INTER-GOVERNMENTAL RELATIONS
IN THE
SOUTHERN TABLELANDS OF NEW SOUTH WALES

A Case-Study in Regionalism and Decentralization

by

MAO-TSAI WU, LL.B.

Thesis submitted for the Degree of

MASTER OF ARTS

in the

AUSTRALIAN NATIONAL UNIVERSITY

CANBERRA

(August 1961)
The aim of this thesis was to approach the study of inter-governmental relations in a way not previously tried by political scientists in Australia. It has generally been assumed that an outstanding feature of Australian government, as of social and economic affairs in the country, is its centralization and concentration. It was recognised that this picture was complicated, especially in government, by the federal division of functions between six States and the Commonwealth. But even here the emphasis has been on the division of functions into separate groups, with concentration and uniformity characterizing the administration of each group by the appropriate government. And even in relation to Federalism, the emphasis has been on the tendency to centralization through the concentration of financial power and resources in the Federal Government. Further, and as a result of this, political studies have been almost exclusively concerned with the politics and central departmental administration of Commonwealth and State Governments, while local government, and departmental administration at the local level, have been comparatively neglected.
An opportunity for making a different approach seemed to be offered by the interest that developed in regionalism, at all levels of Federal, State and local government, as part of the reconstruction planning at the end of the Second World War. This was closely followed by declarations, on the part of various governments, of a policy of encouraging decentralization in industry and population as well as in government administration. One sign of the new concern was the establishment of Regional Development Committees based on local representation, whose functions included the surveying of the resources of regional areas and the making of recommendations for the economic and social development of the Regions. Two such Regions are within easy reach of Canberra, and it was thought worth while to base a study of inter-governmental relations, and of the feasibility of the decentralization ideal in this country, on an examination of the way in which all levels of government operated within these selected Regions.

It was hoped that this 'grass-roots' approach might throw some light on certain other related questions. For example, is there a real difference between the responsiveness and sensitivity of local administration by locally elected authorities and local administration by branches of
State or Federal Government departments or statutory agencies? How far, and by what means, do Australian institutions enable local citizens to get governmental attention paid to the peculiar needs of their own areas, and how far and in what ways are legislative policies modified, in application, to meet such special needs?

Finally, it was thought that a study of administration at the 'grass-roots' might provide some opportunity to examine, from a new angle, the question, usually discussed in rather broad generalities, of the supposed 'overlapping' and 'duplication' of some functions of government, as between the Commonwealth and the States. It seemed that from this angle, the extent of shared functions might be seen to be greater than is often realized, while the problems raised by this might, on the other hand, be seen to be not so serious as is sometimes imagined.

It was not found possible, in this first attempt, to deal with all these problems in a satisfactory manner, and only tentative answers can be suggested to some of the questions. The following Chapters are introduced by a brief examination of the idea of regionalism as it has developed abroad, with the object of showing what particular form the notion assumed in its brief period of popularity in post-war Australia. Then the two Development Regions selected for
study are described, together with the history of the formation, activities and recommendations of their respective Regional Development Committees. The introductory part is completed by an account of the whole range of governmental authorities, representing Federal, State and local levels, which were operating in the two Regions at the date of completion of the research, namely, Department of the Interior, Department of Shipping and Transport, Department of Works, Department of Civil Aviation, Commonwealth Scientific and Industrial Research Organization, Snowy Mountains Hydro-Electric Authority, South Coast and Tablelands Regional Office of the Department of Agriculture, South Coast and Southern Divisional Offices of the Department of Main Roads, Southern Area Office of the Department of Education, Wollongong District Office of the Housing Commission, Department of Local Government, Council of the City of Goulburn, Council of the Mulwaree Shire and the Southern Tablelands County Council.

Part II consists of simple studies of five selected functions of government which have important applications at the local and regional level and which closely affect the daily lives of local citizens. These Chapters contain material of two kinds. In the first place they assemble statements, mostly based on official year books and reports,
of the part played by the three levels of government throughout Australia in carrying out each of the selected functions. This is intended partly to present the policy context of the more detailed regional administration. However, it also gives some material which has no special regional application, because it was thought that assembling such material by functions would help to illustrate the broader question of the way in which functions are in fact shared out, rather than 'divided', between the different levels of government. In the second place these Chapters describe the detailed allocation of administrative duties at the regional and local level in the Regions studied, make some attempt to show how far local citizens can influence policy and its application, and record what effect, if any, the work of the Regional Development Committees has actually had on the policies followed in the Regions. This material is based on a study of official documents, local newspapers, theses and articles etc., and on field work including interviews with members of Parliament and Ministers, officials of local authorities, State and Commonwealth Departments and statutory corporations, local Mayors and councillors, and private citizens.

The concluding Chapter tries to draw together these different kinds of evidence in the hope of suggesting some
explanations of the fate of the regional experiment in the light of the pattern of local administration and of national policies that was found to be predominant in the area studied. It questions how far natural conditions, public opinion and the past development of administration in Australia are favourable to any degree of local or regional initiative, autonomy and control in government administration. And it tries to summarize the ways in which local ideas and needs can find expression through the alternative pattern of inter-governmental co-operation and administrative decentralization that seems to have prevailed.

Since this research work involved a wide range of surveys and inquiries, my obligations seem to be too numerous to specify. I must, in all decency, thank all those who granted interviews and supplied information at my request. Among them, I owe special thanks to Mr R.W. Shelley, Regional Supervisor of Agriculture, Mr C. Spence, Secretary, Southern Area Office of Education, Mr C.G. Hartnett, Regional Planning and Decentralization Officer, Premier's Department, Mr J.D. Gibson, Assistant Secretary, Housing Commission of New South Wales, and Mr L.M. Boone, Public Relations Officer, Department of Local Government, for their constant supplying of up-to-date statistics or material.
I am particularly indebted to my Supervisor, Mr R.S. Parker, and Professor L.C. Webb, who supervised the project, and kindly went over the whole manuscript and made numerous valuable suggestions and corrections. Without their patient assistance and encouragement the thesis would not have been completed.
# CONTENTS

## PART I. INTRODUCTORY

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Regional Planning and Development</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Regionalism</td>
<td>1</td>
</tr>
<tr>
<td>I</td>
<td>The Regionalist Movement in France, Britain, and the United States of America</td>
<td>8</td>
</tr>
<tr>
<td>I</td>
<td>Actual Developments in British Countries</td>
<td>14</td>
</tr>
<tr>
<td>I</td>
<td>Two Broadly Different Approaches to Regionalism</td>
<td>17</td>
</tr>
<tr>
<td>I</td>
<td>What is a Region?</td>
<td>19</td>
</tr>
<tr>
<td>II</td>
<td>Regional Development in Australia</td>
<td>22</td>
</tr>
<tr>
<td>II</td>
<td>Progress of Regional Planning in New South Wales</td>
<td>31</td>
</tr>
<tr>
<td>II</td>
<td>Regional Development in the Southern Tablelands and Monaro-South Coast Regions</td>
<td>44</td>
</tr>
<tr>
<td>III</td>
<td>Governmental Authorities in the Southern Tablelands</td>
<td>52</td>
</tr>
<tr>
<td>III</td>
<td>Commonwealth</td>
<td>55</td>
</tr>
<tr>
<td>III</td>
<td>State</td>
<td>69</td>
</tr>
<tr>
<td>III</td>
<td>Local Councils</td>
<td>83</td>
</tr>
</tbody>
</table>

## PART II. ADMINISTRATION OF SELECTED FUNCTIONS

<table>
<thead>
<tr>
<th>IV</th>
<th>Education</th>
<th>89</th>
</tr>
</thead>
<tbody>
<tr>
<td>IV</td>
<td>Educational Administration in New South Wales</td>
<td>89</td>
</tr>
<tr>
<td>IV</td>
<td>Commonwealth Participation in Education</td>
<td>101</td>
</tr>
<tr>
<td>IV</td>
<td>Commonwealth-State Relations in Education</td>
<td>103</td>
</tr>
<tr>
<td>IV</td>
<td>Educational Position in the Southern Tablelands and Monaro-South Coast Regions</td>
<td>113</td>
</tr>
<tr>
<td>IV</td>
<td>The Southern Tablelands Regional Development Committee's Recommendations Concerning Education</td>
<td>122</td>
</tr>
<tr>
<td>Chapter</td>
<td>Page</td>
<td></td>
</tr>
<tr>
<td>---------</td>
<td>------</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td></td>
<td></td>
</tr>
<tr>
<td>HOUSING</td>
<td>125</td>
<td></td>
</tr>
<tr>
<td>Brief Historical Survey</td>
<td>125</td>
<td></td>
</tr>
<tr>
<td>Housing Authorities</td>
<td>130</td>
<td></td>
</tr>
<tr>
<td>Administration of Housing in New South Wales</td>
<td>136</td>
<td></td>
</tr>
<tr>
<td>Commonwealth-State Relationships in Housing</td>
<td>142</td>
<td></td>
</tr>
<tr>
<td>The Co-operation of State Housing Authority and Local Councils in the Operation of Housing Schemes</td>
<td>149</td>
<td></td>
</tr>
<tr>
<td>Housing Activities in the Southern Tablelands and Monaro-South Coast Regions</td>
<td>152</td>
<td></td>
</tr>
<tr>
<td>VI</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PUBLIC HEALTH</td>
<td>163</td>
<td></td>
</tr>
<tr>
<td>Brief Historical Survey</td>
<td>163</td>
<td></td>
</tr>
<tr>
<td>Public Health Administration in New South Wales</td>
<td>170</td>
<td></td>
</tr>
<tr>
<td>Commonwealth-State Relations in Health Administration</td>
<td>175</td>
<td></td>
</tr>
<tr>
<td>Administrative Relations in Health Between the State and Local Governments</td>
<td>184</td>
<td></td>
</tr>
<tr>
<td>Health Administration in the Southern Tablelands and Monaro-South Coast Regions</td>
<td>187</td>
<td></td>
</tr>
<tr>
<td>VII</td>
<td></td>
<td></td>
</tr>
<tr>
<td>AGRICULTURE</td>
<td>196</td>
<td></td>
</tr>
<tr>
<td>Development of Agricultural Administration in the Commonwealth</td>
<td>196</td>
<td></td>
</tr>
<tr>
<td>Agricultural Administration in New South Wales</td>
<td>199</td>
<td></td>
</tr>
<tr>
<td>Commonwealth-State Relations in Agriculture</td>
<td>202</td>
<td></td>
</tr>
<tr>
<td>Agricultural Administration in the Southern Tablelands and Monaro-South Coast Regions</td>
<td>208</td>
<td></td>
</tr>
<tr>
<td>Regional Development Committees' Recommendations on Agricultural Development</td>
<td>221</td>
<td></td>
</tr>
</tbody>
</table>
Chapter VIII TRANSPORT

Main Roads

The Development of Road Administration in New South Wales 224
The Existing Road Administration in New South Wales 228
Commonwealth-State Relationships in Road Development 235
The Relationships Between State and Local Authorities in Roads Programmes 242
Road Development in the Southern Tablelands and Monaro-South Coast Regions Since 1945 246
Recommendations of the Regional Development Committees 253

Railways

Civil Aviation

PART III. SOME CONCLUSIONS

IX CONCLUSIONS : REGIONALISM OR DECENTRALIZATION? 262

Regional Planning 262
Regional Development 266
Decentralization 269
Decentralization versus Regionalism 279

Appendix I ADMINISTRATIVE AGENCIES WITH OFFICERS OR REPRESENTATIVES IN THE REGION

Appendix II PARTICULARS OF LOCAL AUTHORITIES IN THE REGION

Bibliography
THIS THESIS IS ENTIRELY
MY ORIGINAL WORK

Mao-ts'ai Wu
PART I

INTRODUCTORY
Regionalism

The terms region and regionalism have been widely used since about the eighteen-nineties without yet acquiring any universally accepted definitions.\(^1\) They have been given a great variety of meanings, varying with the interests of those using them. During the past seventy years, geographers, historians, economists, political theorists, administrators, town and country planners and many others all were attracted, in one way or another, to the concepts of region and regionalism and contributed to their elaboration. In a very general way, the word 'region', depicting a concrete reality, may be thought of as marking a given portion of the earth's surface for the purpose of tackling a given problem or problems.\(^2\) 'Regionalism', on the other hand, being a body of ideas, may be regarded as a counter movement to any exaggerated or oppressive form of centralization.\(^3\)

---

Regionalism, historically, represents a reaction of thought and feeling against two tendencies of the past one and a half centuries. In the first place, it has been a counteragent to urban concentration and social uniformity and centralization of political and administrative power. This may be observed from several aspects. To begin with, the term 'regionalism' first came into use in France - the classic land of political unity and administrative centralization. Since the end of the last century, the French Regionalist movement has been not merely a socio-cultural cause but a strong political force based upon the provinces against the centralized control and dominant influence of the capital. The major proposals made were concerned, in larger or lesser degree, with the devolution of power from the central authority to local self-government and the decentralization of the economic and social activities from Paris in order to revive free development of regional cultures, interests and aspirations.  

Next, the rise of regionalism was due in no small part to the preponderant position and distressing symptoms of megalopolis. Great cities have always been vulnerable - inefficient, overcrowded, disorderly, and productive of crime and slum. Thus, the highly centralized social, cultural, and economic

---

life of Paris, which resulted from economic and administrative centralization, almost from the beginning was condemned by the French Regionalists as 'a sword of which the handle is in the capital and the point in the rest of the state'. Some regionalists in America even hold that over-urbanization is a universal index of decay and deterioration. They are convinced that all America should be ruralized in the very realistic sense of decentralizing congestion and technology into richer living in more natural societies. The building of New Towns around London, which was adopted as a bipartisan policy in 1946 during the flush of postwar enthusiasm, denotes the great significance of planned metropolitan decentralization in Britain.

Moreover, in the early stage of the development of regionalism, as it happened in France and many other countries, some of its advocates were keenly interested in the preservation of the various groups and differing localities in the nation. This was, in Lewis Mumford's term, the movement of regional

7 Ibid., pp.136-67.
renewal. Such regionalists insisted on the revival of local interests and regional language and tried to keep the original customs and costumes and habits. Facing the contemporary turbulent outward circumstances and disruption, they were nostalgic for a more variegated provincial past. 9

In addition, regionalists always make a plea for decentralization. The regional movement in France has been the alpha and omega of the cause of decentralization. As Gooch put it, '... (in France) decentralization is perhaps best thought of as an end and regionalism as a means ... though both words continue to be employed, regionalism tends to supplant decentralization.' 10 As a matter of fact, in any country where regional arrangements are adopted for whatever purposes the decentralization of administration, industry, or population is, to some extent, the basic reason leading to the arrangements.

We may conclude that as the basis for a social movement regionalism offers a potent counteraction against the influence of standardization, uniformity, and overcentralization. But it can also become a futile protest against the tide of progress which, brought about by the improvement of technology and

---

communication, make wider areas of integration of social life possible. The idea of 'regional renewal' was anti-historical for it denied the fact of change and the possibility that anything of value could come out of it. The thought of fixing some definite moment of the past and of living it over and over again was nothing but an unreality.

The emergence of regionalism largely resulted from the failure of existing general sub-divisions of government and administration to meet current needs adequately. The complex structure of modern society and the ever-growing demand for large-scale public services have in many ways pointed to the unsuitability of governmental areas.

On the one hand, states in Federal systems are either too large or too small to be ideal administrative units. This is particularly true in Australia and America. The bigness of the States in Australia has given impetus to the New State and regional movements of which something will be said later. In America, the problem of creating an intermediate level of administrative co-ordination and planning authority between the States and the Federal Government has been vehemently discussed by scholars and administrators for many years. The reasons are quite plain. Many problems cutting across State boundaries such as the utilization of natural resources and the development of commerce and transportation lines, cannot be efficiently
and economically dealt with by a single State. The Federal Government steps in to seek suitable solutions and consequently States suffer gradually from transferring more and more power to the Federal Government. Also by its grant policy, the Federal Government exercises an increasing measure of supervision over numerous State governmental activities not mentioned in the Constitution. It is generally acknowledged that a remedy to such a situation is to be found somewhere within the bounds of regional decentralization and planning. 11 W.B. Munro made a convincing statement when he discussed problems affecting regions. 'They are problems too big for any single State, yet not big enough for the nation as a whole. They should not be loaded upon an already over-burdened Congress, yet they are obviously beyond the competence of any single State legislature. They belong by right to regional governments, if we had such things.' 12

On the other hand, the existing local government units are often too small in area or population, too weak in powers, and too limited in resources to be able to discharge effectively their full responsibility. Most local councils cannot provide or undertake large-scale services and long-term planning which

are badly needed to justify the existence of local government in its modern sense. Under these circumstances, the local authorities can do nothing but become more and more dependent on central subsidies and grants. However, central financial assistance has its limitations, and the unavoidable results are that, to use W.A. Robson's words, 'local authorities are being denuded of their functions in consequence of the transfer of services to the central government or to ad hoc bodies appointed by Ministers. Accompanying this curtailment of functions is an immense increase of central control over the remaining duties of local authorities.'

Apart from this, there is great disparity between local authorities in their areas, population, and resources. The disparity between functions and finance or between functions and area is also quite common. It is natural that local governing bodies with smaller areas, population, or income or with sharp discrepancy between functions and area or between functions and finance are in a more difficult position to carry out their duties properly.

---

In addition, it has been a common phenomenon that the city grows at the expense of the countryside and that rural centres are made more and more subservient to the growing metropolises. All these and other facts call for the idea of regionalism in the sense that by combining local government areas into regions the co-ordination of resources and activities would result in a better administration and more successful achievement. Therefore, in Britain, the remedy contemplated for the weaknesses stated above has been 'to raise local government to a higher plane by creating regional organs which will comprise areas larger and authorities more adequate to administer the regional services such as planning, larger housing projects, and many others requiring large-scale administration'.

Similar proposals have been put forward in Australia since 1950 by interested people, to which reference will be made later.

The Regionalist Movement in France, Britain, and the United States of America

We have pointed earlier to the characteristics of the regionalist movement in France. It may be repeated here that the main cause of the growth of the French regional movement was the excessive administrative centralization, which affected adversely every aspect of life of the nation. Since the

---

eighteen-fifties almost numberless proposals for administrative reform have been devised by writers, philosophers, sociologists, and economists, including Auguste Comte, Frederic Le Play, Vidal de la Blache, Charles-Brun, M.J. Hennessy and others. Among them, Le Play, who has been considered the father of scientific regionalism, contributed substantially to the doctrine of regionalism. He had based his proposals for social reform on economic considerations and had laid great stress on the agricultural and industrial homogeneity of the new administrative units which he proposed to create. This, together with his social-survey method, gave immense impetus to the regional movement in France.

However, the movement did not actually develop until immediately preceding and during the 1914-18 war. At the time, the Chamber and the learned institutes at Paris, such as the Academy of Moral and Political Sciences, and the Faculty of Law, discussed the idea of regionalism and practicable ways for putting it into effect. One of the most tireless advocates was M.J. Hennessy, who, being a member of the Parliament,

---

17 Hintze, Hedwig, 'Regionalism', *op.cit.*, p.211.
introduced in the Chamber four times from 1915 to 1920 his proposals for dividing the country into regions, but it only ended in confusing argument. Similar abortive proposals were made almost at the same time by M. Genoux, M. Marrand, Charles-Brun, and M. Bellet. In 1926, the Government of M. Poincare brought about through decrees certain measures of decentralization. It abolished the Prefectural Council of the Departements and established regional administrative courts. In the course of time, other arrangements of the same nature followed and by 1939 regionalism was well established in several respects. There were regional systems for the administration of justice, for education, and for military organization. Since then, the Vichy Government and Marshal Petain in his capacity of Premier did something to further the regionalist idea but mainly in connexion with administrative and industrial decentralization.

Unlike the position in France where the regionalist movement has been identified with the cause of administrative decentralization, in Britain it has been mainly concerned with the reorganization of local government areas. The factor which directly led to the development of the regional idea was the unsuitability of local government districts for providing

grand-scale public services. In 1905 the Fabian Society put forward its proposals for the establishment in England of about seven large regions, each with its elected council, to own and manage public utility services such as water, gas, and electricity on a unified regional scale. This subject was much discussed but did not acquire any noticeable recognition in political circles.  

Meanwhile, Patrick Geddes, the distinguished theorist in modern town and country planning, made far-reaching efforts to popularize the idea of civic surveys on a regional basis. Once he wrote, '... such surveys must always be dispassionately scientific. Our endeavour is first and foremost to "see the thing as it is", and next to co-ordinate it with other things, until we reach a mental picture of each of our regions and communities in all the elaborations of their place, work and people, throughout the past and in their present, in all of which good and evil are strongly intermingled.' As with Le Play in France, Geddes' influence has been wide spread in Britain and many other countries.

---

23 Ibid., p.xxvii.
In 1919 and 1921, in response to the initiative taken by the Ministry of Reconstruction in planning for regional reorganization of central and local administration toward the end of the first World War, C.B. Fawcett and G.D.H. Cole successively published their books, *The Provinces of England*, and *The Future of Local Government*, working out detailed plans for the constitution of regional areas of government. However, nothing happened until 1939 when the Government established twelve Civil Defence Regions to meet wartime needs. At the same time, an attempt was also made to further the administrative decentralization of major departments on the basis of the Defence Regions.24

Such arrangements were, in fact, a matter of devolution of central government administration for wartime administrative efficiency and had nothing to do with the traditional claim of creating larger units of local government. Therefore, it caused confusion and misunderstanding of regionalism and the regional movement suffered a considerable setback.

The system of Defence Regions was abolished shortly after hostilities ended. Departmental regional decentralization,

---

24 Before World War II, administrative regions of various departments had already been created; details see J.A. Fairlie, 'Administrative Regions in Great Britain', *American Political Science Review*, vol.31, 1937, pp.937-41.
however, was strengthened by the setting up of Regional Offices of the Board of Trade, of the Ministry of Town and Country Planning and some others. So far as the regionalist movement in its real sense is concerned, no headway has been made although writers like H. Finer, G.D.H. Cole and many others incline toward a regional solution as the best means to solving the problem of local government areas.

In the United States of America, owing to its vast area, its rapid modern development, the rapid growth of large metropolitan cities, and the great differences of sentiment and attitude in different parts of the country, the study of all aspects of regionalism has been actively conducted for many years. Writers like H.W. Odum, H.E. Moore, F.J. Turner and almost countless others did much work to appraise the value of the concept of regionalism and to devise plans for its realization. However, the significant development of the regional movement has been confined to two main spheres. One is that regionalism has been associated with what is called 'metropolitan regionalism', that is, with the concrete planning of large open areas surrounding the great American cities including New York, Boston, Philadelphia, Chicago, St Louis, Washington.

---

and Los Angeles. The other is the creation of regions for resources planning, which find their most outstanding example in the Tennessee Valley Authority. Established in 1933 by the Congress to plan, build, and operate a system of dams for flood control, navigation, and large-scale generation of hydro-electric energy, the T.V.A. has been thought of as the best example of co-operation between federal, state, and local agencies and private enterprises in tackling problems that are too broad in scope to be accomplished by any single party.

The successful operation of this scheme, as a symbol of resources development, has encouraged the conduct of analogous enterprises not only in America but in many other countries and nowadays regionalism in America is regarded as a practical concept in the development and administration of government programs.

**Actual Developments in British Countries**

Having given a brief account on the regionalist movement in France, Britain, and the United States, we need now to envisage what actual developments have taken place under the movement in some of the British countries. As indicated


earlier, when the local governing bodies failed to meet the ever-increasing demand for greater activities while drastic changes in area and authority could not be accepted by them, the 'parochial' way adopted was the ad hoc system, that is to create a new authority for every new problem. This was already happening before the last quarter of the nineteenth century in Britain. After 1835, following the rapid technological change brought about by the Industrial Revolution, a series of separate bodies for individual services such as the boards of guardians, local boards of health, school boards, highways boards, improvement commissioners and several others were created. Much chaos of areas, authorities, and, sometimes, rates followed this adjustment. Upon the passing of the Local Government Act, 1888, under which all-purpose Administrative Counties and County Boroughs were established, many of the heretofore confused ad hoc bodies were abolished. Only the boards of guardians lingered on until 1929, when they, too, ceased to function. However, the trend since the nineteen-forties has been, on the one hand, a reversion to the old order of ad hoc bodies of the nineteenth century and, on the other, an intensification of direct central government administration.

---

In Australia, the counterparts of British *ad hoc* bodies have been indirectly elected County Councils and centralized Boards and Commissions established by the State parliament. The idea of County Councils, as a kind of special-purpose authorities, was first introduced in New South Wales by the Local Government Act, 1919. By June 1959 there were fifty-two such bodies discharging functions specifically delegated to them by their constituent Councils, including water supply, electricity, control of noxious weeds, and town planning. In respect of State *ad hoc* Boards and Commissions such as the State Electricity Commission, Metropolitan Water, Sewerage and Drainage Board, Hunter Valley Conservation Trust, the Board of Fire Commissioners and many others, functions under their jurisdiction might have been properly performed by intermediate instrumentalities if there had been such a device or by local authorities themselves if they had been big enough.

All these events have firmly convinced the local government reformers in the two countries that in the last analysis the only effective means for resisting the encroachments of

---

30 Figures obtained from the Department of Local Government, N.S.W.

central government and, at the same time, for redeeming local government from their incompetence must be sought in regional schemes. Unfortunately, as our previous description reveals, their effort has not achieved much in Britain. The case has been almost the same in Australia. Nevertheless, the regional idea came to be applied to some practical arrangements. One of these was in connexion with town and country planning. Examples are the various planning authorities created successively under the Town and Country Planning Acts, 1932-1954 in Britain, and the Cumberland and Northumberland County Councils in New South Wales. In each case the authority is constituted of delegates sent by constituent councils and functions only in an advisory capacity for preparing a master plan.

The other arrangements include the constitution of Civil Defence Regions and the departmental administrative decentralization on regional basis in Britain, resources planning such as the T.V.A., etc., in the United States, and the delimitation of resources survey regions for postwar reconstruction in Australia.

Two Broadly Different Approaches to Regionalism

From what has been said so far about the rise of regionalism and the results or by-products of the regionalist movement in the countries mentioned, we may assume that two broadly different approaches to regionalism have been adopted.
One is more radical, that is to replace or supplement existing governmental sub-divisions with newer and more 'rational' ones. The 'New State' movement in Australia, which started sometime before 1825 (in that year Tasmania procured its separation from New South Wales), flared up again over the years before and after the federation, and culminated between 1920 and 1940, is an example of this.\textsuperscript{32} The campaign initiated in 1950 by the Local Government and Shires Associations of New South Wales for the establishment of Regional Councils as a means of achieving centralization from below and decentralization from above is another instance.\textsuperscript{33} Both of these two movements called for the creation of new administrative units and, of course, new authorities by re-dividing the existing State area or by re-grouping local government areas into larger districts which were expected to take the place of the County Council Districts in case they had already been formed previously. Moreover, under the latter arrangements the present chaotic overlapping boundaries of County Councils might be consolidated.\textsuperscript{34}

The other approach is less radical. Devices for organizing regional surveys, regional planning, or regional


\textsuperscript{33} See Regional Councils, op.cit., pp.1-34.

\textsuperscript{34} See Parker, R.S., Highlights of N.S.W. Local Government Legislation Over the Last Fifty Years, Sydney, 1956, p.15.
co-operation for handling matters of mutual concern come under this category, because regions for such purposes can be based almost entirely on existing governmental areas without much interference with their individual boundaries. In addition, the regional authority is usually composed of representatives elected either directly by the people in the region, or by unit authorities, or by a combination of both, and functions discharged by the authority are confined merely to those delegated to it. It is needless to say that the powers and responsibilities of the constituent units remain unchanged.

What is a Region?

What is a region? Can it be identified? Are its core and boundary mappable? Are its functions applicable to every aspect of human life, or does it merely serve the purpose for which the region is defined? These and many other related queries have encouraged a rich and rapidly growing body of writings in several social science disciplines. As pointed out at the beginning, there has not been a precise definition of region which is generally accepted simply because the various concepts of it that have emerged from different sources present many nuances of meaning. To some, a region is an area delimited by one or a set of physical conditions, such as rainfall, climate, character of soil, vegetation, and similar characteristics. To others, it is an area whose cultural features such
as language, custom, type of religious activities, etc., are homogeneous and serve to distinguish it from other areas.\textsuperscript{35}

In addition to the two types of region mentioned above which are usually called geographic regions and cultural regions, the third type of region is an areal unit defined to meet many and varied \textit{ad hoc} problems. For example, regions for town or country planning, for administration by departments of State, for the organization of trades and professions, for handling specific administrative problems, such as the control of contagious disease, crime, slums, traffic, etc., and for resources development fall within this category. Such regions may be based on the existing administrative divisions or may require quite new boundaries.\textsuperscript{36}

The fourth type of region includes metropolitan regions, trade areas, and regions based on the existence of cultural or political capitals. The features of such regions lies in the fact that they are defined not by homogeneity of characteristics but in terms of a relationship of significant inter-dependence or integration of life in one or more respects. Their boundaries are not so obvious as those of the first three, but the existence

\textsuperscript{35} Wirth, L., 'The Limitations of Regionalism', in \textit{Regionalism in America, op.cit.}, pp.381-4.

\textsuperscript{36} \textit{Ibid.}
of focal points which dominate the life and activities of the areas are particularly remarkable.37

In this manner, perhaps, many more classifications of region can be made because on the whole the demarcations of regions are simply generalizations of the human mind. The choice of a particular set of regions, their cores and boundaries, their internal structures and hierarchical arrangement, etc., depends on the particular problem to be examined. It would not be of much importance to specify those almost numberless definitions of region which have been made by many people throughout the world. The purposes of the present study can be served if we think of a region as a development unit. Unless one wishes to retreat to the past as some of what is called 'Literature Regionaliste' did, for whatever purpose a region is defined the basic demand is, in one way or another, to get something more effectively done or to get something expanded or advanced. There seems no exception whether it is simply for collecting statistical data or for all-purpose resources development.

37 Ibid., p. 385.
Regionalism in Australia (as distinct from 'New State' movements) is a comparatively recent development. The first effort to introduce the regional idea was made at Narrandera, New South Wales in March-April 1940, but the fall of France drove those who had sponsored the conference to sterner tasks. However, in the course of World War II public attention was drawn to the fact that owing to special geographic and demographic conditions on the Australian continent, wartime administrative arrangements and post-war reconstruction problems should be handled on a regional basis. In 1941, the Government of New South Wales initiated and began the task of regional planning by establishing a Reconstruction Advisory Committee under the Chairmanship of Mr W.J. McKell, Premier of the State. The terms of reference of the Committee were to advise the Government on the problems of post-war reconstruction and collaborate with Commonwealth authorities dealing with reconstruction questions.

2 N.S.W. Public Service Board, 'State and Commonwealth Recognition of the Need for Planned Development and the Creation of Machinery to Cater for It', (unpublished manuscript).
In the first meeting of the Committee, which was held in October 1941, Mr McKell emphasized that "... everything possible should be done to prepare for the effective handling of the problems which will inevitably arise when victory is achieved. It is imperative that every effort should be made to ensure the future progressive development of the Australian nation on a carefully planned basis designed to achieve the joint objectives of economic security and social advancement within a framework of political freedom." For the purpose of speeding up its progress, the Committee immediately proceeded to form fourteen Sub-Committees to initiate research and to investigate employment, water and soil conservation, rural matters and generally, decentralization, public works, education, secondary industry and a number of other matters. At a later stage a Reconstruction and Development Division was established in the Premier's Department, and the Sub-Committees were raised to the status of separate Advisory Committees.

These Committees successively made their recommendations in relation to the various problems with which they dealt. One of the recommendations of the Public Works Advisory Committee was that the development of the public works in the State should be dovetailed into a general pattern and a resources survey should be carried out in the first instance.

3 Ibid.
on the basis of what it referred to as 'economic areas' into which New South Wales should be divided. This recommendation was supported by many other Committees including the Water and Soil, Rural, and Decentralization. ⁴

At the same time the Commonwealth Government had given some consideration to the question of planning on a regional basis. In October 1943 the Prime Minister, Mr John Curtin, discussed with the State Governments the question of regional planning and of the desirability of having regional organizations to advise both State and Commonwealth Government regarding the development of resources, including many problems associated with the control and use of land. In his letter to all State Premiers, Mr Curtin also made the following important points:-

1. Local authorities tended to group themselves into regional organizations to advance proposals for development of their areas.

2. This tendency could be used after the war to obtain information from regional organizations about -
   a. the effective development of resources in particular areas;
   b. the co-ordination of administrative services at the local level; and
   c. outstanding regional problems requiring State and Commonwealth attention.

3. Co-ordination of work undertaken by regional bodies was important.

4. Co-ordination would primarily be a State concern but the Commonwealth should have a direct link with their activities.

⁴Ibid.
The general attitude of Commonwealth agencies toward regional development at this time was well illustrated in a final report of the Commonwealth Housing Commission, which said:

'National and regional planning may be described as a conscious effort to guide the development of the resources of the nation and their use in productive enterprise so as to provide a rising national income and therefore a rising standard of human welfare. In the past, national development has been largely in the hands of private enterprise and has thus been governed by the possibilities of profit-making rather than by the needs of the community. We consider that national regional and town planning is an urgent national need. What planning has been done has been applied in a limited way to towns or sections of towns. We are of the opinion that adequate planning can only be undertaken when firstly, the region and secondly, the State or Nation, is considered as a whole. No small community can live by itself; all are dependent on the production and on interchange with both adjacent and distant areas.'

In December 1943 the New South Wales Government appointed a three-man Regional Boundaries Committee to furnish a report and design for the sub-division of the State into regional areas which might be used for a 'survey of the resources of the State with a view to facilitating planned development, notably in connection with housing and public works, but also to provide a basis for investigation, *inter alia*, of the employment structure, decentralization and primary and

---

secondary industry*. The Committee, therefore, found it necessary to define their conception of a 'region' as a starting-point of their work. The following were the basic principles adopted by the Committee:-

1. a region should have a broad measure of present economic and social unity and of community of interest, anticipating so far as practicable the position when the State will have reached a more advanced stage of development;

2. a region should be as large as possible without sacrificing the above characteristics;

3. the regions should be such as will stimulate, to their ultimate advantage, natural community of interest in common problems among the inhabitants where this is weak at present;

4. the facts of geography, particularly mountainous areas, large rivers and distribution of resources, are such that geographical considerations have often largely shaped economic and social interests, and thus may exercise a strong influence in determining the area to be embraced within a region.

Apart from the foregoing, the Committee felt also that regions should be as large as possible, consistent with obtaining an effective response from the various interests, and centres embraced therein.7

The Committee made its report in March 1944 and recommended sub-division of the Eastern and Central Land Divisions of the State into seventeen regions. It did not recommend regions in the Western Land Division at that stage,

---


7 Ibid.
but early in 1945, following strong representation from the Western area, the Government decided to form three regions there and consequently the whole of New South Wales was divided into twenty regional areas.

Particulars of the twenty regions finally created are:

<table>
<thead>
<tr>
<th>Name of Region</th>
<th>Population (in 1947)</th>
<th>Area (Sq. Ms.)</th>
<th>Principal Towns</th>
</tr>
</thead>
<tbody>
<tr>
<td>Richmond-Tweed</td>
<td>89,769</td>
<td>3,768</td>
<td>Lismore</td>
</tr>
<tr>
<td>Clarence</td>
<td>54,527</td>
<td>5,838</td>
<td>Grafton</td>
</tr>
<tr>
<td>Oxley</td>
<td>65,923</td>
<td>7,398</td>
<td>Taree, Kempsey</td>
</tr>
<tr>
<td>Newcastle</td>
<td>239,589</td>
<td>1,736</td>
<td>Newcastle</td>
</tr>
<tr>
<td>Sydney</td>
<td>1,772,997</td>
<td>6,018</td>
<td>Sydney</td>
</tr>
<tr>
<td>Illawarra</td>
<td>82,805</td>
<td>2,233</td>
<td>Wollongong</td>
</tr>
<tr>
<td>Monaro-South Coast</td>
<td>28,316</td>
<td>9,387</td>
<td>Cooma</td>
</tr>
<tr>
<td>New England</td>
<td>63,762</td>
<td>18,526</td>
<td>Armidale</td>
</tr>
<tr>
<td>Upper Hunter</td>
<td>29,176</td>
<td>6,886</td>
<td>Muswellbrook</td>
</tr>
<tr>
<td>Mitchell</td>
<td>93,583</td>
<td>9,894</td>
<td>Orange</td>
</tr>
<tr>
<td>Southern Tablelands</td>
<td>47,239</td>
<td>7,915</td>
<td>Goulburn</td>
</tr>
<tr>
<td>Namoi</td>
<td>69,787</td>
<td>23,850</td>
<td>Tamworth</td>
</tr>
<tr>
<td>Macquarie</td>
<td>55,645</td>
<td>24,320</td>
<td>Dubbo</td>
</tr>
<tr>
<td>Lachlan</td>
<td>77,131</td>
<td>19,299</td>
<td>Parkes</td>
</tr>
<tr>
<td>Murrumbidgee</td>
<td>98,263</td>
<td>16,599</td>
<td>Wagga Wagga</td>
</tr>
<tr>
<td>Upper Murray</td>
<td>36,671</td>
<td>6,223</td>
<td>Albury</td>
</tr>
<tr>
<td>Central Murray</td>
<td>21,028</td>
<td>13,892</td>
<td>Deniliquin</td>
</tr>
<tr>
<td>Upper Darling</td>
<td>11,685</td>
<td>49,422</td>
<td>Bourke</td>
</tr>
<tr>
<td>Murray-Darling</td>
<td>8,450</td>
<td>32,665</td>
<td>Wentworth</td>
</tr>
<tr>
<td>Central Darling</td>
<td>30,971</td>
<td>43,454</td>
<td>Broken Hill</td>
</tr>
</tbody>
</table>

Except in the Western Land Division, where there were no shires at the time, the regions determined by the Committee incorporate in all cases complete local government areas and utilize their boundaries. This had two purposes:

---

1. To simplify the gathering of necessary data and facilitate surveys of resources;

2. To provide more adequately for the implementation by existing local government authorities of plans for future development.

In the meantime Professor J. MacDonald Holmes, one of the members of the Regional Boundaries Committee, published his book *The Geographical Basis of Government* in which he set out the principles of regionalism and advocated the establishment of regional authorities as a remedy to what he condemned as 'unsatisfactory and wasteful' uniform State administration. His ideas of region and regionalism had dominant influence on the Regional Boundaries Committee's recommendations and the proposals he made for the creation of regional authorities gave remarkable impetus to the Regional Councils campaign which has been the most noticeable regional movement in Australia.  

As previously indicated, the Prime Minister consulted the State Premiers regarding regional planning in 1943. After further correspondence between them, a conference was held in Canberra on the 30th March 1944 for the purpose of exchanging ideas among officers representing the Commonwealth and the States. Various aspects of post-war development were

---

discussed, including regional planning, the powers and functions of the suggested Regional Development Committees, Commonwealth-State relations in some special aspects and agenda for a proposed Premiers' Conference on Policy Issues related to Regional Planning.

The conference at Ministerial level was convened at Canberra in October of the same year. Each State was represented by its Premier with the Prime Minister Mr John Curtin opening the discussion. In his inaugural speech, Mr Curtin outlined his opinion about regional planning on behalf of the Commonwealth Government. He said:

'... All over the world the importance of regions to a particular nation is now realized to a far greater degree than was previously the case. We are no longer living in watertight compartments, and from a national point of view we cannot afford to have areas that are vulnerable, undeveloped or neglected. Some regions have a direct impact upon the strength of our economy as a whole, and in dealing with them it is imperative that we have regard to local knowledge and the knowledge of State officers; and we have to bring that knowledge into line with the general knowledge possessed by Commonwealth officers. Both for defence and development reasons special attention must be given to certain parts of the Commonwealth in order to enable us to minister more effectively to the total strength of the nation. Some of these parts are, as it were, vampires which at present are sucking away much of the nation's strength. In view of our small population, we cannot afford this loss of national capacity. Further, we have unused resources. We may require increased population in order to use those resources, but we cannot attract and hold additional people, and provide full employment, unless we develop them. I have something in mind of plans which would enable us
to direct the development of certain parts of the Commonwealth right from the commencement. This should enable us to hold and employ a very great number of people. In that way we should develop communications and transport, and that in itself would surely ease the problem of decentralization. All of these factors enter into the problems of making Australia stronger and greater. Our present strength is far short of our requirements for security. In order to improve our position we must make examination of the location and nature of those resources with a view to fitting them into general plans of expansion, which I am sure all of us have in mind, perhaps vaguely, but more substantially than we speak of our resources in the platitudes of the platform. We cannot retain empty spaces in the face of modern developments in communications. Nobody wants to trespass upon the responsibilities of the States. The Commonwealth itself has a tremendous problem in the Northern Territory, but we find that we cannot adequately deal with that problem so long as the north-west of Western Australia and the northern part of Queensland are not also stimulated to attract settlement and to develop the resources in those areas. Then there is the problem of water supplies for Australia as a whole. That relates to our works programme; but all of these things are dependent upon increased population. Surveys incidental to development on a regional basis and the utilization of such surveys call for not only collaboration between the States and Commonwealth, but also the inculcation of enthusiasm in the minds of the people of Australia to develop this country. Too many of our people are concentrated in limited areas. We have our economic eggs in too few baskets. It is in that spirit that this outline of Regional Planning has been submitted to this Conference. 10

The actual progress being made in regional planning in each State was stated by its Premier. After general discussion

10 Commonwealth Department of Post-War Reconstruction, Regional Planning in Australia, op.cit., p.3.
the conference adopted the following resolutions, which made regional planning a nation-wide matter throughout Australia:

1. That the States which have not already taken action will aim at defining regional sub-divisions for purposes of development and decentralization, and will endeavour, where possible, to adjust progressively existing administrative sub-divisions to correspond with those defined.

2. That the Commonwealth be informed of the regional boundaries determined by the States, and that post-war projects for development and decentralization of industry and administration proposed by Commonwealth and State should be classified according to their regional distribution.

3. That the formation of representative regional advisory bodies be encouraged, and use made, where practicable, of such bodies as already exist.

4. That such bodies should be available to advise and assist Commonwealth and State authorities through State Government channels on regional aspects of policy and administration.

5. That where required for Commonwealth purposes comprehensive surveys of the resources of regions will be carried out according to principles to be agreed upon by Commonwealth and States.\(^{11}\)

**Progress of Regional Planning in New South Wales**

As regional planning in New South Wales had already been proceeding before these conferences were held, the State Government was in a position to carry the above-mentioned decisions into effect. The more important steps taken may be summarized as follows:

1. Decision to define regional boundaries and adjust administrative boundaries

The regions defined by the Regional Boundaries Committee were accepted, with minor variations, by both State and Commonwealth Governments. With regard to the adjustment of administrative sub-divisions to correspond with the regions thus defined, the steps taken by State and Commonwealth authorities must be briefly mentioned. At first, the State Minister for Health adopted the regions in principle for the re-organization of the health services of the State, and other Departments such as Agriculture, Education, Public Works, Main Roads and Child Welfare and Social Welfare also gradually adopted regional boundaries for their administration, although in some cases the boundaries of the regions and administrative areas do not completely coincide. Later, the Commonwealth Departments of Works and Housing, the Postmaster-General's Department, and the Commonwealth Employment Service began to utilize regional boundaries as a basis for their Departmental administration. The New South Wales Government Statistician has compiled data in relation to regions and the results of the Censuses of 1947 and 1954 were also tabulated on a regional basis.

2. Decentralization

The State Government devoted attention to the decentralization of administration to ensure that the administrative work of the various Departments would be performed with greater
despatch and efficiency and to adapt the details of their administration more closely to the special features and needs of the major regions of the State. Those involved in this scheme are the Lands Department, the Departments of Public Works, Education, Justice, Conservation, Technical Education, Agriculture, Health, Main Roads, and the Housing Commission. Each of these authorities created district or area offices at important towns in the State and decentralized to these offices certain functions which could be, without too much difficulty, handled locally, thus to obviate or minimize delays in the day-to-day administration.

As we will see in the next chapter, in the past three or four decades there has been increasing progress in administrative decentralization and delegation, but strictly speaking there is much to be desired. In some cases like education, housing, or main roads, local offices of these authorities are given delegations on more and more administrative matters from time to time. In others, say, agriculture, only certain technical matters can be dealt with locally without being referred to the head office. On the whole, State administration is decentralized to some extent, but in the main control seems still to remain in Sydney, that is to say, 'country citizens still suffer from limited delegations of authority
to district officers to make decisions on the spot'. In addition, local authorities are reluctant to see active decentralization. They are inclined to think that 'the distribution of officials of the central government throughout the country, ... while it affords an illusion of local administration, in fact ... simply fastens more closely the grip of central government'.

Next, the State Government has done something to encourage the decentralization of industry. Apart from certain previous measures including the reduction of rail freight charges, about £250,000 were allocated for each of the financial years of 1958 and 1959 to assist industries establishing plants in the country areas with concessions on water and electricity charges. However, the main secondary industries in New South Wales are concentrated in the Wollongong-Sydney-Newcastle area and this situation is getting more and more unavoidable. Since World War II though there have been trends towards country industrial development it must be admitted that a number of factories have failed or have transferred to the metropolitan area. Out of 62 closures of factories in the last fifteen years 20 were in the country because of excessive overhead.

---

13 Ibid., p.13.
expenses. Furthermore, experience suggests that to establish industry in a rural area involves a variety of problems beyond freight rates, water and electricity charges, or the convenience of utilizing resources and raw materials. For example, single industries, located in the midst of the open country, badly equipped for social life and lacking in cultural opportunities, do not lead to fully productive activities. As the Prime Minister, Mr R.G. Menzies, pointed out recently when he was officially opening two new factories at Bathurst, 'while decentralization of industry is a first class ideal, it is extraordinarily difficult to implement. It cannot be brought about merely by an Act of Parliament or an announcement of policy. The most important thing to be considered in industrial decentralization is whether the nature of an industry lends itself to encouragement and development out of city areas.' And we may add that one cannot expect industries to go to country districts unless they are offered some substantial inducement. These facts suggest that it needs more patient and persistent effort to get the policy of industrial decentralization carried out.

14 N.S.W. Parliamentary Debates, 39th Parliament - Second Session, no.13, p.728. Also see Premier's Department, Industrial Progress of the Country Centre, 1959, p.4.
15 Sydney Morning Herald, 22nd August 1959.
3. Survey of resources

Following the delimitation of the regions, the next step was to take advantage of the new regional units in a survey of the productive resources and development potentialities of the State. A preliminary survey, which was conducted by the Premier's Department, of the resources of each of fifteen regions was completed and published.\(^\text{16}\) This survey has as its object the assembling of information scattered throughout various departments and statutory bodies and elsewhere.

The scope of this preliminary survey included information as to the basic natural resources of soil, climate, water, vegetation, minerals, and fisheries; the lines of communication in each region; the existing principal amenities and services; and available information relating to population and employment patterns, the primary, secondary and tertiary industries and the types and volume of production.

The survey has revealed some detailed information which was not available previously. For example, it is well known that, despite its great area, the fertile portion of Australia with good rainfall is limited to a very narrow fringe adjacent to the coastline. However, the further limits imposed within this narrow fringe, because of mountainous country or poor

\(^{16}\) Figures obtained from the Division of Industrial Development, Premier's Department, N.S.W.
soil, are not so well known. Out of a total of 50,000,000 acres comprising the coastal and tablelands region of New South Wales, about 25,000,000 acres are either rugged or too steep for cultivation.

The survey has clearly shown that the Sydney, Newcastle, and Illawarra Regions, comprising only three per cent of the State's area and three-quarters of the State's population, have intense concentration of manufacturing activities. Ninety per cent of State workers in the secondary industries work there, while the remaining ten per cent in the other seventeen regions are mainly engaged in the manufacturing of the day-to-day needs of rural communities or in elementary manufacturing processes, such as converting logs into sawn timber, cream into butter, or working in abattoirs or doing minor engineering work.

The survey has also revealed that between the Censuses of 1933 and 1947, manufacturing activities have emerged as the dominant economic activity of the State in terms of numbers employed. In 1947 there were 345,000 persons employed in the manufacturing industries, 188,000 in the primary industries and 620,000 in the tertiary industries. By contrast the position in 1933 was that 213,000 were engaged in secondary industries, 224,000 in the primary industries, and 590,000 in the tertiary
industries. As a corollary to the drift to the city, fewer are engaged in rural pursuits in every region.\(^\text{17}\)

4. Formation of Regional Advisory Bodies

In July 1944 the State Government began to constitute Regional Development Committees in each region to assume the responsibility of making an assessment of regional resources and also to encourage local residents to interest themselves in regional problems. Each Committee comprises twelve members, six of whom are the nominees of all of the Municipal and Shire Councils within the region. The remaining six members usually comprise three to four senior departmental officers stationed in the region, and two to three residents of the region prominent in commerce and/or in secondary industry.\(^\text{18}\)

Each Committee was asked to prepare a scheme for the development of its region in order that it might support the maximum population with adequate Australian standards of living. Its functions were as follows:-

1. Review and further study the resources of its region and the extent to which they were being utilized;

2. Examine the nature and extent of industrial development;

\(^{17}\) Data obtained from the Division of Industrial Development, Premier's Department, N.S.W.

\(^{18}\) Commonwealth Department of Post-War Reconstruction, Regional Planning in Australia, \textit{op.cit.}, p.47.
3. Lay down the direction of development and the services needed to enable the most effective use to be made of the region's resources;

4. Indicate the maximum population that could be supported;

5. Indicate the productivity that would result from implementation of the committee's proposals;

6. Keep under regular review regional trends in population and production and make the results of these reviews known as widely as possible through press and radio; and

7. Encourage primary producers and manufacturers to increase production and those in business and the professions to improve services.¹⁹

Much emphasis was put on the formation of the Regional Development Committees. In 1946 the Premier, Mr W.J. McKell, declared:

'The Regional Development Committees can make a valuable contribution to the development of the State. This contribution is in the direction of bringing together on a regional basis the practical knowledge and experience of the people living in the area, assisted by departmental experts stationed in the region. Through the co-ordination function of my Department that knowledge and experience is made available to the Government in supplementation of the advice of its experts in considering the merits of developmental projects and policies and the relative urgency and importance of public works programmes.'²⁰

---

¹⁹ Ibid., p.48.
²⁰ McKell, W.J., Address to Conference of Representatives of Regional Development Committees, October 1946.
However, the public, particularly the local government reformers, were quite apathetic to such arrangements including the whole movement for the delimitation of regions. Professor F.A. Bland, for example, thought right from the beginning that the creation of the Regional Boundaries Committee was mainly with a view to making some concession to political demands for decentralization and to seeking assistance in determining how best to expend the funds at the Government's disposal to ensure rural development. He thought that regionalism in its real sense did not apply to what had been done by the Government although the Regional Boundaries Committee adopted some quite reasonable principles for defining 'region'.  

He even made acute criticisms of the Regional Development Committees, saying that:

'The committees are purely advisory. Effective control remains at the centre, and the central departments will implement the schemes. In other words, the development of regional resources will be removed from the control of the people of the regions, and traditional centralized administration will be more securely established than ever. The effect will be to retard the emergence of any regional consciousness, and also to defer indefinitely the extension of local government.'

Nevertheless, the new regions have provided a good opportunity for the intensive surveys of rural resources and the

---

22 Ibid., p.181.
preliminary survey of each region published by the Premier's Department contains valuable information which is being widely used for many purposes. In addition, some of the Regional Development Committees have also made considerable progress in carrying out further assessment of regional resources and in devising detailed plans for future development. Up to the present time, ten Committees have worked out their reports which take the form 'report on ... possible future development'. However, because of lack of active technical assistance and of finance the rest of them were, in Mr McKell's own words, 'apparently not fully appreciative of their function and were acting somewhat in the nature of Progress Associations by confining themselves to the making of requests for Government assistance'.

It is appropriate at this juncture to say something about the working method followed by the Regional Development Committees. The first step taken by them was to prepare a map showing existing land use. All members of the Committee contributed their knowledge of the particular areas towards the compilation of this map and in many cases outside persons

---

23 Figures obtained from the Division of Industrial Development, Premier's Department, N.S.W.

were also consulted. This resulted in a general picture of the whole region and it showed in some cases that large stretches of land were used, say, for purely grazing purposes on native pastures, whereas much of the land was very suitable for sown pastures or even fodder and grain crops. Rich river flats were found to be virtually idle, whereas they are capable of considerable production. The Committee, therefore, systematically identified areas capable of more intensive land use.

It then decided on the types of farming which could be introduced or where existing types could be intensified and the size of farms required to provide a good living for different purposes. Thus it determined how many additional farms could be provided out of existing lands. The Committee also considered whether these farms should be family farms or owner plus one or two employee farmers. In this way a reliable estimate was made as to the actual number of persons who could be accommodated with advantage on the land.

Similar methods were followed in assessing the capacity for development of agricultural, pastoral and secondary industries. The method of estimating the maximum population is of interest. As in almost all regions, whether highly industrialized or strictly rural, the surveys have shown that forty persons in every hundred of population are in the
work force and that there are approximately as many engaged in the tertiary industries (that is in trade, and commerce, building houses and roads and providing services of all types) as in the productive primary and secondary industries combined, each Committee is in the position to make an intelligent estimate about what additional production the regional resources are capable of yielding if they are fully utilized and what would be the maximum population that could eventually be supported. For example, the present employment pattern in a typical region with a population of 100,000 has been studied. The position in such a region is:

<table>
<thead>
<tr>
<th>Total population</th>
<th>100,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work force</td>
<td></td>
</tr>
<tr>
<td>in primary industries</td>
<td>15,000</td>
</tr>
<tr>
<td>in secondary industries</td>
<td>4,000</td>
</tr>
<tr>
<td>in tertiary industries</td>
<td>18,000</td>
</tr>
<tr>
<td>Unclassified</td>
<td>3,000</td>
</tr>
<tr>
<td>Total work force</td>
<td>40,000</td>
</tr>
</tbody>
</table>

As the Committees only operate with planning and advisory functions, their report must be forwarded to the Premier's Department for consideration. In the following paragraphs we will see to what extent the Committees' proposals have been adopted and how far those adopted have been actually implemented.

25 Notes taken from archives of the Division of Industrial Development, Premier's Department, N.S.W.
Regional Development in the Southern Tablelands and Monaro-South Coast Regions

General Description of the Two Regions

The Southern Tablelands Region embraces an area of 7,915 square miles on the central southern tablelands of N.S.W., comprising the Municipalities of Goulburn, Queanbeyan and Yass and the Shires of Crookwell, Goodradigbee, Gunning, Mulwaree, Tallaganda and Yarrowlumla.

The Region is predominantly a plateau area with a general elevation of about 2,000 feet above sea level. The Great Dividing Range bisects the Region from north to south. In the south-west, forming the western boundary of the A.C.T. and the south-western border of the Region are the Brindabella, Currangorambla and the Boboyan Ranges which have a general elevation of 5,000 feet and in parts exceed 6,000 feet.

The climatic environment of the Region is characterised by warm to hot summers and cold winters. Frosts are common during the winter months. The average annual rainfall ranges from twenty-three to twenty-eight inches. A significant feature of the Region's climate is the high degree of reliability of the rainfall.

Material used under this subtitle was supplied by the Division of Industrial Development, Premier's Department, N.S.W.
The economic resources of the Region are mainly primary industries. Agriculturally, the major activities are wool growing, sheep breeding, cattle grazing and fodder cultivation. Vegetable farming is important in the northern part where considerable quantities of potatoes are grown.

On the mining side, gold, iron, lead, zinc and copper are produced at Captain's Flat, Crookwell, Gunning and many other places. On the manufacturing side, the City of Goulburn is the chief manufacturing centre of the Region, its most important industries being the manufacture of fibrous plaster, flour-milling, brick-making, textile manufacturing and the pasteurization of milk.

The estimated population of the Region at the end of June 1959 was 57,890.

The Monaro-South Coast Region is in the south-east of N.S.W. It is bounded on the north by the Illawarra and Southern Tablelands Regions and the A.C.T.; the Murrumbidgee and Upper Murray Regions flank it on the west, while the Victorian State border forms its southern boundary; to the east is the Pacific Ocean.

The Region comprises the Municipalities of Bega, Bombala and Cooma and the Shires of Bibbenluke, Eurobodalla, Imlay, Monaro, Mumbulla and Snowy River with a total area of 9,387 square miles.
On the coast, there are narrow valleys of the Clyde, Bega, Moruya, Tuross and Towamba Rivers with limited level land adjoining the lower stream courses. The rest of the Region forms part of the eastern Australian plateau and includes the only 'alpine' area of the continent. Mount Kosciusko, the highest point in Australia, is a little over 7,000 feet above sea level and several points in the Snowy Range exceed 6,000 feet.

The climate in the Region is very diversified. In the coastal district of Eurobodalla, Mumbulla and Imlay Shires the rainfall averages between thirty-one and thirty-five inches annually. Summers are warm and winters mild. Further west in the Monaro Shire area there is an average annual rainfall of between eighteen and twenty-five inches. Summers are mild and winters cold. In the Snowy Mountains district average annual rainfall increases rapidly from thirty inches in the foothills to over sixty inches on the range tops. Winter temperatures are severe and a considerable area is above the snow line.

The major agricultural activities of the Region are dairying on the coast and the range grazing of cattle, horses and sheep on the Monaro plateau. Forestry is an important economic resource because there are 457,102 acres of State Forests and Timber Reserves in the Region.
There is little industrial development in the Region. Butter and cheese manufacturing at Bega, Cobargo and Pambula, fish canning at Eden and furniture making at Cooma and Bega are the major secondary industries.

The population of the Region was estimated at 40,390 by the end of June 1959.

The Activities of the Regional Development Committees

The Southern Tablelands Regional Development Committee comprising twelve members (one Shire Engineer, one former City Engineer of Goulburn, one former Stock Inspector, the Regional Supervisor of Agriculture, the District Surveyor of the Department of Lands, one Merchant, one Manager of the Goulburn Dairy Farmers Milk Co., one Orchardist, four Graziers) and a part-time Secretary was established in July 1945. After eleven years of investigation and research it finished its report, Report on the Possible Future Development of the Southern Tablelands Regions. Apart from providing more detailed information in connexion with principal characteristics, economic activities generally, climate, soils, vegetation, primary, secondary and tertiary industries, housing, education, administration, town planning, tourist industry, accommodation, and population and employment of the Region, and making recommendations for improving public utilities, transport, housing, education, etc., which will
be discussed in the following chapters, the report reviews the regional resources and outlines the following plan for future development:  

1. **Population** - Plans for the future development of the Region should envisage a population of 250,000 people as a minimum with a possible population of twice that number.

2. **Development of Industries** - Existing industries should be expanded and new ones introduced in order that 100,000 jobs will progressively become available in the primary, secondary and tertiary industries combined.

3. **Primary Industries** - Agricultural policy should be directed towards establishing some 13,000 people in agricultural and pastoral production within the Region and mining and forestry activities should be expanded to employ ultimately a total of 2,000 persons.

4. **Secondary Industries** - The processing of wool, in the initial stage to woollen yarn and later into fine worsteds and very high quality woollen fabric goods and other types of woollen goods, should be the keynote of the future development of the Region. To that end every encouragement should be afforded to the establishment of woollen mills in the Region so that they will ultimately employ, together with subsidiary industries, a total of 25,000 operatives. Further, meat production should be encouraged so that 1,000 operatives will be engaged in meat works producing lamb, poultry, pig meats and other complementary products. In addition, other secondary industries should be expanded to employ a further 9,000 operatives, making 35,000 in all.

---

5. **Tertiary Industries** - Plans should be prepared by the appropriate authorities for the progressive development of public utilities (e.g. housing, water, sewerage, gas, electricity, transport, education, hospitalization, etc.) in accordance with population increases. Further, the attention of appropriate bodies and persons should be drawn to the opportunities that will become available as the regional economy expands for trade and commerce and the provision of professional services.

6. **Administration** - Public administration within the Region should be carried out by instrumentalities within the Region exercising delegated powers, as a means of decentralization of control.

7. **Implementation** - The implementation of the plan outlined should be treated as a matter of urgency and twenty years should be adopted for the accomplishment of its plan.

This plan, together with various recommendations relating to housing, transport, education, etc., was forwarded, through the Premier's Department, to the various Departments concerned for consideration. Some Departments commended the Committee's report. Others made some alterations or supplements to the figures contained in the report to bring them up to date. But they did not give full support to the recommendations. For example, the Minister for Highways said: '... the Department is unable at present to consider accepting additional responsibilities such as are involved in the proposed raising in the status of existing Main Roads or the construction of new roads on the routes suggested. However, the committee's recommendations have been noted, and these will be considered should the Department be in a
position to review the road needs of the region at a later date.' The remarks of the Department of Education were also not encouraging because the Minister thought that 'the proposals outlined in the report will at present be of only general assistance in educational planning'.

However, in the past two years some of the recommendations were adopted by the State Government, although they were not all of prime importance. Examples are the reclassification of the road from Bowning to Cootamundra as a trunk road and the preservation of the buildings at Burrinjuck Dam for the use of the public as a recreation reserve. As for the plan for future development, it seems that no concrete step has been taken for its realization.

The Monaro-South Coast Regional Development Committee commenced its work at the beginning of 1955 and in 1956 finished its report which was published three years later. The major recommendations proposed by the Committee may be summarised as follows:

28 Data obtained from the Southern Tablelands Regional Development Committee, Mulwaree Shire Chamber.
29 Ibid.
30 The Committee has similar composition as that of the Southern Tablelands Regional Development Committee.
31 Monaro-South Coast Regional Development Committee, Report on the Possible Future Development of the Monaro-South Coast Region, Berridale, N.S.W., 1959, pp.7-34.
1. To expand the production of wool, meat, dairy products and vegetables including seed production.

2. To expand the off-shore ocean fishing for commercial purposes.

3. To utilize the huge volume of power generated under the Snowy Mountains Hydro-Electricity Scheme to develop secondary industries such as woollen mills, wood products, food processing, and manufacture of cement for building purposes.

4. To conduct a comprehensive survey of all water resources of the Region which are at present outside the scope of the activities of the Snowy Mountains Authority.

5. To improve and co-ordinate all types of accommodation and facilities for developing tourist industry.

6. To improve all the main roads in the Region to a high standard, particularly the Prince's, Snowy Mountains, and Monaro Highways, and the Trunk Road between Bateman's Bay and Braidwood.

7. To improve air services at Cooma, Moruya, and Merimbula.

As the report was only published in July 1959, the Committee has not been informed about the Departments' comments on its recommendations let alone the implementation of them. However, owing to the rapid progress of the Snowy Mountains Scheme the tourist industry has been developing as a result of the countless Australian and overseas visitors who were attracted by the great engineering works, and certain improvements in relation to road and air transport have also been made because of construction requirements and other reasons. These matters will be discussed more fully in the following chapters.
Chapter III

GOVERNMENTAL AUTHORITIES IN THE SOUTHERN TABLELANDS

As the central theme of this thesis is to make a study of inter-governmental administration in the Southern Tablelands, it is obviously necessary first to give a brief account of the organization, powers and responsibilities of the various government authorities within the area of study from which the administrative relations emanate. Broadly speaking, such a survey would directly or indirectly involve almost all governing bodies of each level of government. However, our descriptions are confined to the agencies whose functions have close bearing on the cases which are to be studied in the following chapters. For this reason, we set up four principles for the selection of authorities for treatment. They are:

1. Commonwealth departments or instrumentalities directly dealing with certain affairs which concern areas of the Southern Tablelands or to which certain State laws apply;

2. Commonwealth instrumentalities located in the Southern Tablelands and having direct connection in one way or another with State departments and local councils;

3. State departmental district or local offices either located in the Southern Tablelands or with jurisdiction extending over a portion or whole of the area of the Southern Tablelands;
4. The State Department of Local Government itself and all local councils within the Southern Tablelands.

Based upon these principles, there seem to be six Commonwealth units, five State departmental local offices or agents, one State department, six municipal councils, twelve shire councils and three county councils. These are listed as follows:-

**Commonwealth**

- Department of the Interior
- Department of Shipping and Transport
- Department of Works
- Department of Civil Aviation
- Commonwealth Scientific and Industrial Research Organization
- Snowy Mountains Hydro-Electric Authority

**State**

- South Coast and Tablelands Regional Office
- Department of Agriculture
- South Coast Divisional Office, Bega;
- Southern Divisional Office, Goulburn
- Department of Main Roads
- Southern Area Office
- Department of Education
- Wollongong District Office
- Housing Commission of New South Wales
- Department of Local Government

**Local**

- Goulburn City Council
- Queanbeyan Municipal Council
- Yass Municipal Council
- Bega Municipal Council
- Bombala Municipal Council
- Cooma Municipal Council
- Crookwell Shire Council
- Goodradigbee Shire Council
- Gunning Shire Council
- Mulwaree Shire Council
Tallaganda Shire Council  
Yarrowlumla Shire Council  
Bibbenluke Shire Council  
Eurobodalla Shire Council  
Imlay Shire Council  
Monaro Shire Council  
Mumbulla Shire Council  
Snowy River Shire Council  
Southern Tablelands County Council  
Monaro County Council  
Bega Valley County Council

In addition, some other State and Commonwealth departments or instrumentalities also have their local offices or district representatives at the various towns in the Southern Tablelands. A tabulation of these administrative agencies is found in Appendix I, but we give no description of the structures and functions of them because of their irrelevance to our project.

In the descriptions of the above-listed authorities of each government which follow, no attempt has been made to refer to all units as of equal significance. More attention has been paid to some than others and certain developments of State regional departmental offices have been thought to merit more detailed discussion.
Commonwealth

Department of the Interior

The Department of the Interior has been intermittently responsible for the administration of the Australian Capital Territory for almost forty years. The first administrative arrangement for the Government of the Territory was made in August 1912 when the Secretary of the Department was appointed resident Administrator of the Federal Territory responsible only to the Minister.

In 1916 the Department was reorganized and named Home and Territories and the administration of the Federal Territory was placed under its jurisdiction leaving all the construction work in the hands of the Department of Works and Railways, thus establishing the dual departmental control and responsibility which continued until 1924.

The Federal Capital Commission was established in January 1925 by the Seat of Government (Administration) Act, 1924, to assume the administration and actual constructional and developmental work of Canberra and the Territory.

With its relative freedom in regard to finance, the Federal Capital Commission carried out the constructional

---

1 Material used under this subtitle was obtained from the A.C.T. Services Branch, Department of the Interior.
work at full speed. However, almost immediately after the formation of the new government in 1930, the Commission was abolished, the reasons given including allegations of its extravagance and undemocratic nature. Canberra and the Territory then reverted to the divided departmental system of administration which has continued to the present time.

The statutory basis for the administration of the Australian Capital Territory is the Seat of Government (Administration) Act, 1955. Section 12 of this Act invests the Governor-General with the power of making Ordinances having the force of law in the Territory. More than five hundred and fifty Ordinances (including amendments) have been enacted, as well as numerous Regulations, By-Laws and Rules of Court. In addition certain statutes of the State of New South Wales still apply to the Territory.

The Department of the Interior, as it was renamed in 1932, administers the majority of these Ordinances with the Attorney-General's Department administering matters relating to law and justice, the Department of Health administering public and animal health, the Department of Shipping and Transport administering the Canberra Railway and the Department of Works providing technical constructional assistance. Of the last two departments details will be given hereunder.
There are several branches under the Department concerned with the administration of the Territory. The A.C.T. Planning and Development Branch is in charge of town planning and general development, private building control, parks and gardens, agriculture and stock, soil conservation, crown land tenures, and Commonwealth surveys in the A.C.T. and in all States. However, the planning and development functions were taken over by the National Capital Development Commission in March 1958 when the Commission was created.

The A.C.T. Policy Co-ordination and Establishment Branch deals with matters in respect of budget and financial estimates, liaison between contractors, unions and government departments, etc.

The A.C.T. Services Branch is responsible for education, including pre-school, infants, primary and secondary schools, technical colleges, apprenticeship and evening continuation schools; preparation of A.C.T. legislation; motor traffic, including registrations and road safety; fire brigade and ambulance; Canberra transport services, licensing, weights and measures; workers' compensation and child welfare.

The Housing and Accommodation Branch controls government owned houses and flats and administers housing loans.

The A.C.T. Police Commissioner is also under the control of the Department.
There have been set up almost twenty advisory bodies assisting the Minister of the Interior in the administration of the affairs of the Territory. Among them the A.C.T. Advisory Council is the most important. It was created in May 1930 by the Advisory Council Ordinance following the abolition of the Federal Capital Commission. At first, the Council consisted of four government nominees and three members elected by and from residents of the A.C.T. Subsequent Ordinances changed the constitution of the Council by increasing the elected members from three to five in 1952, to six in 1957 and to eight in 1959, and government nominees have also been increased to five.

The functions of the Council are laid down in Sections 10 and 11 of the Ordinance. The Council may advise the Minister in relation to any matter affecting the Territory including the making of new Ordinances or the repeal or amendment of existing Ordinances (Section 10). The Minister may refer to the Council any matter upon which he desires the advice of the Council. Any member of the Council may submit to it for consideration any proposal for the making, amendment or repeal of any Ordinance (Section 11).

Department of Shipping and Transport

The Department of Shipping and Transport was created in May 1951. Its main functions are:-

---

Material used under this subtitle was obtained from the Department.
Control and maintenance of coastal lights and other aids to navigation on the sea routes around the Australian and Papua-New Guinea coastline;

Control of marine services such as seamen's compensation, prevention of obstructions on shipping routes and fishing grounds, accommodation for ships' crews, welfare of seamen, maintenance of ships' gear, examination of masters and officers, Courts of Marine Inquiry;

Collection of Colonial Light Dues and remission of collections to United Kingdom;

Seamen's War Pensions and Allowances;

Commonwealth railways;

Administration of Standardization of Railways Agreement; and

Commonwealth aid roads and works.

Out of these functions the Commonwealth railways and Commonwealth aid for roads and works come into our discussion. The control of Commonwealth railways, including Canberra railway service, was formerly vested in the Department of the Interior and transferred first to the Department of Fuel, Shipping and Transport in 1950 and then absorbed by the Department of Shipping and Transport in 1951. In the same year the Commonwealth Railways Commission assumed the full responsibility of administering all railways in the Commonwealth Territories, including the running of railway service from the New South Wales boundary at Queanbeyan to the Capital City in conjunction with the Department of Railways of the State.
In respect of Commonwealth aid roads and works, the Department of Shipping and Transport provides for financial assistance each year to the States for roads works and works connected with transport by the Commonwealth Aid Roads and Works Act. These two aspects will be amplified later.

Department of Works

The present Department of Works was established in 1952. Before that the works function was under the control of the Department of Works and Railways from 1916 to 1932 and then was absorbed by the Department of the Interior until 1937. The former Department of Works came into being in 1938 but it was re-established as the Department of Works and Housing in 1945, which ceased to function in 1952 when the Department was renamed as Works.

The Department's functions are many and varied, for example:

- Design, supervise and carry out all architectural and engineering works;

- Advise other Departments on necessary maintenance works, estimate the cost of these and carry them out;

---

Material used under this subtitle was obtained from the Director of Works for A.C.T., Mr G.D.B. Maunder.
Formulate town planning proposals for areas controlled by the Commonwealth, working with other responsible Departments;

Collaborate with Commonwealth and State Departments and authorities and local authorities on regional and town planning where Commonwealth works are affected;

Give technical advice in relation to works carried out by a State, where the Commonwealth has a direct financial interest and, if necessary, design and carry out these works.

In addition to the big office of the Central Administration located in Melbourne, there are eight Branches in the States and Territories of the Commonwealth.

As stated previously, the Department of Works and Railways assumed the construction responsibility for the Capital Territory from 1916 to 1924 and reassumed it from 1931 onwards. The A.C.T. Branch headed by the local Director of Works has been actually responsible for this assignment. Its main functions are:

Construction of Government houses and flats; public buildings; roads, bridges and footpaths.

Provision of services: water supply, sewerage, drainage and electricity.

Conduct of industrial undertakings: quarries, sawmills, brickworks, plumbers' shops, joiners' shops, cement product factories.

Conduct of workers' hostels.

Administration of Boarding Houses Ordinance.
Since the establishment of the National Capital Development Commission in March 1958, which took over a part of the above-mentioned construction responsibility from the Department of Works, the Department's present duty in connection with construction in the A.C.T. is confined to the following three categories:-

1. Conduct of all maintenance works on behalf of the Department of the Interior for all the departments of the Commonwealth;

2. Construction of capital works for the departments of the Commonwealth whose functions are closely related to the works constructed;

3. Construction of other capital works by arrangement with the National Capital Development Commission.

The A.C.T. Director of Works is assisted by three Assistant Directors as follows:-

Assistant Director of Works (Planning and Design): responsible for the control and direction of technical planning and design functions.

Assistant Director of Works (Construction): responsible for the control and direction of all constructional activities including maintenance.

Assistant Director of Works (Administration and Finance): responsible for general administrative functions of the Branch, including finance.

These Assistant Directors are in turn assisted by a great number of architectural, engineering and administrative staff.
Department of Civil Aviation

Since its creation in January 1939, the Department of Civil Aviation has not undergone any notable change in its organization. The work of the Department is divided into two main sections, administrative and technical, each covering three Divisions. The three Administrative Divisions are:

The Division of Air Transport and External Relations whose functions relate to the promotion and economic supervision of air transport;

The Division of Administration and Personnel which is concerned with the co-ordination of all departmental personnel requirements and associated matters;

The Division of Finance and Stores which administers the financial aspects and the stores organization of the Department.

The three Technical Divisions are:

The Division of Air Navigation and Safety which attends to the preparation, amendment and enforcement of all rules and regulations, etc., pertaining to air navigation, particularly from the aspect of safety;

The Division of Airways whose functions cover the planning, specification, construction, maintenance and operation of all airway operational navigational elements, excluding such elements as come within the normal scope of architectural and civil engineering;

Material obtained from the Director of Air Transport, Department of Civil Aviation, Mr Gerald Unkles.
The Division of Airports which is concerned with airport planning and design, specification of airport works projects, maintenance of airports, seadromes and buildings and other projects of a dominantly civil engineering or architectural character.

In 1951, for the purpose of pursuing the policy of decentralization to enable activities to be affected by a greater measure of local administrative control, the Department set up seven regional organizations based on State boundaries, except that one Region embraces Victoria and Tasmania. The Regions are: New South Wales, with regional office at North Sydney; Victoria-Tasmania, office at Melbourne; Western Australia, office at Perth; Queensland, office at Brisbane; South Australia, office at Mile End; Northern Territory, office at Darwin; and Papua-New Guinea, office at Port Moresby. The South Australian and Northern Territory Regions were amalgamated in 1957.

Commonwealth Scientific and Industrial Research Organization

The Commonwealth Scientific and Industrial Research Organization was established in May 1949 by the Science and Industry Research Act. Under the Act the previously existing Commonwealth Council for Scientific and Industrial Research, which had taken the place of the former Institute for Science and Industry in 1926, was reorganized under the present title.
The powers and functions of the Organization may be summarized into eight categories:

1. To initiate and carry out scientific researches in connection with primary and secondary industries in Australia;

2. To train research workers and to establish industrial studentships and fellowships;

3. To make grants in aid of pure scientific research;

4. To establish and make grants to industrial research associations in any industry;

5. To test and standardize scientific apparatus and instruments;

6. To collect and disseminate scientific and technical information;

7. To publish scientific and technical reports and periodicals;

8. To act as a means of liaison between Australia and other countries in matters of scientific research.

For the purpose of carrying out its work, the Organization has established twenty-two Divisions, viz.: Animal Health and Production, Biochemistry and General Nutrition, Building Research, Chemical Physics, Physical Chemistry, Entomology, Fisheries and Oceanography, Food Preservation and Transport, Forest Products, Land Research and Regional

---


In addition to these Divisions, there are seventeen independent Sections comprising establishments which have not reached a stage of development, so far as the scope and magnitude of their operations are concerned, to justify their designation as Divisions. They are:— Agricultural Research Liaison, Animal Genetics, Cement and Ceramics, Chemical Engineering, Minerals Utilization, Organic Chemistry, Coal Research, Dairy Research, Editorial and Publications, Engineering, Fodder Conservation, Industrial Research Liaison, Mathematical Instruments, Physical Metallurgy, Soil Mechanics, Upper Atmosphere, and Wildlife Survey. 6

Besides, more than a dozen laboratories and research stations have been set up in various parts of Australia to facilitate the research work on the spot or to enable experimental work to be conducted in the field.

The Snowy Mountains Hydro-Electric Authority

The Snowy Mountains Hydro-Electric Authority was constituted in August, 1949 by the Snowy Mountains Hydro-Electric Authority. 6

Power Act. It has been undertaking the largest engineering project in the history of Australia.

As extensive areas of the Australian mainland suffer from considerable shortage of rainfall, and the Snowy Mountains Area has the highest mountains and receives the heaviest snowfall, it was proposed, as early as in 1884, that a hydroelectric development should be carried out in the Area to use the water resources for the generation of power and for irrigation. A series of surveys were conducted since then by the New South Wales Government, and the Commonwealth and Victorian Governments were also interested in this potentiality for future development.

However, effective action was not taken until 1946 when a conference was attended by Ministers of the Commonwealth, New South Wales and Victoria to discuss the utilization of the Snowy River waters. Following the decisions reached at the conference, the Commonwealth undertook to make, with the assistance of the two States, preliminary investigations into the practicability of the proposals. Further consideration was given at the 1947 Premiers' conference and in 1949 the scheme for the diversion of the Snowy River waters and their use in combination with the waters of the Upper Murrumbidgee, Tumut and Upper Murray Rivers was finally adopted. These
events led to the passage of the Snowy Mountains Hydro-Electric Power Act.\textsuperscript{7}

The Act provides for the construction and the operation of works for the generation of hydro-electric power in the Snowy Mountains Area for defence purposes and general consumption in the Australian Capital Territory. After these requirements have been met, surplus power may be supplied to the States of New South Wales and Victoria. To this end, the Act also provides for the constitution of the Snowy Mountains Hydro-Electric Authority with powers to carry out and operate the necessary works.

The Authority is constituted by a single Commissioner, to be assisted by two Associate Commissioners. Under the Commissioner there are three technical Divisions, namely, Civil Design and Scientific Services, Electrical and Mechanical, Investigations and Major Contracts; each is headed by a Chief Engineer. Besides, an Administrative Division, headed by a Business Manager, is responsible for general administrative and financial affairs. In 1958 the Authority had 1,341 staff and 1,475 wages employees.\textsuperscript{8}

\footnotesize
\textsuperscript{7} S.M.H.E.A., First Annual Report, 1950, pp.7-8.  
\textsuperscript{8} Figures obtained from the Business Manager of the Authority, Mr K. See.
State

Although the criticism has often been made that administrative centralization is a characteristic of government in New South Wales, the establishment of State departmental local offices in rural areas dated back well before the turn of the century. With its State-wide functions, the Local Lands Boards and the Crown Lands Agents of the Lands Department were first created by an Act passed in 1884. Later, the Department of Justice appointed its Petty Sessions Officers residing at various country towns to act not only as its own administrative agents but as agents or registrars of many other State authorities. The Departments of Public Health and Public Works have also, to some extent, decentralized their administration for many years.

However, the large scale development of decentralization has been a matter of recent years. In 1925, the New State Commission, known as the Cohen Commission, was constituted by the State Government to report 'whether in order to secure reasonable powers of self-government and efficiency of administration for any portion of the State of New South Wales, it is necessary to establish a new State or whether such ends can be adequately secured by the creation of some form of local governing authority under the present State.' After taking voluminous evidence, the Commission pointed to certain
deficiencies in the treatment of rural areas, but thought that there were better ways of rectifying these than by creating new States. In addition to recommending the introduction of District Councils and granting of much larger powers to local bodies, it strongly advocated that the administration of most State departments should be more extensively decentralized.\footnote{The Cohen Commission Report, 1925.}

The Commission's recommendation in connection with administrative decentralization was put into effect and developed progressively since the end of the last war. In 1947, the Murrumbidgee Irrigation Area Agricultural Extension Services Scheme was implemented by the co-operation of the New South Wales Department of Agriculture, the Commonwealth Scientific and Industrial Research Organization, the Rural Bank of New South Wales, the New South Wales Water Conservation and Irrigation Commission, and some farmers' organizations in the Area. The main purpose of the Scheme was to provide a better extension service to farmers and orchardists in the Area and also to make their opinion effective in the formulation of regional agricultural administration and policy.\footnote{Department of Commerce and Agriculture, Report on the Agricultural Extension Services in the Murrumbidgee Irrigation Area, 1952, p.8.} Experience gained from this pilot scheme was soon
widely used by the New South Wales Department of Agriculture in decentralizing its services and creating other agricultural regions along similar lines. Nine such regions have been inaugurated since 1953 with regional headquarters at Wagga Wagga, Lismore, Orange, Goulburn, Leeton, Tamworth, East Maitland, Cowra, and Gunnedah.

An experiment in decentralization of educational administration was first carried out early in 1948 in the Murrumbidgee Regional Area (now the South-West Area) by appointing a Director of Education, with headquarters at Wagga Wagga, to be delegated certain powers such as planning for new schools, determining needed alterations and repairs to existing schools and transferring teachers within his Area.

The successful operation of this area office, which resulted in a close liaison between educational administration and the general public, led to the establishment in 1952 of five additional area offices - at Newcastle (Newcastle Area), Lismore (North Coast Area), Bathurst (Western Area), Wollongong (Southern Area), and Parramatta (Sydney-Western Area).

The Housing Commission of New South Wales has established six district offices and thirteen local offices since 1949 following the expanding of its projects from the metropolis to Newcastle, Wollongong and many other country centres
throughout the State. Functions regarding construction work, letting, rent collection, and maintenance of properties have increasingly been delegated to these offices to streamline day-to-day administration.

In addition to these, Departments of Main Roads, Mines, Conservation, Social Welfare, Railways, etc., also have their district representatives at major towns in the State.

One feature of the establishment and development of departmental local offices is that there were a number of differences in the areas adopted by different departments. Except for some of the divisional offices of the Main Roads Department, no other departmental local office has its area coinciding with the regional area as defined by the Regional Boundaries Committee. Next, there is no regular pattern about the internal structure of local offices. Their administrative delegations also vary considerably.

Department of Agriculture - South Coast and Tablelands Agricultural Regional Office

The South Coast and Tablelands Agricultural Region, comprising eighteen shires and ten municipalities with a total area of 20,000 square miles and 7,757 agricultural holdings, was established in April 1955 with headquarters at

---

Material used under this subtitle was obtained from the Regional Office.
Goulburn and regional offices at Bega, Cooma (temporary office accommodation), Crookwell, Kiama, Nowra, and Queanbeyan. It covers an important sheep, dairying, and beef cattle area extending from the Great Dividing Range to the coast and bounded on the south by the Victorian border, on the east by the coast, and on the north by a line extending from Wollongong to Bigga.

The Code of Operation of the Region issued by the Department of Agriculture sets out the objectives and policy of the regional extension services. It says: 'The main objectives are to improve agricultural advisory services and to decentralize the control of extension activities of the Department by placing them under the immediate direction and administration of a Regional Officer, to be known as the Regional Supervisor of Agriculture.'

The Regional Supervisor, according to the Code, implements policy as defined by the Under Secretary and is responsible to the latter for the efficient functioning of the Region. He acts as liaison for the Under Secretary for administrative matters in connection with the Regional Advisory Committee, of which details will be given later, co-ordinated extension services, agricultural extension grant and dairy industry extension grant.
Under the scheme, instead of matters having to be referred to Head Office for approval, it is competent for the Regional Supervisor to exercise necessary control and leadership on the spot, thus enabling a better and quicker service to be rendered to the primary producers of the Region. All departmental officers including Agronomists, Livestock Officers, Dairy Officers, Herd Organizers, Seed Certification Officers, Fruit Inspectors, Extension Officers, Herd Recorders, and Field Assistants in the Region work under his direction.

At present the total number of such field officers and office staff is forty.

For decentralization all correspondence relating to policy and staffing is addressed to the Regional Supervisor, whether it is forwarded by a regional officer or comes from Head Office. He receives copies of other correspondence.

The main work of regional officers including the Regional Supervisor includes: conduct of schools or courses for farmers, such as dairy farmers' refresher course, farm management course, animal physiology and nutrition course, school for potato growers, dairy science school, etc.; conduct of field days, competitions, show exhibits, and conventions; giving advice on all agricultural matters, such
SOUTH COAST AND TABLELANDS

1. AGRICULTURAL REGION
2. SOUTHERN AREA OF EDUCATION
3. WOLLONGONG HOUSING DISTRICT

SCALE: 48 MILES TO 1 INCH
THE SOUTHERN DIVISION OF MAIN ROADS

SCALE: 48 MILES TO 1 INCH
as crops, pastures, livestock, dairying, horticulture, fodder conservation, soil fertility, disease, insects, etc.

The Regional Advisory Committee comprises eight members, including six primary producers representing different industries and a citizen of Goulburn, with the Regional Supervisor as Chairman. It serves as an advisory body to the Minister and collaborates with the Regional Supervisor in considering ways and means of making extension services more effective and fruitful.

The Committee meets three times a year at different towns in the Region in rotation. It deals with a great variety of matters, from weed control to wool marketing. Its resolutions are passed on to the Department for adoption.

Department of Main Roads - South Coast Divisional Office and Southern Divisional Office

The Department of Main Roads has mainly adopted the regional areas as the basis for its administrative divisions throughout the State. This is the case with the South Coast Divisional Office, which governs an area coinciding with the Monaro-South Coast Region. However, the area under the jurisdiction of the Southern Divisional Office covers five additional shires (Gundagai, Jindalee, Demondrille, Burragong, and Boorowa) beyond the Southern Tablelands Region.
Located at Bega, the South Coast Divisional Office is headed by a Divisional Engineer who is responsible to the Chief Engineer for all the Department's work within his Division. Under him there are two Supervising Engineers, a Senior Clerk, a Senior Draftsman, and many other clerical, drafting, and laboratory staff. They carry out all work in connection with road construction, maintenance, investigation, design, safeguarding, and material research and testing. The Department delegates in many cases certain powers to the Divisional Office, thus enabling the Department's administration to be decentralized. This facilitates the supervision of field work, and provides close contact with local councils which share the responsibility with the Department for maintaining and improving the main roads of the State.

The internal structure and functions of the Southern Divisional Office are more or less similar to those of the South Coast Divisional Office.

Department of Education - Southern Area Office

As indicated previously, the Southern Area of Education was established in 1952 following a successful experiment in educational decentralization in the Murrumbidgee Regional Area. It comprises the Regions of Illawarra, Monaro-South Coast, Southern Tablelands and Wingecarribee Shire.
The Area Office, which is located at Wollongong, is staffed by a Director, a Secretary, an Officer-in-Charge, five Clerks, three Shorthand-typists, and three Office Assistants. The Departmental Officers in the Area such as District Guidance Officer, Area Supervisor of Junior Farmer Clubs, Physical Education Supervisor, and Public Schools Amateur Athletic Association Organizer are attached to the Office. There are seven Inspectors of Schools located respectively at Bega, Canberra, Cooma, Corrimal, Goulburn, Kiama, and Wollongong under the supervision of the Area Director of Education.

The Department of Education prescribes the Director's responsibility and powers in the following general terms:

1. He is responsible to the Director-General for ensuring that the educational needs of his Area are known to the Department and for ensuring that all possible action is taken to meet those needs;

2. He is concerned with all aspects of education and associated services in his Area;

3. He has authority to approve and complete payment for certain types of school additions, maintenance and repairs. He is responsible for any necessary reallocation of teachers within his Area, where promotions are not involved. He determines the efficiency of primary teachers and is cognizant of all other inspection recommendations made in his Area;

4. He is authorized to make decisions in regard to the recognition and certification of non-departmental primary schools. He may authorize the establishment of subsidized schools. He recommends the establishment of new public or provisional schools for the approval of the Minister and the reclassification of schools in his Area; and
5. He works with the District Engineer of the Public Works Department in matters relating to school maintenance.  

Housing Commission of New South Wales - Wollongong District Office

The Housing Commission of New South Wales was created in 1941 and was concerned mainly with the building activities in the Sydney Metropolitan Area at that time. Following the expanding of its projects to the major towns in the State in 1945, the Commission began to establish its district and local offices at various country centres. Nowadays, its activities are spread throughout the whole State and its programme embraces practically every town and village of any size within the State's border.

The Wollongong District Office, set up in June 1949, administers housing matters within an area of 20,000 square miles covering the Monaro-South Coast, Southern Tablelands and Illawarra Regions and the Municipality of Bowral, the Shires of Wingecarribee and Mittagong of the Sydney Region. It is staffed by forty-one officers with the District Architect as the Senior Executive Officer, who is responsible for the

---

13 N.S.W. Housing Commission Annual Report, 1948, p.27.
overall administration of all aspects of work in the Office as well as for the complete and direct control of all construction works within the District. In respect of the construction programme, he is responsible to the Chief Architect for the proper execution of works and services in accordance with approved plans and specifications and instructions. On general administrative matters, staffing, etc., the District Architect is responsible to the Secretary of the Department.

The second senior officer in the District Office is the Senior Clerk, who exercises control over and is responsible for clerical staff and organization to ensure that the clerical work is properly handled in close association with technical activities.

The decentralization of administration has substantially been carried out by the Commission. A large amount of powers and authorities have increasingly been delegated to the District Office. The Commission issues a detailed list showing those delegations regarding construction activities, property and revenue functions, maintenance functions and general administration, which are being added to from time to time.

At Goulburn, a Local Office within the District which is staffed by two Housing Officers and an Office Assistant, was established in June 1954. Its main functions are handling
matters regarding rental collection, management of properties, maintenance, etc., in Goulburn and surrounding shires. In the Monaro-South Coast Region, the District Office has its agents at Cooma, Bega and Eden to assume the responsibility of rental collection and management of properties on its behalf by giving them a certain amount of commission, usually from four per cent to five per cent. At the present time, the agents at Bega and Eden are private Real Estate Agents and the one at Cooma is the Town Clerk of the Municipal Council.

At each of the District and Local Office levels, a Tenancy Advisory Committee is operating to assist the Office concerned in an advisory capacity in dealing with matters relating to checking all the applications from local people for tenancies and, in certain cases, making recommendations about the operation of housing schemes in the relevant area. The Committee consists of four to seven members representing the local council, women's associations, trades and labour organizations, returned service men and other local people.\(^\text{14}\)

Department of Local Government N.S.W.

The Local Government Office was established in January 1906 as a branch of the Department of Public Works upon the passing of the Local Government (Shires) Act, 1905.

\(^{14}\) Material used under this subtitle was obtained from the Senior Clerk of the District Office, Mr P. Bartels.
Ten years later, the Local Government Office was detached from the Department of Public Works and made a separate Department, which has continued up to the present day.

The functions of the Department are as follows:—

1. Administration - the administrative functions of the Department cover its widest field of operations. In this connection the Department is charged with the duty of considering, reporting upon, and carrying out, or recommending to the Minister for decision or for consideration by the Governor and the Executive Council, many matters under the Local Government Act, 1919, such as constitution and alteration of cities, municipalities and shires; formation of county districts, urban areas and committees; division and redivision of municipalities into wards and shires into ridings; declaration of defaulting area and appointment of an administrator; resumption of land, etc.

Besides, matters regarding the examination of annual statements of accounts, estimates and quarterly financial statements; the examination, supervision and inspection of accounts of councils; the revision of loan programmes before submission to the Loan Council; and the holding of public inquiries into suspension of council servants, etc., are also under the Department's control.

2. Financial Assistance to Councils - the Department has the duty each year of distributing grants and subsidies to councils for the following services:

   (a) endowment of shires;
   (b) grants to shires and municipalities for providing local amenities;
   (c) grants to shire councils towards cost of working public ferries;

Material supplied by the Public Relations Officer of the Department, Mr L.M. Boone.
(d) destruction of noxious weeds;
(e) women's rest centres;
(f) distributing Joint Coal Board Grants on behalf of the Board to shire and municipal councils in coalfields areas.
(g) payment of all accounts for fire fighting equipment purchased or constructed by councils for Voluntary Bush Fire Brigades.

3. Advising councils on questions of local government law, accounts and administration.

4. Issue of licenses authorizing owners or lessees to grow on their property protected wild flowers and native plants for sale.

5. Supervision and direction in relation to town and country planning, including:- research into international town-planning standards, liaison with councils during the preparatory stages of schemes, examination and assessment of schemes upon submission to the Minister, hearing of appeals made to the Minister and holding of public inquiries into objections lodged by councils against proposed planning schemes, and general oversight of the preparation and implementation of planning schemes from the point of view of ensuring proper observance of statutory requirements and basic town-planning principles.

6. General supervision of gas and electricity undertakings conducted by local councils including the appointment of Gas Examiners carrying out statutory tests on the calorific value, purity and pressure of the gas supplied; pressure surveys and the testing and stamping of all consumers' meters, etc.

7. Conduct of Local Government Examinations.

The organization provides three sub-divisions for the administrative, technical and domestic activities of the Department. The administration is distributed between Inspection of Accounts Branch, General Administrative Branch
(including Ordinance and Administration Section, Correspondence Section, Local Government Examinations Section, Town Planning Administration Section and Public Relations) and Legal Branch. The technical activities are conducted by the Town Planning Branch, the Gas Engineering Branch, and in respect of civil engineering, survey descriptions, etc., by liaison with the Department of Public Works through the Department's Chief Engineer who is also Assistant Director of Public Works. The Accounts, Records and Library Branches are mainly concerned with the domestic affairs of the Department.

The Under Secretary is the permanent head of the Department who is assisted by the Assistant Under Secretary. Under them, the First Clerk is in charge of general administration with a senior officer as the head of each branch. The total establishment of the Department in June 1959 was 126.

Local Councils

There are three types of local authority area in the Southern Tablelands, namely:

<table>
<thead>
<tr>
<th>Municipalities</th>
<th>Goulburn (City), Queanbeyan, Yass, Bega, Cooma, and Bombala.</th>
</tr>
</thead>
<tbody>
<tr>
<td>(including City)</td>
<td></td>
</tr>
</tbody>
</table>

Shires: Crookwell, Goodradigbee, Gunning, Mulwaree, Tallaganda, Yarrowlumla, Bibbenluke, Eurobodalla, Imlay, Monaro, Mumbulla, and Snowy River.

County Districts: Southern Tablelands, Monaro, Bega Valley.
As authorities of each of these three types have very similar organizations and functions, it seems unnecessary to give an account of each and every one of them. Aside from a tabulation showing the basic data of all the local bodies, which is found in Appendix II, brief descriptions of constitution, structure, functions, and powers of three selected authorities, one from each type, are given below.

Council of the City of Goulburn

Goulburn was proclaimed as a City in 1869 and has continued its status since the promulgation of the Local Government Act, 1919. With an area of 13,303 acres and a population of about 21,000 people, the City is governed by an elective Council consisting of twelve aldermen, holding office for three years and retiring simultaneously at the end of the term. Annually the aldermen elect one from among themselves as Mayor, who is the chief executive officer of the Council. It is quite usual that a Mayor is re-elected for an additional one or two terms.

For the purpose of bringing about efficiency, the Council has constituted more than ten committees for handling various matters. In addition to the Finance Committee and

\[16\]

Works Committee, consisting of all of the aldermen, which are compulsorily formed, Abattoir, Electricity and Street Lighting, Library, Migrant Hostel, Property, Transport, and Parks and Reserves Committees are the more important ones.

The internal structure and the functions of each section are broadly stated in the following:-

1. Administration - this section is under the control of the Town Clerk who is assisted by the Deputy Town Clerk. All matters relating to Council's meetings, correspondence, staffing, accounting, records and files, collecting of rates, etc., are dealt with in this section.

2. Works - headed by the City Engineer, the Works Section is responsible for all construction and maintenance work on roads and streets, drainage, water supply, sewerage, and town planning.

3. Health - the Health Section is in charge of health administration including sanitary services, garbage removal and street cleaning services, parks and gardens, sale-yards and many other usual public health activities. The Health Inspector is the head of the Section. He serves as the Building Inspector at the same time, performing the control of building in the City.

4. Abattoir - the Manager of the Abattoir is responsible for the proper operation of this trading undertaking of the City.

In addition, the City Library, staffed by a Librarian and some assistants, is under the supervision of the Town Clerk.

Mulwaree Shire Council

The Mulwaree Shire is the second largest in the Region, so far as area is concerned. In respect of population, it is only next to Eurobodalla and Snowy River.
Governing an area of 1,939 square miles and serving a population of about 5,000 people, the Mulwaree Shire Council was proclaimed in 1906. It consists of six elected councillors representing three ridings. The election for the President and his term of office are the same as for the Mayor of a city or municipality.\textsuperscript{17}

Four committees have been formed under the Council: Works, Finance, Health and Bush Fires. All other matters beyond their jurisdiction are handled either by the Council Meeting directly or delegated to one of the first three committees for consideration.

The internal structure and the main functions of the Shire Council are more or less the same as those of the Goulburn City Council except that it does not provide water supply nor operate an abattoir undertaking.

Although the Council's staff is much smaller than that of the Goulburn City Council, it has all the important officers such as Shire Clerk, Deputy Shire Clerk, Shire Engineer, and Health and Building Inspector.

Southern Tablelands County Council

The Southern Tablelands County District, comprising the City of Goulburn and the Shires of Crookwell, Gunning, and

\textsuperscript{17} Figures supplied by the Shire Clerk, Mr H. Loseby.
Mulwaree, was constituted in May 1955 for the purpose only of the supply of electricity. In December 1956 and June 1958 the Shire of Tallaganda and the Municipality of Queanbeyan, and the Shire of Yarrowlumla were included in the County District successively. It was again enlarged three months later by absorbing the Burragi County District which covered the Municipality of Yass and the Shire of Goodradigbee, thus making its area cover the whole area of the Southern Tablelands Region. ¹⁸

The governing body of the County District is the County Council which consists of fourteen members representing all the constituent councils, of whom four are from Goulburn, two from Yass and one from each of the rest of the councils. One of the members is elected Chairman of the Council.

The County Council is an ad hoc authority exercising and performing the delegated powers and duties of the member councils in relation to the supply of electricity. Like most of the other county councils in the State, the Council does not generate electricity itself, but buys in bulk from the Electricity Commission of New South Wales and distributes to the consumers in its area.

¹⁸ The Southern Tablelands County Council, Annual Reports, 1956-1958.
The Council has a County Clerk as its permanent head and a Chief Electrical Engineer as its technical officer. They are assisted by their Deputies and many other technical and clerical staff in carrying out the Council’s functions. At the end of 1958 the total staff of the Council numbered 108.19

---

19 Figure supplied by the County Clerk, Mr J.P. Lundie.
PART II

ADMINISTRATION OF SELECTED FUNCTIONS
Educational Administration in New South Wales

1. Department of Education\(^1\)

The Public Instruction Act, 1880, created the Department of Public Instruction (now re-named Education) which has since been responsible for the operation of public education in the State. The Department is under the control of a Cabinet Minister who is at the same time in charge of the Department of Technical Education, the organization of which will be briefly described later.

The Director-General of Education is the Permanent Head of the Department directly responsible to the Minister. His immediate subordinates are the Deputy Director-General, Directors of Primary Education, Secondary Education, and Teacher Training, the Assistant Director of Education and the Secretary of the Department. Their common purpose is to carry out the policy of the Minister in the provision, maintenance and staffing of schools and to ensure that the best conditions are achieved for the education of the children and young persons of the community.

\(^1\) Material used under this subtitle was obtained from the Department of Education, N.S.W.
The work of Head Office is dealt with by a Secretariat, which embraces a Staff Branch, Central Records, Typing Branch and several individual officers such as Public Relations Officer, Personnel Officer, etc. and seven divisions, i.e. Finance, Properties, Teacher Personnel, School, Research and Planning, Guidance and Adjustment, and Physical Education.

In association with the central administration of the Department, several bodies have been set up for special educational purposes. They are:

1. The Board of Secondary School Studies - This Board makes recommendations to the Minister concerning the course of study to be followed in secondary schools, and the conduct of the Intermediate and Leaving Certificate examinations and the award of those Certificates.

2. The Bursary Endowment Board - This Board administers the Bursary Endowment Act, 1912. It prescribes the conditions which have to be met to enable the school to be registered in terms of the Act.

3. The Advisory Board of Adult Education - The functions of the Board are to foster development in the field of adult education and to promote collaboration between the several bodies engaged in this work.

4. The National Fitness Council of New South Wales - The Council is responsible for advising the Minister on all matters relating to physical education in the schools and the community, including the disbursement of the Commonwealth National Fitness grants (see below).

5. The New South Wales Film Council - This Council serves as an advisory body on the use of 16mm. films at the adult level and is responsible for fostering the proper use of such films throughout the community.
In addition to the above-mentioned central organization, there are six Area Organizations situated in the chief towns of the State. The creation of Area Offices of Education resulted from an experiment in educational decentralization introduced in 1948 in the Murrumbidgee Regional Area. Each Area is under the administration of a Director of Education, the duties and powers of whom have been discussed in Chapter III. The Areas are as follows:

North Coast - comprising the Regions of Richmond-Tweed and Clarence.

Newcastle - comprising the Regions of Newcastle, Upper Hunter and Oxley.

Southern - comprising the Regions of Illawarra, Monaro-South Coast, Southern Tablelands and Wingecarribee and Mittagong Shires.

North - comprising the Regions of New England and Namoi and the Pastures Protection District of Walgett North.

Western - comprising the Regions of Mitchell, Lachlan, Macquarie and the Pastures Protection District of Bourke, Cobar and Hillston.

South-Western - comprising the Regions of Murrumbidgee, Upper Murray, Central Murray and the Pastures Protection District of Balranald.

Each Area consists of several inspectorial districts, each under the charge of an Inspector of Schools. It is the usual practice for an inspector to visit each school once or

---

2 See Chapters III and VII.
twice during each year. The function of an inspector is to examine the condition of schools and to report to the Department. He is specially required to direct, assist and stimulate the teacher and to report to the Department on his teaching efficiency. These reports play an important part in determining the rate of a teacher's promotion.

2. Department of Technical Education

Technical education in New South Wales is under the control of a separate Department of Technical Education the Minister for which is concurrently the Minister for Education. The first government instrumentality administering technical education, the Board of Technical Education, came into being in 1883 and continued until 1889, when it was dissolved and a Technical Education Branch set up within the Department of Public Instruction. The Department of Technical Education was created in 1949.\(^3\)

At the Department a Director of Technical Education, assisted by his Deputy Director of Technical Education and two Assistant Directors of Technical Education, is responsible to the Minister on matters of policy.

There are ten technical colleges in Sydney and its suburban centres. Each of these metropolitan colleges

\(^3\) Commonwealth Office of Education, Technical Education in Australia, 1958, p.4.
administers courses in at least one other suburban centre. Of the forty-one country colleges, including one in Canberra, those providing the widest range of instruction are located at Broken Hill, Newcastle and Wollongong. In addition to the country colleges, classes providing instruction to cater for local needs are located in over one hundred other centres throughout the State.4

3. The School System5

The Public Instruction Act, 1880, with amendments, is the basis of the State system, which aims at making education secular, free and compulsory. General religious instruction is given by teachers, and special religious instruction for limited periods, with the consent of parents, by visiting religious teachers. Attendance at school is compulsory for children between the ages of six and fifteen years.

Private schools must be certified as efficient for the education of children and, with few exceptions, are subject to inspection by the Department of Education.

It is now customary, although not compulsory, for children to attend infants' school or infants' class when they are

---

five years old. The emphasis in the infants' class is very much on general development, in play activities and on the informal aspects of the educational processes. At the end of the period, which extends over two years, most children are able to read with some fluency, carry out simple arithmetical operations founded on the basic number facts, and can write in pencil.

The course in the primary schools supplies education of a general character in English, mathematics, natural science, social studies, music, art and handicrafts, health and physical education.

The full secondary course extends over five years, with the Intermediate Certificate examination at the end of the third year and the Leaving Certificate examination at the end of the fifth year. Certain subjects, e.g. English, are regarded as basic, and other subjects may be selected by the pupil; these include foreign languages, science, art, home science (for girls), and technical and commercial subjects.

On leaving school, pupils may continue their study at the technical colleges conducted by the Department of Technical Education, or at private institutions such as business colleges. Those who have completed the full course may matriculate at the universities.
Courses in agricultural science and practice and allied subjects are given at district rural schools, agricultural high schools and certain other schools. Advanced training in agriculture, dairying, etc., is provided for farmers and students at the Hawkesbury and Wagga Agricultural Colleges administered by the Department of Agriculture. At the University of Sydney degree courses in agriculture and veterinary science are available.

4. Guidance Services

In public schools a guidance services scheme which enables a great percentage of children to receive both vocational advice and educational guidance has been in operation for more than twenty years. It was first introduced in part of the metropolitan area of Sydney and in two country centres in 1935. The Department of Education has since appointed men and women with a University degree in Psychology and teaching experience as District School Counsellors to high schools. They visit every primary and other secondary school in the district to carry out tests of intelligence, assist the school principals in making grade adjustment, and render specific assistance to students in selecting their future course. In addition, in every secondary school a teacher has been appointed to act as careers adviser, working under the direction of the school counsellor where a counsellor has been
appointed. The principal functions of careers advisers include individual discussions with pupils concerning their careers, the issue of appropriate vocational literature and conducting visits to industrial concerns and commercial organizations, as well as showing films on various occupations. 6

5. Medical Services

The School Medical Service aims at examining all school children in the State, in order to discover any departure from normal health, physical or mental, and to notify the parents or guardian of any need for further investigation or treatment. The Service is under the control of the Department of Public Health and operated by about one hundred Medical Officers and other staff. They make annual visits to schools in the metropolitan, Newcastle and Wollongong areas, and in many bigger country towns such as Armidale, Tamworth, Bathurst, Orange and Wagga Wagga, and examine children in kindergarten or first grade in primary schools and first and fourth year in secondary schools. The vision and hearing of all pupils is tested in fourth class in primary schools.

In July 1958, the State's first Child Health Centre at Forest Lodge was opened. It provides health services for more

---

than ninety schools in the surrounding area, departmental and non-departmental. In these about 45,000 children are enrolled. With a staff consisting of a medical officer in charge, three medical officers, eight nurses, two speech therapists, and a clerk, the Centre's work is carried out partly at the schools, partly in the homes and partly at the Centre itself. 7

In country areas, however, the School Medical Service has never been in full operation, and in recent years it has actually come to a standstill. There is no exception even at big towns such as Goulburn, Bega, Cooma, Yass, etc. This has been due primarily to shortage of funds and insufficiency of staff. The Department of Public Health, in conjunction with the Department of Education, has devised a new plan under which country local councils will, on behalf of the Departments, arrange for local doctors to examine children according to School Medical Service methods and under their supervision, but no date has been set for its implementation.

The Department of Public Health also administers a School Dental Service to provide dental treatment for children on school premises, train them in the care of their teeth and teach them the principles of dental health.

7 The Sydney Morning Herald, 'Education Week Survey', 8th August 1960, p.17.
Various surveys of school children are undertaken from time to time, e.g. hearing surveys, hookworm surveys, height-weight surveys, nutrition surveys, etc.

Free milk is distributed daily to all children under thirteen years of age attending public and private schools, kindergartens and day nurseries. The whole cost of the milk supplied and half capital and incidental expenses are paid by the Commonwealth in terms of the State Grants (Milk for School Children) Act, 1950.  

6. Parents and Citizens' Associations

The Public Instruction Act, 1880, provides that parents and citizens' associations and/or kindred associations may be constituted in connection with any State school. The objects of each such association are (a) to promote the interests of the school by bringing parents, pupils and teaching staff into close co-operation; (b) to assist in securing and maintaining the regular attendance of pupils at school; and (c) to assist in providing equipment for the school and in promoting the recreation and welfare of the pupils of the school.

It should, however, be noted that such associations have nothing to do with the internal management of the school and do not interfere with the duties of the teaching staff or with the curriculum.

---

District councils of parents and citizens' associations, composed of two representatives of each parents and citizens' association within the district, have been formed to advise the Minister upon all matters (other than staff matters) relating to State schools within the district and to assist in the purchase of special equipment and in the founding of central libraries. There is also a State Federation of Parents and Citizens' Associations which co-ordinates activities, offers advice and help as the occasion arises, and deals with matters which are of State-wide interest.9

The associations' activities are largely confined to the raising of funds to be used in providing for school requisites and amenities over and above those supplied by the Department of Education. These include such items as playground and sporting equipment, library books, pianos, duplicators, typewriters, radio sets, public address systems, film projectors, tape recorders, etc.

In general, the matters with which the various associations may be concerned are: funds for education, teacher training, curriculum, sites and buildings, equipment, films and television, transport, health, youth activity, etc.10

---

9 N.S.W. Department of Education, Handbook: Instruction and Information for the Guidance of Teachers, Sydney, 1955, pp.81-84A.

10 See the Federation of the Parents and Citizens' Associations of N.S.W., Guide Book, 1960-61, pp.18-20.
recent years, the Federation of the Parents and Citizens' Associations of N.S.W. has held annual conferences and adopted resolutions regarding these matters to be passed on to the Minister. When asked to what extent the Federation's representations had been accepted, its General Secretary had this to say:

"Both the Minister and the Education Department in general deeply appreciate the representations we make. However, as reforms in education come very slowly, our recommendations concerning the abolition of the 3 years secondary schools and junior technical and home science schools, and the establishment of 5 years district high schools for all secondary pupils, etc., have not yet been put into effect... We were responsible for the introduction of Maintenance Committees in our schools, which have proved highly successful in dealing with minor urgent repairs to the schools, and must have saved the Government a great deal of money, as associations very often only purchase the necessary materials, and from amongst their members of skilled tradesmen have the work done at no cost."

Perhaps we can assume that the parents and citizens' groups have made contributions not so much to major schooling decisions as to the provision for amenities which the Department of Education fails to provide. In a balanced appraisal, it cannot be denied that, apart from introducing modern equipment into the schools, since the New South Wales education system is highly centralized and, since there are no local education

---

Two letters from (Mrs) E. Byron, the General Secretary of the Federation, dated 12th October 1960 and 20th January 1961.
authorities, these associations are highly important as the one medium through which local interests are brought into contact with the life of the schools and are enabled to express opinions on educational policy.

Commonwealth Participation in Education

Constitutionally speaking, education in Australia is primarily a matter for the States, the Commonwealth being responsible for schooling only in its own territories. Since 1939, however, the Commonwealth Government has directly participated in educational matters and indirectly in the States' provision of education through its power over finance. With the establishment of the Commonwealth Office of Education and its taking part in international educational activities the Commonwealth has been assuming increasing responsibilities in the development of education.

The first action taken by the Commonwealth in the education field was the formation of the Council for National Fitness in 1939, the objectives of which were to improve the state of individual physical fitness throughout Australia on a national basis. The Commonwealth Department of Health took initiative, in co-operation with the State authorities, in launching a nation-wide Fitness Campaign and made grants to State Education Departments and Universities for the purpose.¹²

In the same year, the Commonwealth Department of Labour and National Service inaugurated the Commonwealth Technical Training Scheme to train the technicians required by the fighting services and other skilled tradesmen for work in ammunitions and aircraft production. 119,518 persons were trained under the Scheme.13

Towards the end of the war, the Commonwealth Reconstruction Training Scheme was introduced for the purpose of re-establishing discharged members of the armed services in civil occupations suited to their qualifications, aptitudes and health. By the end of 1944 there were 36,508 persons completing their full-time training courses, 51,719 completing part-time training courses, and the Commonwealth Government spent £51 million on buildings and equipment to provide necessary accommodation, staff, and facilities, and in subsidies for the trainees' wages.14

Following these developments the Commonwealth Office of Education was brought into existence by the Commonwealth Education Act in 1945 as the Commonwealth's educational adviser. It undertakes research work as Commonwealth activities require, and is the channel for liaison between Commonwealth and State

13 Ibid., pp.131-3.
educational authorities. In the last fifteen years, as well as setting up the Australian National University, conducting pre-school experimental migrant education centres and native education in the Northern Territory and Papua and New Guinea, and making grants to universities, the Commonwealth has participated in or inaugurated various functions or schemes including UNESCO activities, United Nations Technical Assistance Scheme, Commonwealth South-East Asia Fellowship and Scholarship Scheme, Colombo Plan Training Scheme and Commonwealth Scholarship Scheme.

Commonwealth-State Relations in Education

The Education Act, 1945, also made the Universities Commission (set up to advise on university manpower policy during the War) a permanent body. Through these two agencies the Commonwealth has since been able to co-operate with the States in the development of educational facilities and resources throughout the Commonwealth.

The Act provides that the main functions of the Universities Commission are to arrange for the training in universities or similar institutions for the purpose of facilitating their re-establishment, of persons who are discharged members, and to provide financial assistance to students at universities
and approved institutions. The functions of the Commonwealth Office of Education include:

1. To advise the Minister on matters relating to education;
2. To establish and maintain a liaison, on matters relating to education, with other countries and the States;
3. To arrange consultation between Commonwealth authorities concerned with matters relating to education;
4. To undertake research relating to education;
5. To provide statistics and information relating to education required by any Commonwealth authority;
6. To advise the Minister concerning the grant of financial assistance to the States and to other authorities for educational purposes; and
7. To undertake such other functions in relation to education as are assigned to it by the Minister.

The Commonwealth Office of Education has been engaging in many and varied activities in the field of education, e.g. administration of training schemes, migrant education, liaison, research, publication and information services, international relations in education, and other activities relating to universities and other tertiary institutions. Among these activities, the first four, so far as Commonwealth-State relations are concerned, need to be amplified.

---

1. Administration of Training Schemes

During World War II the Commonwealth Government made on a limited scale financial assistance to individuals for higher education. Towards the close of the War, in 1944, the Commonwealth Reconstruction Training Scheme was instituted to provide training in universities, technical colleges and other institutions for ex-service personnel, details of which have previously been mentioned. The Universities Commission, which has been served by the staff of the Commonwealth Office of Education, was continuously responsible for the administration of the Scheme since its creation in 1943.

In 1951 the Commonwealth Government established the Commonwealth Scholarship Scheme, by which 3,000 scholarships are awarded annually to assist students who have completed a secondary school education and wish to continue at a university or other approved institution. Until 1952, policy regarding this Scheme was determined and detailed administration carried out by the Universities Commission. Beginning in that year State Education Departments, by an agreement with the Commonwealth, took over the detailed administration. The functions of the State in connection with the Scheme include:

---

1. The publicity in respect of the scheme including visits to secondary schools and advice to intending applicants;

2. The receipt and processing of applications including the determination of all questions relating to eligibility;

3. The selection of scholars within the prescribed numbers and standards;

4. All questions relating to the administration of training in regard to individual scholarships, including applications, deferment, interruptions, treatment of failures, withdrawal of benefits, requests for repeat years and for combined or honours courses;

5. Checks on attendance and progress;

6. Payment of fees to institutions; and

7. Application of the means test and payment of living allowances.

In all of the above matters, the decision of the State administering authority is final and there is no appeal to a Commonwealth authority. However, the State, in carrying out its responsibilities, follows the principles laid down by the Commonwealth.

On the part of the Commonwealth, the following functions are performed by the Universities Commission:

1. The provision of funds necessary to carry out the scheme each year. The Commonwealth meets -

   (a) On behalf of each scholar all the compulsory fees in connection with his course;

---

(b) Cost of living allowance determined in accordance with a scale and rules prescribed by the Commonwealth.

2. Determination of the quota of scholarships to be made available each year and what number, if any, that quota should include of mature-age scholarships, vocational scholarships and reserve places;

3. Approval of new courses and institutions and the withdrawal of approval of other courses and institutions after consultation with the State;

4. Prescribing of methods and standards of selection after consultation with the State;

5. The provision of detailed rules for such selection matters as mature-age scholarships and second year scholarships;

6. The prescribing of rules regarding administration of training;

7. The prescribing of rules about when a scholar may be given benefits for such combined and/or honours courses as may be approved;

8. Reserving places within the State's quota to meet the needs of a specific profession or of Government instrumentalities.

Administrative costs of carrying out the Scheme incurred by the State are re-imbursed by the Commonwealth.

2. Migrant Education

Early in 1948 the Commonwealth Office of Education inaugurated, at the request of the Department of Immigration, an educational programme for immigrants to teach them English and to provide them with information about Australia. The first school was attached to the Reception and Training Centre at Bonegilla, Victoria, where 800 migrants were given four
weeks' intensive instruction in English. Similar arrangements were subsequently made at the Reception and Training Centre, Bathurst, New South Wales. Since then a system of migrant education has been steadily developed. Continuation classes, correspondence courses and radio lessons have successively been provided. In September 1959, approximately 15,800 new Australians were enrolled in 1096 continuation classes, 9,990 were taking correspondence lessons, and 16,980 were receiving the monthly radio booklet. 18

Apart from the development of teaching techniques, production of text books and educational materials, such as correspondence courses, supplementary readers, posters, broadcast scripts and supporting booklets, the Office was, at the first stage, directly responsible for organizing classes, appointing teachers and making arrangements with the State Education Departments for the use of school facilities, etc. In 1951 the States assumed complete administration of the programme, while the control of the general policy and development, together with the total cost of the Scheme, remained Commonwealth responsibilities. The existing division of functions between the Commonwealth and the States is as follows:19

---

1. Functions of the State -

(a) The State organizes, conducts, and supervises continuation classes and correspondence courses; and distributes material provided by the Commonwealth;

(b) The State assumes full responsibility for instruction in Holding Centres and in Reception and Training Centres;

(c) The State administers the radio lesson scheme.

2. Functions of the Commonwealth: The Commonwealth Office of Education -

(a) Provides text-books and teaching aids, correspondence lessons and radio booklets;

(b) Arranges for the preparation and delivery of radio broadcasts;

(c) Provides vacation schools for teachers and instructors;

(d) Conducts an advisory service.

In addition, the Department of Immigration furnishes to the State Department of Education statements regarding composition of migrant groups and of subsequent location, movement, etc. of migrants. Forms of application to be completed by migrants for enrolment in courses are distributed by the Department of Immigration with instructions to the migrant to post direct to the Department of Education. Financial arrangements are the same as in the administration of the Commonwealth Scholarship Scheme.
3. Liaison and Research Activities

The Commonwealth Office of Education maintains a close connection with the State Education Departments through administrative contact on a variety of matters, representation at different meetings or conferences, and conduct of research projects. In the first place, there have been a United States Teacher Interchange Programme and a United States Teacher Education Programme under which Australian teachers either take up exchange teaching positions or are awarded fellowships for study in the United States. In dealing with these and other matters the State Education Departments and the Commonwealth Office of Education get into contact with each other about submitting nominations and making relevant arrangements.

In the second place, the Director of the Commonwealth Office of Education attends the Conference of Directors of Education which meets annually to exchange views and discuss matters of mutual interest. Other gatherings such as Conference on Visual Aids in Education, Conference of Guidance, Conference of Specialists in the Teaching of Art, etc. were either organized or sat on by the Commonwealth Office of Education to deal with specific subjects.

Thirdly, the Commonwealth Office of Education has conducted a series of research projects connected with its general responsibilities or at the request of other authorities. These include visual aids in education, broadcasting as an educational aid, study of wastage of ability at secondary school level, native education, the education of handicapped children, etc. The State Education Departments have been in a position to help the Office in its undertaking of research projects by supplying information and making recommendations. The results of research are in return beneficial to the improvement of the educational systems of the States.

In addition to the important Commonwealth-State relations outlined above there are many other significant connections between them which show in one way or another their co-ordination and co-operation in the development of educational affairs. For example, the annual Loan Council determines financial allocations and provision for education is discussed. The Ministers of Education, Vice-Chancellors and Registrars of Australian universities confer regularly with the Commonwealth Office of Education on matters of common concern. The Commonwealth makes large financial grants to the States for universities which arose historically from its responsibility for the education of ex-servicemen. The Commonwealth finances the Free Milk Scheme for primary school children, but the States share administrative costs.
The State of New South Wales has a particular relation with the Commonwealth in that its Department of Education takes the responsibility for the staffing of technical, primary and secondary schools, curricula and examinations in the Australian Capital Territory, and the Commonwealth, through the Department of the Interior, is responsible for the provision and maintenance of buildings and equipment, transport of children, compulsory attendance and registration of private schools. The expenditure of the State is refunded by the Commonwealth.

In closing our discussion on inter-governmental relations in education it is necessary to say a few words about the fact that local authority in Australia does not play any part directly in the field of education. This is due to many reasons. To begin with, as Australian local government was the creation of the State and came into existence when the State authority had soundly founded its administrative set-up, it was only given responsibility for purely local matters, leaving the costly function of education in the hands of the State. Secondly, since their constitution, the local councils have always found it difficult to get enough finance from their meagre resources to meet the ever-increasing expenditure on health, roads, public works, etc. It is quite natural that they hesitate to raise any vigorous demand for the
control of education. Thirdly, Australian democracy accepted the view that the best method of avoiding educational inequality of geographic and economic origin was for each State to provide from its revenue all costs of national education and to establish a system of inspection and supervision to ensure the efficient expenditure of the money.21

Educational Position in the Southern Tablelands and Monaro-South Coast Regions

The Southern Area of Education, created in 1952, embraces the Southern Tablelands, Monaro-South Coast and Illawarra Regions and the Wingecarribee and Mittagong Shires of the Sydney Region. The Area is divided into eight inspectorial districts with headquarters at Bega, Bowral, Canberra, Cooma, Corrimal, Goulburn, Kiama and Wollongong, but from April 1960 administration of the Canberra District has been under direct control of the Department of Education in Sydney.

An Area Office is situated at Wollongong with a staff of fourteen and five Departmental Field Officers. The main functions of the Area Office are stated in Chapter III. The following matters are actually handled by its staff:22

21 Cunningham, K.S., Chapter XXIV, 'Education', in Australia, ed. by C.H. Grattan, Univ. of California, 1947, pp.337-56.
22 Data obtained from the Southern Area Office of Education.
1. Submissions to Head Office for approval relating to new building proposals, acquisition of school sites, etc.

2. Transfer of teachers within the Southern Area, and preparation of annual report on staffing requirements in primary schools within the Area for the opening of schools each year - this report is forwarded to Head Office for consideration and necessary action regarding transfers.

3. Checking and issuing of teachers' inspection reports.

4. Dealing with correspondence in connection with complaints against teachers.

5. Liaison with officers in local branch of the Public Works Department in connection with new buildings, school maintenance matters, etc.

6. Preparation of annual return of Area activities, school maintenance matters and maintenance of school equipment.

7. Travelling and removal expenses of District Inspectors, supervisors, teachers, etc.

8. Forage and fuel allowances, library subsidies, free milk in schools.

9. Cleaning of schools 3,000 square feet and under.

10. School maintenance committee grants.

11. Administrative work in connection with community use of school gymnasium, etc.

12. Vacation Swimming Schools and weekly swimming classes.

13. Furniture servicing and school garden staff matters.

14. Application from teachers, supervisors and area office staff for various types of leave of absence excluding long service leave.
15. Sewing instruction in schools.

16. Reports of accidents to school pupils.

17. Inspection reports on non-departmental schools.

18. Refund of teachers' expenses in connection with school sport.

19. Conveyance subsidy applications for conveyance of pupils to school by public or private transport.

20. Correspondence in connection with special school bus services: applications for new services and extensions of present services must be approved by Head Office.

21. Follow-up action on renewal of Insurance Policies on cars used on official business.

22. Examination of applications from teachers, etc. for accommodation subsidies.

23. Rented school accommodation.

24. Dealing with applications by ex-teachers for casual or temporary employment - appoint casual teachers.

25. Approve establishment of subsidised schools.

The demarcation of inspectorial districts in the Area, as in all other areas of the State, does not accord with local governmental boundaries, but follows the principle that each Inspector of Schools has so many units, normally 230, under his supervision. Units are calculated as follows:—23

---

Material obtained when interviewing the Inspectors of Schools at Bega and Goulburn.
1. For primary and infants schools, two units for one teacher school, three units for two teacher schools, one unit per teacher;

2. For high schools, ten units for thirty teachers;

3. For other schools such as evening college, five units for an evening college.

An Inspector of Schools has his office attached to one of the schools or located in a separate public building in the main town of his inspectorate. As there is not much paper work to be dealt with, he has only a part-time shorthand-typist assistant, who is on duty one day every week, normally on Friday, because the Inspector himself moves from one school to another on other working days.

An Inspector conducts three kinds of inspection, namely, full inspection, supervisory inspection and advisory inspection. A full inspection is usually held once every four years, sometimes once every two years depending on the promotion claims of the Headmaster concerned. Apart from personnel matters, special attention is given to the following matters:-

1. Environmental condition and needs of the school and internal and external condition of the buildings.

2. Enrolment trends.

---

Material obtained when interviewing the Inspectors of Schools at Bega and Goulburn.
3. Time Table: allocation of time to subjects; placement of subjects in the school day and week.

4. The grading and placement of pupils: cases of significant acceleration or retardation; and the adjustment of pupils to class and school.

5. Staff matters: supervision of staff, staff meeting, Headmaster's comments and suggestions on staff's work, allocation of duties to staff.

6. Agencies in the school, e.g. Parents and Citizens' Association, Mothers' Club, pupils agencies such as Junior Red Cross, Gould League of Bird Lovers, Tree Wardens; also charitable work such as contributions to Stewart House, national appeals, etc. The school library - whether well-equipped and used or not.

In addition, enquiries are also made into methods of control in the school. Have pupils a share in organization and management, and in what ways? Can children work well unsupervised? Are they repressed or passive? etc.

A detailed report on a full inspection must be prepared by the Inspector of Schools, of which one copy is submitted to the Head Office, one copy to the Area Office and one copy is posted to the school and pasted in its observation book.

A supervisory inspection, which is held once every two years, concerns mainly the general educational activities of the school, particularly teaching methods and efficiency of instruction on the part of teachers. Two kinds of report must be prepared by the Inspector of Schools:
1. A general report covering the following matters -
   (a) Planning of courses and daily lessons.
   (b) Testing procedures.
   (c) Broad instructional methods and policies.
   (d) Subject standards and methods with suggestions for improvement where weak.
   (e) Extra-school activities of an educational nature, e.g. broadcasts, films, matinees, excursions, etc.
   (f) An assessment of the general efficiency of the school's instruction.

2. A report upon each teacher, specifying his or her training, years of service, status (probation, uncertificated, conditionally certificated or certificated). Reference may also be made to his or her ability to organize work and to control and inspire pupils, to methods employed, to efficiency of instruction, and to the personal qualities of the teacher.

   Three copies of the report on the general survey are provided as in the case of the report on a full inspection. As for the report upon teachers, four copies are needed, one to be lodged with the Head Office, one with the Area Office, one kept in the Inspector's office and one sent to the teacher concerned after being submitted to the Director of Education of the Area for his comment. The comment, which takes the form of a 'Memorandum to the Teacher', indicates the Director's opinion of the teacher's efficiency, and, consequently, of his or her promotion prospects.
Advisory inspection is carried out once a year during the first term of a schooling year or at another suitable time to be decided by the Inspector. In conducting an advisory inspection, the Inspector may give demonstrations in teaching for newly appointed teachers or make suggestions for improving their teaching methods. He may also help principals in solving incidental problems in connection with the administration and management in their schools. No report is prepared on an advisory inspection.

All schools, departmental or non-departmental, in his inspectorial district, except technical colleges, are under his supervision. However, with non-departmental schools he only reports on whether the standard for efficient and regular instruction as set out by the Public Instruction (Amendment) Act, 1916, and relevant regulations is maintained. Inspection of non-departmental schools is not concerned with staff matters, which are under the control of the school councils concerned.

In addition to inspections, the Inspector of Schools is often invited to attend meetings of Parents and Citizens' Associations or other school gatherings. He may give addresses or informal talks on subjects of educational interest on these occasions. He may also take these opportunities to keep contact with not only the school staff but with parents and other local residents so as to keep himself informed about
local opinion regarding educational matters in general and educational needs in particular in his inspectorate.

There are two other channels through which local opinion can be passed to the State Department of Education. First, the member of Parliament for the locality makes representations concerning local educational interests to the Minister from time to time. The member may get in touch with the Inspector of Schools before approaching the Minister or raising a question in Parliament or otherwise. In the latter case his representations are often referred to the Inspector of Schools by the Head Office for comment.

Secondly, there is, as indicated earlier, a Parents and Citizens' Association or similar association set up in every departmental school, a District Council of Parents and Citizens' Associations in each of the education areas in the State and a State-wide Federation of Parents and Citizens' Associations. Associations or District Councils have the function of making representations for individual schools or for all schools in various areas to either the Area Director of Education or the Minister for Education himself. The Federation of Parents and Citizens' Associations speaks for all Associations in the State on matters of improving State educational activities, and for this purpose it has close contact with the State education authority.
Representations made by the above-mentioned bodies are handled according to their nature. Those concerned merely with an individual school or with schools in a particular inspectorial district go first to the Inspector of Schools concerned for on-the-spot observation and solution providing he has authority to do so. Those involving more than one inspectorial district or having State-wide importance are dealt with by the Director of Education or by the Director and the Minister.

Having stated briefly the administrative set-up of education in the Area, we now look at the actual schooling position. During the last fifteen years school enrolment in the Area has expanded at a phenomenal rate. This has been due to the rapid growth of Canberra and the Wollongong-Port Kembla area, and to the inauguration of the Snowy Mountains Hydro-Electric Scheme. In 1948, there were 3 high schools, 237 primary schools, including 4 providing secondary courses leading to the Intermediate Certificate examination, with 605 teachers and a total enrolment of 21,655 students. In 1959, the schools numbered: high, 17; primary, 266 (including 9 providing secondary courses leading to the Intermediate Certificate examination). There were 1,384 teachers and 39,176 students.  

25 Figures obtained from the Department of Education.
Out of the eight inspectorial districts mentioned previously, Bega, Cooma and Goulburn Districts are within the area of this study, while the Bowral District covers the northeastern part of the Southern Tablelands Regions as well as Mittagong and Wingecarribee Shires of the Sydney Region. In May 1960, the schools in the Southern Tablelands and Monaro-South Coast Regions amounted to 168 including 5 high, 1 Intermediate high, 1 district rural, 15 primary and 8 infants, with 540 teachers and 15,250 students.\(^{26}\)

The Southern Tablelands Regional Development Committee's Recommendations Concerning Education

As has been pointed out in Chapter II, Regional Development Committees have been set up in the Monaro-South Coast Region and in the Southern Tablelands Region. It is open to these Committees to make recommendations concerning the development of education in their areas, but in fact only the Southern Tablelands Committee has done so. It recommended that:

1. A teachers' college should be established in the Region to train teachers for teaching the ever-increasing school population;

2. Full-time technical colleges should be established at all the main towns in the Region with branches at small centres;

\(^{26}\) Figures obtained from the Southern Area Office of Education.
3. An agricultural college should be established at Crookwell; and

4. Nursery schools should be established at Goulburn, Queanbeyan, Braidwood, Yass, Crookwell, Gunning, and Taralga respectively.

In addition, the Committee advocated the establishment of community centres with a wide extension of the public library service, the establishment of a scheme for adult education, and the establishment of such organizations as boy scouts, police boys' club, etc. 27

These recommendations, although quite reasonable, did not receive appropriate consideration from the State Government, because the Minister for Education thought that they would be only of limited assistance in education planning. 28 This is, perhaps, due to the fact that centralized administration is a feature of the educational system of the State and that local opinion can bring little influence to bear upon policy-making, which has inherently been in the hands of State Government.

Among the recommendations, one regarding the establishment of an agricultural college at Crookwell has been enthusiastically supported by local people. Since 1957 the Crookwell

---

28 See Chapter II.
Shire Council, in association with many interested groups, has made several representations to the Departments of Agriculture and Technical Education about the matter, but the Departments have not shown any intention of putting the recommendation into effect. Apparently there is even less prospect of the other recommendations being adopted.
Chapter V

HOUSING

Brief Historical Survey

The housing problem in Australia can be traced back well into the nineteenth century. The gold discoveries of the eighteen-fifties brought a huge influx of population and caused a mushroom growth of towns in New South Wales and Victoria, particularly the latter. As no building ordinance had been promulgated, the residential areas that sprang up within easy access of places of employment showed no appreciation of even elementary town planning techniques. Cheap, mean houses were built on small allotments and afforded little comfort or privacy to their tenants.¹

By the end of the eighteen-fifties a Select Committee was appointed in New South Wales to enquire into the living conditions of the working people in Sydney. The Committee's report revealed that 'the house accommodation of the working classes of Sydney is admitted on all hands to be deplorably bad. Even in the more recently erected dwellings the means of drainage and ventilation are almost entirely neglected ...'.²

This position seemed to be continued for the following few decades, because in the second half of the nineteenth century the rapid industrial expansion aggravated the problem of overcrowding and unhygienic workers' housing in the cities and towns. However, no positive action was taken by the Government to meet the problem until after the turn of the century.

In 1906 legislation was introduced in New South Wales prescribing minimum building standards of space, sanitation, light and ventilation with the objective of safeguarding public health.

Three years later the Workers' Dwelling Board, which administered the Workers' Dwellings Act, 1909, was established in Queensland for lending money on easy terms to enable low-income-earners to build their own homes. Bodies of similar nature were subsequently created by the other States - South Australia, 1910; Western Australia, 1912 (January); New South Wales, 1912 (November); Victoria, 1914; and Tasmania, 1919.3

The problem of housing shortage had existed for some years and the 1914-18 war and the return of the servicemen further aggravated the position. In 1919, consequently, the Commonwealth Government established the War Service Homes Commission by the War Service Homes Act, 1918, to build homes

---

for sale on easy terms and to make advances to ex-servicemen and their dependants for home purchase at less than the current interest rate.

The War Service Home Scheme marked the first participation of the Commonwealth in house-building schemes on a nation-wide scale. This was followed by the passage of the Commonwealth Housing Act, 1927-1928, which, as a money raising and money lending scheme, empowered the savings banks to advance money to prescribed Commonwealth, territorial, State or municipal authorities administering schemes for the purchase or erection of houses. By the end of 1929 loans totalling some £1.4 million were made to four prescribed authorities - Commissioner for Housing (A.C.T.), Government Savings Bank of New South Wales, State Bank of South Australia and Workers' Homes Board of Western Australia. Owing to the fact that the Housing Fund formed under the Act was almost exhausted before the depression the Act since became practically inoperative, and was finally repealed by the Commonwealth Bank Act, 1945.4

During the decade 1930-40 the State Governments took action to tackle the housing shortage which became more acute resulting from great reduction in all building in the years of

depression. In 1936 a Housing Trust was created in South Australia, and a Housing Improvement Board in New South Wales. In Victoria a Housing Commission was appointed two years later and the New South Wales Housing Commission was constituted in 1941 taking the place of the Housing Improvement Board.

In 1943, knowing that the wartime shortage of homes would be greatly increased on the return of the Forces, the Commonwealth Government appointed a Housing Commission to enquire into the existing housing position and the housing requirements during the post-war period. The Commission in its final report made, among others, the following observations:

1. A dwelling of good standard and equipment is not only the need but the right of every Australian;

2. The shortage of dwellings, including sub-standard houses needing replacement, will amount to 30,000 by January 1945, together with a normal annual post-war requirement of 40,000;

3. The Commonwealth and State Governments, local government authorities and private enterprise will need to work in co-operation to beat the housing problem;

4. The Commonwealth Government should make loans to State Housing Authorities for approved housing projects; and

5. Local government authorities should be encouraged to participate in the planning, construction and administration of housing projects, under powers delegated by the State Housing Authority.

---

It was largely the result of the Commission's findings that the Commonwealth and State Housing Agreement, 1945-56, was designed. Tasmania withdrew from the Agreement in 1950 and South Australia did not begin to operate under it until 1953.

The Commonwealth and the States entered into a Supplementary Agreement in 1955 whereby the State Governments were empowered to sell houses to tenants on easy terms.

During the period 1945-1956 the Commonwealth Government advanced £240,559,000 to the State Governments under the Agreement and 96,138 dwellings were erected. A new Housing Agreement, which has been effective since July 1956, is further encouraging private home-ownership by making a certain proportion of housing funds available to building societies and other lending agencies.

Briefly, we may assume that the housing problem in Australia emerged as early as the 'fifties of last century, but until after the turn of the century no positive measure was devised on the part of the Government to deal with it, leaving the housing activities in the hands of private speculators. The 1910's saw the introduction of legislation to raise the standard of housing. During the 1920's schemes were

---

implemented by the State and the Commonwealth Governments to provide financial assistance to low-income-earners and servicemen returning from World War I to build their own homes. In the late 1930's following the reshuffle of several State housing authorities the emphasis in State housing activities began to shift from assisting home-ownership to providing rental houses for families with modest means. This was accelerated by the carrying out of the first Commonwealth and State Housing Agreement, the main theme of which was to erect tens of thousands of houses for renting to families not in a position to purchase a home. Since 1955 the housing policy has reverted to the promotion of home-ownership. The second Commonwealth and State Housing Agreement has further reinforced the trend, because apart from advancing funds to building societies for lending to private house builders, some States, such as New South Wales and Victoria, have decided to sell about eighty per cent of the houses built under the Agreement.

**Housing Authorities**

1. Commonwealth

Housing functions were not conferred on the Commonwealth under the Commonwealth Constitution Act and as residual powers they became the province of the State administration. However, with its control of finance the Commonwealth has been
able to exert an important influence upon State housing schemes and programmes, particularly since 1945 when the Commonwealth and State Governments entered into agreement in relation to housing matters. In addition, the Commonwealth Government conducts housing schemes for its own purposes and has provided homes for ex-servicemen since 1919. Generally speaking, the Commonwealth has many housing functions beyond its control over finance. These are:-

1. The conduct of housing schemes in the Australian Capital Territory. The Commonwealth Government, through the National Capital Development Commission, the Department of Works and the Department of the Interior, provides houses primarily for rental to Commonwealth employees and to private individuals employed in the Territory.

2. The power to assist ex-service personnel to obtain homes. The Commonwealth Government set up, by the War Service Homes Act 1918-1956, the War Service Homes Commission, which operated from 1919 until 1947, when it was reconstituted as a Division of the Department of Works and Housing. In 1951 the War Service Homes Division was transferred to the Department of Social Services, and in 1956 to the Department of National Development. Those eligible are ex-members of the Australian defence forces and nursing services during the 1914-18 or 1939-45 wars, or who have served or are serving in Korea or Malaya. The War Service Homes Division makes provision for homes either under a rent purchase system or by way of advance on the security of a mortgage. Interest charges are low and the period of repayment may be extended up to a maximum of fifty years.

3. The power to take action to import building materials or prefabricated houses from overseas and to distribute them to the States.
4. The conduct of research into constructional materials for building and methods of building. These have been done by the Commonwealth Experimental Building Station, and the Building Materials Research Laboratory of the C.S.I.R.O. The former is responsible for investigations into the design, construction, performance and equipment of buildings, while the latter's work is to do research into the development, manufacture and uses of all building materials except paint, which is dealt with by the Munitions Supply Laboratories of the Department of Defence Production.

2. State

State government is constitutionally responsible for the administration of housing schemes and programmes. Each State has an authority which, apart from functioning under the provisions of the Commonwealth and State Housing Agreement (except Tasmania), is empowered to build homes or provide finance for their building, and to control private building generally. The Housing Commission of New South Wales, Victoria, Queensland and Western Australia, the South Australian Housing Trust, and the Agricultural Bank of Tasmania are the State housing authorities. In the State of Victoria, for example, the Commission has power to:

1. Build houses for letting to eligible persons;
2. Sell houses to eligible persons;
3. Make advances to any eligible person to enable him to

---

7 Housing Act (Victoria), 1937.
(a) erect a house on land owned by him;
(b) purchase land and erect a house thereon;
(c) purchase a newly-erected house or a
    house in course of erection;
(d) enlarge or improve a house on land owned
    by him.

Housing authorities of the other States have somewhat similar functions. In addition, the State Governments, through advances by Government banks and the exercise of certain guarantees of the operations of private Co-operative Terminating Building Societies, offer further assistance in making finance available for the erection and purchase of houses. The Rural Bank of New South Wales, the State Savings Bank of Victoria, the State Bank of South Australia, etc., are the main lending institutions which make advances to eligible applicants for housing purposes. As for the building societies movement, it has been successful in New South Wales and Victoria but in the other States, Starr-Bowkett societies operate and the State Governments do not guarantee their borrowings. The building societies, with the guarantees given them by the Government and their supervision by the Registrar of Co-operatives thus giving them the status of bodies implementing public housing policy, have made a considerable contribution towards solving the housing shortage problem and raising the housing standards in the two populous States.
3. Local

Municipal and Shire Councils in some States have certain powers to engage in housing activities. In New South Wales, for example, Councils previously had power under the Local Government Act, 1919, to implement housing schemes, but because of shortage of funds these were limited to the provision of homes for their employees (usually for rent rather than purchase). In 1945 the Government introduced legislation to facilitate the raising of loans by Councils for housing purposes, and the Housing Commission offered to assist with technical advice in regard to site planning and architecture and to make available some of the materials set aside for Government housing projects. Thus, many local authorities have since been able to embark on housing schemes on a larger scale. The largest and most well-known project was undertaken by the Ryde Municipal Council in Sydney, where about £2.7 million was spent between 1945 and 1956 in building houses and making advances.

Next, the Councils' more important powers and functions in connection with housing lie in their administration of building regulations, which deal with such matters as the

---

size and healthiness of allotments, the preparation of the site to be occupied by a building, the space outside windows on the boundary line, construction materials, height and thickness of walls, drainage, lighting and ventilation, the size of rooms, etc. Before any construction can begin an application for a permit, together with the plans and specifications of the house, must be submitted to the Council.¹⁰

In certain municipalities or shires, where town or country master plans are being carried out, for control of future development areas are zoned so that house building is forbidden in some parts. In order to maintain a certain standard of housing structure, some Councils have prescribed 'brick areas', in which only houses with outer walls of brick may be erected, on the assumption that a brick house is superior to a timber house.

In addition, a Council may enforce the repair or demolition of ruinous buildings and has powers and responsibilities to conduct slum clearance and to re-house the people whose houses are located in slum areas.

¹⁰ Ordinance No. 71 (Building Regulation) under the Local Government Act, 1919, N.S.W.
Administration of Housing in New South Wales

1. Preliminary

Although a brief historical account of the housing administration in Australia has been given, a more detailed look may be taken at this stage at the development of housing activities in New South Wales. As we have seen previously, following legislation passed in 1906 providing for minimum building standards, the New South Wales Government adopted its first Housing Act in 1912 and appointed a Royal Commission almost at the same time to enquire into measures that might be introduced to provide housing for workers. In pursuance of the Act, which provided for the purchase, resumption and appropriation of land and for the construction and maintenance of certain buildings and works, and their use or disposal, the Housing Board of New South Wales was set up, and undertook, among other things, the erection at Dacey Gardens of a model garden village. However, the project was not fully completed and the Government decided in 1924 to abolish the Housing Board after it had erected 818 dwellings and provided advances in respect of 516 properties.11

The 1912 Royal Commission, in its report, stated that the housing shortage was due 'partly to the fact that population is rapidly increasing and private enterprise is backward

in supplying the demand for houses'. It envisaged housing as a field for local government activity and, consequently, in the Local Government Act, 1919, powers covering the erection of homes were delegated to Councils.\footnote{Notes taken from archives of the Housing Commission of N.S.W.}

During the period 1924-1937, Government assistance to home-seekers mainly took the form of advances through the Government Savings (now through the Rural) Bank, and meanwhile great encouragement was given to the development of co-operative building societies.

In 1937 the Housing Improvement Board was constituted under the Housing (Improvement) Act, 1936, to report upon unsatisfactory housing conditions and to devise plans for improvement. In the following year the Board was empowered to undertake the construction of fifty-six flats at Erskineville Park.\footnote{Notes taken from archives of the Housing Commission of N.S.W.}

A Ministry of Housing was established in May 1941, and in November of that year, the Housing Act, 1941, was passed providing for the constitution of the Housing Commission of New South Wales. Comprising a full-time salaried chairman and four other members remunerated by fees, the Commission took
over the functions of the Housing Improvement Board and most other housing activities which were then being administered by the Rural Bank. It is responsible for the administration of the State housing schemes and for the provision of financial assistance for home builders under the Housing Act, 1912-55. The Commission is also empowered to purchase and resume land upon which to erect buildings for residential, business or other purposes, make surveys of housing conditions, recommend local government building ordinances, and undertake the manufacture, purchase and supply of building materials. On top of these, the Commission's principal function since 1945 has been the administration of the Commonwealth and State Housing Agreement, which will be described below.14

The newly appointed Commissioners took their offices in early 1942 when Australia was mobilising for war and the Government concentrated most of its manpower and materials on defence activities with the building and construction industry greatly curtailed. It was not until the end of 1943 that the war position permitted the resumption of housing construction on a limited scale.

In the meantime, the Commonwealth Government realized the nation-wide problem of housing shortage which was bound to be more acute in the post-war period and a Commonwealth

---

14 Notes taken from archives of the Housing Commission of N.S.W.
Housing Commission to enquire into the problem was appointed in April 1943. The Commission's findings, as we pointed out earlier, led to the conclusion of the Commonwealth-State Housing Agreement, 1945. Since then the Housing Commission has been in a better position to embark on its plans for an extensive home building programme.

2. Government Schemes

The home building programme carried out by the Housing Commission of New South Wales includes:

1. The erection of permanent homes under the Commonwealth-State Housing Agreement. According to available statistics, 37,718 dwellings were completed under the first Agreement, and up to June 1959 11,618 have been completed since the commencement of the second Agreement. The Commission is concerned mainly with land acquisition, site planning, designs and other architectural matters, while the major portion of actual construction work is handled by private contractors and by day labour work force of the Department of Public Works.

2. The provision of financial assistance to home builders. Under the Housing Act, 1912-55, the Housing Commission is empowered to provide finance to persons for the erection of homes on their own land, for the purchase of existing dwellings or to effect repairs or improvements to their homes. There were 779 houses erected under this scheme, but in recent years no advances have been made because of limited funds available in this direction.

3. To sponsor home building schemes to be undertaken by Government and semi-Government bodies such as Rural Bank of New South Wales, War Service Home Division, Local Government Councils, Metropolitan Water, Sewerage and Drainage Board, Department of Lands (War Service Land Settlement Scheme), Department of Conservation, Water Conservation and Irrigation Commission, Department of Railways, Hospitals Commission of New South Wales, and Department of Tourist Activities and Immigration. During the period 1945 to 1952, 10,630 dwellings were completed under the Housing Commission's sponsorship.

4. To provide emergency accommodation for persons evicted from private dwellings or living under extremely adverse conditions and for those who lose their homes because of floods or bushfires. The Commission operates many Community Housing Centres in the Sydney Metropolitan area and in certain country centres for this purpose.

5. To conduct the homes sales scheme. Before the Supplementary Agreement was entered into by the Commonwealth and the State Governments in April 1955, the State Housing Commission had erected 100 houses for sale on extended terms. The Supplementary Agreement permitted the Commission to sell the houses built under the Commonwealth-State Housing Agreement to tenants. Under the second Housing Agreement, the Commission has decided that eighty per cent of houses erected after 30th June 1956 are offered for sale to further the policy of home-ownership. The number of houses sold under the Agreement totalled 4,709 by June 1958.

3. Non-Governmental Activities

In addition to the above-mentioned housing schemes operated by the Housing Commission, there are some other bodies which provide financial assistance to individuals for the building and purchase of homes. Among them the Commonwealth Savings Bank, the Rural Bank of New South Wales and
co-operative building societies play an important part in private home-building activities. 16

1. The Commonwealth Savings Bank provides loans to individuals on credit foncier terms (i.e. payment of interest and repayment of principal in periodical instalments), and also finances Government-guaranteed building societies. Direct credit foncier lending is for the erection of homes or the purchase of homes not previously occupied. The maximum loan is set at £1,750 (seventy-five per cent of the Bank's valuation). The maximum term of loans is thirty-two years with interest rate of five per cent. The advances to building societies will be discussed below.

2. The Rural Bank of New South Wales provides assistance to individuals for the erection or purchase of homes or the discharge of mortgages on homes and other approved purposes associated with homes. The Bank can lend up to £1,800 or eighty per cent of valuation with interest rate of five and a half per cent. Loans have been made on a credit foncier basis, with maximum terms up to thirty years.

3. Co-operative building societies are classified as -

(a) permanent;

(b) Starr-Bowkett societies; and

(c) co-operative terminating societies.

These societies have a long history of development while the third type have been by far the most important ones in New South Wales. The expansion of the co-operative terminating societies began in the eighteen-seventies but it was not until the nineteen-thirties that the Government commenced to sponsor and guarantee their activities, when the New South Wales Parliament passed the Housing Improvement Act in 1936 providing that it was a

---

16The Official Year Book of N.S.W., 1957, pp.689-91.
definite function of the State to advise and assist actively in the formation and operation of co-operative building societies. The Government agreed to supervise the activities of these societies and guarantee the repayment of the funds they borrowed.

On joining a society, the member takes up the number of shares which corresponds with the amount he intends to borrow. The society obtains funds from outside sources such as banks, insurance societies, and other approved bodies and makes advances to members up to eighty per cent of the value of the security offered. The rate of interest on building society loans is generally five per cent. When all shares have been advanced and external obligations have been met, the society is wound up. The nominal life of most societies formed since April 1956 is twenty-six years.

Commonwealth-State Relationships in Housing

The relations between the Commonwealth and the State on housing administration lie essentially in the provisions of the 1945 and 1956 Commonwealth-State Housing Agreements. As pointed out earlier, the first Housing Agreement was a direct outcome of the recommendations made by the Commonwealth Housing Commission. Features of the Agreement were:

---

17 Commonwealth and State Housing Agreement Act, 1946.
1. The State was required to ensure that adequate legislation existed for the control of rental housing projects under the Agreement, slum clearance and town planning (Clause 3).

2. The State was also required to establish maximum and minimum standards and to advise the Commonwealth thereof in matters such as building allotments, accommodation, construction, equipment and services and to allocate dwellings between metropolitan and country areas on a basis agreed upon between the Commonwealth and the State (Clauses 4 and 5).

3. One of the most important Clauses was Clause 6 which provided that the Commonwealth advance to the State the money required for carrying out the State's housing projects and the State was to repay the Commonwealth by equal annual instalments of principal and interest over a period of fifty-three years from the date of advance and that each advance was to bear interest at a rate not exceeding that payable in respect of the latest Commonwealth loan at the date of the advance.

4. The State was required to notify the Commonwealth of all housing projects including particulars of the nature, type and estimated cost of each dwelling, which it proposed to commence. The State was also required to report progress to the Commonwealth and to notify the actual cost and economic rental of each dwelling completed (Clause 7).

5. The Agreement required the Commonwealth to assist the State to obtain building materials and labour (Clause 8).

6. The State was required to allocate dwellings amongst persons in need of proper housing and to allocate a certain percentage to serving and discharged members of the services or their dependants (Clause 9).

7. The Agreement set out the method to be followed in calculating economic rentals, i.e. the rents were to be sufficient to meet repayments by the State to the Commonwealth of the capital cost of each dwelling
with interest and of the annual amortization plus current outgoings such as the cost of maintenance, administration, rates and taxes, vacancies and defaults, and insurance (Clause 10 and Schedule 1).

8. The Agreement introduced a rental rebate scheme whereby a family whose income equalled the basic wage should not be asked to pay more than one-fifth of that income in rent, regardless of the economic rent of the dwelling. As the family income rose above or fell below the basic wage, the rebate allowed was decreased (by one-third of the excess) or increased (by one-quarter of the difference). The minimum rental under the rebate scheme was 8/- per week (Clauses 11 and 12).

9. The Agreement provided for the sale of homes to tenants in cash (Clause 14).

10. The Commonwealth Government was to bear three-fifths and the State two-fifths, of all losses sustained by the State in connection with the administration of its housing projects on an annual basis (Clause 15).

It is clear that the Agreement aimed at financing State housing projects by the Commonwealth so as to provide homes for rental at rates within the capacity of lower-paid workers. The Commonwealth, by extending financial assistance, exercised, to a considerable extent, supervision over the State housing administration. The provisions of the Agreement for slum clearance, the enhancement of housing standards and the suitable distribution of houses between metropolitan and country areas to facilitate the decentralization of population and industry were other purposes.
A total of 37,718 dwellings was completed under the Agreement in New South Wales. The Housing Commission paid a high tribute to the Agreement on winding up its ten-year (1946-56) large-scale housing activities. It said:-

'The Agreement can be regarded as the first practical recognition, at the level of National Government, of the social importance of housing and of the necessity to provide opportunity for all citizens to be satisfactorily accommodated even though such action involve Governments in financial loss ... It must be recorded as a memorable document the benefits of which are directly enjoyed by more than 155,000 persons throughout the length and breadth of this State ... The advantages in the advancement of the general social and economic welfare of the community thus derived cannot be measured solely in the purely physical terms of the actual dwellings provided.'

1. Supplementary Housing Agreement

The 1945 Commonwealth-State Housing Agreement related primarily to rental projects and contained no special encouragement to tenants to buy their own homes. Consequently, in April 1955, the Commonwealth and the State entered into a supplementary agreement, the purpose of which was to allow the sale of homes on terms. The terms were:-

---

19 Commonwealth and State Housing Agreement Act, 1955.
1. A minimum deposit of five per cent on the first £2,000 of the purchase price plus ten per cent of the remainder.

2. Tenants could be credited with an amount equal to that portion of the rent they had already paid which represented repayment of principal. They would be entitled to apply this credit in reduction of the deposit required provided that at least five per cent of the sale price was paid in cash.

3. The rate of interest charged to a purchaser would be four and three-quarter per cent per annum. Maximum repayment period extended over forty-five years.

4. The balance of purchase price remaining after payment of the cash deposit and credit of repayments of principal was not to exceed £2,750.

This Supplementary Agreement represented the most favourable terms. The low deposit required and the fact that tenants were able to count as part of their deposit a proportion of the rent they had already paid brought home-ownership within the reach of almost every family occupying a Housing Agreement house.

2. The Second Commonwealth and State Housing Agreement

At the expiration of the 1945-56 Housing Agreement in June 1956, the Commonwealth and the State entered into a new Agreement immediately under which added emphasis was placed on the construction of homes for private ownership. Features of the new Agreement are:

20

Commonwealth and State Housing Agreement Act, 1956.
1. The Commonwealth Government will provide finance to the State over a period of five years ending 30th June 1961 for the erection of dwellings.

2. For the first two years of the Agreement, twenty per cent of the money allocated to the State is to be advanced to building societies and other approved institutions for lending to private house builders. In the third and subsequent years of the currency of the Agreement this proportion is to be increased to thirty per cent.

3. The remaining eighty per cent (last three years seventy per cent) of the allocation to the State may be used by the State for the erection of houses for either rental or sale. The State determines the type of houses to be erected, their location and the selection of tenants. It also fixes the terms of selling.

4. In any one year, the Commonwealth may specify that an amount not exceeding five per cent of the money referred to in (3) above be set aside for the erection of houses for serving members of the defence force nominated by the Commonwealth. The Commonwealth will provide supplementary advances to the State equal to the amount set aside for this purpose.

5. Each advance of money and interest thereon is to be repaid in equal annual instalments within a maximum period of fifty-three years from the date the advance is made. Interest on advances made in the years 1956-57 and 1957-58 shall be the long-term bond rate less

\[(a) \text{ three-quarters of one per cent per annum, if the long-term bond rate does not exceed four and a half per cent; and} \]

\[(b) \text{ one per cent per annum, if the long-term bond rate exceeds four and a half per cent.} \]

In respect of the subsequent years, the interest rate is left for agreement between the Commonwealth and the State, or in default of agreement, as determined by the Commonwealth, but not exceeding the long-term bond rate less three-quarters of one per cent.
The principal features of difference between the two Agreements lie obviously in the diversion of funds to building societies without increasing the State loan allocation; increase in the interest rate on loan funds; the elimination of the rental rebate provision for low income families in respect of which both Commonwealth and State Governments previously had a joint responsibility; and the necessity for setting aside a proportion of the houses built under the Agreement for serving members of the defence forces.

As the conditions under the new Agreement are less favourable than those contained in the original one, the State Government showed some reluctance to accept it. The Commonwealth, on the other hand, took its stand quite firmly, because it was insisted that more opportunities should be made for people to own their homes, and this could be achieved more easily by financing building societies, which had been a growing instrument in providing homes, but they depended for finance upon the banking system and other sources.21

For encouraging home-ownership the State Government had decided that as a consequence of the new Agreement not less than eighty per cent of the houses built under it should be disposed of under easy terms. They are: deposit £50; repayment

of balance, forty-five years; interest, four and a half per cent per annum. Up to twenty per cent of dwellings constructed, excluding those built for defence personnel and which must be rented, will be available for rental at the new scale of economic rentals not subject to rebate, and families unable to pay an economic rental will need to be satisfied from vacated 1945 Agreement dwellings. 22

The Co-operation of State Housing Authority and Local Councils in the Operation of Housing Schemes

Strictly speaking, there is little direct administrative relation between the Housing Commission and the various local councils in connection with housing activities. In so far as local governing bodies are empowered by the Local Government Act, 1919, and its Amendment, 1945, to conduct housing schemes, they have full authority and responsibility to carry out the provisions and the Housing Commission is not in a position to supervise them in any respect. They can make decisions about plans and designs of houses they are going to build according to the provisions of building regulations which are entirely under their jurisdiction. In the case of carrying out Commission-sponsored programmes by local councils, the administrative arrangements between the two

parties were based on mutual co-operation, because the Housing Commission provided technical assistance and helped councils in getting building materials while councils were responsible for actual construction work.

Nevertheless, the Housing Commission does have something to do with local councils when it expands its housing schemes in their areas. In the first place, local councils are always asked by the Housing Commission to conduct housing surveys and to provide other information for the Commission's consideration in deciding its expanded programmes. Councils are first informed when the Commission takes steps to acquire land for building sites. This is to ascertain that the acquired land is located in the zoned residential areas defined by the master plans of councils.

Secondly, as councils are the town planning authorities in their respective areas and are, consequently, responsible for carrying out the relevant provisions of the Local Government Act, the standards established by councils for opening new roads and sub-dividing land are complied with by the Housing Commission when it does the site planning for housing construction. Needless to say, all provisions contained in the building regulations are bound to be followed in drawing plans and designs.
The usual practice is this: provided that the area of land the Commission wishes to develop is within a zoned residential area the Commission is not required to seek the council's approval to any sub-divisional plan it may prepare. Copies of the Commission's plans are, however, supplied to the council for its information. The Commission does not submit its building plans and specifications to councils for examination as local residents do when applying for home-building permission, but in certain cases the two authorities may need to exchange views on one aspect or another. For example, the Commission is sometimes asked to give consideration to councils' decisions as to the class of buildings desirable in particular areas.

Thirdly, the expansion of the Housing Commission's projects increases, in most cases, local councils' financial burden, because councils have the responsibility of extending the utility services to the proposed residential area. It is essential that negotiation between the Commission and local council concerned regarding these services must be sought before the construction work commences.

In addition, the Housing Commission may be asked by the Local Government Department to make recommendations regarding the provisions of building regulations which are administered by local councils.
Housing Activities in the Southern Tablelands and Monaro-South Coast Regions

1. Housing Administration in the Two Regions

It was pointed out in Chapter III that following the expansion of its housing construction from the Sydney Metropolitan area to other major towns and country areas, the Housing Commission began, toward the end of the 1940's to create a series of district and local offices to assume the responsibilities of controlling construction and estate management activities locally. The Wollongong District Office, which was established in June 1949 is responsible for housing functions in an area of approximately 20,000 square miles, comprising the Monaro-South Coast, Southern Tablelands and Illawarra Regions and the Municipality of Bowral, the Shires of Wingecarribee and Mittagong of the Sydney Region. Five years later a local office was set up at Goulburn. At other major towns such as Bega, Cooma and Eden, the District Office has its agent to handle matters relating to rental collection and management of properties.

A Tenancy Advisory Committee is formed at each town and country centre where there is a Housing Commission property.

2. Home-building in the Two Regions

The construction of houses in the district was commenced several years before the establishment of district and local offices. In 1944 the Housing Commission acquired private land
for building lots at Port Kembla. Many sites of land were successively secured by the Commission at other towns such as Bega, Cooma, Goulburn, Queanbeyan and Yass in the following years. Usually, construction activities followed the acquisition of land and by June 1947 fifteen dwellings were completed at Goulburn, and home construction was in progress at Bega and Cooma.23

As building materials and manpower were limited and there were difficulties in arranging contracts in country areas during the post-war years, the progress of home-building in the country areas was not satisfactory. Nevertheless, with the Housing Commission following the State policy of decentralization of population and industry, since the beginning of the 1950's the construction programme in the highly industrialized Wollongong-Port Kembla area has been well under way. Towns and country centres in the Regions of study have also been allocated many permanent homes, although they are still far from meeting local needs. By the end of June 1959, 228 homes were completed or under erection in the Monaro-South Coast Region, 692 in the Southern Tablelands Region. The distribution of these homes in the two Regions is as follows:24

---

24 Figures obtained from the Housing Commission of N.S.W.
<table>
<thead>
<tr>
<th>Monaro-South Coast Region</th>
<th>Southern Tablelands Region</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bateman's Bay ... 1</td>
<td>Binalong ....... 4</td>
</tr>
<tr>
<td>Bega .................. 85</td>
<td>Braidwood ...... 14</td>
</tr>
<tr>
<td>Bombala .............. 10</td>
<td>Bungendore .... 7</td>
</tr>
<tr>
<td>Cooma .................. 103</td>
<td>Captain's Flat 1</td>
</tr>
<tr>
<td>Eden .................. 20</td>
<td>Crookwell ...... 25</td>
</tr>
<tr>
<td>Moruya ................ 8</td>
<td>Goulburn ......437</td>
</tr>
<tr>
<td>Narooma ............... 1</td>
<td>Gunning ...... 7</td>
</tr>
<tr>
<td></td>
<td>Marulan ...... 5</td>
</tr>
<tr>
<td></td>
<td>Queanbeyan .... 134</td>
</tr>
<tr>
<td></td>
<td>Yass ............. 58</td>
</tr>
<tr>
<td><strong>Total .................. 228</strong></td>
<td><strong>Total ............. 692</strong></td>
</tr>
</tbody>
</table>

A passing reference may be made to the special development of housing at Cooma, the biggest town in the Monaro-South Coast Region. Cooma was selected as the site for the headquarters of the Snowy Mountains Hydro-Electric Authority in 1949. Shortly before the construction of the Scheme commenced the Authority began to erect its headquarters township on the outskirts of Cooma. This included the construction of cottages, hostel accommodation, township facilities and office buildings for housing the staff and workmen of the Authority. By the end of June 1959 some 700 houses had been completed under the Authority's own programmes.\(^{25}\)

\(^{25}\) Figures obtained from the Snowy Mountains Hydro-Electric Authority.
Some local government authorities in the two Regions also undertook or are undertaking housing schemes for their own employees or for sale on terms. The Goulburn City Council erected several dwellings costing £40,000 for housing its abattoir staff some years ago. The Snowy River Shire Council has been operating a home-building scheme at Berridale under which an applicant who has his own block of land and pays a deposit of £50 is given an advance by the Council. The Crookwell Shire Council constructed some houses for sale on a long-term repayment basis. However, these schemes will not go very far for the reason that councils have been unable to obtain approval from the Department of Local Government to borrow money to continue their projects.  

3. The Allocation of Homes

Reference was made to the main functions of district and local offices of the Housing Commission. Among these functions - the supervision of construction programme, property management, including maintenance, and rent collection - something may be said about the allocation of homes which is the most important phase of local housing administration.

To begin with, at each town and country centre a Tenancy Advisory Committee is functioning with housing officers to allocate completed homes to applicants.

---

Data obtained from the City or Municipal Council concerned.
A Tenancy Advisory Committee consists of four to eight local residents who, because of their intimate knowledge of local conditions, are best suited to consider the applications for housing in the town or country centre. For example, the Goulburn Tenancy Advisory Committee comprises the following members:

1. An Alderman of the Goulburn City Council;
2. A representative of the Goulburn Women's Association;
3. A representative of the Goulburn Trades and Labour Council; and
4. A representative of the Goulburn Returned Services League

An inhabitant who wishes to apply for tenancy of a Housing Commission home must complete a form, Application for Tenancy, to furnish the Commission with information in detail about his occupation, the composition of his family, present accommodation, etc., and lodge it with the nearest district or local office. The office concerned will in due course send a housing officer to investigate the case in the light of the information given by the applicant. The investigating officer will then report his findings to the office and recommend whether the application be accepted. His recommendation is normally based on overcrowding, conditions of premises, divided family, or order of Court to vacate.
All applications together with investigating reports go to the Tenancy Advisory Committee's meeting. If the meeting adopts the investigating report, the applicant's name will be on the waiting list. The meeting often rejects applications or sometimes decides that a further investigation be made.

There have been not less than eighty per cent of Housing Commission homes being offered for sale since the commencement of the second Commonwealth-State Housing Agreement, and each applicant, after being admitted to the waiting list, will be asked by the office whether he desires to be considered as a purchaser.

At the present time, an applicant for tenancy has to wait for two to two and a half years to be allotted a house, and for purchasing one year less.

In addition, applications for transfers to either larger or smaller accommodation, because of increase or decrease in the family, or for mutual exchanges of tenancy between Commission tenants are also determined by the Committee.

In order to meet cases of extremely urgent housing need, a Committee may recommend an applicant as being a case of extreme hardship whose housing need is greater and more deserving than that of all other persons who have lodged earlier applications for accommodation in a town or country centre, and a permanent home will be directly allotted to him out of normal priority.
A Tenancy Advisory Committee also has the right to make recommendations in relation to the operation of the housing scheme in its area. In fact, it is mainly concerned with the allocation of Commission homes to eligible applicants in a fair manner. In other words, it is responsible to see to it that applicants who are in great need of accommodation should be housed according to priority. To a lesser degree, a Committee can suggest, through the district or local office, to the Housing Commission how many dwellings need to be erected in its area. This is one of the channels through which local people express their opinion about the expansion of the State housing programme.

Local government councils also make representations on behalf of people in their areas to housing authorities regarding the housing problem. They may instruct their representatives on the Tenancy Advisory Committees to move resolutions when the Committee meets or to approach directly the district or local office of the Housing Commission.

A more effective means of seeking new home-building in a town or village lies in the pressure a local member of Parliament can make. One notices that more houses are constructed at Goulburn, Cooma, or Queanbeyan after a series of questions raised by L.J. Tully\textsuperscript{27} or J.W. Seiffert\textsuperscript{28} in Parliament.

\textsuperscript{27} Member of the Legislative Assembly for Goulburn.
\textsuperscript{28} Member of the Legislative Assembly for Monaro.
However, because of limited funds and other difficulties sometimes a deputation may need to be made several times during several sessions.

It is maintained that the Commission's decision in connection with the distribution of houses in country centres and villages is made after consideration of several important factors such as population, rural and industrial development, local building potential and other relevant matters. To what extent these factors have actually been considered by the Commission when deciding that so many dwellings should be erected at one centre or another, or whether it follows any definite policy at all, is quite hard to measure. Although it is often heard that the Commission has always directed particular attention to its country programme for providing adequate housing in country centres so as to help implement Government's policy of decentralization of population and industry, it is doubtful how far such a policy has been carried out. Some people even incline to think that the Government is pursuing its policy of building up cities, because up to the end of 1957, seventy-eight per cent of Commission homes completed and eighty-seven per cent of those under construction were in the Sydney, Newcastle and Wollongong areas. 29 Perhaps we do not need to justify the accuracy

29 The N.S.W. Housing Shortage, a Research Bulletin, published by the N.S.W. Division of the Liberal Party of Australia, February 1958, p.6.
of the statistics cited, but in any event it may be said that in the distribution of houses the metropolitan areas have been more or less favoured by the Commission at the expense of country areas. Against this background we may look at the present housing position and its possible future solution in the two Regions.

4. Housing Position and Recommendations of the Regional Development Committees

The Commission's housing programme in the Monaro-South Coast and Southern Tablelands Regions in the last decade gives no reason for complacency. A comparison of the housing statistics of 1951 and 1959 will support this view. By June 1951 dwellings completed or under construction numbered 103 and 303\(^3\) in the Monaro-South Coast and Southern Tablelands Regions respectively, and by June 1959 the figures were 228 and 692.\(^3\) This reveals that in the past nine years the Commission built less than five hundred houses in the two Regions, whilst the population increased by about 8,300\(^3\) in the same period. The exact figure of present housing demands

---

31 Ibid.
32 Figures obtained from the Premier's Department, N.S.W.
in the two Regions is not available, but in general the position is as acute as elsewhere in the State. The Southern Tablelands Regional Development Committee pointed out in its Report on the Possible Future Development of the Region, that 'of all the problems in the Region, the provision of adequate housing is by far the greatest'. Apart from Braidwood, where there existed a reasonably satisfactory position because of a boom of private building industry, the other municipalities and shires including Goulburn, Queanbeyan, Yass, Yarrowlumla, Crookwell, Gunning and Mulwaree all have a very keen need of houses.

However, the Committee did not rely heavily upon the Commission for the solution, because it was aware of the fact that 'although the Commission will continue in its efforts to meet the requirements of country areas, it must be realized that these efforts are limited by such factors as the amount of finance available to the Commission and also the local building potential, and further that in planning activities in any particular centre or region, the needs of these areas must be considered in relationship to the overall requirements throughout the State. It will therefore be seen that State help is but limited in providing homes.'

The Committee estimated that if the Region is to carry a population of 250,000, which is the highest target for the
development of the Region, there will be required approximately 62,500 dwellings, compared with the present population of about 55,000 with dwelling units of about 13,000.33

Unfortunately, the Committee failed to make any concrete suggestion in this regard. It only suggested that State departments having district offices in the Region should provide homes for their senior employees and that large manufacturing and commercial interests and graziers should be encouraged to establish housing schemes for their employees.

The Monaro-South Coast Regional Development Committee left out any review of the housing position from its report, for some unknown reason. It merely touched on the problem of providing modern hotels and boarding houses so as to develop the tourist industry in the Region.

As the Southern Tablelands Regional Development Committee took a pessimistic view of tackling the housing problem in the Region and made no greatly constructive recommendation to solve it, its report, so far as housing is concerned, has had negligible influence. As for those suggestions regarding providing accommodation for departmental employees in the Region and encouraging large manufacturing and commercial interests to operate housing schemes, no step has been taken to put them into effect.

Chapter VI

PUBLIC HEALTH

Brief Historical Survey

Like education, public health was an established function well before federation. Although a Quarantine Act was introduced in 1832 in New South Wales and the appointment of Australia's first public health officer was made in 1838, health administration before 1850 was spasmodic and ineffectual. The discovery of gold, which brought a huge influx of population, entirely altered the social and sanitary conditions and various colonial governments began to recognize the importance of regulating public health. In 1854 the first specifically public health act in Australia was passed in the Colony of Victoria.¹

With the passage of the English Public Health Act of 1875, interest in promoting public health measures in Australia was further stimulated during the decade 1880 to 1890. The smallpox epidemic in New South Wales resulted in the passage of the Infectious Diseases Supervision Act of 1881, which created the Board of Health. The Dairies Supervision

Act was enacted in 1886 to impose measures of sanitation on dairies. The Medical School in the University of Sydney was also established in this period.  

In 1894 the Noxious Trades Act and in 1896 the first Public Health Act were successively passed in New South Wales. A new Public Health Act of 1902 gave more defined authority to the Board of Health and a public health laboratory came into being almost at the same time. In April 1914 a separate ministerial portfolio for the Department of Public Health was instituted. This was an important step in connection with the reorganization of the State health administration, and in 1915 the Public Health (Amendment) Act was passed to extend the powers of the Department."^  

In 1907 the Department of Public Health commenced medical inspection of the children attending State schools in an effort to prevent the spread of epidemic diseases, and to check children's ailments in the early and curable stages. Inspections were first inaugurated in some more populous centres of Sydney and Newcastle, and then extended to a number of inland towns."^  

The following two decades saw fresh problems of national health arising, to tackle which called for a nation-wide

---

2 Ibid., p.333.  
3 Official Year Book of N.S.W., 1915, p.459.  
4 Ibid., p.474.
machinery and an extended national policy. In the first place, the medical examination of recruits for the services during World War I focused attention upon national health standards and brought an increased realization of the significance of the control of social diseases. Secondly, the problem of the rehabilitation of the physically disabled in the post-war period became a national one. Thirdly and lastly, there occurred three major epidemics - smallpox in 1913, influenza in 1919, and plague in 1921, to meet which called for nation-wide collaboration. It became clear that no effort should be delayed in the development of a broader public health service and the establishment of more adequate machinery at both the Commonwealth and State levels.

These facts led to the creation of the Commonwealth Department of Health in 1921 which absorbed the Quarantine Service of the Commonwealth established under the Quarantine Act of 1908. In the meantime, the new Department took control of the Institute of Tropical Medicine at Townsville in Northern Queensland and developed the Commonwealth Serum Laboratories to manufacture biological products required for both human and veterinary use.5

In 1925 a Royal Commission on Health was appointed by the Commonwealth to enquire into and report upon public health as a matter for legislation and administration by the Commonwealth in conjunction with the States. Recommendations over a wide field were made by the Commission, the most important ones being the setting up of a Federal Health Council, the provision of specialist training for public health personnel and of increased facilities for medical research, and considerable expansion of Commonwealth health administration, including the provision of subsidies to the States for expenditure on health and the setting up of divisions to investigate and control such diseases as tuberculosis.  

These recommendations were soon translated into action and in 1927 the first Federal Health Council was organized in Melbourne. Three years later the Institute of Tropical Medicine was transferred from Townsville to the University of Sydney to be merged with the newly established Australian School of Public Health and Tropical Medicine.

The next fifteen years saw rapid expansion of public health services and increased administrative co-operation between the Commonwealth and the States in dealing with health

---

6 Ibid., 1925, p.518.
7 Ibid., 1928, p.520 and 1931, p.356.
matters. A wide range of surveys into various public health fields such as the control of tuberculosis, leprosy, hookworm, cancer and venereal diseases, were conducted. Investigations were also made into aspects of maternal and infant mortality and reports submitted on the notification of infectious diseases, the control of dangerous drugs, and problems of industrial hygiene.

In 1937 the Federal Health Council was renamed as the National Health and Medical Research Council and its powers and functions broadened to enable the Commonwealth to interest itself more extensively in the field of research and to ensure closer co-operation between State and Commonwealth health agencies.

Apart from research activities, the National Health and Medical Research Council initiated two campaigns of great importance, i.e. the National Fitness Campaign and the National Campaign against Tuberculosis.

Since 1940 the National Fitness Campaign, which is administered by a small division in the Commonwealth Department of Health, has been responsible for the development of specialist training at university level of teachers of physical education, the extension of modern physical education methods in schools.8

As for the National Campaign against Tuberculosis, a Division of Tuberculosis and a National Tuberculosis Advisory Council were created to be associated with the Commonwealth Department of Health by the Tuberculosis Act, 1945-1948, which also authorized the Commonwealth to enter into an agreement with each State for the provision of facilities for the diagnosis, treatment and control of tuberculosis.\(^9\)

The Immigration Medical Service and health services in the Northern and Australian Capital Territories were expanded during the post-war period. The Flying Doctor Service, which provides for medical care of the people in the most remote and isolated areas in the outback, was also developed.

With the increasing tendency on the part of the Commonwealth Government to take the lead in problems of health and social welfare, the question arose of the limitation of the powers of the Commonwealth in public health administration under the Commonwealth Constitution. Following the passage of the Pharmaceutical Benefits Act, 1944-1945, a challenge in the High Court made it clear that the Commonwealth was exceeding its constitutional powers, and the matter was submitted to a people's referendum in September 1946.

The result of the referendum led to an amendment to the Constitution to extend the powers of the Commonwealth Parliament 'to make laws for the peace, order and good government of the Commonwealth with respect to ... the provision of maternity allowances, widows' pensions, child endowment, unemployment, pharmaceutical, sickness and hospital benefits, medical and dental services (but not so as to authorize any form of civil conscription), benefits to students, and family allowances.' This expansion of power, combined with the financial strength of the Commonwealth, opened up new opportunities for the development of national health services on a more comprehensive scale.10

Two years after the referendum the Commonwealth Parliament passed the National Health Services Act of 1948, under which regulations governing the Pensioner Medical Service and Medical Benefits Scheme were successively promulgated and put into effect. In 1950 and 1951 the Free Milk Scheme and Hospital Benefits Scheme were implemented following the passage of the State Grants (Milk for School Children) Act and the Hospital Benefits Act. In 1953 a consolidated national health benefits measure, the National Health Act of 1953, providing for the Medical Benefits Scheme, the Hospital

---

10 Commonwealth Year Book, 1947, pp.64-5.
Benefits Scheme, the Pensioner Medical Service, Pharmaceutical Benefits and Pharmaceutical Benefits to Pensioners was passed.  

In recent years the scale of some of the benefits mentioned was broadened and new measures such as Commonwealth contribution toward the cost of maintaining patients in mental institutions were adopted. Details will be given later.

Public Health Administration in New South Wales

1. The Department of Public Health and its Associated Authorities

The New South Wales Department of Public Health was first set up in 1914 when a portfolio for health administration was created. The Minister for Health is responsible for the various Acts assigned to the Department and under his administrative control are the Department of Public Health as the major unit, the Hospitals Commission, the Milk Board, the Ambulance Transport Board, the Pharmacy Board, and the Medical, Dental, Nurses', Optometrists', and Physiotherapists' Registration Boards. 12

12 Data obtained from the N.S.W. Department of Public Health.
The Department is assisted in its public health functions by certain statutory bodies and ministerial committees such as the Board of Health and the Pure Food Advisory Committee, the Tuberculosis Advisory Committee, the State Nutrition Committee, the Maternal Mortality Committee, the Consultative Council for the Physically Handicapped, and the Standing Committee on Infant and Maternal Welfare. Each statutory authority is constituted by a specific Act of Parliament, which defines its functions and assigns to it the responsibility for administering a certain phase of public health or health administration. Ministerial committees are constituted by the Minister to advise him on defined matters, and their authority and appointment stem from the Minister.\(^1\)

The permanent head of the Department of Public Health is the Under-Secretary. There are two medical advisers within the Department, both of whom in the professional sphere enjoy a semi-autonomous status, i.e. the Director-General of Public Health and Chief Medical Adviser to the Government, and the Inspector-General of Mental Hospitals. The former is responsible for advising the Government on matters affecting the health of the community and on general plans of State health and the latter is responsible for the adminis-

\(^{13}\) Data obtained from the N.S.W. Department of Public Health.
tration of that part of the Mental Health Act relating to the care and treatment of mental patients, including the administration of Mental Hospitals.  

Under the immediate control of the Director-General of Public Health there are nine divisions incorporated in the medical administration of the Department, viz., Epidemiology, School Medical Service, Dental Services, Industrial Hygiene, Tuberculosis, Maternal and Baby Welfare, Pathological Laboratories, Government Analyst, and Government Medical Officer, Sydney.

Basically the functions of the State health administration fall under eight main heads:  

1. Environmental sanitation, including the limitation and suppression of infectious and preventable diseases (such things as control of sewerage and other waste, ensuring cleanliness of streets and dwellings and other buildings, ensuring purity of water supply, etc.);

2. Control of food and drugs, poisons, etc., control of killing of meat;

3. Control of infectious disease (compulsory notification of disease, vaccination and immunization, etc.);

4. Maintenance and control of hospitals;

5. Maintenance and control of mental health institutions and administration of legislation with regard to mental health;

Data obtained from the N.S.W. Department of Public Health.
6. Responsibility for the special measures with regard to the health and welfare of mothers and babies, including baby health clinics, ante- and post-natal clinics, and other measures;

7. Responsibility for the operation of bodies regulating the professional groups in medicine - medical practitioners, nurses, pharmacists, opticians, and several others; and

8. Administration of the special campaigns for the eradication of disease, such as the campaigns against tuberculosis and venereal disease, and maintenance of special clinics and institutions for this purpose.

2. Health Districts

The public health administration in the State is centralized in the Department at Sydney. However, six health districts have existed in the State for many years, each under the charge of a Medical Officer of Health. They are Metropolitan, Hunter River, South Coast, Mitchell, Richmond-Tweed and Broken Hill, with offices located at Sydney, Newcastle, Wollongong, Bathurst, Lismore and Broken Hill.

A Medical Officer of Health is in charge of the following functions:-

1. Co-operation with the local authority in the administration of health legislation generally, and in particular of all matters involving environmental sanitation;

2. Collection of water samples for chemical analysis and bacteriological examination; these are forwarded to respective branches of the Health Department in Sydney;

3. Conduct of medical examinations on behalf of the Public Service Board, etc.; and
4. Investigation of complaints regarding health matters made by the public.

3. Local Authorities.\(^{16}\)

Certain public health services are administered by local government authorities, which are the municipal and shire councils. A council may do all things necessary from time to time for the preservation of public health, safety and convenience. In addition to the normal functions of providing proper garbage and sanitary services a council may license butchers' shops, smallgoods shops, barbers' shops, boarding houses. It may control and regulate the use of premises for the sale of food and the preparation and serving of food in restaurants, hotels, cafes and the like. It may regulate the sale and distribution of milk in areas not controlled by the Milk Board under the Milk Act and may conduct abattoirs, preserving or freezing works and sell animals and foodstuffs.\(^{17}\)

Other services which may be extended to their areas by councils are diphtheria, poliomyelitis or other infectious or contagious disease immunization, and the provision of prenatal and baby health clinics, kindergarten and day nurseries.

---

\(^{16}\) Data obtained from the Medical Officer of Health, South Coast District.

\(^{17}\) Local Government Act, 1919, N.S.W.
Among these health functions the most important ones are those in connection with the protection of food under the Pure Food Act, 1908, which is administered by the Board of Health, but a power is given to the Governor to delegate to a council the powers of the Board under the Act. It is the responsibility of a council to prevent the adulteration or false description of food or drugs, sale of food injurious to health, mixing of food with other ingredients so as to increase the bulk, sale of food which is not of the nature, substance or quality demanded by the purchaser. In discharging these duties a council must employ a Health Inspector to conduct the regular inspection and analysis of food to see that the composition, strength, purity and quality of any food or drug are commensurate with the standards set by the regulations concerned.  

Commonwealth-State Relations in Health Administration

With the Commonwealth taking more and more responsibility for developing health services, the administrative connections between its health authority and that of the States have steadily been increased. Among the connections the activities of the National Health and Medical Research Council deserve to be given first attention. As stated.

18 Local Government Act, 1919, N.S.W.
previously, in 1926 the Commonwealth Government established a Federal Health Council in accordance with a recommendation of the Royal Commission on Health (1925), 'for the purpose of securing closer co-operation between Commonwealth and State Health Authorities'. In 1937 the Commonwealth Government decided to create a body with wider functions and representation, and the National Health and Medical Research Council took the place of the Federal Health Council with the following functions:—

To advise Commonwealth and State Governments on matters of public health legislation and administration and on any matters concerning health, medical and dental care and medical research;

To advise the Commonwealth Government as to the expenditure of money specifically appropriated as money to be spent on the advice of this Council;

To advise the Commonwealth Government as to the expenditure of money upon medical research and as to projects of medical research generally; and

To advise Commonwealth and State Governments upon the merits of reputed cures or methods of treatment which are from time to time brought forward for recognition.

The Council has appointed many committees to deal with specific matters. They are: Medical Research Advisory Committee, Overseas Travelling Fellowships, Public Health,

Epidemiology and Control of Epidemic Diseases, X-Rays, Radioactive Isotopes, Radio Therapy Advisory Committee, Industrial Hygiene, Antibiotics, Tropical Physiology and Hygiene, Maternal and Child Welfare, Dental Research Advisory Committee, Nursing, Ultrasonics, Rh. Factor, Staphylococcal infection, and Medical Radiation. As on most of these committees there are Commonwealth and State representatives, opportunities are available for them to carry out elaborate discussion and full consideration of various problems of nation-wide significance, which are either put forward by the committees themselves or assigned to them by the Council, thus pursuing the coordination of policy and administrative co-operation. 20

It is usual practice that the committees submit their recommendations to the Council for consideration, and Council's decisions are passed on to the Commonwealth Minister for Health. In the past, certain important events in the health field such as the National Fitness Campaign, the Campaign against Tuberculosis, and the Campaign for Immunization against Poliomyelitis were either initiated or devised by the National Health and Medical Research Council. The smoothness of carrying out these schemes has been the best witness to the successful operation of the Council.

20 Ibid., pp.6-8.
Other administrative relations between Commonwealth and State health authorities lie mainly in the carrying out of several campaigns or schemes, including the National Fitness Campaign, the Campaign against Tuberculosis, the Campaign for Immunization against Poliomyelitis, the Hospital Benefits Scheme, Mental Institutions Benefits Scheme, Free Milk Scheme, etc. A brief account of each of these is given below.

1. National Fitness Campaign

The Commonwealth National Fitness Campaign was first launched in 1939 and, since its inauguration, has made a considerable contribution to the training of large numbers of voluntary youth leaders working in youth organizations and clubs; the stimulation of new ideas and methods of physical education in the schools, and the training of specialist teachers in physical education.

At the Commonwealth level, the Commonwealth Council for National Fitness, under the Commonwealth Minister for Health, exists to effect collaboration of Commonwealth, State and local government authorities in the movement. Meetings of this Council are held at regular intervals, and an annual report submitted to Parliament. State National Fitness Councils operate in all States, each sending one representative to the Commonwealth Council meetings. From 1939 to 1941 an
annual grant of £20,000 was allocated to each State for purposes of organization and to each of the six Australian universities to establish lectureships in physical education. From 1952 onwards, the Commonwealth annual grant was increased to £72,500 to include grants to State Education Departments and for work in the Australian Capital Territory.  

2. Campaign against Tuberculosis

The Tuberculosis Act of 1948 authorized the Commonwealth to enter into an agreement with the States for a national campaign against tuberculosis. Each State is required to conduct the physical work of the campaign and to provide adequate facilities for that purpose, and the Commonwealth undertakes to reimburse the State for all approved capital expenditure in relation to tuberculosis and for net maintenance expenditure to the extent that it was in excess of net maintenance expenditure for the year 1947-48.

An advisory council, known as the National Tuberculosis Advisory Council, has been formed to advise the Commonwealth Minister for Health on various aspects of the national campaign and on tuberculosis problems generally. It consists of eleven members under the chairmanship of the Commonwealth Director-General of Health. The members are the Commonwealth Director-General of Health, 1956, pp. 68-71.
Director of Tuberculosis, the six State Directors of Tuberculosis and several specialist private practitioners. Policies in relation to the campaign are co-ordinated and Commonwealth advice provided at the Council's meeting. Up to 1958, Commonwealth reimbursement of maintenance and capital expenditure amounted to £39,061,038.22

3. The Campaign for Immunization against Poliomyelitis

This campaign was commenced in July 1956 by health authorities in all States following the successful production of poliomyelitis vaccine at the Commonwealth Serum Laboratories. On the Recommendation of the National Health and Medical Research Council, the age group six months to fourteen years, pregnant women, physiotherapists and members of hospital staffs subject to risk of infection were specified for first priority.

By agreement between the Commonwealth and the States the vaccine was supplied to the States free of charge and the States accepted responsibility for the cost of their particular vaccination programmes. They are also responsible for the organization of their own campaign and for the distribution of the vaccine in accordance with the priority groups. To effect the vaccination the smaller States relied principally

---

22 Ibid., p.99.
upon mobile clinics conducted by the Public Health Department but in New South Wales and Victoria the task of immunization was delegated to the municipal and shire councils.

Meanwhile, the Commonwealth set up a surveillance committee to which details of all cases suspected to be poliomyelitis were sent for study. The committee set out precise diagnostic criteria and issued a form of clinical record to be furnished from each case.

By the end of 1958 approximately 2,350,000 children had completed the course of injections and, in addition, approximately 360,000 children had commenced the course. 23

4. The Hospital Benefits Scheme

Before the passage of the National Health Act of 1953 the Commonwealth had already entered agreements with the various States under the Hospital Benefits Act of 1951 for the payment of hospital benefits to the States. Part V of the National Health Act continues the agreements providing for the payment of twelve shillings a day for patients who are pensioners or their dependents. The rate of eight shillings a day is paid for other patients. The States must ensure that the charges per day payable by qualified patients in respect of beds in public hospitals are reduced by the benefit rate,

and further that charges will not be increased without the concurrence of the Commonwealth.

In addition, the rate of eight shillings a day for patients in approved private hospitals and additional benefits ranging from four shillings to twelve shillings in the case of patients who are members of a registered hospital benefit organization are also paid by the Commonwealth under the National Health Act. In the year 1957-58, Commonwealth expenditure on hospital benefits amounted to £10,823,096.24

5. Mental Institutions Benefits Scheme

Under the agreements ratified by the Commonwealth Mental Institutions Benefits Act, 1948, it was provided that:

1. The Commonwealth would pay the States a benefit equal to the amount then being collected by the States from the relatives of mental patients by way of charges for maintenance; and

2. The State would cease making charges for the maintenance of mental patients.

These agreements operated for five years, and terminated in the latter half of 1954. In the following year the Commonwealth Parliament passed the States Grants (Mental Institutions) Act of 1955 to make an offer to the States of a grant of £10 million to help alleviate overcrowding, and improve conditions of patients in mental institutions. The grant was

---

made on the basis of the provision of £1 by the Commonwealth for every £2 by the States. Expenditure must have the prior approval of the Commonwealth Minister for Health in terms of the Act. The grant is paid to the States as a part reimbursement of their expenditure and therefore the amount of Commonwealth contribution, within the above total, is dependent upon the capital expenditure made by the States in connection with their mental hospitals.25

6. The Free Milk Scheme

The Commonwealth Parliament passed the States Grants (Milk for School Children) Act in December 1950 to authorize the implementation of the Free Milk Scheme for the improvement of the health of children. Under this Act the Commonwealth entered into agreements with the States to reimburse them for expenditure on the provision of milk to school children under thirteen years of age attending public or private primary schools, including kindergartens, creches, nursery schools, and aboriginal missions. The Commonwealth also reimburses the States for fifty per cent of approved capital and/or incidental expenditure, including administrative expenses of the scheme. At 30th June 1958 approximately

25 Ibid., p. 100.
1,200,000 children were receiving free milk. In the year 1957-58, the Commonwealth expenditure on the scheme was £2,762,591.26

Having outlined these campaigns and schemes in carrying out which the Commonwealth and the States have co-operated with each other, we can say that in the conduct of various nation-wide health services the Commonwealth takes a hand by providing advice and financial assistance to the States, while the States provide manpower and facilities to carry out the actual physical or field work. This seems to be a fixed pattern of administrative contact between the two parties. For this reason, further account of kindred cases showing Commonwealth-State co-operation in the health field may be avoided.

**Administrative Relations in Health Between the State and Local Governments**

As we have pointed out earlier, certain public health legislation such as the Pure Food Act, Noxious Trades Act, etc., is administered by municipal and shire councils in the local government areas. Broadly speaking, the general administration of public health comes under the Board of Health, a statutory body attached to the State Department of Public

---

Health. The Board has general powers of supervision and control over local councils. If councils neglect to exercise the health powers given to them the Board may step in and do what it has required the council to do and recover the cost from the council.

For carrying out day-to-day health administration under the above legislation a council must appoint a qualified person holding the prescribed certificate as Health Inspector. If a council fails to make such an appointment the Governor may do so and fix the salary.

Apart from the conduct of various routine inspections, including the supervision of the sale of food and drugs, the premises in which they are prepared and stored, and the carrying out of the incidental duties necessary to secure the wholesomeness, cleanliness and freedom from contamination of food and drugs, a council always undertakes the immunization vaccination against diphtheria, poliomyelitis and other infectious or contagious diseases at the request of the State Health Department. In each case it must be carried out by methods approved by the Board of Health and vaccine is supplied by the State authority free of charge.

With regard to food inspection and analysis, the Board of Health analyses the samples of food or drugs sent by the council.
A council may establish and operate Baby Health Centres in its area with the State Health Department providing nursing service, while the council undertakes to provide a suitable building and maintain it, and to make it available at all times for Baby Health Centre purposes.

In addition to the nursing service the Department also provides seventy-five per cent of the cost of erection or acquisition of a suitable building, exclusive of the cost of the site, and seventy-five per cent of the cost of the necessary equipment and furnishing. Alternately if the provision of a new building is impracticable, the Department refunds thirty-seven and a half per cent of the cost of rental of suitable premises.27

In general, in its role as protector of the health of the community a council exercises independently its powers conferred on it by the Local Government Act of 1919. However, with the administration of the Pure Food Act and the Noxious Trades Act, etc., and the conduct of certain delegated services such as immunization against poliomyelitis, it comes under the supervision of the State Health authorities, from which it obtains advice and direction.

Health Administration in the Southern Tablelands and Monaro-South Coast Regions

There is no State health agency in the two regions because a health district under the administration of a Medical Officer of Health has never been created in this part of the State. According to the Local Government Act, 1919, the various local councils are public health authorities in their respective areas and under the normal circumstances not much connection existed among them in the health field. Therefore, we cannot conduct a study of health administration on a regional basis as in the case of housing or education.

As all local authorities owe their existence to the Local Government Act, 1919, and their health powers are conferred on them by the Act and other State health legislation such as the Public Health Act, the Pure Food Act, the Cattle Slaughtering and Diseased Animal and Meat Act, the Dairies Supervision Act, and the Noxious Trades Act, etc., health administration in the local government areas throughout the State is carried out in the same pattern. Consequently, it is appropriate to look into the health administration in one local area as a sample study. We indicate the main points of these Acts as follows so as to provide a background for our study.
1. Local Government Act, 1919

The Act contains detailed provisions for the promotion and preservation of public health, safety, and convenience. These include the control and regulation of the sanitation of premises, removal and disposal of depot-rubbish, disinfection of premises and matters in connection with food and milk. The council also controls and regulates the erection of buildings which have an obvious bearing upon public health. Hence, it defines residential districts, approves applications, plans and specifications in respect of the erection of a building. In addition, it has the power to order the owner to demolish or to repair a building in a dilapidated condition.

Several ordinances were enacted under the Local Government Act, 1919, to empower the local councils to issue licenses for slaughter houses (abattoirs), butchers' shops, refreshment rooms, dairymen and milk vendors, cutting carts, smallgoods shops, barbers' shops, and shops selling rabbit, poultry and fish. These licenses are renewed each year after the council has a satisfactory inspection of their premises or services. Licenses for plumbers and drainers are also issued by the council under the water and sewerage regulations.

28 Local Government Act, 1919, ss.278-303.
29 Local Government Act, 1919, ss.304-19.
30 N.S.W. Ordinances under the Local Government Act, 1919, nos.66, 56, 69, 63, 47, 62, 57, 45 and 46.
2. Public Health Act, 1902-52

This Act is under the administration of the Board of Health, but the council is delegated powers to enforce the various provisions of the Act in its area. Broadly speaking, it contains almost the same provisions as those covered by the Local Government Act, 1919, except that regarding the handling of infectious diseases, for which the Public Health Act has detailed provisions.

3. Pure Food Act, 1908-58

This Act is for securing the wholesomeness and purity of food and drugs, for preventing the sale or the use of articles dangerous or injurious to health, and for the prevention of deception and fraud in respect of food and drugs. The council is in the same position to administer this Act as with the Public Health Act.


The council administers the Act in its area for the purpose of controlling the killing of cattle and sheep so as to secure pure meat for human consumption.

5. Dairies Supervision Act, 1901-30

This Act is for controlling production and distribution of milk and cream, manufacture of butter and cheese, to keep all clean and to prevent spread of disease by the products.
6. Noxious Trades Act, 1902-44

This Act is to control noxious trades for safeguarding local sanitary conditions.

The council appoints a Health Inspector to carry out its routine functions in connection with public health.

The following are the duties performed by a Health Inspector:

1. The systematic and regular inspection of the local area for the purpose of keeping himself informed as to its sanitary condition generally, and particularly with respect to conditions dangerous to health and the taking of steps for enforcement of the law, e.g. by advice and warning, and in the last resort by serving notices and instituting proceedings against those responsible for infringements.

2. The supervision of the removal and disposal of garbage and trade waste as well as control over sanitary services.

3. The regular inspection of premises where noxious trades are carried out, noting the due observance of all regulations governing the conduct of such trades, and seeing that the premises are maintained in a clean and sound structural condition, etc.

4. The inspection of all premises used for the preparation, storage or sale of food; inspection of all food intended for human consumption; seizing all foodstuffs that may be found to be unwholesome.

5. The purchase of samples of milk and other foods for the purpose of analysis, and when this is shown by the analyst's certificate to be adulterated or otherwise contrary to the regulations, taking such proceedings as he is empowered to do under the Act.

Data obtained from the Municipal Council of Queanbeyan.
6. The carrying out of investigation into all cases of infectious diseases and giving advice and instruction in the precautionary measures to be observed to prevent the spread of infection.

7. The inspection of the construction of drainage and of plumbers' work, septic tank installation and the disposal of waste waters and sewerage.

8. The inspection of slaughtering houses, butchers' shops, barbers' shops, refreshment rooms and smallgoods shops to see that their premises are kept in a sanitary condition and instruments and appliances are clean.

9. Routine clerical work including the preparation of reports and the keeping of all registers regarding public health.

In addition, a Health Inspector is concurrently a Building Inspector who is responsible for supervising building matters in the local area. The Building Inspector examines applications together with detailed plans and specifications for the erection of new buildings or reconstruction of existing buildings. He recommends to the council that approval be given to an applicant or that certain applications be disapproved or deferred. After a building permission is granted to an applicant, the Building Inspector conducts inspections at every stage during the progress of construction to see that approved plans and specifications are fully observed.

For presenting a precise picture of health administration in a local government area we now give a brief account
of the administrative arrangements for health in the Municipality of Queanbeyan.

Queanbeyan is on the outskirts of Canberra with an area of nine square miles and a population of 8,400 (1958). The Municipal Council employs a Chief Health Inspector and Building Inspector, an Assistant Inspector and a Cadet Inspector for carrying out the health administration in its area. In general, they spend about sixty per cent of their time on handling building cases and the rest on health matters. This is due to the fact that health has been a well established administration for years and routine inspections under normal conditions do not involve too much time, while more attention needs to be paid to the work on examining building applications and inspecting construction from time to time.

On the health side, the Inspector inspects premises of the above-mentioned licensees before licenses are issued or renewed. As all licenses are renewed once a year, inspection of every licensee's premises is held accordingly. However, dairy-depot, slaughter house, refreshment room, and noxious trades are more often inspected, sometimes once every month or every other month.

On the building side, inspection of building construction is normally conducted on several occasions, i.e. when
foundations are laid, when all walls and structural framework are completed, when plumbing and drainage work is finished, and a full inspection after completion.

The Council holds its meeting twice a month, to which the Chief Health and Building Inspector submits a report on the performance of his duties. In the report he usually specifies building applications received together with their details and recommends certain cases be approved, disapproved, or deferred. Disapprovals are mainly due to the fact that the proposed building sites are located in an area zoned for industrial purposes under the Council's town planning scheme, or that the applicants are not registered owners of the allotments. The reason leading to the deferment of an application is that the original plans and specifications are perhaps not detailed enough or the Council wants to seek some further information about the application.

The Inspector also deals with applications for licenses. Consequently, he summarizes in his report inspections conducted since last meeting. He suggests that certain licenses should be granted or not. Sometimes he asks for Council's approval for serving notice to certain residents whose business premises need to be cleaned or repaired, or asks for an order to be made for the demolition of a temporary building, the erection of which was not previously approved by the
Council. He may also report on matters concerning vaccination campaigns, or on incidental cases of infectious disease occurring in the Municipal area.

Here are some details of public health services provided by the Municipal Council of Queanbeyan:-

1. Sanitary Service - two men full-time, one relief, one five-ton truck, eight hundred and fifty services weekly.

2. Garbage Service - carried out by contract labour, two thousand services weekly.

3. Street Cleaning - under the control of Engineer's Department of the Council, one five-ton truck and two men employed in this work for two hours daily.

4. Baby Health Centre - run by the State Department of Public Health, one sister and one assistant.

In 1959 the Council's estimates for health administration amounted to £9,671, nearly one-tenth of the total administrative expenses (£100,531).

Also the Council approved 2,323 building applications during 1949-59.

Public health seems a quite ordinary administration and in general people do not pay much attention to it. This is, perhaps, the reason why both the Southern Tablelands and Monaro-South Coast Regional Development Committees did not mention anything about health administration in their reports.
However, we are inclined to think that such an omission does not mean at all that health administration in the two Regions, or in the State as a whole, leaves no room for improvement. Some local government officials, for example, emphasized that consideration should be given to the question, among many others, about how health administration and services can be further decentralized in the sense that the existing great disparity of health service between the Sydney Metropolitan and country areas would be gradually lessened.\(^\text{32}\)

Next, as the Chief Health and Building Inspector of the Municipal Council of Queanbeyan saw it, a health district under the administration of a Medical Officer of Health should be created in the area so as to strengthen the cooperation between the State and local health authorities. Usually, most local health officers fail to carry out the routine inspections or report to the Board of Health on their administration of State health legislation as prescribed by the Public Health Act, 1902-52, and Pure Food Act, 1908-58. They claimed that this was due to the shortage of staff, but in fact the lack of close State supervision over local officers and excessive delay in administrative contact were the main reasons.

\(^{32}\) See School Medical Services in Chapter IV, 'Education'.
Chapter VII

AGRICULTURE

Development of Agricultural Administration in the Commonwealth

Constitutionally speaking, agricultural expansion is supervised and regulated by the States. In New South Wales the Department of Agriculture was established as early as 1890\(^1\) with a staff of only nine permanent officers. At that time some other Departments had certain responsibilities in regard to livestock. For instance, cattle inspectors, brands and quarantine officers were attached to the Mines Department, and a Rabbit Branch in the Lands Department had the responsibility of exterminating the rabbit. As the years went by, the Department of Agriculture collected to itself functions hitherto performed by other governmental agencies.

The federation of the States into the Commonwealth made little or no difference at first to agricultural administration, although under the new Constitution the power to deal with exports and subsidies was transferred to the Commonwealth Government. This eventually brought the Commonwealth into very extensive and active relations with

---

\(^1\) Official Year Book of N.S.W., 1928-29, p. 569.
agriculture, through bounties and marketing schemes to assist exporters, and measures to promote and regulate overseas trade in other ways.

There was no Commonwealth Minister for Agriculture until, in 1942, the words 'and Agriculture' were added to the title of the Commonwealth Department of Commerce. During World War II that Department exercised considerable power under National Security Regulations in dealing with practical problems of production. In 1956 the Department was divided into two new Departments of Primary Industries and of Trade respectively, signalizing the increased interest of the Commonwealth in these fields and the need for greater specialization of function.

In the past the Commonwealth Government took several important steps towards improving agricultural production and streamlining administration with respect to agriculture. In the first place, the establishment of the Council for Scientific and Industrial Research was an indication that the Commonwealth assumed the responsibility of providing technological assistance to the States through scientific research in connection with primary industry.

---

2 Parker, R.S., 'Structure and Functions of Government' in Public Administration in Australia (ed. by R.N. Spann), Sydney, 1959, p.70.
In the second place, in 1934 the Australian Agricultural Council consisting of the Commonwealth Minister for Commerce and State Ministers concerned with Agriculture was created to promote the welfare of the agricultural industry and to foster the adoption of integrated agricultural policies towards that end.\(^3\)

Thirdly, on the recommendation of the Australian Agricultural Council the Commonwealth made grants to the States for setting up District War Agricultural Committees to advise on rural manpower problems and to assist in the organization of local volunteer labour. These Committees, together with their sub-committees or local committees, did effective work in advising departmental authorities on such matters as manpower distribution and the allocation of resources.\(^4\)

Lastly, when the war had nearly drawn to a close the Commonwealth Government recognized the need for a general review of the rural position and of possible future developments in the countryside. It therefore established, in February 1943, the Rural Reconstruction Commission, which was charged with the task of reporting on such matters.\(^5\)

---

3 See footnote 7 below.


The Commission made a comprehensive report on its findings and submitted a great variety of recommendations, upon which Government authorities have mainly based their plans and programmes for post-war agricultural expansion.

**Agricultural Administration in New South Wales**

The Department of Agriculture, New South Wales, is responsible for the advancement of the interests of the farmers and fruit-growers of the State. Its practical functions include the collection of information by scientific investigation and experiments relating to the causes of the failure of crops, improved methods of cultivation, means of combating pests, the use of fertilizers, matters of drainage and irrigation, new plants and new implements, the disposal of surplus products, the transport of produce, the promotion of a community spirit among farmers, and the promotion of marketing schemes.

The Department is under the control of a Cabinet Minister for Agriculture, who is assisted by a permanent head, the Under-Secretary. There are eight Divisions in charge of various functions as follows:

1. Division of Animal Industry includes animal health and livestock production services, comprising stock, sheep and wool, herdmaster's, piggery, poultry and apiarist's branches.

---

Material obtained from the Department of Agriculture, N.S.W.
2. Division of Horticulture includes fruits, exports and imports, and viticultural branches.

3. Division of Plant Industry comprises experiment farms, field, agrostological, plant breeding and tobacco branches.

4. Division of Marketing and Agricultural Economics.

5. Division of Dairying.

6. Division of Science Services includes biological, botanist's, entomological and chemist's branches.

7. Division of Information and Extension Services includes the publications branch and library, and a service to assist in the co-ordination of instructional activities of the Department.

8. Division of Administration includes accounts, personnel, correspondence and records, architect's and biometrical branches.

In addition, several statutory bodies have been created under the supervision of the Minister to deal with specific matters. They are: Metropolitan Meat Industry Board, Grain Elevators Board, Milk Board, Dried Fruits Board, Dairy Products Board, and Marketing Boards.

The rural administrative functions of the Department may be broadly classified into two categories: inspectorial and instructional. The inspectorial function is concerned with maintaining minimum standards of efficiency in the various agricultural and livestock industries. The instructional function includes extension work and voluntary assistance to the rural community; experimentation in the problems of
developing better strains and varieties; ways of overcoming plant diseases and of maintaining soil fertility; and means of evolving sounder economic policies for agriculture.

For discharging these functions the Department divided the State into many administrative districts such as Horticultural instructors' Districts, Dairying Districts, Agricultural instructors' Districts, and District Veterinary Officers' Areas. The location and size of these districts were decided according to the special administrative or quasi-administrative duties to be performed. In other words, each district so designed had a functional, rather than regional basis.

In 1947 the New South Wales Department of Agriculture inaugurated, in conjunction with the C.S.I.R.O., the Rural Bank of New South Wales, the New South Wales Water Conservation and Irrigation Commission, and some farmers' organizations, an Agricultural Extension Services Scheme in the Murrumbidgee Irrigation Area. The successful conduct of the Scheme led to the creation, since 1953, of seven agricultural regions in the State with the object of improving agricultural advisory services and of decentralizing the control of extension activities of the Department. As in each agricultural region all extension services are put under the supervision of the Regional Supervisor of the Department, various
districts established in the past were abolished. The details of these have been stated in Chapter III.

**Commonwealth-State Relations in Agriculture**

As we have mentioned earlier, under the Commonwealth Constitution legislation with respect to agricultural production is one of the residual powers of the States, and overseas marketing comes within the Commonwealth province. However, the problems of growing crops and of marketing them are closely interlocked and no solution to one of them can be sought without taking account of the other. In other words, the co-ordination of agricultural policy between the Commonwealth and the States is vital to the development of primary industry in the Commonwealth.

For this reason, a conference on agricultural and marketing matters was convened in December 1934 and a resolution carried to form the Australian Agricultural Council, a ministerial organization to provide the basis for continuous consultation amongst Australian governments on economic aspects of primary production. The Council was to consist of the Commonwealth Minister for Commerce and the State Ministers concerned with Agriculture, with the power to co-opt other State and Commonwealth Ministers as the necessity might arise.
The functions of the Council were:

1. Generally to promote the welfare and development of agricultural industries;

2. To arrange the mutual exchange of information regarding agricultural production and marketing;

3. To co-operate for the purpose of ensuring the improvement of the quality of agricultural products, the maintenance of high-grade standards;

4. To ensure, as far as possible, balance between production and available markets;

5. To consider the requirements of agricultural industries, in regard to organized marketing;

6. To promote the adoption of a uniform policy on external marketing problems, particularly those pertaining to the negotiation of intra-Empire and International Agreements;

7. To consult in regard to proposals for the grant of financial assistance to agricultural industries;

8. To consider matters submitted to the Council by the Standing Committee on Agriculture.

A permanent technical committee, known as the Standing Committee on Agriculture, was set up at the same time, comprising the Permanent Heads of the State Departments of Agriculture, members of the Executive Committee of C.S.I.R., the Secretary of the Commonwealth Department of Commerce (now Primary Industry) and the Commonwealth Director-General of Health. The duties of the Standing Committee, in addition to advising the Council on the matters listed under (1) to (8) above, included:
1. to secure co-operation and co-ordination in agricultural research throughout the Commonwealth;

2. to advise the Commonwealth and State Governments, either directly or through the Council, on matters pertaining to the initiation and development of research on agricultural problems;

3. to secure co-operation between the Commonwealth and the States, and between the States themselves, with respect to quarantine measures relating to pests and diseases of plants and animals, and to advise the Commonwealth and State Governments with respect thereto.

There were some changes in the composition of the Council and of the Standing Committee following the enlargement of the scope of their activities during the war years. The Council meets about twice a year. Its decisions are submitted to the Commonwealth and State Governments concerned for consideration and, where appropriate, for implementation.

The Standing Committee usually meets for a few days immediately preceding the Council meeting. The aim of the Standing Committee is to reach agreement if possible between the Departments concerned on each item and to submit a concise summary report, with recommendations where appropriate, to the Council. These may be accepted, amended or rejected by Council and normally require Council's endorsement before they have effect. The Council's decisions are conveyed by the Secretariat to the members of Standing Committee
(including the Department of Primary Industry within which the Secretariat is now situated) for implementation.  

In the past twenty-five years the Council's main themes for deliberation were concerned largely with Commonwealth-State financial relations, marketing arrangements, and research and extension services. It provided the Commonwealth and State Governments with an opportunity for balanced assessment of problems and for promoting co-operation between them in the development of agriculture. However, it was not operated to the full extent and its achievements seemed to be unsatisfactory. As the Rural Reconstruction Commission pointed out, 'the meetings of the Agricultural Council were too infrequent to permit reasonable continuity or breadth of discussion. Much time was devoted to hurried consideration of miscellaneous and immediate problems, and there was little evidence that the decisions were based on the need for a comprehensive national farm policy.'

In addition to co-operation on the formulation of integrated policy on rural matters through the channel of the Australian Agricultural Council, the Commonwealth Government has extended financial assistance to the States to increase efficiency and productivity and to reduce costs of

---

7 Material regarding the Agricultural Council was obtained from the Bureau of Agricultural Economics, Department of Primary Industry.

8 The Rural Reconstruction Commission, op.cit., p.21.
primary industry. This has several aspects. In the first place, the Commonwealth Government has, since 1948, made an annual grant of £250,000 to the States to be used on herd recording, sire surveys, demonstration farms and plots, feeding demonstrations, films and literature for extension purposes and dairy farm competitions.  

Since the inception of the scheme the Commonwealth has exercised general supervision over the administration of the grant, but the prime responsibility for organizing and implementing field demonstrations and other activities has rested with the State Departments of Agriculture. Except for the employment of a few extra personnel the State Departments have carried out this work with their normal facilities. In New South Wales, for instance, demonstrations have been largely planned and supervised by Agronomists and Dairy Officers and the availability of continuous and detailed advice from these local officers has been one of the main causes of the successful improvement of demonstration farms. The finance made available enabled the State Departments to buy relatively expensive items of equipment such as fencing material, machinery, seed and fertilizer for

---

the purposes of demonstrating improved practices. Previously such expenditure was limited by budget considerations.

Secondly, the Commonwealth Government, commencing in 1952, has made available to the States a sum of approximately £250,000 a year for the purpose of developing additional Agricultural Extension Services to primary producers to be rendered by the Departments of Agriculture. In New South Wales, the grant has enabled the Department of Agriculture to arrange many large-scale demonstrations on farmers' properties. These demonstrations are designed to show the farmer and his neighbours in a practical way the principles of agriculture which have been found to be successful by scientific research and by the work carried out on the Experiment Farms and Research Stations of the Department. There are forty officers employed under the grant in varying capacities. Extension aid equipment such as cameras, public address systems, and tape recorders have been located with Extension Officers in the country.  

Further, the Commonwealth Government has, in conjunction with the States, taken various steps to meet the marketing problems of rural industry. One of the notable measures in this connection has been the Wheat Stabilization

---

Scheme, which has intermittently been in force for almost thirty years. The existing Scheme applying to five wheat crops 1958-59 to 1962-63 contains the following features:-

1. The Commonwealth Government guarantees a return to growers of the ascertained cost of production in respect of up to one hundred million bushels of wheat exported from Australia from each of the five wheat crops covered by the plan.

2. The Australian Wheat Board is the sole authority for the marketing of wheat.

3. A stabilization fund is established by means of an export tax collected when the export price exceeds the determined cost of production. A limit of £20 million is set on the amount of the fund and there is a contingent liability on the Commonwealth Government to meet any deficiency in the event of the fund being inadequate to cover payments to producers (up to the present time such a contingency has not arisen).

4. A home consumption price for wheat is fixed by State Governments at not less than the cost of production determined for each season.

**Agricultural Administration in the Southern Tablelands and Monaro-South Coast Regions**

It was pointed out previously that in the past the Department of Agriculture established a series of administrative districts for varying inspectorial or instructional purposes. They were Horticultural Instructors' Districts, Dairying Districts, Agricultural Instructors' Districts and District Veterinary Officers' Areas. These districts were in existence for more than thirty years with no coincident boundaries, and their areas also changed from time to time.
following the change of inspectors' or instructors' duties. Needless to say, as they were carved out by different divisions of the Department for their respective convenience, there was not much co-ordination between inspectors or instructors themselves.\footnote{Wills, N.R., 'Regional Administration of Agriculture in N.S.W.' in \textit{Public Administration Journal}, vol.VI, no.1, 1946, pp.23-8.}

Following the successful operation of the Agricultural Extension Services Scheme in the Murrumbidgee Area by the Department of Agriculture, C.S.I.R.O., the Rural Bank of New South Wales and Water Conservation and Irrigation Commission, the New South Wales Department of Agriculture further availed itself of the experience obtained from the Scheme and began to create agricultural regions in the central eastern parts of the State as 'all purpose agricultural administration areas'. Up to the end of 1959 seven regions were established. They are Southern Region, North Coast Region, Western Region, South Coast and Tablelands Region, Northern Region, and Mid Coast and Hunter Region, with headquarters at Wagga, Lismore, Orange, Goulburn, Leeton, Tamworth and Maitland.

Inaugurated in April 1955 the South Coast and Tablelands Region is situated in the south-eastern corner of the State and incorporates the whole of the Southern Tablelands,
Monaro-South Coast and Illawarra development Regions and a part of Sydney Region. It covers fifteen shires, two cities and eight municipalities with an area of 19,621 square miles.12

The headquarters of the Region, known as South Coast and Tablelands Agricultural Regional Office, is located at Goulburn with a Regional Supervisor of Agriculture as the officer-in-charge. All departmental extension and regulatory activities in the Region are put under the control of the Regional Supervisor of Agriculture. He not only coordinates the work of those engaged in separate fields such as sheep husbandry, agronomy, dairying, pig raising, fruit culture and so forth but also serves as the official representative of the Department to whom all outside organizations in the Region make necessary representations instead of directing them to Head Office. In other words, the departmental field activities formerly regulated by different divisions of the Department are now supervised by the same field officer so as to ensure close co-ordination between various extension services, and at the same time to decentralize the agricultural administration to improve efficiency.

12 Material used hereunder was obtained from the South Coast and Tablelands Agricultural Regional Office including notes taken when interviewing the Regional Supervisor, Mr R.W. Shelley.
Apart from staff at the Regional Office including the Regional Supervisor of Agriculture, a Publicity Officer, a Field Assistant, an Office Assistant, and a Typist, several divisions of the Department of Agriculture have their field officers residing at various towns in the Region. The detailed establishment is as follows:-

Division of Plant Industry - Four District Agronomists at Bega, Goulburn, Kiama and Queanbeyan. Three Seed Certification Officers (Beans, Maize and Sorghum, and Potato) at Bega and Goulburn.

Division of Dairying - One District Dairy Officer, one Dairy Officer and three Herd Recorders at Bega. One District Dairy Officer, one Dairy Officer, one Herd Organizer, one Relieving Herd Recorder and ten Herd Recorders at Nowra.

Division of Animal Industry - Two Livestock Officers at Cooma and Goulburn respectively.

Division of Horticulture - One Fruit Inspector at Crookwell.

These officers have their respective areas of service, normally defined according to shire boundaries. In general, all extension officers give advice on all agricultural matters, such as crops, pastures, livestock, dairying, horticulture,
fodder conservation, soil fertility, diseases, insects, etc. However, those who are not extension officers such as Herd Organizers, Fruit Inspectors, and Seed Certification Officers, etc., are also empowered by the Department to advise on a limited scale. Thus:-

Herd Organizers are permitted to advise members of Herd Recording Units on herd improvement based on herd recording figures (same for Herd Recorders).

Fruit Inspectors are permitted to advise fruit growers on pest and disease control of fruit trees and plants, grading and packing of fruit and vegetables and enforcement action required by the regulations of the various Acts under which they have authority to act.

Seed Certificate Officers are permitted to advise on the growing, harvesting and marketing of the seeds crop with which they are concerned and on enforcement action required by the rules and regulations of the various Acts and Pure Seeds Schemes under which they have authority to operate.

The main aims of State-wide extension services are to provide educational facilities for farmers through printed matter and through field officers' farm visits, lectures, discussion groups, demonstration projects, field days, competitions, show exhibits, films, slides and radio sessions. In the South Coast and Tablelands Agriculture Region, the Department's field officers have in recent years conducted a series of schools, field days, agricultural exhibits, etc. For example, during 1959 a weeds refresher course concerning
the whole realm of weeds and weed control was opened in Goulburn, and more than fifty attended. In Bega a dairy farmers' refresher course with eighty attending was held. Schools on other technical subjects such as soil, potato, farm management, animal physiology and nutrition were organized about once every two years.

Field days including silage-making and storing, sheep classing and husbandry, sod-seeding and pasture management were also often carried out.

In addition, the agricultural officers constantly sponsor various agricultural show exhibits (soil exhibit, fruit fly exhibit), competitions (stock, pasture and crops), and demonstrations as means of encouraging farmers to improve their farming business.

The Department of Agriculture has published over nine hundred different leaflets dealing with technical knowledge of agriculture to be distributed, through its field officers, to farmers for their guidance. They cover a wide range of practical information, such as soil, irrigation, fertilizers, machinery, plant disease, fodder conservation, hay making, herd recording, plantation of fruits, method of raising bees, poultry, horses and pigs, etc.

The Publicity Officer prepares short papers on current agricultural matters once every week to be broadcast over the
radio and published in local newspapers. At the present time eight Government broadcasting stations and twenty-three commercial ones in the Region are in co-operation with the Regional Office in its publicity project. Regular sessions are held on A.B.C. Stations 2GN, 2CY and 2BA, with five to fifteen minutes each time. In 1959, such sessions including those on commercial stations amounted to thirty hours. These talks are essentially practical and are kept strictly simple and topical. Sample subjects are: off-season cattle raising, insecticides, soil acidity, fodder conservation. Scripts of talks are available and difficulties of individual farmers are dealt with. Actuality broadcasts are given at regular intervals. These consist of interviews with farmers actually at work and are recorded on the spot.

As for newspapers, there is a special column in each of the local newspapers in the area to be used for publishing publicity statements issued by the Regional Officer.

An Advisory Committee was set up in 1955 by the Department of Agriculture to collaborate with the Regional Supervisor and other technical officers in furthering agricultural extension services in the Region. The Committee consists of eight members, one dairy farmer (Berry), one sheep and cattle breeder (Cooma), one sheep breeder and leading show judge (Bombala), two farmers and graziers (from Braidwood and
Laggan), one dairy farmer and an urban representative from Goulburn, who is District Manager of the Farmers' and Graziers' Grain Insurance and Agency Company Limited. The Regional Supervisor of Agriculture is an ex-officio member and chairman.

The Committee meets three or four times a year at the main towns in rotation. As it considers and advises upon plans and projects for the promotion of the agricultural and livestock industries throughout the Region, a great variety of matters come under its discussion. The following are sample subjects dealt with by the Committee:-

Re-afforestation and wind-breaks, improvement in beef cattle, neo-natal mortality of lambs, foot-rot eradication, sulphur deficiency in certain soils, co-operative tree-planting trials with the Forestry Commission, farm management, farm costs and related matters.

The Committee's resolutions are forwarded to the Minister for consideration. As ordinary resolutions are concerned with technical improvement and do not involve policy formulation, the Minister for Agriculture usually gives authority for their adoption. Sometimes the Committee asks for more staff to be appointed for the Region or suggests that certain administrative matters be streamlined.

There are many and varied farmers' organizations which were sponsored either by the Department of Agriculture or by the farmers themselves for the promotion of common benefits
to the farming community. The Agricultural Bureau has been the most important among them. It was founded by the Department of Agriculture in 1910 as a body to disseminate information and to organize educational activities in rural areas. Gradually it became a State-wide organization of rural people, with branches based on farming localities rather than on rural towns or cities.

A branch can be established with a minimum of twenty members. There are sub-district or district councils consisting of representatives of small groups of neighbouring branches and divisional councils. A State Advisory Council is annually elected by the branches, each division being represented on it. The purposes of the Bureau, briefly, are:

1. The promotion of rural adult education in general and agricultural education in particular - by making information available to members, through lectures, discussions, demonstrations, films, field days, and such other aids as may be possible.

2. The organization of co-operative group effort to improve local facilities, amenities, living and social conditions.

3. The training of its members and other interested rural people in citizenship, leadership and community responsibilities.

There were twenty-one branches of the Agricultural Bureau in the Region in 1959. In addition, the following organizations were also functioning in the Region: Certified Seed Potato Association, Graziers' Association, Farmers' and

All these organizations co-operate with the Regional Office in carrying out extension services and particularly in the conduct of schools, field days, show exhibitions, competitions, etc.

Apart from routine agricultural administration, the Regional Office has taken part in a regional research project which deserves to be mentioned as a typical piece of cooperation between the Commonwealth and State instrumentalities.

In 1957 the Department of Agriculture and C.S.I.R.O. entered into a co-operative agreement to study the Southern Tablelands of New South Wales (excluding the Monaro Region) as a basis for future research and extension planning. The primary objective of this study is to assess both the present agricultural situation and the agricultural potential of the Region. This will enable a critical analysis of the differences between these two levels of production to be made and, in addition, should highlight the real barriers to agricultural development in the Region and indicate ways these may be overcome.
A Joint C.S.I.R.O.-Department of Agriculture Planning Committee was formed to steer the course of the project. Five members were chosen, two from the Agricultural Research Liaison Section, C.S.I.R.O., and three from the Department of Agriculture, with the Regional Supervisor of the South Coast and Tablelands Agricultural Region as chairman.

The area under study covers the whole Southern Tablelands Region. However, the Committee considered the whole Region was too large to be studied in detail with the available manpower and decided to study a pilot area intensively as a start. The Yass River Valley with an area of 580 square miles was selected as the pilot area.

In this study the two partners recognize certain basic needs. The Department requires new and more reliable information for use by its extension officers located in the Region. C.S.I.R.O., as a research institute concerned with further development of primary industry, is interested in problems which, by their very nature, indicate the need for a long-term research approach. At the first stage information collected relates to two aspects:-

1. the present agricultural situation, i.e. the present use being made by man of the natural resources of the area in terms of forage production and management, animal husbandry, land use practices and farm production.

2. the natural resources in terms of geomorphology, soils, climatology, plant ecology, and valley hydrology.
The Joint Committee started to work immediately after its formation. In July 1958 it published its first report summarizing in a general way the progress that was made during 1957 in which the aims of the study were clearly stated as:-

1. studying the agricultural resources of the Southern Tablelands Region;

2. examining the manner in which these resources are used at present;

3. assessing the potential agricultural capacity of the Region using present day knowledge;

4. directing attention to new avenues of research and extension work which seem profitable;

5. analysing the barriers to optimum production; and

6. developing closer liaison and mutual respect between research and extension officers of Federal and State organizations associated with primary industry.

The Committee decided that the information arising from the studies in the pilot area would be presented as a series of reports, the titles of which are listed as follows:-

Outline of the Project, Progress during 1957, the Climate, the Water Resources, the Geology and Soils, the Primary Plant Ecology, the History of Settlement and Land Use, the Current Agricultural Situation, Plant Nutrition and Forage Production, Forage Utilization and Conservation, Animal Nutrition, Animal Husbandry, Animal Diseases, Farm Woodlots and Shelterbelts, A Land Use Policy, and Implications for the Future.
By the end of 1959, reports completed were: Water resources of the Yass River Valley, Climate of the Yass River Valley, and Plant Nutrition on the Southern Tablelands. In addition, the soil survey was being conducted and a draft report prepared.

In conjunction with the regional research project, the Department of Agriculture, the Commonwealth Bank, C.S.I.R.O., and some commercial banks in New South Wales jointly conducted an agricultural development survey in early 1957. Seven members from these organizations paid visits to 140 farms in the Yass River Valley area to search for detailed information about every phase of farming activities. Among almost two hundred questions which were put before each farmer for reply, twenty were especially related to extension services. These included: how were they interested in information passed on to them by the departmental officers; the benefits they had received from existing extension services; suggestions regarding how the Department's advisory services to farmers could be improved; any particular farming problems on which they thought research was urgently needed.

The survey was completed in twelve months and the Regional Office was asked to undertake the follow-up work on analysis and statistics to bring the survey to a proper conclusion. However, owing to the shortage of staff and
staff transfers the progress has been unsatisfactory and no final outcome was reached at the end of June 1959.

At least we say a few words about the relations between the Agricultural Regional Office and local councils in the area. The Regional Office often gets into contact with the councils in carrying out the weed control work. Serrated, tussock and thistles are the three most troublesome weeds of the Region, and a committee, known as the Southern Tablelands Serrated Tussock Committee, was formed several years ago for the purpose of dealing with them. The Regional Office has its representative on the Committee to give technical advice on the control work. Next, the various District Agronomists are constantly approached by individual shire and municipal councils for the same reason.

Each year local councils ask the Department of Local Government for financial assistance to their weed control programme. Their applications are referred to the Department of Agriculture for advice, and the latter further conveys the cases to the Regional Office for recommendation. The District Agronomists concerned then inspect the weeds situation and comment on the desirability of the applications.

Regional Development Committees' Recommendations on Agricultural Development

Grazing and agriculture are the foremost economic activities within the two Regions. The Regional Development
Committees, therefore, paid much attention in their reports to the further development of the agricultural and pastoral industries. The Southern Tablelands Committee advocated in general terms more intensive land use, including improved farming methods and stock husbandry such as expansion of the area under improved pastures, the growing of more fodder crops, crop rotation, fodder conservation and improved methods of pasture management, soil and water conservation. It was also of the opinion that hand in hand with such a programme the production of basic materials, in particular superphosphate, would need to be increased. In 1956, persons engaged in grazing, mixed farming including dairying, and poultry, pig farming, etc., in the Region amounted to 5,500. The Committee planned to establish some 13,000 people in agricultural production as a final target.\(^\text{13}\)

The Monaro-South Coast Committee suggested that sheep and cattle numbers in the Monaro Section of the Region, which consists of Snowy River, Monaro, and Bibbenluke Shires, should be increased through pasture improvement combined with the growth of fodder crops and the conservation of fodder. In the Coastal Section, which covers the rest of the Region,

\(^{13}\) The Southern Tablelands Regional Development Committee, Report on the Possible Future Development of the Southern Tablelands Region, 1956, pp.13-16.
the Committee considered that a threefold increase in dairy production could be obtained with greater extension services in the direction of pasture improvement, animal husbandry, and farm instruction. Seeds production and vegetable growing in this Section also needed to be further encouraged. It was estimated that the future work force in the agricultural and pastoral industries in the whole Region would be increased to approximately 5,500 compared with the present figure of 3,600 if the production goal outlined could be reached.¹⁴

The field officers of the Department of Agriculture in the two Regions have conducted their work in many ways in the direction indicated by these recommendations. However, as the Committees' reports were published only recently and official figures regarding agricultural development in the area are not available, it is impossible to measure how far the Committees' recommendations have actually been carried out or to what extent these recommendations had influence over State agricultural policy in these two Regions.

¹⁴ The Monaro-South Coast Regional Development Committee, Report on the Possible Future Development of the Monaro-South Coast Region, 1956, pp.7-15.
Chapter VIII

TRANSPORT

The administration of transport may be discussed in three aspects, namely, air, land, and sea. Land transport in turn comprises railway and highway services. However, discussions in this Chapter are confined to air and land transport with emphasis on the administration of road construction and maintenance. This is due to the fact that roads play the most important part in transportation in the area of study and that each of the three levels of Government has something to do with the road problem. In addition, a brief account of the operation of the Commonwealth Railway between Canberra and Queanbeyan and air service in the area will be given. As there is no sea port in the area, it is appropriate to omit a study of shipping administration, which is mainly the responsibility of the Commonwealth Government.

MAIN ROADS

The Development of Road Administration in New South Wales

The development of road administration in New South Wales can be described in three phases. The first period which covered the years of gold rushes was marked by centralized administration as a start when there was no local
government authority in rural areas and the Colonial Govern-
ment had to take full responsibility of providing for road
facilities to meet the urgent traffic needs at that time.
In 1857, therefore, the Roads and Bridges Department was
created and legislation passed to authorize the appointment
of commissioners to take control of the main roads. For the
administration of road construction and maintenance the
Colony was divided into sixty-seven road districts, each of
which was placed under the supervision of a district assis-
tant engineer directly responsible to the Commissioner for
Roads. All the roads of the Colony excepting those within
the incorporated areas of municipalities and cities were under
the care of these officers.¹

The second period was opened following the passing of
the Local Government Act, 1906. This period saw the decen-
tralization of road administration in the State, because the
Act divided the Eastern and Central Divisions of the State
into shires, and the bulk of the work under the control of
the Roads and Bridges Department was transferred to the
shires and municipalities. Under the Act the local councils
were vested with authority to levy rates on the unimproved
capital value of land for the purpose of providing funds for

¹ Official Year Book of N.S.W., 1905, p.154.
road construction and other work and service. In addition, a minimum Government grant of £150,000 per annum was allocated to the shires for road purposes. As for roads in the Western Division, the State Government retained the control of and responsibility for their construction and maintenance with the exception of those in the municipalities.  

The advent of motor vehicles and, consequently, the big increase of traffic volume started the third period. The road administration in this period actually turned back to centralization, though local governing bodies still play a part, and at the same time the Commonwealth Government came into road field. The introduction of motor vehicles led to rapid increase of transport on the roads which were originally constructed for low-moving traffic, and it was deemed necessary to place the main avenues of traffic under a unified control. A Main Roads Board was then created by the Main Roads Act, 1924, to administer road affairs throughout the State and to assist local councils in their road work.  

The Main Roads Board functioned for a period of seven years and in March 1932 its work was transferred to the control of a Board of Transport Commissioners to be administered

2 Ibid., 1909, p. 118.
3 See Main Roads Act, 1924.
in co-ordination with the railways, tramways and other transport services. Nine months later the main roads administration was reorganized as a separate department in the Ministry of Transport under the control of a Commissioner who is assisted by an Assistant Commissioner. In March 1956 the administration of the Main Roads Act was transferred from the Minister for Transport to the Minister for Highways. This organizational arrangement has continued to the present day.

The Commonwealth Parliament in each year from 1923 to 1925 voted in terms of the Main Roads Development Act moneys to assist the States in developing new country by the construction of roads. Subsequently, from 1926 to 1959 moneys continued to be voted for the same purpose in terms of the Commonwealth Aid Roads Act which was amended in 1936, 1947, 1950 and 1954 successively by Parliament.

The mileage of main roads in the State has been steadily increasing. While the proclaimed main roads in 1925 when the Main Roads Board was created amounted to 12,840 miles, they were increased to 16,593 miles in 1939, and by June 1958 the total mileage of main roads was 22,444 plus 27,097 miles of other classified roads.

---

4 Official Year Book of N.S.W., 1957, p.348.
The Existing Road Administration in New South Wales

1. Department of Main Roads

The Main Roads Act, 1924, came into force at the beginning of 1925, and has thus been in operation for thirty-five years. The Act has, since the end of 1932, been administered by a Commissioner for Main Roads and an Assistant Commissioner, and the organization under their control is the Department of Main Roads.

In general, the Department's responsibilities are discharged either by providing financial and technical assistance to the shire and municipal councils or by the Department itself in carrying out construction and maintenance works on main roads. Specifically, the Department administers the following matters:—

1. The proclamation of Main Roads;
2. The division of Main Roads into classes;
3. The collection and distribution of proceeds of taxation on motor vehicles on Main Roads;
4. The allocation of the State's receipts from Commonwealth grants to be expended on Main Roads;
5. The allocation of a levy collected by the Councils in the Cumberland County District for expenditure on road works in the County of Cumberland;

Main Roads Act, 1924.
6. The creation of two Main Road Funds, namely the Country Main Roads Fund and the County of Cumberland Main Roads Fund;

7. Decisions on priority of works to be carried out on certain Main Roads (i.e. Country State Highways and all County of Cumberland Main Roads), and the granting of financial assistance to Councils in respect of all other proclaimed Main Roads;

8. The proclamation and construction of Developmental Roads, i.e. the construction of new roads in the country which will aid the development or further development of the natural resources of the State; and

9. The maintenance and administration of the Sydney Harbour Bridge.

In addition to these, the Department carries out a number of other functions, mainly in conjunction with local councils. They are:-

1. Seeing that vehicles are not overloaded and thus liable to damage roads and bridges;

2. Protecting roadside trees from damage, and planting more trees;

3. Removing unauthorized advertising signs from roadsides;

4. Providing direction signs and most warning signs on Main Roads;

5. Painting the centre stripe on Main Roads;

6. Restricting increase in the number of kerbside petrol pumps;

7. Studying road accident reports in order to correct conditions which may be hazardous;
8. Examining all level crossings on Main Roads in conjunction with the Department of Railways, in order to check that they are as safe as possible;

9. Assisting Councils by supplying technical data, and by testing of road materials at laboratories which the Department operates in Sydney and at a number of country centres;

10. Publishing a quarterly journal;

11. Assisting Councils engaged in preparing town planning schemes in respect of planning future arterial roads; and


2. The Main Roads System

In New South Wales roads are classified according to function into five classes, which are broadly described by the Main Roads Act as follows:-

State Highways: The State Highways are the principal avenues of road communication between the coast and the interior, or throughout the State and connecting with similar roads in other States.

Trunk Roads: The Trunk Roads are the secondary avenues of road communication which connect the State Highways, and with them, complete the framework of the general system of inter-communication by road throughout the State.

Ordinary Main Roads: The Ordinary Main Roads provide a network of roads connecting towns and important centres of population with the State Highway or Trunk Road routes and with each other.

Secondary Roads: The Secondary Roads are roads within the County of Cumberland only which carry a substantial amount of through traffic and thereby relieve a neighbouring main road of traffic which it would otherwise have to bear.
DEVELOPMENTAL ROADS: Developmental Roads are roads which will serve to develop any district or any area of Crown or private land by providing access to a railway station or a shipping wharf or to a road leading to a railway station or a shipping wharf.

The work of constructing and maintaining roads is, to a large extent, in the hands of municipal and shire councils. It is only for the State Highways that the Department is directly responsible. Nevertheless, the Main Roads Act provides that the Department may place the carrying out of works on a country State Highway in the hands of the council of the local government area involved. Extensive use has been made of this provision, and on almost half the mileage of country State Highways works are carried out by councils with funds provided by the Department. In respect of other roads the Department contributes towards the cost of works according to the various rates applicable to different works. This will be amplified under the discussion of road finance.

3. Road Finance

For purposes of administration, the Main Roads Act divides the State into three areas as follows:

1. County of Cumberland, comprising the Metropolitan area (excluding the City of Sydney) and its immediate rural surroundings, the Municipalities of Katoomba and Blackheath and the Shire of Blue Mountains, a total area of about 2,300 square miles.

2. Country, comprising the remainder of the State, excepting the Western Division.
3. Western Division, comprising the western third of the State's area.

There are two Main Roads Funds administered by the Department of Main Roads, namely a Country Main Roads Fund and a County of Cumberland Main Roads Fund. The principal sources of revenue for the County of Cumberland Main Roads Fund are:—

1. Taxation of motor vehicles;

2. Contributions by the Commonwealth Government under the Commonwealth Aid Roads Agreement;

3. Contributions by local governing bodies at a uniform rate in the pound on the unimproved capital value of land;

4. Loan appropriations passed by Parliament which are repayable from the road fund; and

5. Loan or revenue appropriations passed by Parliament for relief of unemployment. Appropriations of revenue in this case are generally not repayable.

The Country Main Roads Fund has the same sources of revenue as the County of Cumberland Main Roads Fund excepting contributions of local councils. The Main Roads Act provides that local councils within the County of Cumberland area shall pay each year the proceeds of a levy of not more than ½d. in the pound on the unimproved capital value of the land in their areas. This levy is uniform throughout the area, with the exception that lands used principally for primary production receive a rebate of fifty per cent of the levy. The

7 Main Roads Act, 1924, Sec. 10.
actual rate was 6d. in the pound for the years 1925-1932 inclusive, and has since been reduced to 7/16d. in the pound for the greater part of the area with a reduction to 7/32d. in the pound for the primary producing area. The amount collected in the year ended June 1958 was £1,083,435. Apart from the levy the local authorities do not contribute towards the cost of work on Main Roads in the County of Cumberland. There is, however, a small class of classified roads known as 'Secondary Roads' in the County of Cumberland, on which the cost of works is shared equally between the local councils and the Department of Main Roads.

In the country, each local authority contributes to each individual work or programme of construction or maintenance according to the classification of the Main Roads in its area on which works are to be carried out. The rate of contribution by the Department of Main Roads is as follows:

1. The full cost of State Highway works.

2. The full cost of all main and other roads in the Western Division of the State (excluding Municipalities).

---

8 Sherrard, H.M., 'Main Roads Administration in N.S.W.', an address to the Royal Institute of Public Administration, Sydney, 6th April 1956 (Copy kept by the Department of Main Roads).

9 Main Roads Department of N.S.W., Main Roads of New South Wales, 1951, p.17.
3. Three-quarters of the cost of all works on Trunk Roads (increased to one hundred per cent for new bridge construction).

4. Two-thirds of the cost of all works on ordinary Main Roads (increased to three-quarters of the cost for new bridge construction).

5. The full cost of works on sections of main roads known as 'mountain passes'. These are usually roads through mountainous country, which link the tablelands and the coast.

All other costs on country main roads are met by councils from ordinary rating on the unimproved capital value of land.

Of the sources of revenue which are common to both funds, the major portions are derived from motor vehicle taxation levied and collected by the State and a fund allocated to the State by the Commonwealth under the Commonwealth Aid Roads Act. These two sources of revenue are divided between the County of Cumberland Main Roads Fund and the Country Main Roads Fund. Broadly speaking, the Country Main Roads Fund receives eighty per cent of the receipts from motor vehicle taxation, and eighty per cent of that portion of Commonwealth endowment which may be spent on Main Roads. The County of Cumberland Main Roads Fund receives the rest of the receipts from motor vehicle taxation and Commonwealth endowment.

The full cost of work on Main Roads in the County of Cumberland is met from the County of Cumberland Main Roads Fund. In the country area of the State, in addition to State
Highways, the following further special works are also fully financed from the Main Roads Fund: 10

1. Certain lengths of Main Roads known as 'mountain passes', mainly passing through rough forest country and linking the Tablelands with the coast.

2. All roads, both Main and unclassified, in the Western Division which are not within Shires or Municipalities.

3. Certain roads built for special purposes, e.g. defence.

4. Certain major bridges and certain ferries built at the cost of the State in earlier years, and situated mainly but not entirely on Main Roads.

Commonwealth-State Relationships in Road Development

Under the Commonwealth Constitution, the Commonwealth legislative powers in connection with transport are confined mainly to civil aviation, navigation, shipping and lighthouses and the Commonwealth Railways, road construction and maintenance and other intra-State transport services being the responsibility of State Governments. However, the Commonwealth provides financial assistance to the States for road purposes, and this has, since 1923, been an outstanding feature of Commonwealth-State relations in road development.

The existing Commonwealth Aid Roads Act has its origin in 1923, when the Commonwealth Parliament passed the Main

---

10 Sherrard, H.M., op.cit.
Roads Development Act providing the sum of £1.75 million to the States for road works. When the Main Roads Development Bill was presented to Parliament by the Prime Minister, Mr S.M. Bruce, he made the following statement:-

'Road construction, speaking generally, is, of course, a matter for the States, and not for the Commonwealth Government. But we have now reached a point in our development at which the National Government must give consideration to the subject, realising, as it does, that in this country means of transit are imperative if we are to develop as rapidly as we should do ... I wish to make it clear here that this proposal is not designed to relieve the State Governments from their ordinary obligations with regard to roads. It was merely a recognition by the Commonwealth of the paramount importance in Australia of good means of communication as an aid to development. It is intended to extend and promote the development of the country by the provision of new roads and the improvement of main roads as arteries of communication.

'The roads on which the money is to be spent must be such as will open up new country for agricultural, pastoral, and mineral activities, and give access to railways or main thoroughfares to facilitate the marketing of produce.'

This Main Roads Development Act was effective for the years 1923-1925. From 1926 onwards there were a series of Acts passed by the Commonwealth Parliament for the same purposes, each of which came into force for several years. As these enactments reflected the changing policy of the Commonwealth towards road development, it may be useful to summarize

---

their important aspects in order to see how the Commonwealth and State Governments have been taking co-operative steps to tackle road problems.

1. Main Roads Development Act, 1923-25

By this Act the Commonwealth provided £1,750,000 to the States subject to the States providing an amount of £1,500,000. The Commonwealth money was divided among the States on the basis of three-fifths in respect of State population, and two-fifths in respect of State area, and was to be spent on construction only, on the following classes of roads:

1. Main Roads which open up and develop new country;
2. Trunk Roads between important towns; and
3. Arterial Roads.

2. Federal Aid Roads Act, 1926-37

This Act provided for the execution of formal Agreements between the Commonwealth and States whereby a total of £35,000,000 would be spent on road works over a period of ten years from 1st July 1926. The Commonwealth provided a fixed amount of £2,000,000 per annum. The States were required to find fifteen shillings for each pound contribution by the Commonwealth, a total of £1,500,000 per annum. Under this Agreement the method of distributing the Commonwealth fund and the classes of roads eligible for such financial assistance were the same as in the Main Roads Development Act, 1923-25.
while at least one-quarter of the money provided for each State was required to be spent on construction, the whole of it had to be expended on construction and reconstruction, it being left entirely to the States to provide for maintenance. Commonwealth approval was required for each individual work proposed by a State.

As difficulty was experienced by the States in providing their contributions and in setting aside any portion of the Commonwealth money for maintenance and repair works, an amendment of the Federal Aid Roads Agreement was adopted at the request of the States as from 1st July 1931. The principal variations resulting from the amendment were as follows:-

1. The States were relieved of the obligation to contribute pro rata with the Commonwealth.

2. The Commonwealth grant to the States, petrol tax collections, included -

   (a) 2½d. per gallon on imported petrol from a total tax of 7d. per gallon collected by the Commonwealth Government.

   (b) 1½d. per gallon on locally refined petrol from a total tax of 4d. per gallon collected by the Commonwealth Government.

3. The money could be expended in the maintenance, repair, reconstruction or construction of roads irrespective of their classification.

4. Commonwealth approval of individual works to be carried out was no longer required.
3. Federal Aid Roads Act, 1937-47

This new Act came into operation for ten years from the 1st July 1937. The principal points were:-

1. The proportion of the tax on petrol made available for distribution between the States was increased to 3d. per gallon on imported petrol and 2d. per gallon on locally refined petrol.

2. Five per cent of the total grant was to be paid to the State of Tasmania, and the remaining ninety-five per cent was to be distributed between the other States according to the same formula as under the old Agreements.

3. The proceeds of all but ½d. per gallon of the grant were required to be spent on roads, ½d. per gallon might be spent on roads or on other works connected with transport, as determined by the States, except that one-twelfth of the proceeds of the ½d. mentioned could be required by the Commonwealth to be spent on the maintenance and repair of roads which approach or adjoin Commonwealth properties.


This Act discontinued the system of formal agreements with the States. It specifically provided that, in addition to the proceeds of petrol tax, a fixed amount of £1,000,000 per annum was to be distributed, on the same basis as applied to the distribution of the proceeds of the gallonage payment, to the States for expenditure upon the construction, reconstruction, maintenance and repair of roads through sparsely populated areas, timber country and rural areas, or, if the State thought fit, upon the purchase of road-making plant
for use in areas where the purchase of such plant was beyond
the resources of the local authorities; the money was not to
be spent on proclaimed State Highways, Trunk Roads and Main
Roads without the approval of the Commonwealth Minister. The
original amount of £1,000,000 per annum was increased to
£2,000,000 in 1948-49, and to £3,000,000 in 1949-50.

5. The Commonwealth Aid Roads and Works Act, 1950-54
This Act followed the lines of the previous Act with
the exception that:-

1. Payments to the States were to be at the rate
of 6d. per gallon on imported petrol and 3½d.
per gallon on locally refined petrol (petrol
tax rates levied by the Commonwealth Govern­
ment were 10d. and 8½d. per gallon respec­
tively).

2. Of the amounts payable to the States, after
payment of five per cent to Tasmania, sixty-
five per cent was to be expended by the
Commonwealth on strategic roads, roads of
access to Commonwealth properties and the pro­
motion of road safety practices; thirty-five
per cent was to be expended on rural roads,
including developmental roads, feeder roads,
roads in sparsely populated areas and in
soldier settlement areas; also on the purchase
of road-making plant for use on the rural
roads thus defined.

Under this Act a uniform rate of 7d. per gallon of
petrol tax was to be paid to the States both on imported and
locally refined petrol. It provided that at least forty per
cent of the amounts paid to the States is to be set aside
for expenditure on local roads in rural areas. In addition, a sum of £300,000 per annum was to be retained by the Commonwealth Government for expenditure on road safety practices, strategic roads, roads of access to Commonwealth properties, and other roads serving Commonwealth purposes.

7. The Commonwealth Aid Roads Act, 1959-64

The existing Commonwealth Aid Roads Act contains the following five main features:-

1. The Commonwealth will make available for road works over the next five years a total amount of £250,000,000.

2. Of this amount, £220,000,000 will be distributed to the States in increasing annual amounts commencing with £40,000,000 in 1959-60, and increasing by £2,000,000 per annum to £48,000,000 in 1963-64.

3. An additional £30,000,000 will be made available over the five years period, commencing at £2,000,000 in 1959-60 and increasing by £2,000,000 annually to £10,000,000 in 1963-64, on the basis of a pound for every pound allocated by State Governments from their own resources for expenditure on roads over and above their allocations for this purpose in 1958-59.

4. Commonwealth payments to States will no longer be linked with petrol tax, but are guaranteed annual amounts which will be met from general revenue.

5. A new basis of distributing the total grant between States has been adopted - namely five per cent of the total grant to Tasmania, and the balance one-third in accordance with area, one-third in accordance with population, and one-third in accordance with motor vehicles registered.
These Commonwealth Aid Roads Acts have revealed that since 1923 the Commonwealth Government has been assuming steadily increasing responsibility for assisting State Governments in their road construction and maintenance problems, especially in the development of roads in rural areas. It is obvious that to a great extent the construction and improvement of roads through sparsely populated and rural areas have depended upon Commonwealth grants.

The Relationships Between State and Local Authorities in Roads Programmes

Local government authorities have, since 1906, been responsible for constructing and maintaining Main Roads in their areas. The Main Roads Act, 1924, also provides that the Department of Main Roads may ask local councils to carry out works on a country State Highway on its behalf. In dealing with these matters the local governing bodies are in constant contact with the Department of Main Roads financially and technically. In other words, the Department of Main Roads offers financial and technical assistance to councils for carrying out road construction and maintenance works. The administrative arrangements are as follows:

1. Work on State Highways

So far as work on State Highways is concerned, the Department of Main Roads has a dual relationship with councils, because a council is carrying out work on behalf of the
Department and at the Department's full cost. Where the Department has decided that any work of construction or maintenance is necessary on a State Highway the Department makes an agreement with the council concerned and pays the cost from the Country Main Roads Fund to the council to be expended on the work. 12

The Department usually itself carries out the required surveys and prepares road plans for the more difficult sections; it prepares plans for most of the bridge construction and often supervises this work; it carries out heavy maintenance of major bridges and operates and maintains ferries. In addition, the Department tests materials for councils, paints centre lines, conducts traffic surveys, checks traffic for overloaded vehicles and prosecutes where necessary, prosecutes where the road is damaged, supplies sign boards, and usually carries out land acquisitions. In general, the Department exercises a closer guidance, direction and control over councils' work on State Highways than over work on other country Main Roads where councils provide portion of the cost. 13

---

12 See Main Roads Act, 1924, Sec. 21c.
13 Annual Report of the Department of Main Roads of N.S.W., 1953, p. 8.
2. Construction Work on Main and Developmental Roads

Here the initiative lies largely with the councils, but the expenditure, being State aided, is supervised by the Department. Where the construction work is to be undertaken on Main or Developmental Roads the council concerned submits a preliminary application for financial assistance to the Divisional Engineer of the Department showing the nature and extent of the work proposed, with a tentative estimate of the cost. In submitting this preliminary application council indicates the need for the work, the order of council's preference if more than one job is included, the proposed method of execution, and the arrangements to be made for proper supervision.\(^{14}\)

If the Department approves the application it is necessary for the council to forward full working plans and specifications with detailed estimate of the cost, etc., and council is given an advance of money. Every three months the council submits a certificate of expenditure to the Divisional Engineer, stating details of the amounts which have been expended on the work. With each certificate the council's Engineer reports briefly on the progress of the programme for the information of the Divisional Engineer.\(^{15}\)

\(^{14}\) Department of Main Roads of N.S.W., \textit{General Conditions of Assistance to Councils}, 1953, p.18.

\(^{15}\) \textit{Ibid.}, pp.32-3.
3. Maintenance and Improvement Programmes

Maintenance works and minor improvement works on Ordinary Main Roads are undertaken annually by council to ensure that the whole length of main roads in the area is retained in a satisfactory condition throughout the year. Before the start of each year, the Divisional Engineer requires all shire and municipal councils in his Division to submit an Ordinary Main Roads Maintenance and Improvement Programme including a formal application for financial assistance in the same manner as construction work. 16

The Divisional Engineer or one of his staff frequently visits the councils or attends councils' meetings to exchange views with councils' Engineers about all these works. Sometimes he makes personal observation of the works proposed by the council so that he can recommend to the Department of Main Roads regarding councils' applications for financial assistance. In this way, consequently, the Department of Main Roads and the local authorities keep reasonable cooperation in running the main roads system of the State.

Some of the councils' officers in the area of study thought that the Department of Main Roads had too much control over councils in relation to road work. They especially complained of the submission of certificates of expenditure

16 Ibid., pp. 19-22.
which, they maintained, only wasted their time and, unnecessarily, added to their administrative burden. The complicated procedure for accepting tenders in the case of contract works was also criticized.

For this and other reasons, the local government authorities in the State have struggled, through the Australian Council of Local Government Associations, for more money for local roads and less direction by higher authorities in relation to their road construction and maintenance works. They were represented at the National Roads Conference convened by the Commonwealth Government in February 1959 to discuss roads problems throughout Australia and put forward to it their claims, but no substantial decision in favour of them was made.17

Road Development in the Southern Tablelands and Monaro-South Coast Regions Since 1945

The Department of Main Roads set up the South Coast and Southern Divisional Offices at Bega and Goulburn before World War II,18 each under the control of a Divisional Engineer, who reports to the Department's Chief Engineer at the Department's Head Office.

18 Organization and functions of these two Divisional Offices, see Chapter III.
The Divisional Engineer's task is to control any works which the Department itself may undertake, and to examine the proposals of local councils for works on Main and Developmental Roads, administer grants, exercise supervision, and assist and co-operate with local councils in road construction and maintenance generally. This policy of decentralization was first introduced in 1928 in an effort to seek improved administration and closer contact with councils and their officers, and since then the whole State has been divided into thirteen Divisions with Divisional Offices established at major towns.19

There has been a substantial development of the road system in the Monaro-South Coast Region in the last fifteen years. In addition to the proclamation of many new Developmental and Main Roads in various shires and municipalities, important construction and reconstruction works on State Highways and Trunk Roads have been carried out, particularly in the Municipality of Cooma and the Snowy River Shire area following the commencement of the Snowy Mountains Hydro-Electric Scheme. These can be summarized as follows:—

1. Reconstruction work with bitumen surfacing of the Prince's Highway between Bateman's Bay and the Victorian border. This work commenced in July 1946, and by June 1959 bitumen surfaced pavement

19 Department of Main Roads, N.S.W., Guide to Officers, 1956, p. 18.
was completed up to Eden with the exception of a length of six miles immediately north of Bega on which work was in progress.20

2. Reconstruction and improvement work including bitumen surfacing of the Monaro Highway. The Monaro Shire Council undertook the work on behalf of the Department of Main Roads. The portion within the State of New South Wales was estimated to cost about £300,000 with the Commonwealth Government contributing £100,000, because this road provides one of the four principal outlets from Canberra.21

3. Reconstruction work of the Snowy Mountains Highway including bitumen pavement between Nimmitable and Kiandra.

4. Reconstruction and bituminous surfacing of Main Road No. 286 from its junction with State Highway No. 4 near Cooma, towards Jindabyne. The work was carried out by the Snowy River Shire Council, the Department of Main Roads and the Snowy Mountains Hydro-Electric Authority jointly. The total cost of the work was £542,000. Of this amount the Snowy River Council contributed £22,450, which was borrowed from the Snowy Mountains Hydro-Electric Authority without payment of interest and repaid by ten equal and consecutive half-yearly instalments, the Department of Main Roads £44,900, and the Snowy Mountains Hydro-Electric Authority £474,650.22

The work commenced in November 1949, and the Divisional Engineer at Bega submitted a general report on completion to the Department of Main Roads in December 1956. This was a typical case of co-operation of the three levels of government

20 Annual Report of the Department of Main Roads, N.S.W., 1947-59.
21 Ibid., 1958.
22 Data obtained from the South Coast Divisional Office, Department of Main Roads.
in the undertaking of road construction. During the period of five or six years the three constructing authorities constantly conferred together not only to solve financial problems but to seek an appropriate division of labour among them. The section of the State Highway No. 4 from junction of Main Road No. 286 to Adaminaby was carried out by the Department of Main Roads, and the section of Main Road No. 280 north of Berridale, by the Snowy River Shire Council. The Snowy Mountains Authority generally supplied the plant required for the work, co-operated with the State in securing unskilled labour, and provided cottages for the State officers resident at Cooma, engaged on the project. 23

Next, all surveys, and all work on the designs and preparation of plans were undertaken by the Department of Main Roads. The Department also set up a resident engineer's office at Cooma with a staff of six, one ganger and forty men.

As for financial arrangements, the Snowy Mountains Authority provided a cash advance sufficient to finance estimated expenditure for a period of two months, and subsequently recouped the State by progress payments equivalent to the monthly expenditure as certified by the accountant of

23 Data obtained from the South Coast Divisional Office, Department of Main Roads.
the State Department of Main Roads. In addition to quarterly statements of cost of work carried out by the Department, he supplied to the Authority a certificate covering the expenditure to the 30th June each year, and a further certificate in respect of the final cost of the work was given to the Authority by the State Auditor-General. Apparently, although the Snowy Mountains Authority did not take part in the actual construction project, it exercised substantial supervision over progress of the work through this financial control.

In the Southern Tablelands Region, apart from routine improvement work on the Hume and Federal Highways and the proclamation of several Developmental and Main Roads, the main development of road construction has been the reconstruction of the Canberra-Bateman's Bay Trunk Road. The Commonwealth Government contributed £300,000 towards the cost, the Department of Main Roads £560,000, the Yarrowlumia, Tallaganda and Eurobodalla Shire Councils £12,500 each. The work was supposed to be completed by early 1961.  

It is worth while noting that the Commonwealth contribution was made after numerous representations from the above-mentioned Shire Councils and many other local bodies such as the Queanbeyan Chamber of Commerce, the Bungendore Progress

---

See Annual Report of the Department of Main Roads, N.S.W., 1958.
Association, the Central South Coast Tourist League, etc. It took more than eight years to persuade the Commonwealth Department of National Development and its Minister to provide the necessary money. Throughout the years 1949-1957 the member of Parliament for Eden-Monaro, A.D. Fraser, was also active in pressing for consideration of the case.

The application for Commonwealth financial assistance in the construction of the Canberra-Bateman's Bay Trunk Road was first suggested to Fraser by the Bungendore Progress Association in March 1949, but the Commonwealth Government did not answer Fraser's representation favourably. Four years later, the Central South Coast Tourist League, the Tallaganda Shire Council and the Bateman's Bay Chamber of Commerce raised the same question. Senator W.H. Spooner, the Minister for National Development again rejected their requests for the reason that 'any such road would be constructed within the territory of the State of N.S.W. Thus the responsibility for the construction of such road would lie with the N.S.W. Government, to whom I suggest any representations about the matter should be made.'

In 1954 Fraser raised the matter in Parliament and presented a letter from the Queanbeyan Chamber of Commerce to

---

25 All relevant material in this section was obtained from the member of Parliament for Eden-Monaro, A.D. Fraser.
the Prime Minister, asking him to nominate an appropriate
Minister to receive a deputation. However, the Prime Minister
flatly refused saying that he hesitated to suggest that any
Commonwealth Minister should occupy his time with a matter
which apparently came entirely within the administration of
the New South Wales Government. Almost at the same time the
Yarrowlumla Shire Council wrote to the Prime Minister arguing
that the Commonwealth should give consideration to this
matter because a particular Commonwealth allocation of
£500,000 is made each year in terms of the Commonwealth Aid
Road Act for the construction and maintenance of strategic
roads and roads of access to Commonwealth property. Fraser,
consequently, wrote to the Prime Minister asking that the
question be further examined and suggesting that legal issue
involved be referred to the Solicitor-General.

There was no further development in this matter until
1957 when the Yarrowlumla, Tallaganda and Eurobodalla Shire
Councils re-submitted their application, and in September,
after conferring with the Premier of New South Wales, the
Prime Minister announced that the Commonwealth would contri­
bute £300,000 for the reconstruction work on the road.

Generally speaking, suggestions concerning reconstruc­
tion or improvement work on existing roads are initiated in
two ways. Firstly, interested private individuals or local
bodies approach local members of Parliament to pass their requests on to the Minister for Highways, who refers the case to the Commissioner for Main Roads. The Main Roads Department then asks the Divisional Engineer Office concerned to comment on the matter. This in return gives the Department information on the practicability of the suggestion.

Secondly, one or more local councils take the initiative in putting forward the case to the Department either through the Divisional Engineer Office or local member of Parliament. Sometimes they may make direct representations to the Minister.

However, under normal circumstances the Department does not readily adopt a local suggestion because of the shortage of funds. As the Canberra-Bateman's Bay Trunk Road case showed, local opinion could exercise some influence on road policy only if a hard and continuous pressure was put on the road authorities.

Recommendations of the Regional Development Committees

The Southern Tablelands Regional Development Committee made in its report several recommendations about the improvement of the road system in the Region. These are:

1. The Trunk Road serving the area from Bathurst, through Tuena and Laggan and then deviating through Crookwell to Mount Waye, Goulburn, Tarago, Braidwood and the Clyde Mountain to Bateman's Bay should be proclaimed as a State Highway by reason of it being a principal avenue of road communication between the coast and the interior.
2. The proposal for a road of highway standard from the Federal Capital Territory to the coast, which will pass through and serve part of this Region, should be put into effect as early as possible.

3. The roads from Goulburn to Taralga and Crookwell and roads where there is intensive closer settlement should be improved.

The Monaro-South Coast Regional Development Committee's recommendations were as follows:

1. All existing Main Roads in the Region should be raised to a higher standard. The following works were particularly recommended -

   **Prince's Highway**: completion of reconstruction and bituminous surfacing to the Victorian border.

   **Snowy Mountains Highway**: construction and bituminous surfacing between Bega and Nimmitabel.

   **Monaro Highway**: completion of reconstruction and bituminous surfacing northwards from Cooma to Michelago and southwards from Cooma to Nimmitabel and Bombala.

   **Bateman's Bay to Braidwood Trunk Road**: reconstruction and bituminous surfacing.

2. Some of the existing roads, which would include the following road connections, should be reclassified -

   (a) Jindabyne and the Victorian road system such as at Buggan Buggan or Tom Groggin.

   (b) Jimenbuen and Delegate.

   (c) Cooma and South Coast at Bodalla.

---

(d) Adaminaby and Canberra (via Yaouk).  

A review of the road work in progress in the two Regions such as the reconstruction and bituminous surfacing work on the Prince's and Monaro Highways and the reconstruction work on the Canberra-Bateman's Bay Trunk Road, reveals that most of the Regional Development Committees' recommendations have been adopted by the State Government. The improvement work on the Snowy Mountains Highway between Bega and Nimmitabel is now receiving the Main Roads Department's consideration. However, those in connection with the reclassification of the Trunk Road between Bathurst and Bateman's Bay and other roads in the Monaro-South Coast Region are not likely to be considered in the near future because of financial difficulties.

RAILWAYS

The administration of State railway systems is purely the responsibility of the State Government, and, in general, both the Commonwealth Government and local governing bodies have nothing to do with the State authority in the operation of intra-State railways services. For this reason our discussion on railway transport here concerns merely the running

---

of railway services from the New South Wales boundary at Queanbeyan to Canberra, which has been a special administrative arrangement between the Commonwealth and the State Government of New South Wales.

This short section of railway, four miles and seventy-five chains long, was built by the Railway Construction Branch of the Public Works Department, New South Wales, under the provision of the Seat of Government Surrender Act 1909 of New South Wales, and the Seat of Government (Acceptance) Act of the Commonwealth, and was completed and taken over by the Chief Commissioner of Railways, who, since its opening for traffic, managed and maintained the line for and on behalf of the Commonwealth Government until 1st July 1928, on which date the management was taken over by the Commonwealth Railways Commissioner. 28

In the same year, the Commonwealth Railways Commission entered into an agreement with the Railways authority of New South Wales for joint operation of services. Under the agreement, the New South Wales Railways Commission has provided all locomotives, rolling stock and train crews on payment by the Commonwealth, while the Commonwealth Railways

28 The Commonwealth Year Book, 1929, p.264.
Commission has maintained the permanent way and station buildings and staffed the Canberra Station and goods shed.  

In addition, the Sub-Inspector of the District Office of the New South Wales Railways Department, Goulburn, oversees the work on the Canberra-Queanbeyan Railway gauge. Signalling alterations and new installation are under the supervision of the Signal and Interlocking Engineer of the same Office.

So far as fares and freights are concerned, the two authorities share the income in proportion to the mileage served. As the line is so short with its terminal at Canberra, the freight revenue earned by the Commonwealth Railways Commission is not enough to pay the cost of unloading and delivery of goods through the goods shed.  

CIVIL AVIATION

When the Australian Constitution was adopted in 1900, powers over defence, customs, postal and telegraphic services, etc., were specifically handed over to the Commonwealth Government, but there is no mention of Civil Aviation in the Constitution, because aircraft had not at that time

---

29 Data obtained from the Commonwealth Railways Commission.  
emerged as an instrument of transport. Therefore, when the
growth of inter-State air transport seemed to call for some
regulation on a national basis, it was possible for Common-
wealth aviation legislation, the Air Navigation Act, 1920-
1950, only to authorize the Governor-General to make regula-
tions for giving effect under the 'external affairs' power,
to the Chicago Convention on Civil Aviation, to which
Australia is a party, and to provide under the 'commerce
power' for the control of air navigation in relation to trade
and commerce with other countries and among the States, and
under the power to legislate for Territories, in relation to
aviation within any Territory of the Commonwealth.

On 6th March 1937 a constitutional amendment was sought
by referendum to give the Commonwealth complete legislative
control over air navigation and aircraft within Australia.\(^31\)
The referendum was defeated with the result that, although
the Commonwealth could exercise control over inter-State
and international Civil Aviation, flying inside the borders
of each State still remained within the powers of the State
Government concerned.

In April 1937 the Commonwealth convened an aviation
conference of Commonwealth and State Ministers to consider

\(^31\) The Commonwealth Year Book, 1938, p. 84.
means to ensure that uniform rules would apply to all classes of air navigation. All States have since enacted uniform Air Navigation Acts which apply the Commonwealth legislation to intra-State flying and authorize the Commonwealth to administer these laws. The Parliament of New South Wales passed the Act in 1936.

Under the Commonwealth regulations aircraft engaged in public transport operations must be registered, have a valid certificate of airworthiness and be operated by duly licensed personnel. The procedures for the issue of an intra-State license in the State of New South Wales are as follows:

1. Both State and Commonwealth licenses are necessary for the operation of air services within the State.

2. It is a condition precedent that a State license be obtained prior to the issue of a Commonwealth license.

3. The Commonwealth may refuse to issue a license on safety or policy grounds.

4. Any license issued by the Commonwealth will cease to have effect immediately the State license has been withdrawn or cancelled.

In addition, the Commonwealth-State relations in aviation arise when there is a Commonwealth subsidy for air services in the State, and the Department of Civil Aviation


33 Data obtained from the Department of Civil Aviation.
maintains navigation control on public aerodromes and either builds or assists financially in building aerodromes.

The Department of Civil Aviation has direct contact with local councils under its Aerodrome Local Ownership Plan. Aerodrome construction and maintenance is one of the functions open to local governing councils under the Local Government Act, 1919, and the Commonwealth has been in a position to render financial assistance to help councils in the development of aerodromes. In 1958 the new airport policy of the Commonwealth, known as the Aerodrome Local Ownership Plan, was put into effect, the intention of which is that community aerodromes should be owned, operated and maintained by the local authority, with assistance from the Commonwealth.

These are the main points of the Plan:—

1. Local authorities which developed aerodromes prior to September 1957, on a promise of acquisition have been given the opportunity of receiving repayment by the Commonwealth for works already completed and with assistance thereafter, on a 50/50 basis, both for maintenance and development works.

2. Where the Department of Civil Aviation agrees that new aerodromes are required, the local authority concerned may be assisted by the payment of a grant, on a 50/50 basis, towards the cost of both approved development and thereafter, towards maintenance work.

---

34 Department of Civil Aviation, *Aerodrome Local Ownership Plan*, pp. 5-10.
3. Where an existing Commonwealth aerodrome is located near a local authority considered capable of undertaking the responsibilities of ownership, that local authority will be given the opportunity of taking it over. The authority would also be eligible for subsequent financial assistance from the Commonwealth on a 50/50 basis for approved maintenance and development work.

4. The Commonwealth continues its responsibility for essential air safety services.

In New South Wales eleven aerodromes have been taken over by local authorities by the end of February 1960, and another twenty-three are expected to be handed over to councils.35

In the Southern Tablelands Region (i.e. outside the Australian Capital Territory) there is not one aerodrome which is licensed for use of commercial aircraft. In the Monaro-South Coast Region there are three aerodromes which are located at Cooma, Moruya and Merimbula respectively. They have been used for taking large commercial planes and frequent air services are available to Sydney, Canberra or Melbourne. These three airports are operated and maintained by the Commonwealth at present. The Department of Civil Aviation will negotiate with councils concerned for taking over Moruya and Merimbula Aerodromes in two or three years.

35 Data obtained from the Department of Civil Aviation.
PART III

SOME CONCLUSIONS
Chapter IX

CONCLUSIONS : REGIONALISM OR DECENTRALIZATION?

In the preceding Chapters an account was given of the origin and progress of government-initiated regional planning and development in the State of New South Wales, and five case-studies were also made to show administrative connections between the three levels of government in the Southern Tablelands and Monaro-South Coast Regions. In these studies we at the same time pointed out the proposals made by the Regional Development Committees for developing the two Regions and how far they have been carried out by the State Government. We now try, for several viewpoints, to assess the results of the regional movement and analyse reasons leading to these results.

Regional Planning

Based on the recommendations of the Regional Boundaries Committee appointed by the Premier W.J. McKell in 1943, the State Government of New South Wales sub-divided the whole State into twenty Regions in 1944 and at the same time undertook regional resources surveys and formed regional advisory bodies.
The resources surveys in the various Regions were conducted by the Premier's Department with the help of other State authorities, local governing bodies and interested people. After the completion of the survey a report was published for each Region. However, survey work in the Upper Darling, Central Darling, Murray-Darling and Sydney Regions was abandoned because the first three Regions are in the Western Division and their remoteness and large areas made the survey very difficult, while the resources in the Sydney Region are known too well to need a special survey.

With regard to regional advisory bodies, a Regional Development Committee was formed in each Region except Namoi, Upper Darling and Central Darling, where for one reason or another a Committee either was never organized or only functioned for a short period of time.

The most important work for each Regional Development Committee was to study further the resources of its Region and to lay down the direction of development. For this reason, each Committee was required to prepare a report containing concrete proposals for future development in both primary and secondary industries. Up to the end of 1959, seven Committees had published their reports, while three others had them under preparation and the rest had fallen by the wayside.
In the Southern Tablelands and Monaro-South Coast Regions, it took more than ten years for the Regional Development Committees to complete their reports on the future possible development in the respective Regions. However, as indicated previously, most of the State Departments concerned unfortunately showed an apathetic reaction to the proposals and, therefore, only a very small proportion of the proposals were considered for adoption, leaving a great part of them merely for reference.

This situation led to the Committees taking a less positive attitude towards their activities. Since the submission of its report on the possible future development to the Premier's Department in 1955 the Southern Tablelands Regional Development Committee has almost ceased functioning. It holds meetings only occasionally and apart from a report on the population trends in the Region which is issued by the Secretary to the Committee every now and then, no study of any kind has been continued.

The position in the Monaro-South Coast Region is even worse. The Regional Development Committee's business has come to a standstill for a long time. In 1959 the Secretary to the Committee resigned his office because of his
disappointment with the State Government's reluctance to carry out its regional development policy.¹

As for the fate of the two Committees' proposals, this is perhaps the most depressing aspect of the regional movement. To begin with, the Regional Development Committees were asked to work out, in an advisory capacity, schemes for further development of the Regions. With first-hand local knowledge on the part of the Committee members, the proposals made by them should, to a great extent, have received the close attention of the State authorities. On the contrary, they were considered as general opinion coming from people in the street and treated indifferently. As mentioned in part II, while the recommendations regarding road improvement in the two Regions had some influence on the reconstruction of several roads, those in connection with agriculture, housing, education and so on seemed to have no repercussions at all. Even in the case of the roads it is fair to admit that the Regional Development Committees' proposals were adopted not so much because of their special merits as through the effective pressure exerted on the road authorities by local people through their members of Parliament.

¹ Mr T. Thorpe, Clerk of the Snowy River Shire Council and concurrently Secretary to the Monaro-South Coast Regional Development Committee, once interviewed me at his office and told me his dissatisfaction with the attitude of the State Government towards regional development.
One may argue, of course, that the Regional Development Committees' recommendations could not have influenced Government policy in the development of the two Regions in the last fifteen years, simply because they were put before the Government authorities only a few years ago and it is too soon to expect much achievement. Nevertheless, judging from the comment made by the various departments on the Committees' proposals we can assume that they would not be likely to be put into practice to a noticeable degree for the reason that basically the State authorities were not interested in the functioning or even the existence of the Regional Development Committees.

**Regional Development**

Not only has the possibility of carrying out the proposals of the Regional Development Committees been somewhat nebulous, but it is also difficult to see any sign of their work stimulating what might be called a regional community of interest in the areas. In the first place, there seems to be no regional feeling among the inhabitants or universally acknowledged regional centres in the two Regions, which are the most important factors of a living Region. People in Queanbeyan, for example, have a strong local pride and do not recognize Goulburn as their regional headquarters as was claimed by the Regional Boundaries Committee.
Economically, Queanbeyan used to have some connection with Goulburn, but the rapid growth of Canberra has had an increasing impact upon Queanbeyan and Canberra has largely taken Goulburn's place in this respect. This also applies to Yass and many other country towns on the outskirts of the Australian Capital Territory.

In the Monaro-South Coast Region, the geographical disparity between the Monaro and Coastal Sections has been an irreconcilable obstacle to a harmonious development of the Region. So far as a regional centre is concerned, perhaps Cooma and Bega are even greater rivals with each other than Goulburn and Canberra.

Next, the regional movement was devised by Governments and officials, and people in general are not concerned with its development. Even local government officials are, for the most part, not interested in this matter. Among them, those on the Regional Development Committees say that they merely perform advisory duties and it is entirely the State Government which is responsible for having their proposals carried out. People not directly concerned with the Committees tend to think their activities are useless because of the lack of broad representation and genuine support from the State Government.
The State Government also has not shown sincerity in fostering regionalism in the State. After the compilation of the Preliminary Regional Resources Surveys which was mainly the work of the Premier's Department, no further step seems to have been taken in bringing the basic regional data into use. Even the suggestion that regional areas be utilized as a basis for departmental administration has not been generally adopted except that the administrative divisions of the Department of Main Roads were defined roughly on a regional basis. As we can see from previous Chapters, no other department created its administrative areas or districts in accordance with regional boundaries.

What is more discouraging is that State administrative measures have continuously followed the old lines of unbalanced development between metropolitan and country areas. For example, students of primary and secondary schools in the Newcastle-Sydney-Wollongong area have better medical and dental services than those attending schools in country areas. Metropolitan schools have more modern equipment and facilities and perhaps better teachers. Government builds many more houses for metropolitan residents than for those living in rural towns. City inhabitants may have to be on the waiting list for allocating houses longer than country people do because of the congestion of population, but they
can eventually become tenants of the Government. People in certain small towns or villages, on the other hand, may never have the chance to obtain Government-built homes simply because there has been no Government housing scheme operated in these places, nor are they likely to be in the visible future. Again, their poor standard houses may never be replaced by good ones as in the city where slum clearance has been one of the Government's housing policies in recent years.

These facts speak for the contrast between Government services in city and rural areas which exists not only in the two Regions of study but also in almost all other Regions in the State. In other words, when people themselves fail to take initiative in developing their Regions the Government also fails to materialize its regional idea despite the subdivision of the State into twenty Regions.

**Decentralization**

Another purpose of regionalism in New South Wales was decentralization of Government administration and of industries. Owing to geographic and other reasons, the Newcastle-Sydney-Wollongong area has more than half the population and industries in the State, and the tendency to drift to the cities and to establish new industries in this area continues. Decentralization of industries to country areas was considered by the Regional Boundaries Committee as one of the effective means for curbing this tendency.
Next, during the war years the administrative powers and organizations of Government authorities were more centralized for the sake of efficiency. Following the conclusion of hostilities the general demand for restoring the peace-time administrative structure and procedures contributed in one direction to the advocacy of decentralization.

Meanwhile, the New State movement and the claim for creating all-purpose district councils operating in larger areas in the local government field were going on. These also added to the pressure of the State Government to pursue decentralized measures so as to ease the political situation.

What are the results of Government action in this respect? On the industrial side, as we pointed out in Chapter II, decentralization of industries depends greatly on the availability of desirable economic and social conditions including cheap raw materials, labour, power, water supplies, transport, housing amenities and education facilities. As the development between metropolitan and country areas is somewhat unbalanced, industrialists cannot find as favourable conditions in country towns as in the Newcastle-Sydney-Wollongong area. When freight costs on the transportation of raw materials to their factories or of their products to market are taken into account, it is easy to see that the trends towards establishing new industrial plants in the big
cities cannot be noticeably reversed. Under Government encouragement there were new factories opened in rural centres, but it was discouraging to find that some of them were eventually moved back to Sydney or closed down because of the excessive burden of freight costs and higher water and electricity rates.

In the Southern Tablelands and Monaro-South Coast Regions, although the number of employees engaged in various manufacturing plants was increased there was no new plant of noticeable scale established in the past decade. The Southern Tablelands Regional Development Committee strongly suggested that a new large scale wool processing works employing some 25,000 operatives be installed at Goulburn, but so far it has not been materialized although some steps were taken to purchase machines in England.

On the administrative side, most State authorities had had their local offices for years, but they were merely administrative agencies without much discretionary power. Starting with the introduction of an integrated agricultural research and extension service in the Murrumbidgee Irrigation Area in 1947, the State Department began to create new district offices with a view to further decentralizing State administration. In 1952 and 1955 the Southern Area Office of Education and the South Coast and Tablelands Agricultural
Regional Office were established in Wollongong and Goulburn respectively. Meanwhile, the Main Roads Department and Housing Commission also created Divisional or District Offices in Wollongong, Goulburn and Bega. Other Departments such as Public Works, Social Welfare, Lands, Railways and Public Health in one way or another devolved more responsibilities upon their field officers. From the example of education, housing, agriculture and main roads administration we can examine what has actually been done towards decentralization.

1. Education

The delegated powers received by a Director of Education from the Department are primarily those dealing with minor daily administrative business such as re-allocation of teachers within his area; payment for school cleaning and forage allowances, school bus services, inspectors' and teachers' travelling and removal expenses, school free milk services, library subsidies and so on. He has authority to approve and complete payment up to £500 for certain types of school additions, maintenance and repairs. He determines, based on school inspectors' reports, the efficiency of teachers. In addition, he is authorized to make decisions in regard to the recognition and certification of non-departmental primary schools. However, on matters in
connection with the establishment of new public schools or
the reclassification of schools in his area, he can only
make recommendations to the Minister for his consideration.

It is fair to say that to some extent educational
administration has been streamlined following the creation
of Area Offices of Education. On the one hand, the over­
burden of correspondence with schoolmasters, inspectors,
teachers and other interested people has been reduced. On
the other hand, matters in relation to school building main­
tenance, payment for various routine expenses, and many
other things of minor concern can be dispatched. Another
advantage lies perhaps in the fact that with more contact bet­
ween the Director of Education and local people, the Depart­
ment is better informed about local educational needs. This
naturally facilitates the Department's planning for develop­
ment in the area.

2. Main Roads

With its State-wide function, the Department of Main
Roads established its local offices in the early 1930's to
supervise road construction and maintenance works throughout
the State. After World War II as motor vehicles increased in
number and road traffic became heavier than ever before, the
Department re-organized its local offices as divisional
offices under the control of a Divisional Engineer, who was
granted wider discretionary powers in road administration. He is responsible for undertaking all road works in his division which the Department itself may carry out.

Apart from supervising road works in his division carried out by the State generally, the Divisional Engineer is authorized to deal, in the first instance, with local councils regarding their applications for financial assistance for road maintenance and improvement. He examines councils' plans and specifications together with the estimates, and puts forward to the Department his comment about the applications. He is also asked by the Department to supervise councils' road work on its behalf on which State grants are made.

The Department of Main Roads issued a statement specifying financial authorities vested in its officers. The Divisional Engineer is authorized to give approval to detailed estimates up to £4,200 on a maintenance and improvement road work, or £700 on a maintenance and improvement work on a bridge or ferry, subject to the Commissioner's approval of the allocation. He can also approve up to £700 for extensions, variations and additions to a council's programme in excess of the amount allocated by the Commissioner. In the case of advertising for tenders, the Divisional Engineer can approve an advertisement or authorize councils to
advertise up to £2,800 for road works and £700 for bridge and ferry repairs, provided the work has been approved by the Commissioner and all necessary preliminary action completed. On handling internal matters the Divisional Engineer can authorize payment for repairs to plant and motor vehicles up to £280 and £40 per year respectively.

As in the case of the Area Director of Education regarding policy matters, the Divisional Engineer can put forward recommendations on the opening of new roads or on reclassification of main roads to the Department of Main Roads.

3. Housing

State housing projects were first implemented in Sydney and its metropolitan area under the direct administration of the Housing Commission. Following the extension of projects to Newcastle, Wollongong and many other country centres, functions regarding construction, allocation of completed homes, property management, and rental collection, etc., were so greatly increased that the Commission found it practically difficult to handle them itself. Under these circumstances, district offices were created at some of the major towns in the State.

Wollongong District Office was set up in 1949, under the control of a District Architect who is assisted by a
District Senior Clerk and some technical and clerical staff. The District Architect is responsible for the administration of all aspects of his office's work, and specifically for the complete and direct control of all construction works within his district. The functions in relation to estate management and rental collection and so on are carried out by the office's staff under the oversight of the District Architect. Next, the District Office, in collaboration with a Tenancy Advisory Committee, takes full responsibility for allocating completed home units to eligible applicants in the district.

As for internal affairs, the District Architect is authorized to recruit typists and office assistants. He can give approval to expenditure on property repairs up to a certain amount.

4. Agriculture

The creation of the South Coast and Tablelands Agricultural Regional Office in 1955 was mainly concerned with the co-ordination of extension services in the Southern Tablelands and Monaro-South Coast Regions, because the field officers of the various divisions of the Department previously carried out their work separately without any co-ordination. Again, as those field officers were responsible to the divisions concerned in Sydney, there was often too much delay in rendering services to farmers because too much
time had to be spent on correspondence forwards and backwards. Therefore, the Code of Operation of the Agricultural Region sets out as main objectives to improve agricultural advisory services and to decentralize the control of extension activities of the Department.

In carrying out day-to-day agricultural administration, the Regional Supervisor of Agriculture makes decisions on questions arising from various extension activities. These questions involve primarily technical knowledge or administrative co-ordination. Consequently, the Supervisor of Agriculture himself has not been delegated power for handling financial or staffing matters.

These have been the main measures adopted by the various State Departments in bringing about administrative decentralization in the last ten to fifteen years. Superficially, they mean something in terms of decentralized administration. However, if we consider decentralization in its real sense the achievements confidently claimed by the State Government seem to be questionable. As most writers on public administration agree, genuinely decentralized administration is characterized by broad grants of power to subordinate officers, with the retention of only certain essential controls in the head office. In other words, local or regional bodies of an organization are entrusted
substantial areas of discretion in the performance of their functions, thus preventing dangerous bottlenecks and overwork for people at the top of the administrative pyramid. From this standpoint, we may say that the creation of regional or district offices by the State departments has not been so much for promoting decentralization as for strengthening their administrative agencies which had been in existence for a long time.

The reasons are quite clear. Firstly, the field officers in the departmental regional or district offices do not act under general grants of power. They merely handle locally, under detailed central instructions, matters which otherwise have to be dealt with by the departments themselves. Secondly, field officers have not enough control of the tools of management including budgeting, planning and staffing, which are essential to an effective and speedy decentralized administration.

Thirdly, decentralization aims not only at the reduction of supervisory load and the congestion of correspondence at the central office but also at the provision of an accessibility to the formulation of administrative policy for the local people. Although advisory bodies of one form or another are functioning in collaboration with departmental field officers, in most instances their opinions carry no
weight with regard to central policy, because special local interests can be met by State authorities only when local people exert their pressure through the more effective channel of their member of Parliament.

**Decentralization versus Regionalism**

In the earlier sections of each Chapter in Part II we described the complicated division of the selected functions between the three main levels of government. These descriptions may draw attention to the inadequacy of two common views of the federal system in Australia:–

1. The view that it means the watertight allocation of different functions to one level of government or another, with corresponding difficulties of co-ordinating policy in each field.

2. The alternative view which, on recognizing that certain functions are in fact shared between two or more levels of government, leaps to the conclusion that this must mean 'overlapping and duplication' in carrying out the work.

It is not denied that there may be some truth in each of these views when applied to certain problems. But different conclusions are possible in regard to the functions studied here. Firstly, despite the apparent division of functions which appears on paper in the Federal Constitution, all three levels of government in practice take an important share in carrying out some of the functions studied. Secondly, because each level is concerned with different aspects of those
functions, the general picture is one of co-operative sharing of the work and not of conflict or duplication.

However, a more significant conclusion for the present inquiry is that policy-making regarding these functions is highly integrated and centralized, at the State or even at the Commonwealth level. As it happens, none of the functions studied here, education, housing, public health, agriculture and transport, is among the enumerated legislative powers of the Commonwealth, except in respect of its own territories. Yet for all of these except agriculture, we have seen that the Commonwealth makes very large grants of money and for this reason can initiate broad policies which are carried out (as the money is spent) by the other agencies of government right down to the level of individual local authorities. Where the Commonwealth is not involved in this way, it has been shown that all important policies, and to a large extent their detailed applications, are determined by Ministers and Departments of the State Government, or by Commonwealth or State public corporations.

Local government plays no part at all, not even administrative, in the fields of education (one of the most important functions of local government in Great Britain and the United States) or of agriculture (which intimately concerns the lives of so many citizens of the Regions studied).
In relation to transport, the local authorities in these Regions are merely construction and maintenance agencies of the Department of Main Roads, so far as State Highways are concerned. Although they have more initiative in dealing with Main and Developmental Roads, everything they do is subject to the permission and detailed supervision of the Department. This is largely because so much of the money comes from the State or the Commonwealth, and local authorities have tried in vain to secure more independent revenue and greater control over local roads. In housing their construction activities in the Southern Tablelands Regions have been negligible, so that their duties under this heading have been mainly to administer regulations which are framed by State departments. The public health functions of local authorities are more important, but again consist mainly of inspection, regulation and the conduct of menial services such as sanitation and garbage removal.

If the post-war concern with 'regionalism' had represented a serious attempt at decentralization by enabling local needs and aspirations to be made more effective in government, one would have expected that it would be particularly directed to the strengthening of local government, as the level nearest to the Region in area and as being directly representative of local citizens. But in regard to the Regional Development Committees we have shown that:—
1. They were conceived and established by the State Government;

2. Most of the basic data for their work were compiled by officers of State departments;

3. Their status was purely advisory, so that implementation of their proposals depended entirely on the will of the State Government which in turn is largely dependent on Commonwealth financial help;

4. The Committees were slow in producing detailed development plans and largely ineffective in getting their proposals heeded; and

5. Their functions were limited to making recommendations about development and they were at no time regarded as potential agencies for government or administration at the regional level.

As for the existing local authorities, although they were allowed to nominate half the membership of the Committees, the latter were made responsible to the State Government and not to the local authorities or citizens in their own areas.

For all these reasons, the Regional Development Committees did not receive warm support from the public in their areas: local people had no sense of responsibility about their work and naturally were not concerned about its failure. Indeed, a large section of local government opinion has been hostile to the Local Government Associations' own proposals for developing a new tier of Regional Councils, and even more hostile to any proposals for the amalgamation of smaller authorities into larger units. Yet one or other
of these steps would seem to be a necessary element in any move to make regionalism a political reality. At any rate, the Regional Committee experiment has not been accompanied by, nor led to, any official move to modify the structure of local authorities themselves in the direction of regional self-government.

Instead, the steps we have noted towards bringing decisions in government closer to the regional level have almost entirely taken the form of decentralization of the organization of State departments and agencies, whose local branches remain responsible to their own Head Offices and Ministers. The cases in our two Regions where local opinion has been provided with some formal opportunity for direct influence on these departmental operations are very few and comparatively trivial - for example the Tenancy Advisory Committees. Even in the Australian Capital Territory the citizens can influence government only through a Federal Member with limited voting powers and a partly-elected Advisory Council to the Minister of the Interior. For the rest, local democracy in these Regions finds expression only within the very restricted functions of the local authorities or through individual representatives in the State Parliament.

In short, regionalism, in any serious political sense, was not really attempted. The administrative decentralization
which has occurred is not even an approach to this, if only because each Department and agency has defined its own regional boundaries with no attempt to relate them to a common regional area. In addition, it would seem that the main effect of administrative decentralization has been not so much to bring local communities into a more intimate relationship with government as to relieve routine pressures on the central offices, to provide the latter with more detailed information about local conditions and needs, and to strengthen their supervision over local affairs. In this sense decentralization almost becomes an instrument of more effective centralization.

To sum up, it would seem that the regional movement at the end of the war was a temporary phenomenon influenced by the following factors:

1. At that time many Australians, along with most other Western peoples, were more enthusiastic about economic planning than they are now. This was due partly to post-war idealism and perhaps also to the wartime experience of widespread and on the whole effective State control of the economy.

2. At the end of the war Australia had Labor governments in the Commonwealth and most of the States. These governments were naturally more enthusiastic about economic planning than the non-Labor governments which later received more popular support.

3. The State Government may also have been influenced in its moves by the desire to ease political tensions expressed in the strong
New State movement of the post-war years. Regional development represented an alternative approach to the more radical programme of this movement.

The purposes of the regional policy were very limited in scope. As set out in the terms of reference of the Regional Boundaries Committee, the main object was to conduct regional surveys of the resources of the State to facilitate planned economic development. There were none of the wider social and political aims of the regional movements in other countries described in Chapter I, and except where the New State movement flourished, there was virtually no popular support and no regional sentiment associated with particular areas to sustain a demand for social and political regionalism. In the Southern Tablelands areas there was no New State movement at all, while it is doubtful whether their sparse and scattered population, very unevenly distributed over a geographically and economically varied terrain, could provide the basis for regionalism of that kind.

If the electoral trend away from support of Labor governments (even in New South Wales, where the Labor government's majorities were reduced) can be taken to indicate, among other things, a waning enthusiasm for economic planning, we could understand the loss of interest in a regional idea, originally sponsored by such governments, and concerned only with planning for economic development.
In addition it must be remembered that the moves at the end of the war were undertaken in an atmosphere of apprehension about a possible post-war depression and unemployment which would call for active governmental measures to support and develop the economy. The fact that these fears proved groundless might also help to explain the failure of the Regional Development Committees to play a more active, influential and popular role.

Finally, it may be that the remarks of R.K. Gooch about the attitude of the French people to the regional movement apply equally well in Australia. He wrote of 'their indifference to local affairs and to participation in them', and added:--

'Moreover, this indifference is recognized by the advocates themselves of decentralization and Regionalism. They argue that precisely this indifference is one of the worst results of centralization, and they contend that decentralization would go far towards remedying this situation. Here, however, it is clear that a vicious circle appears. If indifference to local affairs and to participation in local affairs is a formidable obstacle to the realization of decentralization and if decentralization is necessary to cure such indifference, surmounting the obstacle appears well-nigh impossible ... Long experience with centralization, it is sometimes said, has confirmed the French people in the habit of being administered. This in itself is no small obstacle to the realization of decentralization ... Being administered, for those who acquire the habit, ends by becoming attractive. It enables people to follow the line of least resistance. It relieves people of responsibility. Administration does things for people
and relieves them of the necessity of doing them for themselves.\textsuperscript{12}

So far as the present study goes, it would seem that the soil of Australian opinion is equally hostile to regionalism, and certainly that the diluted strain of regionalism planted in the post-war years was too feeble to compete with the vigorous growth of departmental decentralization.

\textsuperscript{2} Gooch, R.K., \textit{op.cit.}, p.75.
Appendix I

ADMINISTRATIVE AGENCIES WITH OFFICERS OR REPRESENTATIVES IN THE SOUTHERN TABLELANDS AND MONARO-SOUTH COAST REGIONS

A. Southern Tablelands Region

<table>
<thead>
<tr>
<th>Town</th>
<th>State Government Department etc.</th>
<th>Officer's Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Binalong</td>
<td>Justice</td>
<td>Officer-in-charge Police</td>
</tr>
<tr>
<td>Braidwood</td>
<td>Ambulance Transport Service Board</td>
<td>Officer-in-charge Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Lands</td>
<td>Crown Land Agent</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>Shire Clerk, Tallaganda Shire Council</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td></td>
<td>Pastures Protection Board</td>
<td>Secretary and Veterinary Officer</td>
</tr>
<tr>
<td>Bungendore</td>
<td>Justice</td>
<td>Officer-in-charge Police</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Captain's Flat</td>
<td>Ambulance Transport Service Board</td>
<td>Officer-in-charge Police</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Officer-in-charge Police</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Crookwell</td>
<td>Agriculture Ambulance Transport Service Board</td>
<td>Fruit Inspector</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Officer-in-charge Clerk of Petty Sessions</td>
</tr>
</tbody>
</table>

1 Material supplied by the Premier’s Department, N.S.W.
<table>
<thead>
<tr>
<th>Town</th>
<th>State Government Department etc.</th>
<th>Officer's Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crookwell (cont.)</td>
<td>Lands</td>
<td>Crown Land Agent</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>Shire Clerk, Crookwell Shire Council</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td></td>
<td>Soil Conservation Service</td>
<td>Soil Conservationist</td>
</tr>
<tr>
<td>Goulburn</td>
<td>Agriculture</td>
<td>Regional Supervisor of Agriculture</td>
</tr>
<tr>
<td></td>
<td>Ambulance Transport Service Board</td>
<td>District Veterinary Officer</td>
</tr>
<tr>
<td></td>
<td>Child Welfare and Social Welfare</td>
<td>Superintendent/Secretary</td>
</tr>
<tr>
<td></td>
<td>Education</td>
<td>District Officer</td>
</tr>
<tr>
<td></td>
<td>Housing Commission</td>
<td>Inspector of Schools</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Housing Officer</td>
</tr>
<tr>
<td></td>
<td>Labour and Industry</td>
<td>Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Lands</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>District Surveyor</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Town Clerk, Goulburn City Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shire Clerk, Mulwaree Shire Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>County Clerk, Southern Tablelands County Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Divisional Engineer</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Registration Officer</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Secretary</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Veterinary Inspector</td>
</tr>
<tr>
<td></td>
<td>Main Roads</td>
<td>District Superintendent</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>District Inspector</td>
</tr>
<tr>
<td></td>
<td>Motor Transport</td>
<td>Secretary, Southern Tablelands Regional Development Committee</td>
</tr>
<tr>
<td></td>
<td>Pasture Protection Board</td>
<td>District Superintendent</td>
</tr>
<tr>
<td></td>
<td>Police</td>
<td>Resident Conservationist</td>
</tr>
<tr>
<td></td>
<td>Premier's</td>
<td>Principal, Technical College</td>
</tr>
<tr>
<td></td>
<td>Railways</td>
<td>Regional Senior Valuer</td>
</tr>
<tr>
<td></td>
<td>Soil Conservation Service</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Technical Education</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Valuer-General's</td>
<td></td>
</tr>
<tr>
<td>Town</td>
<td>State Government Department etc.</td>
<td>Officer's Designation</td>
</tr>
<tr>
<td>------------</td>
<td>----------------------------------</td>
<td>---------------------------------------------</td>
</tr>
<tr>
<td>Gunning</td>
<td>Justice, Lands, Local Government</td>
<td>Clerk of Petty Sessions, Crown Land Agent, Shire Clerk, Gunning, Shire Council, Warden's Clerk</td>
</tr>
<tr>
<td>Queanbeyan</td>
<td>Ambulance Transport Service Board, Agriculture, Forestry Commission, Justice, Lands, Local Government</td>
<td>Superintendent/Secretary, District Agronomist, Senior Forester, Clerk of Petty Sessions, Crown Land Agent, Shire Clerk, Yarrow-lumla Shire Council, Town Clerk, Queanbeyan Municipal Council, Warden's Clerk, Soil Conservationist</td>
</tr>
<tr>
<td>Taralga</td>
<td>Justice, Mines</td>
<td>Officer-in-charge Police, Warden's Clerk</td>
</tr>
<tr>
<td>Tuena</td>
<td>Justice, Mines</td>
<td>Officer-in-charge Police, Warden's Clerk</td>
</tr>
<tr>
<td>Town</td>
<td>Commonwealth Government Departments, Agencies etc.</td>
<td>Officer's Designation</td>
</tr>
<tr>
<td>-----------------</td>
<td>---------------------------------------------------</td>
<td>-------------------------------------</td>
</tr>
<tr>
<td>Goulburn</td>
<td>Interior</td>
<td>Divisional Returning Officer</td>
</tr>
<tr>
<td></td>
<td>Labour and National Service</td>
<td>District Employment Officer</td>
</tr>
<tr>
<td></td>
<td>Postmaster-General's</td>
<td>Divisional Engineer</td>
</tr>
<tr>
<td></td>
<td></td>
<td>District Postal Inspector</td>
</tr>
<tr>
<td></td>
<td></td>
<td>District Telephone Officer</td>
</tr>
</tbody>
</table>

**B. Monaro-South Coast Region**

<table>
<thead>
<tr>
<th>Town</th>
<th>State Government Department etc</th>
<th>Officer's Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adaminaby</td>
<td>Chief Secretary's</td>
<td>Fisheries Inspector Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Bateman's Bay</td>
<td>Forestry Commission</td>
<td>District Forester</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Maritime Services Board</td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Officer-in-charge Pilot Station</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Bega</td>
<td>Agriculture</td>
<td>District Dairy Officer</td>
</tr>
<tr>
<td></td>
<td>Ambulance Transport Service Board</td>
<td>Superintendent/Secretary</td>
</tr>
<tr>
<td></td>
<td>Education</td>
<td>Inspector of Schools</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Lands</td>
<td>Crown Land Agent</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>County Clerk, Bega</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Valley County Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shire Clerk, Mumbulla</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shire Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Town Clerk, Bega Municipal Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Divisional Engineer</td>
</tr>
<tr>
<td></td>
<td>Main Roads</td>
<td></td>
</tr>
<tr>
<td>Town</td>
<td>State Government Department etc.</td>
<td>Officer's Designation</td>
</tr>
<tr>
<td>--------------</td>
<td>---------------------------------------------------------------------</td>
<td>----------------------------------------</td>
</tr>
<tr>
<td>Bega (cont.)</td>
<td>Mines</td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td></td>
<td>Motor Transport</td>
<td>Registration Officer Secretory</td>
</tr>
<tr>
<td></td>
<td>Pasture Protection Board</td>
<td>and Veterinary Inspector Soil</td>
</tr>
<tr>
<td></td>
<td>Soil Conservation Service</td>
<td>Conservationist</td>
</tr>
<tr>
<td></td>
<td>Valuer-General's</td>
<td>District Valuer</td>
</tr>
<tr>
<td>Bemboka</td>
<td>Justice</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td>Bermagui</td>
<td>Forestry Commission</td>
<td>Police</td>
</tr>
<tr>
<td>Bermidale</td>
<td>Local Government</td>
<td>Forester</td>
</tr>
<tr>
<td></td>
<td>Premier's Department</td>
<td>Shire Clerk, Snowy River Shire Council</td>
</tr>
<tr>
<td>Bodalla</td>
<td>Justice</td>
<td>Secretary, Monaro-South Coast Regional</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Development Committee</td>
</tr>
<tr>
<td>Bombala</td>
<td>Ambulance Transport Service Board</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Forestry Commission</td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Clerks of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Lands</td>
<td>Crown Land Agent</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>Shire Clerk, Bibbentake Shire Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Town Clerk, Bombala Municipal Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Secretary and Stock Inspector</td>
</tr>
<tr>
<td></td>
<td>Pasture Protection Board</td>
<td></td>
</tr>
<tr>
<td>Candelo</td>
<td>Justice</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Police</td>
</tr>
<tr>
<td>Cobargo</td>
<td>Justice</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Town</td>
<td>State Government Department etc.</td>
<td>Officer's Designation</td>
</tr>
<tr>
<td>------------</td>
<td>----------------------------------</td>
<td>----------------------------------------------------------</td>
</tr>
<tr>
<td>Cooma</td>
<td>Agriculture</td>
<td>Livestock Officer (Sheep and Wool)</td>
</tr>
<tr>
<td></td>
<td>Ambulance Transport Service Board</td>
<td>Superintendent/Secretary</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Lands</td>
<td>Crown Land Agent</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>County Clerk, Monaro</td>
</tr>
<tr>
<td></td>
<td></td>
<td>County Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shire Clerk, Monaro</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shire Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Town Clerk, Cooma</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Municipal Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Secretary and Veterinary Inspector</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Resident Soil Conservationist</td>
</tr>
<tr>
<td></td>
<td>Pasture Protection Board</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Soil Conservation Service</td>
<td></td>
</tr>
<tr>
<td>Delegate</td>
<td>Justice</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Eden</td>
<td>Forestry Commission</td>
<td>Forester</td>
</tr>
<tr>
<td></td>
<td>Justice</td>
<td>Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>Shire Clerk, Imlay</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shire Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pilot</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Jindabyne</td>
<td>Mines</td>
<td>Police Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>issue Miner's Rights etc.</td>
</tr>
<tr>
<td>Moruya</td>
<td>Justice</td>
<td>Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Lands</td>
<td>Crown Land Agent</td>
</tr>
<tr>
<td></td>
<td>Local Government</td>
<td>Shire Clerk, Eurobodalla Shire Council</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pilot Station</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Town</td>
<td>State Government Department etc.</td>
<td>Officer's Designation</td>
</tr>
<tr>
<td>----------</td>
<td>----------------------------------</td>
<td>---------------------------------------</td>
</tr>
<tr>
<td>Narooma</td>
<td>Chief Secretary's Justice</td>
<td>Fisheries Inspector</td>
</tr>
<tr>
<td></td>
<td>Maritime Services Board</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pilot Station</td>
</tr>
<tr>
<td>Nimmitabel</td>
<td>Justice</td>
<td>Officer-in-charge</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Warden's Clerk</td>
</tr>
<tr>
<td>Pambula</td>
<td>Justice</td>
<td>Clerk of Petty Sessions</td>
</tr>
<tr>
<td></td>
<td>Mines</td>
<td>Warden's Clerk</td>
</tr>
</tbody>
</table>

**Commonwealth Government Departments, Agencies etc.**

<table>
<thead>
<tr>
<th>Town</th>
<th>State Government Department etc.</th>
<th>Officer's Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bega</td>
<td>Labour and National Service</td>
<td>District Employment Officer</td>
</tr>
</tbody>
</table>
## Appendix II

### PARTICULARS OF MUNICIPALITIES AND SHIRES IN THE SOUTHERN TABLELANDS AND MONARO-SOUTH COAST REGIONS

<table>
<thead>
<tr>
<th>Name of Municipalities or Shires</th>
<th>Area (Acres)</th>
<th>Population (June 1959)</th>
<th>No. of Aldermen or Councillors</th>
<th>Rates and Charges</th>
<th>Government Grants</th>
<th>Public Works</th>
<th>Health Administration</th>
<th>Public Services</th>
<th>Others</th>
<th>Total</th>
<th>Income (1957)</th>
<th>Expenditure (1957)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Municipalities:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bega</td>
<td>2,526</td>
<td>3,720</td>
<td>Bega</td>
<td>9</td>
<td>20,464</td>
<td>3,540</td>
<td>4,650</td>
<td>4,530</td>
<td>1,604</td>
<td>4,364</td>
<td>39,152</td>
<td>5,955</td>
</tr>
<tr>
<td>Bombala</td>
<td>1,599</td>
<td>1,550</td>
<td>Bombala</td>
<td>9</td>
<td>7,858</td>
<td>2,072</td>
<td>1,020</td>
<td>2,154</td>
<td>2</td>
<td>2,117</td>
<td>38,816</td>
<td>2,458</td>
</tr>
<tr>
<td>Cooma</td>
<td>6,510</td>
<td>8,560</td>
<td>Cooma</td>
<td>9</td>
<td>39,803</td>
<td>2,052</td>
<td>1,542</td>
<td>4,154</td>
<td>1,227</td>
<td>9,540</td>
<td>65,610</td>
<td>7,742</td>
</tr>
<tr>
<td>Goulburn</td>
<td>12,303</td>
<td>21,010</td>
<td>Goulburn</td>
<td>12</td>
<td>100,059</td>
<td>6,211</td>
<td>7,261</td>
<td>10,984</td>
<td>8,612</td>
<td>12,994</td>
<td>49,991</td>
<td>21,232</td>
</tr>
<tr>
<td>Queanbeyan</td>
<td>4,689</td>
<td>8,680</td>
<td>Queanbeyan</td>
<td>9</td>
<td>45,707</td>
<td>6,288</td>
<td>2,674</td>
<td>7,542</td>
<td>244</td>
<td>1,164</td>
<td>66,990</td>
<td>6,576</td>
</tr>
<tr>
<td>Yass</td>
<td>7,377</td>
<td>3,870</td>
<td>Yass</td>
<td>9</td>
<td>25,541</td>
<td>4,926</td>
<td>5,984</td>
<td>49</td>
<td>4</td>
<td>4,062</td>
<td>39,143</td>
<td>4,735</td>
</tr>
</tbody>
</table>

| **Shires:**                     |              |                        |                                |                  |                  |             |                     |                 |        |       |                |                    |
| Bibbenluke                      | 973,440      | 2,610                  | Bibbenluke                     | 6                | 62,070           | 54,042       | 5,119               | 1,747          | 1,685  | 1,759 | 124,350       | 7,236             |
| Crookwell                       | 849,920      | 5,900                  | Crookwell                      | 9                | 108,447          | 63,440       | 4,424               | 6,015          | 2,900  | 2,152 | 187,599       | 9,291             |
| Eurobodalla                     | 837,760      | 6,512                  | Eurobodalla                    | 10               | 47,519           | 25,241       | 1,147               | 13,080         | 566    | 3,123 | 90,676        | 8,253             |
| Goodradigbee                    | 837,050      | 4,120                  | Goodradigbee                   | 8                | 74,111           | 38,058       | 6,771               | 1,295          | 5,578  | 6,188 | 129,997       | 5,935             |
| Gunning                         | 543,560      | 2,570                  | Gunning                        | 6                | 46,278           | 38,866       | 1,485               | 5,007          | 1,270  | 567   | 94,173        | 5,459             |
| Inlay                           | 979,060      | 5,360                  | Inlay                          | 6                | 37,991           | 40,151       | 9,415               | 1,176          | 2,283  | 82,525| 115,408       | 118,571           |
| Monaro                          | 1,189,956    | 2,500                  | Monaro                         | 6                | 76,039           | 122,104      | 203                | 1,440          | 2,104  | 4,652 | 208,192       | 7,047             |
| Mulwaree                        | 1,286,800    | 5,180                  | Mulwaree                       | 6                | 99,765           | 88,927       | 5,720               | 3,510          | 2,645  | 28,622| 219,187       | 8,885             |
| Mumbulla                        | 617,278      | 4,180                  | Mumbulla                       | 8                | 30,898           | 44,157       | 244                | 5,627          | 809    | 2,721 | 72,456        | 7,839             |
| Snowy River                     | 1,491,300    | 6,080                  | Snowy River                    | 6                | 114,995          | 45,211       | 7,953               | 9,998          | 2,550  | 11,341| 182,383       | 9,904             |
| Tallaganda                      | 582,120      | 2,860                  | Tallaganda                     | 8                | 43,617           | 48,542       | 1,290               | 3,828          | 767    | 887   | 98,729        | 6,585             |
| Yarrowumba                      | 742,120      | 5,790                  | Yarrowumba                     | 8                | 46,186           | 41,431       | 26                 | 7,694          | 781    | 5,423 | 101,535       | 7,992             |

1. Statistics in this table were supplied by the Commonwealth Bureau of Census and Statistics, N.S.W. Office.
BIBLIOGRAPHY

A. PRIMARY SOURCES

1. Typescripts on Files in New South Wales Departments and Public Service Board

Inter-Relationship of Departmental and Council Administration (Department of Local Government).

County Districts and County Councils (Department of Local Government).

Harnett, C.G., Address on the Regions of N.S.W., Regional Development Committees, the practical value of the Regions and Their Committees, and the Work of the Committees, 1947, (Premier's Department).

McKell, W.J., Address on Reconstruction and Development in New South Wales, 1946, (Premier's Department).

A Delineation of Regional Planning and Development (Public Service Board).

Economics of Land Development (Public Service Board).

2. Letters

Byron, E., General-Secretary, Federation of the Parents and Citizens Associations of N.S.W., sending me two letters discussing the activities of the Federation, dated 12 October 1960 and 20 January 1961.

Cameron, G.R., Under Secretary, Premier's Department, N.S.W., to Professor Leach, University of Washington, giving information on inter-state relations of State departments and bodies in the field of public health, July 1960, (Department of Public Health).
Fraser, A., Member of Commonwealth Parliament for Eden-Monaro, to Senator W.H. Spooner, Minister for National Development, and Mr R.G. Menzies, Prime Minister, on behalf of Bateman's Bay Chamber of Commerce, Central Coast Tourist League and many other interested bodies in his electorate, seeking financial assistance of the Commonwealth for the reconstruction of Canberra-Cooma and Canberra-Coast Roads, 13 October 1953 and 6 August 1954 respectively, (on Mr A. Fraser's personal files).

3. Newspapers

   Cooma Express, Cooma, 1950-1959.
   Queanbeyan Age, Queanbeyan, 1950-1959.

4. Official Reports


   Commonwealth Housing Commission, Final Report, 1944.


   C.S.I.R.O.-N.S.W. Department of Agriculture Joint Planning Committee, Reports, nos 1-5.

   Decentralisation Advisory Committee, N.S.W., Report on Decentralisation, 1945.

   Department of Agriculture, N.S.W., Annual Reports, 1950-1959.
Department of Commerce and Agriculture, Commonwealth, Report on the Agricultural Extension Services in the Murrumbidgee Irrigation Area, 1952.

Department of Education, N.S.W., Annual Reports, 1946-1959.


Department of Local Government, N.S.W., Annual Reports, 1950-1959.

Department of Main Roads, Annual Reports, 1947-1959.

Department of Public Health, N.S.W., Reports of the Director-General of Health, 1946-1959.

Housing Commission of N.S.W., Annual Reports, 1946-1959.

Monaro-South Coast Regional Development Committee, Report on the Possible Future Development in the Region, 1958.

National Health and Medical Research Council, Annual Reports, 1955-1959.

N.S.W. Legislative Assembly Select Committee, Report on the Conditions of the Working Classes of the Metropolis, 1858-1860.

Regional Boundaries Committee, N.S.W., Report on Determination of Regional Boundaries, 1943.

Royal Commission on New State or States, Final Report, 1925 (Cohen Commission).


Snowy Mountains Hydro-Electric Authority, Annual Reports, 1950-1959.

Southern Tablelands County Council, Annual Reports, 1957-1959.
Southern Tablelands Regional Development Committee,  

5. Hansards

N.S.W. Parliamentary Debates, 1946-1959.

6. Official Year Books

Official Year Books of N.S.W., 1904-1957.

B. SECONDARY SOURCES

1. Articles in Periodicals


'Some Administrative Aspects of Civil Defence in England', Public Administration, Sydney, XII, 3, September 1941.

'The Grant in Aid', Public Administration, Sydney, IV, 3, September 1942.

'Towards Regionalism', Public Administration, Sydney, IV, 8, December 1943.


Craig, D., 'Roads in the Scheme of Reconstruction and Development', Public Administration, Sydney, IV, 8, December 1943.


Department of Main Roads, N.S.W., 'Main Roads Administration in New South Wales', Main Roads, June 1948.


Harris, H.L., 'The Implications of Decentralisation', Shire and Municipal Record, August 1948.


McCullough, W.J., 'Agricultural Production in N.S.W. during War Years', Review of Marketing and Agricultural Economics, XIV, 4, April 1946.


'Planner', 'Regional Development Committees', Public Administration, Sydney, VI, 6, June 1947.


Wills, N.R., 'Regional Administration of Agriculture in N.S.W.', Public Administration, Sydney, VI, 1, March 1946.

2. Pamphlets

Australian and New Zealand Bank Ltd, Australian Housing Survey, Sydney, 1953.


Commonwealth Office of Education:

Agricultural Education in Australia, Sydney, 1959.
Education in Australia, Sydney, 1959.
Technical Education in Australia, Sydney, 1958.

Department of Agriculture, N.S.W., The Agricultural Bureau of New South Wales, 1957.

Department of Civil Aviation, Commonwealth, Aerodrome Local Ownership Plan, Melbourne, 1955.
Department of Education, N.S.W.:


List of Schools and Inspectorates, 1960.


Tomorrow Is Theirs, 1947.

Department of Main Roads, N.S.W.:

General Conditions of Assistance to Local Councils, 1953.


Main Roads of N.S.W., 1951.

Housing Commission of N.S.W.:


Housing in N.S.W., 1956.

Local Government Association and Shire Association of N.S.W.:

Adjustment of Boundaries of Local Government Areas, 1958.


Premier's Department, N.S.W., Industrial Progress of the Country Centre, 1959.
The Liberal Party of Australia:

Research Notes: Housing in New South Wales, 1960.

3. Books


Department of Post-War Reconstruction, Commonwealth, Regional Planning and Development, Canberra, 1949.


Harris, H.L. and others, *Decentralisation*, Sydney, 1948.


