The cost for the increased allowance and increased enrolments is estimated at about \$280,000.

Independent Schools—Last year the Government announced the appointment of a committee to investigate the needs of independent primary schools and to recommend how additional assistance of \$250,000 in 1971 should be distributed. About two-thirds of this amount was paid to the schools during 1970-71 in respect of the first two terms of the 1971 school year. A full \$250,000 will be paid this year along with about two-thirds of an additional \$150,000 that the Government will distribute, on the committee's recommendations, to independent primary and secondary schools in the 1972 school year. The provision for assistance to independent schools, including the established per capita grants, has therefore been increased to \$885,000.

Tertiary Education—The provisions for the University of Adelaide, the Flinders University, and the Institute of Technology have regard to the present grants arrangement between the Commonwealth and the State as provided in Commonwealth legislation, and also to proposals for additional grants towards the recent unusually heavy costs of increases in non-academic salaries and wages. The estimates of grants required also take account of the probable increased revenues to be received in 1972

from an increase of about one-sixth in fees which the Government has recommended to the three councils. This will reduce the extent of State grants which would otherwise have been required to support the three institutions by about \$250,000 this year and \$500,000 in a full year. We have, however, provided an additional \$40,000 this year, making \$150,000 in all, so that special assistance may be given to avoid hardship on the part of students who do not hold Commonwealth scholarships or have their fees paid by employers under cadetships and similar schemes. The three institutions will also have available increasing sums being returned in repayment of loans approved previously by the Fees Concession Committee, and these repayments may be used again in granting further assistance.

Hospitals—It is expected that expenditure by the Hospitals Department will increase by \$6,768,000 from \$35,403,000 to \$42,171,000. As this department has been entirely exempt from pay-roll tax since 1968-69 (and partly before that), this comparison gives a true indication of the extra amount being made available. Provision has been included to meet the increasing cost of the operation of existing hospital services, for the opening of new services at the Queen Elizabeth Hospital, for the further occupation of the Strathmont Centre, and for the occupation of additional accommodation at Whyalla, Port Augusta and Mount Gambier Hospitals. Sessional payments for visiting medical specialists at the four teaching hospitals, Royal Adelaide, Queen Elizabeth, Adelaide Children's and Queen Victoria, commenced on January 1 last, and a total of \$1,330,000 has been provided for the continuation of these payments for a full year in 1971-72. It is proposed to establish a new Personnel and Training Division in the Hospitals Department so that when new staff members are appointed to a hospital they may be better informed as to the operations of a modern hospital and the administrative structure of the department. The automatic data processing section of the department is to be developed and the work to be undertaken will include advanced computer studies related to the planning and operation of the new Flinders Medical Centre as well as the routine functions of pay-rolls and accounting.

Other Medical and Health—Almost two-thirds of the moneys to be paid from the Hospitals Fund this year are proposed to be as subsidies for non-government hospitals and institutions. Proposals for grants to these institutions total \$10,478,000, of which

\$3,400,000 will be provided from the Hospitals Fund and \$7,078,000 from the "Chief Secretary—Miscellaneous" vote.

Provision is made under "Chief Secretary—Miscellaneous" for \$260,000 for continuing emergency grants at the rate of up to \$1 a bed a day to approved non-profit nursing homes for the remainder of the financial year as may be necessary. The State Government in March last approved such emergency grants until September 30, 1971, in anticipation that the Commonwealth would by then have raised its contribution rate. No supplementary provision was made for this purpose in the last Commonwealth Budget, and therefore the State has no alternative other than to continue its support for a further period, notwithstanding that this is primarily a Commonwealth responsibility. Strong representations to the Commonwealth are continuing from the administrations of non-profit nursing homes with the full support of the Government.

Welfare Services—The Social Welfare and Aboriginal Affairs Department was exempted from pay-roll tax early in 1970-71 and, with the small amount of tax paid in that year excluded, this year's provision of \$7,445,000 is \$1,104,000, or 171 per cent, greater than the comparable figure last year. Expenditure on public relief is estimated to increase by about \$453,000, partly as a result of a proposed reduction, from 13 weeks to six weeks in the time deserted wives and other women in similar circumstances must wait before qualifying for greater relief and partly as a result of higher rates to follow the announced rise in Commonwealth pension rates. The reduction in the qualifying period is planned to commence on January 1, 1972. Provision has also been made to increase foster care rates and payments for necessitous children in voluntary children's homes. The increased cost this year will amount to \$59,000.

Public Undertakings—The estimate for expenditure by the Engineering and Water Supply Department includes an amount of \$550,000 for South Australia's share of the estimated cost of maintenance incurred by the River Murray Commission, \$1,000,000 to meet the cost of electricity for pumping water through the three major mains and \$15,121,000 for expenses incurred in the normal operation and maintenance services of the department. Of the sum provided specifically for electricity for pumping, it is expected that about \$345,000 will be required for the Mannum-Adelaide main, \$555,000 for the Morgan to Whyalla and Iron Knob main, and \$100,000 for the

Swan Reach to Stockwell main. With pay-roll tax excluded, normal departmental provisions are expected to increase by \$1,153,000 above last year's payments.

Revenue expenditure by the Marine and Harbors Department, other than pay-roll tax, is expected to rise by \$434,000. The department is planning for a rather greater concentration on its maintenance programme in 1971-72. A considerable saving will be made by the Railways Department now that its obligation for pay-roll tax has been removed but an increase of \$4,924,000 is expected in other expenditures. Of this amount about \$3,200,000 will be required simply to meet the carry-over cost of awards brought down last year and those announced recently, more than \$1,000,000 will be needed to cover the increasing cost of the normal operations of the department, including South Australia's share of the expenditure incurred in operating the Crystal Street station at Broken Hill, and \$552,000 has been allocated for deferred maintenance.

Other Departments: Highways Department—The balance available for roads purposes at the beginning of 1970-71 was \$1,688,000 and, with State contributions of \$17,316,000, Commonwealth grants of \$23,500,000 and local government repayments of \$917,000 during the year, the Highways Department had access to funds totalling \$43,421,000. Expenditure on the construction and maintenance of roads and other payments incidental thereto reached \$40,298,000, leaving a balance of \$3,123,000 at the end of the year. It is estimated that \$21,220,000 will be available from State sources in 1971-72, \$25,500,000 from Commonwealth grants and \$680,000 from repayments by councils, and that these funds together with \$1,100,000 of the balance on hand will be used to finance works and services costing \$48,500,000. Included in this total are \$900,000 for a reimbursement to Loan Account in respect of the Kangaroo Island ferry project and about \$1,000,000 to reimburse Revenue Account for the cost of police road traffic services. Most of these expenditures are met directly from the roads funds and in the Bill now before honourable members the appropriation is limited to \$6,601,000, being the head office and administrative expenditure.

Public Parks—The Land Tax Amendment Act passed last year imposed a surcharge of 1c for every \$20 of unimproved value on all metropolitan land in order that funds of about \$600,000 a year should be available to assist

in the provision of parks, reserves, and open space areas. This surcharge is effective from the commencement of this financial year and the revenue derived from it will be used to the extent of \$300,000 for public parks for which provision is made under the "Minister of Local Government—Miscellaneous" vote, and to the extent of a further \$300,000 by transfer to the Planning and Development Fund, for which provision is made under "Premier's Department". In addition to these funds, the Government intends to make available \$300,000 each year from the Loan Account for national reserves while the State Planning Authority will have power to arrange semi-governmental borrowings of up to a further \$300,000 for utilization by the Planning and Development Fund. In all, \$1,200,000 should be available for public parks this year and in future years, in addition to funds in hand and receipts from subdividers required under the Planning and Development Act.

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 some small variations in wording that require explanation. In the first place, there have been some minor differences in the past in wording between the Supply Bills, the first Appropriation Bill and the second Appropriation Bill, in referring to the same matters. Small variations have now been made in this Bill to achieve greater simplicity and at the same time uniformity in wording, as far as that is practicable, between the several financial Bills that serve similar purposes. As an example, the reference to the Estimates of Expenditure in clause 6 is briefer than previously. These small variations have no effect on the authority given by the Bill. In the second place, there has been a clarification of clause 3 (2), to which I shall refer again in a moment.

Clause 2 authorizes the issue and application of a further sum. As the two Supply Acts effective for 1971-72 authorize the issue and application of \$100,000,000, the effective authority of clause 2 is \$249,388,000, to take the total of such authority to \$349,388,000. Clause 3 (1) sets out the details of the appropriation of the total of \$349,388,000. Clause 3 (2) provides 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. The Act, as passed last year, provided for the Governor to appropriate "any money required to pay those increases of

salaries or wages and pay-roll tax". It has always been the intention that these appropriations to cover unforeseen costs of awards should be additional to those appropriations for individual departments listed in clause 3 (1). However, some doubt has been expressed whether the previous wording fully achieved that intention and, accordingly, the wording has been made more explicit. Clause 3 (2) now provides that the Governor may appropriate "such amounts as are equal to those increases, and those appropriations shall be additional to the appropriations made by virtue of subsection (1)". At the same time, the previous reference to pay-roll tax has been deleted, as henceforth departments will be free of pay-roll tax (with only two exceptions—the Highways and Motor Vehicles Departments) and the additional cost of such tax consequent on wage awards for only the two departments will be so small as to not justify special appropriation.

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. On present indications 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, 1971. Clause 7 authorizes the expenditure of \$5,150,000 from the Hospitals Fund during 1971-72 and of \$1,700,000 in the early months of 1972-73 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 consideration of honourable members.

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

DAYLIGHT SAVING BILL

Adjourned debate on second reading.

(Continued from September 22. Page 1569.)

The Hon. A. M. WHYTE (Northern): I rise to oppose the Bill and to outline my reasons for doing so. I appreciate some of the difficulties in which the Government of this State is involved in having to adjust to the requirements of the Eastern States. I have often thought it a great pity that some compromise could not be reached between the States whereby we could accept a uniform time.

Over the years it has often seemed that there have been attempts to have South Australia swallowed up by the Eastern States, especially with regard to time. This Bill does not deal specifically with Eastern Standard Time, although I think the Minister made it quite clear in his second reading explanation that indeed it was Eastern Standard Time that we were dealing with and that this Bill was only a forerunner to or a softener for the adoption of that time. Throughout the explanation he repeatedly referred to the various meridians by which time is adjusted. I think it is well that we keep in mind the meridians, because there is no other way of adjusting the time.

I think every person realizes that there is nothing much anyone can do about the sun. Irrespective of where one lives, the sun rises at the same time on that particular day in any year. Therefore, any attempt to adjust the daylight hours always seems to me to create confusion. It reminds me that when King Canute took his followers down to the beach he explained to them in a very simple way that he could not control the waves. I think that perhaps we should put our Premier on the top of Mount Lofty and tell him to have a look at the sun in order to see what he can do about that.

The Hon. D. H. L. Banfield: I think he would fix it for you if you approached him.

The Hon. A. M. WHYTE: To give him credit for that, I believe that he knows where the sun rises and sets. The point I am trying to make is that regardless of the convenience that big businesses wish to make of daylight saving it does not quite work the way they would have us believe. It is really because of the big pull that they have on political powers that they are able to get their way. At a referendum, I do not think people in any State would vote for daylight saving. It will inconvenience many sections of the community, especially people in the country areas, and more especially the farther west one goes. As I represent the Far West of this State,

I would ask Government members to bear in mind that we are not half an hour but 1½ hours behind Eastern Standard Time in relation to the sun, and to have a further hour of the day taken away will cause a great deal of inconvenience.

The Hon. Mr. DeGaris referred to the effect on schoolchildren. We know that with the concurrence of a school committee and the headmaster an application can be made to the Education Department to have the school hours adjusted. However, that is not quite the answer, for irrespective of what hours are stipulated they will not suit everybody. True, children would be able to catch a bus at 8.30 a.m. instead of at 7.30 a.m. as they do now, but it will still really be the same time in the day. Drivers of school buses often work in a garage or in some other business in the town, and school bus drivers are often difficult to find in country areas. A splendid situation occurs where one of the teachers drives the bus, and this is encouraged as much as possible. However, it is not always possible to get a teacher to do this. Sometimes a good-natured person in the town or perhaps on a farm can be imposed on to run a school bus, but there is not much money in it for him and it would not even pay for his food. If the school bus times are not now going to be convenient to him in his place of employment, we will not get that type of man to drive a bus.

We must also realize that reaping conditions cannot be governed by a time piece, although perhaps the hours of silo operations can be. Quite correctly, Co-operative Bulk Handling Ltd. is not inclined to pay more overtime than is necessary, so the position will be aggravated if one is to start work at 6.30 a.m. instead of 7.30 a.m., especially when the weather is clement. Even now, reaping cannot commence until mid-day on some days in the best of summers. In some areas along the coast dampness prevents the reaping of wheat.

The Hon. A. F. Kneebone: Of course, that could happen now, with ordinary time.

The Hon. A. M. WHYTE: True, but the silo will be open for one hour less during normal working time.

The Hon. C. R. Story: The best part of the day is lost.

The Hon. A. M. WHYTE: Yes, when the wheat is to be delivered. I do not know what adjustments can be made, although this will have to happen. It is hoped that a further

hour's overtime will not involve more expense for the growers.

The Hon. C. R. Story: A realistic approach by the unions will have to be made on this.

The Hon. A. M. WHYTE: That is true.

The Hon. A. F. Kneebone: The unions do not set the hours for the co-operative.

The Hon. C. R. Story: No, but the overtime rate could be fixed by arrangement.

The Hon. A. M. WHYTE: The Hon. Mr. Story's interjection is indeed a valid one, because the co-operative is not quite governed by the unions; it is one of the exceptions. Many of the employees involved would be long-standing unionists, and I think the unions will have to be involved in any adjustment of working hours. I have seen the sun rise as many times as most people my age, and I have never needed legislation to tell me that, if I wanted to save daylight, I would have to get up that much earlier to do so. Big businesses consider that South Australia should be on Eastern Standard Time. I do not understand why they cannot adjust themselves to the present situation that we are a half-hour behind the Eastern States by the clock and by the sun. The Stock Exchange has said that because of its operations South Australia's time should be brought into line with that of the Eastern States. We are smartly fixing that because of the effect on our economy. However, I do not think the number of dealings on the Stock Exchange should really govern what happens in South Australia in this respect. In any case, I find it hard to believe that those astute people who make a living by playing the Stock Exchange would not know that they must rise an hour earlier to contact their counterparts in other States.

I should like now to refer to an aspect of the Bill that I cannot understand. As I have said previously, it was obvious to me during the Minister's second reading explanation that he was referring not to daylight saving but to Eastern Standard Time, and that this legislation is merely a softener and a forerunner of what is to come. Clause 3 provides that the Bill, when passed, shall operate from the hour of 2 a.m. on the last Sunday in October in each year until 2 a.m. on the last Sunday in February. However, clause 6 provides that the Act shall expire on October 15, 1972. There seems to be a slight difference between those two provisions.

The Hon. C. M. Hill: Perhaps it is intended to extend its operation by further legislation.

The Hon. A. M. WHYTE: Perhaps that will not be necessary. Initially I thought that

further legislation would be needed. However, clause 6 illustrates that no further legislation will be necessary. I realize that the Government has been under pressure from big business and that it has been faced with a big problem, which it has seen fit to tackle in this manner. Although I try to assist the Government with its legislation as much as possible, I cannot agree with its actions on this occasion. I oppose the Bill.

The Hon. C. R. STORY (Midland): I sympathize with the Hon. Mr. Whyte in relation to the argument he has advanced. He knows much about wheatgrowing and the problems associated therewith, and I know a fair bit about the horticultural industries. The matter of overtime is a real problem, which has never been realistically approached by the unions. During the trial period, which is the busiest part of the fruitgrowing industry's operations, all the main public holidays occur and, under the Australian Workers Union award, employees then receive time and a half and double time. In addition, if an employer is to take advantage of the additional hour available as a result of daylight saving, he will be forced in many cases to pay double time before he should have to. This is because there is a period of about four or five days over the Christmas period, which is the heart of the apricot season, during which there are many paid public holidays and for which time and a half must be paid. With the introduction of daylight saving, double time will have to be paid, which is a real impost upon people in industry.

The Hon. D. H. L. Banfield: But the spread of hours will give them an hour's leeway.

The Hon. C. R. STORY: The whole point is that people are going to start at an earlier time. Fruit-picking is not like road metal or running a bootmakers' union: fruit is a perishable commodity.

The Hon. A. F. Kneebone: But surely you don't work overtime unless you need to.

The Hon. C. R. STORY: This perishable commodity does not realize that people are interfering with it, and it will go on ripening, whatever happens. It must therefore be picked at a certain time. The canneries and packing houses accept deliveries between 8 a.m. and 5.30 p.m. but, if one alters one's starting time and the factory intake is stopped an hour earlier, the position will be aggravated unless the factory is willing to pay its employees an hour's overtime to enable the fruit to be received. It is not as easy to regulate these matters as it may sound.

The Hon. D. H. L. Banfield: Does the fruit have to be delivered on the same day?

The Hon. C. R. STORY: Fruit cannot be left about: it must be brought in as soon as possible. So, I have yet to be convinced that daylight saving will not penalize fruitgrowers and other primary producers. I am fortified in advancing these arguments by the many signatures that have been placed on a submission by people living in the Midland District. The signatures could be tabled if the Minister wanted that to be done. Those people are just as cross as I am about the matter. I will not commit myself in connection with this Bill at present, because I want to listen to the Minister's reply.

The Hon. A. F. KNEEBONE (Minister of Lands): I am grateful for the willingness of honourable members to work on the Bill and expedite its progress. The Leader and the Hon. Mr. Whyte referred to problems that will be created in connection with country school-children. The Hon. Mr. Whyte referred, also, to the matter of school bus drivers. Some time ago the Minister of Education informed me that in some country areas, particularly in the Far North, headmasters have a discretion to amend the time for starting school in the summer. Headmasters can exercise a similar discretion during the period of daylight saving. I can understand that there may be problems in connection with overtime, but let us not say that the unions are at fault. Certainly, the unions went to arbitration to get awards which provide that any hours worked outside a specified spread of hours must be regarded as overtime.

The Hon. A. M. Whyte: We did not say that it would be the fault of the unions: we said that an adjustment should be made.

The Hon. A. F. KNEEBONE: It does not have to be the unions that will make the alterations. The packing sheds could change the hours during which they receive fruit, just as headmasters can change the time for starting school. So, it is quite feasible for adjustments to be made. And let us remember that all the Bill does is to provide for a test period. The Leader referred to drive-in theatres, but I assure him that the Government has considered the problems involved and sought people's reactions to them. Over the years the Chamber of Manufactures, the Chamber of Commerce Incorporated and the Employers Federation have stressed the problems created for the business community by the difference between Eastern Standard Time and Central Standard Time. If this Bill is not passed there will be

a difference of 1½ hours between E.S.T. and C.S.T.; such a difference would create problems that would extend beyond the business community. The Railways Commissioner has emphatically stated that, if we do not introduce daylight saving, there will be great difficulties in connection with rail transport between South Australia and other States. Air transport would be similarly affected. Through their decision to introduce daylight saving, the Eastern States have placed South Australia in a difficult situation. I appeal to honourable members to support the Bill so that we can alleviate that situation. I assure the Council that the problems that would result from failure to pass this Bill would be greater than any problems that might result from passing the Bill.

Bill read a second time.

In Committee.

Clauses 1 and 2 passed.

Clause 3—"Advance of time."

The Hon. Sir ARTHUR RYMILL: I agree with what the Minister has just said. It would be rather a tragedy if South Australia did not go into this move as all the Eastern States are doing. I said this during Question Time a few weeks ago when the Government first mooted this matter. There has been a move over the years to go to Eastern Standard Time. It has not yet happened, but certainly it could happen during the summer. I do not know about the winter, but probably it could happen there. I know there are difficulties. I think they are all completely soluble; if not, they are minor as compared to the difficulties that would arise if we did not follow the Eastern States to which, in these times of modern transport and communications, we are so attached. I have said previously that I feel the Government had no alternative to this legislation once the Eastern States decided to adopt this hour of summer time. That is still my convinced opinion and I wholeheartedly support this clause and the rest of the Bill.

The Hon. G. J. GILFILLAN: I do not recall any mention of a change to daylight saving in Western Australia. I stand to be corrected on this, but I do not recall hearing anything on this during the debate. The matters of train schedules, air flights and other interstate transactions may be a problem in dealing with Western Australia if we are to move 21 hours ahead of their time.

The Hon. Sir Arthur Rymill: I understand that Western Australia is going to adopt the standard of one hour.

The Hon. G. J. GILFILLAN: That is what I want to ask. I realize that Western Australia could be forced into this by a move in South Australia. I dislike the principle of daylight saving. Most members have experienced it in Tasmania, and for my part I have been quite glad to get back to the normal standard time on my return from that State, although we must realize, of course, that Tasmania is in a different latitude.

The matters brought forward this afternoon are very relevant. I hope we will not see a dual-time system coming to fruition because of problems created for packing sheds, silos and many other enterprises (even, perhaps, milk processing), which depend very largely on the true time of day for their operation. I hope such industries will not have to work to a different time. This could affect business far more than interstate transactions. In many instances, metropolitan businesses are based on customers living within the State.

It is with some concern that I view the problems which may arise from the introduction of this Bill. I hope that any lessons which may be learned from it will be taken into account and that, if it is found to be a grave inconvenience in South Australia, the Government will take up the matter with the Governments in the Eastern States in sufficient time for any necessary alterations to be made before the period occurs again next year.

The Hon. A. F. KNEEBONE (Minister of Lands): Although I cannot give a definite answer about Western Australia, I think the matter is being considered there and because all the other States (if we approve it) are on daylight saving I think Western Australia will be. I assure the honourable member that, after the trial period, if we find it has not worked out satisfactorily, we will discuss the matter with the Eastern States if the opportunity arises. We were faced with a *fait accompli* in this matter. We were not consulted before the Eastern States adopted daylight saving. We might not have made the decision to introduce the Bill, and probably would not have made any decision to adopt daylight saving, if the Eastern States had not done so.

The Hon. R. C. DeGARIS: The clause states:

Notwithstanding anything in the Standard Time Act, 1898, from the hour of two o'clock in the morning of the last Sunday in the month of October in each year (including the year 1971) until the hour of two o'clock in the morning of the last Sunday in the month of February in the next following year. . .

The Bill says "in each year". This is my query. I will have another query when we come to clause 6. Have I the Minister's permission to alter my clock at 11 p.m. instead of 2 a.m.? It seems rather irksome to have to remain up until 2 a.m. to alter the clock.

The Hon. A. F. KNEEBONE: I do not think "each year" makes a great deal of difference in view of the wording in clause 6:

This Act expires on the fifteenth day of October, 1972.

I invite the Leader to join with me in altering the clock at about 10 o'clock on the night in question in October.

The Hon. Sir ARTHUR RYMILL: It is not often that I can help the Leader, because he is so self-sufficient, but if he would care to look at the Prices Act and the Landlord and Tenant (Control of Rents) Act, he would see in those Acts "in each year"; it is designed so that in this case the Act can be extended for the following year. That does not mean we are involved in any way in altering this Act. This Act, unless Parliament thinks otherwise, will expire on the date mentioned.

Clause passed.

Clauses 4 and 5 passed.

Clause 6—"Expiry of Act."

The Hon. R. C. DeGARIS: I raise a further query on why an Act for which the expiry date is the end of February should expire on October 15, 1972.

The Hon. Sir Arthur Rymill: I might be able to help the Leader again.

The Hon. R. C. DeGARIS: I am certain that, if the Minister of Lands cannot help me, the Hon. Sir Arthur will be able to. Perhaps we will ask the Minister first.

The Hon. A. F. KNEEBONE: This is to give us the opportunity to look at the results of the test in that period. We will consider all aspects of the matter. October 15 is specified to give us the opportunity, if we decide to go on with daylight saving, to introduce another Bill to cover the situation.

The Hon. Sir ARTHUR RYMILL: I think I can help both the Leader and the Minister but, on reflection, it might be presumptuous of me to try to do so again.

The Hon. C. R. STORY: I am not satisfied with the comments of the Minister or of Sir Arthur, because I think Sir Arthur has a lot up his sleeve. I intend to oppose this clause.

The Hon. A. F. KNEEBONE: That is the honourable member's problem. It is evidently his desire that this Bill not expire on October 15 of next year. If he opposes this clause

and is successful in getting sufficient honourable members to support him, this Act (as it will then be) will not expire on October 15 next year: it will remain in operation from year to year.

Clause passed.

Title passed.

Bill reported without amendment. Committee's report adopted.

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

That this Bill be now read a third time.

The Council divided on the third reading:

Ayes (10)—The Hons. D. H. L. Banfield, T. M. Casey, Jessie Cooper, R. C. DeGaris, R. A. Geddes, C. M. Hill, A. F. Kneebone (teller), Sir Arthur Rymill, A. J. Shard, and V. G. Springett.

Noes (5)—The Hons. G. J. Gilfillan, H. K. Kemp, E. K. Russack, C. R. Story (teller), and A. M. Whyte.

Majority of 5 for the Ayes.

Third reading thus carried.

Bill passed.

MEDICAL PRACTITIONERS ACT AMENDMENT BILL

Adjourned debate on second reading.

(Continued from September 22. Page 1568.)

The Hon. V. G. SPRINGETT (Southern): The Act that this Bill amends, the Medical Practitioners Act, 1919, was an important milestone in the medical history of this State. In 1919 it was:

An Act to make better provision for the registration of medical practitioners and to regulate the qualifications for and the effect of such registration; and for other purposes.

Between 1919 and the present day, there have been several amending Bills for various purposes. This Bill's amendments are concerned largely with the important work of the Medical Board of South Australia, which was constituted in 1919. It consisted of five members, the same number as applies today—three nominated by the Minister, one by the Australian Medical Association (South Australian Branch) and one by the University of Adelaide. That board's duties include the important task of keeping a register of medical practitioners and specialists. If a person does not have his name on that register kept by the board, he is not allowed to practise. It is having his name on this register that gives the doctor the status of being a registered as well as a qualified medical practitioner.

This responsible and august body, the Medical Board of South Australia, has again

reviewed the Act, and its purpose in this Bill is to seek to correct some inconsistencies that have been revealed and to insert some statute law revision amendments.

One of the most important things that this Bill does is concerned with the registration of foreign medical practitioners. Honourable members may remember that only a few years ago certain amendments were passed that made it possible for a Foreign Medical Practitioners Assessment Committee of the Medical Board to arrange for medical practitioners from foreign countries who were qualified doctors but did not have reciprocal recognition in this State to come to South Australia, seeking recognition, and to be examined by this assessment committee. If they were found suitable, they were given the privilege as well as the responsibility of practising in South Australia. This amendment was introduced in 1966, and the provision is due to expire on June 30, 1972; and no application for registration will be considered after December 31 of this year. As the board is very satisfied with these provisions, which are working very well, it is most anxious that the Bill be passed so that the committee can continue to exist without any break in continuity or limitation on its life.

Clause 4 refers to the filling of casual vacancies. Section 9 of the Act provides that the seat of a member shall become vacant on the death, lunacy, or insolvency of a member; or the execution by the member of a statutory deed of assignment for the benefit of his creditors; or his compounding with his creditors for less than 20s. in the £1. This clause merely converts the amounts to decimal currency. In other words, this ensures that the standard of ethics of the board members is going to be upheld. They must be solvent!

Clause 6 effects only minor alterations, which are of no fundamental importance. People qualifying in medicine take their examinations in November and qualify for their degrees in about December. However, because they do not actually receive their degrees until the following April or May there is a period when, although qualified, they do not have the degree. At the same time, for the first year after he has qualified and taken his degree a person has to spend 12 months compulsorily as a resident medical officer in an approved and appropriate hospital. This clause provides that the year spent as a resident medical officer shall commence immediately he qualifies, which, as I have said, is in about December. This is rational and sensible. All young doctors are very keen to commence their year in a resident medical

officer job because the sooner they finish that year the sooner they can get full registration and get out into general practice or some other form of medicine that they are choosing for their future careers.

Clause 7 is really just a matter of tidying up some of the language in section 20. I think I am correct in saying that this deals with the recognition by the Medical Board of various oversea bodies and authorities. Section 20 contains the words "the United Kingdom, another State, a Territory of the Commonwealth or another country where degrees, diplomas, fellowships, memberships or licences in medicine or surgery are a qualification". This is a big mouthful, and by clause 7 it is being replaced by the words "a place outside South Australia where the qualifications required to practise medicine or surgery are recognized by the board as qualifications". This wording is much simpler, and I think it will be helpful to all concerned.

Clause 8 deals with the payment of registration fees. Every doctor has to pay an annual practice fee. Some years back it was possible to pay a fee compounded once and for all, but now an annual fee is required to be paid. When a man first qualifies in South Australia he pays \$6, which consists of his original registration fee and his annual fee. Thereafter, the annual fee is \$4. People who come from outside South Australia have to pay \$12 in the first year, this being the original registration fee and the licence fee; thereafter they pay a fee of \$4 annually.

The clause also deals with the removal from the register of the name of a person who has not paid his annual fee or who requests that his name shall be removed. After all, there are people who decide to give up medicine and do not want to remain on the register. Under clause 8, those people can ask for their names to be removed. As I have said, the name of a man who has failed to pay his annual fee would be taken off the register. However, it will remain on the register until the end of the calendar year for which he has already paid his fee. If subsequently he wishes to register, he can have his name again placed on the register by paying a restoration fee.

If a man has had his name removed from the roll because he has not paid his fee or because his whereabouts are not known, the board can refuse his registration. People move around fairly vast areas nowadays; many people go overseas to study, and sometimes letters can go astray in the post. When a person is

abroad he might forget that he has not renewed his registration, and as a result his name could be removed from the register. Clause 8 allows such a person to remain on the register until the end of the year, so this gives him time to rectify the matter. However, under clause 9, if the whereabouts of that person are unknown or he has not paid his fee the board can refuse an application to restore his name to the register if he is not of good fame or character; in other words, if he does not come up to those standards in his actions and behaviour that are adopted and accepted by any professional man of merit.

In the past there has been a serious gap in the legislation whereby a practitioner who may not have been on our roll in South Australia for some years could have been guilty of misconduct in some other part of the world where he has been practising, but because he was once on the roll in South Australia he has been able to come back here and seek reinstatement. This cannot happen under the amending legislation. If a doctor has been struck off any roll or disciplined anywhere else, that same standard of discipline can apply when he returns to South Australia.

I am glad that clause 10 has been included in the Bill, because it is important. Anyone who seeks to practise in South Australia must register with the board. Obviously, the board has always tried to help these people, so when a person has arrived in this country between meetings of the board he has not had to wait for a meeting to take place before he has been able to commence work. If a doctor had to wait for a period, it could involve hardship for him. However, under the Act the President has been able to issue a provisional certificate for full registration in the past. If a person takes an examination and qualifies in, say, November he will now not have to wait until the end of December or the beginning of January for the board to meet again. Such a person can seek provisional registration from the board over the President's signature, and this registration will be accepted and recognized until the next meeting of the board, when the President's action will be confirmed and registration and certification given to the applicant.

A medical officer, after qualifying, must complete one year's service as a resident before he can be placed on the full register. There is a period of limited registration, during which a young doctor must work in recognized hospitals only under the supervision of registered teachers. In the past, certain

ambiguities have applied in relation to these people. Because a person must wait for, say, a month before he can commence duties as a resident medical officer, his period of employment may run on into a month of the second year of registration, as a result of which he is sometimes forced to pay a second year's provisional fees. Under the Bill, the Registrar will not have to demand from every such person the extra year's fee. The payment of the fee can be waived, or the Registrar can request that only part of it be paid, depending on the circumstances of the individual case.

Clause 12 deals with a matter that concerns the whole community perhaps more dramatically than does any other part of the Bill. It deals with practitioners who have been found to be guilty of conduct that is unprofessional, unethical or improper in any professional respect, and provides that such persons can be censured, required to give an undertaking to abstain from such conduct in the future, or required to furnish to the board either orally or in writing a full explanation for their conduct. If a person fails to do any of those things, he is liable to a maximum penalty of \$50. If a person fails to give that undertaking or commits a breach of an undertaking, the board may suspend his registration. However, there is a right of appeal against a suspension order always.

It is worth bearing in mind that everyone who comes in contact with or under the care of a doctor is safeguarded by the existence of strict moral and ethical standards as well as certain legal standards, which make it possible for the board either to censure or discipline the person involved. It is possible under the amending legislation to have a man's name removed from the register and, after a specified time, he can apply to have his name restored. An important and valuable insertion in this respect has been made in the Bill. Not only is it possible for a person to have his name restored, but the person involved may be obliged, having applied to have his name restored to the roll, to carry out a refresher course before it can be restored. This is an important provision not only for his sake but also for that of the public.

When a person has not been practising for some time he gets out of touch with medical matters, as changes in the profession occur quickly. Under the Bill it is possible for the board to decide that, as part of the basis upon which his name will be restored to

the register, a person will have to undertake such a refresher course.

The Bill also refers to the important matter of the registration of specialists, which has been law in this State for some years now. The Bill provides that there shall be not only a register of general practitioners but also a specialist register, containing the names of those who are entitled to call themselves specialists and to engage in specialist practice in this State. These people must be recognized as specialists by the profession for Commonwealth benefit funds. If a person has his name removed from the register of general practitioners, it is also automatically removed from the specialist register. It is obvious that, if a person cannot practise as a general practitioner doctor, he should not be allowed to practise as a specialist. Under the Bill, the register of specialists shall be made available for inspection by the public. Also, the specialist register shall be proof that, once a person's name is on it, he is a specialist, although he must pay an annual registration fee in order to remain on it, of course.

Another important point that the board has considered in seeking the amending Bill is the matter of the patient who is worried about an account he has received from a doctor. If he thinks it is excessive or unreasonable, he can take up the matter with the board, which he asks to review the account. At present, the patient is charged \$5 before that can be done, in order to prevent frivolous complaints. However, it is considered that that charge is unreasonable in cases where only small sums are in dispute. It is proposed that the charge should be varied from time to time and case to case. Under the present system, before the board can review alleged excessive charges it is necessary for the patient to make his application within three months of receiving the account. This Bill provides for that period to be increased to six months. This provision seems reasonable, particularly in view of the board's experience that it has been unable to review an alleged excessive account because the complaint was received from a migrant who did not become aware of his rights until more than three months had elapsed after his receipt of the account. Six months seems reasonable.

An important provision in this Bill is that making it possible for doctors from other States to be granted immunity if they are required to perform emergency treatment in this State; that seems reasonable. A doctor may come here on special request to perform

an operation or, in his travels, he may come upon a situation where his professional skill can assist a person. This Bill gives him immunity from the consequences of his actions if he performs emergency treatment in this State. Clause 25 helps the doctors who come from countries where there is no reciprocal recognition. Such doctors must have qualifications that the board, in its wisdom and after investigation, is satisfied are adequate. Up to the present, such doctors who have come from outside South Australia must reside in South Australia for three months before they can apply for registration, but this Bill provides that the period can be three months or a shorter period if the board is satisfied with the doctor's qualifications. Under the present system a doctor could have been working happily in, say, a base hospital or an outback region in New South Wales and, if he wanted to come to South Australia, he would have to live here three months before applying for registration. That situation seems absurd for such a doctor.

The Hon. A. J. Shard: That could apply to a doctor from Broken Hill.

The Hon. V. G. SPRINGETT: Definitely, and it is quite unnecessary, because it is possible to get the needed references and recommendations from those in the adjacent State who know the doctor's work and can speak for him. So, it ought to be possible for doctors who have worked in another State to apply for registration here without any waiting period. Of course, a three-month acclima-

tization period should still apply to people coming here directly from overseas. Clause 25 (/i) provides:

By striking out from paragraph (b) of section 5 the word "remuneration" and inserting in lieu thereof the word "examination";

Actually, the word "remuneration" is not in section 5(b) of the principal Act: the word in that provision is "remunerate". I should like the Minister of Health to clarify that provision.

The Hon. A. J. Shard: I shall consider it over the weekend and let the honourable member have a reply next Tuesday.

The Hon. V. G. SPRINGETT: I thank the Minister. Medicine is an old profession, and it is vital for the community that its moral and ethical standards shall remain high. If the day comes when we cannot trust the medical profession, we will be in a sorry state. The Medical Board appreciates the fact that not only should the medical profession be trusted but the public should be trustful in its approaches to the board and medicine generally. Hence we have these amendments, which all relate to the Medical Board's work. No-one has anything to fear from them, except any doctor who is seeking to break the law and let down his profession. I have great pleasure in supporting the Bill.

The Hon. G. J. GILFILLAN secured the adjournment of the debate.

ADJOURNMENT

At 4.28 p.m. the Council adjourned until Tuesday, September 28, at 2.15 p.m.