Legislative Council.

Tuesday, 31st August, 1909.

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

ADDRESS-IN-REPLY — PRESENTATION.

The PRESIDENT reported that he had presented the Address-in-Reply to the Governor's opening speech and that His Excellency had been pleased to receive the same and to reply as follows:—

"Mr. President and Honourable Gentlemen of the Legislative Council: In the name and on behalf of His Majesty the King I thank you for your address.

G. Strickland, Governor. August 6th, 1909."

PAPERS PRESENTED.

By the Colonial Secretary: 1, Report by the Comptroller General of Prisons for 1908. 2, Dividend Duties Act, 1902, Amendment of Regulations. 3, Land and Income Tax Assessment Act, Amendment of Regulation 51.

RESOLUTION — PHARMACY AND POISONS LAW, TO COMPILE.

On motion by Hon. M. L. Moss ordered: That the following resolution agreed to by the Legislative Council on 3rd August, 1909, be transmitted by Message to the Legislative Assembly, and their concurrence desired therein:—That "The Pharmacy and Poisons Act, 1894," and its amendments be compiled in accordance with "The Statutes Compilation Act, 1905."

BILL — BILLS OF SALE ACT AMENDMENT.

Second Reading.

The COLONIAL SECRETARY (Hon. J. D. Connolly), in moving the second reading, said: I do not think it is necessary for me to speak at any length on this Bill. Hon. members will remember that the Bills of Sale Act Amendment Act was passed three years ago, when certain alterations were made in the Bills of Sale Act. As the result of these alterations, instead of giving a bill of sale straight out as formerly, people had to give notice of their intention to register a bill of sale. If the bill of sale was to be registered outside a municipality 14 days' notice was necessary, while if it was to be registered within a municipality 7 days' notice had to be given. The Act contained a number of machinery clauses, but this was really the only point in the Bill. The person had to give the stated notice of his intention to give a bill of sale over his property or goods, during which time it was of course within the rights of any person who so desired, or who felt himself aggrieved at the intended bill of sale, to lodge a caveat against the bill of sale being granted. This provision, of course, was simply made in order to protect creditors, or in other words, to prevent a person from giving a bill of sale over the whole of his assets to preferential creditors and leaving the others to go without anything. It was in order to protect the business people of the State. Exception was made in the case of a bill of sale given over wool or stock on any remote station for bona fide valuable consideration; because it was recognised that insistence upon such notice would inflict a hardship on those living in distant portions of the State in that it would mean the lapsing of a very long time before they could obtain the money under the bill of sale. At the time when that Act was before this House, it was thought that the measure would inflict some hardship on the trading public. It was somewhat of a new departure and, therefore, at the request of certain hon. members I agreed to an amendment limiting the operation

of the Act to three years. That period will soon expire, and now the House is asked to re-enact the measure. The Act has worked to the general good of the trading community, and instead of hearing complaints against it, I have heard nothing but praise of its working. I therefore move—

That the Bill be now read a second time.

Question put and passed.

Bill read a second time.

In Committee.

Bill passed through Committee without debate, reported without amendment; the report adopted.

BILL—PUBLIC HEALTH CONSOLIDATION.

Second Reading.

The COLONIAL SECRETARY (Hon. J. D. Connolly), in moving the second reading, said: I have to remind hon. members that this is a measure consolidating all the Health Acts now in force. I may be permitted to make this explanation: In moving the first reading, prior to the adjournment, I said I would endeavour to get this, and the Employment Brokers Bill, distributed among members during the adjournment. However, through stress of work in the Government Printing Office I was unable to do this; in fact I did not receive the Bill until yesterday. Copies are now in the hands of members. This is the third time during the last two years that the Bill has been before this House. There are some slight alterations between the Bill of 1907 and the one now before members. In my explanation I would point out, first, the difference between this Bill and the existing legislation, and then the difference between the measure and that of 1907. The latter Bill was introduced in the first session of 1907. It will be remembered that during that year we had two sessions, and the measure was introduced in the first one. The present measure is introduced almost in the same form as then. Members will remember that the measure was referred to a select committee, consisting of five members, who sat for a considerable time and took a great deal of evidence. That committee certainly deserve the thanks of this House. Four of those who sat with me were men of very large experience in health administration. Two of the members had for a number of years been Ministers controlling the Health Department, and another, Mr. Langsford, served for a great many years as a member of a health board in his capacity both as mayor and as councillor. The other member, Mr. Wright, had been for a number of years a member of the Central Board of Health. The Bill received every consideration from the committee, who thoroughly understood all about health administration. A report was drawn up suggesting certain amendments, which made the Bill a more workable measure than before they were introduced. Before the House accepted the report of the committee, however, and the matter could be finally dealt with, Parliament prorogued. Then in the second session I again introduced the Bill, embodying all the amendments suggested by the select committee. It passed through all its stages in this House after certain additional amendments had been made, and went to another place, where it passed its second reading, and had reached a certain stage in Committee when that House prorogued. It is now introduced for a third time. The Health Act of 1908 has been in force for over 10 years and has become somewhat out of date. On top of that measure we have had six amendments passed in various years from 1900 to last year. It is necessary for the working of the Act that the measure should be consolidated, more particularly as the Bill seeks to remedy defects now known to exist in the parent measure. The Bill is brought down, not so much to introduce any very different features from those now appearing in the Act, but in order to remedy certain defects. The health laws at present, as members are aware, are administered by the Central Board of Health, and by two sets of local boards. Comprising the latter there are municipal councils and roads boards and also nominated boards. It will be remembered that last year we passed an amendment practically consti-

tuting all roads boards as health boards. Municipalities become health boards without any appointment, merely by virtue of their existence. It is intended that similar machinery to this shall now be made to apply to the roads boards. Where there are no roads boards, or municipal councils, or where the roads boards are so great that they cannot be constituted health boards, then provision is made for the appointment of separate boards by the Governor-in-Council to control a certain area within the territory of a roads board. There is a difference made with regard to the constitution of the Central Board. As members know, the Central Board at present consists of five members, of whom the Principal Medical Officer is the president. Under the Act the constitution of the board, so far as the number of members is concerned, will be the same as at present. Members are now all appointed by the Governor-in-Council. There has been a certain amount of agitation in favour of having the Central Board made an elective body, but it goes without saying that it would be quite an impossible position if that board were elective, for it would mean that the Central Board would be sitting in judgment on local boards who had elected their own members of the Central Board. This system has been tried in other States, particularly in Victoria, and has not worked at all satisfactorily. For some years past the Government have recognised the principle that it was desirable to have the opinion of the local boards made known to the Central Board, and with that end in view my predecessor appointed a representative from the Eastern Goldfields local boards to be a member of the Central Board. He accepted a nomination from the local boards on the Eastern Goldfields, and the gentleman was appointed to the position. Since I have occupied the position of Minister controlling the department I have continued that principle. In this Bill we enlarge somewhat upon that principle, for it is proposed to divide the State into two divisions each of which shall have the right to nominate a member of the Central Board. These nominations will go to the Minister who will recommend them to the Governor-in-Council, and then the nominees will be appointed. Regulations are provided to allow the Minister to divide the State into two districts, probably the metropolitan and the country. By this means a better feeling may be brought about between the central and the local boards. At all events the wishes of the local boards will be made known to the Central Board, and at the same time the former will not be able, on account of having only two representatives against three, to control in any way the Government body. Members will notice that a certain part of the Bill is printed in italics. It is not necessary to touch on the matters thus dealt with in this speech for at a later stage, in accordance with the Standing Orders, they will again come before members after having been before another place. The portions are printed in italics so that members may know what they will be asked to agree to when the Bill comes to them again. As to the sanitary and other provisions, Clauses 87 to 98 dealing with them are practically the same as the present provisions; the only difference is that well-known existing defects in the present Act are corrected.

Hon. M. L. Moss: With regard to Clause 92, which is word for word the same as that in the 1898 Act, which is practically unworkable, will the Minister kindly give attention to that and explain what is intended to be done in that regard?

The COLONIAL SECRETARY: I will note the objection as to that clause. I am not certain at present, but I think it is covered in another part of the Bill. The existing provisions generally are retained, but some needed new powers are inserted in the Bill. For instance, an alteration is made in Clause 100. At present a sanitary contractor, who may have obtained a contract from a local board, is unable to collect the rates himself if the tenants or occupiers refuse to pay, and his only means of recovering is through the local authority. Under

the new clause it is provided that he may recover fees in court instead of having to sue in the name of the local authority. It is also provided that the local authorities may establish public conveniences and charge for the use of the same. In a Bill of this kind a multitude of small matters are naturally covered, and provision has to be made for dealing with these matters of administration by means of by-laws. These provisions appear in various parts of the Bill and will be found in Clauses 121, 161, 174, 183, 206, and 253. As I have stated before, these powers may appear extensive, but they are really not in excess of those previously in existence. They are no more extensive than is absolutely necessary. Provision is made for the erecting of septic tanks and there are other provisions concerning matters not in general use when the Act was passed in 1898. One of the main defects in the existing Act is that there is deficient machinery for the prosecution of sellers of adulterated food stuffs. The by-laws provide for a much better system of control over the sale of food, and thereby will ensure the supply of wholesome food to the public. In the present Act there is no proper provision for supervision over the manufacture of ice. A great amount of disease is undoubtedly conveyed through the manufacture of ice and ice-cream. Power is also given to make regulations for the conduct of hairdressing saloons. Local boards of health may make by-laws to compel hairdressing saloon-keepers to exercise a certain amount of cleanliness by the sterilising of all razors, scissors, combs, brushes, etcetera. These by-laws will inflict no hardship, but will give a very necessary power to the local boards to exercise a safeguard over the hairdressing saloons. I remember years ago when travelling through America being particularly struck by the fact that in every town of over 2,000 inhabitants there were regulations compelling the keepers of hairdressing saloons to exercise cleanliness and to sterilise their articles of trade. Not only that, but in some cases they had to pass examinations in skin diseases.

Hon. R. F. Sholl: You will need many men to look after the saloons.

The COLONIAL SECRETARY: It is not expected that the by-laws will be harassing, but it is thought right that proper provision should be made to prevent the spread of disease and to protect the public generally. In regard to the condemnation and removal of dilapidated houses, that question is dealt with in Clauses 122 to 128. Whilst the present Act gives power to condemn dilapidated houses, there is no power given to remove them; and while a house may be condemned it still stands, and is often the resort of undesirables and a menace to the public health. These clauses remedy that defect and allow dilapidated buildings to be removed or put in a habitable condition. Clause 128 contains a slight departure from the provision of the present Act, inasmuch as the present law provides that the plan of a public building need only be submitted to the central board. This Bill goes further and provides that the plan must be submitted to the medical officer and the local board of health as well. In Perth at the present time it is the rule that all plans of buildings must be submitted for approval to the medical officer and they must receive his signature, but it is only permissive. This makes the rule compulsory. I think this is a very necessary provision and one which will greatly assist the public while not inflicting hardship on anyone. In regard to lodging-houses the provisions are contained in Clauses 129 to 142. These are the same provisions as in the present Act only they are extended to boarding-houses as well as lodging-houses. In regard to the registration of public buildings the provisions contained in the present Act are found in this Bill. The measure confers power on the Central Board of Health to close public buildings, and it increases the penalty to £100 for the over-crowding of public buildings. It has been found that the penalty in some instances is not large enough. The proprietor of a public building will take the risk; he will allow the building to be overcrowded and rely on the overcrowding to pay the penalty,

so that it has been found necessary to increase the penalty. An officer of publis health may close a public building, when, in his opinion, the building is crowded to such an extent as to be unsafe in the interests of the public.

Hon. R. F. Sholl: And turn all the people away?

The COLONIAL SECRETARY: It is a very necessary power. One can imagine the danger to the public when a theatre or a large public building is overcrowded; or there may be a large public meeting held in a building, and the building may be overcrowded to such an extent that if a fire occured the people could not get out, and hundreds might be crushed to death or burnt to death.

Hon. W. Kingsmill: The building would only have to be closed once, for the owner would never offend again.

The COLONIAL SECRETARY: There have been cases where the owner of a building is willing to run the risk and rely on the overcrowding to recoup him for any fine which may be inflicted. As to public abattoirs, the provisions in the present Act have been deleted as it is proposed to bring down a separate Bill for the control of public abattoirs. Part 7 deals with nuisances and offensive trades, and the provisions are contained in Clauses 151 to 168. The Bill contains much the same provisions as the existing Act, with this one difference; it gives power to any applicant to appeal to the central board, or to the Minister. Offensive trades cover a multitude of businesses, such as fellmongery, and so on, and a local board may not be desirous of having these trades within their territory. People who wish to start these businesses have been buffeted about from one district to another. So long as it is shown that a trade is not what may be called offensive to the people living in the district, we ought not to hinder people starting a new industry. So as to prevent the local board hampering people there may be an appeal to the central board and to the Minister. The question of unwholesome food and drugs, which is an important part of the Bill, is dealt with in Part 8. The Bill contains all the existing powers that are in the present Act, but where they have been found, by decisions of the courts, faulty, they are remedied. It is hoped the provisions in the Bill will give ample protection and ample machinery to prosecute any sellers of unwholesome food, and thereby offer sufficient protection in this direction to the public. One important alteration made in this provision is that samples of food will be submitted to bacteriological examination as well as to analytical examination. At the present time if food is passed by an analyst the vendor cannot be prosecuted. While food may be passed by an analyst and passed as quite wholesome, it may contain bacteria which are very unwholesome to a human being, and these bacteria may not be disclosed by an analytical examination, but they would be disclosed by a bacterial examination.

Member: A new appointment.

The COLONIAL SECRETARY: Long before I controlled this department there was a bacteriologist employed who was constantly making examinations for the profession and for the department. Milk and dairy produce is dealt with in Clauses 175 to 184. These provisions, again, are an improvement on the sections of the present Act, and I think the possibility of the sale of adulterated milk is reduced to a minimum. The provisions dealing with the sale of food and drugs are contained in Clauses 185 to 204. These clauses are again improved, rather than any decided alteration being introduced. There is one alteration which provides that the ingredients of any food shall be printed in large type on the package containing the food. At the present time this provision is evaded, and certain ingredients which the manufacturer may desire the public to know are printed in large type; and those ingredients which the manufacturer is anxious that the public shall not know, is printed in small type. This defect in the Act has been remedied by the provisions of the Bill. It is an offence for a person suffering from an infectious disease of any kind to work in a factory where food stuffs and drugs are manufactured.

Hon. W. Kingsmill: Was not that recommended by the select committee, or modified by the committee?

The COLONIAL SECRETARY: It was modified. The provision in the Bill is as recommended by the select committee. I think when the measure was before the select committee it provided that medical practitioners attending a patient had to report the case. Doctors who attended before the committee pointed out objections, and the provision was modified. A new proviso is inserted in Clause 192 in regard to patent medicines. At the present time a large number of patent medicines are sold which are very deleterious to the public health, and others that are nothing more nor less than coloured water. If people persist in buying coloured water which does not do them any harm, we cannot save them from it, but every provision is made so that nothing which is deleterious to the public health shall be offered for sale. In the Bill which was before the House in 1907 it was proposed that the ingredients of patent medicines were to be printed on the labels of the bottles, but it was shown by witnesses who appeared before the committee that this would inflict a great hardship on the vendors of patent medicines by giving away their secrets, and the provision was found not to be workable. In the report of the select committee an alteration was made to read similar to that set forth in Clause 192. A similar provision was inserted in the Act of the Commonwealth Parliament, but it was found impracticable to enforce it, and the provision was repealed. This Bill provides that vendors shall register the ingredients with the Central Board of Health, and again, the central board through their officers may take samples of the medicines to discover whether they are injurious to health, and if they are the board can prohibit the medicines from being sold. The question of disinfectants is introduced in the Bill in Clause 201. At the present time disinfectants are largely used. At the same time there are a great number of so-called disinfectants quite harmless so far as their disinfecting power is concerned, and people buy this useless matter that is not a disinfectant at all. This Bill prevents the sale of matter that is not a disinfectant, but which is sold as such. That is contained in Part 8 of the Bill. Infectious diseases are dealt with in Part 9 of the measure, from Clause 205 onwards. The general provisions in regard to infectious diseases as contained in the present Act are preserved and fresh provisions are inserted to deal more effectively with the reporting, the prevention and the spread of such diseases. Notification of infectious diseases are dealt with in Part 9 of the Bill. There is provision for the notification to the central board as well as to the local board. At the present time the Act only provides that notification of infectious diseases shall be given to the local board. According to this Bill it will be necessary, not only for the medical man attending the patient to give notice, but the householder shall report to the local board and the central board. It is provided also that certain cases shall be reported which are not provided for at the present time. It is also provided in the Bill that notification shall be sent to the bodies I have mentioned of the death of a person from an infectious disease. As to the treatment of infectious diseases, the same provisions as are contained in the existing law, that is to say, that the local boards are responsible for the treatment of infectious diseases, is provided for in the present Bill. In some respects the sections in the present Act have been found not altogether unworkable, but cumbersome, and they have been altered to make them less cumbersome in working. I wish to direct members' attention to Clause 252. There is a new departure both from the present Act and from the Bill of 1907. It provides that local boards of health may, if they so desire, spend an amount of their own revenue towards the upkeep or maintenance, or towards the subsidising of general hospitals. This will also be brought about in an amendment to the Municipalities Act and in an amendment to the Roads Act which will be brought before the House. It is not obligatory for the board to strike a rate for the purpose, it only empowers local boards of health among other things to

spend a certain amount of their revenue, if they so desire, towards the maintenance or subsidising of public hospitals. During the recent steps to secure the local control of hospitals it was pointed out from Narrogin that this amendment was necessary; in fact the Narrogin local board of health asked for an amendment of this character. They pointed out that if they could use some of their funds together with the grant from the Government there would be no trouble in managing the hospital at Narrogin, that the board could act as a board of management, which would mean a saving by preventing duplication of local authorities. It is at the request of the board that this provision has been inserted. It is not proposed to give boards special power of taxation through this. The provision does not increase their powers of taxation, but simply allows them to use their funds either to support or to manage the local hospitals, and though I do not think this provision will be availed of in the towns or cities, it will be largely availed of in the country districts. With regard to Part X., dealing with private hospitals, the provision is the same as is contained in the present Act with the exception that "private hospital" does not include a maternity hospital; that is to say, at present all private hospitals must register or obtain a licence under the Health Act, but under the State Children's Act it is also necessary for any house or hospital used for maternity cases to register under that Act. The alteration is that any private hospital used exclusively for maternity cases need not now obtain a licence under the Health Act because it is already required to obtain a licence under the State Children's Act, but where private hospitals take general or surgical cases as well as maternity cases they will be required to register under both Acts. An important part of the Bill, and one to which I specially direct attention, is Part XI., commencing at Clause 264. This deals with the registration of midwives. The first portion deals with the registration of midwifery nurses, and the second portion with the registration of surgical and general nurses. That portion dealing with midwifery nurses is not exactly in the same wording as is in the Bill of 1907. It is provided in this Bill that after a certain date all persons plying the calling of midwives shall be registered, and it also makes provision for the formation of a board for receiving applications from midwives, and for the registration of them. The board will also deal with nurses for general and surgical nursing.

Hon. M. L. Moss: It would be rather awkward to prohibit any of these women acting in the capacity of midwives until you are satisfied that there is a sufficient number registered to perform all the services.

The COLONIAL SECRETARY: I quite realise all that the hon. member says and due precaution is taken in that regard. The object is not with a view to diminish the number of persons practising as midwives; the object is rather to give encouragement. I quite agree with the hon. member that at present there is a dearth of midwives in this State, more particularly in the country districts. The Bill provides in the first place that no other than a skilled or a registered person shall practise as a midwife after a certain time, but at the same time it makes provision in country districts, where a midwife is not obtainable, or where the case happens more than five miles from a medical practitioner, that this provision shall not apply. Again, it lays down the minimum amount of training a midwife shall receive, namely, six months, in an institution to be approved of by the registration board. That board, it is provided, shall consist of three medical practitioners, one the Principal Medical Officer or president of the Central Board of Health, and two other practitioners; so it will be a board fully competent to deal with this matter. The Bill provides the minimum amount of training required from these nurses as six months; but at the same time, as hon. members no doubt know, there are many persons practising in this and other States who really have not had any training in an institution, but who, if not better than many trained nurses, are from their practice quite as well quali-

fied. The Bill makes provision that until a certain time these persons can appear before the registration board, and if the board is satisfied as to their fitness, etcetera, it can register them as midwives. An hon. member has interjected that it would not work in the country, but I think ample provision is made for that. Let me repeat that it is not my desire to curtail the number of nurses. I quite recognise the importance of doing all we can to increase the number, and the Government are fully alive to that, and intend, as far as possible, to utilise the maternity home for indigent cases as a training school for training in midwifery. At the same time the other aspect of the question cannot be lost sight of, because there is more disease to-day and there is more hardship inflicted on poor unfortunate women than perhaps most members are aware of through unskilful midwives, not so much that they lack skill, but on account of their uncleanly habits. Now this is a matter that will be protected; that is to say, none other than cleanly persons will be allowed to practise as midwives. At the same time due regard is given to scattered parts of the country, where perhaps it is not practicable to obtain a qualified midwife. The provision will not apply to that part of the State. A further provision is also made, and this is entirely a new departure, for the registration of surgical and general nurses.

Hon. W. Kingsmill: What do the Australian Trained Nurses' Association think of that?

The COLONIAL SECRETARY: They do not approve of it altogether.

Hon. W. Kingsmill: I should not think so.

The COLONAL SECRETARY: In regard to this matter, some time ago a deputation consisting of members of the Australian Trained Nurses' Association and several medical practitioners waited on me, but I certainly could not see my way clear to comply with their request, which was that there should be a nurses' registration board, and that the nurses should have representation on that board, and that the course of training should be as laid down in the rules of the association, namely three years in an institution of over 40 beds, and four years in an institution with a less number of beds than 40. As a matter of fact there are in the State only three hospitals, those at Fremantle, Perth, and Kalgoorlie, that would offer the required number of beds. The deputation also requested that none other than those who had passed the required test under examination, who had served the time that I have stated in the approved institutions to the extent I have mentioned, should be allowed to practise as nurses. I quite recognise it is desirable that every nurse should be qualified, because there is great danger from unqualified nurses, but at the same time there is another aspect to the question. It would simply become a close corporation, if for a small complaint a person could not practise as a nurse or attend a person for a minor complaint without the liability to prosecution. I rather tremble for certain poor people in that regard. What would they do? They would have to employ either a highly qualified nurse, or none at all. Now this Bill meets the case half-way. In the first place it seeks to enact that the minimum amount of training shall be three years in an approved institution, and it then provides that no other than a registered nurse shall advertise or practise as a registered trained nurse.

Hon. R. F. Sholl: You would only make that apply to the towns.

The COLONIAL SECRETARY: It is not compulsory. It simply provides a board where they can receive registration, and before the board shall register them they must have training for three years in a recognised institution.

Hon. W. Kingsmill: Have you any idea as to how you are going to define an "approved institution?"

The COLONIAL SECRETARY: That is for the board to do. It was a request of the deputation that at least the minimum training should be laid down in the Bill: that is to say, that it should not be at the sweet will of the board to say one year that the training should be six months and to say the next year that it

should be four years. The Bill enacts that the minimum amount of training shall be three years.

Hon. W. Kingsmill: The size of the institution is a very important point.

The COLONIAL SECRETARY: Yes, but as I have said, the board will consist of three medical practitioners, and I think the matter is pretty safe in the hands of three medical men.

Hon. W. Kingsmill: It all depends on whom you get. I could nominate three in whose hands it would not be safe.

The COLONIAL SECRETARY: But you would not?

Hon. W. Kingsmill: No.

The COLONIAL SECRETARY: When the probationer or nurse has served three years she applies for registration and receives registration as a registered trained nurse, and she advertises as such, and the public know that if they employ her she has had the amount of training and that she has received registration. It will not prevent the public from employing any other than registered trained nurses; but they have this protection, and the nurses have the protection, that no other than trained nurses dare advertise themselves as registered trained nurses. It does not make it an offence for the reasons I have explained already for a person who is not a registered trained nurse to practise as a nurse, but it provides the means whereby a trained nurse can receive registration, and makes it an offence for any other than a registered trained nurse to advertise or practise as a registered trained nurse. Although the Australian Trained Nurses' Association have not in this Bill anything like what they asked for, at the same time they have a protection which they have not at present—I was going to say in any other State, but I am not certain of that, but certainly they did not have it in this State formerly—and that is as far as I think it is advisable to go in this direction at the present time.

Hon. W. Kingsmill: Do you think it will have the effect of lowering the standard of nursing?

The COLONIAL SECRETARY: I do not think it can possibly have that effect, because, although as I have said the association have a higher standard of training than is laid down in the Bill, they still can have their association and none other than those who come up to the standard in their rules need be admitted to their association, so that there will be two degrees. It is a grading process. It simply gives a guarantee to the public that anyone practising as a registered trained nurse has the requisite amount of training.

Hon. M. L. Moss: Where do these nurse clauses come from?

The COLONIAL SECRETARY: They are entirely new, or I will not say they are entirely new; they have been copied to a certain extent from a Bill which was before the Legislature of New South Wales two years ago but did not pass. These are the special features of the Bill. One other new feature will have for its object the legalising of our system of school hygiene and making it more workable. The examination of school children has been in force for a number of years. I think it was instituted by my friend Mr. Kingsmill when he was controlling the Education Department, and it has worked well. But at the present time there is no power in our legislation to compel the children to submit to examination. The Bill will remedy the defect and will provide that a child shall be compelled to submit to examination. It also provides that the medical officer of health will be the medical officer for the examination of school children. These are the principal features of the Bill. I have not gone into the principle of public health administration; that has been established long since. I have simply pointed out the difference between existing legislation and this Bill, which is only slight, and the Bill of 1907. Let me say that the main difference between this and the 1907 Bill is in the constitution of the Central Board of Health; the local boards having the right to nominate two members for appointment. The next, as I have stated, is the nurses' section and Clause 252 which gives local

bodies the power to use their funds for the maintenance of hospitals. Hon. members may desire to pass the second reading to-day, or they may desire to adjourn the debate. I would suggest it would be better to adjourn the debate say for a week in order that hon. members may have the opportunity of going through the Bill. I am desirous of getting this Bill through as early as possible, and I want to get it to another place so that it will not be crowded out this year as was the case on the previous occasion when it was sent on. I move—

That the Bill be now read a second time.

Hon. R. F. SHOLL (North): I have always been complaining about Bills coming down to the House at the end of the session. It is not that I wish in any way to regard the work of this House; but I do not think that an important Bill like this should be read a second time before members have had an opportunity of expressing an opinion with regard to it. The second reading should not be passed to-day, or even to-morrow. I think it is only right and fair that the debate should be adjourned for a week. I beg to move—

That the debate be adjourned for a week.

The COLONIAL SECRETARY: I only suggested that the debate might be adjourned until to-morrow and then further adjourned for a week.

Hon. C. SOMMERS (Metropolitan): I beg to move as an amendment—

That the debate be adjourned until to-morrow.

Hon. M. L. Moss: Will you speak to-morrow?

Hon. C. SOMMERS: I will not promise.

Amendment not seconded.

Motion passed, debate adjourned for a week.

BILL—EMPLOYMENT BROKERS.

Second Reading.

The COLONIAL SECRETARY (Hon. J. D. Connolly) in moving the second reading said: This measure was before the House last session, when it passed all stages. It was sent to another place but did not go through all stages before the House prorogued. The Bill is exactly similar to that introduced last session. As I explained then the Bill is really an enactment of the present Act to regulate employment brokers. There were one or two defects found in the working of the existing legislation, and it was thought better to bring in a consolidating Bill rather than a number of amendments. These amendments are briefly as follow: There is a slight amendment provided in Clauses 3 and 9, while Clauses 15, 16, 17, 25 and 28 are entirely new. The rest of the Bill consists of clauses which are in the present measure. This Bill has been the result of several deputations from labour bodies and others in regard to the working of the present measure dealing with employment brokers. While there are a number of excellent employment brokers at the present time, on the other hand, just as in other businesses, there are a number who are not what we might say a credit to the business; and in order to stop persons from acting in the way they are said to have acted in the past, these clauses—more particularly 15, 16, and 17—have been introduced. These provide in the first place that each broker shall frame a scale of charges which shall be exhibited in the office. Deputations have requested that the Governor-in-Council should fix the scale of charges, but this I am not prepared to ask the House to agree to because it would be a new departure and would not be workable. Personally, I cannot see that the Governor-in-Council should fix the scale of charges for employment brokers any more than he should do it for a share-broker or any other broker. But it is thought that the difficulty might be overcome by providing, as I have already mentioned, that the broker shall frame his scale of charges, which shall be exhibited in his office. It is provided that a copy shall be deposited with the Minister, and that it shall not be altered after an employee has opened negotiations, or without a notification to the department. In this way an employee can be protected. He can go to

the office, see the scale of charges, and if he is not satisfied he need not do any business. On the other hand, depositing the scale of charges with the department or the Minister will make certain that bogus lists are not put up or altered. Clause 17 provides that an employment broker shall not contract himself out of the Act. I would like to draw attention to Clause 9. There is an addition made there which reads: "Any inspector of factories and any other persons acting with the authority in writing of the Minister." That clause provides that when a broker asks for the renewal of a license certain people may make objection. Up to the present, however, there has been no proper inspection of these employment brokers, and it is agreed that this inspection should be carried out by an inspector of factories. This Clause 9 gives an inspector, or any person authorised, power to appear at the court and object to the renewal of a license of an employment broker. Clause 25 is new and is a very important departure. It provides: "Every Employment Broker who knowingly by any false statement or representation induces any servant to enter into an engagement shall be liable on conviction to a fine not exceeding £50, or to imprisonment with or without hard labour for not exceeding sim months." Complaints have been frequently made that incorrect information is given in regard to the class of employment. Certain brokers, more particularly in the cases of women, have grossly misrepresented places, and one instance which came under notice showed that a woman had been sent to a place which was anything but a proper place to send a woman to.

Hon. R. F. Sholl: We could make a broker responsible for deceiving the employee.

The COLONIAL SECRETARY: At any rate it should be the duty of a broker to satisfy himself that the employers, especially in cases where women are to be sent, shall at least be respectable. In other instances complaints have been made where employment brokers have sent employees to a distant employer, having misrepresented the case, and the employees found that they were not suited for the employment after having spent time and money in going to it and had to return. It is to prevent this state of affairs that this clause has been devised. While I admit that the average employment broker in Perth would not be guilty of such practices, still we have to guard against the black sheep that will appear in every flock; and I think it is a duty that should be cast on the employment broker to satisfy himself that the place to which he is sending the employee is exactly what he represents it to be. Clause 28 is new, and gives power to the Minister administering the Act to make regulations for the administering of the Act. Under the existing Act there is no power given for the making of regulations for the proper carrying out of the Act.

Hon. C. Sommers: In regard to Clause 16, would you make it an offence for the broker to receive higher fees than those set out?

The COLONIAL SECRETARY: Yes; the penalty clause will cover that. I do not know that there is anything further that I can say in regard to this Bill, except again to remind hon. members that it is exactly the same Bill as passed this House previously, and that the only alterations it contains to the existing legislation are those I have mentioned. I move—

That the Bill be now read a second time.

On motion by Hon. C. Sommers, debate adjourned.

House adjourned at 5.47 p.m.