

1922.

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

No. 1.

VOTES AND PROCEEDINGS.

OF THE

HOUSE OF REPRESENTATIVES.

SECOND SESSION OF THE EIGHTH PARLIAMENT.

WEDNESDAY, 28TH JUNE, 1922.

1. The House of Representatives met pursuant to Proclamation of His Excellency the Governor-General, bearing date the eighth day of June, 1922, which Proclamation was read at the Table by the Clerk, as follows:—

PROCLAMATION

Commonwealth of Australia to wit.
FORSTER,
Governor-General.

By His Excellency the Right Honorable Henry William, Baron Forster, a Member of His Majesty's Most Honorable Privy Council, Knight Grand Cross of the Most Distinguished Order of Saint Michael and Saint George, Governor-General and Commander-in-Chief of the Commonwealth of Australia.

WHEREAS by the Constitution of the Commonwealth of Australia it is amongst other things enacted that the Governor-General may appoint such times for holding the Sessions of the Parliament as he thinks fit, and also from time to time by Proclamation, or otherwise, prorogue the Parliament:

And whereas on the fifth day of January, One thousand nine hundred and twenty-two, the Parliament was prorogued until the fifteenth day of March, One thousand nine hundred and twenty-two:

And whereas on the tenth day of March, One thousand nine hundred and twenty-two, the Parliament was further prorogued until the seventeenth day of May, One thousand nine hundred and twenty-two:

And whereas on the eleventh day of May, One thousand nine hundred and twenty-two, the Parliament was further prorogued until the twenty-eighth day of June, One thousand nine hundred and twenty-two:

Now therefore I, Henry William, Baron Forster, the Governor-General aforesaid, in exercise of the power conferred by the said Constitution, do by this my Proclamation appoint the said Wednesday, the twenty-eighth day of June, One thousand nine hundred and twenty-two, as the day for the said Parliament to assemble and be holden for the despatch of business. And all Senators and Members of the House of Representatives are hereby required to give their attendance accordingly, in the building known as the Houses of Parliament, situate in Spring-street, in the city of Melbourne, at three o'clock p.m., on the said Wednesday, the twenty-eighth day of June, One thousand nine hundred and twenty-two.

(L.S.) Given under my Hand and the Seal of the Commonwealth of Australia, this eighth day of June, in the year of our Lord One thousand nine hundred and twenty-two, and in the thirteenth year of His Majesty's reign.

By His Excellency's Command,

G. F. PEARCE,
for Prime Minister.

GOD SAVE THE KING!

28th June, 1922.

2. Mr. Speaker took the Chair, and read Prayers.

3. MESSAGE FROM HIS EXCELLENCY THE GOVERNOR-GENERAL BY THE USHER OF THE BLACK ROD.—The following Message was delivered by the Usher of the Black Rod :—

MR. SPEAKER,

His Excellency the Governor-General desires the attendance of this honorable House in the Senate Chamber forthwith.

Accordingly Mr. Speaker with the Members of the House went to attend His Excellency :—And having returned—

4. RETURN TO WRIT (PARRAMATTA DIVISION).—Mr. Speaker announced that, during the recess, he had received a Return to the Writ which he had issued on the 14th November last, for the Election of a Member to serve for the Electoral Division of Parramatta, in the State of New South Wales, in the place of the Right Honorable Sir Joseph Cook, resigned, and that by the indorsement on the Writ it appeared that Herbert Edward Pratten had been elected in pursuance of the said Writ.

5. DEATH OF MEMBER AND ISSUE OF AND RETURN TO WRIT (YARRA DIVISION).—Mr. Speaker announced, with deep regret, the death, on 10th January last, of the honorable Member for Yarra (the Honorable Frank Gwynne Tudor), and informed the House that he had, on the 20th January, issued a Writ for the election of a Member to serve for the Electoral Division of Yarra, in the State of Victoria, in the place of the deceased gentleman; that the Writ had been returned to him, and by the indorsement thereon it appeared that James Henry Scullin had been elected in pursuance of the said Writ.

6. MEMBERS SWORN.—Herbert Edward Pratten, Esquire, and James Henry Scullin, Esquire, were introduced, and made and subscribed the Oath required by law.

7. MINISTERIAL STATEMENT.—CHANGES IN MINISTRY.—Mr. Hughes announced to the House that, consequent upon the resignation of the Treasurer, the Right Honorable Sir Joseph Cook, the Ministry had been re-constructed as follows :—

The Right Honorable William Morris Hughes, P.C., K.C., to be Prime Minister and Minister for External Affairs.

Senator the Right Honorable George Foster Pearce, P.C., to be Minister for Home and Territories.

Senator the Honorable Edward Davis Millen to be Minister for Repatriation.

The Honorable Littleton Ernest Groom to be Attorney-General.

The Honorable Walter Massy Greene to be Minister for Defence and Health.

The Honorable Alexander Poynton, O.B.E., to be Postmaster-General.

The Honorable Arthur Stanislaus Rodgers to be Minister for Trade and Customs.

The Honorable Stanley Melbourne Bruce, M.C., to be Treasurer.

The Honorable Richard Witty Foster to be Minister for Works and Railways.

The Honorable Sir Granville de Laune Ryrrie, K.C.M.G., C.B., V.D., to be Honorary Minister.

Senator the Honorable John Earle to be Vice-President of the Executive Council.

The Honorable Hector Lamond to be Honorary Minister.

Mr. Hughes added that Mr. Walter Marks had been appointed Parliamentary Under Secretary.

8. LEADER OF OPPOSITION.—Mr. Charlton informed the House that he had been appointed Leader of the Opposition, and that Mr. Anstey had been appointed Deputy-Leader.

9. STATUTORY DECLARATIONS BILL (1922).—Mr. Hughes moved, That he have leave to bring in a Bill for an Act to amend the *Statutory Declarations Act 1911*.

Question—put and passed.

Mr. Hughes brought up the Bill accordingly, and moved, That it be now read a first time.

Question—put and passed.—Bill read a first time.

Ordered—That the second reading be made an Order of the Day for to-morrow.

10. HIS EXCELLENCY THE GOVERNOR-GENERAL'S SPEECH.—Mr. Speaker reported that the House had that day attended His Excellency the Governor-General in the Senate Chamber, when His Excellency was pleased to make a Speech to both Houses of the Parliament, of which Mr. Speaker said he had, for greater accuracy, obtained a copy, which read as follows :

GENTLEMEN OF THE SENATE AND OF THE HOUSE OF REPRESENTATIVES :

You are called together for the purpose of considering measures of urgent public importance.

1. Since the prorogation of Parliament Australia has lost the services of two of its public men. The passing of the Honorable Frank Gwynne Tudor, late Leader of the Opposition, caused profound sorrow throughout Australia. Ever since the establishment of the Commonwealth he served his country with ability, patriotism, and lofty self-sacrifice. By the death of Senator the Honorable John Adamson, Australia has lost a citizen who devoted his life to the service of the State and Commonwealth and has left a record of high achievement.

2. Universal satisfaction is felt at the successful outcome of the Washington Conference, which was attended by Senator the Right Honorable G. F. Pearce as His Majesty's Plenipotentiary on behalf of the Commonwealth of Australia. International agreements were reached of the greatest

28th June, 1922.

importance to the peace of the world, especially to those countries whose shores are washed by the Pacific Ocean. The six treaties signed at the Conference, and since ratified by the United States of America, namely—

The Quadruple Treaty relating to the Pacific,
The Supplement to the Quadruple Treaty,
The Naval Treaty,
The Submarine and Poison Gas Treaty,
The Far Eastern Treaty, and
The Chinese Customs Treaty.

will be submitted for your approval. Such legislation as is needed to enable the Commonwealth to carry out its obligations under the treaties will be introduced.

3. In view of the results attained at the Washington Conference, which, my Advisers believe, guarantee peace in the Pacific for some time to come, it is proposed to reduce the establishment of the Navy and Army, and postpone the expansion of the Air Force. The necessary amendments of the Defence Act will be submitted for your approval.

4. The reduction in the establishment of the Defence Forces will necessitate the compulsory retirement of a large number of officers and men, and also of the civil staff, who have rendered long and faithful service in peace and war. A Bill will be introduced to provide compensation for those persons who are compulsorily retired.

5. In view of its importance to the Commonwealth the subject of immigration has been receiving the close attention of Ministers. Large schemes are being negotiated with the Government of the United Kingdom and the Governments of several of the States in accordance with the Empire Settlement Act. An agreement making provision for the passages of migrants under the Act has been made between the British and Commonwealth Governments, and, in pursuance of the agreement made for joint co-operation between the Commonwealth and the States, approval has recently been given to measures for the assistance of the immigration of boys, and of British ex-military officers from India.

6. In pursuance of the Mandate received with respect to New Guinea, steps have been taken to provide the necessary machinery for the administration of the Mandated Territory. A number of Ordinances have been framed enacting laws for its good government. Provision has been made for the development of the Territory, and, throughout, the greatest care has been taken to secure the protection of the natives and their interests, and to comply in every respect with the terms of the Mandate.

7. Experience having proved the necessity for continuous representation of Australia in the United States, a measure will be introduced to provide for the appointment of an Australian Commissioner.

8. It is now certain that the revenue of the year will exceed the estimate, and it is expected that the position of the Consolidated Revenue Fund, at the close of this financial year, will be more satisfactory than was anticipated when the last Budget was delivered.

9. My Advisers, realizing that the war has imposed very heavy burdens upon the taxpayers, recognise the necessity for the exercise of the most rigid economy in the Public Service and the general administration of government. As one means to this end my Government proposes, as soon as the necessary legislation has been passed, to appoint the Board of Commissioners recommended by the Royal Commission on Economies with a view to securing increased efficiency and economy in public expenditure.

10. Consideration has been given to the reports furnished by the Royal Commission on Taxation, and legislation will be initiated to place the taxation laws of the Commonwealth on a more satisfactory basis.

11. A Board of Appeal for dealing with objections to income tax assessments, as provided for by the Income Tax Assessment Act passed last session, has been appointed.

12. The Parliamentary Committee appointed to inquire into the proposals to provide a scheme of radio-telegraphy for Australia having reported favorably, an agreement in accordance with the resolutions of Parliament has been made between the Commonwealth and Amalgamated Wireless (Australasia) Limited in which the suggestions made by the Committee have been adopted. The agreement will provide adequate and satisfactory means of communication invaluable to the commerce of Australia.

13. My Advisers recognise that the welfare and progress of the Commonwealth depend upon primary production, and that a successful policy of land settlement is intimately associated with the provision of means of communication, including telegraphic and telephonic facilities. War exigencies have hitherto made it impracticable to obtain adequate supplies of necessary material for telegraphic and telephonic services. My Ministers have now made special arrangements whereby a largely increased amount of loan money will be made available, so that a continuous and progressive policy may be undertaken extending over a period of years. In this way it will be possible to overtake arrears and meet the growing needs of the Commonwealth. In order to secure the economical expenditure of this money and the most modern system in equipment, a special expert Advisory Board will be constituted.

14. The report made by the Commissioners appointed by the Commonwealth and State Governments on the subject of the unification of the railway gauges presents a definite and practical scheme for the solution of a problem of vital importance. Each day of delay intensifies the evils

28th June, 1922.

resulting from the breaks of gauge and adds to the ultimate cost of the carrying out of a work which must be accomplished. My Government proposes to press on with this question and to take all possible steps so that the scheme outlined by the independent experts may be proceeded with.

15. You will have submitted to you a measure dealing with the Commonwealth Shipping Line. The Bill will contain provisions for placing the Line under independent and non-political control and management.

16. My Government has taken steps towards linking up the more remote parts of the Commonwealth with the centres of population by subsidizing civil aviation companies formed to provide regular and speedy services. Four contracts have been let for the conveyance of passengers, mails, and parcels. The service between Geraldton and Derby has now been in continuous and successful operation for five months, thus bringing one of the most remote parts of Australia into close touch with the world. Aeroplanes have been ordered for the other services, and construction works are well advanced in connexion with the aerodromes on the routes to be traversed. My Advisers propose to extend this modern method of communication, being convinced of its inestimable value to many country centres.

17. During the past year good progress has been made in the construction of the works under the River Murray Agreement. The Blanchetown weir and lock have been completed, and the storage reservoirs on the Upper Murray and at Lake Victoria are now well in hand. The completion of this great scheme will make available large areas of land for close settlement and greatly increase the production of the Commonwealth. It is hoped that the amended agreement passed by this Parliament may be ratified so as to attain still greater expedition in the execution of the works.

18. The experiences of the war, the general expansion of internal trade and commerce, the growth of the population, and the development of the continent, have emphasized the need for an early amendment of the Constitution to enable Parliament to cope more adequately with the national problems of Australia. A series of measures will be introduced to provide for an extension of Federal powers, having due regard to the proper functions of the States. Opportunity will be furnished in both Houses for the free discussion of any other proposals for altering the Constitution which may be considered necessary.

19. My Ministers, recognising the great value of the primary industries to Australia, and the rapidity of their expansion, have taken definite action to open up new markets and further exploit old ones. To this end they have in every way in their power assisted the producers to place their goods upon the world's market by co-operative effort.

My Government proposes to continue its support of voluntary movements for the collective marketing of primary products upon the same broad principles upon which was based the assistance given by the Government last year to the wheat, fruit, and dairy farmers.

A special effort has been made to improve the standard of the exportable products of the country, and this matter will continue to receive the closest attention.

20. In view of the almost complete cessation of the beef export trade, which threatened with ruin a most important branch of the grazing industry, my Government, recognising the gravity of the position, came to its aid with definite assistance. My Ministers, realizing that unless all parties concerned in the production and preparation of meat for export co-operated it would be impossible to give effective aid to the cattle industry, took steps to approach the shipping companies, the proprietors of the meat works, and the employees. These efforts were entirely successful. Under the arrangements entered into, all parties agreed to reduced charges, and these reductions, together with the assistance promised by the Government, have led to the resumption of export, and have materially assisted the grazing industry to recover from a desperate position. A Bill will be submitted for your approval to sanction the action taken. My Advisers are pleased to be able to state that, owing to representations made by them to the Imperial Government, Australian meat will hereafter be used for Imperial Army and Navy requirements.

21. Negotiations are in progress with the Dominions of Canada and New Zealand for the conclusion of reciprocal Tariff arrangements.

22. The Tariff Board provided for by the Act passed last session has been constituted, and is performing its functions.

23. Doubt having been expressed as to the efficacy of the *Customs Tariff (Industries Preservation) Act 1921* to safeguard adequately Australian industries against foreign competition, my Advisers are watching the matter with the greatest care, and, should occasion require, will promptly take such action as may be necessary to cope effectively with the situation.

24. The number of Members of the House of Representatives for the respective States having been determined in accordance with the Constitution and the *Representation Act 1905*, and the reports of the Distribution Commissioners having been received, the necessary resolutions to give effect to such reports will be placed forthwith before both Houses of Parliament.

25. Certain defects having been discovered in the working of the Electoral Act, an amending measure will be introduced.

26. A Bill will be submitted with the object of effecting important alterations in the War Service Homes Act, which experience has shown to be necessary. During the recess, arrangements have been made with the Governments of Western Australia and South Australia and with the State Savings Bank of Victoria for carrying out, on behalf of the Commonwealth, building operations in the States named. Efforts to obtain similar agreements with New South Wales and Tasmania have been unsuccessful, but the negotiations which are proceeding with Queensland justify the hope that a successful result will be achieved.

28th June, 1922.

27. Although the benefits provided by the Repatriation Act are generally achieving the object for which they were designed, certain anomalies have been found to exist, particularly as affecting the more seriously incapacitated soldiers. Legislation dealing with the matter will be submitted at an early date.

28. The Royal Commission on Economies, after an exhaustive inquiry, made a number of recommendations intended to secure more efficient, economical, and equitable administration in the Public Service. Many of those recommendations and other necessary amendments of the Public Service Act have been embodied in a Bill which passed the Senate last session and will be further proceeded with.

29. A superannuation scheme for the Public Service of the Commonwealth, based on a just contributory system, will be introduced at an early date.

30. A Bill to amend the Arbitration (Public Service) Act will also be submitted.

31. It is proposed to introduce a Bill to give representation in the Parliament to residents in the Northern Territory. Proposals for the development and settlement of the Territory will also be submitted to you.

32. Two Deputy Presidents have been appointed to the Commonwealth Court of Conciliation and Arbitration. It is anticipated that, with their assistance, the Court will be able to deal with the list of cases awaiting decision.

33. My Ministers are giving close attention to the trend of events in industrial matters, and to the symptoms of industrial unrest. They recognise that the present machinery for the settlement of industrial disputes throughout Australia is most unsatisfactory, but they are of opinion that without an amendment of the Constitution, either as provided for under Section 128 or by arrangement with the States, an effective remedy is impossible. My Advisers earnestly hope—notwithstanding the failure of previous attempts to secure agreement—that such a re-adjustment of powers between the Commonwealth and the States may be speedily arrived at as will put an end to the clashing jurisdictions, conflicting and overlapping awards, uncertainty, delay, expense, loss, and other unsatisfactory features of the present machinery for dealing with industrial disputes.

34. The works in connexion with the construction of Canberra are in progress in accordance with the reports of the Advisory Committee. It is anticipated that reports on the works referred to the Public Works Committee will be available at an early date, and thereupon resolutions will be submitted forthwith to the House of Representatives.

35. Further proposals will be submitted to you to secure the more rapid development and settlement of the Federal Capital and Territory.

36. In order to safeguard more effectively the health of the people, and to improve the co-ordination of the activities of the Commonwealth and the States for that purpose, a Royal Commission will be appointed to make full and careful inquiry into the operation of the laws of the Commonwealth and the several States.

37. My Ministers, appreciating the world-wide importance of the standardization of manufactures, have, through the Bureau of Science and Industry, in co-operation with certain recognised authorities and associations, made a commencement in the establishment of such standards.

38. My Ministers will submit for your consideration measures relating to Naval and Air Defence, Lands Acquisition, Bankruptcy, Patents, Trade Marks, Service and Execution of Process, Crimes, Declarations, Navigation, Customs, Beer Excise, and Nationality.

In the earnest hope that under Divine guidance your deliberations may further the welfare of the people of the Commonwealth, I now leave you to the discharge of your high and important duties.

11. ADDRESS IN REPLY TO HIS EXCELLENCY THE GOVERNOR-GENERAL'S SPEECH.—Mr. Hughes moved, That a Committee consisting of Mr. Jackson, Mr. Foley, and the Mover be appointed to prepare an Address in Reply to the Speech delivered by His Excellency the Governor-General to both Houses of the Parliament, and that the Committee do report to-morrow.

Question—put and passed.

12. TIME OF NEXT MEETING.—Mr. Hughes moved, That the House, at its rising, adjourn until to-morrow at half-past two o'clock p.m.

Question—put and passed.

13. DEATH OF MEMBER (THE HONORABLE FRANK GWYNNE TUDOR).—Mr. Hughes moved, by leave, That this House records its sincere regret at the death of the honorable Member for Yarra (the Honorable Frank Gwynne Tudor) who was a Member of the House since the inauguration of the Parliament, and for many years held the position of a Minister of State for the Commonwealth, and this House expresses its appreciation of the energy and ability with which he devoted himself to his public duties, and tenders its profound sympathy to his bereaved wife and family in their great sorrow.

And Mr. Charlton having seconded the motion, and Mr. Earle Page and other honorable Members having addressed the House in support thereof, and all Members present having risen in silence—

Question—passed.

Resolved—That Mr. Speaker be requested to transmit to Mrs. Tudor the foregoing Resolution, and a copy of the speeches delivered thereon.

28th June, 1922.

14. ADJOURNMENT.—Mr. Hughes then moved, That, as a mark of respect to the memory of the late honorable gentleman, the House do now adjourn.
Question—put and passed.

And then the House, at nine minutes past four o'clock p.m., adjourned until to-morrow at half-past two o'clock p.m.

MEMBERS PRESENT.—All Members were present (at some time during the sitting) except—Mr. Bamford, Mr. Considine, Mr. Gregory, Mr. Higgs, Mr. Hunter, Mr. Jowett, Mr. Lambert, Mr. Lavelle, and Mr. Wienholt.

WALTER A. GALE,
Clerk of the House of Representatives.