THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

No. 1.

AND VOTES PROCEEDINGS

OF THE

HOUSE OF REPRESENTATIVES.

NINTH PARLIAMENT. SECOND SESSION OF THE

WEDNESDAY, 13TH JUNE, 1923.

1. The House of Representatives met pursuant to Proclamation of His Excellency the Governor General, bearing date the sixteenth day of May, 1923, which Proclamation was read at the Table by the Clerk, as follows:-

PROCLAMATION

Commonwealth of By His Excellency the Right Honorable Henry William, Baron Forster, a Member Australia to wit. FORSTER, Governor-General.

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 twenty-first day of March, One thousand nine hundred and twentythree, the Parliament was prorogued until the twenty-third day of May, One thousand nine hundred and twenty-three.

And whereas on the sixteenth day of May, One thousand nine hundred and twenty-three, the Parliament was further prorogued until Wednesday the thirteenth day of June, One thousand nine hundred and twenty-three.

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 thirteenth day of June, One thousand nine hundred and twenty-three, as the day for the said l'arliament 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 Springstreet, in the city of Melbourne, at three (3) o'clock p.m. on the said Wednesday, the thirteenth day of June, One thousand nine hundred and twenty-three.

Given under my Hand and the Seal of the Commonwealth of Australia aforesaid this sixteenth day of May, in the year of our Lord One thousand nine hundred and twenty-three, and in the fourteenth year of His Majesty's reign. (L.s.)

By His Excellency's Command,

S. M. BRUCE, Prime Minister.

GOD SAVE THE KING!

- 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 desircs 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. Member Sworn.-Josiah Francis, Esquire, made and subscribed the Oath required by law.
- 5. Return to Writ (Northern Territory).—The Clerk announced that, during the recess, he had received from the Official Secretary to His Excellency the Governor-General the Return to the Writ for the Northern Territory, which had been issued in connexion with the General Election of the House of Representatives, held on 16th December, 1922, and that by the indorsement on the Writ it appeared that Harold George Nelson had been elected in pursuance of the said Writ.
- 6. Election Petition and Order of the High Court.—The Clerk laid upon the Table a copy of an Election Petition which he had received from the Principal Registrar of the High Court, at Melbourne, under section 196 of the Electoral Act, viz.:—Petition of John Alfred Porter against the return of Harold George Nelson as Member for the Northern Territory.

The Clerk also laid upon the Table a letter which he had received from the Principal Registrar of the High Court at Melbourne, forwarding a copy of an Order of the Full Court of the High Court, made on 15th May last, dismissing the application for an Order extending the time for the service of the said Petition. The letter and Order were read by the Clerk, and are as follow:—

High Court of Australia.

Principal Registry,
Melbourne, 8th June, 1923.

Sir,

In the matter of the election of a Member of the House of Representatives for the Northern Territory.

With reference to the above matter and to my letter of 5th May, 1923, forwarding a copy of a Petition filed herein on 3rd May, 1923, by John Alfred Porter, I have the honour to inform you that the said Petition came before the Full Court of this Court on 14th May, 1923, under the following circumstances:—

The petitioner's legal representative applied to His Honour the Chief Justice on the 11th May under Rule 5 of the Election Rules of this Court for an order extending the time for service of the said petition, and, questions having been raised as to the validity of the petition in view of the method of its lodgment in the Principal Registry of the High Court, His Honour directed that such application be argued before a Full Court. The application was so argued on 14th May, and on 15th May the Court delivered judgment dismissing the said application on the ground that the petition, having been transmitted to the said Registry by telegram, was not filed in the Registry within the meaning of Section 185 of the Commonwealth Electoral Act 1918–1922.

The Court directed that the amount of £50 paid into Court as security pursuant to Section 186 of the said Act be repaid to the petitioner. The said security has been withdrawn by the petitioner's solicitor and accordingly no further proceedings can be taken under the said petition to this Court.

I enclose herewith a copy of the order of the Full Court in the matter.

I have the honour to be,

Sir,

Your obedient servant,

SEAFORTH MACKENZIE, Principal Registrar.

The Clerk of the House of Representatives,

Parliament House,

Melbourne.

In the High Court of Australia.

In the matter of an election of a Member of the House of Representatives for the Northern Terr tory of Australia.

Before their Honours the Chief Justice, Mr. Justice Isaacs, Mr. Justice Higgins, Mr. Justice Kich, and Mr. Justice Starke.

Tuesday, the 15th day of May, 1923.

THE application on behalf of John Alfred Porter for extension of time for service of the document hereinafter mentioned purporting to be a petition coming on for hearing before this Court on the 14th day of May 1923 pursuant to the direction of His Honour the Chief Justice in Chambers given on the 11th day of May 1923 UPON READING the telegram from the said John Alfred Porter

to the Principal Registrar of this Court dated the 3rd day of May 1923 and purporting to be a petition within the meaning of the Northern Territory Representation Act 1922 and the Commonwealth Electoral Act 1918–1922 and the affidavit of John Ralph Burt sworn herein on the 8th day of May 1923 and filed on behalf of the applicant herein and upon hearing Mr. Lewis of Counsel for the said John Alfred Porter and by leave of this Court Mr. Sanderson of Counsel for Harold George Nelson this Court did order that the said application should stand for Judgment and the said application standing for Judgment this day in the presence of Counsel for the said parties hereto respectively this Court doth order that the said application be and the said is hereby dismissed and it is further ordered that the sum of £50 paid into Court by the said John Alfred Porter as security for costs be paid out to the said John Alfred Porter of to Blake and Riggall his Solicitors:

By the Court,

(L.S.)

SEAFORTH MACKENZIE, Principal Registrar.

• 7. New Guinea Bill (1923).—Mr. Bruce (Prime Minister) moved, That he have leave to bring in a Bill for an Act to amend section fourteen of the New Guinea Act 1920.

Question-put and passed.

Mr. Bruce 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 the next sitting.

8. 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 GENTLEMEN OF THE HOUSE OF REPRESENTATIVES:

You are called together to deal with matters of urgency and importance to the people of the Commonwealth.

It is gratifying to me to see the continually increasing prosperity of the Commonwealth. The recent propitious rainfalls have considerably improved the outlook for the industries of Australia.

The financial position of the Commonwealth is satisfactory. The returns of Revenue in the year now closing have exceeded the Estimate, and as a result of careful administration the expenditure has been reduced. Recognising the importance of an early presentation of the Government's financial proposals, the Budget will be submitted as soon as practicable after the close of the financial year.

Since the prorogation of Parliament my Advisers have met the Premiers and Ministers of the States in conference and discussed with them matters of far-reaching importance. Decisions were arrived at which will be submitted for your consideration.

Agreement was reached as to the necessity for the abolition of dual income taxation, and proposals will be submitted to this end which will obviate the necessity for duplicated returns, simplify procedure, and effect economies in administration.

Resolutions were adopted for the co-ordination of borrowing, the raising of loans for immigration purposes, the provision of a sinking fund in respect of all future Commonwealth and State loans, and the discontinuance of the issue of tax-free loans by Commonwealth and States.

Arrangements were also made to ensure the closer co-operation of the Commonwealth and States with respect to Health, the collection and distribution of Statistics, Scientific Research, Standardisation of Electrical Power, and the preparation and maintenance of joint Electoral Rolls. Details of these arrangements, which will effect general economy, promote efficiency, and prevent overlapping, will be placed before you.

The need for definite spheres of action for Federal and State industrial authorities was considered. It is regretted that the proposals of the Commonwealth were not accepted by the States. Negotiations are being continued which it is hoped may lead to a satisfactory solution.

My Advisers are confident that the production of Cotton in Australia will become one of our most important industries, and play a vital part in the policy of Land Settlement. To encourage growers, a joint agreement between the Commonwealth and States, based upon a guarantee and otherwise safeguarding the industry, was arrived at.

It is regretted that the Conference was unable to accept unanimously the railway gauge proposals of the Commonwealth which, while securing the immediate recognition of uniformity, would have opened up new areas for settlement. As each day intensifies the evils resulting from the disastrous policy of different gauges, and adds to the ultimate cost of the conversion which is inevitable, the Government intends to submit further proposals in harmony with the Report of the Royal Commission. Meanwhile the Commonwealth and the States of New South Wales, Queensland and Western Australia have agreed to the appointment of a joint Board to prescribe standards for the construction of railway lines affected by conversion and for the building of rolling-stock.

The conditions under which the River Murray Agreement was originally made have necessitated a further revision of its terms. An agreement arrived at with the States concerned, which will expedite the completion of the works, will be submitted for your approval.

The Prime Ministers of the Dominions have been invited to attend a Conference early in October next in London for the purpose of considering matters affecting vitally the whole Empire. The Prime Minister has accepted the invitation to attend, and the Agenda of the proposed Conference will be placed before you.

You will also have placed before you the Agenda of the proposed Economic Conference to be held in London concurrently with the Imperial Conference. My Advisers consider that this Conference will be one of supreme importance, and they hope there may emerge from it a policy which will ensure, as far as possible, a market within the Empire for the Empire's products.

My Advisers hope to be able to submit to you at an early date proposals for a reciprocal commercial treaty with Canada, and they are also negotiating with the Government of South Africa

with a similar object.

The Commonwealth will be adequately represented at the British Empire Exhibition to be held next year. The full details of the scheme, in which the Commonwealth and States are co-operating, will shortly be placed before you.

In view of the responsibilities resting upon us as a result of our membership of the League of Nations, Australia will be fully represented at the forthcoming meeting of the Assembly and at the

International Labour Conference.

The administration of the Mandated Territories is being conducted with the utmost consideration for the interests of the native population, and a number of Ordinances have been framed enacting further laws for their protection and advancement. It is proposed to accelerate the sale of plantations, and, by granting oil and mineral leases, to encourage the investment of capital and the development of the Territories.

Proposals for the development of the Northern Territory have been formulated which will facilitate and encourage settlement. Land legislation has been revised; shipping services improved; and a policy laid down in connexion with the sinking of bores, road construction, and telegraphic,

telephonic, and wireless communication.

Recognising the national importance of railway communication with the Northern Territory, and the Commonwealth Government's obligation under the Northern Territory Acceptance Act of 1910, my Ministers will submit proposals to extend the existing railway from Emungalan southward to Daly Waters. This extension will facilitate the development of a large tract of fertile territory.

My Advisers recognise the paramount importance of adequately providing for the defence of Australia, but consider that no additional expenditure should be incurred beyond that necessary for existing and vital needs until the whole question of Empire Defence has been considered at the forthcoming Imperial Conference.

You will be invited to consider a measure to provide for the establishment of a National Debt

Sinking Fund and the appointment of a Commission charged with its administration.

You will be asked to place the control of the Commonwealth Bank in the hands of a non-political Board. The legislation necessary for this purpose will be placed before you.

A measure will be introduced for the purpose of liberalizing and increasing old-age and invalid

pensions.

The repatriation activities of the Government have been continued throughout the year. The work having diminished in volume, efforts are being made to co-ordinate the remaining activities so as to secure the maximum of efficiency in administration.

Experience has revealed the necessity for an early amendment, in the interest of the returned soldiers, of several of the provisions of the War Service Homes Act.

My Advisers have conducted a searching inquiry into allegations which have been made as to certain contracts entered into in connexion with the erection of War Service Homes. As a result of their investigations, grave suspicions have arisen in regard to one contract, and the Government propose immediately to appoint a Royal Commission to conduct an exhaustive inquiry into the circumstances of this case. Further investigations are proceeding, and action will be taken where warranted.

The migration policy of the Commonwealth is to act in full co-operation with the British Government and the Governments of the States. Agreements have now been executed between the Commonwealth, the British Government, and three individual States and the remaining States have been invited to enter into similar arrangements. A steady stream of settlers will arrive during the current year, who, under the conditions of the Agreements, will be readily absorbed without dislocation of the labour market, or creation of unemployment. It is intended to extend the nomination system, which has already been productive of good results, and to encourage private schemes for the development and closer settlement of Australia.

To insure ready employment of migran's a census of resources and possibilities of development will be taken in conjunction with the States, and the introduction of settlers regulated

accordingly.

It is hoped, in co-operation with the States, to extend the facilities for housing and training the settler, on arrival, by the erection of suitable accommodation houses and the establishment of training farms.

The expansion of Inter-State trade and intercourse has rendered urgent the enactment of uniform bankruptcy laws. A complete measure has been prepared, and will be proceeded with.

A Bill wil be introduced to vest the control of the Commonwealth Shipping Line in a non-political Board. The intention is to place the Line on a sound commercial basis to enable it to be conducted as a competitive enterprise. Provision will be made for the regular publication and submission to Parliament of the balance-sheets of the Line.

Owing to the completion of the programme laid down for the Commonwealth Ship-building Yard at Williamstown, that Yard will be disposed of. The Commonwealth activities centred in Cockatoo Island will be amalgamated with the Commonwealth Shipping Line. It is anticipated that this arrangement will result in economical working, and that the repair work on which the Yard will be largely engaged will be more effectively handled.

The works in progress at the Federal Capital have now so far advanced as to necessitate the introduction of a Bill to provide for the constitution of a Commission to control the Territory. It is proposed to empower it to raise loans for the construction and development of the City.

Realizing the urgent necessity of providing oversea markets to meet the increasing output of primary products, my Advisers have under consideration proposals for a liberal shipping subsidy

to encourage direct communication between Australia and the East.

The importance of improved transit communication in rural districts is recognised by my Advisers, who are considering proposals in regard to national main road development. This scheme, which is essential to the success of land settlement and migration, will open up and develop new country for agricultural, pastoral, and mineral purposes, and give access to existing railways.

My Ministers have given close attention to the question of the improvement of postal, telegraphic, and telephonic facilities. Telephone arrears are being rapidly overtaken, and it is confidently expected to give to the public at an early date a better service than that now obtaining. Regulations are being drafted to encourage and control the broadcasting of wireless messages.

It is proposed to bring before you other measures, including Bills relating to Defence, Navigation, Tariff Board, Customs and Excise, Meat Export Bounties, Lands Acquisition, 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.

9. Address in Reply to His Excellency the Governor-General's Speech.—Mr. Bruce (Prime Minister) moved, That a Committee consisting of Mr. Josiah Francis, Mr. Thomas Paterson, 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 this day.

Debate ensued.

Question-put and passed.

10. TEMPORARY CHAIRMEN OF COMMITTEES.—The following Warrant, nominating Temporary Chairmen of Committees, pursuant to Standing Order No. 25, was laid upon the Table by Mr. Speaker:—

The Parliament of the Commonwealth.

House of Representatives.

Pursuant to the provisions of the Standing Order numbered 25, I do hereby nominate—

James Garfield Bayley, Esquire, Robert Cook, Esquire, Sir Neville Reginald Howse, V.C., K.C.B., K.C.M.G., Norman John Oswald Makin, Esquire, and The Honorable David Watkins,

to act as Temporary Chairmen of Committees when requested so to do by the Chairman of Committees

Given under my hand this thirteenth day of June, One thousand nine hundred and twenty-three.

W. A. WATT, Speaker.

11. PAPERS.—Mr. Speaker presented, pursuant to Statute—

Commonwealth Bank Act—Commonwealth Bank of Australia—Aggregate Balance-sheet at 31st December, 1922, and Statement of the Liabilities and Assets of the Note Issue Department at 31st December, 1922; together with the Auditor-General's Reports thereon.

The following Papers were presented, by command of His Excellency the Governor-General-

Elections and Referendums—Statistical Returns in relation to the Senate Elections, 1922; the General Elections for the House of Representatives, 1922, together with Summaries of Elections and Referendums 1903-1922.

Elections, 1922-

Statistical Returns showing the Voting within each Subdivision in relation to the Senate Elections, 1922, and the General Elections for the House of Representatives, 1922,

New South Wales. Queensland. South Australia. Tasmania. Victoria. Western Australia.

Statistical Returns showing the Voting within each Subdivision in relation to the General Election for the House of Representatives, 1922, for the Northern Territory.

High Commissioner of the Commonwealth in the United Kingdom-Report for the year 1922. League of Nations—Third Assembly, September, 1922—Report of the Australian Delegates. Northern Territory—Report of Administrator for year ended 30th June, 1922. Taxation—Royal Commission on—

Fourth Report.

Fifth and Final Report, with Appendices.

Severally ordered to lie on the Table, and to be printed.

Meteorological Service—Report by the Commonwealth Meteorologist for the year 1921-22. Ordered to lie on the Table.

The following Papers were presented, pursuant to Statute-

Public Scrvice Act—Eighteenth Report on the Public Service, by the Acting Commissioner. Ordered to be printed.

Arbitration (Public Service) Act-

Determinations, and variations of Determinations, by the Arbitrator, &c.—

No. 3 of 1923—Australian Postal Electricians' Union.

No. 4 of 1923—Australian Postal Electricians' Union.

No. 5 of 1923-Australian Telegraphists' Union.

Audit Act-

Transfers of Amounts approved by the Governor-General in Council-Financial Year 1922-23-

Dated 7th March, 1923.

Dated 27th March, 1923.

Dated 10th May, 1923.

Dated 6th June, 1923.

Regulations Amended—Statutory Rules 1923, Nos. 44, 45, 47, 53.

Commerce (Trade Descriptions) Act-

Regulations (Imports)—Statutory Rules 1923, No. 37. Regulations Amended—Statutory Rules 1923, Nos. 46, 58.

Customs Act-

Regulations Amended—Statutory Rules 1923, Nos. 55, 59.

Pro-lamations relating to the prohibition of the Exportation of Leather-

Of certain qualities (dated 21st March, 1923).

Except under certain conditions (dated 16th May, 1923).

Proclamation relating to the prohibition of the Exportation (except under certain conditions) of-

Certain Birds and the Plumage, Skins and Eggs thereof (dated 29th March, 1923).

Customs Act and Commerce (Trade Descriptions) Act—Regulations (Meat Export)—Statutory Rules 1923, No. 36.

Defence Act—Regulations Amended—Statutory Rules 1923, Nos. 30, 31, 39, 40, 41, 43, 57, 67, 68. Excise Act—Regulations Amended—Statutory Rules 1923, No. 38. High Court Procedure Act—Rule of Court—Rule re Sittings—Dated 10th May, 1923.

Iron and Steel Products Bounty Act—Regulations—Statutory Rules 1923. No. 13.

Lands Acquisition Act-

Land acquired under, at-

Barmera, South Australia—For Postal purposes.
Kelvin Grove, Queensland—For Defence purposes.
Upper Macedon, Victoria—For Postal purposes.
Woodville Park, South Australia—For Postal purposes.

Naval Defence Act—Regulations Amended—Statutory Rules 1923, Nos. 32, 42, 52.

New Guinea Act-

Ordinances of 1923—

No. 5—Treasury. No. 6—Mining. No. 7—Supply (No. 5) 1922-23.

No. 8—Post and Telegraph. No. 9—Public Service.

No. 10-Prisons.

No. 11—Standard Time. No. 12—Wreck and Salvage.

No. 13-Native Labour.

No. 14—New Guinea Antiquities.

No. 15—Suppression of Leprosy. No. 16—Pharmacy and Poisons.

No. 17—Supply (No. 6) 1922-23.

No. 18—Judiciary. No. 19—Criminal Code Amendment.

Norfolk Island Act—]

Ordinances of 1923-

No. 2-Fugitive Offenders (Jurisdiction).

No. 3-Melanesian Mission Lands.

Northern Territory Acceptance Act and Northern Territory (Administration) Act-

Ordinances of 1923-

No. 4—Venereal Diseases. No. 5—Crown Lands.

No. 6—Aboriginals. No. 7—Crown Lands.

Papua Act-

Ordinances of 1922-

No. 15—Aliens.

No. 16—Land.

No. 17—War Measures Repeal.

Post and Telegraph Act—Regulations Amended—Statutory Rules 1923, Nos. 14, 15, 23, 48, 49, 51.

Public Service Act-

Appointments and Promotions—Department of—

Home and Territories-

H. J. Petrie.

Prime Minister-

E. L. Frith and J. Brady.

Trade and Customs-

I. M. Cowlishaw.

Quarantine Act—Regulations—Statutory Rules 1923, No. 18.

Railways Act-By-laws Nos. 23, 24.

Seat of Government Acceptance Act and Seat of Government (Administration) Act-

Leases Ordinance 1918-19—Regulation.

Ordinances of 1923-

No. 1—Rates. No. 2—Trespass on Commonwealth Lands. No. 3—Traffic.

Treaties of Peace (Austria and Bulgaria) Act—Regulations Amended—Statutory Rules 1923,

Nos. 61, 62, 64, 65.

Treaty of Peace (Germany) Act—Regulations Amended—Statutory Rules 1923, Nos. 60, 63.

War Service Homes Act-

Land acquired under, in-

New South Wales, at-Barraba, Orange (2), Richmond, Waratah.

12. JOINT COMMITTEE OF PUBLIC ACCOUNTS -THIRD GENERAL REPORT. - Mr. Bayley, Chairman, brought up the Third General Report of the Joint Committee of Public Accounts and moved, That it be printed.

Question—put and passed.

13. Address in Reply to His Excellency the Governor-General's Speech .-- Mr. Bruce (Prime Minister) brought up the Address in Reply to His Excellency's Speech, prepared by the Committee appointed this day, and the same was read by the Clerk, as follows:-

MAY IT PLEASE YOUR EXCELLENCY-

We, the House of Representatives of the Parliament of the Commonwealth of Australia, in Parliament assembled, beg to express our loyalty to our Most Gracious Sovereign, and to thank Your Excellency for the Speech which you have been pleased to address to Parliament.

Mr. Josiah Francis moved, That the Address be agreed to.

Mr. Thomas Paterson seconded the motion.

Mr. Charlton moved, That the debate be now adjourned.

Question—That the debate be now adjourned—put and passed.

Ordered-That the resumption of the debate be made an Order of the Day for the next sitting.

14. Time of Next Meeting.-Mr. Bruce (Prime Minister) moved, That the House, at its rising, adjourn until to-morrow at half-past two o'clock p.m.

Question—put and passed.

15. ADJOURNMENT.-Mr. Bruce (Prime Minister) moved, That the House do now adjourn.

Debate ensued.

Question-put and passed.

And then the House, at twenty-two minutes past six 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 Donald Cameron, Mr. Gabb, Mr. Albert Green, Mr. Hughes, Sir Elliot Johnson, Mr. Lambert, Mr. Lazzarini, Mr. Marks, Mr. Charles McDonald, Mr. Frederick McDonald, Mr. Nelson, Mr. Pratten, Mr. Edward Riley, Mr. Stewart, and Mr. Thompson.

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