

4, Industrial Arbitration Act Amendment.

Introduced by the Minister for Labour.

5, University Building.

Introduced by the Premier.

6, Bureau of Industry and Economic Research.

Introduced by the Minister for Employment.

7, Municipal Corporations Act Amendment.

8, Local Courts Act Amendment.

Introduced by Mr. Cross.

9, Companies Act Amendment.

Introduced by Mr. Sampson.

10, Fisheries Act Amendment.

Introduced by Mr. Watts.

11, Road Districts Act Amendment.

Introduced by Mr. Marshall.

12, Alsation Dog Act Amendment.

Introduced by Hon. P. D. Ferguson.

13, Marketing of Onions.

Introduced by Mr. Marshall (for Mr. Fox).

14, Jury Act Amendment.

Introduced by Mrs. Cardell-Oliver.

House adjourned at 10.48 p.m.

Legislative Council,

Tuesday, 30th August, 1938.

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The PRESIDENT took the Chair at 4.30 p.m., and read prayers.

ASSENT TO BILL.

Message from Lieut.-Governor received and read notifying assent to the Supply Bill (No. 1), £2,500,000.

QUESTION—AGRICULTURE, WRITING-OFF.

Group Settlement, I.A.B. and Agricultural Bank.

Hon. H. SEDDON asked the Chief Secretary: What was the total amount written off by the following authorities during each of the last six years:—(a) Group Settlement Scheme, (b) Industries Assistance Board, (c) Agricultural Bank?

The CHIEF SECRETARY replied:—

(a) Group Settlement:				Amount written off.		
Year ended.				£	s.	d.
30/6/33	..	..	..	9,543	15	11
30/6/34	..	..	..	11,836	13	5
30/6/35	..	..	..	42,431	8	5
30/6/36	..	..	..	57,628	19	2
30/6/37	..	..	..	1,708,374	18	3
30/6/38	..	..	..	5,238	14	4
				£1,835,054	9	6

(b) Industries Assistance Board:

30/6/33	..	..	..	27,176	6	4
30/6/34	..	..	..	46,734	13	3
30/6/35	..	..	..	62,089	14	6
30/6/36	..	..	..	60,099	13	2
30/6/37	..	..	..	431,693	16	11
30/6/38	..	..	..	654,404	7	9

£1,282,198 11 11

(c) Agricultural Bank:

30/6/33	..	..	..	18,574	14	0
30/6/34	..	..	..	22,513	8	8
30/6/35	..	..	..	28,445	3	7
30/6/36	..	..	..	31,226	18	1
30/6/37	..	..	..	403,634	18	8
30/6/38	..	..	..	1,123,002	17	3

£1,627,398 0 3

Discharged Soldiers' Settlement Scheme:

30/6/33	..	..	..	28,051	9	9
30/6/34	..	..	..	27,430	6	11
30/6/35	..	..	..	36,818	17	1
30/6/36	..	..	..	33,552	15	11
30/6/37	..	..	..	331,367	0	11
30/6/38	..	..	..	419,456	2	7

£876,676 18 2

Grand Total: £5,621,327 14s. 10d.

MOTION—TOWN PLANNING AND DEVELOPMENT ACT.

To Disallow By-laws.

HON. H. S. W. PARKER (Metropolitan-Suburban) [4.39]: I move—

That the by-laws (Nos. 1 to 7 inclusive) made under the Town Planning and Development Act, 1928, as published in the "Government Gazette" on the 8th April, 1938, and laid

on the Table of the House on the 10th August, 1938, be and are hereby disallowed.

Subsection (1) of Section 30 of the Town Planning and Development Act, under which these by-laws purport to have been made, sets out that the Governor may make and publish in the "Government Gazette" uniform general by-laws. The by-laws to which exception is taken have not been made by the Governor. What has happened is that the Minister for Works has recommended them and the Governor in Executive Council has approved of them. That is not sufficient, because the Interpretation Act sets out clearly what must be done. Subsection (1) of Section 36 of that Act states that when by any Act it is provided that regulations may or shall be made by the Governor, certain conditions shall apply. Subsection (4) reads as follows:—

When by any Act it is provided that regulations may or shall be made by any authority other than the Governor, the provisions of subdivision (h), (c) and (d) of Subsection (1), and the provisions of Subsections (2) and (3) hereof shall apply to any regulation so made: Provided that if the Act which gives power to make, or directs the making, of such regulation requires that the same shall be confirmed by the Governor or any other authority before it shall have the force of law, the provisions of subdivision (e) of Subsection (1) hereof shall not apply to such regulation until it has been confirmed as so required.

I submit that all that has happened in regard to the by-laws that are the subject of my motion is that the Governor has approved by-laws made by someone else. It may be that I am raising technicalities, but it is far more advisable that technicalities be raised here than that people be put to the expense of going to law to test the validity of the by-laws. I raise the question purposely, because I fear there are other by-laws which may be similarly affected. To show that my technicality has some substance, I refer to regulations made under the Mining Act of 1904, which begin as follows:—

The Department of Mines, Perth, 2nd December, 1925. His Excellency the Governor in Executive Council has been pleased to make the following regulations under the Mining Act . . .

That is the way in which these regulations should be made—by the Governor in Council, not by a Minister and then approved by the Governor. The latter course can only be adopted if the Act so provides. For that reason alone these regulations should be dis-

allowed. However, there are many other reasons. Section 30 of the Town Planning and Development Act, under which these by-laws have been made, provides—

(1) The Governor may make, and publish in the "Gazette," uniform general by-laws, or separate sets of general by-laws . . .

and then it is provided that such by-laws shall have the force of law in the district of any local authority which the Governor may prescribe.

So there are two things: the Governor makes the by-laws, and at a later date they are prescribed for districts. That is very similar to what is done under the Public Health Act. Under that Act the Governor or the department—for the moment it matters not which—makes model by-laws, which various local governing bodies adopt or do not adopt, as they think fit. And that is the scheme of this Act, that the Governor makes model by-laws and that the various local governing bodies may adopt them if they desire. But if the local authorities do not adopt them the Governor may, if he likes, prescribe that they shall apply. The following subsection has been inserted in Section 179 of the Municipal Corporations Act by the Town Planning and Development Act, Section 29:—

53. For carrying into effect all or any of the purposes mentioned in the Second Schedule in the Town Planning Act, 1928.

The Road Districts Act is similarly amended. Thus the Town Planning and Development Act gives to local authorities the power to make by-laws under the Second Schedule, and the Governor may also make by-laws for the purposes mentioned in the Second Schedule. Now we have to turn to the Second Schedule to find out what the Governor may do. I looked this up carefully, to see what things could be done, and the only paragraph in the Second Schedule that, so far as I can see, would apply is paragraph 8:—

The making, fixing, altering and ascertaining of building lines irrespective of the width or alignment of any street, road, or right-of-way . . .

The Town Planning Commissioner called on me this morning, and somewhat surprised me by telling me that the by-laws purported to be made under another section prescribing the height, location, purpose and dimensions, or the general character of buildings to be erected or reconstructed as far as rea-

sonable for securing proper sanitary and hygienic conditions, convenience or amenity of the area to which the town planning by-laws are to apply. I do not think there is the slightest doubt that the "location" referred to is a general location, and not a specific block. In any event, the authority given by the Act, is under paragraph 8 of the Second Schedule, which says—

The making, fixing, altering and ascertaining of building lines irrespective of the width or alignment of any street, road, or right-of-way, to secure as far as practicable, having regard to the physical features of the site and the depths of the existing subdivisions of land, that the distance between the buildings to be erected, or buildings likely to be reconstructed on the opposite sides of any street, road, or right-of-way, shall not be less than that fixed by the by-laws according to the prospective traffic requirements of such street, road, or right-of-way, and not less in the case of any street or road than 66 feet, nor more than 198 feet except pursuant to agreement between the owners and the local authority that the distance is to exceed 198 feet.

That is the only paragraph I can see in the Second Schedule which deals with building alignments. We all know that the various local authorities have fixed building alignments so that one cannot build his house right up to the street. As a rule the requirement is 30 feet back: I am not querying in any way what it should be or what it should not be.

The purpose of the Second Schedule is that the Governor may make by-laws providing that, as far as practicable, the distance between buildings to be erected on opposite sides of any street shall not be less than that fixed by the by-laws. Now, it is difficult to fathom what these by-laws mean; but I shall assume that they mean not what they say but what I believe they are really intended to mean. What the second by-law purports to set out, as far as I can gather, is that any building block surrounded by four streets where one house is built right up to the front of the block and the others are built right at the back, and the blocks intervene, broadly speaking, one can only build forward up to the centre of the block, the mean between the two distances. If hon. members do not follow me, may I just read the by-laws. By-law No. 2 reads—

When a local authority has not made any such by-law and the parcels or allotments of land between the two nearest street corners to the land or allotment in question on the same side of the street are vacant, no building

shall be erected closer to the street boundary of such land or of any of the parcels of land than 30 feet, except in areas set aside and gazetted for uses other than as residential areas under the Town Planning and Development Act, 1928, or under the provisions of any local government Act; provided that any building may be set back a distance greater than 30 feet from the street boundary at the option of the owner.

By-law No. 3 reads—

Notwithstanding anything hereinbefore contained, and whether a building line has been prescribed or not, no building on any lot between the two nearest street corners to the land or allotment in question and on the same side of the street shall be erected closer to the street than the mean distance which the nearest two existing buildings on the same side of the street are set back from the street boundary.

Members will notice that the by-law refers to buildings on the same side of the street; yet paragraph 8, to which I referred, specifies opposite sides of the street. The Town Planning Commissioner says, "No, I am referring to the height, location, purpose, dimensions or the general character of the buildings to be erected or reconstructed to secure proper sanitary and hygienic conditions, convenience or amenity." He showed me a photograph of a building that blocked somebody else's view, and said that interfered with the amenity. If the provision in the schedule is read in that way, I suppose the same objection could be raised to houses in many streets. I submit that the by-laws are drawn on the wrong basis in that the Act specifies houses on the opposite sides of the street, whereas the by-laws mention houses on the one side. I read No. 1 of the by-laws to mean that if there is a by-law made by a local authority already in existence, people shall abide by it. Yet that meaning is expressed in the following words:—

Whenever a local authority has made a by-law under its local government Act prescribing that any building proposed to be erected on any parcel or allotment of land shall not be erected unless it is erected a prescribed minimum distance from the street alignment, then no building shall be erected on any such parcel or allotment of land closer to the street boundary than the distance so prescribed.

The by-law takes eight lines to prescribe that people must obey a law that exists. No by-law is needed for that. I have already read By-law No. 2 which refers to buildings erected on the same side of the street,

whereas it should refer to buildings on opposite sides of the street. By-law No. 3 relates to the mean distance. The draftsman realised the difficulty of understanding that and proceeded to insert By-law No. 4, which reads—

A local authority shall not approve of the erection of any building or of a plan for the erection of any building which does not conform to these by-laws.

Of course it may not. If the plan does not conform to the by-laws, the local authority cannot approve of it. That by-law is ridiculous. To show how great is the difficulty of reading and understanding these by-laws, let me quote No. 5, as follows:—

The diagram hereunder illustrates what is meant by vacant land between houses and between two cross streets, and is incorporated with and shall be used as a guide to the construction of these regulations.

Then there is appended a wonderful plan. A plan is necessary in order that one may understand the by-laws! I cannot claim to know much about plans, but I can see that this one is wrong. I always understood that a cross street was one that intersected another. One street marked "cross street" in the diagram is in fact a cross street, but the other does not cross any street.

Hon. J. Nicholson: The diagram is not very clear.

Hon. H. S. W. PARKER: I defy anyone to understand it. I do not pretend to understand plans, but I have not discovered any layman who could understand this one, though I admit I have not asked a surveyor. A by-law means something written; it does not mean a plan. Surely we are not to be asked to revert to the dark ages when ideas had to be expressed in pictures. Nowadays we have to express ourselves in words. Now consider By-law No. 6—

If any person shall, either by act or omission, contravene any of these by-laws, he shall be guilty of an offence under these by-laws, and on conviction for such offence shall be liable to a penalty not exceeding £10, etc.

There is not a word in the schedule providing for a penalty. There is no power in the schedule for the Governor to provide a penalty. The reason for that is plain. When the Governor makes by-laws that are *intra vires*, they are subsequently adopted by a local governing body and that body has the power to prescribe a penalty for a breach of any of the by-laws. There was

no intention that the Governor should fix a penalty. Now let me quote By-law No. 7—

These by-laws shall have the force of law in the district of every local authority in the State of Western Australia.

The Act says distinctly that such by-laws shall have force and effect in the district or locality that the Governor may from time to time prescribe. He cannot prescribe the whole of Western Australia; he must prescribe a locality or a district, though he may prescribe many localities or districts. The "Gazette" notice proceeds to say—

These by-laws shall be administered and enforced by the executive officer of each or any local authority.

I do not know who the executive officer of a local authority is. What is meant by "executive officer"? If the notice mentioned "the secretary," that would be sufficient. There is no occasion for the inclusion of the paragraph because the by-laws of the local authorities can provide for enforcement. There is nothing in the Second Schedule to say that the Governor shall prescribe who shall administer the by-laws. The "Gazette" notice adds:—

The Town Planning Commissioner or his deputy may exercise similar powers of enforcement.

There is nothing in the Act saying that the Town Planning Commissioner shall have such authority. The local authorities in whose districts the by-laws apply are responsible for carrying them into effect and enforcing their observance. Thus the authority given by the Act has been exceeded. The by-laws have not been made by the right people and are not in accordance with the Act. I submit that we shall be doing a gross injustice if we allow the by-laws to stand and then solemnly enact the farce of requiring people to go to the court to have them upset. These by-laws are a very striking illustration of the dangerous practice that arises from all Governments legislating by regulation or by-law. The situation will continue to be dangerous until there is set up a proper drafting department, the officers of which will not only peruse the regulations and by-laws, but will actually draft them. Let there be set up a competent and proper authority, a person who is trained in the work, to draw these by-laws and regulations under the supervision of the Crown Law Department. I feel sure this House will

then be saved considerable time—time that is now spent in discussing whether by-laws are properly before us or not. Furthermore, we shall have by-laws that any layman who understands the subject will be able to comprehend. I trust the House will pass the motion.

On motion by the Chief Secretary, debate adjourned.

MOTION—HEALTH ACT.

To Disallow Amendment to Regulations.

Debate resumed from the 24th August on the following motion by Hon. C. F. Baxter (East):—

That the amendment to Schedule B of the regulations made under the Health Act, 1911-1937, as published in the "Government Gazette" on the 5th August, 1938, and laid on the Table of the House on the 10th August, 1938, be and is hereby disallowed.

HON. G. B. WOOD (East) [5.3]: Most of the remarks of the Chief Secretary related to the questions of health and inspection. There are many things behind the regulations other than the question of public health, and I propose to prove that contention. The Minister remarked that if the people concerned had made more than a cursory examination of the regulations, nothing would have been heard of them. It was about 12 months ago that the people concerned first managed to get busy. They were very perturbed about the whole business and about what they heard was likely to happen. During that period several conferences have been held with a view to working up a case to the end that the regulations, when they came forward, might be disallowed. Let us consider who are the people concerned. In the first place I would mention the following road boards:—Gosnells, Darling Range, Serpentine-Jarrahdale, Chittering, Armadale-Kelmscott, Rockingham, Perth, Canning, Wanneroo, and Swan. Those local authorities represent a great body of public opinion, for not only the members of the road boards but also the people they represent are greatly perturbed about what is being put over them. The Chief Secretary said quite a lot about inspections. These people are not opposed to inspections, but welcome them. Never have they said they do not want meat to be inspected. After consulting the road boards,

I made certain remarks in the course of my Address-in-reply speech. The views I expressed were not my own but the views of these people. I said:—

I am not advocating that farmers should be allowed to kill beasts on the farms, or here, there and everywhere. I am not advocating that meat should not be inspected. I do, however, advocate that certain centres in outer suburban areas, such as Armadale, Sawyers' Valley, Mt. Helena, Bullsbrook and Rockingham, should be set apart as places where beasts may be slaughtered. At present, beasts at Armadale must be sent to Midland Junction to be slaughtered, and the carcasses are then sent back to Armadale for sale. . . That is not fair. I hope an end will be put to that sort of thing. I desire to make it abundantly clear that I do not oppose meat inspection, which is very necessary.

Hon. L. Craig: That covers only meat sold in the metropolitan area. It would not cover beasts killed at Midland Junction and sent back to Armadale. You said beasts would have to be killed at Midland Junction and sent back to Armadale.

Hon. G. B. WOOD: Beasts intended for slaughter at Midland Junction may have been produced at Armadale. I do not see why the animals should not be slaughtered at Armadale. At present stock has to be trucked alive to the Midland abattoirs, and it comes back as dead meat to Armadale for consumption. That is not fair.

Hon. A. Thomson: That means increased cost.

Hon. G. B. WOOD: Someone has to pay for it. The man who produces the meat will not get as much as the sheep or beasts are worth. If he does get what they are worth, then the cost will be passed on to the consumer. I do not think the butchers will ever suffer. This sort of thing is happening in other places—at Mundaring, for instance. I was talking to a butcher at Mundaring this morning. He told me something of the disabilities he is suffering because of the regulations. He can no longer kill his meat in the district. He has a good property and the necessary yards, and spent £350 so that he might kill his own meat. That is now a dead loss and the whole plant is useless to him. He has also had to spend £350 on the purchase of a van to convey his meat from Midland Junction. All this is quite unnecessary. He told me his business had depreciated at least £500. If he had put down the figure at £1,000, I would not have thought it an exaggeration.

Hon. A. Thomson: That is playing into the hands of the wholesale butchers.

Hon. G. B. WOOD: I will come to that later. I also consulted another butcher. This man bought a property on the strength of being able to kill sheep and pigs there and sell the meat locally. He cannot do that now. I asked him if he thought the property had depreciated, and he replied that he did not think he could sell it now. He said he was losing £3 a week. The regulations are very drastic from the point of view of the small butcher. The other night reference was made to what was happening to the small producer of pigs. There was no collusion between Mr. Baxter and myself. He had worked out what the man in question was losing, and I had worked it out independently. I quoted a man who had a cow and lost 30s. upon it.

The Chief Secretary: How do you connect your remarks with the regulation you want to disallow?

Hon. G. B. WOOD: The regulation provides that slaughtering shall be prohibited in the area. It says—

Slaughtering is prohibited in the area except at the State abattoirs or at slaughter-houses where pigs are slaughtered under permit and inspected at the time of slaughter.

The permit is more or less a bribe to keep these people quiet. A case at Gosnells that came under my notice this morning will show the inconsistency. A man was seen by an inspector killing a pig under a gum tree. There was only sand under the animal and there were no proper facilities. That man, however, was permitted to kill his pig under those conditions. There are other things behind all this. Evidently the Government desires to have all the killing done at one centre. I do not know whether Ministers think they can thus get the business under the control of the slaughtermen's union, but I rather think there is something in the suggestion. There is no proof of it, but that is the general opinion. A double-edged sword has been used against the people affected. As Mr. Thomson suggested, the control of all this meat will come under the wholesale butchers. I presume that is the unfair competition referred to by the Chief Secretary, but I fail to see where that comes in. To indicate that the road boards are genuine in the stand they take, I will read one or two of the motions carried at some of the

conferences. The first under date the 21st September, 1937, is as follows:—

Moved by Mr. Abernethy, and seconded by Mr. Knuckey: That the Armadale-Kelmscott and Gosnells Road Boards, being the two boards not fully covered by the Abattoirs Act, be recommended to make the necessary arrangements for the inspection and branding of meat, and to license the slaughter-houses necessary to enable this to be done.

The motion indicates that these people do not want to dodge their obligations and that they do not object to inspections. At a conference held on the 30th November in the same area the following motion was carried:—

We agree to local inspection by qualified inspectors in our districts in the area at present outside the existing 12 miles limit.

Another motion passed on the same date was as follows:—

We are of opinion that this provision should be made effective in other districts outside the existing 12 miles limit, and that Mr. Sampson, M.L.A., be asked to make the necessary arrangements for the deputation.

I was a member of a deputation that waited upon the late Mr. Munsie last November. We told the Minister that we were not opposed to meat inspection and that all we wanted was the right to kill beasts in our own areas. This was before the regulation came into force. I could hardly understand the remarks of the Chief Secretary when he said that these people were trying to dodge the inspections and that the health of the community would be impaired.

The Chief Secretary: Is not your complaint against the extension of the area rather than against the regulations you want disallowed?

Hon. G. B. WOOD: I cannot separate the two. The regulation says that slaughtering is prohibited except within a certain area. The Chief Secretary suggested that members should view the operations connected with the inspection of meat. I have been visiting the Midland Abattoirs for many years to satisfy myself that I was not out of date. I visited them last Wednesday before the Chief Secretary spoke. I can see very little difference between the inspection of meat at Midland Junction and that at the Nelson markets. In respect of sheep there is no difference, but there is a slight difference in respect of pigs and cattle. This, however, does not affect the position. The people con-

cerned already suggest setting up in their areas clean abattoirs where meat can be killed and inspected. It is a very serious matter for small butchers that they should be so hounded as to be brought under the control of the wholesale butchers. I cannot see that there would be any unfair competition, because there is no objection to a unionist killing the meat at some other place. The people concerned want only the right to kill animals in their own district, on the ground that extra expense will have to be incurred in sending the animals to Midland Junction and having them returned to the districts where the meat will be consumed. I hope the motion will be carried, as I regard the regulation as unfair, unreasonable and unnecessary.

On motion by Hon. A. Thomson, debate adjourned.

ADDRESS-IN-REPLY.

Tenth Day.

Debate resumed from the 25th August.

HON. H. S. W. PARKER (Metropolitan-Suburban) [5.15]: With other members I congratulate you, Sir, upon your having again taken the office of President. May I hope that you will have continued success in that position. I wish also to congratulate the new members upon the excellent speeches they have delivered to the House, and sincerely trust they will continue to give advice that will help us in the matters that come before this Chamber. I have always been struck by the importance to the community of educating the State school children in health matters. I ascertained that an excellent report had been compiled by Miss Gordon, a graduate of the University of Western Australia. She travelled through Europe, visiting among other countries Sweden, Norway, Germany, and Denmark. She took courses in various subjects and was away from Western Australia for over two years. When she returned she presented an excellent report and I asked that it be laid on the Table of the House. Although the Chief Secretary was not able to comply, he told us that the report was receiving attention. I sincerely trust that full consideration will be given to it and that Miss Gordon's recommendations will be accepted.

I also hope that in due course the Minister will be able to table the report so that its contents may receive full publicity. I understand that another report was presented by Mr. Halliday who was for some years connected with the physical training of the boys in our schools. We hear much talk about hospital expenditure and the erection of hospital buildings. In my opinion we should commence by building up the health of the people and so avoid a proportion of the hospital expenditure. We can do that only if we have a healthy nation. To attain that end, we must start off with healthy children. I am fully aware that the Government is doing good work through the infant health centres and pre-natal instruction, and I hope it will follow up that phase by looking after the physical training of our boys and girls. I am sorry to say that there is ample evidence now that children from 12 to 15 years of age lack adequate physical training. We see round shoulders, stooping and an absence of smartness and of alertness. We often hear those defects attributed to malnutrition, but they are due to nothing of the sort. Want of proper education in physical culture and hygiene is the cause. In 1936 the British Medical Association in England furnished a report on this problem. A committee, styled the Physical Education Committee, was set up for the purpose of considering and reporting upon the necessity for the cultivation of the physical development of the civilian population and the methods to be pursued with that object in view. Many prominent people were called to the aid of the committee, including various school masters and mistresses. I do not propose to read much from the report, but the following extracts are of interest. The committee's first recommendation was:—

Instruction in elementary physiology and personal hygiene, as a branch of general science, should be regarded as an essential part of physical education in all schools. These subjects should be taught in a practical way, and should be related both to the gymnastic training and to the periodical medical examinations.

Later on this appeared—

A daily period should be devoted to some branch of organised physical activity in all junior and infant schools. Pupils attending senior and central schools should have three normal periods of gymnastic training each week, in addition to a weekly period in the

school time-table for games and/or swimming.

Suitably equipped gymnasia, together with changing rooms and shower baths should be included in all new senior and central schools, and when the reconditioning of old buildings is undertaken similar accommodation and equipment should be provided. In the larger junior and infant schools a physical training room should be provided in addition to the assembly hall.

I do not think that the provision of shower baths is so necessary here because practically every home has one. In a climate such as that of England no doubt they would be required.

More numerous and extensive playing fields should be provided for elementary schools, especially in the areas of slum clearance schemes, and new housing estates.

The unsatisfactory playgrounds possessed by many elementary schools, particularly in rural areas, should be economically reconditioned.

We have plenty of grounds here, but the trouble is to have them maintained in good order. Other recommendations were—

All boys and girls in public and secondary schools should have not less than three normal periods of gymnastic training, with or without apparatus, each week, in addition to the time devoted to field games and swimming. The preparation for examinations should not be allowed to curtail the physical activities of boys and girls in the senior forms of public and secondary schools.

In order that an adequate amount of time may be devoted to physical education, the larger public and secondary schools for boys and girls should appoint additional teachers of the subject.

Additional accommodation for gymnastic training, including changing rooms and shower-baths, should be provided in public and secondary schools for boys and girls, especially where the existing accommodation is inadequate even for the periods of instruction given at present.

More numerous and extensive playing fields should be provided for the secondary day schools for boys and girls.

The teacher of physical education in public and secondary schools for boys should preferably be either a fully qualified physical training teacher or a specially trained ex-Service commissioned officer.

In those mixed schools which are not large enough to employ a whole-time trained woman gymnast, the girls should be taught by a part-time trained woman teacher rather than by a whole-time teacher who has not had a full gymnastic training.

The number of athletic events, in connection with school sports, for which a pupil may enter on one day, should be limited. Public and secondary schools for boys should

consider the advisability of substituting a standard scheme for the one-day sports system.

Then another recommendation sets out that organisers of physical education should be appointed by all local education authorities and a minimum scale is suggested. Of course this relates to crowded areas in a country like England; we in Western Australia with our scattered population would probably require more. In their scale, however, on an average attendance of 30,000 to 60,000, which would correspond to the average aggregate attendance in Western Australia, the committee recommended for the town area the employment of one man and one woman plus two assistants, and for the country areas one man and one woman plus four assistants. What I desire to impress upon the Government is that it is essential to appoint qualified people to teach physical training and hygiene in the schools. To talk about hospitals or even about the physical culture of the children is useless unless we also avoid the shocking conditions that exist around school buildings at present. If any member were to visit the schools in the metropolitan area when it was raining, he would find most objectionable conditions.

Hon. G. B. Wood: Have you ever been to the Merredin school?

Hon. H. S. W. PARKER: I have not been to the schools in the country areas, but I believe the same trouble exists there.

Hon. W. J. Mann: It is worse there.

Hon. H. S. W. PARKER: At the metropolitan schools the children literally have to walk through water to enter the class-rooms. To overcome the difficulty is merely a question of levelling up the grounds. We have State quarries, gravel pits and so on. It should be quite easy to provide dry grounds at all the schools at a minimum of expense. A little while ago Dr. Stang warned parents that they should send their children to school without boots and stockings, because of the danger attached to their remaining in school with wet feet all day. Alternatively she suggested that they should be sent to school with changes of shoes and stockings. We all know how difficult it is to keep children from splashing through puddles.

The Honorary Minister: Dr. Stang did not refer particularly to school grounds, but spoke generally of what should be done in wet weather.

Hon. H. S. W. PARKER: Dr Stang is the State school medical inspectress and visits the various State schools; hence her warning to parents. When I visited some of the school grounds I was horrified at their condition. Children should not have to paddle through water to enter school, and not much money would be needed to overcome the difficulty. The State spends considerable sums on education but avoids essentials. What is the good of building up a child's mind if we do not build up its body? We must have a balanced mind and sound body. What is the good of a wonderful mind if the child has not the physique to enable it to make use of that mental asset? Obviously we must strike a balance. If the child is healthy and has a normal mind, he will develop in later years into a good type of citizen. But we cannot expect a child to possess a decent mind if he has colds all the winter. It is important, therefore, that we have properly drained school grounds. When such a suggestion is advanced, we are told that no money is available for the work. I will deal with that phase later, but it all boils down to a question of finance.

I have previously spoken about a certain matter which I desire to deal with again, because it is becoming more and more urgent. I refer to our statutes. A number of our Acts are consolidated each year, and Mr. Sayer, K.C., has informed me that he has consolidated practically all the statutes. He pointed out today that he had succeeded in getting many printed, and that in four days he had completely consolidated the Health Act. If any member has had occasion to look up a section in that Act he will realise how valuable such a consolidation will be. For a layman to ascertain what the Act contains is almost impossible. It is necessary for him to consult a lawyer who keeps his statutes up-to-date in order to obtain the desired information. Mr. Sayer informed me that he could complete the task of consolidating our statutes in a very little while if he were permitted to do so. He works entirely without remuneration and devotes the whole of his time to the task. Unfortunately, the Government will permit him to have printed only those consolidations that he can get included in the annual volumes of statutes that are published. Mr. Sayer is not a young man. The work he is engaged upon is most valuable to the

State and would be more so if the consolidated statutes were printed.

Hon. A. Thomson: The State is very fortunate to have his services.

Hon. H. S. W. PARKER: Extremely fortunate. Mr. Sayer is a man of great ability and knows the State statute law from A to Z. It is essential that our statutes be brought up-to-date and I again ask the Government to make the money available for the necessary printing and to request Mr. Sayer to continue his good work so that all our statutes may be consolidated. The main statutes have already been dealt with and I trust that he will be given the opportunity to complete his work. This work should be completed promptly. If Mr. Sayer should not be here, a great deal of his work would not be of any value to anyone else. It is essential that this work should be done at once under the direct supervision of Mr. Sayer.

To a layman the following matter may not be of such great importance as it is to a lawyer, but not until July of this year did we receive our volume of the statutes that were passed last year. We had even to prepare our income tax returns before the volume containing the Income Tax Assessment Act was issued, though we could have obtained a separate copy of the Act from the Government Printer. There is some shocking mismanagement about that. I suggest the only way in which this difficulty can be overcome is for the Government to create a drafting section of the Crown Law Department. All our regulations are in a hopeless state. I venture to say that any person, whether lawyer or layman, would have the greatest difficulty in ascertaining the regulations under a particular Act.

Hon. J. Nicholson: I think they are being compiled.

Hon. H. S. W. PARKER: Something is being done now, I understand. We certainly want a separate drafting department. Drafting is an art on its own. Even a qualified lawyer cannot be expected to be an expert draftsman. As I say, drafting is a special qualification. It is high time that a drafting section of the Crown Law Department was established, with a properly qualified person in charge of it. Ministers and members of Parliament would be saved much time if they could get Bills and regulations drafted by competent persons, and it

would pay the State handsomely if my suggestion were adopted. The money required for such a purpose would not be very great. I submit there would be ample money available for school-grounds, school training and other essential services if the Government did not spend so much money upon non-essentials. I may be asked, what are non-essentials? One non-essential is the trolley bus.

The Honorary Minister: Ask the public.

Hon. H. S. W. PARKER: I shall ask the public; and I shall ask the Honorary Minister what has been spent to date on trolley buses. Is the Government prepared to permit people who cannot board crowded trolley buses to use the other road transport that passes them by? I frequently use the trolley bus and find it extremely comfortable. It is an excellent form of passenger transport; but I object to travel in the morning during the peak period in trolley buses grossly overcrowded when I could ride in comfort in private transport along the same route. I challenge the Government to allow people to select which form of transport they will travel by.

Members: Hear, hear!

Hon. H. S. W. PARKER: Of course, the trolley buses are paying handsomely, but they have an absolute monopoly in populous and growing suburbs. Are the Government ferries crowded and are they paying? The Government has a monopoly of that transport; yet the ferries are so mismanaged that they are being run at a loss, while a private concern catering for an adjoining district is paying dividends. How long the trolley buses will continue to be popular I do not know; unquestionably they are the best and most comfortable form of passenger transport, provided they are not overcrowded, but seldom during the peak periods are they not overcrowded. I have travelled in crowded trolley buses while privately-owned buses with ample accommodation passed by, leaving people desiring to use them waiting on the road. The Government should not be afraid of competition. I sincerely trust the Government will allow private transport to cater for the passengers that the trolley buses cannot take. I hope the Minister will tell me in his reply how much has been spent to date on trolley buses.

We have heard a great deal about motor accidents and how they can be avoided. I may be wrong, but it seems to me that one

way in which many motor accidents might be avoided is to employ more police on the roads. The police should patrol the roads not for the purpose of prosecuting motorists, but for the purpose of guiding and training them. Before one can obtain a license to drive a motor car, one must pass an examination; but we all know that people pass examinations and promptly forget much of that in which they have been examined. If the police patrolled the roads and held up and advised motorists who were committing breaches of the law, I think far more good would result than by making raids every now and again and prosecuting offending motorists. What I have suggested might cost a little more, but it would be the means of saving lives. If the police found that one particular person was frequently ignoring the law or committing gross breaches of the law, undoubtedly that person should be prosecuted. It may be suggested that if a policeman is allowed to patrol the road and select whom he likes for prosecution, that may lead to bribery and corruption. It may, but I have sufficient faith in our police to have no fear of that result. If the police are allowed to do their work in their own way, they will do it without fear or favour.

It is high time the Police Department was put in order. If it is not the fault of the department, then it is the fault of the Administration. I can assure members that I am very much hurt when I hear on all sides allegations made of gross bribery and corruption on the part of the police. I do not like it, nor do I like to hear it of our neighbouring States. To refute those statements is very difficult. We find, however, that one starting-price betting shop is closed, and another is left open, and these shops are being continually raided. We find one hotel is open after hours and the licensee is not prosecuted, while another licensee is prosecuted for that offence. Human nature being what it is, to say that all is well with the police is very difficult. If the policeman on the beat is not doing his duty when he finds breaches of the law being committed, he should be sacked; if the sergeant is responsible, he should be sacked; if an inspector will not allow either the sergeant or the policeman to do his duty, then the inspector should be sacked; and if the commissioner will not allow any of those subordinates to do his duty, then the commis-

sioner should be sacked. If it is not the fault of the commissioner, then it is the fault of the Government, and the Government should go. I have not hesitated to say that on the hustings. I have told the people and I tell them again through you, Sir, that until we have a change of Government or until the present Government enforces the law, we shall continue to have the slur cast upon us that our police force is corrupt. I do not believe that any of our policemen is corrupt, but I do feel that for some reason or other the police are not allowed to do their duty. I therefore ask the Minister for Police to tell the Commissioner of Police to do his duty, and for him to do so is the simplest thing in the world.

I shall mention some facts regarding starting-price betting. I will be perfectly candid in my statements. Starting-price betting should be stopped; the law should be enforced. If the Government is prepared to amend the existing law, the Queensland law seems to me to be the best to follow, although I am not binding myself definitely in making that statement. Until the law is amended, however, the present law should be enforced. I shall quote from the Criminal Code to show members how simple the law is. Section 211 reads—

(1) Any house or room, or any place whatsoever which is used for any of the purposes following, that is to say—

(i) For the purpose of bets being made therein between persons resorting to the place; or

Walk along almost any of our streets and one can see that being done.

(ii) For the purpose of bets being made therein between persons resorting to the place and—

(a) The owner, occupier or keeper of the place, or any person using the place; or

(b) Any person procured or employed by or acting for or on behalf of any such owner, occupier, or keeper, or person using the place; or

(c) Any person having the care or management, or in any manner conducting the business of the place; or

Hon. A. Thomson: One wonders why the owners of the properties are not prosecuted.

Hon. H. S. W. PARKER: The section continues—

(iii) For the purpose of any money or other property being paid or received therein by or on behalf of any such owner, occupier, or

keeper, or person using the place as or for the consideration—

(d) For an assurance, undertaking, promise, or agreement, express or implied, to pay or give thereafter any money or other property on any event or contingency of or relating to any horse-race, or other race, fight, game, sport, or exercise; or

(e) For securing the paying or giving by some other person of any money or other property on any such event or contingency;

is called a common betting house.

Any person who opens, keeps, or uses a common betting house is guilty of a misdemeanour, and is liable to imprisonment with hard labour for three years.

Or he may be summarily convicted before two justices in which case he is liable to imprisonment with hard labour for six months, or to a fine of One hundred pounds.

And for the benefit of Mr. Fraser, I may add that the W.A. Turf Club is excluded from the operation of the section, which continues—

The Western Australian Turf Club, and any other club or company, incorporated or otherwise, registered by the Western Australian Turf Club, and authorised by the Colonial Treasurer, and any person, with the permission of any such club or company, may have, use, and play with on the racecourse of such club or company, during the days of any race meeting, the instrument known as the totalisator.

Hon. A. Thomson: What about the book-makers?

Hon. H. S. W. PARKER: I will deal with that point presently. The provisions of the Act I have read are surely ample authority for taking such action as may be necessary to ensure obedience to the law. Dealing with the hon. member's interjection, we have but to look at the newspaper any morning to learn the class of people who are prosecuted for betting offences. Their occupation is given as "Labourer." Obviously, those people have never rented a shop in their life. They are prosecuted; the policeman gives evidence in this way: "I raided a place on such and such a date at such and such a time. The defendant was behind the counter and I asked him, 'Are you the keeper of this shop?' and he replied, 'Yes,' your Worship." That is the evidence. We have many competent police officers who could find the real owner of the premises and my contention is that the duty of the police is to find the real owner.

Members: Hear, hear!

Hon. H. S. W. PARKER: Let me quote from the Police Act Amendment Act (No.

1), which dates back to 1893. I shall not read the whole of the Act; it is lengthy. I shall quote the marginal notes—

No house, etc., to be kept for the purpose of owner or occupier betting with other persons.

Betting houses to be gaming houses.

Penalty on owner or occupier of betting house.

The penalty is £100 or imprisonment for six months. The succeeding marginal note reads—

Penalty on persons receiving money on condition of paying money on event of any bet.

Provision is also made that to receive any money as a deposit on any bet shall be an offence. Members have had sent to them a "double" chart; indeed, this chart has been sent everywhere. Apparently the police are not familiar with the Police Act Amendment Act, which has been in force since 1893. This sets out—

Any person exhibiting or publishing or causing to be exhibited or published any placard, handbill, card, writing, sign or advertisement whereby it shall be made to appear that any house, office, room or place is opened, kept, or used for the purpose of making bets or wagers in manner aforesaid, or for the purpose of exhibiting lists for betting, or with intent to induce any person to resort to such house, office, room, or place for the purpose of making bets or wagers in manner aforesaid, or any person who, on behalf of the owner or occupier of any such house, office, room or place, or persons using the same shall invite other persons to resort thereto for the purpose of making bets or wagers, shall be liable on conviction to a penalty of not more than thirty pounds or imprisonment, with or without hard labour, for any term not exceeding two calendar months.

The next section reads—

Where any letter, circular, telegram, placard, handbill, card or advertisement is sent, exhibited or published, etc.

Surely the Government cannot claim that the law is being administered fairly and justly.

The Honorary Minister interjected.

Hon. H. S. W. PARKER: When I was Crown Prosecutor, I prosecuted under it, and I believe Sir Hal Colebatch was Minister for Justice at the time. Since I have been a member of Parliament, I have defended people accused of the same offence. Thus, in my professional capacity, I am familiar with both sides. The Minister will agree, therefore, that I know something

about the subject. It would be the simplest thing in the world for the police to prove a case against those men. During the regime of the previous Government, the position reached such a stage that the shops were practically closed. Indeed, one person asked me if I knew where he could make a bet with safety, and I replied that the only way was to go into a big paddock and then make sure there was no one about.

Hon. G. Fraser: Are you trying to make us believe that there is a difference between the previous Government and the present Government in the administration of the betting laws?

Hon. H. S. W. PARKER: I hope the House will realise that that is so.

Hon. G. Fraser: It is not so.

The PRESIDENT: Order!

Hon. H. S. W. PARKER: I have acted for a number of the people concerned, and one has only to look up the police records and the magistrates' notes to realise the difference in the position between that time and the present. One man I defended had to close his shop, but not long after the present Administration came into power I went to that man's shop in one of the main streets of Perth, and I saw on the wall a list of horses, weights, jockeys, and everything else associated with betting. I remarked about it, and perhaps it would not be fair for me to repeat what he said on that occasion. One can go into what appear to be tobacconists' shops in Perth only to find that those shops do not sell even a packet of cigarettes.

Hon. G. Fraser: That has been so for the last 15 years.

Hon. H. S. W. PARKER: Perhaps it has been so in Fremantle, but it has not always been so in Perth. I hope I have made it clear to the Government where I stand on the question of obedience to the law. Take the law dealing with hotel licenses. There are very few people in Western Australia who do not realise that the licensing law, as applicable to the goldfields, is entirely wrong. Why is it that the Administration at the present time declares, "You may keep your premises open on Sunday"? If that is thought to be right, why does not the Government openly and candidly approach Parliament and say, "Will you please alter the law?" It is time something was done. These evils begin in a small way, and develop into

big things. There is no reason why the Government should not bring in a Bill to amend the Licensing Act, and then administer it in the way that Parliament directs. Dictators, as we know, make their own laws, but dictators are strong men, and they are able to "stuff" the ballot-boxes. Here the dictatorship is not strong. There is no worse form of government than a weak dictatorship, and there is no better government than that under strong dictatorship. Here we have a form of dictatorship for a class, and a class only.

On the goldfields and in certain places about the city, hotels are permitted to remain open at all hours. Why not enforce the law as it stands? If it is desired to alter the law, why not be honest and straightforward, and bring in amending legislation? Why say to some, "You may remain open," and to others, "You must close"? In doing that, is not the Government asking for trouble, and causing the spread of allegations against its administration? The permitting of breaches of the law, or winking at them, gives rise to unpleasant criticism. One has only to allow a body like the police force to use its discretion about the enforcement of the law, to find the next thing that happens is that comments are made about graft. At the beginning, the comments may relate to a few shillings, for which amount, it may be said, a policeman will walk down another street. Then the sum becomes a little bigger, and still further increases as one moves higher up the scale. That is the position that has been allowed to arise. In Sydney it was found necessary to take action, and in America the problem got beyond graft, and guns took the place of bribes. Indeed, there is very little difference between graft and guns. Unless the administration of the police force is overhauled, I feel that matters will become exceedingly unpleasant. It is essential that the Government should administer the laws now on the statute-book. We find that corruption leads to perjury, and that then the whole Constitution is undermined. Our laws must be obeyed. If a law is foolish, it must be altered, and in its altered state it must then be obeyed.

Perhaps it is not right to make a point from an interjection, but I should like to disabuse the minds of people, inside and outside the House, with regard to the West Aus-

tralian Turf Club, and the Act under which it operates. Section 15 of the Act sets out—

Every by-law shall forthwith on the expiration of one month after the same shall have been sent as aforesaid if not disallowed within that time be published in the "Government Gazette" together with a notice stating when such by-law was sent to the Colonial Secretary and that such by-law has not been disallowed and such by-law shall come into operation upon such publication.

Section 16 reads—

The production of a copy of the "Government Gazette" containing any such by-law and notice as aforesaid shall be conclusive evidence that such by-law was duly made and was not disallowed. . . .

Part III. of the by-laws framed under the private Act by which the Turf Club is governed deals with bookmakers and betting, and provides—

The committee may, in its discretion, from time to time register any person to carry on the business of a bookmaker on the Western Australian Turf Club racecourse lands and grounds (hereinafter called "the racecourse") in such place or places as may from time to time be set apart for the purpose by the committee. A license may be issued for such period or periods as the committee may from time to time determine. Nothing in this by-law shall be deemed to render it incumbent on the committee to grant any license whatever to any person.

By-law 88 reads—

The committee shall set apart some place or places on the racecourse for betting purposes. The committee may from time to time by notice declare that any place or places set apart for betting purposes shall no longer be used for such purposes, and may set apart another or other place or places in lieu thereof.

Hon. G. Fraser: Are you trying to make out that a by-law overrides a law of the State?

Hon. H. S. W. PARKER: I am endeavouring to make a speech which the hon. member may or may not be able to follow. I am not suggesting that the hon. member should agree with what I am saying.

Hon. G. Fraser: I just wanted to clear up the position.

The PRESIDENT: Order!

Hon. H. S. W. PARKER: I will give the hon. member the numbers of the sections I have quoted, and also the numbers of the by-laws.

Hon. G. Fraser: At any rate, you say in effect that a by-law can break the law of the land.

Hon. H. S. W. PARKER: What I am saying is that a by-law is part of the law of the land. Section 104 of the Stamp Act relates to betting tickets. Those tickets are bought from the Treasury, and it may interest the hon. member to know that as Crown Prosecutor I once had to prosecute a bookmaker for not paying the tax on his betting tickets.

Hon. A. Thomson: Do the starting-price bookmakers pay that tax as well?

Hon. H. S. W. PARKER: We have the usual rush of legislation at the end of the session, and I have learnt my lesson. The other day I was asked to look into the Bread Act, and was surprised to find that it was not possible to prosecute for wrong weight. A baker is not permitted to bake rolls, because the Act says the dough must be of the weight of 1 lb. 4 ozs. Dough cannot be made for bread unless it is 1 lb. 4 ozs. in weight and if that quantity is used for a roll, it will certainly be a big roll. There are all sorts of weaknesses in the Act, so much so that in one instance the printer has been obliged to put an asterisk in the margin and a note at the foot of the page. The more one examines the Bread Act, the more hopeless does it seem to be from the point of view of administration. I trust the Minister will be able to enlighten me. There is now new blood in the Crown Solicitor's office, and the Minister can go into the question and perhaps place this legislation on a workable foundation. Certainly some of the existing anomalies should be removed. The present legislation should be redrafted. The Minister may be successful in getting it passed again, although perhaps he is not prepared to take the risk. I have pleasure in supporting the motion.

HON. J. M. MACFARLANE (Metropolitan-Suburban) [6.1]: His Excellency's Speech is interesting and has been productive of much comment. Formerly I felt with others, that the Address-in-reply debate was a waste of time, but the experience I have gained in this Chamber has changed that view and I now believe that the debate is of value. It serves a useful purpose because members in their speeches approach public questions from different angles and, by listening to their remarks, other members gain information that is useful to them in determining the attitude they should adopt when called upon to vote on different

questions. Therefore, while the progress of the Address-in-reply debate is slow, I regard it as being of value. If members in another place took less time in discussing the motion for the adoption of the Address-in-reply, the discussion would be accelerated in this Chamber.

This year's Speech is more voluminous than usual, but it is mostly a review of the last year's work, supplying at the same time a sidelight on matters governmental. The first item dealt with under the heading of revenue and expenditure clearly demonstrates the art of bookkeeping and balancing the ledger in the most favourable light. Anyone that has to deal with State departments can see evidence of an attempt to present the debit balance at the lowest figure. However, to obtain a true perspective, and a clear and legitimate view of the financial position, one has to take the figures for the month of July and add them to the figures for June. By dividing the result by two, one arrives somewhere nearer the real truth than is possible by considering the June figures only. The Government should have set forth clearly the value of the mining revival to show how far the financial equilibrium of the State is dependent upon production and industry. To obtain a true perspective of the State's financial equilibrium we need to discount or even discard the advantages of Great Britain's abandonment of the gold standard, and the consequent value of the revival in mining and visualise the development of the State on primary production and industry figures. If we did that, we would, with Mr. Curtin, take a more pessimistic view of development during the past 12 months.

The result of a comparatively good season is reflected in the railway revenue, and it is evident that an average yield of at least 11 bushels per acre is necessary to the Commissioner of Railways in order that his returns might be satisfactory. I share the hope that the improvement will be maintained in the coming year, but with the knowledge that the season's outlook is not promising—due to the lack of rain—and that the increase in the basic wage will be reflected in increased expenses, together with the foreshadowed cost of the National Insurance scheme, I confess that a feeling of pessimism is warranted. Mr. Curtin, the Leader of the Labour Party in the Federal Parliament, shares this view, and I cannot

understand why the rank and file of the Labour movement will not accept the warning and join with the employers in endeavouring to discover how best to meet such conditions, rather than use their best endeavours, as they are doing, to bring about the crisis earlier.

The employment figures are much the same as those of last year, although the legislation placed on the statute-book largely for the benefit of the unemployed has yielded much more than its sponsors intended. Mr. Justice Wolff's report on youth employment should not be left for consideration until the dying hours of the session, but should be dealt with early. The reconstruction of the Perth Hospital is meeting with a good deal of criticism. My colleague dealt with the matter this afternoon. The Perth Hospital is a State institution that is able to render services impossible to a country hospital. Medical skill is here in abundance and the most up-to-date plant and appliances are available. That the Perth Hospital is a State institution is demonstrated by the fact that one reads of aeroplanes being sent to the outback to bring in patients for special treatment. No Government could ignore the fact that the institution is too small to meet the demands made upon it and that the accommodation for patients is inadequate. The Perth Hospital is rendering somewhat similar service to that given by the Hospital for the Insane and the Fremantle Gaol, and these institutions should not meet with some of the criticism that is directed towards them. I am no friend of the Lotteries Act, but if it has to continue, why should it not be used to capitalise the project, or at least to provide the interest thereon?

I am always interested to hear what the members for the North-West Province have to say about their district. I have always regarded the needs of that province as being the concern also of members in the South. Members representing southern Provinces should be sympathetic towards proposals for the advancement of the North-West. I was pleased to read the other day that the Wyndham Meatworks were able to pay producers an increased price for their animals for slaughter. The manner in which those works have been handled reflects great credit upon the Government. The progress has been such as to permit of the payment of a fair amount of interest, as

well as the working expenses of the establishment.

The pastoral areas in the North-West have experienced a low rainfall. This, coming after three years of drought, indicates that Parliament will have to deal with the situation in a comprehensive manner at no distant date. Although the Government has dealt sympathetically with individual instances of distress, far more assistance is necessary. In areas where saltbush and mulga have died, the herbage must be given an opportunity to recover. America and other countries have had experience of soil erosion due to the complete removal of herbage, and if similar trouble is to be avoided here, the stations affected by the drought in this State will have to be closed down when the leases expire until recovery has taken place.

Hon. J. A. Dimmitt: Who will pay the interest?

Hon. J. M. MACFARLANE: That is a matter for the State. Answers given to the questions asked by Mr. Seddon demonstrate who pays the interest on most of these enterprises. It was pleasing to note from the figures presented that last year was a better one for the wheatgrower. The outlook for the coming season, however, is not promising either from a production or a price point of view. Even though the estimated average yield is given as about 12 bushels, some yields are likely to be distressingly low. Mr. Wood quoted figures to show the position in a considerable portion of his province. He stated—and I believe the position is similar in other parts of the State—that the return last year did not meet the cost of sowing and harvesting the crop. I share his conviction that it would be wise to place those farmers in a more certain rainfall area as quickly as possible.

Sitting suspended from 6.15 to 7.30 p.m.

Hon. J. M. MACFARLANE: Before tea I was commenting on the fact that Mr. Wood had supplied figures which showed that in a considerable portion of his Province—and I believe this applies throughout the State—the returns last year were extremely disappointing. They were, in fact, so disappointing that I fully agree the farmers in question deserve some assistance. The best assistance that could be given them would be to place them in a more certain rainfall area

than they are working to-day. It often appears to me that the conditions under which wheat is now grown are utterly different from the conditions of a few years ago. One can rarely look forward now with anything like certainty to satisfactory prices, because in these days of mechanised farming it is an easy matter to flood the markets of the world with wheat. One of the best remedies that could be adopted would be to restrict in some way the production of wheat in the Commonwealth.

Hon. G. B. Wood: Restriction would have to be international.

Hon. J. M. MACFARLANE: It would have to be accomplished by some form of organisation. Restriction is not merely desired in the wheatgrowing industry. It has already been applied elsewhere in some forms. I have here a letter from the Australian Wine Board recommending winegrowers to desist from wine making because the market is overstocked. The best thing—the winegrowers are told—is to restrict production; otherwise there is likely to be disaster in the coming years. The same idea has been in my mind with regard to wheat. Some form of stabilisation might benefit the wheatgrower in the future. I have some knowledge of stabilisation in connection with the dairying business, and I do not see how stabilisation could be applied so well to wheatgrowing, because of the variation in production by different farms and by different methods of farming. Mr. Wood quoted some very low results from outback, but during the same years as those mentioned by the hon. member there were returns from other districts showing that wheatgrowing even then could be profitable. The yield in Carnamah for 1935 was from 23 to 25 bushels per acre, and in Three Springs it was 30 bushels. For that year production ranged from 17 to 41 bushels to the acre.

Hon. G. B. Wood: That makes the comparison worse for the other districts, but shows that we have good seasons in some parts of the State.

Hon. J. M. MACFARLANE: The areas that had good yields are spread all over the State. So that stabilisation of the wheatgrowing business is something quite different from equalisation of the butter business. The wheatgrowers are asking the Government to come to their assistance, but the dairy farmers receive no support from the Government. It is plain that there will be

trouble if a man producing 20 or 30 bushels to the acre is asked to stabilise with the man growing three bushels. A sliding scale would have to be adopted. Another way would be to take each district separately and have an accounting of several farms in it to ascertain the real cost of production, so that a suitable stabilising value might be found. I realise that 75 per cent. of the wheat produced is sent overseas. I am exceedingly anxious to help the wheatgrowers in any way I can, but I feel some doubt as to the formula which has been evolved. I doubt whether that formula would allow the scheme to operate successfully. Failing stabilisation, the industry will have to be supported by a direct bounty. Conditions to-day are certainly bad, and I fear they are going to be worse. I have here a leaflet entitled "Crop Gambling," and issued by the Sydney Chamber of Commerce, which states—

Mr. Fitzhardinge, who is manager of J. A. Hemphill and Sons Pty., Ltd., wheat and flour brokers, pointed out that about 7,250,000 bushels of f.a.q. wheat, or approximately 25 per cent. of the season's receipts, still remained in the silos of New South Wales. Almost all of this balance, he said, was still retained by the growers.

"We hear many complaints of low prices and many requests to the Government for artificial prices, which, of course, the taxpayers would ultimately have to pay," he proceeded. "If the growers think a price in the neighbourhood of 4s. per bushel in the country is very satisfactory and payable even for the small percentage used locally, why did they not sell their wheat earlier this year, when not only were excellent prices available, but when there was also good demand for Australian wheat?"

Hon. A. Thomson: Why does not the Chamber of Commerce sell it at the right time?

Hon. J. M. MACFARLANE: An effort is being made to discover some formula that will be useful. Some of the wheat has been in stock for over two years, and two years ago no man could foresee that the price would fall from 4s. 2½d. to 2s. 11d. Butter equalisation and stabilisation work differently. The Government does not come into the scheme at all. The equalisation at the moment is fixed at 163s. 4d. for home consumption, while the realisation value in England is from 117s. to 120s. There have been periods when prices in England were so favourable that the equalisation values could be lifted, no deductions being imposed on the farmer. That did not last long, but I have a recollection of the time when butter was be-

ing sold in England at between 63s. and 70s., very low prices indeed, equal to about 7d. or 7½d. per lb. The difference had to be equalised here. The call upon the producers to equalise on the basis of 1s. 3d. per lb. in Australia was a very heavy one indeed. Still, we carried the scheme through successfully. That fact is reflected in higher values since. The dairy farming proposition has been greatly improved. Still, the outlook for the State does not appear to me too promising, nor does the future of the dairying industry. Canada and possibly America will be supplementing supplies this year with a surplus of 40,000 tons over last year. Consumption in London has gone down by 5,000 tons per week, this quantity being handed over to the margarine trade. Canada is coming into the London market for the first time since many years, and it is feared that the United States will come in too as the result of the anticipated removal of import duties in the near future.

Turning to local matters, I am pleased to note that the South Perth ferry service is receiving attention, and that the ferry steamer which has been on the stocks for some time will be available in the course of the next two or three months. I am also glad to know that, under pressure, the Government has been good enough to give way to the demands of the residents. The same remark applies to other forms of transport. It is pleasant to hear that, after lengthy negotiations, the Transport Board as a whole toured the area the week before last and that its members acquainted themselves with some of the difficulties experienced there. The residents were under great disabilities last year. If the Transport Board is able to do anything for them, I feel sure it will be done, because the board deals in a satisfactory way with requests submitted, giving them immediate attention whenever possible.

Another matter that concerns me greatly is the metropolitan water supply. The Metropolitan-Suburban Province represents a large area that draws on the water supply. Owing to the poor rainfall this season and the short supplies in the reservoirs, I am fearful of what will happen in the summer months when the consumption is heavy unless we get good late rains to replenish the reservoirs. As a precautionary measure I consider the department would be wise to take action early and impose some restric-

tions now so that less drastic action may be necessary in the hotter months.

There has been a good deal of discussion of native affairs. Steps are being taken to establish another native settlement. I hope this will in some measure help to meet the difficulties experienced in dealing with the natives, but the whole State has to be considered. We were rather proud of the legislation we passed a session or two ago dealing with the aborigines, but apparently it has not been as successful as we had hoped, particularly as regards the regulations tabled under the Act. I have heard no mention of rescinding some of the drastic conditions set out in the new regulations, but I know that a discussion of those regulations is widely desired. I should like to hear from the Minister exactly what is being done. I believe that the treatment of the educated full-bloods, half-castes and quarter-castes is a matter requiring special attention. There is not the slightest doubt that the most humane method is to breed them out, rather than subject them to the ostracism that is now being practised. I support the view of Mr. W. M. Hughes that when the natives show intelligence and disposition to conform to the standards of the whites, they should be conceded the privileges of citizenship. Canada dealt very ably with the problem of its native races in the early days, and I feel sure that that example should be a good guide for us. In fact our problem would be simple as compared with that of Canada and the United States of America. Canada affords the outstanding example. In the early days what was termed the seventh treaty was established by a handful of men without the firing of a shot and in fact without any difficulty. This was accomplished, too, in a part where, only a few miles across the border, a different set of conditions existed and considerable disturbances occurred. Some 5,000 natives crossed to Canada and were dealt with by a small body of men who housed the natives for five years before they were returned to America. The system adopted was commendable, and with that example before us, we should be able to deal with our own native people satisfactorily not only to ourselves but to the natives.

The Speech contains a reference to the adoption of the five-day week for the Public Service. The granting of this concession was a most important administrative act. I am

satisfied that in the near future there will be a repercussion on private service, and that the community will realise that the Government's action was not at all wise. It is not right that the Government should act recklessly in administrative matters of this kind. My opinion is that Parliament alone should deal with such an important question.

The Honorary Minister: Your Government put the five-day week into operation in the Commonwealth service before we adopted it.

Hon. J. M. MACFARLANE: Two wrongs do not make a right. Even if the two cases were parallel, my criticism would be the same. Interference with the Arbitration Court by the Minister for Labour, following the mining dispute on the goldfields, is an instance of how difficulties have been piled up by the present Government as compared with what the Honorary Minister was pleased to style "my Government." The mailboat sails for England on Monday and carries a large quantity of primary produce for overseas countries. I am concerned about eggs as well as butter. Let me relate an experience and the effect of the five-day week in the Public Service. Saturday being a holiday, the papers for Monday's shipments by the mailboat had to be prepared on Friday. Representatives of the State and Commonwealth Governments were not available on Saturday to sign the requisite papers. This difficulty causes delay and might even result in financial loss through a drop in the market between the arrival of one ship and another in Great Britain.

The Chief Secretary: Which papers?

Hon. J. M. MACFARLANE: The papers passing the goods as satisfactory under the Commerce Act.

The Chief Secretary: Where are those papers completed?

Hon. J. M. MACFARLANE: In the department?

The Honorary Minister: Could not that work be done some days earlier?

Hon. J. M. MACFARLANE: Yes; but when packing eggs we endeavour to get the last egg available on to the boat. It is important that the eggs should be fresh, and price changes often occur in the English market between ship and ship.

The Honorary Minister: You would not leave it till Saturday morning to do a job like that?

Hon. J. M. MACFARLANE: Yes, we would. Yesterday we were fortunate be-

cause the mailboat was running late. The eggs have to be conveyed to Fremantle as early as possible.

The Honorary Minister: You have all the week to do it.

Hon. J. M. MACFARLANE: We have not. If the Honorary Minister understood the business, he would not make that statement.

The Chief Secretary: Which department was concerned?

Hon. J. M. MACFARLANE: The Department of Agriculture, which represents the Commonwealth Government as well as the State Government.

The Speech refers to proposed legislation, and in the list we find some old friends—Bills that have often come before this Chamber. I hope that on this occasion they will be presented in the form of statesmanlike measures designed for the general good of the community, rather than as class legislation or election propaganda. This House has given its decision on measures such as the State Government Insurance Office Bill and has clearly demonstrated its disfavour.

The Honorary Minister: That Bill nearly went through last session.

Hon. J. M. MACFARLANE: I suppose that is why it is to receive further consideration this session, on the principle that if at first you don't succeed, try again. I am pleased that the Government proposes to introduce a superannuation scheme. If it is to be on a contributory basis, I feel sure it will receive the support of members of this House.

The Metropolitan Milk Board has raised the price to be paid to producers of fresh milk to 1s. 4d. per gallon. This is easily the highest payment made in any of the States and there is no opportunity to pass on the extra cost. This is the cause of discontent amongst the distributors, who should be given representation on the board. If they had representation I feel sure that the harmony which has prevailed in the industry and which now seems in danger of being disturbed would have been maintained. The board is surely losing its sense of what is right and reasonable when it acts in this manner. Consider the amounts paid in the other States—New South Wales 1s. at factories, South Australia 8½d. at farms, and Victoria 1s. 2d. less delivery charges. In Wellington the amount is 11d.

to 11½d. at depots. Yet in Perth the price is 1s. 4d. per gallon less cartage.

There is another phase that should be considered. Under the quota system the dairy farmer is not encouraged to produce the maximum quantity. He is really working on a minimum and the supplies are not increasing as could be desired, especially when we consider that milk is so essential to the development of children and the well-being of the community. There is also the difficulty that the costs of secondary industries using fresh milk as a base are increased because the surplus that is required is not available for manufacturing purposes, with the result that various lines, instead of being manufactured here, are being imported from the Eastern States.

Hon. G. B. Wood: Our producers have to pay more for bran and pollard than is paid in the Eastern States.

Hon. J. M. MACFARLANE: I am not dealing with bran and pollard. Producers around Perth do require concentrates, but not so the producers in the South-West where the pastures provide a balanced ration. Perth needs a larger production of milk. Owing to the activities of the Honorary Minister and others, the Act gave representation on the board to producers and consumers but not to distributors. I hope that when a request is made, as it will be shortly, to give the distributors representation on the board, this consideration will be granted them. It has been clearly demonstrated that whilst the producer and consumer are there to consider themselves, they will do as the board has done—get out of hand, and place on the article a higher price than is reasonable, to the detriment of the industry itself.

I supplement the remarks of my colleague on the question of the Nedlands-Claremont trolley bus transport. Trolley buses represent a considerable advance on the tramway system, and are very pleasant to travel in. I cannot, however, agree with the statement that it was wise to introduce trolley buses upon the Nedlands highway. Long ago the Government could have given the residents all the conveniences they were clamouring for by removing the restrictions imposed on parlour cars and Metro. buses. The removal of the restrictions would have given the people concerned the conveniences they required, without the Government's being charged one penny piece. Trolley buses

have one disadvantage in that they require overhead wires and a long line of posts, which tend to destroy the beauty of the splendid highway now passing through the suburbs. The money spent on trolley buses could have been spent elsewhere to greater advantage. I have in mind the requirements of certain residents in Walcott-street who at the moment have no means of transport whatever. Some of us have asked the Transport Board to permit of an extension of the existing service until the Government is in a position to make that permanent. I read a paragraph in the paper this morning, and I hope it means that some facilities will be offered to those residents. The member for the district (Mr. Shearn) has been advised that the board will shortly arrive at a decision concerning the request recently put before it, and I trust this means that the people will be given the convenience they have been seeking.

I wish to congratulate you, Sir, on your retention of the high office of President. Mine was one of the minority votes, but that was not a personal matter. I have felt for a long time that the President should hold the position for four years only, and then retire, at all events, for the time being. This would give younger members who might desire to fill the position of President an opportunity to realise their ambition. That opportunity was denied them on this occasion. A member may have been preparing himself for the realisation of his hopes in this direction, but then have had to go before his electors. Whether he would be returned and have the opportunity of standing for the position of President, goodness knows. It was with this in mind that I voted as I did. Anyone who wishes to aspire to the high office of President will, all things considered, have my support. At the same time, I hope that you, Sir, will be happy in your position. You have always conducted the work of this Chamber with ability, and with equal ability have represented this House outside. You have always preserved to members their rights and privileges. I congratulate you upon your return to office. I also join with others in congratulating members who were returned at the recent elections. So many members are returned unopposed that it perhaps would be a good thing to have the Electoral Act amended to provide that they should contribute something towards the expenses of those who are opposed, especially

those who lose their seats. I congratulate, too, the new members, and hope they will find the surroundings congenial. I feel sure they will prove helpful and satisfactory as members. I support the motion.

HON. H. SEDDON (North-East) [8.5]: So much ground has been covered by previous speakers that there is very little left for me to say. I wish to associate myself with the congratulations that have been extended to new members, and feel sure they will help us considerably in our debates. You, Mr. President, have had the honour conferred on you of retaining your present high position, which gives you the right to preside over this Chamber and to represent it outside. We all appreciate the work you have done, and know that it will be as satisfactory in the future as it has been in the past. The affairs of this State are well reviewed in the Governor's Speech. One might be inclined to designate it the Governor's Report, for that is what it boils down to, when we realise all that it contains between the two covers. Some of the pictures are pleasant, and others not quite so good. There is every reason to congratulate the Government on the very fine result it has achieved in completing the financial year with a deficit of only £10,000. I feel it might easily have been £10,000 on the right side, if a little more revenue had come in before the end of June. The greatly increased return from taxation has materially affected the Budget and made the position more satisfactory. Whilst there are some things we have reason to be proud of, there are others that should give us reason for serious thought.

Some members have received a copy of the University publication dealing with the paper on the national income emanating from Mr. Goode. I welcome that because it is a step in the right direction. I trust that the figures set out there, and the way the paper has been worked out, will constitute the foundation for calculations in regard to our future national income. Some interesting figures may be abstracted from Mr. Goode's paper in order to make certain calculations. I will refer to them briefly. Mr. Goode is to be congratulated on the careful manner in which he has handled the whole question. For many years we have felt the need for vital statistics, vital in the sense that they indicate the economic pro-

gress of the State. We have had reason to complain of the fact that the statistics have frequently been presented so late as to be of very little use to us in ascertaining the trend of affairs, especially when the year is affected by some extraordinary happening. Mr. Goode's formula, which is based largely on the hospital tax figures, discloses certain ratios which we can apply to the hospital tax returns from year to year. In his formula, which is divided into many heads, we find that not less than 85 per cent. of the national income falls under the classification of salaries and wages. That includes not only the actual return from the hospital tax, but also the fractions that are not estimated under the hospital tax and such items as would evade calculation under the hospital tax. As I say, 85 per cent. of the national income falls into the sphere of salaries and wages. Exempt incomes account for not less than $4\frac{1}{2}$ per cent. It is interesting to note that the taxation taken by the State out of national income represents 5 per cent. We know that exemptions under the financial emergency tax are very much more generous than they are under the hospital tax. Even under the hospital tax the exempt incomes, which include those under £1 per week, those under £1 19s. 11d. including board, and amounts paid as pensions, account for $4\frac{1}{2}$ per cent. of the national income. External payments, which include interest and sinking fund payments as well as others, take $13\frac{1}{2}$ per cent. of the national income. The State's total revenue amounts to 20 per cent. of the national income. That is a big slice out of it. It includes payments to departments, for public utilities, and other functions from which the State derives revenue.

The Savings Bank figures show an improvement. The number of accounts has increased. It is now 217,247, equal to about 47.5 per cent. of the population. The money owed to depositors is 11.8 million pounds. The amount held per account is £54.5, and the amount held per head of the population is £26. These figures are taken from the "Pocket Year Book" of Western Australia. It is interesting to note that they are more or less in trend with those of previous years, except that the number of accounts has increased. These accumulations have taken place more from the standpoint of the desire of thrifty people to provide a safeguard against the evil day than

from the point of view of obtaining interest. The maximum interest paid on savings bank accounts is 2 per cent. If one wants to see where thrifty people are putting their money, apart from savings bank accounts, one has only to turn to the Building Society figures. Reference has been made from time to time to the enormous funds in building societies in the Old Country. When we consider the records in this State we have no reason to be ashamed of the sums that have accumulated and are providing a means whereby people may obtain homes for themselves. Large sums are accumulating here, and great numbers of people are subscribing to the funds of building societies.

I have taken out some comparative figures of taxation and revenue and members will agree, when I present them, that the details give cause for serious thought. Those of us who think back to the depression period will realise how seriously the taxation returns were affected by the depression and how adversely the Treasurer's Estimates were affected by those reduced returns. Taxation is now forming a much larger proportion of the revenue than in previous years and for the purpose of comparison I have taken five-yearly intervals to show exactly how this works out. The details of comparative taxation and revenue returns are as follows:—

Financial Year.	Taxation.	Revenue.	Taxation percentage of revenue.
	£	£	£
1914-15	371,962	5,140,725	7.2
1919-20	844,197	5,863,501	14.3
1924-25	1,224,030	8,381,446	14.4
1929-30	1,452,793	9,750,515	14.9
1934-35	1,902,086	9,331,430	20.3
1937-38	2,594,987	10,819,042	24.0

It is interesting to note that during the last financial year the interest and sinking fund charges amounted to £3,789,396, or 35 per cent. of the revenue. These figures show that the cost of government is absorbing a larger proportion of revenue than ever and, appreciable as that proportion has been in the past, one cannot help thinking that recent developments will result in an even larger proportion having to be raised by taxation if we are to balance the Budget. Western Australia is a large State with a small population. We realise it is necessary for services to be maintained, and that those services, at very little added expense, could serve a much

larger population. Consequently, the cost of those services appears at a high figure. There is the other side of the question; the people who are actually producing the wealth must maintain a very high standard of efficiency in order to carry the load they have to shoulder. This becomes apparent when we analyse the location of population and find that, roughly, 50 per cent. is concentrated in the metropolitan area, and that the remaining 50 per cent. in the rural areas has to carry that population, in addition to its own burdens. It is argued that the services rendered by the metropolitan population tend to increase the efficiency of the man on the land and the man in the mines. That is quite true, but after all, the best standard can be attained by arranging that the tertiary section of the population is as small as possible in proportion to the section that is producing wealth. That brings us to the question of the effect of the national policy upon the primary products, a phase dealt with fully by Country Party members. We must realise that the men on the land are suffering considerably from the effects of the national policy. I fail to see how the whole structure can be maintained even with the assistance of the subsidies that are sought, because it is all tending more and more towards an artificial basis.

Another question that provides food for thought is the purchasing power of our money, which is slowly diminishing. The value of the Australian pound to-day is not one-half of what it was 20 years ago, and this diminution, which tends to increase the cost of living, has the effect of markedly decreasing the value of the provision made by thrifty people for their old age. When we realise that the value of money has diminished to the extent of more than one-half compared with what it was when, for instance, a young man took out an insurance policy in order to provide assistance for himself in his old age, we can understand that that man will find the actual purchasing value of his money available in his old age to be half what he expected it would be. The same applies to the thrifty person who, during the course of his life, lodged his money in a savings bank in order to provide a reserve for his old age. He, too, will find that his funds will provide him with less than half what he expected they

would when he commenced to accumulate his savings. That is one effect of this constant increase in the cost of living with which we are faced to-day. Recently an important increase in the basic wage was decreed by the State Arbitration Court and that increase affected every industry. Much higher value was attached to certain factors in that determination than previously, and some interesting evidence was placed before the court by Professor Colin Clark, an economist who recently visited Western Australia. I would like every member of this House to interest himself in that evidence because it contained many statements that undoubtedly weighed considerably with the court and very materially concerned Western Australia.

Hon. C. F. Baxter: I have read that evidence. Do you think all of his statements were correct?

Hon. H. SEDDON: I am about to deal with that phase. I have pointed out to the House that the evidence was tendered in the Arbitration Court and obviously materially affected the decision of the court.

Hon. C. F. Baxter: Yes, unfortunately.

Hon. H. SEDDON: I have pointed out that the increases in the basic wage from time to time undoubtedly affect the cost of living and that, in turn, has other serious effects, one of which is apparent now.

Hon. C. F. Baxter: That is so.

Hon. H. SEDDON: I refer to the serious effect upon employment.

Hon. A. Thomson: Some of the men are already engaged part-time.

Hon. H. SEDDON: These are two factors that should be considered very seriously by members because Western Australia has spent a considerable amount of money in an endeavour to establish secondary industries, even in the face of the competition we experience from the manufacturers in the Eastern States. The effect of the basic wage decision will undoubtedly be to increase the costs in some of those secondary industries. It will certainly increase the cost of services. When that is taken into consideration in conjunction with the big drop in the price of wheat, it will be agreed that every section of the community must give serious thought to the situation confronting the State. Summed up, Professor Clark's arguments may be boiled down to these points. We must be prepared to witness a reduction in the number employed in our primary industries. We must be

prepared, to some extent, to see our secondary industries sacrificed to the competition from the Eastern States. The tertiary industries—these are the industries that provide for services, buildings and so on—are regarded as indications of the standard of the advancement of the community, and Professor Clark, in my opinion, appears to argue that these should be fostered, although, as he points out, the primary industries will diminish and the secondary industries are to be sacrificed to the Eastern States. I would like the House to be clear on that point, and I propose to read certain extracts from the Professor's evidence in order that members may follow his line of reasoning. In support of his argument that the standard of the country is determined by the number of people employed in the tertiary industries, he pointed out that in Western Australia the ratios of persons employed in the various sections of industry were 30 per cent. in the primary industries, 20 per cent. in the secondary industries, and roughly 50 per cent.—to be exact, the figures given were 52.9 per cent.—in the professional and tertiary services. I shall read some of Professor Clark's evidence because it will throw considerable light upon views that are held nowadays, and will disclose the direction of the argument with particular reference to the reduction in the number employed in primary production. Professor Clark, in the course of his evidence, said—

This decline in the number of primary producers is a world-wide phenomenon. It is difficult to find any country, except certain impoverished countries, in which the number of primary producers is increasing, or has increased, either during the last few years, or taking the longer view. For the last 30 or 40 years the ratio of primary producers to the population has declined in every country except the Irish Free State, where the population itself has been declining. In the last two years, after the experience of the last depression, the primary producing population has been declining everywhere, very rapidly in Great Britain, U.S.A., France and Germany, in spite of all efforts to maintain a rural population. Populations are increasing only in China and India, where they are doing so rapidly, and where there is no form of alternate employment.

Then he went on to say—

It is a natural tendency, and is a measure of the communities' efficiency, in that they can produce their own food supplies with a smaller fraction of their available labour

force. . . . It is almost certain that the decline in the primary productions will continue. If the court decides in the future to raise the general wage level, it will probably accelerate a movement away from primary production by confining remunerative employment to the farmers' sons and others. That statement must be qualified by the possibility that there will be severe unemployment, accompanied by severe administrations of unemployment relief. . . . If this State is looking forward to building up a system of secondary and tertiary industries to supply mainly the State market, that will probably provide a more remunerative and stable form of economy than the present system with the high proportion of primary producers engaged in export production. This State is over-dependent on the export market. There is no part of the world in which the burden of external obligation is so high as it is in this State. Countries like New Zealand, South Africa, or the Commonwealth as a whole, which consider themselves heavily indebted, have only to find six per cent. or seven per cent. of the national income.

Modern economists have learned that the intensive specialism at different areas in definite directions may have disastrous effects. We have learned that lesson in a very hard school in Great Britain. Certain areas there which are called special areas or depressed areas for many years specialised on export production.

Over-specialism on the part of any geographical area is seen to be a dangerous thing. I would point out that this State has highly specialised in export production. Any steps which reduce the dependence of this State upon export income must be regarded as economically beneficial.

Members can understand the trend of his argument. However, he overlooks the tremendous load that this State carries by way of external debt and our commitments to other parts of the Commonwealth. He went on to say—

During the last few years, the ratio of exports to national income has fallen. More than two-thirds of the working population is engaged in supplying and services for consumption in the internal markets. Wool and gold are produced with a lower expenditure of labour than is the case with goods consumed internally. The whole of the working population amounts to about 170,000, and of these over 100,000 are engaged in producing goods and services internally. So far as I can see only about 10,000 or 11,000 are engaged in industries that are subject to external competition. . . . Secondary production employs 21.7 thousand. . . . Making allowance for the goods which cannot be imported conveniently, it appears that about 10,000 of those engaged in secondary industries are shielded by natural causes from external competition.

Incidentally, that statement was to a certain extent qualified in cross-examination. Passing on to some later remarks, he said—

If another depression comes and another attempt is made to liquidate, the situation will be very unlike what it was then. In 1930-31 every honest debtor who could pay in this State had to pay and reduce the overdraft. Overdrafts have not been granted in recent years on a large scale, and the only liquidation will be of share capital and not bank loan. In that case the burden will fall on the external capitalists.

Then, referring to his prophecy of another slump, he said—

I now merely swing with the tide in saying that a slump is imminent. Whether the financial authorities of the world will be able to stem the depression, I do not know, but I am optimistic they will be, and in Australia and New Zealand, by taking measures early enough, we will be able to mitigate its worst. But that is outside the scope of the court.

Under the present circumstances I do not think a large drop in national income will follow a drop in exports, which will probably begin next year. However, that will also mean a very considerable drop in imports; in other words, this State will throw back probably more than half of the mud to the Eastern States in the reduction of imports from those States.

External forces threaten a decline in the national income in this State. There are certain probabilities which might maintain it. Each one of these, with the exception of cheaper imports, involves external borrowing, by which we reach the categorical conclusion that this State can only maintain its national income by external borrowing and borrowing on a fairly large scale. If capitalists are willing to lend to this State on very low security, as they have in certain goldmining ventures, it is their funeral, and this State has undoubtedly benefited by the rashness of external speculators. On the other hand, if that flow of capital does not come in, this State will have to borrow on terms of security and incur interest and sinking fund charges. If it does not borrow there will be a big drop in national income. Either wages will be reduced or there will be severe unemployment, or the State will lose population through emigration to the other States.

Generally speaking, a transfer from profits to wages will mean that more will be spent and less will be saved, and that internal spending will help to keep up the national income, and in this State a transfer to wages would have less effect than it would elsewhere, because a large part of the wages is spent on imported goods, and in this respect, therefore, Western Australia differs from an independent State.

The effect of wage reduction in mitigating a depression is a point which must be considered. . . . I will spare you, therefore, any attempt to summarise these, and will submit what evi-

dence can be obtained from the actual facts of the situation in different countries in the course of the last depression, because the different countries of the world pursued very different policies with regard to wages. The countries of which we have information show that in Germany and Poland the greatest wage reductions were made, and in both cases over 20 per cent. of the average wage level. In both those countries employment fell by 24 per cent. and 23 per cent. respectively, showing that in that case the wage reduction accentuated the trouble. In Finland there was a big wage reduction and an increase in employment. In the United States of America there was a 17 per cent. reduction in wages and a 31 per cent. reduction in employment. Holland and Great Britain, of the European countries, reduced very little, and in both those countries the employment was comparatively well maintained. In Great Britain wages were reduced five per cent. and in Holland 13 per cent.; the fall in employment was two per cent. in Great Britain and 11 per cent. in Holland.

It would seem that unemployment is contingent upon reduction in wages. While undoubtedly reduction in wages, to a certain extent, affects employment, the fact remains that we in this State suffered materially because the prices of our external products were so seriously affected that there was insufficient national income to meet the wages. That had an effect greater than that of the reduction in wages, which, after all, brought our wages more nearly to the level of our national income.

I have read those extracts from the professor's evidence so that members may realise the line of argument he was adopting; and undoubtedly the effect was an increase in the basic wage. That increase affects secondary and tertiary branches of employment, which in turn depend very materially upon the income that the primary producer receives. I pointed out that the professor showed the way in which the national income is divided at present. He argues that of the family income one-fifth is spent on primary products, one-fifth on secondary products and three-fifths on services and building. Building he includes among the tertiary industries. If the professor's words mean anything at all, without the slightest doubt they can but mean that our present standard is artificial and is being maintained only by external borrowing. To give advice of that description to a State which has the unenviable distinction of having the largest debt per head of population is a very serious matter. His advice should be received with

great caution, as it is advice that is likely to have disastrous results.

The basic wage is of the greatest benefit to the community only when the spending power of the community accords with the formula for the calculation of the basic wage. I am convinced that if the formula were followed more closely than it is to-day the effect would be beneficial upon unemployment. It is to some extent because the formula has been departed from that our real standard of living is affected and we have unemployment prevailing.

This brings me to another problem with which we are faced to-day—that of housing. My colleagues have already referred to the position of housing on the goldfields. They have both expressed the view that has for so many years been voiced in this House, that the Government should assist by erecting homes on the goldfields. As a result of pressure, the Government has built a considerable number of houses of a good type on the goldfields and some residents are enjoying the benefit of those homes. The cost of building is, without the slightest doubt, likely to rise very considerably in this State and so the opportunity of the workers to secure a home for themselves will become limited. Housing is one of the most important and most remunerative undertakings that the Government has entered upon, and I would like the Government to expend further money in that direction.

We have before us an extremely comprehensive report by Mr. Justice Wolff on youth employment. The report is an excellent one and discloses that he has gone very thoroughly into the matter. The sad feature about this question, however, is this: A similar excellent report by a Commonwealth Commission was placed in the hands of members of Parliament in 1928. Some of the recommendations in Mr. Justice Wolff's report were contained in the Commonwealth report, but unfortunately the line of action recommended by both reports was not adopted. At the time the Commonwealth report was presented, and indeed on many other occasions, the necessity for obtaining statistical information with regard not only to employment, but avenues of employment available, was stressed. Although much has been done in the way of encouraging employment in secondary industries, very little has been effected to accumulate statistical informa-

tion. A research committee was appointed by Mr. Kenneally to make an investigation. After the lapse of some time, this committee presented its report, but the only valuable suggestion made by the committee and acted upon was in regard to housing. Eventually, two houses were erected as an example of what could be done. With regard to research work in the various avenues of production, nothing has been done, to determine what ratio of those employed therein we could expect to introduce into the various industries without overcrowding them. This State lags a long way behind other countries in the matter of that statistical work. A number of reports have been prepared in the United States and Great Britain on investigations in what are described as distributing occupations, and it has been learned there that those industries that are more or less controlled are the most efficient in the way of service and cost to the public, while those that are not controlled, are, in the long run, through cut-throat competition, the most wasteful.

The next field of attack is going to be among the distributing services. There is not the slightest doubt that there is room for considerable improvement in this State in that direction. For instance, a revision is long overdue of the manner in which credit is extended, and the way in which the distributing services in the State are carried on. When we realise that no attempt is made to control unfair competition, we get an idea of what is happening under our present system of distribution. The general tendency seems to be to aim at one thing only, and that is the turnover. The question of the desirability of extending credit, the degree to which credit can be extended, and the character of the persons to whom credit is extended—all are due for an overhaul, and the sooner it is carried out the better it will be for the State, particularly in view of the position we are rapidly approaching, financially. The general idea seems to be that where one or two stores could adequately meet the demand, three or four are found to be operating. Further, when it comes to facing creditors, the amount of credit found to have been extended is out of all proportion, and the result is that unfair competition takes place, unfair to those who are endeavouring to trade honestly. In this way losses are made that should never be made. This is a

reform that is long overdue, and if it is carried into effect it will go a long way towards putting businesses on a sounder footing than that on which they exist to-day.

I have no desire to refer to matters that have already been dealt with by other hon. members. It has been pointed out that the Government is encouraging law-breaking and is also encouraging a spirit of lawlessness that takes a good deal of handling and is also the foundation of serious disturbances when things happen to go wrong. It is only necessary for a community to kick up enough row to get what it wants, whether right or wrong, and that community will take a lot of handling when the time arrives for preserving stability and for taking stern measures.

I should like to make a brief reference to the rebuilding of the Kalgoorlie Hospital, a portion of which was destroyed by fire in March last. I feel sure that the Minister in charge of the department will see that the work is expedited. There is one aspect on which I hope he will concentrate at an early date, and that is the question of the hospital kitchen. It was erected as an emergency job immediately after the fire, and is a miserable sort of place in which to prepare the meals required by the patients and the staff engaged at the institution. I trust that in the rebuilding scheme that aspect will receive prompt attention before the summer approaches, because the conditions at present are such that I feel nothing but sympathy for those who have to work under them. I know that the present Minister has made a hobby of hospital administration and I feel sure that he will see that this work is attended to.

I have had placed before me an interesting proposal in connection with prospecting, that is to say, prospecting undertaken by sustenance men. It has been suggested to me by a mining engineer in this State, a man of considerable experience in other parts of the world, that the department has a valuable asset in the photographs supplied as a result of aerial surveys, and his idea is that the geologists should make an examination of the photographs and from them prepare plans. He has also pointed out that whereas at present the men fossick around by themselves, with an occasional visit from an adviser, a better plan would be if the men were grouped in a given district under a geologist stationed

there. This geologist could then give the men advice on the geological aspect of their work and in that way render them material assistance. This would be a good opportunity to give some of our university students who have qualified as geologists the opportunity to get practical experience on the spot and help others. That is the nature of the scheme that has been suggested to me and there is that in it which impels me to recommend it to the consideration of the Minister for Mines who I am glad to see has taken a firm grip of the department. Consequently I have referred to it briefly in passing. There is another matter on which I have had some comment from the prospectors in my district, and it is with regard to the payments made by the State batteries as compared with those made by publicly-controlled mills. It is pointed out that at the public mills payment is made in full to the prospector, whereas the Government battery compels the man who has had ore crushed there to wait a considerable time before he receives the final payment. Thus the prospectors prefer to deal with the privately-controlled mill than to patronise the State battery, because of the delay experienced in receiving full payment from the latter.

The figures supplied by the Chief Secretary in reply to questions asked by me provide food for thought. According to those answers £5,600,000 has been written off by the Government under the headings of Group Settlement, Industries Assistance Board, and the Agricultural Bank. No doubt that represents loan expenditure, although I have an idea that other figures were given in earlier years and that those other figures exceeded the total now given. This is undoubtedly a serious burden for the State to carry. It is still a liability and is likely to remain one.

On the subject of the natives of the State, and the regulations, I shall have an opportunity of speaking at a later date. I should, however, like to say that there is one principle we must adopt. We must regard those people as human beings, just the same as ourselves. There are grades of intelligence and of ability among aborigines and half-castes.

Hon. C. F. Baxter: Are you referring to the regulations now?

Hon. H. SEDDON: I shall have an opportunity to refer to them at a later date.

Hon. C. F. Baxter: Has not the time expired for laying them on the Table of the House?

Hon. H. SEDDON: No. It appears to me that the action contemplated is to endeavour to handle the natives along discriminating lines. There is no doubt that a high standard of intelligence exists even amongst the full-bloods as well as the half-castes, and every consideration should be given to those people who should be classified as competent as our own people. Before concluding I should like to contrast the conditions of living enjoyed by city dwellers with those of the people living in the country and engaged in primary production. Really it is impossible to make a comparison of the standards of comfort enjoyed in the two instances. When we reduce the standard of those engaged in producing the primary wealth of the State, and develop the standard of those living on the secondary industries, we are doing something that must react adversely to the welfare of the State generally. I congratulate the Government on being seized with the importance of developing the secondary industries and also for demonstrating the benefits to be derived from the consumption of the products of our own State. The Government is also doing its utmost in the direction of opening up new lines of production that will be beneficial to the State, and for that, too, full credit should be given. I support the motion.

On motion by the Honorary Minister, debate adjourned.

House adjourned at 9 p.m.