

## Chapter 4

### LOCAL GOVERNMENT

#### GENERAL DESCRIPTION

##### Historical

The development of local government in Tasmania falls into three distinct phases:

##### *Hobart and Launceston*

Hobart Town was granted elected Commissioners in 1846; under an Act of 1852, both Hobart and Launceston were given elected Municipal Councils. In 1857 the City of Hobart was incorporated, followed by the Town of Launceston a year later; Launceston was proclaimed a city in 1888.

##### *Rest of State before 1906*

Prior to the passing of the *Local Government Act* 1906, there was a great variety of elected Boards, Trusts, &c., in Tasmania, each in control of a district for certain specified objects, but they were all abolished by that Act. The various Boards were as follows:

*Road Districts:* Under the *Roads Act* 1840, the control of the main Hobart-Launceston road was retained by the Government while that of other roads was placed under the management of District Commissioners elected by the inhabitants of the District. In 1847, these latter roads were placed under the control of the Court of Quarter Sessions, but in the following years several roads were exempted by special Acts and handed over to Trustees elected by householders. Under the *Cross and Bye Roads Act* 1851, the Governor could proclaim Road Districts under the control of Trustees elected by the landowners and householders of the District. In 1865 provision was made that where any roads were under the control of a Rural Municipality, such Municipality was deemed to be a Road District. Under the *Main Roads Act* 1880, certain scheduled roads were withdrawn from the control of Road Districts and handed over to the Government, other main roads being grouped into Main Road Districts under Boards; but where such main roads were within a Rural Municipality or Road District, these latter became the Main Road Districts. The cost of the main roads was defrayed by the Government. In 1907, the last year in which the Road Trusts operated, there were 105 in existence.

*Rural Municipalities:* Under the *Rural Municipalities Act* 1858, any Town or Electoral, Police or Road District could be proclaimed a Rural Municipality with a Council elected by the rate payers. In 1865, the whole of Tasmania (excluding Hobart, Launceston and Tasman Peninsula, then a gaol) was divided into 30 Municipal Districts; of these, 18 had already been constituted under the Act of 1858, and others could be proclaimed on petition. The Act of 1858 can be seen as an early attempt to obtain uniformity of local government organisation throughout the State but this purpose was not achieved, as the following figures show: accumulated number of Rural Municipalities

constituted in year in brackets—1 (1860); 5 (1861); 10 (1862); 14 (1863); 17 (1864); 18 (1865); 19 (1866). It is sufficient to record that in 1907, the last year of operation of Rural Municipalities, there were still only 19 in existence.

*Town Boards:* Under the *Town Boards Act* 1884, the Governor could constitute a Town, provided that it was not situated within the boundaries of a Rural Municipality. Trustees elected by the ratepayers exercised the provisions of the *Police Act* with regard to the health and improvement of Towns, and in 1885 every Town was declared to be a Road District. In 1907, the last year of operation of Town Boards, there were 23 in existence.

*Fruit Boards:* These could be constituted under the *Codlin Moth Act* 1887 by the Governor, with a Board elected by fruitgrowers; finance came from an acreage tax upon orchards.

*Rabbit Trusts:* The *Rabbit Destruction Act* 1871 authorised the Governor to proclaim Rabbit Districts, with Boards elected by landowners. These Trusts were abolished in 1882, and again constituted in 1887. In 1889 every Municipal District was declared to be a Rabbit District.

*Boards of Health:* Under the *Health Act* 1885, a Central Board of Health was constituted, and the Councils of Rural Municipalities and Town Boards became Local Boards of Health. Other Local Boards could be proclaimed where no Rural Municipality or Town Board existed.

*Boards of Works:* These were appointed by the Governor as Advisory Boards regarding the expenditure of the moneys set apart for the construction of roads and bridges under the *Waste Lands Act* 1863. In 1870 these moneys were handed over to the Trustees of Road Districts.

*Recreation Ground Trusts:* Under the *Public Recreation Grounds Act* 1888, such grounds were placed in the hands of Trustees elected by electors for the House of Assembly residing in a proclaimed Recreation Ground District.

*School Boards:* These were appointed by the Governor.

#### *Rest of State after 1906*

At present, local government functions throughout the State, the relevant bodies being the Hobart, Launceston and Glenorchy City Corporations and 46 municipalities. The genesis of this framework is found in the *Local Government Act* 1906 under which a commission was appointed to divide the State into not more than 60 districts and to subdivide each district into not less than three nor more than five wards, each ward including as nearly as practicable an equal ratable area. The Commissioners were empowered to adjust the boundaries of adjoining municipalities, provided that in so dividing the State any Town might be deemed to be included or excluded from such boundaries. The cities (at that time, Hobart and Launceston) were not to be included, and were exempt from the provisions of the Act.

The Commissioners, in terms of the Act, divided the State into 49 districts but the later absorption of the Municipalities of Queenborough and New Town into the City of Hobart reduced the number to 47; the granting of city status to Glenorchy in 1964 resulted in the present total of 46.

Prior to the passing of the Act in 1906, the State had been split up into districts of different kinds, each controlled for a specific purpose by a Board,

Trust or Council. The effect of the Act was to abolish all the separate districts as well as the Rural Municipalities and Town Boards and to set up new authorities, uniformly constituted and exercising similar functions.

Since the Act of 1906, there has come into effect a large body of legislation affecting local government and there has been some widening of function. Accordingly a new consolidating Act, the *Local Government Act* 1962, was passed and is now in operation.

### City of Hobart

#### *Description*

The City of Hobart (42° 54'S; 147° 21'E) is the seat of the State Government and capital of the State of Tasmania. It is located on the Derwent estuary some twelve miles from the open sea and possesses a deep sea port of the first rank (the U.S. aircraft carrier "Saratoga" and the "Ile de France" berthed at Hobart without tug assistance during World War II; tonnages were 33,000 and 43,000 respectively); the tidal rise and fall is four feet at most and the port authority has only acquired tugs recently, previously maintaining that the largest ships could berth without assistance. After Sydney, Hobart ranks as Australia's oldest capital city, the two foundation dates being 1788 and 1804.

The population of the City of Hobart is 54,000 but it is ringed by municipalities which are largely suburban in character; for statistical purposes, the City of Hobart is grouped with these suburban areas outside the control of the Hobart Corporation to form "Metropolitan Hobart" with a population approaching 130,000. The possibility of any further growth of population in the City of Hobart itself will depend, in large degree, upon the adoption of a policy of high-density housing development, since most of the post-war growth of population has been recorded in the fringe municipalities.

Hobart City occupies 19,728 acres and is built on the plains and foothills below Mount Wellington (4,166 feet); it is bounded along its eastern edge by the River Derwent. The city is unique among Australian capitals in possessing upper slopes of a mountain as an enormous park, the reservation of large areas of Mt. Wellington originating from its use as the source of the first water supply; although additional water is now obtained from sources outside the city boundaries, the use of water from the mountain still continues. The pinnacle of Mount Wellington lies on the city boundary and can be reached by a road built in 1937, the distance from the General Post Office being eight miles. The other distinctive park land is the Queen's Domain of 476 acres, comprising hills and plains alongside the Derwent. Hobart can claim a number of attractions, none of them unique singly but, taken collectively, giving a peculiar and special character to the city; among such attractions can be listed beaches, a mountain for a park, deep-sea and fishermen's ports, early colonial architecture and a broad river spanned by a four-lane bridge linking shores 3,364 feet apart.

#### *Hobart City Council*

Under the *Hobart Town Corporation Act* 1857, the City of Hobart Town was incorporated under the style of the "Mayor, Aldermen and Citizens of the City of Hobart Town".

The present council consists of 12 aldermen, including the Lord Mayor and Deputy; elections are held every second year when six aldermen retire. The terms of the Lord Mayor and Deputy Lord Mayor are also for two years and they are elected by ratepayers, not by their fellow aldermen. Candidates

for office as alderman do not stand for wards, as in most municipal elections, and all ratepayers can vote for the filling of the six vacancies. Elections were held in July, 1962, 1964, 1966, &c.

### *Historical Development*

Hobart Town is first mentioned in the *Police Act* 1838 by which the Surveyor General was required to set out the limits of the town and to make footpaths. When the Diocese of Tasmania was created in 1842, Hobart Town was proclaimed a city.

The development of representative institutions in Tasmania came earlier in local government than in the wider sphere where successive Lieutenant Governors still ruled with the help of nominated Executive and Legislative Councils. Under the *Hobart Town Commissioner Act* 1846, the town was divided into five wards, each represented by three elected commissioners who held office for two years. The prime functions of the new body concerned lighting, paving and draining. Commissioners, to be elected, had to own land worth \$1,000 or to be rated at an annual value of \$100 and ministers of religion were declared ineligible. The maximum assessment was not to exceed five cents in the dollar of the annual value.

In 1852, the Hobart Town Council Act created a Municipal Council consisting of seven members elected for two-year terms with power to elect a Mayor from among themselves. Powers were widened to include waterworks, markets, public works and public transport (under the *Cab Act*).

In the United Kingdom, the maintenance of police forces developed as a responsibility of local government and the same evolution can be seen in Tasmania in the nineteenth century. Under a *Police Act* 1857, the Hobart Town Council was vested with the control of its own police force which was to be financed from fines and a special rate.

In the same year, the City of Hobart Town was incorporated and the council increased to nine members, the term of office being three years with three members retiring each year. The council was now empowered to borrow money on the mortgage of rates but, until the mortgage was paid off, it had to continue the maximum amount of rate in operation at the time the mortgage was made.

In 1858, the present Government House was erected on the Domain. The Hobart Town Council was able to acquire the gardens of the old residence when it was demolished and to commission the building of the Town Hall which was completed in 1866. The portico of the Town Hall is said to cover the site where Lieutenant-Governor Collins' tent stood in 1804; the old Government House was located between the Town Hall and Franklin Square.

In 1881, the title "Hobart" came into official use in lieu of the previous "Hobart Town". Reference was made earlier to the Council controlling its own police force; in 1899 this function ceased when all police were placed under central administration by the State.

Further development of the responsibilities of the Council came from the absorption of outlying towns, details being: 1907, Glebe Town, Mt. Stuart and Wellington; 1914, Queenborough; 1920, New Town. By 1920 the number of aldermen had increased to thirteen to give representation to the new areas but in 1934 this was reduced to twelve, the present level.

Throughout this period, it had been customary for aldermen to elect the Mayor from their own ranks, but in 1929 a change was made so that the rate-payers voted to fill the office; two years later, similar elections were introduced for the office of Deputy Mayor. In 1934, by Royal Command, the status of Mayor was raised to that of Lord Mayor.

### Local Government—Present Organisation

#### *Authority and Functions*

The authority for and the forms of local government are prescribed entirely by State legislation and such legislation has largely been consolidated in the *Local Government Act 1962*.

The functions of the municipalities are set out in broad general terms in Section 176 of the *Local Government Act* as:

“A Municipality—

(a) may for the welfare and good government of its district and the inhabitants thereof—

- (i) make by-laws;
- (ii) undertake, make and maintain works, buildings and services; and
- (iii) order and dispose the common affairs of its members; and

(b) shall cause the Queen's peace to be kept and maintained within its districts.”

Particular authority is given by Section 180 for a Council Clerk to be a Deputy Clerk of the Peace, Registrar of the Court of General Sessions and Clerk of Petty Sessions in his municipality.

#### *Administration of Justice*

This responsibility of the municipality to administer the lower courts of justice is confined to Tasmania and it would appear to be a carryover from the very early days of local government when the municipality was required to provide the police force as well. In all other States, the administration is in the hands of a State Department. The practice here would now appear to be continued by reasons of expediency. (It should be noted that the process of removing this function from the municipalities has already commenced in that the lower courts in the Cities of Hobart and Glenorchy and the Municipalities of Clarence and Kingborough are administered by the State. It should also be noted that where municipalities administer the courts, they receive all fines into their revenue, and in some instances the Council Clerks receive additional salary for this court work.) In addition, by certain Acts, the municipalities are given specific responsibilities, e.g. *Health Act*, *Local Courts Act*, *Education Act*.

#### *Electors*

The electors are natural born or naturalised British subjects who either—

- (a) own land within the municipality;
- (b) occupy land within the municipality;
- (c) being neither owner nor occupier, are spouses of such owners or occupiers, and are enrolled as voters for an Assembly division;
- (d) being neither owner nor occupier, are discharged servicemen.

Generally speaking, but with unexpectedly complicated modifications where land is shared, etc., owner-electors and occupier-electors have each from one to four votes depending upon the annual value of the land. Each spouse-elect and ex-service elector has one vote.

A municipality may be divided into three, four or five wards or be undivided. If the former, the electors elect representatives for their own ward; if the latter, the election is for the whole council.

### *Councillors*

A Councillor must be an elector of and either reside in, or carry on business in, the municipality and he is subject to disqualification for certain breaches of conduct. He is elected for three years and one-third of the council retires each year. Councils may comprise 6, 9, 12 or 15 Councillors. Councils annually elect their Warden, Deputy Warden and Treasurer. (The electors of the City of Hobart elect the Lord Mayor.) The office of Warden is comparable with that of the Mayor of a town or the President of a shire in other States.

### *Cities, Municipalities and Towns*

In Tasmania there are two categories only—a municipality or a city. The Act provides for the establishment of towns and indicates requirements before such towns are proclaimed, but these are not municipal administrative units. It would seem that the only reason for the proclamation of an area as a town is to bring into action certain provisions relating to rating and to building requirements. Before a municipality can petition for a town to become a city, the town must have had, for five years before the petition, a population of not less than 20,000.

Other than this population requirement for a city, there are no provisions such as exist in some of the other States and in Canada for enlarging or diminishing the status of municipalities to accord with increasing or decreasing population.

### *Sources of Revenue*

There are four main sources of revenue, namely rates, Government grants, business undertakings and services. The rates are levied at so much in the dollar on the assessed annual value without any fixed maximum. The amount of rates paid is, generally speaking, unequal to the cost of supplying the services which have, in the last thirty years, increased considerably in both range and expense. The Government grants are a recognised means of increasing the revenue of municipalities.

The municipalities are unable to collect any rates for land owned by the Crown but where services are provided, the Crown does pay for such services, since these are benefits which the municipality is not obliged to make available at no cost. Grants and subsidies are made, generally speaking, to assist the municipalities to meet the overall costs of municipal government and sometimes the grant is made to assist in a particular project. Grants are sometimes made to induce the councils to undertake the provision of certain services or to develop those services. Grants may also be made in order to assist in paying the costs of particular services which are shared by two or more adjoining municipalities. Earnings from business undertakings include charges for the supply of water and for the use of abattoirs. Some of these businesses show a small profit but, in most cases, the fees demanded are usually only just sufficient to cover the cost of providing the services.

*Municipal Commission*

Provision was also made in the *Local Government Act* 1962 for the appointment of a Commission, to be called the Municipal Commission, to hold office for a period of five years. The prime function of the Commission was to inquire into and report to the Governor not later than December, 1965—

- (i) whether any existing municipality had insufficient financial resources for the proper performance of its functions and, if so, what re-arrangements were best for strengthening or disposing of it;
- (ii) whether any town had boundaries substantially different from those of the actual town and, if so, what ought the boundaries to be;
- (iii) on the division of the State into counties and how that division might best be brought into conformity with the Act or subparagraph (iii*a*) and, if so, what special powers it should have in what municipalities and whether any of those municipalities should be reduced in status;
- (iii*a*) on the division of the State into municipalities and whether any and, if so, what changes should be made by the enlargement and contraction of municipal boundaries and the creation and abolition of municipalities, by reason of changes in population, industry (primary and secondary), means of communication and transport, and urban development, and
- (iv) whether the establishment of the county council was a reasonable alternative to a recommendation under subparagraph (i).

On completion of its report, the Commission is required from time to time as directed by the Governor to inquire into and report on any question of municipal and town boundaries and of the abolition, creation, amalgamation, or severance of municipalities, or any other question directed by the Act to be referred to it.

**REPORT OF MUNICIPAL COMMISSION****Main Recommendations**

On 22nd October, 1965, the Municipal Commission issued, in the one publication, seven reports containing, as its principal recommendations, proposals for a reduction in the number of local government authorities from 49 to 20. Since the recommendations involve the partition of some existing areas, this terminology is used in the following summary table:—

- (U) the urban portion of a local government area adjacent to Hobart or Launceston;
- (C) the non-urban portion of a local government area adjacent to Hobart or Launceston;
- (P) a fraction of any local government area other than those adjacent to Hobart and Launceston.

## Changes Recommended by Municipal Commission

Local Government Bodies Recommended	Description of Constituent Parts (In Terms of Present Cities and Municipalities)
Greater Hobart (City) ..	Hobart; Glenorchy (U); Clarence (U); Kingborough (U)
Municipality—"A" .. ..	Kingborough (C); Esperance; Huon; Port Cygnet; Bruny.
"B" .. ..	Clarence (C); Spring Bay (P); Richmond; Sorell; Oatlands (P).
"C" .. ..	New Norfolk; Hamilton; Glenorchy (C).
Greater Launceston (City) ..	Launceston; Beaconsfield (U); Westbury (U); St. Leonards (U); Lilydale (U); Evandale (U).
Municipality—"D" .. ..	Beaconsfield (C); Lilydale (C); George Town.
"E" .. ..	Westbury (C); Deloraine.
"F" .. ..	Evandale (C); St. Leonards (C); Longford.
King Island ..	King Island (No change).
Flinders ..	Flinders (No change).
Circular Head ..	Circular Head (P).
Burnie .. ..	Burnie (No change).
"G" .. ..	Circular Head (P); Wynyard; Waratah; Zeehan (P).
"H" .. ..	Kentish (P); Ulverstone (P); Penguin.
"I" .. ..	Kentish (P); Ulverstone (P); Devonport; Latrobe.
"J" .. ..	Scottsdale, Ringarooma; Portland (P).
"K" .. ..	Portland (P); Fingal; Glamorgan.
"L" .. ..	Queenstown, Gormanston, Strahan, Zeehan (P).
"M" .. ..	Bothwell (P); Campbell Town; Ross (P).
"N" .. ..	Green Ponds; Bothwell (P); Brighton; Spring Bay (P); Ross (P); Oatlands (P).

*Effect of Recommendations*

As indicated in the previous table, formation of the 20 recommended new administrative authorities involves the partition of some existing municipalities and cities; the number so affected is 17. In some cases, e.g. Spring Bay, Oatlands and Ross, the areas to be excised are extremely small and merely correspond with properties which are illogically partitioned by existing boundaries. In the case of Portland, the recommended change will have the effect of bringing under one authority a township at present partitioned between two authorities by a river boundary (Scamander River). The greatest changes, from the aspect of area, are proposed in relation to Bothwell (severance of the Great Lake Ward), Circular Head (severance of area east from the Detention River) and Kentish (severance of Wilmot ward).

The other major change affects Hobart and Launceston where it is envisaged that the urban areas of "fringe" municipalities should be joined with the inner cities to form a Greater Hobart and a Greater Launceston.

The following table gives details of the recommended partitions:

## Partitions Recommended by Municipal Commission

Present Local Government Authority	Partition of Existing Areas	For Incorporation As Part Of:
Glenorchy ..	(i) Urban development along Derwent (ii) Balance of City of Glenorchy	Greater Hobart Municipality "C"
Clarence .. ..	(i) Urban development, from Risdon Vale to Tranmere inclusive (ii) Balance of Municipality	Greater Hobart Municipality "B"



**Partitions Recommended by Municipal Commission—continued**

Present Local Government Authority	Partition of Existing Areas	For Incorporation As Part Of:—
Kingborough ..	(i) Urban development known as Tarooma, Kingston and Blackmans Bay (ii) Balance of Municipality	Greater Hobart Municipality "A"
Spring Bay ..	(i) Small area on Little Swanport River on Oatlands municipal boundary (ii) Balance of Municipality	Municipality "N" Municipality "B"
Oatlands .. ..	(i) Small area near Woodsdale on Spring Bay municipal boundary (ii) Balance of Municipality	Municipality "B" Municipality "N"
Beaconsfield ..	(i) Urban development known as Riverside and Riverside North (ii) Balance of Municipality	Greater Launceston Municipality "D"
Westbury ..	(i) Urban development known as Prospect Vale (ii) Balance of Municipality	Greater Launceston Municipality "E"
St. Leonards ..	(i) Urban development known as Kings Meadows, Youngtown, Prospect, Waverley, Ravenswood and the town of St. Leonards (ii) Balance of Municipality	Greater Launceston Municipality "F"
Lilydale .. ..	(i) Urban development known as Newnham, Alanvale, Mayfield and Rocherlea (ii) Balance of Municipality	Greater Launceston Municipality "D"
Evandale .. ..	(i) Small triangle, southern end of Franklin Village (ii) Balance of Municipality	Greater Launceston Municipality "F"
Circular Head ..	(i) Large area west of Wynyard boundary back to Detention River (ii) Balance of Municipality	Municipality "G" Circular Head
Zeehan .. ..	(i) Town of Corinna (ii) Balance of Municipality	Municipality "G" Municipality "L"
Kentish .. ..	(i) Wilmot Ward (ii) Balance of Municipality	Municipality "H" Municipality "I"
Ulverstone ..	(i) Small portion of Town of Forth (ii) Balance of Municipality	Municipality "I" Municipality "H"
Portland .. ..	(i) Scamander area north of Scamander River (ii) Balance of Municipality	Municipality "K" Municipality "J"
Bothwell ..	(i) Large area being the whole Great Lake Ward (ii) Balance of Municipality	Municipality "M" Municipality "N"
Ross .. ..	(i) Small area on Lake Crescent on Oatlands municipal boundary (ii) Balance of Municipality	Municipality "N" Municipality "M"

*Further Recommendations*

The Commission also recommended in its reports that:

- (i) the proclamation of 117 localities as towns be rescinded, the boundaries of 52 other towns be amended and those of four other towns be confirmed as at present;
- (ii) Tasmania be divided into five counties made up as follows:
  - County (1)*—City of Greater Hobart, Municipalities "A", "B" and "N";
  - County (2)*—City of Greater Launceston, Municipalities "D", "E" and "F";
  - County (3)*—Municipalities of King Island, Circular Head, Burnie, "G", "H" and "I";
  - County (4)*—Municipalities of Flinders, "J", "K" and "M".
  - County (5)*—Municipalities of "C" and "L";
- (iii) the question of appropriate names for the newly proposed municipalities (referred to as "A", "B", "C", etc., above) and for the proposed counties be referred to the Nomenclature Board.

## PLANNING AUTHORITIES

### Southern Metropolitan Master Planning Authority

#### *Introduction*

In discussion of the functions of this authority, a difficulty of terminology arises. For statistical purposes, metropolitan Hobart consists of Hobart and Suburbs as defined in the chapter "Demography". For the purposes of the planning authority, metropolitan Hobart extends far beyond Hobart and Suburbs since the basic aim of this planning body is to make provision for future growth. The area for which the Authority is planning is best defined broadly as a triangle based on Pontville (Brighton Municipality), Snug (Kingborough Municipality) and Seven Mile Beach (Clarence Municipality). Such a triangle includes the Cities of Hobart and Glenorchy and also those parts of Brighton, Kingborough and Clarence Municipalities which are likely, in the future, to experience urban expansion because of their proximity to Hobart and Suburbs.

For the purposes of this section, the triangular area just defined will be referred to as the "S.M. area".

#### *Establishment of Authority*

For purposes of local government administration, the urban area centred on Hobart is at present divided between four authorities—the municipalities and cities of Clarence, Kingborough, Hobart and Glenorchy; on the northern fringe of the area lies the Municipality of Brighton sharing the Derwent River as a boundary with Glenorchy. In 1954, a "Hobart Metropolitan Planning Committee" adopted resolutions to the effect that a planning authority should be set up, that a "Master Plan" should be prepared and that the plan should provide for an eventual population of 250,000 persons in the "S.M. area". (The Census population of Hobart and Suburbs in that year was 95,206 persons.) The five participating municipalities and cities previously named indicated that they were prepared to support the establishment of such an authority by striking a special townplanning rate of up to  $\frac{1}{2}$ d. in the pound (0.208 cents in \$).

The necessary legislation was passed in 1957, staff was recruited and the first meeting of the Southern Metropolitan Master Planning Authority and its officers was held on 3rd November, 1958.

### *Representation and Finance*

The *Local Government Act* 1962 prescribes that each city shall have the right to appoint three representatives and each municipality two; though aldermen or councillors are not specifically prescribed, this type of representation is preferred. The Authority is also empowered to make contracts, accept trusts of properties for townplanning purposes and make by-laws for domestic purposes. By demand under its common seal, the Authority obtains from each constituent member council a contribution based on the annual value of all ratable property. The demand, however, is not to exceed  $\frac{1}{2}$ d. in the pound (0.208 cents in \$), unless the Authority has the consent of all its constituent municipalities and cities.

### *Functions of the Authority*

The main function of the Authority is the technical and legal preparation of a master plan for the prescribed area (the detailed planning nevertheless remaining the responsibility of each constituent municipality or city). The *Local Government Act* 1962 (Section 744-2) defines the purpose of a master plan as follows:—

“A master plan shall be made with regard for the present and probable future requirements of the area and may provide for—

- (a) communications;
- (b) areas the use of which is to be restricted in respect of purpose, or which are to remain unbuilt on;
- (c) public buildings, facilities and amenities; and
- (d) areas and sites for things and processes that would constitute nuisances if done among houses or offices”.

A master plan therefore involves the zoning of land and restricting its use for specific purposes such as housing, retail trade, factories or parks and reserves; it is also concerned with the problem of the highways and outlets that will become essential in the future.

A factor influencing the preparation of a master plan is the present and future execution of major works by instrumentalities other than those which constitute the Authority, examples being the Public Works Department, the Housing Department, the Health Department, the Transport Department and the Metropolitan Water Board. In working on a master plan, the Authority has to obtain and enlarge the co-operation between these various organisations by serving as a medium of mutual contact.

The preparation of a master plan requires extensive surveys and studies, the results of which are sometimes of general interest quite apart from their prime relevance to the master plan. Two examples will suffice: (i) a population forecast for the “S.M. area”; (ii) mapmaking. Before the Authority’s formation in 1958, there were no fully detailed maps available of any part of the “S.M. area”. As the availability of maps for townplanning is very important, their production was started immediately. Practically the whole area now is covered with precise, up-to-date and contoured maps on a scale of 1,000 feet to the inch. A similar set is also in preparation on a scale of 400 feet to the inch. Although designed primarily for townplanning, the maps are sold for a variety of other purposes.

*Legal Procedure With Master Plan*

After preparation of the draft master plan, the Town and Country Planning Commissioner gives provisional approval, thus allowing it to be put on statutory exhibition for three months while objections are recorded; objections may be lodged not only by ratepayers but also by the member-councils of the Authority. Having heard the objections, the Town and Country Planning Commissioner may order modifications and then approve the amended plan; final approval rests with the Minister for Local Government.

When finally approved and sealed, the plan comes into effect on a specified date and, from then onwards, all detailed planning within the prescribed area must conform to this master plan. It should be noted that all modifications to the master plan have to be treated as if they were a new plan, again requiring public exhibition and the recording of objections.

*The Master Plan*

The Master Plan 1962 was put up for statutory exhibition and objections were considered; the most powerful objection held that the provisions of the system of communications were not sufficiently specific, a point not disputed by the Authority which maintained that the transportation study essential to proper planning was beyond the financial resources of local government.

In 1963, the Authority withdrew its Master Plan 1962 and the State Government decided to carry most of the cost of a full transportation study, the results of which would become available in 1965. The Authority issued a "Townplanning Policies Map 1964" which, although not having the legal standing of a Master Plan, was of value to member councils in their detailed planning and to other authorities concerned with development in the "S.M. area". The formulation of an amended Master Plan will become possible when the data from the transportation study are evaluated.

*Pattern of Growth in "S.M. Area"*

The "S.M. area" is, in effect, a valley hemmed in between rows of steep sloping mountains and hills and with the wide River Derwent in the bed of the valley. This topographical limitation set the stage for the ribbon development adopted by the first settlers in 1804 and by their successors. The flat banks along the foreshore of the Derwent saw the first development which spread north through New Town, Moonah, Glenorchy and Claremont. Late last century, a ferry started a Derwent service and from its landing jetties in Bellerive and Lindisfarne, housing began to spread along the eastern foreshore. This growth was accelerated by the bridging of the lower Derwent (with a floating bridge in 1943 and with a pier-based structure in 1964).

Residential development to the south of Hobart was almost halted after Sandy Bay had been built, the steep seaward slopes of Mt. Nelson barring easy communications. After 1945, however, the increased use of cars altered this position and southern areas such as Taroona and Kingston Beach began to grow.

By comparison with the pre-war population in the Hobart area, some of these developments were quite large. The Clarence Municipality on the eastern shore advanced its population from 5,000 in 1944 to 12,500 in 1954 and 28,000 in 1964. The Municipality of Glenorchy, north of Hobart, grew from 12,500 in 1944 to 26,000 in 1954 and 38,000 in 1964. South of Hobart the Kingborough Municipality had a lesser rate of growth due to its more difficult links with the city. During the period 1944-1964, its population has grown from 5,000 to 10,000, most of the increase occurring in the suburban areas of Taroona and Kingston Beach.

By way of contrast, the City of Hobart is barely managing to hold its population. The very difficult and steep terrain on the fringe of the city (but still within its boundaries) makes subdivision of land an unattractive proposition while housing conditions in the older streets no longer meet the requirements of today's generation. With more attractive land available in Glenorchy and Clarence, home builders have tended to look beyond the city limits; while Hobart proper has failed to record increase as a residential centre, nevertheless its inner area has grown as the main centre of general and commercial employment, although the industrial areas of Moonah and Glenorchy nearly match it. The transportation problems of the "S.M. area" arise from the concentration of the principal places of employment in a relatively small area and the spread of residential areas not associated with any local centre of employment. (For example, most of the work-force resident in Clarence needs to cross the Derwent daily.)

#### *Present Highway System*

The present programme of freeway construction makes use of the Queen's Domain as an oversize roundabout (or traffic circle). From this circle, three outlet roads will carry traffic on 4-lane freeways; the northern and eastern outlets have already been built, the southern is now under construction. A limitation of the northern outlet is that its main catchment area is on its western side, but foothills and existing buildings prevented a location further to the west. The eastern outlet, after passing over the new Tasman Bridge, is met by various contributory road links giving quick access to popular suburbs such as Lindisfarne and Howrah.

The construction of the third freeway, the Southern Outlet Road, was started in the winter of 1964. This road, to be blasted out of solid dolerite for a considerable distance, will open up a new area for development in the Kingston district.

When completed, the freeway system should do much to relieve the present threat of crowded highways.

The Hobart Area Transportation Study which examined these matters in greater detail, brought to public scrutiny the need for greatly increased expenditure in meeting traffic problems. Preliminary findings of the study are that metropolitan traffic will increase nearly 100 per cent during the next 20 years and that a number of major new roads will be required. Whether the financial resources of local government can carry the burden is open to question, since the programme will require not just construction, but also considerable acquisition of valuable property.

#### *Industrial Areas in the "S.M. Area"*

One of the most difficult town planning problems in the "S.M. area" is that associated with industrial zoning. The mere designation in the master plan of certain land for industrial use is no guarantee that new industries will automatically come forward to take advantage of the land. Few, generally speaking, have adjusted their thinking to appreciate the latest trends in factory siting, industrial estates, site preparation and site development. However, the member-councils and the Authority have started a campaign to publicise the advantages of properly organised industrial sites. This objective can be viewed as supplementary to the efforts of the State Industrial Development Branch which is endeavouring to attract more industry to the State.

The siting of industrial zones requires, in the main, reasonably flat ground with good foundations. In the "S.M. area", this becomes a very real topographic problem as the flat land so necessary for general industry is slowly

but steadily being used up for residential subdivisions. Present legislation lacks the power to prevent this erosion while the local government authorities do not have the financial resources to undertake major ventures into real estate. So completely has residential settlement used up suitable land near the heart of the city that the major proposed industrial zones have had to be located in Bridgewater, Margate, Rokeby and Cambridge (all some miles distant from central Hobart).

The Authority is currently engaged in a study of industrial sites and is making use of the specialised knowledge of other departments and organisations. From this study will emerge various recommendations together with detailed reports on the sites in the proposed zones.

## FINANCE

### Introduction

For many years, local government in Tasmania operated in 49 areas, comprising 47 municipalities and the Cities of Hobart and Launceston. As from 24th October, 1964, a third city—Glenorchy—came into being and the number of municipalities fell to 46. There are no unincorporated areas.

Local government finance statistics in Tasmania are compiled by the Bureau of Census and Statistics from the following sources:

1. *The 47 municipalities*—each municipality is required to submit annually to the Auditor General a "Statement of Accounts" in pursuance of section 329 of the *Local Government Act 1962*; copies of these statements are made available to the Bureau. The "Statements of Accounts" are compiled by the municipalities on a *receipts and payments* basis and two basic types of accounts are distinguished, namely revenue and loan accounts.

2. *The cities*—the Cities of Hobart and Launceston submit annually to the Auditor General statements of accounts compiled on an *income and expenditure* basis; to facilitate early preparation of statistics of total local government finance, the cities make available to the Bureau special statements prepared on a *receipts and payments* basis.

The term "local government" is employed only in relation to the municipalities and city corporations.

### Revenue from Rates

The principal source of revenue for local government authorities in Tasmania is the charging of rates on the annual value of property. For any property, the annual value is the gross annual rental estimated by the valuer on the basis of similar actual rentals at the time of the valuation, irrespective of whether the property is rented or owner-occupied.

Under the *Local Government Act 1962*, rates may be based on annual value, unimproved value (i.e. value of land only), the capital value (i.e. value of land plus improvements) or finally upon a composite value incorporating the unimproved value plus some arbitrary proportion of the value of improvements. In Tasmania, it has been usual for rates to be based on annual values despite isolated and unsuccessful campaigns in favour of taxing on unimproved value only. In estimating annual value, the valuer is taking into account not only the land but also the improvements (e.g. buildings) so there is, in actual fact, a close relation between total capital value of any property and its assessed annual value. The *Land Valuation Act 1950* fixes a minimum relationship between annual value and capital value (4 per cent) but sets no maximum.

The following table shows the total value of all rateable properties in the State and gives individual details for local government authorities with total capital value exceeding \$20,000,000 in 1963-64:

**Value of Rateable Properties—Tasmania and Selected Municipalities and Cities (\$ million)**

Municipality or City	Year Revalued (a)	1961-62		1962-63		1963-64	
		Total Capital Value	Assessed Annual Value	Total Capital Value	Assessed Annual Value	Total Capital Value	Assessed Annual Value
Hobart (City) .. ..	1963	181.02	9.12	187.33	9.75	273.53	17.00
Launceston (City) ..	1958	112.22	7.00	114.44	7.16	115.95	7.28
Glenorchy .. ..	1962	67.20	3.07	100.08	5.82	102.42	6.06
Clarence .. ..	1956	45.04	1.90	50.14	2.14	54.20	2.01
Burnie .. ..	1959	48.61	2.80	49.73	2.85	51.94	2.93
Devonport .. ..	1962	30.36	1.60	44.09	2.59	46.17	2.67
St. Leonards .. ..	1959	24.32	1.11	25.79	1.19	27.96	1.27
Kingborough .. ..	1961	24.70	1.17	24.82	1.16	25.71	1.21
Wynyard .. ..	1961	21.49	1.04	21.89	1.05	22.17	1.06
Circular Head .. ..	1963	15.24	0.67	15.74	0.68	21.46	0.97
Longford .. ..	1963	13.20	0.60	13.34	0.60	20.82	1.00
Ulverstone .. ..	1957	19.69	0.96	20.21	1.01	20.66	1.01
New Norfolk .. ..	1957	19.48	0.82	20.07	0.84	20.52	0.86
Remaining Municipalities ..	..	247.51	11.03	255.21	11.78	271.58	12.18
Total Tasmania .. ..	..	870.08	42.89	942.88	48.62	1075.09	57.51

(a) The year shown is the year of the latest complete revaluation.

*System of Valuation*

The valuation of property is carried out by a State Government authority, the Land Valuation Branch; its valuations form the basis for two distinct taxes: (i) land tax collected by the State on the basis of unimproved land values; (ii) rates collected by local government authorities on the basis of assessed annual values. Since it is impossible to value all the properties within the State in the course of a single year, valuation is carried out on a rotational basis, e.g. Glenorchy valued in 1955 and again in 1962; Devonport valued in 1956 and again in 1962.

The table that follows shows total value of property over the last ten years:

**Total Property Valuation in Cities and Municipalities (a)  
(\$ million)**

Year	Unimproved Value	Value of Improvements	Capital Value	Year	Unimproved Value	Value of Improvements	Capital Value
1954 ..	83.6	212.8	296.4	1959-60	179.0	560.4	739.4
1955 ..	93.8	251.4	345.2	1960-61	186.0	622.2	808.2
1956 ..	130.2	365.2	495.4	1961-62	193.6	676.5	870.1
1957-58 ..	140.6	413.4	554.0	1962-63	216.1	726.8	942.9
1958-59 ..	164.6	488.8	653.4	1963-64	271.6	803.5	1075.1

(a) As valued by State Valuation Branch.

The total assessed annual value of property in cities and municipalities has been (in \$million): 1953-54, 13.8; 1954-55, 15.8; 1955-56, 18.6; 1956-57, 25.4; 1957-58, 28.2; 1958-59, 33.4; 1959-60, 37.4; 1960-61, 40.0; 1961-62, 42.9; 1962-63, 48.6; 1963-64, 57.5.

It should not be assumed that increases in assessed annual value automatically increase the capacity of municipalities to raise revenue from rates. Thus, in the years 1953-54 to 1963-64, total annual values increased by 317 per cent; in the same period, total rates collected increased by only 159 per cent. When any municipality is revalued, the council normally reduces the "rate in the dollar" rather than exploit to the full the possibility of charging "old" rates on "new" annual values.

### Total Receipts and Expenditure

The next table shows the total receipts and expenditure of Tasmanian municipalities and cities, the annual surplus or deficit and the balance of funds at the commencement of each year:

Local Government Authorities  
Total Receipts and Expenditure—All Funds  
(\$'000)

Year	Open- ing Bal- ance (a)	Receipts				Expenditure			Surplus (+) or Deficit (-)
		Loan Accounts (b)	Revenue Accounts	Special Accounts (c)	Total	Loan Accounts	Revenue Accounts	Total	
1953-54	(d)	(d)	6,642	(d)	(d)	1,758	6,506	8,264	(d)
1954-55	(d)	(d)	6,972	(d)	(d)	2,408	7,052	9,460	(d)
1955-56	1,950	2,422	6,386	+ 6	8,814	2,730	6,596	9,326	- 512
1956-57	1,438	2,352	7,418	- 281	9,489	2,682	7,260	9,942	- 453
1957-58	985	4,110	7,998	- 143	11,965	3,238	7,902	11,140	+ 825
1958-59	1,810	3,622	8,836	+ 99	12,557	3,542	8,836	12,378	+ 179
1959-60	1,989	5,308	9,782	+ 3	15,093	4,670	9,762	14,432	+ 661
1960-61	2,650	5,420	10,868	- 155	16,133	5,260	10,924	16,184	- 51
1961-62	2,599	6,447	12,098	+ 39	18,584	5,658	11,778	17,436	+ 1,148
1962-63	3,747	6,873	13,764	+ 690	21,327	7,212	13,256	20,468	+ 859
1963-64	4,606	7,268	14,792	+ 242	22,302	7,431	14,654	22,085	+ 217

(a) Bank balances (less unrepresented cheques), securities and cash on hand. Closing balance at 30-6-64 was \$4,823,000.

(b) Includes loan raisings, sales, capital grants received, etc.

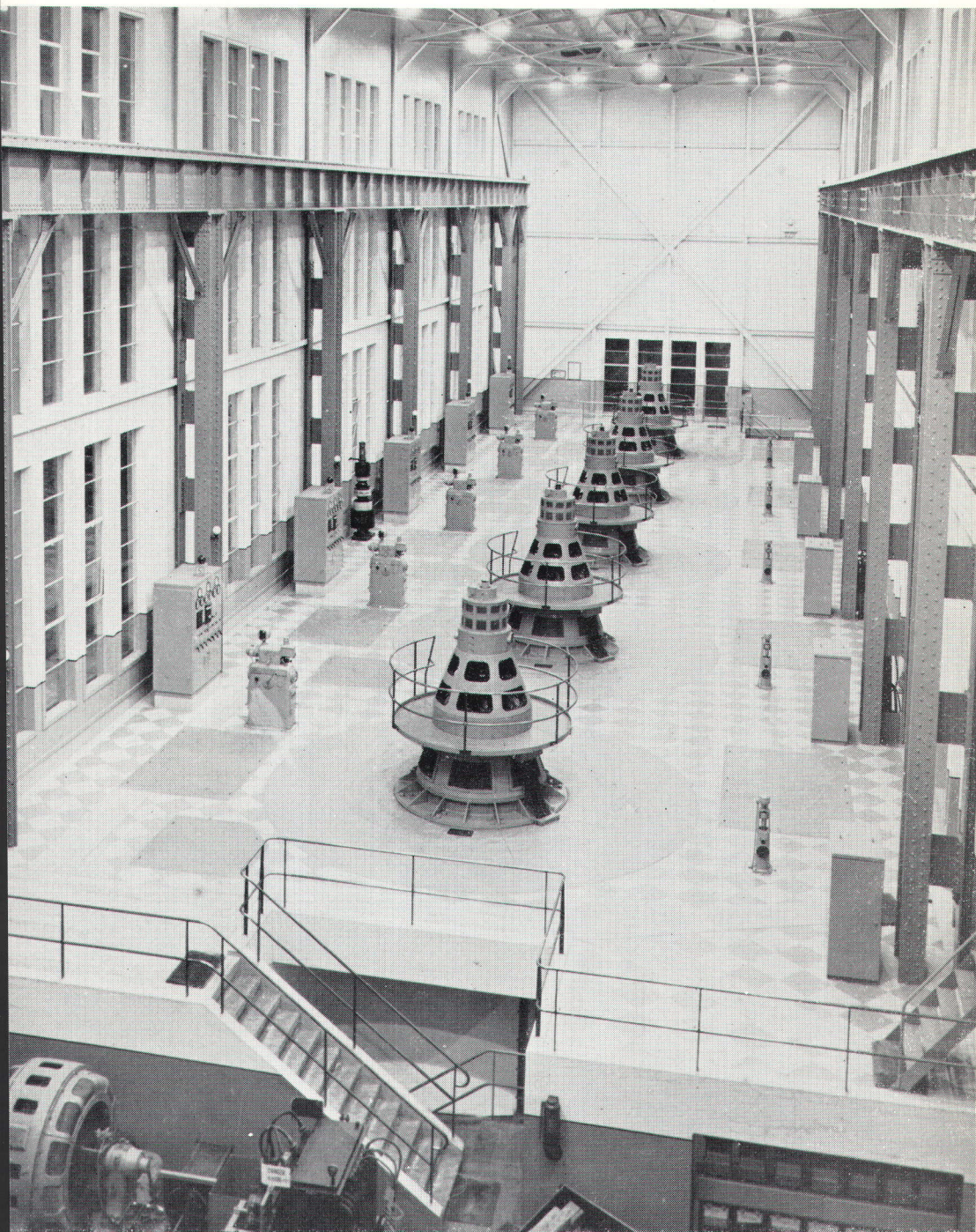
(c) Net movement in Trust and Special Accounts of Hobart and Launceston Corporations; in 1960-61, includes inter-authority transfer of \$118,534 from Beaconsfield Municipality to Rivers and Water Supply Commission.

(d) Not available.

### Rate Collections

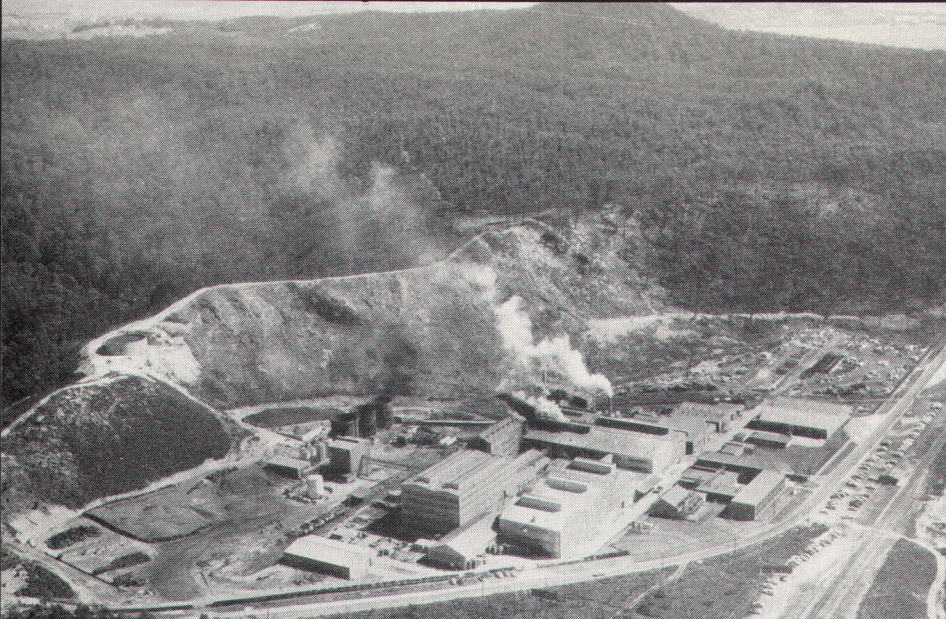
There is considerable diversity in the types of rate imposed by individual local government authorities. In Hobart, virtually all properties are subject to the one consolidated rate and a similar position exists in Launceston; in most municipalities, however, the property holder, after being charged the basic general, road, light and health rates, is subject also to additional rates assessed according to the location of the property and the nature of the services provided (e.g. a fire brigade rate for properties which are close enough to





*Part of Tungatimah Power Station.  
(Hydro-Electric Commission)*





*Titanium di-oxide plant of Australian Titan Products Pty. Ltd. near Burnie. (Dept. of Industrial Development)*

*Plant of the Electrolytic Zinc Company (A/sia) Ltd. at Risdon with Hobart's northern suburbs in the background. (Dept. of Film Production)*





enjoy fire protection, a water rate for properties connected to the supply). Property holders in a particular district may be called upon to pay a special rate for an improvement peculiar to the district (e.g. a reserves and recreation rate to finance a sports ground or a garbage rate to finance a disposal service).

The following table shows details of the rates collected in Tasmania during a three-year period:

**Rates Collected by Local Government Authorities**  
(£'000)

Particulars	1961-62	1962-63	1963-64
<b>Ordinary Rates—</b>			
General .. .. .	2,582	2,642	2,908
Light .. .. .	160	170	178
Road .. .. .	1,908	2,086	2,172
Health .. .. .	270	290	297
Sanitary .. .. .	90	84	71
Garbage .. .. .	66	88	114
Reserves and Recreation .. .. .	406	446	482
Halls .. .. .	60	64	67
Library .. .. .	52	62	69
Fire Brigade .. .. .	34	34	33
Other .. .. .	40	64	73
<b>Total .. .. .</b>	<b>5,668</b>	<b>6,030</b>	<b>6,464</b>
<b>Business Undertaking Rates—</b>			
Water .. .. .	1,640	1,842	1,993
Sewerage .. .. .	776	838	954
<b>Total .. .. .</b>	<b>2,416</b>	<b>2,680</b>	<b>2,947</b>
<b>Grand Total .. .. .</b>	<b>8,084</b>	<b>8,710</b>	<b>9,411</b>

### *Business Undertakings*

In the preceding table a distinction is drawn between "ordinary" rates and "business undertaking" rates; a similar distinction will be found in the subsequent analysis of revenue and expenditure.

The classification "business undertaking" is used in Australian local government finance statistics to include municipal tram and bus services, municipal electricity supply (generation or distribution), municipal water and sewerage schemes and municipal abattoirs, etc. In Tasmanian local government finance statistics, electricity supply ceased to appear as from 1948-49 (the Hydro-Electric Commission is now the sole supplier). Municipal tram and bus services ceased to appear as an item in 1955-56, the Metropolitan Transport Trust having acquired the city transport services operating in Hobart and Launceston. Consequently, the only activities under the heading of municipal "business undertakings" in current Tasmanian statistics relate to water supply, sewerage and abattoirs.

### **Revenue of Local Government Authorities**

After rates, the most important sources of revenue are: (i) Government grants and refunds; (ii) charges for public works and services. Among sources of revenue are listed "council properties"; these include parks, recreation

grounds, markets, halls, cemeteries, libraries, mechanical plant, &c. The next table shows, for a three-year period, the total annual revenue of all municipalities and cities:

**Local Government Authorities**  
**Revenue, Ordinary Services and Business Undertakings, Classified According to Source**  
**(\$'000)**

Source of Revenue	1961-62	1962-63	1963-64
<b>Ordinary Services—</b>			
Rates .. .. .	5,668	6,030	6,464
Licences .. .. .	66	68	77
<b>Total .. .. .</b>	<b>5,734</b>	<b>6,098</b>	<b>6,541</b>
<b>Public Works and Services—</b>			
Health, Sanitary and Garbage Services	46	56	50
Council Properties .. .. .	660	780	722
Private Street Construction .. .. .	36	48	12
Private Works .. .. .	182	308	444
Other .. .. .	140	146	118
<b>Total .. .. .</b>	<b>1,064</b>	<b>1,338</b>	<b>1,346</b>
<b>Government Grants and Refunds—</b> ..			
Roads .. .. .	1,194	1,340	1,267
Other .. .. .	144	708	825
<b>Total .. .. .</b>	<b>1,338</b>	<b>2,048</b>	<b>2,092</b>
Other Revenue (a) .. .. .	270	312	499
<b>Total Ordinary Services .. .. .</b>	<b>8,406</b>	<b>9,796</b>	<b>10,478</b>
<b>Business Undertakings—</b>			
<b>Water Supply and Sewerage—</b>			
Rates .. .. .	2,416	2,680	2,947
Charges and Sales .. .. .	432	352	364
Grants (Government) (b) .. .. .	352	362	351
Other .. .. .	84	92	78
<b>Total .. .. .</b>	<b>3,284</b>	<b>3,486</b>	<b>3,740</b>
<b>Abattoirs—</b>			
Charges for Service .. .. .	260	292	309
Other (including Sale of Products) .. .. .	148	190	265
<b>Total .. .. .</b>	<b>408</b>	<b>482</b>	<b>574</b>
<b>Total Business Undertakings .. .. .</b>	<b>3,692</b>	<b>3,968</b>	<b>4,314</b>
<b>Grant Total—Revenue .. .. .</b>	<b>12,098</b>	<b>13,764</b>	<b>14,792</b>

(a) Includes net receipts of Deposit and Superannuation Accounts.

(b) These figures understate actual receipts since some municipalities offset their grants against payments made to State regional water schemes.

*Revenue, Summary*

In the preceding table, the dissection between ordinary services and business undertakings prevents totals emerging for rates and for government grants; details for these items, in total, are shown in the summary which follows:

**Revenue, Ordinary Services and Business Undertakings**  
(\$'000)

Year	Total Rates	Licences	Total Govt. Grants and Refunds	Business Undertakings (a)	Ordinary Municipal Services (b)	Other Revenue	Total Revenue
1953-54 ..	3,630	30	410	1,790	508	274	6,642
1954-55 ..	3,836	28	718	1,508	622	260	6,972
1955-56 ..	4,418	30	646	428	624	240	6,386
1956-57 ..	5,188	30	722	492	756	230	7,418
1957-58 ..	5,434	30	852	582	816	284	7,998
1958-59 ..	5,962	30	788	714	1,014	328	8,836
1959-60 ..	6,622	58	950	870	918	364	9,782
1960-61 ..	7,286	60	1,240	842	1,068	372	10,868
1961-62 ..	8,084	66	1,690	924	1,064	270	12,098
1962-63 ..	8,710	68	2,410	926	1,338	312	13,764
1963-64 ..	9,411	77	2,443	1,016	1,346	499	14,792

(a) Excludes rates and grants which are shown separately; undertakings are water and sewerage, abattoirs and tramways (tramways excluded from 1955-56, Hobart and Launceston transport services having been taken over by the Metropolitan Transport Trust).

(b) Includes receipts from council properties, e.g. sports grounds, halls, etc.

**Expenditure of Local Government Authorities**

The following table shows, for a three-year period, annual expenditure by local government authorities from ordinary revenue and from the revenue of business undertakings:

**Local Government Authorities**

**Expenditure, Ordinary Services and Business Undertakings, Classified According to Service**  
(\$'000)

Expenditure On	1961-62	1962-63	1963-64
<b>Ordinary Services—</b>			
General Administration .. .. .	910	988	1,183
Debt Services—Interest .. .. .	578	778	856
Redemption .. .. .	648	730	847
Total .. .. .	1,226	1,508	1,703
<b>Public Works and Services—</b>			
Roads, Streets, Bridges .. .. .	3,620	3,990	4,160
Health .. .. .	174	204	212
Sanitary and Garbage Services .. .. .	264	290	296
Street Lighting .. .. .	238	238	264
Parks, Recreation Grounds, etc. .. .. .	602	852	896
Other Council Properties .. .. .	558	809	837
Other Services .. .. .	42	110	42
Total .. .. .	5,498	6,493	6,707
Grants .. .. .	256	257	366
Other Expenditure (a) .. .. .	270	188	323
Total Ordinary Services .. .. .	8,160	9,434	10,282

**Expenditure, Ordinary Services and Business Undertakings, Classified According to Service—continued**  
(£'000)

Expenditure On	1961-62	1962-63	1963-64
<b>Business Undertakings—</b>			
Water Supply and Sewerage—			
Working Expenses (b) .. .. .	1,628	1,524	1,924
Interest .. .. .	922	1,094	1,183
Redemption .. .. .	608	690	784
Other .. .. .	96	132	53
Total .. .. .	3,254	3,440	3,944
<b>Abattoirs—</b>			
Working Expenses .. .. .	316	332	377
Interest .. .. .	26	28	30
Redemption .. .. .	20	22	21
Other .. .. .	2	..	..
Total .. .. .	364	382	428
Total Business Undertakings ..	3,618	3,822	4,372
Grand Total—Expenditure ..	11,778	13,256	14,654

(a) Excludes expenditure from Deposit and Superannuation Accounts, which are offset against receipts.

(b) These figures understate actual payments since some municipalities offset their payments to State regional water schemes against grants received from the State.

“Council properties” in the table includes, in the main, halls, markets, cemeteries and libraries. “Roads, Streets and Bridges” includes roads construction and maintenance, drainage, cleaning and watering streets, private street construction, private works, plant purchase and net plant maintenance costs. The item “grants” includes payments to fire brigades and other semi-governmental bodies. The item “redemption” includes additions to sinking funds reserved for debt redemption.

*Expenditure, Summary*

In the preceding table, the dissection between ordinary services and business undertakings prevents totals emerging for debt services; details of total interest and total redemption payments appear in the summary below:

**Expenditure, Ordinary Services and Business Undertakings**  
(£'000)

Year	Adminis- tration	Total Loan Charges		Ordinary Services(a)		Business Undertak- ings (a) (b)	Total
		Interest	Redem- tion	Roads, Streets, Bridges	Other		
1953-54 ..	436	416	634	1,586	1,496	1,938	6,506
1954-55 ..	468	500	592	2,018	1,596	1,878	7,052
1955-56 ..	542	554	618	2,128	1,770	984	6,596
1956-57 ..	596	652	704	2,320	1,944	1,046	7,262
1957-58 ..	706	722	816	2,434	1,906	1,320	7,904
1958-59 ..	782	922	888	2,658	2,154	1,432	8,836
1959-60 ..	884	1,096	1,000	2,914	2,168	1,700	9,762
1960-61 ..	880	1,294	1,158	3,350	2,396	1,846	10,924
1961-62 ..	910	1,526	1,276	3,620	2,404	2,042	11,778
1962-63 ..	988	1,900	1,442	3,990	2,948	1,988	13,256
1963-64 ..	1,183	2,069	1,652	4,160	3,236	2,354	14,654

(a) Excluding interest and redemption shown separately.

(b) Undertakings are water and sewerage, abattoirs and tramways, (tramways excluded from 1955-56, Hobart and Launceston transport services having been taken over by the Metropolitan Transport Trust).

### Loan Receipts

At 30th June, 1964, the aggregate debt of all local government authorities was \$44,063,320 of which only \$990,284 (i.e. 2.2 per cent) was in respect of loans received from the State Government. The principal Tasmanian sources of loans for local government authorities are banks, superannuation and other trust funds, insurance companies and, in the case of the cities, public issues. The amount that any local government authority can raise in a particular year is governed not only by the difficulty in finding willing lenders, but also by the fact that the approval of the State Treasury is required; under the "Gentlemen's Agreement", the Australian Loan Council regulates the amount to be borrowed annually by semi-governmental and local government authorities, this being put into effect within the State by the State Treasury.

The following table shows, for a three-year period, the receipts taken into the loan accounts of all local government authorities:

**Local Government Authorities—Receipts Taken into Loan Account**  
(*\$'000*)

Particulars	1961-62	1962-63	1963-64
Loan Raisings—			
For Ordinary Services .. .. .	3,094	3,033	3,259
For Water and Sewerage .. .. .	3,060	2,284	2,537
For Abattoirs .. .. .	10	8	50
Total Raisings .. .. .	6,164	5,325	5,846
Government Capital Grants .. .. .	180	1,332	1,280
Offsets to Loan Expenditure (a) .. .. .	103	216	142
Total Receipts .. .. .	6,447	6,873	7,268

(a) e.g. sales of surplus materials, refunds on containers, &c.

### Loan Expenditure and Loan Debt

The next table shows, for a three-year period, details of expenditure from the loan accounts of all local government authorities; also the loan debt at 30th June, 1964:

**Local Government Authorities—Annual Loan Expenditure and**  
**Loan Debt Classified According to Purpose**  
(*\$'000*)

Purpose	Annual Loan Expenditure			Loan Debt at 30th June 1964
	1961-62	1962-63	1963-64	
Water .. .. .	1,736	1,870	1,415	13,660
Sewerage .. .. .	1,118	1,438	1,665	10,113
Drainage .. .. .	92	154	183	936
Roads, Bridges, Streets, Footpaths .. .. .	1,538	1,716	1,697	8,755
Plant, Machinery, etc. .. .. .	168	218	180	} 6,017
Council Property, including Halls .. .. .	464	716	876	
Recreation, including Parks and Gardens .. .. .	486	568	694	3,260
Other .. .. .	56	532	721	(a) 1,322
Total .. .. .	5,658	7,212	7,431	44,063

(a) Includes \$1,073,566, debt of Hobart Corporation in respect of Town Planning.

## Loan Summary

The following table shows, in summary form, loan raisings, loan debt and sinking funds:

**Local Government Authorities—Loan Raisings, Loan Debt and Sinking Funds**  
(\$'000)

Year	Loan Raisings During Financial Year			Loan Debt at 30th June			Total of Sinking Funds at 30th June (c)
	From State Government (a)	From Other Sources (b)	Total	To State Government	To Other Creditors	Total	
1953-54 ..	..	2,418	2,418	181	13,419	13,600	538
1954-55 ..	..	2,796	2,796	159	15,444	15,603	452
1955-56 ..	..	2,367	2,367	144	(d) 15,245	(d) 15,389	343
1956-57 ..	..	2,310	2,310	129	16,838	16,967	336
1957-58 ..	..	4,024	4,024	114	20,078	20,192	351
1958-59 ..	43	3,642	3,685	144	22,835	22,979	388
1959-60 ..	138	5,094	5,232	268	26,876	27,144	422
1960-61 ..	269	5,010	5,279	524	30,763	31,287	473
1961-62 ..	301	5,863	6,164	808	35,380	36,188	561
1962-63 ..	116	5,209	5,325	853	38,989	39,842	662
1963-64 ..	165	5,681	5,846	990	43,073	44,063	817

(a) These advances were from the State Treasury direct, and exclude those from authorities such as the Housing Department and the Metropolitan Transport Trust.

(b) Includes advances from the Housing Department and the Metropolitan Transport Trust.

(c) Sinking funds maintained by municipalities and cities for debt redemption purposes.

(d) The decrease is due to the exclusion of the debt associated with Hobart and Launceston tramways, the Metropolitan Transport Trust having taken these services over.

#### Source of Loan Funds

It can be seen from the preceding table that the local government loan debt includes only a small liability in respect of advances made by the State Treasury. The proportion of total debt now owed to State authorities (but not directly to the Treasury) has increased somewhat, principally due to co-operation between individual municipalities and the State Housing Department. In planning the establishment of large housing estates, the Housing Department has been concerned with the provision of certain essential services (e.g. water and sewerage); where such services have required capital expenditure by a municipality, the Department has made some loan funds available. The debt of the municipalities to the Housing Department at 30.6.64, and excluded from "State Government Loans", was \$887,506.

#### Instalment Debentures

Much of the debt of the municipalities is in the form of Instalment Debentures which involve equal periodic payments (usually yearly or half-yearly); such payments are credited to redemption and interest in changing proportions, the accounting being the same as used to record home instalment purchase transactions.

#### Financial Statistics of Individual Local Government Authorities

In this chapter, local government finance statistics have been presented in total only; similar details for individual authorities are shown annually in "Statistics of the State of Tasmania—Local Government Finance". The



following table shows, for each municipality and city: (i) rates collected; (ii) expenditure from loan and revenue accounts; (iii) balance of funds; (iv) loan debt.

**Individual Municipalities and Cities: Financial Summary, 1963-64**  
(\$'000)

Municipality or City and Statistical Divisions	Total Rates Collected	Expenditure		Funds at 30-6-64 (a)	Loan Debt at 30-6-64
		Loan Accounts	Revenue Accounts		
South Central Division—					
Hobart (City) .. ..	2,211.9	2,046.4	2,721.8	1,506.4	10,884.6
Glenorchy .. ..	947.5	1,074.9	1,282.1	(-)163.7	5,678.7
North Central Division—					
Launceston (City) .. ..	1,449.9	784.4	2,613.7	1,465.5	5,344.9
North Western Division—					
Burnie .. ..	481.4	205.0	653.6	201.8	1,887.9
Circular Head .. ..	133.2	16.2	281.2	49.0	186.9
Deloraine .. ..	79.3	1.6	153.3	37.9	201.4
Devonport .. ..	401.3	297.1	641.3	84.2	2,557.2
Kentish .. ..	79.0	3.1	137.7	23.7	167.9
King Island .. ..	64.0	100.5	67.3	162.3	290.5
Latrobe .. ..	106.3	45.2	148.8	30.5	560.5
Penguin .. ..	73.5	73.5	119.4	42.6	391.6
Ulverstone .. ..	193.7	339.2	337.3	156.8	1,510.3
Wynyard .. ..	167.6	108.6	232.7	98.5	666.9
North Eastern Division—					
Beaconsfield .. ..	194.0	103.6	320.2	41.0	1,287.6
Fingal .. ..	54.6	16.1	97.1	13.2	184.7
Flinders .. ..	32.6	29.0	94.7	23.7	60.1
George Town .. ..	144.2	113.4	242.4	(-) 18.6	732.8
Lilydale .. ..	115.5	52.7	191.9	78.3	564.9
Portland .. ..	29.8	7.3	65.8	1.1	58.5
Ringarooma .. ..	53.5	10.6	109.3	21.0	127.6
Scottsdale .. ..	71.9	9.1	129.7	53.8	273.5
North Midland Division—					
Evandale .. ..	34.8	34.4	59.1	2.8	46.5
Longford .. ..	106.5	109.9	169.5	42.9	414.4
St. Leonards .. ..	272.7	253.3	423.8	271.8	1,850.0
Westbury .. ..	86.9	38.6	144.7	57.6	287.6
Midland Division—					
Bothwell .. ..	26.9	5.2	52.1	(-) 1.0	33.0
Campbell Town .. ..	40.1	26.5	81.0	31.7	93.6
Hamilton .. ..	35.9	2.7	67.6	33.0	56.3
Oatlands .. ..	62.1	27.1	93.1	41.7	112.5
Ross .. ..	21.4	..	35.8	15.4	13.0
South Eastern Division—					
Brighton .. ..	38.7	3.9	63.8	23.4	71.6
Clarence .. ..	648.2	713.5	1,052.3	86.7	4,104.7
Glamorgan .. ..	30.0	6.8	53.9	9.6	88.6
Green Ponds .. ..	18.1	..	31.6	17.2	48.1
Richmond .. ..	30.7	16.4	52.2	12.9	119.8
Sorell .. ..	62.2	2.2	179.7	4.7	118.6
Spring Bay .. ..	27.3	7.8	61.5	3.1	79.1
Southern Division—					
Bruny .. ..	8.4	..	27.3	5.2	4.1
Esperance .. ..	59.6	66.7	92.6	64.9	218.6
Huon .. ..	82.8	60.0	140.7	27.3	361.5
Kingborough .. ..	235.9	415.9	323.7	27.5	1,127.6
New Norfolk .. ..	171.5	59.0	326.3	60.1	668.4
Port Cygnet .. ..	41.5	22.2	96.6	(-) 2.1	224.7
Tasman .. ..	15.3	..	30.9	1.1	10.8

**Individual Municipalities and Cities: Financial Summary, 1963-64—continued**  
 (\$'000)

Municipality or City and Statistical Divisions	Total Rates Collected	Expenditure		Funds at 30-6-64 (a)	Loan Debt at 30-6-64
		Loan Accounts	Revenue Accounts		
Western Division—					
Gormanston .. ..	11.8	0.4	13.2	4.3	10.2
Queenstown .. ..	86.7	117.7	101.5	46.0	127.2
Strahan .. ..	8.8	3.4	92.5	2.1	8.6
Waratah .. ..	5.7	..	21.7	5.4	..
Zeehan .. ..	55.6	0.4	123.9	19.1	145.3
Total .. ..	9,410.8	7,431.5	14,653.9	4,823.4	44,063.4

(a) Value of bank balances (less unrepresented cheques), securities and cash on hand. A minus sign (—) indicates a debit balance.