

# Part 4

## SOCIAL CONDITIONS

### *Cultural and Recreational*

#### **Public Library of Victoria**

The establishment of the Public Library of Victoria began early in 1853 when Governor Charles Joseph La Trobe placed the sum of £13,000 on the Colony's Estimates for the erection of a library building and the purchase of books. On July 20th of the same year, La Trobe appointed five prominent citizens to be Trustees of the new institution. Mr. Justice Redmond Barry was named as the senior of these and for 27 years, until his death in 1880, he worked indefatigably for its advancement. The massive statue standing today on the Library's front steps is a worthy tribute to his capacity and enthusiasm.

At their second meeting, the Trustees offered prizes for the best designs for the new library, submitted in open competition. The first award went to Joseph Reed and, in July, 1854, a tender of £9,650 was accepted for the first portion of a building to be erected on a site in Swanston-street, between Little Lonsdale-street and Latrobe-street, "reserved for public purposes". A foundation-stone was laid by the new Governor Sir Charles Hotham on 3rd July, 1854. Eighteen months later—on 11th February, 1856—the formal opening of the Library took place in a chamber 50 ft. square, housing the Library's original collection of 3,846 books. The first Librarian, Augustus Henry Tulk, was appointed and held office until his death in 1874. During his term, Tulk and Barry together added 80,000 excellently chosen and important volumes, and gave the Library a first-rate foundation of scholarly and worthwhile books.

During the 1860's and 1870's, wings were added to the central block, and these were supplemented by very extensive "temporary" structures in the rear, including the Great Hall, 220 ft. long, erected to hold inter-colonial and international exhibitions before being turned over to Library and Art Gallery purposes.

Well-edited and attractively printed catalogues were issued in 1861, 1865 and 1880, after which the more general use of card catalogues superseded the book form.

The beginnings of a National Gallery, a Museum of Industry and Art and a National Museum (of natural history) led to a necessity for legal recognition, and the incorporation of the four institutions was brought about in the important Act of December, 1869. The real and personal property of the institutions was vested in a body of Trustees, numbering not less than fifteen, and these were empowered to make rules and regulations for the management of the new corporation. At the same time, the Library was given the privilege of copyright deposit

for all works published in Victoria. Whilst administered by the Trustees, the Library has always been a branch of the Chief Secretary's Department, for purposes of finance and staff.

From the earliest days, the Trustees have been concerned with the circulation of books under their care. In 1859, a "box system" was inaugurated and in August, 1892, a lending service for individual borrowers was commenced.

By the turn of the century, the "temporary" buildings behind the Swanston-street front were recognized as inadequate and dangerous in the event of fire. To celebrate the Library's Jubilee, therefore, a completely new building was proposed in their place and, in 1909, a tender of £66,914 for the erection of a large octagonal reading room 114 feet in diameter was accepted. This building was occupied in 1913.

The reference collections have now (1959) grown to 659,273 volumes, whilst the Lending Library in Latrobe-street contains approximately 130,000 volumes. In addition, the Library files 2,500 current periodicals and 500 newspapers (38,000 bound volumes). The Archives Division includes government records. An Australian Room (9,000 volumes) and an Art and Music Room (10,000 volumes) are maintained. Special collections include the J. K. Moir Collection of Australiana, the M. V. Anderson Chess Collection and the Green and Brodie Shipping Collections, whilst the Victorian Historical Collection contains 18,000 pictures, drawings, prints, and objects of local historical interest.

The Library maintains modern "services": its Research Section attended to 8,979 requests for information in the year 1958-59 and its Photocopying Section furnished 11,381 prints; its Lending Service circulated 224,184 books to metropolitan readers and 54,639 volumes to readers in country areas; 202 boxes of books were sent to country institutes and reading groups.

In 1945, after 75 years of joint existence, the four institutions controlled by the Trustees were separated, each with a separate Board of seven members.

The Library's Centenary was celebrated in 1956 with an extensive exhibition of its treasures. In November, 1959, the Reading Room was "re-opened" after the external copper sheathing of the dome and the restoration and renovation of the interior had been completed at a cost of £60,000.

#### **Further References**

Public Library of Victoria—*Annual Reports*.

*The Public Library of Victoria, 1856-1956 (Centenary Volume)*.

A. B. Foxcroft (comp.)—*Catalogue of English Books and Fragments, 1933*.

A. B. Foxcroft (comp.)—*Catalogue of 15th Century Books and Fragments, 1936*.

### National Gallery of Victoria

In May, 1859, six years after the founding of the Melbourne Public Library, it was decided by the Trustees of that body to spend a sum of £2,000 on works of art in London and thus to lay the foundations of a Public Art Gallery. The works purchased consisted of casts, medals, coins, gems and various objects of applied art and, in making this choice, it can now be seen that the Trustees had already laid down the pattern for this institution. It is not merely a picture gallery (although paintings form an important part of the material), but it gives equal attention to drawings, prints, furniture, textiles, ceramics, Asian art, metal work and Greek and Roman antiquities.

The rooms to display the original material were formally opened by the Governor of the Colony, Sir Henry Barkly, in 1861.

The present richness of the collections is in great part a tribute to the long tradition of public benefaction which has existed in this State and a glance at the history of the institution brings to attention such names as McAllan, Kent, Templeton, Connell, Felton, and Studley Miller among many others, who, by gifts of money and objects, have, to a large extent, created the Gallery. The most distinguished name in any such list is, of course, that of Alfred Felton, and the bequest which bears his name is indivisibly connected with the Gallery. Since 1905 nearly £1,250,000 has been spent by the Felton Bequest Committee on works for the National Gallery and, to select almost at random, paintings and drawings by Memling, Rubens, Goya, Tiepolo, Poussin, Rembrandt, Manet, Cezanne and Picasso, and many other masters, as well as innumerable objects of applied art, have come from this source.

One of the most important recent acquisitions in the field of paintings was the superb panel "Calvary" by Jan Brueghel, illustrated in the photographic section of this book.

This great collection which continues to grow rapidly, must inevitably create problems of display and storage and the Gallery has been facing these for many years. However, in 1956, the Government of Victoria passed an Act whereby an entirely new building will be erected on a fine site of eight acres close to the heart of the city on St. Kilda-road. The building is estimated to cost £3,000,000 and will, in addition to housing the collections of the National Gallery in the best possible way, also provide facilities for the presentation of temporary exhibitions, a full education programme and performances and presentations of the other arts. Appropriately, full work on this great project will commence in the centenary year, 1961.

The National Gallery, however, is responsible not only for provision of the arts in Melbourne, but also has a duty to the whole State of Victoria. This is fulfilled by close collaboration with the eight local institutions and authorities that possess art collections, and also an intensive programme of travelling exhibitions, lectures, circulation of school material and expert advice which is given each year in all parts of the State.

### Further References

National Gallery Trustees—*A Catalogue of Paintings, Drawings, and Sculpture* (1948) *With Appendices to July, 1954.*

National Gallery Trustees—*Some Australian Landscapes.*

Sir Kenneth Clark—*The Idea of a Great Gallery.*

Illustrated new catalogues and hand-books for all departments are now being prepared, and it is hoped to publish a group of these containing entirely new research material during 1961.

### **National Museum of Victoria**

The National Museum of Victoria is a world-ranking museum of natural history exhibiting, and carrying out research upon zoology, geology, and anthropology. It is situated on the eastern frontage of the Library, Art Gallery and Museums building in Russell-street, Melbourne.

Founded in 1854, it now contains a total of over four million specimens which include such outstanding collections as the Baldwin Spencer Collection of Australian Ethnology, the H. L. White Collection of Australian Birds, the Lyell Collection of Australian Butterflies and Moths, and the Bassett Hull and Gatliff Collections of Australian Molluscs.

Exhibition features, in the McCoy Hall, include nineteen dioramas illustrating Australian furred animals, birds, and reptiles in the setting of their natural habitat. Colourful cases of both vertebrate and invertebrate animals, each telling a story of the group, are also shown, whilst a series of twenty table cases trace the classification of the animal kingdom and are of particular assistance to students.

In the north gallery above the McCoy Hall are four geological dioramas, a survey of the mineral wealth of Australia including gold nuggets, precious and semi-precious stones, and a series of teaching cases upon mineralogy. The south gallery exhibits the fossil remains of plants and animals with mural paintings illustrating their appearance in life.

The Kershaw Hall is devoted to Australian mammals, birds, fishes and shells. A series of eight internally lit cases illustrate the physiology and taxonomy of the monotremes and marsupials, and sets out their phylogeny in graphic form. Another group of eight cases illustrates the flight of birds. Wall cases contain a systematic collection of mammals and birds. The Kershaw Gallery is devoted to Australian fish and Victorian molluscs.

The upper McAllan Gallery exhibits exotic ethnology, whilst the Spencer Hall shows, exclusively, Australian ethnology. A series of 25 modern cases illustrate the life and culture of the aborigine from birth to death.

The research collections—not usually open to the public—are situated in basement stores and laboratories.

### **Further References**

*Memoirs of the National Museum of Victoria* (24 vols. up to date).

*Handbooks on Mammals and Marine Shells.*

*History of Museum.*

*Collections of a Century.*

### **Museum of Applied Science of Victoria**

Founded in 1870 as the Industrial and Technological Museum, the present name was adopted in 1944. In 1957, the Trustees unanimously recommended that the name be changed to the Institute of Applied Science of Victoria, but this requires the approval of Parliament.

The primary function is educational, rather than the preservation of the past. By displays and other activities the Museum simply explains scientific and technological advances from their origins. The numerous exhibits illustrate clearly the applications of science in the primary and secondary industries, and in public health. Many of the exhibits, e.g., models and sectioned engines, can be operated by the visitor with press button or switch, and others are working continuously.

Worthy of special mention are the electrical and electronic appliances, modern telephony display, television, operating railway, the ship and aircraft models, displays on atomic physics and radio-isotopes, agricultural implements, the economic botany collection, portraits of the founders of science, the story of oil, the Askew bequest of clocks and watches, and the extensive arms collection.

Special temporary exhibitions are arranged featuring topical events or scientific anniversaries. Among the interesting historical exhibits are a series of Victorian gold field dioramas, relics of the Kelly Gang, a model of the world's first practical steamboat, the first car used in Australia, and the first Australian made aeroplane to fly.

Arrangements are made for a guide lecturer to conduct parties, e.g., from schools, around the exhibits. The Museum controls a small observatory in the Domain and issues invitations to the public to attend astronomical demonstrations on several nights monthly. Large telescopes belonging to the Astronomical Society of Victoria and to the Museum are used to view celestial objects.

A radiocarbon-dating laboratory is being established by the Museum to enable the age of ancient carbonaceous materials as old as 40,000 years to be scientifically measured. This is the first of its kind in Australia. Up-to-date exhibits of great diversity are constructed and assembled in the workshop and general laboratory.

### **Drama**

#### *General*

Because it has the greatest percentage of population and is the headquarters of the various managements, live theatre activity in Victoria is centred in Melbourne.

Within this city are found the head offices in Australia of the three main commercial enterprises in the theatrical world. Together with a non-commercial Commonwealth organization, the Australian Elizabethan Theatre Trust, based in Sydney, N.S.W., these managements are responsible for practically all the live theatre entertainment in Australia.

As live theatre in Melbourne is primarily commercial and not subsidized by the State Government, the entertainment produced in the theatres is usually for the general, as opposed to the specialized, public. It is conditioned by two particular factors: the requirements of the audience and competition.

The requirements of the audience over a large number of years have always centred on the same thing—the “star” system. The main diet of live theatre entertainment in Melbourne is no exception, and this refers to “vehicles” for performance as well as the performers. Good quality overseas importations are still sure of a good reception, whether of plays or players.

However, since 1956, when Ray Lawler’s Australian play “*Summer of the Seventeenth Doll*” was accepted on the large commercial circuit, a new source of entertainment was found possible: that which is made in Australia. “*The Doll*” has been followed by other local plays; even an overseas musical with an all-Australian cast enjoyed a successful Commonwealth tour.

Then there is competition. As the talking-picture in the early 1930’s had such a disastrous effect upon the growth of the live theatre in Australia, so television, introduced in Victoria in 1956, is claiming its victims, but the cinema, rather than the live theatre is now more the sufferer.

Television has helped to make audiences and entrepreneurs more aware of live theatre as an entertainment form in its own right. This could be a good thing, but it also makes for intolerance; very good productions do even better than before, but there is less room for the merely worthwhile and “different” which often join the fate of the bad in being complete financial failures.

In the following tables the capacities of Melbourne’s permanently operating live theatres are shown. These theatres are in two sections—the commercial and the non-commercial.

#### MELBOURNE—COMMERCIAL THEATRES

Theatre	Built	Renovated	Capacity			
			Stalls	Dress Circle	Upper Circle	Total
Comedy .. ..	1928	..	578	426	..	1,004
Her Majesty’s .. ..	1886	1934	748	418	497	1,663
Princess .. ..	1886	1934	744	322	607	1,673
Tivoli .. ..	1901	1956	660	322	486	1,468

In Melbourne there are at least three other permanently operating bodies which, though small, play an important part in keeping the live theatre in front of the public. They are listed below.

#### MELBOURNE—NON-COMMERCIAL THEATRES

Theatre	Built	Renovated	Capacity
Little .. ..	1956	..	404
National .. ..	..	Converted 1939	326
Union .. ..	1936	1957 and 1959	497

The Little Theatre Movement, which has been in existence since 1931, operates on a partly amateur, partly professional basis and presents a different play every month. These plays are often established overseas successes, but more unusual productions are attempted.

The National Theatre operates on a partly amateur, partly professional basis and presents opera, ballet and drama throughout the year.

The Union Theatre, University of Melbourne, works on an amateur basis for five months of the year, when it houses student drama, and then on a professional basis for the remaining seven months, when it houses a repertory company of professional actors. The choice of plays at the Union Theatre is extremely wide.

### *State Grants*

In the financial year 1957-58, a total grant of £40,000 was made by the State Government from the Cultural Fund. Of this amount, £8,000 was paid to each of the National Theatre Movement and the Australian Elizabethan Theatre Trust.

## **Music**

Music occupies an important place in the life of Victoria and although this is mainly in the field of practical music performance and listening, recent years have seen an increased interest in composition by Victorian composers.

### *Choral*

In 1853, the Melbourne (now the Royal Melbourne) Philharmonic Society was founded and since then has provided choral music of a high order. In recent years it has enjoyed the constant support of the Victorian Symphony Orchestra. Several suburbs and specific choral societies have added their contribution to choral activity. Church music both at St. Paul's (Anglican) and St. Patrick's (Roman Catholic) Cathedrals is kept at a high level in the regular performance of church music of the great masters.

### *Orchestral*

Orchestral music was first performed in Melbourne during the Centennial Exhibition in 1888 when an orchestra conducted by Sir Frederick Cowen gave 241 concerts in six months. The leader, Herr Dierich, settled in Melbourne to teach, providing the nucleus of Australia's first stable orchestra (conducted by Marshall-Hall) in 1891. In 1906 Alberto Zelman founded the Melbourne Symphony Orchestra. Later, under the direction of Fritz Hart, this orchestra was merged with the University Conservatorium Orchestra under the name "Melbourne Symphony Orchestra". Following a grant by the State Government it was given its present name of "Victorian Symphony Orchestra" in 1949.

### *Australian Broadcasting Commission*

The Australian Broadcasting Commission assumed full financial responsibility for the administration of the orchestral concerts by agreement with the University of Melbourne in 1936. When the

Commission was formed in 1932, its orchestral resources in this State consisted of a salon orchestra suitable for the broadcasting of light musical programmes, with a nucleus of 24 players.

Between 1936 and 1949, when it took permanent status, the orchestra was brought up to a nucleus of 45 players—augmented for public performances. The Government subsidy enabled the A.B.C. to build up its basic full-time strength to 72 professional musicians.

The total number of subscribers has grown from 631 to 10,000, of whom 7,000 represent the four audiences to the adult subscription series, and 3,000 the two Youth Concert series.

Schoolchildren's free matinees were inaugurated in 1924 and played an equally significant part in initiating the Youth Concert series, catering exclusively for the 16–25 years age group, which were planned by the A.B.C. to bridge the gap between the public subscription concerts and the schools' orchestral concerts.

Another important A.B.C. activity that stemmed from Victoria, is the annual concerto and vocal competition which began as an enterprise of the Melbourne University Conservatorium in 1940, to aid the Red Cross and Comforts Funds. Associated with the Victorian Symphony Orchestra in a separate subscription series of four oratorio performances each year, is Australia's oldest existing choral body, the Royal Melbourne Philharmonic Society.

On tour within the State, the Victorian Orchestra provides each year an overall total of fourteen free schools' matinees, for which schoolchildren are often brought from 50 miles away by the Education Department. The Orchestra features regularly on ABV Channel 2, either in direct telecasts from Melbourne Town Hall concerts, or in special "live" performances from the A.B.C.'s television studios at Ripponlea, and plays on official occasions, such as Royal Visits and Moomba Festivals. It also joins with the National Theatre and Elizabethan Theatre Opera Trust in presenting the opera season.

Artists who have appeared for the A.B.C. include Sir Malcolm Sargent, who has made five visits ; Sir Thomas Beecham, who made a pre-war tour ; Otto Klemperer ; Sir John Barbirolli, Rafael Kubelik and Josef Krips, who each made return tours ; and the former resident conductors, Alceo Galliera, Juan Jose Castro, Walter Susskind and Kurt Woess.

Figures on some of its annual activities are indicative of the important function of the orchestra in the musical life of the community:—40 celebrity concerts in Melbourne; twelve celebrity concerts for youth audiences; six special orchestral concerts; four choral concerts with the Royal Melbourne Philharmonic Society, including religious oratoria; Victorian State, and in alternating years, Commonwealth concerto and vocal competition concert ; twenty free concerts for a total of 40,000 school children; eight free orchestral concerts—at either the Sidney Myer Music Bowl, the Olympic Stadium, or the Melbourne Town Hall.



### *Chamber Music*

Chamber Music is a feature of music in Melbourne. Several societies such as Musica Viva, Soirees Musicales and the Allegri Club have regular series of recitals by overseas and local chamber music groups. While solo recital by local artists is not common, the Australian Broadcasting Commission engages seasoned and young performers for recitals on their radio and television broadcasts.

### *Music in Education*

The curricula of both the Education Department and the private schools at primary and secondary levels provide for regular music training in class singing and music appreciation (and, to a certain extent, recorder, brass and orchestral groups), which is supplemented by broadcasts to schools by the Australian Broadcasting Commission. Private tuition in instrumental music is a normal part of the private schools system. Although there is no registration for music teachers in the State, the standard of teaching is maintained by the number of graduates from the University Conservatorium of Music, many of whom have also had some years of overseas study. Since 1902 a system of examinations conducted by the Australian Music Examinations Board as well as by certain English examining bodies has provided an incentive to young musicians in both practical and theoretical music. The number of entrants in Victoria for A.M.E.B. examinations in 1959 was 12,173.

In 1891, as a result of an endowment by Mr. Francis Ormond, a Chair of Music was established at the Melbourne University. The first Ormond Professor was Professor G. W. L. Marshall-Hall. In 1894, a Conservatorium of Music was added. This departure from the general practice of English-speaking Universities has had an incalculable effect in securing a musical profession which enjoys a balance of practical and academic training.

In addition to diploma and degree course students, a considerable number of "single study" students attend the Conservatorium for private tuition in various forms of music. This branch of the Conservatorium's work is made possible by the presence of a large teaching staff.

The enrolments in 1959 were : Mus. Bac. 146, Diploma 32, Single Studies 290.

The Melba Conservatorium (Albert-street) also provides a diploma course mainly for singing students.

The only regular musical journal published in Victoria is "The Australian Musical News" founded in 1911 and recently renamed "Music and Dance".

In the field of opera, the Australian National Theatre Movement has a record of 25 years' continuous activity. Many productions have been given, some of a high standard, and numerous young singers have been given practical experience which would not have been available otherwise.

## Broadcasting

### Historical

As in other countries, broadcasting services in Australia had their beginnings in experiments—official, commercial and amateur. The first actual demonstration of transmission and reception by radio-telephony was carried out in Melbourne at the Aircraft Exhibition held in June and July, 1920.

Experimental transmission, principally by radio enthusiasts, developed gradually from 1920 to 1923, when the first proposals for regular services were put forward. A conference of companies interested in broadcasting was convened by the Postmaster-General in Melbourne on 24th May, 1923, to consider the whole matter.

The conference suggested what was known as the "sealed set" scheme, under which licences would be granted by the Postmaster-General for the establishment of stations maintained by the subscriptions of listeners using receivers capable of operating only on the frequency allocated to the stations to which the subscription was paid.

This proposal was approved by the Government in July, 1923; regulations were made under the *Wireless Telegraphy Act* 1905-1919 to provide for the grant of licences by the Postmaster-General for the establishment of stations as proposed by the conference.

In Victoria, station 3AR was established under these regulations by a licence granted to Associated Radio Company. The subscription payable by listeners to 3AR was £3 3s. per year. In addition, the company was required to collect a listener's fee on behalf of the Postmaster-General from each listener. Station 3AR, which was the first broadcasting station in Victoria, commenced operations on 26th January, 1924.

The "sealed set" scheme was not successful. Only 1,200 broadcast listeners' licences were issued in the Commonwealth under the regulations of 1923. New regulations were made under the *Wireless Telegraphy Act* in July, 1924, and, in contrast to the restrictive nature of the original system, they encouraged the introduction of alternative programmes by permitting the establishment, under licence from the Postmaster-General, of two classes of broadcasting stations. Under the 1924 regulations, listeners were permitted to receive the programme of any station.

These new regulations provided for class "A" stations and class "B" stations. The class "A" stations were licensed for a period of five years and received the main portion of their revenue from listeners' licence fees collected by the Postmaster-General's Department, the sum so collected being apportioned among the stations established in the respective States in which the revenue was collected. The broadcasting of advertisements by these stations, subject to certain conditions, was permitted for limited periods daily. The class "B" stations did not receive any revenue from listeners' licence fees, but were maintained by revenue received from the broadcasting of advertisements.

The public freely availed themselves of the new services. In the first year just over 20,000 listeners were licensed in Victoria, and by 1929, when the five year licence period of the class "A" stations ended, the total number of licences in Victoria had grown to 142,750.

Licences for class "A" stations under the regulations of 1924 were granted to 3AR and 3LO, which commenced operations on 13th October, 1924.

The first class "B" stations licensed in Victoria under the regulations of 1924 were 3UZ Melbourne, which commenced operations on 8th March, 1925, and 3DB Melbourne, which commenced operations on 21st February, 1927.

#### *Unified Control of Class "A" Service*

The next development in the broadcasting services followed the report of a Royal Commission appointed in January, 1927, to inquire into and report upon broadcasting matters. In the light of this report, the Government, on 24th July, 1928, decided to take over the class "A" stations and to establish a system under which the technical equipment of those stations would be owned and operated by the Post Office, and the provision of programmes left to experienced entrepreneurs under contract.

The operation of the class "A" stations, 3AR and 3LO in the case of Victoria, was assumed by the Post Office as their licences expired between January, 1929, and January, 1930, and a contract for the provision of programmes was let by the Government to a new organization, the Australian Broadcasting Company, for a period of three years ending on 30th June, 1932.

#### *Establishment of National Broadcasting Service*

Shortly before the expiration of the contract with the Australian Broadcasting Company, the Government decided to establish a National Broadcasting Service and the *Australian Broadcasting Commission Act 1932*, was passed by Parliament in May, 1932, providing for the establishment of the Australian Broadcasting Commission. The Commission replaced the Australian Broadcasting Company as the programme authority for the National Broadcasting Service. The technical services of the National Broadcasting Service (previously the class "A" stations) remained the responsibility of the Post Office, which was also required to provide the programme transmission lines for the relaying of programmes between the States and between the studios in the capital cities and the regional stations.

#### *Progress of Commercial Stations*

Co-incidental with the development of the National Broadcasting Service, substantial progress was made with the expansion of the service provided by class "B" stations (known as Commercial Broadcasting Stations since 1929), whose activities were not affected by the Act of 1932. Licences for these stations continued to be issued by the Postmaster-General in accordance with conditions prescribed in the regulations, made under the *Wireless Telegraphy Act 1905-1919*. By

1932, there were 43 commercial stations in operation in Victoria. A statement of broadcast listeners' licences in force in Victoria since the inception of broadcasting is shown below:—

VICTORIA—BROADCAST LISTENERS' LICENCES

Year							Number of Listeners' Licences at 30th June
1924	..	..	..	..	..	..	187
1930	..	..	..	..	..	..	140,072
1940	..	..	..	..	..	..	348,264
1950	..	..	..	..	..	..	505,078
1955	..	..	..	..	..	..	549,690
1956	..	..	..	..	..	..	554,339
1957	..	..	..	..	..	..	554,909
1958	..	..	..	..	..	..	557,960
1959	..	..	..	..	..	..	605,340

*Establishment of Australian Broadcasting Control Board*

In 1948 the Government, in view of the remarkable progress which had been made since the introduction of broadcasting in the Commonwealth, and the great developments which had occurred in overseas countries in broadcasting and television techniques, decided to establish the Australian Broadcasting Control Board. The main functions of the Board, which was constituted under the *Broadcasting Act 1948*, are the planning of the broadcasting services and ensuring the provision of adequate programmes. The Act also prescribes other functions of the Board for the general control and administration of the broadcasting and television services.

**Television**

The Government approved the introduction of television into Australia following a report of a Royal Commission on the matter submitted in September, 1954. The Government decided that television should be introduced gradually, commencing with one national and two commercial stations in both Sydney and Melbourne.

National station ABV Melbourne, for which the transmission facilities are provided by the Post Office and the programmes by the Australian Broadcasting Commission, commenced operations on 18th November, 1956.

Following a public inquiry by the Australian Broadcasting Control Board into applications for commercial television stations, licences were granted to General Television Corporation Pty. Ltd. (station GTV Melbourne) and Herald Sun T.V. Pty. Ltd. (station HSV Melbourne). Station GTV commenced operations on 19th January, 1957, and station HSV on 4th November, 1956.

On 30th April, 1959, the Government decided that television services should be extended to twelve major country and provincial areas and applications for licences for commercial television stations in such areas, closing on 30th September, 1959, were invited by the Postmaster-General.

Television has quickly established itself as a force in the lives of Victorians, as is indicated by the following figures of television viewers' licences in force in the State at half-yearly periods since the services commenced:—

30th June, 1957	..	..	44,986
31st December, 1957	..	..	91,922
30th June, 1958	..	..	147,721
31st December, 1958	..	..	222,172
30th June, 1959	..	..	270,073
31st December, 1959	..	..	307,950

The weekly hours of operation of the three Victorian stations at 31st October, 1959, were as follows:—

ABV	..	..	53
GTV	..	..	67½
HSV	..	..	60½

### The Press

With a population of 2,842,903 (31st December, 1959) in an area of only 87,884 square miles, Victoria is the most closely settled State in the Commonwealth, an important factor in the remarkable strength and variety of its newspapers and the publishing industry generally.

The years between 1835, when Melbourne became the colony's first major settlement, and the end of the century were the formative period of the press. It was filled with political upheavals, economic strains, good fortune and vicissitude that determined the fate of the innumerable newspapers and other journals that came and went.

Only a few of the early newspapers had survived when Federation came in 1901. Some of these have since disappeared but their places have been taken by others more progressive and more stable financially.

Not only in the metropolis, but in the provinces and their hinterland areas, several historical circumstances have governed the rise and fall of Victorian newspapers.

First came an increase in the rate of immigration from Great Britain and from Victoria's neighboring colonies, boosted still further by the discovery of gold in the 1850's, causing a demand for news of home lands and places where migrants had gathered interests or had settled temporarily while in transit to Victoria.

Unlike New South Wales, where the first news sheets were official gazettes restricted to governmental announcements by a military regime, the first Victorian newspapers enjoyed freedom from dictation and censorship, and freedom to publish what they wished—a freedom that made the existence and continuity of some of them precarious and unpredictable.

Establishment of urban and rural trade and industries, as pockets of shifting population became more settled and defined as orderly communities, resulted in a widening field of readers and advertisers, particularly when roads and transport facilities improved and branched out through the colony.

The advent of free and compulsory education in the 1880's gave encouragement to popular reading. Newspapers broadened their content to cater for rapidly diversifying sectional and individual needs and interests, a development reflected also in the growth and nature of advertising. Improvements in printing plants and techniques, developed overseas, were not long in reaching the Australian States, now enjoying self-government.

The biggest technical advance of the period was the invention of the linotype (type-setting machine) by Ottmar Mergenthaler in America in 1886. This was followed two years later by the invention of the rotary printing press in the Times office, London. Newspapers which hitherto had relied entirely on hand-set type and primitive flatbed printing machines were now able to speed up production to cope with growing circulations.

The bursting of the great land boom in the early 1890's—comparable in its effects with the depression of the early 1930's—impoverished many people and closed even banks and hitherto thriving businesses. It was a setback to the State and, inevitably, its newspapers, but by 1900 stability had returned and the press emerged into an era of steady development.

The great strides made by science, education, and social welfare generally since 1900 have given the press of Victoria, as elsewhere, a like momentum as a vital force in the community. Journalism has been conditioned more to the needs, moods, and interests of the people and the newspapers have been able to withstand the successive challenges of the screen, radio, and television. Predictions that these challenges would whittle the revenues of newspapers and lessen their impact as a medium of communication have not been fulfilled, in Victoria or anywhere else. Changes in format, the removal of practically all advertising from front pages to make way for the better presentation of news, and particularly the elaboration of pictorial content, have been big factors in holding circulation and extending it.

Although Victoria is so closely settled, newspaper circulation is still greatest in Greater Melbourne where most of the population is situated, but city newspapers, taking advantage of improved air and other transport facilities, are penetrating more and more into remoter Victorian areas, across the borders into neighboring States and into the Tasmanian island. This penetration has in no way sapped the strength of the provincial and country press, though in the major centres of Geelong, Ballarat, and Bendigo old-established papers are now without the competition in the local field they had 40 years ago.

The scope for news and advertising with purely local impact has increased rather than diminished, due mainly to retention and natural increase of population in areas where primary industries have flourished and advent of population where new industries have sprung up, such as in the Yallourn and Morwell brown coal and power supply areas.

Since the Second World War there has been an overall improvement in the service, content, and appearance of Victorian publications of all kinds. The whole printing industry has been re-equipped gradually with the most modern and efficient letterpress and pictorial plant, in the metropolis particularly but also in other regions where needs have demanded and resources permitted costly modernization.

Mainly because costs of modern plant, basic materials such as newsprint, and labor have risen steeply since 1939, few Victorian newspapers are now wholly owned or controlled by family groups or individuals. Rationalization of policies, management and services has given the industry generally a sounder financial basis, and made it an attractive field of investment. There has been no complete or accurate assessment of the amount of public money invested, but it runs into millions. The return to shareholders is high. Sales of newspapers, books and the like in Victoria in 1956-57 alone reached £21,500,000, of which £16,066,000 was spent in metropolitan Melbourne.

Competition, where it exists, has become more orderly, to the benefit of shareholders and employees. In January, 1957, there was a setback when the *Argus*, then financed by its London controllers, ceased publication.

At the turn of the century Melbourne had three major daily newspapers—the *Herald*, founded in 1840, the *Argus* (1846) and the *Age* (1854)—each of which had weekly subsidiaries circulating in pastoral, agricultural and other rural areas—respectively, the *Weekly Times*, the *Australasian* and the *Leader*. These were the survivors of sink-or-swim conditions that characterized the whole Victorian era of the Press.

The first newspaper, produced by John Pascoe Fawkner on 1st January, 1838, was the *Melbourne Advertiser*, a handwritten weekly of 30 copies. It was suppressed after seventeen issues, because Fawkner, though he soon got an old fount of type, had no licence to print. Then came the *Port Phillip Gazette* in October, 1838—a four-page weekly put out by a Sydney printer, Thomas Stroude, and a young journalist, George Arden. It lasted only four years. Obtaining a licence, Fawkner resumed publication on 6th February, 1839, renaming his paper the *Port Phillip Patriot and Melbourne Advertiser*. It became Melbourne's first daily. Known later as the *Daily News*, it was absorbed in 1852 by the *Argus*, which had been launched on 14th June, 1846, by William Kerr. On 3rd January, 1840, came the *Port Phillip Herald*, established mainly by George Cavenagh, formerly of Sydney. William Kerr was editor until 1841, when he left to bring

out the first directory to be printed in Melbourne, and later the *Argus*. The *Port Phillip Herald* became the *Melbourne Morning Herald* in January, 1849, and the *Herald* in 1855. There followed twenty years of struggle during which, for two years, it was reduced to bi-weekly publication. By 1869 it had found stability as an evening daily and survives to-day as the only evening paper in Melbourne.

The other evening papers which ceased publication were the *Evening News* (1862-63); *Evening Tribune* (1874); *Evening Mail* (the second paper to carry the name, which was brought out by the *Argus* in 1881 as a ½d. paper); *Daily News* (1885); *Evening Standard*, which was a serious challenger to the *Herald* between April, 1889, and October, 1894, when the *Herald* acquired it; and another *Evening News* (August, 1895, to May, 1896). Other journals were later acquired by the *Herald*, notably *The World* in June, 1885, and the *Weekly Times*, which had first appeared in 1869.

Meanwhile, the *Argus* and the *Age* were dominating the morning field, mouthpieces, respectively, of the free trade and protectionist elements in bitter political feuds that preceded and followed Federation and the enactment of Federal tariff laws. Of these, only the *Age*, published by David Syme and Co. Ltd., survives to-day. Until 1957 it published a weekly country journal, the *Leader*. The first number of the *Age* was published on 17th October, 1854, the sponsors and owners being Francis Cooke and Co., general merchants and stock owners. The members of this firm credited with the founding of the paper were the brothers John and Henry Cooke, the latter being manager. In June, 1856, the *Age* was purchased by Mr. Ebenezer Syme, and in September of that year he took his brother, Mr. David Syme, into partnership under the firm name of E. and D. Syme. On the death of Mr. Ebenezer Syme in 1860, Mr. David Syme undertook the sole responsibility of the *Age* and remained in control until his death in 1908. David Syme has gone into history as the "father of protection". The *Age* passed into the possession of his five sons in trust. In June, 1948, the *Age* was formed into a public company, the bulk of the ordinary shares remaining with the Syme family, with Mr. O. J. Syme (the only surviving son of the late David Syme) taking over the position of Chairman of Directors. The *Age* is an independent liberal paper and is the only major Australian newspaper not part of a newspaper group. The company has interests in Melbourne radio stations and in General Television Corporation Pty. Ltd.

Following a succession of *Herald* proprietorships since 1840, the *Herald* and *Weekly Times* Ltd. was incorporated as a public company in 1902. It has investments in Brisbane and Adelaide newspaper companies, but its publishing, radio, and television activities are restricted to Melbourne. In the past 40 years it has expanded and survived two further challengers—the *Evening Sun*, which lasted from 4th April, 1923 to 25th April, 1925, and the *Star* in the 1930's. In June, 1925, the *Herald* company took over the *Sun News-Pictorial*, Australia's first tabloid newspaper, from the Sydney *Sun* interests which had launched it in September, 1922, to pave the way for the ill-fated



*Evening Sun*. In 1927 the company bought out the two-year-old *Morning Post*, which had been started by the Victoria Country Party, and merged it with the *Sun News-Pictorial*.

Apart from the three major metropolitan newspapers, Melbourne is also served by a strong and growing suburban press, spread over nearly 50 suburbs and reaching more than 300,000 householders with weekly publications concentrating on purely local news.

Melbourne, too, is the publishing centre for a wide variety of journals sponsored by large commercial, retail and industrial establishments, by unions and associations.

With the influx of migrants, the number of foreign-language publications has grown considerably. There are about 30 denominational journals in the religious field; 60 devoted to trade and commerce; nearly 30 to stock, farm and garden interests and many others of a scientific, educational, technical and professional nature.

The well-equipped provincial and country press—covering more than 130 cities and towns—ranges from dailies with large circulations to weekly and bi-weekly papers serving small communities.

Most of the material published in Victorian newspapers is gathered by staff reporters and photographers and supplemented, in the bigger organizations, by special writers. A considerable bulk of the material is syndicated throughout Australia. The Victoria District of the Australian Journalists' Association has nearly 1,200 members, spread over metropolitan, provincial and country papers, radio and television news staffs, the rapidly growing public relations services, *Hansard* records and other diverse activities closely associated with the publishing industry. Where metropolitan and national news is not exchanged by associated papers throughout Australia, the gap is filled by Australian United Press, an agency that supplies provincial and country newspapers particularly.

Factual news from overseas reaches the press mainly through Australian Associated Press—Reuter agencies scattered through the news centres of the world. This is supplemented by commentaries and general articles that come from special writers maintained by metropolitan papers in London, New York, Paris, Rome, and other capitals.

Overseas pictures come mainly from big photographic syndicating services that have their own cameramen, and also have exchange links with leading newspapers everywhere.

Growth of display, national and specialized advertising has led to a big increase in the number of activities of Victorian advertising agencies which maintain staffs of copy writers and commercial artists whose contribution to press content and presentation is now as distinctive as the advertising revenue they represent is vital.

**Royal Botanic Gardens, Melbourne\***

Very shortly after the foundation of Melbourne, strong pressure was brought to bear upon the administration of the Colony for the foundation of a Botanic Gardens near the town itself.

This was accomplished in the year 1846 when Superintendent C. J. La Trobe reserved a site of five acres for the purpose at what is now the intersection of Anderson-street and Alexandra-avenue, South Yarra. He also appointed John Arthur, a trained landscape gardener from Scotland, as the first Superintendent of the Gardens. Arthur fenced in these five acres, and immediately planted out the area in lawns, trees, and shrubs, and so successful were his efforts that within a few months La Trobe held a vice-regal garden party there. Some of the original trees planted by Arthur survive to the present day. From this very humble beginning sprang the Royal Botanic Gardens as we know them today.

Successive Directors, notably Baron von Mueller and William Guilfoyle, added more land to this area, at the same time developing the site scientifically and artistically, and finally winning world recognition. To William Guilfoyle, Director from 1873 to 1909, must be given the greatest credit for the detailed landscaping of lawns, shrubs, and lakes which have made the gardens the most beautiful in Australia.

The Royal Botanic Gardens, which are situated less than one mile from the centre of the city proper, now occupy an area of approximately 88 acres, of which 10 acres are lakes, 35 acres lawns and 43 acres gardens. The lakes, three in number, are at different levels, and house many species of native birds, which breed on the islands in the lakes. The largest lake was originally part of the River Yarra system, but in the late 1890's, when the course of the river was straightened, the area cut off became an artificial lake with underwater access to the river. This lake is up to twenty feet deep in parts, and contains numerous specimens of eels and the large Singapore Carp.

The Nymphaea lake, near Birdwood-avenue, is an artificial lake which now grows a large number of varieties of beautiful water lilies.

The gardens proper fulfil three main functions :—

- (1) They provide a classical example of landscape gardening, possibly the finest in the world;
- (2) they provide for the people of Melbourne and example of the best types of trees and shrubs suitable for growing in such an environment; and
- (3) they provide an area where new shrubs and trees can be tested for their suitability for Victorian conditions.

In all, the Royal Botanic Gardens in Melbourne contain over 12,000 species of plants, of which there are some 30,000 individual specimens. These are all labelled with botanical name, common name, botanical family and country of origin.

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\* With which is associated the National Herbarium of Victoria.

Numerous memorial trees have been planted throughout the gardens by distinguished persons, the Hopetoun Lawn near Government House containing a number of trees planted by members of the Royal Family, including Her Royal Highness Princess Alexandra of Kent, Her Majesty Queen Elizabeth the Queen Mother, and Her Majesty Queen Elizabeth II. Of recent years, trees have also been planted by the Prime Ministers of Great Britain and Canada, and the Governor-General of Australia. The gardens received Royal Assent on 25th June, 1958, for the use of the title "Royal Botanic Gardens".

Associated with the Royal Botanic Gardens is the National Herbarium of Victoria, a scientific institution in which is housed the largest herbarium collection of plants in Australia—approximately 1½ million specimens from all parts of the world. It was founded in the year 1857 by Baron Ferdinand von Mueller, the first Government Botanist, and now contains his world-famous collection of Australian plant specimens, including over 2,000 types. It also houses some important historical material, notably plant specimens collected by Banks and Solander during Captain Cook's voyage to Australia in 1770, while its library collection of early botanical works is one of the most important in Australia.

Both the Royal Botanic Gardens and the National Herbarium of Victoria are State-controlled organizations, being administered by the Department of Crown Lands and Survey.

#### Further References

*Guide Book of the Gardens.*

Crosbie Morrison—*Melbourne's Garden.*

#### National Parks

##### *National Parks Act*

Prior to 1956, national parks in Victoria were administered by the Lands Department, with Committees of Management responsible for day-to-day control. Among the earliest reservations made in Victoria was Tower Hill, an extinct volcano near Warrnambool, which was first reserved in 1878 and covered by the Tower Hill National Park Act in 1892. Fern Tree Gully National Park was first reserved in 1882; later came Wilson's Promontory (1898), Mt. Buffalo (1898), Bulga Park (1904), Tarra Valley (1909), Wyperfeld and Mallacoota Inlet (1909), Lind Park (1926), Sperm Whale Head (1927), Alfred Park (1928), Wingan Inlet (1929) and Churchill (1930). When the National Parks Act was passed in 1906, all of these parks except Tower Hill were included in the Schedule to the Act. Fraser National Park was added in 1957.

##### *National Parks Authority*

With the passing of the National Parks Act, there was established a National Parks Authority consisting of a Chairman, a full-time Director and nine other members. These included the Secretary for Lands, the Chairman of the Forests Commission of Victoria, the

Secretary for Public Works, the Chairman of the Soil Conservation Authority, the Director of Fisheries and Game, along with two members representing groups of organizations interested in national parks, a representative of the Victorian Ski Association and a representative of the Victorian Government Tourist Bureau.

By virtue of its composition, the Authority is able to tackle problems of national parks' control through the expert knowledge and training of its members. Sub-committees of the Authority handle such basic matters as fire protection, fauna protection, works programmes, policy, &c.

#### *Objects of the Act*

The objects of the Act are as follows :—

- (1) To provide for the establishment and control of national parks ;
- (2) to protect and preserve indigenous plant and animal wild life and features of special scenic, scientific, or historical interest in national parks ;
- (3) to maintain the existing environment of national parks; and
- (4) to provide for the education and enjoyment of visitors to national parks and to encourage and control such visitors.

#### *Committees of Management*

Most national parks are controlled by a committee of management, as formerly, but such committees are now responsible to the Authority. The committees submit work programmes for the development of the parks to the Authority, which allocates finance and exercises over-all control through regulations. There is close liaison between the Authority and the committees. There are no committees of management for Lind, Alfred and Wingan Inlet National Parks.

#### *National Parks*

- (1) *Wyperfeld National Park*, 139,760 acres in extent, is a tract of typical Mallee country in north-western Victoria, consisting of undulating sand hills covered with characteristic Mallee vegetation. It is the home of many parrots, emus, kangaroos and the Lowan (Mallee fowl). A ranger was appointed in 1958.
- (2) *Kinglake National Park*, 14,079 acres in area, consists of magnificently timbered spurs and heavily wooded valleys on the southern slopes of the Plenty Ranges in the Shires of Whittlesea and Eltham. The Park is the home of many native fauna, including kangaroos, wallabies and lyrebirds. During the past two years, roads have been improved and tourist amenities have been provided. A ranger was appointed in 1957.

- (3) *Fern Tree Gully National Park*, 927 acres in area, consists mainly of hilly country well timbered, with fern gullies, and is situated in the Dandenong Ranges 25 miles east of Melbourne. It contains many native fauna including wallabies, wombats, possums and lyrebirds. The Park has a ranger and an assistant, and is provided with tourist amenities which serve some 60 to 70 thousand visitors each year.
- (4) *Wilson's Promontory National Park*, 102,379 acres in area, is the most southerly land mass on the Australian continent. The Promontory has a coast line of 80 miles of magnificent scenery, the backbone being mountainous. Over 600 species of native plants were originally found in the Park, but bushfires have severely damaged the flora and fauna. The camping village has its own store, butcher's shop (with deep-freeze facilities), a cafe, a petrol bowser and a post office. These services are operated privately under the control of the committee. The Tidal River camp is provided with sewerred toilets, laundries and hot and cold showers. The Park staff consists of the ranger and his assistants, along with a maintenance tradesman and an assistant. Nearly 28,000 persons visited the Park in the year ended 30th June, 1959, mostly for camping purposes.
- (5) *Mount Buffalo National Park*, 27,280 acres in area, is a western outpost of the Australian Alps and consists of a plateau ranging in elevation from 4,000 to 5,600 feet. Mount Buffalo is a very popular winter tourist resort, and one of the best summer resorts in Australia. The flora and fauna (mostly birds, including the lyrebird) are extensive.

The Chalet, which is situated on land in the Park, is controlled by the Victorian Railways Department, and affords accommodation for 180 guests. It is estimated that approximately 36,000 people visited the Park during the year ended 30th June, 1959.
- (6) *Sperm Whale Head (The Lakes) National Park*, 4,997 acres in area, consists of sand dune country running in a narrow strip on the Sperm Whale Head Peninsula, between Lake Victoria and Lake Reeve, in the Gippsland Lakes system. There is an interesting range of flora, including the *Throptomene miqueliana*, and a wide range of fauna, including emus, robins, grass-parrots and kangaroos.
- (7) *Lind Park*, 2,882 acres ; and
- (8) *Alfred Park*, 5,406 acres, consist of Gippsland vegetation along the Princes Highway in eastern Victoria. To date there has been no development in these areas.

- (9) *Wingan Inlet National Park*, 4,730 acres, marks the first landing in Victoria of the redoubtable George Bass during his voyage from Sydney to Westernport in 1797-1798.
- (10) *Mallacoota Inlet National Park*, 11,225 acres in extent, consists of a strip 60 chains deep around the Mallacoota Inlet in far-eastern Victoria. It is mostly heavily timbered with an attractive range of flora and fauna.
- (11) *Tarra Valley National Park*, 200 acres, contains many spectacular ferns and eucalypts, sassafras and beech trees, blackwood, hazel and musk, along with a wide range of fungi. Many birds, including robins, whipbirds and lyrebirds, reside there.
- (12) *Bulga National Park*, 91 acres, consists of a magnificent fern gully at the head of Mack's Creek in the Strzelecki Ranges, and is rich in tall tree-ferns, majestic mountain ash, sassafras, myrtle, beech and other species of trees and plants. Lyrebirds abound in this Park.
- (13) *Churchill National Park*, 477 acres, consists of undulating bush country. It is situated only 18 miles to the east of Melbourne.
- (14) *Fraser National Park*, 6,600 acres, has a shore-line of fourteen miles along the Eildon Reservoir, 80 miles to the north-east of Melbourne.

*Finance*

The Government allocation for works in national parks for the three years since the Authority was formed are as follows :—

1956-57	1957-58	1958-59
£ 20,000	£ 35,000	£ 45,000

*Education***Victorian Education Department***Historical*

Victoria has a dual system of education—State and Church—the origins of which are historical and derive in large measure from the 1872 Education Act. This legislation crystallized growing public feeling in the creation of the present Education Department responsible for the provision of free, compulsory, and secular education for all who desired it between the compulsory ages of six and fourteen. At the same time, Church authorities responsible for the then existing Church schools were permitted to, and did retain, an independent system which has grown side by side with the more rapidly expanding State system. In Victorian schools in 1959, there were some 550,000 pupils, of whom a little more than 400,000 were attending schools of all types of the Victorian Education Department; the remaining 150,000 attended Church and independent schools.

No picture of the Victorian Education Department is complete without some understanding of its historical antecedents and necessarily close relationship with the growth of the State.

From early attempts to provide elementary education for all by the Denominational and later National Schools Board, there evolved the bases of the present centralized system of State education. It is reasonable to assume that the important 1872 Act was not unrelated to similar movements in England and elsewhere. Education was emerging as a right, and not a privilege. Such a transition in post-primary education did not occur until this century. Centralized administration and development of our present Education Department is related to geographical, agricultural, industrial, and political factors. Local bodies were unable to provide the education, or other services, being demanded by the 1860's. It was therefore to the State Government that the people turned. That the centralized system, with a present increasing measure of local interest and support, has remained, is a reflection of the pattern of State development.

It has been said that the 1872 Education Act established the bases of our present elementary or primary education with training in basic subjects as the chief aim for children, the majority of whom were to leave school at fourteen. Only those able to afford the fees of private schools, or obtain the rare scholarship awarded by the State, were able to proceed to secondary or University education. It was not until 1910 that this privilege was extended to the State system, when legislative authority was given by the Act of that year for the State to enter the field of secondary and technical education. A considerable amount of senior technical education related to mining and engineering had been available in the technical school and schools of mines established in the latter half of the 19th Century with Government aid.

The year 1910, however, marked the beginning of a period of post-primary education under State aegis. The Report of the Fink Commission on Technical Education (1901) brought further public attention to the problems of providing higher technical education. In 1905, the Director of Education established the first Victorian High School, Melbourne Continuation School, ostensibly to train future teachers. Today, Melbourne High School, and its partner, Mac-Robertson's Girl's High School stand as outstanding examples of a new age of education—secondary, and therefore, tertiary educational opportunity for all.

This century has seen the development of a State-wide system of schools and teaching services. The last decade, in particular, witnessed a doubling of school enrolments, and an even greater increase in the number of teachers. Today, too, more than 80 per cent. of children are remaining at school beyond the compulsory age of fourteen. In 1946, some 200,000 children attended Departmental schools. There were approximately 7,800 teachers and teachers in training. To-day the students number 400,000 and the teachers and teachers in training 21,500. Of this latter number 5,100 are students in training

at one of the many teachers' colleges established and extended during the past twelve years. No longer are teachers left to the chances of unorganized training. Eight primary, two secondary, one technical, and one special (for teachers of the deaf) teachers' colleges, provide courses of from two to five years' duration, to meet the increasing demand for highly skilled teachers, and the even more significant demand for higher education. The present pressures and demands are upon the insufficient numbers of secondary and technical schools and teachers. An important factor in the present scheme of teacher-training is the provision of generous living allowances to all, and hostel accommodation for nearly 30 per cent. of students.

The building of new schools to meet the demands for education has created serious financial problems. Numbers of schools alone do not reveal the costs of building and maintaining schools. Today, there are some 1900 primary schools, (of which approximately 50 per cent. are one-teacher rural schools), 135 high schools and some 70 technical schools. In addition, there are some 60 secondary classes and schools attached to primary schools. New post-primary schools are being opened at the rate of approximately fifteen per year—largely in emergency accommodation to meet enrolments which are outstripping building rates. Costs of schools are increasing. The average primary school for 500 pupils costs some £50,000; a secondary or technical school for a similar enrolment, £185,000. A changing pattern of education is now emerging from primary to post-primary, from general to special—in every phase reflected in rising costs of training, equipment and building. The Victorian Education Department's operations now absorb approximately 25 per cent. of the State's revenue—education has become the State's biggest undertaking.

#### *Recent Special Features and Developments*

- (1) *Census Enrolments*—An indication of the development in education during the post-war period is given by the increase in census enrolments. Between 1948 and 1959 primary school enrolments increased from 166,000 to 292,000, an increase of 76 per cent., whilst junior technical and secondary school enrolments grew from 46,000 to 112,000, an increase of almost 150 per cent.
- (2) *Number of Teachers*—In the same period the number of teachers in primary, secondary, and technical schools (including temporary teachers) increased by about 136 per cent., from 8,900 to approximately 21,000.
- (3) *Teachers' Tribunal*—The *Teaching Service Act* 1946 created the Independent Teachers' Tribunal of three members responsible for determining the salaries, wages, terms and conditions of work of teachers and professional officers of the Education Department; numbers of teachers in various classifications; appeals of teachers; disciplinary hearings; appointments and dismissals of teachers; and other matters affecting the teaching service. This Act also removed the teaching service from the Public Service and the jurisdiction of the Public Service Act.



- (4) *Teachers' Colleges*—Since 1945 four new primary teachers' colleges, a secondary teachers' college, a domestic arts teachers' college (secondary), a technical teachers' college, and a special teachers' college for teachers of the deaf (Glendonald) have been established, with living allowances paid to teachers. A wide range of full-time and part-time courses and hostel accommodation for some 1,400 students has been established. New courses for specialist teachers and additional courses for secondary and technical teachers have been established.
- (5) *Buildings*—The amount spent on capital works has increased by more than 400 per cent. in the past fourteen years. To achieve speed of construction and economy, light timber and pre-fabricated construction have been largely adopted to standard plans. In recent years some 800 class-rooms per year have been added to accommodation. New schools provide for specialist rooms, special heating and lighting arrangements, and equipment for modern teaching.
- (6) *School Transport*—With consolidation at some 28 primary schools and the building of many secondary and technical schools in country centres, school transport costing £2,000,000 per annum transports thousands of children to centralized primary and post-primary schools. Higher education is now available to all. Many country schools have more than 50 per cent. of their pupils as bus travellers.
- (7) *Teacher Training*—Since 1948, the number of students in training has increased from 893 to the present number of 5,100. Annual losses of teachers due to resignations, retirements, &c., total some 700. Married women may, since 1956, remain as permanent members of the teaching service.
- (8) *Scholarships and Bursaries*—Scholarships and bursaries, as well as studentships, have been substantially increased and now attract many recruits to the teaching service and to higher education.

### **Salient Features of Contemporary State Education**

#### **1. Types of Schools**

##### **(a) Primary:—**

- (i) Normal—for Grades I to VI;
- (ii) Consolidated—for Grades I to VI and special post-primary courses of four years in rural areas;
- (iii) Special Schools—for handicapped children, and pupils in institutions;
- (iv) Special Classes—for remedial works;
- (v) Correspondence School—correspondence classes for primary and secondary pupils and teachers.

*(b) Secondary:—*

- (i) High Schools—six years post-primary school to University entrance;
- (ii) Girls' Schools—five years of post-primary school;
- (iii) Higher Elementary Schools—four years of post-primary school;
- (iv) Central Schools and Classes—two years of post-primary school.

*(c) Technical:—*

- (i) Junior Technical—four years of post-primary school;
- (ii) Senior Technical—four years of post-junior Technical school.

*2. Special Services*

Special Services are maintained and extended through officers and staffs in the following fields:—

- (i) Library Services
- (ii) Visual Aids Department
- (iii) Music and Speechcraft
- (iv) Physical Education
- (v) Art
- (vi) Forestry
- (vii) Publications (Including certain texts)
- (viii) Survey and Planning (School sites, Teachers' Colleges, &c.)
- (ix) Curriculum and Research (Revision of certain curricula)
- (x) A.B.C. Liaison
- (xi) Welfare (Teachers' accommodation)
- (xii) Domestic Arts (Primary)
- (xiii) Psychology and Guidance Services.

In addition, the State Schools' Nursery provides valuable instruction for teachers and pupils, and supplies of plants to schools.

The School Medical and Dental Services provide inspection and guidance to pupils throughout the State (see pages. 218–220). Other school activities such as the Gould League of Bird Lovers and Red Cross are fostered and assisted by teachers.

*3. Examinations*

An increasing number of Secondary Schools are providing Class A, or internal examinations, for the University Intermediate and Leaving Certificates. In addition, the Department provides its own Intermediate

Certificate for consolidated and girls' schools, and Leaving Certificate for the latter. Teachers may obtain qualifications by in-service courses.

#### 4. Teachers

Rights of teachers for promotion and transfer have been greatly improved. Teachers' residences and flats for women teachers have been provided in increasing numbers in recent years.

Further details of the State Education system, including particulars of subjects taught and facilities provided, were given in the Year Book 1954-1958, pages 317 to 332.

### Primary and Secondary Schools

Particulars of the number of State schools, teachers and pupils for the years 1955 to 1959 are shown in the following tables.

The Correspondence School, which serves both primary and secondary pupils, has not been counted in either of the two following tables. However, Correspondence School teachers have been included in the numbers of teachers according to whether they were primary or secondary division classification. The number of correspondence pupils has been included only in the School census enrolments.

Particulars of Primary Schools include Post Primary Classes in Consolidated, Group, and Central Schools.

### VICTORIA—STATE PRIMARY SCHOOLS : ENROLMENT AND ATTENDANCE

Year Ended 31st December—	Number of Schools at End of Year	Number of Teachers at End of Year*	Number of Pupils		
			Enrolled during Year	In Average Attendance	Census Enrolment†
1955.. ..	1,887	8,485	288,619	223,306	248,803
1956.. ..	1,892	9,170	299,374	237,272	260,232
1957.. ..	1,908	9,946	312,468	244,113	272,666
1958.. ..	1,918	11,089	325,525	263,114	286,351
1959.. ..	1,927	11,960	334,159	271,105	291,967

\* Including student teachers, but excluding teachers temporarily employed, the number of whom was 2,107 in 1955, 1,945 in 1956, 1,443 in 1957, 1,573 in 1958, and 1,344 in 1959.

† At 1st August in each year.

VICTORIA—STATE SECONDARY SCHOOLS : ENROLMENT  
AND ATTENDANCE

Year Ended 31st December—	Number of Schools at End of Year	Number of Teachers at End of Year*	Number of Pupils		
			Enrolled during Year	In Average Attendance	Census Enrolment†
1955.. ..	198	2,651	76,327	66,025	71,167
1956.. ..	209	2,882	83,650	72,197	78,421
1957.. ..	222	3,339	93,148	79,266	87,910
1958.. ..	233	3,681	103,202	89,142	97,566
1959.. ..	255	4,220	118,259	103,544	111,995

\* Figures given are at 30th June for the years 1955 to 1957, and at 30th September for 1958 and 1959. They include student teachers, but exclude teachers temporarily employed, the number of whom was 879 in 1955, 1,005 in 1956, 924 in 1957, 1,166 in 1958, and 1,402 in 1959.

They also exclude teachers in Junior Technical Schools.

† At 1st August in each year.

VICTORIA—STATE SECONDARY SCHOOLS : CLASS OF  
SCHOOL : ENROLMENT AND ATTENDANCE

Class of School	Year	Number of Schools	Number of Pupils		
			Enrolled during Year	In Average Attendance	Census Enrolment*
Central Schools and Classes†	1958	25	4,665	4,108	4,364
	1959	23	4,625	4,019	4,360
Higher Elementary Schools†	1958	26	3,134	2,626	2,726
	1959	25	3,032	2,606	2,658
Girls' Secondary Schools ..	1958	15	5,731	4,924	7,292
	1959	15	6,314	5,418	5,787
Junior Technical Schools‡	1958	48	27,480	23,712	27,048
	1959	57	31,524	27,730	30,573
District High Schools ..	1958	119	62,192	53,772	56,136
	1959	135	72,764	63,771	68,617
Total .. ..	1958	233	103,202	89,142	97,566
	1959	255	118,259	103,544	111,995

\* At 1st August in both years.

† Central Schools and Higher Elementary Schools are not independent establishments ; they are worked in conjunction with Primary Schools.

‡ Junior Technical Schools are worked in conjunction with Technical Schools.

The following table shows the number of pupils enrolled at Census date, 1st August, in the various classes of State Schools (Senior Technical Schools excepted), by age groups for the years 1958 and 1959.

Full and part-time correspondence pupils are included in the enrolments shown for the various classes of schools. These pupils numbered 688 Primary and 1087 Secondary in 1958, and 655 Primary and 1,619 Secondary in 1959.

Ages of pupils at Census date refer to age last birthday.

**VICTORIA—CENSUS ENROLMENTS OF STATE SCHOOL  
PUPILS BY AGE GROUPS AND CLASS OF SCHOOL**

Class of School	Year	Under Six Years	From Six to Fourteen Years	Over Fourteen Years	Total
Primary .. .. .	1958	34,893	249,309	229	284,431
	1959	35,962	253,810	255	290,027
Central School (Post Primary) ..	1958	..	417	30	447
	1959	..	352	40	392
Consolidated and Group School (Post Primary) .. .. .	1958	..	1,289	184	1,473
	1959	..	1,311	237	1,548
Central Schools and Classes (Secondary) .. .. .	1958	..	4,324	40	4,364
	1959	..	4,315	45	4,360
Higher Elementary Schools ..	1958	..	2,155	571	2,726
	1959	..	2,089	569	2,658
Girls' Secondary Schools ..	1958	..	6,119	1,173	7,292
	1959	..	4,900	887	5,787
Junior Technical Schools ..	1958	..	21,684	5,364	27,048
	1959	..	24,262	6,311	30,573
District High Schools ..	1958	..	41,156	14,980	56,136
	1959	..	49,756	18,861	68,617
Total .. .. .	1958	34,893	326,453	22,571	383,917
	1959	35,962	340,795	27,205	403,962

**Technical Schools**

Enrolments in Senior Technical Schools for the years 1955 to 1959 are shown in the following table :—

**VICTORIA—SENIOR TECHNICAL SCHOOL  
ENROLMENTS**

Classification	Year Ended 31st December—				
	1955	1956	1957	1958	1959
Full-time Students .. .. .	4,058	4,286	4,776	5,340	6,089
Part-time Students .. .. .	48,468	50,294	52,331	57,528	58,845
Total Individual Enrolments	52,526	54,580	57,107	62,868	64,934

### State Expenditure on Education

During 1958-59, £39,604,404 was spent by and on behalf of the Education Department of Victoria. This amount covers expenditure from both revenue and loan and includes payments made by the Treasury to the University except for an amount paid for Bacteriological Laboratory Services. The amount of £39,604,404 and expenditure shown in the following table for earlier years differ from the figures on education expenditure shown in pages 601 and 617 of the Year Book, in that the amounts shown in the Finance Section include expenditure on Agricultural Education, but exclude payments for superannuation and pensions and workers' compensation.

Expenditure on education for each of the years 1954-55 to 1958-59 is shown in the following table :—

#### VICTORIA—STATE EXPENDITURE ON EDUCATION (£'000)

Expenditure on—	Year Ended 30th June—				
	1955	1956	1957	1958	1959
<b>Primary and Secondary Education—</b>					
Primary (Including Special Subjects) ..	9,577	11,469	12,575	13,760	15,147
Secondary .. ..	3,517	4,325	5,007	5,752	6,502
Buildings and Land..	3,991	5,016	5,214	5,486	5,548
<b>Technical Education—</b>					
Junior and Senior Schools .. ..	2,922	3,557	4,037	4,356	4,645
Buildings and Land..	1,056	930	1,087	1,066	1,209
Training of Teachers ..	1,388	1,723	2,047	2,313	2,694
Administration .. ..	415	491	541	584	651
Pensions .. ..	465	599	632	684	758
General Expenditure ..	570	698	781	822	903
<b>University—</b>					
Special Appropriation, &c. .. ..	818	901	1,018	1,212	1,534
Scholarships and Bursaries, &c. ..	11	10	10	11	13
<b>Total .. ..</b>	<b>24,730*</b>	<b>29,719*</b>	<b>32,949*</b>	<b>36,046*</b>	<b>39,604*</b>
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
<b>Per Head of Population</b>	9 18 9	11 11 9	12 9 7	13 6 11	14 5 9
<b>*These Totals Exclude—</b>					
Pay-Roll Tax .. ..	301	369	427	467	517
Expenditure on School Medical and Dental Services .. ..	205	240	282	278	319

In addition to the expenditure shown in the preceding table, the following fees, donations, &c., were retained and expended by the various technical school councils :—

(£'000)

1954-55	1955-56	1956-57	1957-58	1958-59
258	273	471	528	557

The following table shows expenditure on State Schools classified according to certain headings:—

VICTORIA—EXPENDITURE ON EDUCATION IN STATE SCHOOLS, 1958-59

(£)

Classification	General Expenditure	Primary Education	Secondary Education	Technical Education	Correspondence School	Teachers' Colleges	Total Expenditure
Cost of Administration ..	376,938	148,556	59,456	59,941	2,408	3,436	650,735
Cost of Co-ordinate Activities* ..	..	31,107	..	..	..	..	31,107
Cost of Instruction ..	302,212	12,331,232	4,833,313	4,144,134	91,836	501,196	22,203,923
Operation of School Plant†	2,209	775,086	350,885	100,223	1,331	18,356	1,248,090
Maintenance of School Plant‡	1,082	1,078,728	321,177	129,352	..	34,918	1,565,257
Auxiliary Costs§ ..	531,736	823,302	860,497	250,393	178	2,134,906	4,601,012
Fixed Charges   ..	767,135	134,294	49,328	28,782	759	8,252	988,550
Capital Expenditure ..	..	2,697,499	2,160,366	1,201,688	..	652,548	6,712,101
Total ..	1,981,312	18,019,804	8,635,022	5,914,513	96,512	3,353,612	38,000,775

\* Refers to Attendance Branch.

† Includes cost of cleaning, fuel, water, &c., and wages of caretakers.

‡ Includes cost of repair of buildings, upkeep of grounds, &c.

§ Includes cost of transportation of pupils, hostel expenses, and board allowances for teachers, &c.

|| Includes pensions and superannuation, rent of buildings, and workers' compensation.

### Registered Schools of Victoria

#### General

The Registered Schools of Victoria are those for which the Government takes no responsibility in the matter of their finance, staffing, or organization. However, some control is exercised in that all such schools must be approved by the Council of Public Education as having adequate buildings and trained staff, and they may be subject to inspection by inspectors of the Education Department.

In the main, these schools are not co-educational and a large number are primary schools provided by the Roman Catholic Church. At the secondary level these schools include boys' schools which are members of the Headmasters' Conference of the Independent Schools of Australia and girls' schools which are members of the Headmistresses' Association of Australia.

It is generally true that these schools owe their foundation to private individuals or groups of individuals or corporate bodies, rather than to the churches to which they belong, except in the case of the Roman Catholic schools.

However, a few of the larger schools which are now just over a century old owe their origin to churchmen; to Bishop Perry of the Church of England, the Free Church Presbytery of Victoria and the Roman Catholic Bishop of Melbourne, Archbishop Goold. As was the case in England, secondary education in Australia was left to the churches to pioneer, although the Victorian Government in the 1850's made substantial grants to the Anglican, Presbyterian and Roman Catholic Churches for the foundation of Melbourne Grammar, Geelong Grammar, Scotch and St. Patrick's, which later became Xavier College.

The ultimate control of each of these schools is vested in an autonomous, and usually incorporated, body independent of both State and any other school. This body generally takes the form of a council made up of representatives of the church and of interested and devoted men or women who give their services to promoting the well being of the school.

The council appoints the Headmaster (or Headmistress) who in turn selects his staff, some members of whom may well devote their whole life to the service of the one school. Thus, there is likely to develop a continuity of belief and behaviour which gradually builds up an individual character peculiar to that school.

All of the Independent schools derive their working income from fees charged, very few having any endowments, and most are day schools with some accommodation for boarders. In the main the sizes of classes is limited to 30 with smaller numbers in certain subject groups. All schools offer scholarships by competition and a full scholarship generally gives remission of all tuition fees.

The methods of teaching within these schools are similar to those employed in the State schools, but emphasis is given to religion in the life of the school, and more use is made of "out of school" activities, including games, as an educational instrument.

In the field of experiments in teaching techniques the Independent schools have, perhaps, no spectacular record. But some schools have their individual schemes for developing a sense, and habits, of community service whereby service projects on behalf of certain sections of the public are undertaken. Other schools give rural training at country centres near Melbourne, while the development of self-reliance, leadership, and independence are encouraged through schemes similar to the "Outward Bound Schools" in England. But probably the major educational experiment that has been undertaken in recent years has been that of Geelong Grammar School at Timbertop near Mansfield in the Victorian Alps. Under this scheme all boys in the fourth year of their secondary education (average age fourteen and half to fifteen and half years) spend a whole year at Timbertop. The normal academic curriculum is covered, but there are no organized conventional games and the boys help with domestic and other labour.



The scheme has as its objectives "the developing of self-reliance and independence—the satisfying of the desire for adventure and the less-recognized relationship between man and nature, with its understanding of the importance of the land, not only to those who work upon it, but to all men". Altogether the contribution of the Independent schools to educational thought and practice in the State, and in Australia, has been a worthy one.

No Independent school in Victoria is permitted to employ anyone who is not registered with the Council of Public Education and to secure registration a teacher must have had some form of recognized training or hold a Diploma of Education from a University. The training of teachers is mainly in the hands of the State through its training colleges, but the Independent schools have their own training institution at Mercer House, Malvern. Finance for Mercer House comes from voluntary donations from the schools (based on a *per capita* levy) and from fees from the students. The courses are of one or two years' duration and, on completion, give the students registration as sub-primary, primary, or junior secondary teachers.

Mercer House is the only Independent Teacher Training Institution in Australia training teachers for the independent primary and secondary schools. In addition to its function as a training institute, Mercer House is developing "in service" training in the form of refresher courses for teachers and also acts as a centre for bringing together teachers of various subjects for the interchange of ideas.

#### *Victorian Girls' Registered Schools*

In the 1850's there were a few schools for girls owned and run by ladies, who, like their counterparts in England, were mostly concerned with teaching accomplishments to make their pupils socially acceptable.

As time went on, the churches, having founded schools for boys, decided to do the same for girls, in order to give them a sound education comparable with that given to their brothers. In 1875 the first Public School for girls was started, and in the following years more were founded. Gradually the individually owned schools were taken over by the churches or bought by groups of "old girls" and parents, who formed themselves into non-profit-making companies. Today in Victoria there are (not counting Roman Catholic schools) 34 Girls' Registered Schools catering for girls from kindergarten to matriculation situated in Melbourne, Ballarat, Bendigo, Berwick, Geelong, Hamilton, Sale, and Woodend. Two only are still owned and controlled by individuals.

Twenty schools take boarders. Three schools, one in 1918, the second in 1927 and the third in 1930, moved out into the country, and in the past six years two of the oldest established schools have moved to larger areas of land in the outer suburbs.

The company schools each have a council or board of directors entirely responsible for the school. The church schools each have a council autonomous for internal working but with representation

from, and subject to the control of, their particular church affiliation in the matter of religious observance and instruction and the buying and selling of property, borrowing of money and erection of buildings.

The Headmistress is responsible for the appointment of staff, the enrolment of girls, the curriculum and the discipline of the school.

The Girls' Registered Schools vary greatly in size, but they aim at classes of from 20 to 30 pupils. They are free to plan their own curriculum and to experiment with new educational methods. They may if they wish, and are of a required standard, become "A" schools setting their own examinations at Intermediate and Leaving Certificate level, or as "B" schools they may sit for the external examinations in their own schools or at the public centres.

They try to prepare all the girls to take their place as women in the community and to that end make a feature of teaching civics, art, craft, music, both vocal and instrumental, debating and public speaking, as well as domestic science.

Several have their own counselling and guidance officers, qualified people to administer intelligence and diagnostic tests and special teachers for remedial work. Some have special classes for the Leaving Certificate and post-Leaving Certificate girls who do not wish to take the University Matriculation course.

They offer a wide range of academic subjects up to Matriculation standard—English, Languages, both ancient and modern, Histories, Mathematics, Sciences, Geography, and Social Studies, and try to postpone specialisation as late as possible, although in the higher classes they aim at training the girls to become independent students in their chosen field. A large percentage go on to the University. Sport and extra-curricular activities such as dramatic work, orchestras, bird-watching, riding and keeping of pets enrich the courses.

The Girls' Registered Schools rely entirely on fees and gifts for their finances. The parents, besides paying the fees, are very active in helping in many ways. They are interested in the work and extra-curricular activities and give readily of their time and money. They also work together for charities and aid the school in the training of the girls in this field.

### **Catholic Education**

#### *First Catholic Schools in the Colony*

The first Catholic school in Victoria seems to have been merely a catechism class assembled by one of the Catholic parents. It was set up in 1839 and taught by a Mrs. Coffey. The Port Phillip District had its first official school in 1840, when Dr. Geoghegan, the first priest in charge of the district, appointed Thomas Lynch and his wife as teachers. By 1848 there were six such schools, all attached to a parish, all receiving a government grant, and all taught by lay teachers.

Up to 1848, schools had developed in a somewhat haphazard way under the control of the various religious denominations. In that year, with a view to better organization and a more uniform distribution of the government grant, all schools were put under the control of a special board known as the Denominational Schools Board.

Under this Board the number of Catholic schools increased from six in 1848 to 89 in 1858, and to 94 in 1862. In that year all schools receiving government aid, Catholic, Anglican, Presbyterian, and Wesleyan, as well as those not associated with any denomination, were brought under the control of the new Board of Education.

In 1872 aid was withdrawn from all denominational schools. Catholic schools continued as an independent system, relying for support on the direct contributions of the parents of the pupils and on parish funds.

This began the second big phase in the development of Catholic education in Victoria. Lay teachers were now out of the question, as the Church could not pay the high salaries required, and many of her best teachers had gone to well salaried posts in the government schools. New teachers had to be found. The Church turned to the Religious teaching orders. These responded nobly and by 1900 there were 786 Religious teachers in Catholic schools in Victoria.

The increase in population since the Second World War, by natural increase and by immigration, caused a new development in Catholic Schools in Victoria and provided more schools and pupils than the Religious could teach. The Church had to turn again to the lay teachers to help in the new emergency. In 1955 and 1956 four training centres were established in Melbourne and 377 young ladies have been trained in them for Catholic parish primary schools, mostly for the Archdiocese of Melbourne.

### *Secondary Schools*

Besides the primary schools which continued to develop on the parochial basis, secondary schools began to develop.

The first Catholic secondary school in Victoria was St. Francis' Seminary in Melbourne, established a few months after Bishop Goold's appointment to the newly created See of Melbourne. This grew into St. Patrick's College on Eastern Hill in 1853. In 1854, St. Mary's Superior Boys' Boarding and Day School was established in Geelong under the Reverend P. Dunne. Owing to some misunderstanding between the Bishop and Father Dunne, this school did not survive.

After this there was a long procession of private schools, Lucerne House Collegiate School being the most famous, with an experienced staff of distinguished teachers. In 1864, Oscott House, Elsternwick, was opened by James Plunkett, a former Master of Lucerne House. This lasted until 1870. Other schools were opened in the 1860's and 1870's at Ballarat and South Melbourne. Towards the end of the century the Victoria College opened in East Melbourne as a co-educational secondary school. Thomas McCristal opened a school at Benalla, which later moved to Mentone and achieved some fame under the name of Mentone College.

The first Plenary Council in 1885 recommended that the number of secondary schools be increased. Before this the Jesuit Fathers had taken over St. Patrick's College at Eastern Hill in 1865 and had established Xavier College in 1878. The Christian Brothers came to the State in 1868, established schools at Victoria-parade soon after, at

St. Kilda in 1878, and at North Melbourne and South Melbourne in the early 1900's. The Holy Ghost Fathers opened a promising school at Ballarat in 1889. The College did not prosper and closed in 1890. It was reopened by the Christian Brothers in the early 1890's. They also opened St. Joseph's School at Warrnambool in 1902. The Marist Brothers opened colleges at Kilmore and Bendigo in 1893.

### *Girls' Secondary Schools*

These schools have developed from two in 1870 to 73 in 1950 and to 136 in 1958. The first was the Academy of Mary Immaculate in Fitzroy opened by the Sisters of Mercy, who had come from Western Australia at the invitation of Dr. Goold in 1857. Many private schools for young ladies opened under lay teachers. The Presentation Sisters opened schools at Windsor in 1873 and the Sisters of Mercy opened Warrnambool in 1874, and Kilmore and Bendigo in 1875. The Loreto Sisters opened Mary's Mount at Ballarat in 1875.

Many more opened in the next two decades. A feature of these schools was the large number of non-Catholic girls enrolled. As late as 1900 one in every eight girls in the Catholic secondary schools was a non-Catholic. These scholars contributed beneficially to the financial support of the Catholic secondary colleges, the fees amounting to approximately twelve per cent. of the total. By 1910 there were 53 Catholic secondary schools for girls in Victoria.

In 1905 the Registration of Schools and Teachers Act of Victoria stipulated definite standards in school organization and teacher training. This Act had a toning-up effect on Catholic secondary schools and induced a temporary lull in development. Subsequently, the total number of schools increased greatly to 73 in 1950 and 136 in 1958.

### *Curricular*

It was to be expected that a system developing so rapidly should show unevenness and, here and there, deficiencies in standards and curricular requirements. Catholic educational authorities became sensitively aware of this and, in 1890, Archbishop Carr (1886-1917) established a programme of reform that resulted eventually in the schools following the State school standards. To ensure this, the Bishops appointed inspectors and, in addition, in 1900 formally requested the Government to provide inspectors for Catholic schools. This request was granted in 1905, but the inspection was left to one inspector. It was not handed over to the district inspectors until 1913.

### *Teacher Training*

This solicitude for quality in Catholic schools promoted an awareness of the need for well trained teachers. The Bishops were so much aware of some lack of pedagogical science in a significant number of the teachers that they regarded it as the "greatest defect of our system". Accordingly, Archbishop Carr invited the Loreto Sisters to transfer their

Training College at Dawson-street, Ballarat, to Albert Park, where it became known as the Central Catholic Training College and attained a modest fame.

This could not meet the needs of the increasing system, so Dr. Carr urged the Religious Houses to amalgamate and establish their own central training college. In line with this the Sisters of Mercy opened their Training Centre at Ascot Vale, and the Presentation Sisters opened their Centre at O'Neill College, Elsternwick. As well as training Religious teachers these Centres trained a few lay teachers each year. The Loreto Sisters moved their College back to Ballarat in 1924.

By the mid-1900's the major orders teaching in Victoria had their training colleges registered under the Council of Public Education in Victoria, irrespective of whether they were in New South Wales or Victoria. Inspectors of the Victorian Council of Public Instruction in Victoria regularly inspect these centres to examine for registration requirements.

The Teaching Orders have adopted the modern practice of vacation schools, seminars, conferences and the like in methods of teaching, and these have developed into combined conferences of all teaching orders. As well as this development of their own in-service training, the teaching orders have participated eagerly in University vacation schools and professional teachers' associations.

Two recent developments since 1955 are the training of young ladies, up to about 90 per year, for parish primary schools, and the big move for improved methods in teaching religion. This most gratifying development is coming from a close attention to the enormous studies in catechetics, liturgy, lay apostolate and Catholic biblical scholarship in Europe and could well introduce Catholic education into a new epoch. Since 1950 three large conferences of this type have been held in Melbourne and Sydney and numerous local seminars have also taken place.

A Director of Catholic Education presides over a Catholic Education Office in Melbourne, and the Bishops of Ballarat, Bendigo, and Sale each have their own educational offices conducted by a priest under the title of Inspector of Schools.

### *Pre-school Education*

Some of the Religious orders of women had been quick to realize the advantages offered by the new techniques adopted in the development of pre-school education under the Victorian Department of Education in the latter part of the nineteenth century. The Loreto Sisters distinguished themselves in this movement under the leadership of Mother Gonzaga Barry, who must be considered as one of the pioneers of kindergarten work in Australia. Mother Gonzaga introduced kindergarten education at Mary's Mount, Ballarat, and later in 1912, established a free kindergarten at South Melbourne under an expert from England. The centre was staffed by volunteers from the Loreto "Old Girls". This idea spread in Catholic education and kindergartens multiplied with the assistance of grants from the Department of Health. By 1958 there were 25 Catholic kindergartens in Victoria.

A Catholic Kindergarten Union was formed with a model kindergarten attached to the Mercy Sisters' Training College at Flemington to train kindergarten teachers.

### *University Education*

The Church directed its attention to all sections of education from the pre-school, primary, and secondary to the University levels. When the University of Melbourne was established in 1853 the Church manifested its desire to play a full part in it. Accordingly Archbishop Goold asked the Government that portion of the seventy-five acres set apart for denominational colleges should be made over to the Catholic body "for the purpose of erecting thereon a College". It was not until the second decade of the twentieth century, however, that the proposed College was erected and dedicated to the memory of John Henry Newman. In 1958 the College had an enrolment of 147 resident students and 153 non-resident students.

A similar college for women students exists under the name of St. Mary's Hall in Parkville. It is conducted by the Sisters of the Institute of The Blessed Virgin Mary, and had an enrolment of 40 resident students in 1958.

### **Council of Public Education**

The Council of Public Education is appointed under Section 8 of the *Education Act* 1958. Its chief functions relate to the registration of teachers and schools under Part III. of the Act, and to ensuring that schools under this part are registered and properly staffed, and that persons employed therein are registered as teachers or have been granted temporary permission to teach.

Part III. of the Act deals with schools other than State Schools. "School" is defined as "An assembly at appointed time of three or more persons between the ages of six years and eighteen years for the purpose of their being instructed by a teacher or teachers in all or any of the undermentioned subjects, namely:—

Reading, writing, arithmetic, grammar, geography, English or other language, mathematics, history, any natural or experimental or applied science, bookkeeping, shorthand, accountancy; but 'School' does not include the University of Melbourne or any college affiliated therewith or any assembly of persons, all of whom are members of not more than two families, or any State school, or any school aided by the State, or any school in any part of Victoria declared by the Governor in Council to be a sparsely populated district for the purposes of this Act".

A person may not teach in a school any of the subjects named above unless he is registered or has obtained the express permission of the Council to teach temporarily.

The Act makes it possible for qualified teachers, if they so desire, to be registered as teachers of art, art and crafts, music, or physical education. Such registration is not compulsory.

Particulars of Victorian Registered Schools are shown in the following tables :—

VICTORIA—NUMBER OF REGISTERED SCHOOLS  
AND TEACHERS

Particulars	Number of Schools					Number of Teachers				
	1955	1956	1957	1958	1959	1955	1956	1957	1958	1959
Denominational—										
Roman Catholic ..	385	400	413	424	433	2,125	2,219	2,340	2,482	2,659
Church of England ..	35	35	34	34	35	682	694	690	724	734
Presbyterian ..	15	15	15	14	14	314	330	349	340	356
Methodist ..	4	4	4	4	4	165	165	171	177	178
Other ..	23	23	24	23	24	154	163	179	187	210
Undenominational ..	44	44	42	34	35	335	349	318	330	310
Total ..	506	521	532	533	545	3,775	3,920	4,047	4,240	4,447

VICTORIA—REGISTERED SCHOOL ENROLMENTS :  
AGE GROUPS AND DENOMINATIONS, 1959

Denomination	Under 6 Years			Between 6 and 14 Years			Over 14 Years		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
	GROSS ENROLMENT								
Denominational—									
Roman Catholic ..	3,855	3,939	7,794	51,814	52,392	104,206	7,828	8,043	15,871
Church of England ..	302	396	698	3,919	3,816	7,735	3,025	2,413	5,438
Presbyterian ..	95	155	250	1,953	1,969	3,922	1,861	1,244	3,105
Methodist ..	26	36	62	401	1,677	2,078	674	921	1,595
Other ..	144	169	313	1,622	1,237	2,859	542	378	920
Undenominational ..	209	346	555	282	2,363	2,645	677	1,819	2,496
Total ..	4,631	5,041	9,672	59,991	63,454	123,445	14,607	14,818	29,425
	TOTAL NET ENROLMENT								
Denominational—									
Roman Catholic ..		7,365			98,788			15,659	
Church of England ..		687			7,660			5,426	
Presbyterian ..		249			3,886			3,104	
Methodist ..		60			2,073			1,592	
Other ..		312			2,824			919	
Undenominational ..		553			2,598			2,438	
Total ..		9,226			117,829			29,138	

A comparison between gross and net enrolments in State schools (excluding Senior Technical) and Registered schools is shown in the following table :—

VICTORIA—STATE AND REGISTERED SCHOOLS :  
GROSS AND NET ENROLMENTS

Year	Gross Enrolment		Net Enrolment	
	State Schools	Registered Schools	State Schools	Registered Schools
1955.. ..	366,829	133,707	332,598	127,895
1956.. ..	384,956	141,425	349,646	135,170
1957.. ..	407,715	148,466	368,953	141,886
1958.. ..	431,191	155,525	393,684	149,117
1959.. ..	455,393	162,542	414,102	156,193

**VICTORIA—REGISTERED SCHOOL ENROLMENTS  
BY DENOMINATION**

Year	Denomination					Total Denominational	Undenominational	Total Registered Schools
	Roman Catholic	Church of England	Presbyterian	Methodist	Other			
<b>GROSS ENROLMENT</b>								
1955.. ..	101,533	12,789	6,517	3,540	2,779	127,158	6,549	133,707
1956.. ..	108,791	12,884	6,729	3,583	3,092	135,079	6,346	141,425
1957.. ..	115,479	13,036	6,751	3,626	3,476	142,368	6,098	148,466
1958.. ..	121,976	13,179	6,763	3,740	3,725	149,383	6,142	155,525
1959.. ..	127,871	13,871	7,277	3,735	4,092	156,846	5,696	162,542
<b>NET ENROLMENT</b>								
1955.. ..	96,137	12,681	6,432	3,513	2,738	121,501	6,394	127,895
1956.. ..	102,832	12,778	6,688	3,572	3,074	128,944	6,226	135,170
1957.. ..	109,286	12,932	6,713	3,587	3,435	135,953	5,933	141,886
1958.. ..	115,955	13,077	6,723	3,703	3,671	143,129	5,988	149,117
1959.. ..	121,812	13,773	7,239	3,725	4,055	150,604	5,589	156,193

**University of Melbourne**

*General*

The University of Melbourne was incorporated and endowed by an Act of the Governor and the Legislative Council of Victoria, the Royal Assent being given on 22nd January, 1853. The University consists of and is governed by a Council of 33 members and a Convocation consisting of all graduates. The University buildings, together with those of the affiliated residential colleges, are situated on 106 acres of land in the southern part of Carlton.

*Developments since 1945*

The end of the war resulted in almost doubling the size of the University. At a time when building materials were scarce, it was possible to deal with the immediate problem only by using army huts as lecture halls. This procedure enabled the University to avoid quotas, but destroyed the character of the University grounds.

Numbers fell as the post-war flood passed, but they soon started growing again, and now Melbourne has more students than ever before. It is planned to stabilise the entry of students at the 1959 level—this will take the University to roughly 13,000 in 1962, and it is hoped that Monash will be ready to begin taking the load in 1961.

At the moment the problem is to secure adequate accommodation and to attract sufficient staff of the right calibre. A large building programme is under way. Since the war there have been added Wilson Hall, the Beaurepaire Physical Education Centre, a new biochemistry school, a second arts school, a new library, a visual aids department and premises for mining and metallurgy. Extensions have been made to anatomy, the Melbourne University Press, agriculture, physics, engineering, geology, and the Union. To help in dealing with the problem of overseas students, the first wing of International House was built three years ago and the experiment has already justified itself. Under construction at the moment is a new engineering wing and what the University has termed the North Building. This will rise to twelve floors, the top of the tower being about 150 feet high. It was necessary to accept this design because of the limited ground area available. The building will house first year students in physics,



chemistry, and biology, and provide extra space for commerce, education, and psychology. It is interesting to note that this is one of the cheapest post-war buildings put up by the University in spite of the problems created by its height.

The creation of the Committee on Australian Universities by the Prime Minister was warmly welcomed by all Universities. Its Report was issued in September, 1957, and the Universities were gratified to find that it was accepted by the Commonwealth and State Governments. The University of Melbourne was facing a financial crisis and the extra help resulting from the triennium 1958 to 1960 was most welcome. One hundred and twenty-five academic staff were added to the University. But just as valuable was the increased interest in the community aroused by Sir Keith Murray and his colleagues. The Report will stand historically as the beginning of a new era. The Committee pointed out the inadequacies of the University structure and how impossible it was for the Universities to perform their task with the inadequate financial resources at their command.

Unfortunately the growth in student numbers has been far greater than expected, and, in spite of all the help given by the Murray Committee, the staff-student ratio has risen from 1:12.5 before the Murray Committee to 1:13.5 in 1959.

At the request of the Vice-Chancellors' Committee, the Prime Minister has created a permanent Australian Universities Commission under the Chairmanship of Sir Leslie Martin, well known as the holder of the Chair of Physics at Melbourne. This will allow the Universities to make their submissions to an expert body which will assist in advising Government in the provision of the necessary resources.

### *Faculties*

The University maintains Chairs either out of general revenue or from endowments, as follows: Accounting (G. L. Wood Professor), Agriculture, Anatomy, Applied Mathematics, Architecture (The *Age* Professor), Bacteriology, Biochemistry, Botany and Plant Physiology, Chemistry, Civil Engineering, Classical Studies, Commerce (Sydney Myer Professor), Commercial Law, Conservative Dentistry, Dental Medicine and Surgery, Dental Prosthetics, Economics (Truby Williams Professor), Economic History, Education, Electrical Engineering, English Language and Literature, Fine Arts (The *Herald* Professor), French, Geography, Geology and Mineralogy, Germanic Languages, History, History (Ernest Scott Professor), Jurisprudence, Mechanical Engineering, Medicine (James Stewart Professor), Medicine, Metallurgy, Music (Ormond Professor), Obstetrics and Gynæcology, Organic Chemistry, Pathology, Pharmacology, Philosophy, Physics (Chamber of Manufactures Professor), Physiology, Political Science, Psychology, Public Law, Pure Mathematics, Semitic Studies, Statistics, Surgery (James Stewart Professor), Zoology. Research chairs have been established in Economics (Ritchie Professor), Experimental Medicine, and Metallurgy.

In addition, other departments, under the charge of an Associate-Professor, senior lecturer-in-charge, or other officer are Anthropology, Criminology, Forestry, History and Philosophy of Science, Indonesian and Malayan Studies, Industrial Relations, Journalism, Languages

(Science Course), Medical Jurisprudence, Meteorology, Microscopy, Mining, Physical Education, Russian, Social Studies, Surveying, Town and Regional Planning, and Veterinary Science.

### Fees

The annual fees payable to the University by a student in any course do not, in general, exceed £150.

Fees include a small Union fee, payable by all students, who are thereby entitled to share in the corporate and social activities centred round the University Union. The students, through their Students' Representative Council, have a large measure of self-government in all matters concerning the University Union.

Students may obtain financial assistance in many ways. Scholarship schemes based on academic merit are provided by the Commonwealth and State Governments and there are a great variety of scholarships provided by private foundations. In addition, the University makes loans in approved cases out of the Students' Loan Fund. In 1959, 53 per cent. of all students were receiving some form of financial assistance. The largest group was that of Commonwealth Scholarship holders, 2,850; another 1,400 students held Victorian Education Department Studentships which are granted to students who will undertake to enter the teaching service on completion of their courses and to teach for a period of at least three years.

### Public Examinations

#### Intermediate and School Leaving Examinations

The University, through a Schools' Board (on which the Education Department, the Registered secondary schools, the University teaching staff and the business community are represented), conducts examinations each year for the School Intermediate and School Leaving Certificates.

The following table shows the number of candidates entered for these examinations and the number who passed fully for the years 1955 to 1959:—

#### VICTORIA—PUBLIC EXAMINATIONS

Year	Number Who Attempted to Pass Full Examination	Number Who Passed Fully (Including Supplementary Examinations)*	
		Total	Percentage
SCHOOL INTERMEDIATE			
1955 .. .. .	11,742	7,915	67·4
1956 .. .. .	13,162	8,738	66·4
1957 .. .. .	14,812	9,404	63·5
1958 .. .. .	17,228	11,293	65·6
1959 .. .. .	19,323	12,501	64·7
SCHOOL LEAVING			
1955 .. .. .	7,079	4,858	68·6
1956 .. .. .	7,564	5,275	69·7
1957 .. .. .	8,615	5,442	63·2
1958 .. .. .	10,393	6,288	60·5
1959 .. .. .	12,192	7,328	60·1

\* Examinations are held in December of each year and supplementary examinations for School Leaving were held in February of the succeeding year up to December, 1956. The February School Leaving examination has been discontinued, the last one being held in February, 1957.

Of those who passed fully a number satisfied the examination requirements by submitting a Headmaster's Certificate from an approved school. Details of these students are shown in the following table :—

VICTORIA—PUBLIC EXAMINATIONS: NUMBER OF STUDENTS SUBMITTING HEADMASTER'S CERTIFICATES

Examination	1955	1956	1957	1958	1959
School Intermediate ..	5,199	5,673	6,240	8,154	8,414
School Leaving ..	2,306	2,473	2,787	2,824	2,847

*Matriculation Examination*

For many years prior to 1944, the University's matriculation qualification had been gained by the passing of the School Leaving Examination in a prescribed manner. Then, a new Matriculation Examination was introduced to which the obtaining of the School Leaving Certificate is pre-requisite, and the matriculation qualification is now gained primarily at this Examination. Statistics of the Matriculation Examinations for the years 1955 to 1959 are as follows :—

VICTORIA—MATRICULATION EXAMINATIONS

Candidates	1955	1956	1957	1958	1959
Total Entries .. ..	4,702	5,264	6,070	7,161	8,151
Number Who Attempted To Pass Fully	3,045	3,328	3,760	4,257	4,723
Number Who Passed Fully .. ..	2,069	2,180	2,442	2,808	3,127
Percentage Who Passed Fully ..	67·9	65·5	64·9	66·0	66·2

Candidates for degrees must matriculate as prescribed by the regulations before being admitted as undergraduates. The number of undergraduates admitted and the number of degrees conferred for each of the years 1940, 1950 and 1955 to 1959 are as follows :—

VICTORIA—UNDERGRADUATES ADMITTED AND DEGREES CONFERRED

Year	Number of Undergraduates Admitted	Number of Degrees Conferred
1940 .. .. .	979	482
1950 .. .. .	1,368	1,356
1955 .. .. .	1,439	1,055
1956 .. .. .	1,661	1,083
1957 .. .. .	1,773	997
1958 .. .. .	2,356	1,053
1959 .. .. .	2,637	1,097

*Student Enrolments*

In 1960, provisional figures indicated that about 11,100 students were enrolled at Melbourne University. Enrolments had previously reached a high level between 1947 and 1950 when a great number of ex-service students entered the University through the Commonwealth Reconstruction Training Scheme. The following enrolment figures show the extent of the growth in student numbers since 1940:—

## VICTORIA—UNIVERSITY STUDENT ENROLMENTS

Year			Enrolments	Year			Enrolments
1940	..	..	4,479	1956	..	..	7,588
1948	..	..	8,995*	1957	..	..	7,916
1950	..	..	8,589	1958	..	..	9,020
1954	..	..	6,888	1959	..	..	10,279
1955	..	..	7,080	1960	..	..	11,104†

\* Peak Commonwealth Reconstruction Training Scheme enrolments.

† Provisional figures.

The influx of ex-service students was a temporary matter and, although it imposed strains on the University, temporary measures were sufficient to meet the situation. The increase in student numbers since 1954 is not of this type; it is due to three factors:—

- (1) Increase in population of University entry age, due to increased birth rates about seventeen to eighteen years ago, i.e., in 1941 and the later war years;
- (2) increase in population due to immigration;
- (3) socio-economic factors: industrial development and population growth leading to greater demand for University graduates; higher standard of living which permits children to remain longer at school and qualify for University entry.

The following table shows the numbers of full-time, part-time and external students, by sex, in 1958, 1959 and 1960:—

VICTORIA—UNIVERSITY STUDENTS ENROLLED:  
CLASSIFIED BY SEX AND TYPE OF COURSE

Year	Full-Time		Part-Time		External		Total		
	Male	Female	Male	Female	Male	Female	Male	Female	
1958..	..	4,063	1,490	2,404	613	366	84	6,833	2,187
1959..	..	4,555	1,755	2,675	822	388	84	7,618	2,661
1960*	..	4,988	1,889	2,776	917	416	118	8,180	2,924

\* Provisional figures.

Enrolments in the various faculties for the years 1956 to 1960 are shown in the next table :—

VICTORIA—UNIVERSITY ENROLMENTS CLASSIFIED BY FACULTIES

Faculty	1956	1957	1958	1959	1960*
Agricultural Science .. ..	196	215	236	219	227
Architecture .. .. .	197	190	263	324	365
Arts .. .. .	2,105	2,170	2,675	3,137	3,285
Commerce .. .. .	928	1,039	1,330	1,472	1,590
Dental Science .. .. .	156	158	143	151	155
Education .. .. .	553	582	548	607	678
Engineering .. .. .	502	543	685	689	763
Journalism .. .. .	25	29	29	29	39
Law .. .. .	764	841	1,021	1,109	1,262
Medicine .. .. .	978	903	927	967	974
Music .. .. .	165	155	174	183	228
Physical Education .. .. .	76	90	75	97	125
Science .. .. .	853	974	1,122	1,308	1,516
Social Studies .. .. .	69	102	111	145	143
Town and Regional Planning .. ..	21	42	49	50	71
Student Total .. .. .	7,588	7,916†	9,020†	10,279†	11,104†

\* Provisional figures.

† In the years 1957 to 1960 students taking combined courses are counted in both faculties and accordingly the sum of faculty enrolments exceeds the student total shown at the foot of the table.

Since the war many Asian students have been admitted to Australian educational institutions. Enrolments of Asian students at Melbourne University have increased from 100 in 1949 to 421 in 1960, of whom 61 were studying on Colombo Plan Scholarships. All South-east Asian countries are represented as well as India, Ceylon, Mainland China, Hong Kong, the Philippine Islands and Fiji.

A statement of income and expenditure for the years 1955 to 1959 is given below :—

VICTORIA—INCOME AND EXPENDITURE OF THE UNIVERSITY OF MELBOURNE  
(£'000)

Particulars	Year Ended 31st December—				
	1955	1956	1957	1958	1959
<b>INCOME</b>					
<b>INCOME OF BUILDINGS FUNDS</b>					
State Government Grants .. ..	104	60	263	50	270
Commonwealth Government Grants .. ..	6	..	..	9	408
Donations .. .. .	530	153	83	41	354
Income from Investments .. .. .	30	17	21	6	18
Contribution to Cost of Purchasing Buildings .. .. .	..	..	..	30	..
Total Income of Buildings Funds .. ..	670	230	367	136	1,050
Donations and Bequests to Increase Endowments .. .. .	40	48	91	86	273

VICTORIA—INCOME AND EXPENDITURE OF THE UNIVERSITY OF  
MELBOURNE—*continued*  
(£'000)

Particulars	1955	1956	1957	1958	1959
<b>OTHER INCOME</b>					
State Government Grants—					
General .. .. .	689	756	819	940	1,003
Other (Except for Buildings) .. .. .	141	159	183	196	196
Commonwealth Government Grants and Reimbursements—					
General .. .. .	414	453	510	810	962
Other (Except for Buildings) .. .. .	76	85	89	114	131
Students' Fees—					
Lectures .. .. .	386	417	452	508	559
Other .. .. .	94	129	151	165	188
Public, Music Examination and Certificate Fees .. .. .	76	84	114	127	147
Bequests and Donations (Other than for New Buildings or Increasing Endowments) .. .. .	100	151	166	151	238
Interest, Dividends, and Rent .. .. .	75	90	98	101	112
Other .. .. .	69	80	109	116	131
<b>Total Other Income .. .. .</b>	<b>2,120</b>	<b>2,404</b>	<b>2,691</b>	<b>3,228</b>	<b>3,667</b>
<b>EXPENDITURE</b>					
Expenditure on New Buildings and Purchase of Land and Buildings .. .. .	297	578	658	499	485
<b>OTHER EXPENDITURE</b>					
Salaries, Research Scholarships, Pensions, and Provident Fund Contributions .. .. .	1,481	1,656	1,765	2,120	2,426
Apparatus and Laboratory Materials .. .. .	123	137	147	225	245
Books, Periodicals, and Music .. .. .	39	40	43	55	54
Examiners' Fees .. .. .	34	30	43	47	52
Exhibitions and Bursaries .. .. .	9	12	12	15	17
Furniture, Furnishings, and Office Machines .. .. .	20	23	23	37	38
Payment of Students' Fees to Allied Institutions .. .. .	68	70	94	100	113
Payroll Tax .. .. .	36	40	41	49	57
Printing and Stationery .. .. .	46	44	54	62	70
Repairs, Alterations, and Grounds .. .. .	64	94	79	95	127
Service Charges—Gas, Electricity, Fuel, Water, and Telephones .. .. .	32	39	42	50	63
Other .. .. .	176	252	240	270	323
<b>Total Other Expenditure .. .. .</b>	<b>2,125</b>	<b>2,437</b>	<b>2,583</b>	<b>3,125</b>	<b>3,585</b>

This statement covers all University funds. A substantial portion of the University's income is available for specific purposes only, and may not be used to meet general running expenses. At 31st December, 1959, the accumulated deficit in the University General Fund was £117,625.

### *Some Special Features Since 1945*

#### *Baillieu Library*

The planning of the Baillieu Library commenced in 1952, and in 1954, when it was recognized that proposals for the completion of the new Library in stages would not solve the problem, authority was given to proceed with the scheme for a complete Library. The construction commenced in March, 1957, and was completed in December, 1958.

Costing over £700,000, the building seats 1,000 readers and holds up to 300,000 volumes. The scheme was carried out in accordance with the latest overseas trends and a high degree of flexibility was achieved by a modular plan, whereby there are no load-bearing walls and the floors are capable of carrying bookstacks at any point. Provision exists for future expansion vertically by two floors and horizontally to the north and south. The site could ultimately accommodate 2,000 readers and over 1,000,000 books.

Floor wells in six locations add to the spaciousness in affording views from one floor to other floor levels and form a series of wall-less yet seemingly contained reading areas. Broadly, the layout on each floor consists of open bookstacks radiating from the central staircase and occupying the inner areas, with adjacent reading rooms in the outer areas served by natural light. Traffic also radiates along passages through the stacks to minimize disturbance in reading areas. No part of the building is more than 50 feet from a staircase or lift, there being three staircases, a public lift and a staff lift which serve all floors.

Some of the facilities provided in the building include a rare-book room, a map room, a micro-reading room, studies and carrels for research workers, a reading room for the academic staff, typing cubicles, a cloak-room, public telephones, smoking areas, wash rooms, a coffee shop and adequate work space and amenities for the Library staff.

The building has full air-conditioning and humidity control. All windows on the east are protected by terylene curtains and on the north and west by adjustable sun louvres. Quietness is achieved by the combination of rubber flooring and acoustic ceilings and the lighting is fluorescent almost throughout. Of over 100 different types of furniture in the building, nearly all have been manufactured to designs which are new to this country.

#### *Russell Grimwade School of Biochemistry*

The original impetus to the construction of a new School of Biochemistry was given by the generosity of the late Sir Russell Grimwade, who donated £50,000 in 1944. This was supplemented soon afterwards by a grant of £20,000 from Messrs. Nicholas Pty. Ltd. and more recently by a gift from Lady Grimwade of £40,000. The Council of the University decided that the new school should bear the name of Sir Russell Grimwade, not only for his generous act, but also in recognition of his long period of distinguished service to the University.

The complete building has been planned for five floors but, owing to shortage of finance, is being built in two stages. The present two-storied structure represents the initial stage and has been in

occupation since early 1958. Tenders are at present being called for the three upper floors and it is expected that the building will be completed by the end of 1960.

*Beaurepaire Centre for Physical Education*

The Centre is the result of a benefaction of £200,000 to the University of Melbourne by the late Sir Frank Beaurepaire.

It was given to the University for a threefold purpose, viz.:—

- (1) The teaching of physical education to students;
- (2) research into the benefits to be obtained from physical education; and
- (3) provision of recreational facilities for the students and staff of the University.

It consists of :—

- (1) An indoor heated swimming pool of 25 metres length;
- (2) a gymnasium 100 ft. x 64 ft. which is used for playing of badminton, volleyball, basketball (men and women), fencing, judo, gymnastics;
- (3) changing rooms for men and women; and
- (4) a trophy hall cum recreation hall of similar dimensions to the gymnasium. This area is used for displays, entertainments, and table tennis.

The heating and chlorination plant is in the basement, situated under the central section of the building.

*International House*

International House, University of Melbourne, the first of its kind in Australia, is a place of residence for members of the University. It is situated at 241 Royal-parade, about a quarter of a mile beyond the University. The idea of setting up International House as a place where Australian and oversea students would live and work together was conceived after the end of the Second World War, when oversea students were coming to Melbourne in increasing numbers. Funds for building the House came from business firms, from the combined efforts of women's auxiliaries and the students of the University and from many individuals. Donations were made by the Commonwealth Government, by the Government of Victoria, the Government and citizens of Singapore, and the Governments of Malaya, Sarawak and Ceylon. The House is a part of the University. Its governing body, the International House Council, is appointed by the University Council.

The first residential wing and the central block containing the kitchen, common room and dining-hall were built in 1956. The House opened in 1957 with 42 students from Cyprus, India, Indonesia, Malaya, Malta, North Borneo, the Philippines, Sarawak, Singapore, Thailand, the United Kingdom, the United States of America, and all States of Australia. In 1958, the number of residents increased to 70 when a neighbouring building was leased. This annexe consists of two terrace houses at 36/38 The Avenue, Parkville, with large rooms, each of which is shared as a general rule by an Australian and an oversea



student. The House was officially opened in May, 1958, by the Prime Minister of Australia. It is hoped that funds will be forthcoming before long to finance the building of the remaining two wings, together with the library and rooms for tutorials, meetings and so on.

Residence in the only wing that has been built so far is restricted to men, but it is intended to provide accommodation for women students in due course. Non-resident membership, however, is open to both men and women and non-resident members are full members of the House, enjoying all its facilities and privileges.

The House is open during the vacations, and places are often available for temporary residents, especially during the long vacation.

Most members of the House are undergraduates. A number, however, are graduates doing research or working for higher degrees. Some of these do some tutoring. Tutorials or supervision are given in mathematics, physics, chemistry, anatomy, certain law subjects, history, economics, philosophy, English literature and English language for oversea students.

### *Affiliated Residential Colleges*

Of the residential colleges affiliated by statute to the University of Melbourne, the four oldest were founded by the major Christian denominations. Two of the four, Trinity (Church of England) and Newman (Roman Catholic) have associated with them halls of residence for women students, known respectively as Janet Clarke Hall and St. Mary's Hall. Recently, Ormond (Presbyterian) and Queen's (Methodist) have secured the agreement of their church authorities to a proposal to found an autonomous Presbyterian-Methodist women's college. The fifth existing college, University Women's College, which is not a church foundation, was affiliated to the University in 1937. The history and development of these colleges up to the Second World War has been outlined in previous issues of the Year Book.

Since the end of the war in 1945, the colleges, even more than the University itself, have faced a rapid and continuous increase in the demand for student accommodation, stimulated firstly by the great wave of ex-servicemen and women and, secondly, by the inauguration of the Commonwealth Scholarship Scheme, which virtually removed any financial bar to entry into residence by any student of ability.

In the immediate post-war period, when building controls were still in operation, the colleges could increase the number of places in residence only by "doubling-up" in existing accommodation, and by this means the number of students in residence rose from the pre-war maximum of 450 to 520 in 1946, with slight increases in subsequent years. However, it was not until the Commonwealth Government made available funds for the building purposes of the affiliated colleges from the beginning of 1958 that there commenced a large-scale programme of expansion which is likely to continue for several years. By 1959, the colleges and halls accommodated 860 students (650 men and 210 women) to which number may now be added about 100 men in International House and Medley Hall, new halls of residence directly controlled by the University.

One of the objectives of the colleges has always been to maintain and improve academic standards. To this end they all supplement University teaching by providing tutorial classes for their own resident students and for a limited number of non-resident students. Resident scholarships are available to students in all University courses and are awarded on academic merit determined by competitive examination. Scholarship values vary from £20 per annum to full remission of fees according to the financial needs of the holders. Non-resident exhibitions are also available.

#### *Summer School of Business Administration*

The Summer School of Business Administration conducted by the University of Melbourne was established for the purpose of making available to senior executives opportunities for higher management training. The school is open to anyone holding, or likely to hold in the near future, a top level executive position in industrial and commercial establishments, trade unions, or any form of public service.

The first Summer School was held early in 1956. It was the first long residential school of management to be conducted in Australia. The school was so successful that it has become a permanent contribution to management training in Australia. It is run once a year and is of six weeks' duration. Accommodation is made available in one of the University colleges.

The school has become accepted on a national scale. In fact, the non-Victorian representation is consistently greater than the Victorian. Members have been drawn from all the States of Australia as well as New Zealand and some of the nearby Pacific Islands, such as Fiji and the Philippines. The average age of participants is just over 40 years and the range of ages lies between 35 and 52 years.

Support for the school has come from a wide variety of business interests. Between one-quarter and one-fifth of the members have come from governmental and semi-governmental authorities. Trade union officials also attend the schools. The mixing of senior executives from private industry, public service and trade unions is a strong feature of the school.

The intake of the first school was limited to 32 members. With a large increase in the number of applicants of a high calibre the second school was expanded to a membership of 48. Under even stronger pressure the fourth school was again expanded to 54 members and it was held at that figure for the fifth school in 1960.

Applicants are nominated by the organizations for which they work. Apart from business experience, they are not expected to possess any special educational qualifications. Admission is determined by the Board of Management. Since there are no formal educational requirements, the Board is essentially concerned with an applicant's experience and field of work.

No single method of instruction is employed but use is made of case studies, the analysis of specific problems, syndicate and group discussions, written assignments and occasional lectures. Six main areas of study are covered. These six subjects may be summarized as

Administration Practices, Personnel Management and Labour Relations, Management—Control Accounting, Economic Influences Affecting Business, Marketing Policy, and Business Policy.

By enabling senior executives from different organizations to pursue planned courses of study in the critical companionship of collegiate life the University of Melbourne is hoping to provide a solution for higher management training for all types and sizes of organizations.

### Monash University

Monash University, the second University to be established in Victoria, was created by Act of Parliament on 15th April, 1958, with the passage of the *Monash University Act 1958*. The Act provided that, for an initial period not exceeding three years, the planning and development of the University should be carried out by an Interim Council, which body was charged with the ultimate responsibility of bringing a permanent Council into being. The Interim Council consists of 27 members appointed by the Governor in Council, and is representative of academic, commercial, industrial, agricultural and political interests. Mr. R. R. Blackwood, M.C.E., B.E.E., M.I.E.Aust., was designated as chairman.

The Interim Council was appointed on 30th May, 1958, and first met on 19th June, 1958. Although the University will ultimately include Faculties of Arts, Commerce, Law and Education, as well as Scientific Disciplines, Engineering and Medicine, the Interim Council decided to develop as a first priority teaching in Science, Engineering and Medicine, in view of the shortage of accommodation and quota restrictions already operating in these faculties in the University of Melbourne. Teaching in Arts, Commerce, Education and Law would follow immediately and in that order.

An assessment of the demand for University education in Victoria was made by the Interim Council in conjunction with Melbourne University. Careful statistical analysis of the State's then current school population estimated that the number of students requiring University training in the next decade would be as follows:—

#### VICTORIA—ESTIMATED NUMBER OF UNIVERSITY STUDENTS

Year	Number of Students
1959 .. ..	10,200
1960 .. ..	11,100
1961 .. ..	12,200
1962 .. ..	13,200
1963 .. ..	14,800
1964 .. ..	16,200
1965 .. ..	18,300
1966 .. ..	20,000
1967 .. ..	21,600
1968 .. ..	22,800
1969 .. ..	24,100

With the maximum capacity of the University of Melbourne, even allowing for the effect of the present and projected building programme, estimated at 12,900 students, these figures made it clear that Monash University must commence teaching in 1961 and be ready to accept the whole of the student increase in Victoria from 1962 onwards. Furthermore, Monash University must be completed to its ultimate capacity of 12,000 students (8,000 full-time and 4,000 part-time) by 1970 at the latest, by which date a third University will be necessary in Victoria.

The Interim Council, being seized with the urgency of the problem, then proceeded to plan for the commencement of teaching in 1961 and substantial completion of the University in 1968.

The first task was to select a suitable site. With the advice of the Chief Planning Officer of the Melbourne and Metropolitan Board of Works, a general site position was selected in the neighbourhood of Springvale. With the University located in that vicinity it would, together with the University of Melbourne, provide University facilities within a maximum of one hour's travelling time of 90 per cent. of the projected metropolitan population and of 85 per cent. of the projected industrial areas of the metropolis. The Interim Council decided to provide residential units on the site of the University for up to 40 per cent. of the full-time students attending, so that the interests of the country people could be met. A final site was chosen at Clayton, north of Wellington-road and west of Blackburn-road. This site was approved by the Government on 13th November, 1958, and comprises an area of 250 acres of elevated grassland commanding extensive views of the surrounding countryside, and includes 160 acres occupied by the Talbot Homes for Epileptics, which will be removed to a new site in Kew and rehoused in new premises.

The Council then appointed architects to prepare a complete plan for the development of the University, and this plan was finally approved by the Interim Council on 11th May, 1959. The plan\* is based on a semi-circular arrangement of the various faculty buildings laid out, so that those which are mutually inter-dependent are located in close proximity. The plans also include provision for a general teaching hospital located adjacent to the Medical School. This hospital will ultimately serve the growing population in the area as well as providing a system of medical education which will be unique in Australia. An administration and student union centre is incorporated, as well as a general University library. To the east, and separated from the academic facilities, provision has been made for sporting activities and for residential units to accommodate a total of 3,500 students. The main entrances are on Wellington-road and traffic access is on the outer periphery only, with car-parking facilities for 4,000 vehicles.

Following closely on the adoption of this plan for development, the architects were instructed to proceed with detail designs for the science and engineering buildings, and a programme for progressive development of service and buildings was drawn up which was designed to complete the University substantially by 1968. In October, 1959, the Interim Council and the Australian Universities Commission met

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\* See photographic section.

to discuss these plans, which were adopted with some modification to provide for the commencement of teaching in arts and commerce subjects in 1961 as well as in science, engineering and medicine. The Commonwealth Government made a contribution towards the capital cost of Monash University to 31st December, 1960, amounting to £514,500, which was matched £1 for £1 by the State Government. After deducting a contribution towards the acquisition of the site and a special provision to assist in meeting recurrent expenditure during 1960, an amount of £175,000 is available for site works (roads, sewers, drains, electricity supply, &c.) and £562,000 is available towards the cost of erecting portion of the science block during 1960. Further financial assistance will be given in the next Federal Budget to cover the period 1961 to 1963.

Earthworks and construction of access roads were commenced in December, 1959, and completed by March, 1960, when building of the science block commenced.

On 12th May, 1959, the Interim Council announced the appointment of Professor J. A. L. Matheson, Beyer Professor of Engineering in the University of Manchester, as Vice-Chancellor of Monash University, and he took up duty as from 1st January, 1960. Courses of study are being developed so that teaching classes can begin in March, 1961.

### **Royal Melbourne Technical College**

The Royal Melbourne Technical College (formerly known as the Working Men's College) was founded in the year 1882. The Hon. Francis Ormond (honoured as the College Founder) in the previous year publicly announced that he would donate £5,000, contingent upon the granting of a site by the Government and the subscription of a similar amount by the citizens of Melbourne, for the establishment of a scientific and technological institute in Melbourne.

The scheme was approved and public subscriptions were sought for a Working Men's College. The money was eventually subscribed, the Government donated the site, a provisional governing Council was appointed, and the first building erected and opened in June, 1887. Over 600 students had enrolled for single subjects by the end of that year.

At first, classes were divided into two groups : adult or general education classes and technical lectures. Gradually the range of subjects was widened by the inclusion of more trade classes and professional courses until the technical classes came far to outnumber all others. In 1934 the name of the institution was legally changed to Melbourne Technical College and in July, 1954, a little more than 70 years after its foundation, Her Majesty Queen Elizabeth II. conferred the title "Royal" upon the College and authorized the use of the Royal Cypher on the College Diplomas.

Since its inception the College enrolment has grown from 600 to 16,000 students, and its accommodation has increased from eleven class rooms to sixteen acres of studios, laboratories, workshops, and lecture rooms.

The Council of Royal Melbourne Technical College is responsible for the control of the College, appointment of staff, and administration of its funds.

The income of the College is derived from Government grant, fees, interest on various investments, rent, and income earned by its various services to industry, Government bodies, and other schools.

Teaching at the College is given at three levels : professional, technician, and trade or craft.

#### *Professional Courses*

Technological, Fellowship and Associateship diploma courses, both full-time and part-time, are offered, the major fields of study being engineering, metallurgy, chemistry, physics, architecture, art and business management. Usually a lower certificate course for part-time students is provided as well as a more advanced diploma course.

Tuition for diploma courses is regarded in general as teaching to a level or standard which is recognized by professional bodies as satisfactory for entry to their institutions, and so giving professional standing to successful students.

#### *Technician Courses*

These courses are distinct from the trade courses in that they do not lead to competency in a particular skilled trade or craft, nor, on the other hand, do they reach the standard of technical knowledge demanded by the professional course. However, they give to the successful student the skill and knowledge, at technician level, required for a technical occupation. Certificates are issued to students completing these courses.

#### *Trade Courses*

These are courses of instruction complementary to trade experience leading to competency in a skilled craft or trade. Most skilled trades are under the control of the Apprenticeship Commission, and this body prescribes the details of the courses of instruction, which are of four to five years' duration, and accompany the period of apprenticeship. Classes are offered in a large number of skilled crafts and trades, including engineering, building and construction, communications and applied art. Post-apprenticeship courses and classes are also offered in many of the trade groups.

The Royal Melbourne Technical College also provides a number of extra-mural activities. Chief among these are correspondence courses in art, commercial, scientific, mathematical, literary, technical and trade subjects. In addition, the College provides certain classes as its own special contribution to adult education.

Public Lectures, Training Within Industry programmes, special courses for defence personnel and employees of some Commonwealth authorities, and professional advice, testing and research are other services provided by the College.

Details relating to the College during the years 1955 to 1959 are shown in the following table :—

VICTORIA—ROYAL MELBOURNE TECHNICAL COLLEGE

Particulars	1955	1956	1957	1958	1959
<b>INDIVIDUAL STUDENTS ENROLLED—</b>					
Males .. ..	14,750	15,176	15,782	17,385	17,533
Females .. ..	2,365	2,327	2,433	2,296	2,538
<b>Total*</b> ..	<b>17,115</b>	<b>17,503</b>	<b>18,215</b>	<b>19,681</b>	<b>20,071</b>
<b>COURSES—</b>					
Commercial† ..	1,493	1,567	251	248	273
Science .. ..	5,720	5,568	7,315	7,500	8,491
Trade .. ..	7,652	8,298	8,596	9,841	9,201
Art .. ..	1,627	1,553	1,580	1,573	1,491
Other .. ..	623	517	473	519	615
<b>RECEIPTS—</b>					
Government	£	£	£	£	£
Grant .. ..	499,083	582,411	601,404	633,796	705,150
Fees .. ..	140,464	149,809	213,597	231,244	245,192
Sale of Class Material	10,136	14,582	12,599	10,458	13,248
Miscellaneous ..	22,231	26,190	35,113	58,365	44,070
<b>Total</b> ..	<b>671,914</b>	<b>772,992</b>	<b>862,713</b>	<b>933,863</b>	<b>1,007,660</b>
<b>EXPENDITURE—</b>					
Salaries—	£	£	£	£	£
Instructors ..	380,516	441,105	477,558	524,784	576,316
Other .. ..	144,620	167,733	180,750	193,921	205,781
Buildings, Furniture, etc. ..	81,729	82,384	113,964	112,092	113,482
Miscellaneous ..	67,940	80,194	91,531	101,601	113,259
<b>Total</b> ..	<b>674,805</b>	<b>771,416</b>	<b>863,803</b>	<b>932,398</b>	<b>1,008,838</b>

\* These totals exclude Correspondence enrolments, which, in 1959, were estimated at 11,500.

† Commercial courses partially allotted to Science after 1956.

### Council of Adult Education

Adult Education service for Victoria is provided by the Council of Adult Education, a statutory body set up by the *Adult Education Act* 1946. The Council is financed by (a) a statutory annual grant, £25,000; (b) annual appropriations from Parliament, £27,000 (varying from year to year); (c) income derived from the Council's work, fees, receipts from theatre and other tours approximating £20,000 in each year.

The Council offers a State wide service, although it operates from Melbourne. Its major contribution to cultural development is its travelling theatre, established in 1948 and now successfully organizing three eight-week theatre, ballet and opera tours in each year, with

professional companies. The Council has been successful also in organizing tours by musicians and conducts annually, with the National Gallery, a touring art exhibition.

The result has been a tremendous stimulus to local activity in the Arts. There are few towns in Victoria today without a local dramatic society or music or arts club. Annual festivals are held at Traralgon, Swan Hill, Wangaratta, Portland, Hamilton, and Shepparton, with a large scale drama festival at Frankston.

The direct teaching work of the Council is confined to Melbourne and suburbs, where evening classes for adults are held. These classes, led by skilled tutors, cover a wide variety of subjects, including foreign languages and meet weekly for periods of up to twenty weeks. They are attended by approximately 5,000 people each year. The Council, on demand, also supplies lecturers on many topics to cultural and other organizations in country and city.

Apart from touring work, the Council organizes discussion groups in country centres, providing books, study guides and assistance in discussion to over 200 groups meeting regularly in private houses.

The work of the Council is becoming very well known to the Victorian public through the popular Summer School, held at Albury in December–January of each year. This school, offering courses of interest to people of all age groups and occupations is attended by 200 people annually and is residential. It is increasingly popular and offers an opportunity for a highly concentrated educational holiday. It is followed by an art school at the National Gallery.

The Council publishes a quarterly magazine, *Adult Education* (subscription 7s. 6d. p.a.), and an Annual Report (free on application).

The work of the Council is actively supported and supplemented by the voluntary association, the Adult Education Association of Victoria.

Headquarters of the Council are at 107 Russell-street, Melbourne ; the Adult Education Centre is at 114 Flinders-street and the Council's theatre and auditorium is at 19 Russell-street.

The Council is responsible to Parliament, through the Minister for Education, and reports annually. It is, however, free to determine its own policy and is not politically controlled.

The Council's activities can be briefly summarized in the following tables :—

**VICTORIA—ADULT EDUCATION: LECTURE CLASSES  
AND ENROLMENTS**

Lecture Classes	1957		1958		1959	
	Autumn Term	Spring Term	Autumn Term	Spring Term	Autumn Term	Spring Term
Courses Offered ..	75	30	87	44	147	51
Students Enrolled ..	3,524	1,013	3,767	1,418	4,875	1,374



**VICTORIA—ADULT EDUCATION : GROUP ACTIVITIES AND  
RESIDENTIAL SCHOOLS**

Particulars	1956-57	1957-58	1958-59
<b>Discussion Groups—</b>			
Number of Groups .. ..	236	231	250
Students Enrolled .. ..	2,514	2,556	2,702
<b>Performances, &amp;c., Given—</b>			
Music .. .. .	127	145	94
Drama .. .. .	137	65	134
Ballet and Dance Recitals .. ..	62	..	..
Art Exhibitions .. .. .	33	29	37
<b>Residential Schools—</b>			
Country .. .. .	2	2	2

### **Victorian College of Pharmacy**

The College of Pharmacy—the school of the Pharmaceutical Society—is responsible for the training of pharmaceutical chemists. In this it works in close association with the Pharmacy Board of Victoria.

The Board lays down the examination syllabuses, conducts the examinations, and registers the qualified pharmaceutical chemists as is provided in the Medical Act.

The Pharmaceutical Society maintains the College of Pharmacy, carries out the approved courses of study, appoints the academic staff, and conducts the school. Since 1881 the College has been situated at 360 Swanston-street, Melbourne, and the four-year course has been a combined academic course and practical apprenticeship, the latter being served in an open retail pharmacy, a public hospital, or in the dispensary of a friendly society.

A new Memorial College of Pharmacy has now been erected in Royal Parade, Parkville, north of the University. The College transferred to this new institution for session 1960 and was opened by His Excellency the Governor of Victoria in March, 1960.

The Memorial College cost about £500,000 and consists of an administrative block with library and museum, a lecture theatre block, an assembly hall seating 750 and a large laboratory block with extensive laboratories for pharmaceutical chemistry, pharmaceuticals, biology, physics, pharmacognosy and related subjects. In addition there are investigational and research laboratories, a modern pharmacy, cafeteria, and cloak and locker room facilities.

Commencing with the 1960 session, changes in the curriculum, and practical training in keeping with the recent *Medical Act* 1958 have been instituted.

The new course provides for three full academic years and a requirement of 3,000 hours served as a trainee in an approved retail pharmacy, public hospital, or friendly society dispensary. 200 students will be admitted annually and the entrance requirement for the course is matriculation.

The number of students attending the College from 1955 to 1959 and principal items of receipts and expenditure are shown hereunder :—

#### VICTORIAN COLLEGE OF PHARMACY—STUDENTS

Course	1955	1956	1957	1958	1959
Pharmacy .. .. .	526	546	536	533	558
Medical .. .. .	143	128	124	139	165
Post Graduate (Pharmacy) ..	14	17	12	21	7
<b>Total .. .. .</b>	<b>683</b>	<b>691</b>	<b>672</b>	<b>693</b>	<b>730</b>

#### VICTORIAN COLLEGE OF PHARMACY—PRINCIPAL ITEMS OF RECEIPTS AND EXPENDITURE

(£)

Particulars	1955	1956	1957	1958	1959
<b>RECEIPTS</b>					
Lecture Fees .. .. .	37,420	38,956	43,749	48,624	52,041
Examination Fees .. .. .	1,168	1,352	1,670	1,628	1,861
<b>Total .. .. .</b>	<b>38,588</b>	<b>40,308</b>	<b>45,419</b>	<b>50,252</b>	<b>53,902</b>
<b>EXPENDITURE</b>					
Salaries and Fees to Lecturers	15,988	16,257	18,068	20,203	25,097
Drugs and Chemicals ..	1,960	2,466	1,853	1,949	2,833
Administration and Other Expenses .. .. .	18,684	18,125	22,548	20,743	22,695
<b>Total .. .. .</b>	<b>36,632</b>	<b>36,848</b>	<b>42,469</b>	<b>42,895</b>	<b>50,625</b>

### **Australian Administrative Staff College**

The Australian Administrative Staff College was established in 1955 on the recommendation of a committee set up by the Rotary Club of Sydney. Its objects are to provide a course of studies in the principles of organization and administration for senior executives nominated by their employers and selected on the ground of their proved administrative capacity.

It is sponsored by some 80 Australian companies who have contributed the capital required to purchase suitable premises and the initial funds to meet the establishment costs. The number of sponsoring companies is steadily increasing.

The proposal to establish the College began with a decision of the Sydney Rotary Club to promote studies in management and administrative training. Following a visit to Australia by the Principal of the Administrative Staff College at Henley-on-Thames in England, Sir Noel Hall, it was decided in 1955 to seek support for a College somewhat on the lines of the Henley College. Steps were taken to register the College as a company, limited by guarantee, in the Australian Capital Territory, and many of the leading financial, commercial and industrial companies agreed to support its establishment.

In 1956, Professor Sir Douglas Copland, K.B.E., C.M.G., accepted an invitation from the Council to be Principal of the College, and early in 1957 the College acquired as a permanent home the property previously known as "Moondah", home of the Grice family, at Mt. Eliza, Victoria. The site is a commanding one overlooking Port Phillip Bay, and is some 30 miles south of Melbourne.

Whilst sponsorship of the College is based upon support from private enterprise, Governments (both Federal and State) are invited to nominate senior executives to attend as student members for the twelve weeks of each session. The College thus provides for the study of administrative problems of both public and private enterprise at an advanced level, and is meeting the growing demand for senior executive training in all fields of administrative responsibility.

The establishment of the College is part of the recent development in the study of management and administrative activities in Australia, and is complementary to such bodies as the Australian Institute of Management and the Summer School of the University of Melbourne.

The College is fully residential. The members of a course are divided into four syndicates, each of eleven persons, with a member of the directing staff in charge of each syndicate. These syndicates are so arranged that their members represent a balanced cross-section of the major fields of administration in industry and government. For the series of assignments and case studies undertaken, the offices of chairman and secretary of a syndicate are taken by members in turn.

Field visits and lectures and seminars conducted by the Principal and staff and by visiting specialists, supplement syndicate work.

The main subjects in the course of studies are administrative structures, internal organization and administration, external relations, constructive administration and the qualities of an administrator.

### **Australian College of Education**

During the last few years there have been many discussions in Australia about the possibility of forming an Australia-wide organization of those engaged in education. In June, 1958, a group of Victorian Headmasters of Independent Schools, Headmasters of High Schools and three University Professors met to consider the possibility of creating such an institution. This meeting agreed that any such body must be a truly professional body of educators and should be comparable to other professional bodies of high standing in the community.

A small committee was elected to draw up a statement of aims and organization. This committee presented its report in August, 1958, to a meeting of 40 people who represented the various fields of education in Victoria. The report was enthusiastically received and, after some minor amendments, adopted by the meeting. A Provisional Council was elected and instructed to take all necessary steps to bring into being a College of Education.

During the time that the Provisional Council was at work it became clear that there was considerable interest in other States in the whole idea of an organization for the teaching profession. With this interest and support from so many people, it was possible for the Provisional Council to prepare a draft constitution and invite 110 people from all over Australia to be present at the Founders' Convention, which was held at Geelong Grammar School, Corio, in May, 1959.

The Convention was attended by leading educators from all over Australia and representing all the different fields of education—kindergarten, primary, secondary, technical, University—from the State systems, the Independent schools and Catholic education. The Convention decided that the name of the new institution would be The Australian College of Education and spent three days carefully considering the aims and organization of the body.

The purpose of the College is to create a fellowship of teachers which will foster educational thought and practice and set before itself and the community the ethics of high professional responsibility. Among its aims the College will provide a meeting ground for leading members of the profession, encourage and, where necessary, provide advanced and specialized professional training, recognize outstanding contributions to educational practice and in general do everything in its power to advance the cause of education in Australia. The membership of the College will consist of fellows (those who have made very outstanding contributions to education), members (leaders in the profession) and companions (those who have performed valuable service to education but are not eligible for ordinary membership). The Convention elected the first council of the College.

Since the Founders' Convention, the Council has been organizing the membership of the College throughout Australia, setting up Chapters in the various States and dealing with all the legal requirements necessary to establish such a body.

## Health and Medical Research

### Health in Victoria

In the earliest years of settlement when Victoria was known as the Port Phillip District of New South Wales, responsibility for the administration of the first health laws, or sanitary ordinances as they were known then, lay with the Superintendent of the Port Phillip District and the Assistant Colonial Surgeon. These men faced such difficulties as the arrival of ships on which there had been an outbreak of infectious disease during the voyage, the primitive sanitation of the new towns, and the casual attitude of miners towards public health during the gold rush period.

In 1854, three years after it had become a separate State, Victoria obtained its first Health Act. Under this statute there was established a Central Board of Health with powers relating to drains, sewers, lavatories, pigsties, noxious trades, food, and the erection of infectious diseases hospitals.

This was a modest start, but it enabled the authorities of that era to lay a firm base for the future. There were still many health problems to be solved. Melbourne was to lack an adequate sewerage system for some years to come. Diphtheria and scarlet fever were prevalent during the 1870's, and epidemics of these illnesses caused many deaths. Mental hospitals were built, but these institutions had more of the atmosphere of a prison than a hospital, and the mentally sick were to wait a long time before they were to be considered as such and before methods were to be adopted to cure them whenever possible.

The emphasis was on physical health and this set the standards incorporated in the English *Public Health Act* 1875, a piece of legislation which was to serve as a model throughout the British Commonwealth. Victoria followed this lead in 1890 when a new Health Act was passed. The Central Board of Health was replaced by a Board of Health consisting of nine members—a Chairman, a Medical Inspector and seven representatives from municipal councils. From then on, the Victorian municipal authorities, with their knowledge of the conditions peculiar to their localities, were to share the responsibility of guarding public health in Victoria. A Department of Health was set up, the Medical Inspector becoming the permanent head.

Acceptance of new ideas on public health during the late nineteenth and early twentieth centuries is reflected in the institutions founded and the laws adopted. Training in bacteriology became possible with the foundation of the University Public Health Laboratory. The *Pure Food Act* 1905 was passed to ensure cleaner food for the community. The free kindergarten movement and school medical service were inaugurated in 1909, and 1917 saw the beginnings of the infant welfare movement.

Another Health Act became law in 1920. By this statute the Board of Public Health gave way to the Commission of Public Health, a body comprising seven members—the Chief Health Officer, ex-officio

Chairman of the Commission, two medical practitioners, three municipal representatives, and one other. The Act was to be administered by the division of Victoria into six health areas, each one in the charge of a district health officer, a full time medical officer employed by the Government. Each municipality was to appoint a health inspector and a medical practitioner as its medical officer of health.

In the meantime infant welfare work began to flourish, and with more and more centres being established it was found necessary to set up in 1926 an Infant Welfare Section in the Department. Control of these centres belonged to the municipalities in which they were situated.

The progress being made in public health was greatly retarded during the depression years of the 1930's. A number of municipal councils, under the retrenchment policies they adopted, dismissed their health inspectors or placed them on part-time duty. At that time the physical well-being of many Victorians suffered because their diet, clothing, and housing all declined in quality.

In 1943, the Victorian Parliament passed the Minister of Health Act and the following year this legislation came into operation. It was an Act very comprehensive in scope in that all health matters and all state medical services were brought under one control. A number of Acts formerly administered by other departments now became the business of the Department of Health.

Hitherto the Department of Health had two branches, the General Health Branch and the Mental Hygiene Branch. Under this latest Act, the Governor in Council was able to create new branches by proclamation. To the original two branches another two have been added.

The first of these, the Maternal and Child Hygiene Branch, came into existence in 1944. This branch consists of the Schools' Medical and Dental Services and the Maternal and Infant Welfare Division. Arising from an agreement between the Victorian and Commonwealth Governments in 1949 the Tuberculosis Branch was established. This branch, though subject to the general supervision of the Chief Health Officer, is under the administration of its own Director.

Until 1949, the problem of cancer was the concern of the Anti-Cancer Council. In that year the work of this body was rewarded by the foundation of the Cancer Institute Board, a corporation formed to undertake research into the cause, treatment and prevention of cancer in Victoria and Tasmania.

The *Mental Hygiene Authority Act* 1950 set up a Mental Hygiene Authority within the Health Department. The members of the Authority are a chairman, deputy chairman, and administrative member who began in 1952 the complete re-organization of mental hygiene administration.

A consolidating Health Act was approved by Parliament in 1956. This Act incorporated the *Health Act* 1928 and its subsequent amendments along with a great deal of previous legislation relating to

infectious diseases, stream pollution, apartment house standards, control of new substances causing industrial hazards, and stricter control of food premises.

A description of the functions and activities of some divisions of the Department of Health is given below.

### **Department of Health**

#### *Industrial Hygiene Division*

This Division is interested in all aspects of occupational health, but is mainly concerned with its application to industry.

It administers a number of regulations which are designed to protect the worker from occupational hazards, and perhaps the most important are those which prescribe the maximum concentration of various toxic substances allowed in the air breathed by workers in industry.

The Division makes periodic inspections of factories and has laboratory facilities for determining the presence of toxic substances in the air. Medical officers attached to the Division also carry out clinical and diagnostic tests on individual workers suspected of suffering from industrial diseases.

Particular industrial hazards are investigated as they are discovered in routine inspections, or brought to the notice of the Division by employees, unions, employers, or medical practitioners. From time to time a certain industry or hazard is made the subject of a special survey and this usually means testing a number of atmospheric samples or involves a number of clinical or radiological examinations.

The Division keeps abreast with current literature on industrial hygiene and provides an advisory service to industry and medical men on occupational health matters.

#### *Poliomyelitis Division*

Until 1937, poliomyelitis in Victoria was so rare that there was no organization responsible for diagnosing or treating patients. The epidemic in 1937 and 1938 (over 2,000 cases in six months) was dealt with largely by the Children's Hospital because the disease was mainly confined to children and infants. After the war, the trend of incidence changed and resulted in smaller epidemics affecting adults as well as children. The Department of Health called in orthopaedic specialists and private physiotherapists to care for patients who were beyond the charter of the Children's Hospital, but by 1949 the consultant service was no longer adequate and the Poliomyelitis Division was established. The functions of the Division include :—

- (1) Epidemiology;
- (2) a diagnostic service provided by a panel of specialists on call to the medical profession;
- (3) an after-care consultant service provided by medical officers of the Division and others on referral;
- (4) physiotherapy treatment and after-care;

- (5) home nursing;
- (6) rehabilitation; and
- (7) providing and maintaining respirators throughout the State.

Immunization with Salk vaccine has reduced the incidence sharply and should keep it down to the pre-1937 level, but after-care services for those already affected will be required for some years.

### *School Medical Service*

The School Medical Service was established in 1909 as a branch of the Education Department, and the first officers of the Branch were assisted by an Advisory Committee of medical, dental, public health, and educational specialists. The main objective was to examine each child three times during his school life, but the importance of health education was also recognized and systematic instruction of teachers was undertaken.

A preliminary investigation showed an amount of physical defect that was surprisingly large by present day standards and much of it was preventable: for instance, 95 per cent. or more of the children attending primary schools had dental defects. In 1914, school medical officers began to examine teachers for entry to the Public Service and for subsequent sick leave, but little was done to extend the systematic examination of school children.

The first school nurses were appointed in 1914 and the medical staff was increased to four at about the same time by the appointment of one additional medical officer. However, the new doctor enlisted for war service shortly afterwards and left the medical staff as before. The nurses were allotted the duty of following up in the Metropolitan Area the defects found by the medical officers during their examinations.

The School Medical Service was transferred from the Education Department to the Health Department in 1946 without any alteration in its charter, but since then the outlook has changed and the purposes of the School Medical Service are now :—

- (1) To maintain the physical, social, and emotional health of school children at the highest level;
- (2) to detect defects and departures from normal health;
- (3) to follow up each recommendation for further medical advice;
- (4) to conduct special surveys from time to time;
- (5) to promote health education in the community;
- (6) to make medical advice available for handicapped children and collaborate in placing them in special schools; and
- (7) to examine medically teachers for entry to the teaching service, for superannuation and for sick leave.

In June, 1959, the Service included 36 doctors and 41 school nurses. The original Advisory Committee had lapsed some years previously, and the trend now is to use consultants in the specialities that warrant them.



Public health activities are becoming more concerned with diseases whose prevention calls for informed personal action by individuals, and since the teacher is a key person in the community, health education through the schools is an important part of the School Medical Service. Teaching social health to teachers-in-training and to parents is demanding an increasingly high standard of knowledge from both the doctor and the school nurse, and will materially influence the attitude of the public towards health and disease.

### *School Dental Service*

The School Dental Service commenced in 1921 (as a section of the School Medical Service, under the Education Department) with the opening of a dental clinic in South Melbourne to which children from State schools were brought by their class teachers for examination and treatment.

The objectives were :—

- (1) To see the children during their first year of school life and to give treatment necessary to put them in healthy dental condition. This initial treatment usually involved a number of extractions and some fillings to clear up the accumulated effects of dental decay ; and
- (2) to see them again annually and, by providing regular treatment, keep their mouths in healthy condition throughout their primary school life.

Children in country districts were found to be equally in need of dental care and the service was extended by obtaining portable equipment which could be moved by rail from town to town and set up in the schools to treat the children. Dental vans into which equipment was installed, and which operated in the school grounds, were also obtained.

By 1925 it was impracticable to attempt to cover the whole State with a staff of nine dentists. In the Metropolitan Area, children were taken only from schools in the inner industrial suburbs. Certain country districts were selected for treatment, and a number of homes and orphanages in the Metropolitan Area and in the provincial cities of Geelong, Ballarat, and Bendigo were also visited.

The age-group of children accepted for treatment was limited to those six to eight years of age, who were then treated at each subsequent visit until they reached twelve years of age, covering the transition period during which the first (deciduous) teeth are lost and the second (permanent) teeth erupt. The treatment afforded included all necessary fillings, extractions, cleaning and polishing, and no child was treated unless parental consent had been previously given.

The School Dental Service was transferred to the Health Department under the *Ministry of Health Act* 1945, and became a separate division in the Maternal and Child Hygiene Branch in 1951, when steps were taken to revive and expand the service which had been considerably reduced during the war period through loss of staff to the defence forces.

The obsolete prewar dental vans were replaced and a number of new mobile units added, including six two-surgery semi-trailer units which are utilized to serve consolidated schools and large schools in country towns. The single-surgery dental vans, meanwhile, visit the smaller, outlying rural schools. With these units, country itineraries formerly visited were resumed and the service has extended into a number of country districts not previously included.

Priority is given to areas of scattered population remote from dental facilities and every effort is made to maintain annual visits to such districts. In more closely settled areas, longer periods may elapse before the schools are again visited.

In the Metropolitan Area, the South Melbourne dental centre was moved to larger premises and two additional centres opened in North Fitzroy and Footscray in 1953 and 1959 respectively. Each of these centres has a district allotted, and children are brought from their schools by contract bus, under the control of an escort teacher provided by the Education Department.

Rapid population increase and the inclusion of Catholic parish schools in the scheme in all districts served by the School Dental Service, has restricted the rate at which additional schools can be added to the programme and there are still many large areas, both metropolitan and country, which it has not been possible to include.

The service has, however, been developed progressively to a staff of 40 dentists who treat some 50,000 children per year out of the 80,000 to whom dental care is made available, comprising 30,000 attending metropolitan schools, 45,000 attending country schools, and 5,000 in homes and orphanages, or attending organized training centres for physically and mentally handicapped children.

### *Pre-natal, Infant Welfare, and Pre-school Services*

#### *General*

The health services for mothers and children in Victoria today, planned and co-ordinated by the Maternal and Child Hygiene Branch of the Department of Health, reflect a growing understanding of the importance of the first years of life and the need for a total health programme.

From the pre-natal period through the pre-school years, mother and child are the focal point for the services planned to meet their needs. Doctors, infant welfare sisters and pre-school officers work as a team to promote conditions conducive to good mental and physical health.

The value and strength of the mother-child relationship as a basis for future development is well accepted and implemented in the approach and attitude to the mother by the health centre team. Confident, happy mothers make for confident, happy children and every opportunity is taken to build up the mother's own strength.

Ante-natal clinics set up by municipal councils provide care and instruction for expectant mothers. In these clinics the foundations for healthy, happy childhood are laid and mothers are helped to look forward with joy and anticipation to the birth of the baby.

In a programme of health education the Infant Welfare Sister has a most important part to play. As a friend and adviser she is able to give the young mother added confidence in the important task of child rearing. Her services in Victoria are available to every mother in the community. Infant Welfare Centres have been established all over Victoria except in some remote parts where mobile Infant Welfare vans carry the service to isolated families. The correspondence scheme reaches mothers who cannot attend either the static centre or the van.

The standard of buildings in this State is high and a very large number of centres are housed in modern, well designed, functional buildings, attractively furnished and planned to meet the needs of individual areas.

In very many instances the Infant Welfare Service and the Pre-school Service are housed under the same roof in a combined Infant Welfare and Pre-school building. The service is thus a continuous one—the Infant Welfare Sister and kindergarten teacher sharing their knowledge and understanding and working together for the welfare of the family.

While the Infant Welfare Service provides an advisory service for mothers, the Pre-school Service offers group care to children, giving them the opportunity for social learning and the satisfaction and benefit of good play experiences under the guidance of a trained teacher.

Three kinds of pre-school centres—kindergarten, pre-school play centre and day nursery—are subsidized in Victoria. The kindergarten and play centre both provide opportunity for group experience for two to three hours each day. The day nursery provides all day care for infants and pre-school children in cases where the mother is obliged to work or is not able to care for her children.

The kindergarten, which can accommodate up to 30 children in a group, is staffed by either a Kindergarten Training College graduate or a registered teacher. It provides a longer programme than the play centre which accommodates fifteen children in a group and is staffed by either a pre-school play leader or a registered teacher. Both these centres work closely with the home, offering an extension to the child's experiences in a safe comfortable environment. The child's world is gradually widened, his curiosity stimulated and satisfied, and his abilities developed through the programme provided.

The day nursery, in which the child spends most of his waking hours, plans to provide substitute home experiences, offering warmth, love and security to the child who of necessity must spend so much time away from home.

Children attending subsidized pre-school centres receive an annual medical examination by a departmental officer.

All services have extended greatly during the past years and there are now many pre-natal, infant welfare, and pre-school centres throughout the State, established, subsidized, and supervised through this Branch. There is shared responsibility where the Government,

municipal councils, and voluntary committees, all have a part to play. The centres spring from the needs of the parents themselves who are willing to work to establish these services for their children.

Through these health services the continuous care of the child is ensured and early foundations for good mental and physical health are laid.

### *Expenditure*

The State Department of Health's expenditure on maternal, infant and pre-school welfare in the year 1957-58 was £604,734 and in 1958-59 was £653,828, the details of the principal expenditures being shown below. In addition, capital grants paid towards the building of infant welfare and pre-school centres accounted for additional sums of £130,000 in 1957-58, and of £170,000 in 1958-59.

## VICTORIA—DEPARTMENT OF HEALTH : EXPENDITURE ON MATERNAL, INFANT, AND PRE-SCHOOL WELFARE

(£)

Particulars	1957-58	1958-59
Salaries .. .. .	73,386	77,967
Subsidies, &c., to—		
Municipalities—		
Infant Welfare Centres .. .. .	151,088	173,288
Training Schools—		
Infant Welfare .. .. .	5,000	5,000
Mothercraft .. .. .	9,000	9,000
Kindergartens and Play Centres .. .. .	261,910	274,105
Crèches and Day Nurseries .. .. .	46,537	47,044
Infant Welfare and Pre-school Scholarships .. .. .	16,829	15,874
Other Expenditure .. .. .	40,984	51,550
Total .. .. .	604,734	653,828

### *Infant Welfare Centres*

Every municipality in the State, except one, contributes to an infant welfare service for the people within its boundaries. Subsidy to municipalities for this service is £600 per annum for each full-time sister employed. For sparsely populated areas mobile services are provided. The Infant Welfare Sisters drive specially constructed vans, visiting homes or groups of mothers at specified locations. These sisters are employed by the Department of Health, the municipalities they serve making contributions to the service. An additional service for mothers in inaccessible areas is provided by the Department's correspondence scheme, through which mothers are enabled to obtain advice from a member of the staff, who attends to any queries and sends out regular monthly letters until the child is two years of age.

Particulars of Infant Welfare Centres in Victoria for the years 1957 to 1959 are shown below :—

### VICTORIA—INFANT WELFARE CENTRES

Particulars	1957	1958	1959
Metropolitan Centres .. .. .	149	152	159
Country Centres .. .. .	388	397	406
Mobile Units .. .. .	20	20	21
Centres in Non-Rate Paying Areas .. .. .	12	12	14
<b>Total Number of Infant Welfare Centres</b>	<b>569</b>	<b>581</b>	<b>600</b>
Number of Infant Welfare Nurses in Centres	247	275	287
Number of Birth Notifications Received ..	59,842	60,937	61,292
Number of Children Attending Centres ..	138,939	146,251	153,045
Total Number of Attendances at Centres ..	1,222,820	1,289,497	1,331,403
<b>INFANT WELFARE CORRESPONDENCE SCHEME</b>			
Number of Children Enrolled .. .. .	461	337	368
Expectant Mothers Enrolled .. .. .	27	10	10

#### *Infant Welfare Nurses*

The number of registered Infant Welfare Nurses in Victoria in 1959 was 2,220. Approximately 70 nurses are being trained per year, but these provide staff for hospital maternity units as well as for infant welfare centres. There are three infant welfare training schools for nurses, the examination being conducted by the Victorian Nursing Council who issue the certificate. A training subsidy is given through this Branch of the Health Department.

#### *Mothercraft Nurses*

The mothercraft nursing training is of fifteen months' duration and trains girls to care of babies and their mothers during the nursing period. There are nine mothercraft training schools and the examination is conducted by the Victorian Nursing Council. In 1959, 145 nurses gained their certificate. All schools receive a subsidy for training.

#### *Pre-natal Services*

In all Infant Welfare Centres advice is given by the Infant Welfare Sisters on pre-natal hygiene and preparation for motherhood. In 1945 pre-natal medical services were introduced at certain centres and there are now 30 municipalities in which pre-natal clinics are held. These are run in conjunction with public maternity hospitals serving these areas. The extent to which the services are used is shown by the fact that, in 1959, 6,377 expectant mothers availed themselves of the service, entailing 34,902 consultations.

#### *Pre-school Maintenance Subsidies*

The subsidy for a full-time kindergarten is £720 per annum, for a ten session play centre £325 per annum, and for all day care a per capita subsidy of £75 per annum.

The number of subsidized pre-school centres and the number of children enrolled in 1957, 1958, and 1959 were as follows :—

VICTORIA—SUBSIDIZED PRE-SCHOOL CENTRES AND ENROLMENTS

Particulars	1957		1958		1959	
	Number	Enrolment	Number	Enrolment	Number	Enrolment
Metropolitan—						
Kindergartens ..	196	..	218	..	226	10,984
Pre-school Play Centres	30	..	25	..	38	1,039
Total .. ..	226	10,911	243	11,705	264	12,023
Country—						
Kindergartens ..	80	..	95	..	117	6,135
Pre-school Play Centres	60	..	65	..	70	1,716
Total .. ..	140	6,313	160	7,082	187	7,851
Day Nurseries—						
Metropolitan ..	12	..	12	..	13	..
Country .. ..	1	..	1	..	1	..
Total .. ..	13	1,163	13	1,166	14	1,376

*Building Grants*

Capital grants on a £2 to £1 basis up to a maximum of £3,000 (July 1958) are paid towards the erection of Infant Welfare Centres and Pre-school Centres reaching approved standards. The numbers of grants made over the years are shown below :—

VICTORIA—INFANT WELFARE AND PRE-SCHOOL CENTRES :  
NUMBER OF CAPITAL GRANTS

Buildings Subsidized	1957	1958	1959	From Inception to 1959
Infant Welfare Centres .. ..	21	22	20	293
Pre-school Centres .. ..	31	31	23	361
Total .. ..	52	53	43	654

*Tuberculosis Bureaux and Sanatoria*

Two sanatoria are functioning in the Metropolitan Area and accommodation is also provided for tuberculosis patients at the Austin Hospital. Ex-servicemen and ex-servicewomen are accommodated at the Repatriation Department hospitals at Heidelberg and Macleod.

In country districts tuberculosis clinics have been established at Base Hospitals and in a number of cases tuberculosis chalets are also attached.

Visiting nursing services operate throughout the State. Twelve nurses visit homes of patients and contacts in the Metropolitan Area and six nurses visit in the country.

Thirteen mobile units are used in the mass X-ray surveys and between 1949 and 1959 over 4,000,000 people were X-rayed by the service.

The following tables show particulars of the operation of the Tuberculosis Sanatoria and Bureaux :—

VICTORIA—TUBERCULOSIS SANATORIA :  
ACCOMMODATION, ETC.

Sanatoria	Year Ended 31st December—				
	1955	1956	1957	1958	1959
	ACCOMMODATION				
Metropolitan .. ..	785	577	558	541	541 *
Country .. ..	211	211	211	203	203
Total .. ..	996	788	769	744	744
	ADMISSIONS				
Metropolitan .. ..	1,065	1,005	844	1,081	1,046
Country .. ..	282	275	239	218	271
Total .. ..	1,347	1,280	1,083	1,299	1,317
	DISCHARGES				
Metropolitan .. ..	1,222	870	804	1,055	988
Country .. ..	230	237	192	186	216
Total .. ..	1,452	1,107	996	1,241	1,204
	DEATHS				
Metropolitan .. ..	43	69	31	58	65
Country .. ..	29	12	16	16	22
Total .. ..	72	81	47	74	87

VICTORIA—TUBERCULOSIS BUREAUX ACTIVITY

Particulars	1955	1956	1957	1958	1959
New Cases Referred for Investigation	10,111	12,244	10,303	11,365	10,196
Re-attendances (Old Cases and New)	57,737	60,814	64,534	61,846	64,538
Visits to Patients' Homes by Nurses	12,543	12,984	12,970	12,895	14,656
X-ray Examination—Films—					
Large .. ..	45,014	44,925	43,882	37,748	38,809
Micro .. ..	6,099	6,337	7,078	6,959	6,600

*Mental Hygiene Authority*

The Mental Hygiene Authority is in charge of the Mental Hygiene Branch of the Department of Health. The Branch consists of institutions for in-patient care and out-patient clinics and other services necessary for a comprehensive community mental health programme.

In recent years living conditions for patients and staff in institutions have been greatly improved. Existing buildings have been remodelled and new ones provided and services generally have been re-organized to conform with modern requirements. Nursing staff training has been re-organized and extended and training schools have already been established at three institutions. Instructional courses are also arranged for clergy, social workers and others likely to encounter mental health problems in the course of their work.

Particular attention has been given to patients' activities. Light industrial workshops have recently been established in a number of hospitals and the Victorian Employers' Federation has formed a non-profit making company to foster this new activity. The recreation and social facilities in all institutions are generally excellent.

Increasing numbers of people are being encouraged to seek help in the early stages of mental illness. Many can now be treated as out-patients and the duration of in-patient treatment of those requiring admission to institutions is diminishing. Whilst improved conditions and facilities are contributing factors, better public understanding of mental illness is an important reason why the numbers of voluntary patients have progressively increased to the point where they already comprise the majority of admissions.

Features of community interest in mental health in Victoria are the Mental Hospitals Auxiliaries (one of whose outstanding contributions is the operation of three after-care homes) and help given to patients by the Country Women's Association. The voluntary committees controlling retarded children's centres also merit special mention. 25 day centres located throughout the State are subsidized by the Authority and cater for almost 1,000 intellectually handicapped children. Three residential centres are also subsidized.

A research institute, which includes library facilities, has made valuable contributions in its field. (See page 248.)

A Bill to modify and improve State mental health legislation was approved by Parliament in December, 1959. However, its operation will be deferred until necessary administrative requirements are finalized.



The following table sets forth the numbers under the care of the Mental Hygiene Authority for the years 1954 to 1958 :—

VICTORIA—CERTIFIED PERSONS AND VOLUNTARY BOARDERS ON THE REGISTERS OF THE MENTAL HYGIENE AUTHORITY

Location	At 31st December—				
	1954	1955	1956	1957	1958
In State Hospitals .. .. .	6,758	6,705	6,718	6,699	6,899
On Trial Leave from State Hospitals ..	709	911	1,044	1,198	1,219
Boarded Out .. .. .	309	293	287	320	249
Absent without Leave .. .. .	19	25	23	29	26
<b>Total Number of Certified Insane ..</b>	<b>7,795</b>	<b>7,934</b>	<b>8,072</b>	<b>8,246</b>	<b>8,393</b>
In Receiving Institutions .. .. .	86	57	72	59	63
On Trial Leave, &c., from Receiving Houses .. .. .	..	3	68	177	182
<b>Total .. .. .</b>	<b>7,881</b>	<b>7,994</b>	<b>8,212</b>	<b>8,482</b>	<b>8,638</b>
Voluntary Boarders .. .. .	494	667	870	1,179	1,398
Military Mental Cases, Bundoora (Not Included in Above Table) .. .. .	263	265	267	258	308

The number of admissions of certified patients to State mental hospitals for each of the years 1954 to 1958 was as follows :—

VICTORIA—MENTAL HOSPITALS : ADMISSIONS

Year	Direct Admissions			From Receiving Houses			Total Admissions
	Males	Females	Total	Males	Females	Total	
1954 .. .. .	104	86	190	480	483	963	1,153
1955 .. .. .	130	103	233	474	475	949	1,182
1956 .. .. .	143	98	241	653	558	1,211	1,452
1957 .. .. .	142	119	261	681	651	1,332	1,593
1958 .. .. .	223	135	358	605	676	1,281	1,639

The numbers of certified patients who were discharged from, or who died in State mental hospitals for each of the years 1954 to 1958 are given below :—

### VICTORIA—MENTAL HOSPITALS : DISCHARGES AND DEATHS

Year	Discharges			Deaths			Total Discharges and Deaths
	Males	Females	Total	Males	Females	Total	
1954 .. ..	372	389	761	254	279	533	1,294
1955 .. ..	293	223	516	224	303	527	1,043
1956 .. ..	369	240	609	311	394	705	1,314
1957 .. ..	438	275	713	310	396	706	1,419
1958 .. ..	499	366	865	290	353	643	1,508

### Hospitals and Charities Commission

#### General

Prior to 1864, public hospitals in Victoria were very few; unorganized as a State service; of extremely limited scope and capacity; and dependent for finance almost entirely on charitable contributions.

Legislation of 1864 brought in a small measure of State control in that it required all charities to be registered and provided certain rules for the election of Committees, but made no demands for improvement or reform in the service. From 1881 until 1923, centralized control of public hospitals was limited to the activities of a Government appointed inspector assisted by an Advisory Council of four other members. The inadequacy of this was apparently realized in 1890, when a Royal Commission on Charitable Institutions recommended "the appointment of a Central Board of Charity to allocate the Government grants to the various districts and have general control of all charities within the colony". This recommendation was not implemented until 1923, when the *Hospitals and Charities Act 1922* brought into being the Charities Board of Victoria. The Board, which commenced to function on 1st July, 1923, consisted of fourteen honorary members (increased to sixteen in 1939), the Secretary and Chief Executive Officer being the Inspector of Charities. From its inception until 1st July, 1944 (when the Ministry of Health Act was proclaimed), the Charities Board of Victoria came under the Department of the State Treasurer, but from that date the Minister of Health became the Governmental authority.

The Board had extensive responsibilities and powers of control over the activities of charities supported by and seeking the voluntary contributions of the public. To increase the usefulness of the public hospitals and as an aid in determining the relative amounts of Governmental subsidy to be paid, the Board classified them as metropolitan and country, the latter being graded into base hospitals

(A and B Grades), district hospitals, and cottage hospitals. By a system of zoning and the establishment of a base hospital in each zone, much was done to improve hospital facilities.

With the proclamation of the *Hospitals and Charities Act 1948*, the Charities Board of Victoria ceased to exist and the Hospitals and Charities Commission became its successor. Consisting of three full-time Commissioners (and staff), it assumed office on 15th November, 1948.

### *Functions*

The Commission has powers and responsibilities :—

- (1) To register and exercise oversight of public hospitals and other institutions and benevolent societies (including ambulance services);
- (2) to promote the development of hospital and institutional services and benevolent societies (including ambulance services);
- (3) to recommend payment of maintenance and capital subsidies to registered institutions and benevolent societies;
- (4) to recommend to the Minister any necessary amendments to the Hospitals and Charities legislation, or any new systems of financing institutions and societies;
- (5) to inquire into the administration (including the financial administration) of institutions and societies;
- (6) to recommend the closing or amalgamation of institutions and benevolent societies in certain circumstances;
- (7) to control and administer temporarily a hospital in which the committee of management ceases to exist;
- (8) to determine the location, accommodation, and bed allocation in new hospitals and other institutions that will be subsidized;
- (9) to advise upon and approve the erection of new buildings and the alteration of existing ones;
- (10) to determine (after consultation with the Victorian Nursing Council) what hospitals should be used for nurse training and the standards of nursing staff for hospitals;
- (11) to establish preliminary schools for nursing trainees;
- (12) to promote the classification of medical staffs of hospitals (other than teaching hospitals);
- (13) to establish and maintain a bureau to assist the admission of patients to hospitals;
- (14) to authorize or prohibit the conduct of public appeals for funds for charitable purposes and to require financial returns to be submitted;
- (15) to prepare model by-laws as the basis for the by-laws of incorporated hospitals;

- (16) to promote—
- (a) collective buying of standard equipment, furnishings, and supplies ;
  - (b) administrative training schemes ; and
  - (c) post-graduate training of nurses ;
- (17) to administer private hospitals—under the *Health Act* 1958 ; and
- (18) to administer the Hospital Benefits Scheme by arrangement with the Commonwealth authorities.

The Commission interprets these functions liberally, particularly those of an advisory character. It has established departments to assist hospital committees and staffs in all matters covering the wide fields of hospital buildings and equipment, services, finance, administration and organization.

The Commission's building plan embraces hospitals, benevolent homes (including geriatric hospitals), and charitable institutions of all types. The building programme is conditioned primarily by two important policies :—

- (1) To utilize existing buildings wherever possible by restoration or by additions; and
- (2) to build and equip according to an overall State regional hospital pattern developed by the Commission and accepted by the hospital committees.

At 30th June, 1959, work in progress, or approved and about to commence, was estimated to cost approximately £10,000,000; other projects were in the planning stage.

The Hospitals and Charities Fund is established at the Treasury and into it are paid :—

- (1) Moneys appropriated by Parliament (now fixed under the *Hospitals and Charities Act* 1948, at £800,000) ; and
- (2) special appropriations by Parliament.

In the year 1958-59, the Commission spent a gross amount of £4,825,000 from loan funds on new buildings, additions, remodelling and furnishings for hospitals, benevolent homes, ambulance services, and other charitable institutions and societies. The amount made available for maintenance was £11,363,891.

In making recommendations to the Minister about what sums of money from the Hospitals and Charities Fund should be paid to each subsidized institution or benevolent society in any financial year, matters such as the following are taken into consideration :—

- (1) The financial position of such institution or benevolent society and the amount likely to be contributed to it during the financial year other than that from the Fund;
- (2) the probable net receipts and expenditure for the financial year;
- (3) the actual number of persons relieved during the preceding financial year;

- (4) the average number of beds (if any) occupied during the preceding financial year and the average cost per bed;
- (5) the average length of stay of each in-patient during the preceding financial year; and
- (6) the general conditions and management.

The Commission's control of State funds is exercised :—

- (1) In capital funds : through Commission approval being required at all stages of building projects from the preliminary sketch plan stage to supervision by Commission officers of the actual project ; and
- (2) in maintenance funds: through budgetary control. Each institution is required to submit for Commission approval a budget covering the succeeding year's operations.

At 30th June, 1959, the number of public hospitals, metropolitan and country, was 133, with a total of 12,002 beds (including Private and Intermediate beds).

The growth of public hospital services in Victoria since 1950 is indicated in the following table which shows the number of public hospitals functioning and the number of beds available :—

VICTORIA—NUMBER OF PUBLIC HOSPITALS AND NUMBER OF BEDS

Year	Number of Hospitals		Number of Hospital Beds (Including Private and Intermediate Sections)		Population of Victoria at 31st December
	Metropolitan	Country	Metropolitan	Country	
1950 .. ..	20	71	4,397	4,533	2,237,182
1951 .. ..	21	72	4,478	4,634	2,299,538
1952 .. ..	21	75	4,568	4,669	2,366,719
1953 .. ..	22	81	4,723	5,009	2,416,035
1954 .. ..	24	85	5,018	5,134	2,480,877
1955 .. ..	26	88	5,782	5,339	2,555,021
1956 .. ..	28	93	5,867	5,483	2,632,623
1957 .. ..	29	98	6,014	5,681	2,700,635
1958 .. ..	29	100	6,177	5,694	2,770,919
1959 .. ..	30	103	6,188	5,814	2,842,903

NOTE:—This table excludes the Cancer Institute, Auxiliary hospitals, Convalescent homes, Sanatoria, Mental hospitals and Receiving homes, details of which are shown in the table on page 235.

At 30th June, 1959, the Commission had on its register 1,140 institutions and societies. Some registered hospitals are not yet functioning, and are therefore excluded from the previous table. Details of the registrations for the years 1958 and 1959 are shown in the following table :—

VICTORIA—INSTITUTIONS REGISTERED WITH THE  
HOSPITALS AND CHARITIES COMMISSION

Particulars	At 30th June—	
	1958	1959
Hospitals .. .. .	145	147
Benevolent Homes and Hostels .. .. .	76	79
Children's Homes .. .. .	52	52
Foundling and Rescue Homes .. .. .	16	16
Organizations for Welfare of Boys and Girls .. .. .	188	222
Crèches and Kindergartens .. .. .	87	84
Bush Nursing Centres .. .. .	17	16
Ambulance Organizations .. .. .	37	34
Relief Organizations .. .. .	114	108
Miscellaneous Organizations .. .. .	121	140
Private Hospitals .. .. .	244	242
	1,097	1,140

*Hospital Regional Planning*

Beyond the limits of the Metropolitan Area, the hospital services are well established on a regional basis; eleven regions are in operation, centred on base hospitals throughout the State, as follows:—

Barwon .. .. .	Geelong and District Base Hospital
Corangamite .. .. .	Warrnambool and District Base Hospital
Glenelg .. .. .	Glenelg Base Hospital, Hamilton
Wimmera .. .. .	Wimmera Base Hospital, Horsham
Central Highlands .. .. .	Ballarat Base Hospital
Mallee .. .. .	Mildura Base Hospital
Loddon .. .. .	Bendigo Base Hospital
Goulburn Valley .. .. .	Mooroopna Base Hospital
North-eastern .. .. .	Wangaratta and District Base Hospital
East Gippsland .. .. .	Gippsland Base Hospital, Sale
West and South Gippsland Group	West Gippsland Hospital, Warragul

The services now available in the regions include blood banks, reserve equipment, engineering, pathology, radiology, physiotherapy, medical libraries, group laundries, regional pharmacists and almoners, and nursing recruitment campaigns.

### *Private Hospitals*

The Hospitals and Charities Commission through continual inspections tries to keep private hospital standards as high as possible.

At 30th June, 1959, in the Metropolitan Area there were 162 registered private hospitals with 3,667 beds. In the country, there were 80 hospitals with 1,160 beds. Bush Nursing Hospitals are registered with the Commission as private hospitals.

### *Nursing Training*

Although the over-all position is reasonably good, individual hospitals, particularly some small country hospitals, are still short of nurses. At present there are 100 nurses to every 96 patients. For the development of nursing in Victoria, see page 240.

*Nurse Training*—General nursing training is available at many metropolitan and country hospitals. In addition, nurse training is undertaken by the Royal Melbourne Hospital and Associated Hospitals School of Nursing and the Northern District School of Nursing. Recruitment of student nurses is good, but it is still insufficient to satisfy the service needs of the participating hospitals. At 30th June, 1959, a total of 850 student nurses were in training.

*Nursing Aides*—Training for registration as a nursing aide is available to girls who do not have the necessary qualifications to undertake general nursing training. Preliminary training of six weeks is undertaken at the Nursing Aide School, Toorak, at Mount Royal, and at the Wimmera Regional Nursing Aide School, Warracknabeal. At the 30th June, 1959, a total of 245 students were in training. Practical training of ten and a half months is done in one of the affiliated hospitals.

*Nursing Bursaries*—The Hospitals and Charities Commission awards annually some 600 to 700 nursing bursaries to schoolgirls who are interested in training as nurses, to enable them to remain at school for further education. Since 1950, when the nursing bursary scheme began, 4,462 awards have been made.

*Post-graduate Scholarships*—Post-graduate courses are available to specially selected trained nurses who wish to specialize in a particular field. The value of scholarships awarded by the Commission in 1958-59 was approximately £10,000. 128 scholarships have been made available by the Commission to a total value of about £49,000.

### *District Nursing Service*

64 nursing sisters are employed by the Melbourne District Nursing Society, which operates sixteen motor cars throughout the metropolitan and some rural areas. In addition, eleven sisters are employed in the country services, including Ballarat District Nursing Society and Geelong District Nursing Society. During the year, 270,359 visits were made by district nurses in Victoria; of these, 30,559 were in country districts.

*Ambulance Services*

Ambulance services are organized on a regional basis ; the regions and regional headquarters are as follows:—

North-west Victoria .. ..	Mildura
Mid-Murray District .. ..	Swan Hill
Northern District .. ..	Echuca
Goulburn Valley .. ..	Shepparton
North-eastern Victoria District .. ..	Wangaratta
Wimmera District .. ..	Horsham
Ballarat and District .. ..	Ballarat
Central Victoria District .. ..	Bendigo
Glenelg District .. ..	Hamilton
South-western Victoria .. ..	Warrnambool
Geelong and District .. ..	Geelong
Victorian Civil .. ..	Melbourne
Peninsula .. ..	Frankston
Latrobe Valley District .. ..	Morwell
South Gippsland District .. ..	Leongatha
East Gippsland .. ..	Sale

Costs of maintaining services are met from voluntary donations, income from contributory schemes, transport fee charges to non-subscribers and special grants by the Commission.

During 1958–59, to help meet the rising costs of operation, the Commission subsidized the services with maintenance grants totalling £167,309. Grants totalling £86,199 were paid for capital purposes.

The increased demand for ambulance services is illustrated in the following table:—

## VICTORIA—AMBULANCE SERVICES

Particulars	1953–54	1958–59
Vehicles .. .. .	85	182
Staff .. .. .	212	356
Contributors .. .. .	196,424	271,570
Patients Carried .. .. .	92,929	173,593
Mileage Travelled .. .. .	1,182,408	2,929,806
Maintenance Grants .. .. .	£22,371	£167,309
Capital Grants .. .. .	£27,101	£86,199

*Care of the Aged*

There is an ever-increasing need to provide accommodation for old people. Many committees have been assisted by grants from the Commission and by grants available from the Commonwealth Department of Social Services under the Aged Persons Homes Act.

Accommodation for elderly people in benevolent homes and hostels has increased from 5,814 beds in 1954–55 to 7,159 beds in 1958–59. This figure includes the provision made for such patients in private hospitals. About 280 beds are available for elderly people in over-night hostels.



Geriatric units have been established at most of the larger benevolent homes. It is expected that these units will do as much for the aged as paediatrics has done for children.

Further to the development of geriatric units has been the establishment of "half-way houses" for the rehabilitation of elderly infirm people who, before the development of these services, would have been bedridden for their remaining years.

Foster-home service or accommodation in private homes is an alternative to institutional care for older people. One such service has been established in Melbourne by the Citizens' Welfare Service.

### Public Hospitals and Charitable Institutions

Information relating to receipts, expenditure, accommodation, and inmates of public hospitals and charitable institutions (subsidized) in Victoria during the years 1954-55 to 1958-59 is contained in the following tables. The numbers of indoor and outdoor patients refer to the "cases" treated and not to persons. It is considered probable that some persons obtained relief or became inmates at more than one establishment, but there is no information upon which an estimate of the number of these duplications can be based.

#### VICTORIA—NUMBER OF PUBLIC HOSPITALS AND CHARITABLE INSTITUTIONS

Institution	Year Ended 30th June—				
	1955	1956	1957	1958	1959
<b>Hospitals—</b>					
Special Hospitals* .. ..	10	10	10	10	11
General Hospitals—					
Metropolitan .. ..	15	17	19	19	20
Country .. ..	86	93	98	100	103
Auxiliary Hospitals .. ..	2	2	2	1	1
Convalescent Homes .. ..	1	1	1	1	2
Sanatoria .. ..	3	2	2	2	2
Mental Hospitals and Receiving Houses .. ..	14	14	15	15	15
<b>Total Hospitals .. ..</b>	<b>131</b>	<b>139</b>	<b>147</b>	<b>148</b>	<b>154</b>
<b>Other Institutions and Societies—</b>					
Infants' Homes .. ..	8	8	8	8	8
Children's Homes .. ..	36	36	35	33	33
Maternity Homes .. ..	4	4	4	4	4
Institutions for Maternal and Infant Welfare .. ..	3	3	3	3	3
Rescue Homes .. ..	4	4	4	4	4
Benevolent Homes .. ..	8	9	9	9	10
Deaf Dumb and Blind Institutions .. ..	2	4	5	5	6
Hostels for the Aged .. ..	12	10	10	10	12
Hospital for the Aged† .. ..	..	..	..	1	1
<b>Total Other Institutions‡ ..</b>	<b>77</b>	<b>78</b>	<b>78</b>	<b>77</b>	<b>81</b>

\* Special Hospitals are those that have accommodation for specific cases only or for women and/or children exclusively and in this table includes the Cancer Institute.

† Since 1958 Mt. Royal Benevolent Home has been classified as a Hospital for the Aged.

‡ In addition, there are a number of institutions, including bush nursing hospitals, youth clubs, benevolent societies, and church relief organizations.

VICTORIA—PUBLIC HOSPITALS AND CHARITABLE  
INSTITUTIONS: RECEIPTS AND EXPENDITURE  
(£'000)

Institutions	Fifteen Months Ended 30th June, 1955	Year Ended 30th June—			
		1956	1957	1958	1959
<b>Hospitals—</b>					
<b>Receipts—</b>					
Government .. .. .	15,135	13,593	15,517	16,307	16,911
Patients .. .. .	3,629	3,183	3,769	4,337	4,852
Other .. .. .	1,754	1,446	2,114	2,006	1,878
<b>Total .. .. .</b>	<b>20,518</b>	<b>18,222</b>	<b>21,400</b>	<b>22,650</b>	<b>23,641</b>
<b>Expenditure—</b>					
Salaries and Wages .. .. .	8,413	8,229	9,292	9,749	10,390
Capital .. .. .	5,047	4,441	5,170	4,641	4,238
Other .. .. .	6,962	6,579	7,303	7,628	8,247
<b>Total .. .. .</b>	<b>20,422</b>	<b>19,249</b>	<b>21,765</b>	<b>22,018</b>	<b>22,875</b>
<b>Sanatoria—</b>					
Receipts .. .. .	622	575	505	503	510
Expenditure .. .. .	622	575	505	503	510
<b>Mental Hospitals and Receiving Homes—</b>					
Receipts .. .. .	5,014	6,049	6,787	7,049	7,724
<b>Expenditure—</b>					
Salaries and Wages .. .. .	1,886	2,194	2,592	2,760	3,190
Capital .. .. .	999	1,506	1,710	1,667	1,575
Other .. .. .	2,129	2,349	2,485	2,622	2,959
<b>Total .. .. .</b>	<b>5,014</b>	<b>6,049</b>	<b>6,787</b>	<b>7,049</b>	<b>7,724</b>
<b>Other Charitable Institutions—</b>					
Receipts .. .. .	4,066	4,092	5,592	6,279	6,731
Expenditure .. .. .	3,984	4,155	5,526	6,191	6,765
<b>Total Receipts .. .. .</b>	<b>30,220</b>	<b>28,938</b>	<b>34,284</b>	<b>36,481</b>	<b>38,606</b>
<b>Total Expenditure .. .. .</b>	<b>30,042</b>	<b>30,028</b>	<b>34,583</b>	<b>35,761</b>	<b>37,874</b>

**VICTORIA—PUBLIC HOSPITALS AND CHARITABLE  
INSTITUTIONS : DETAILS OF SOURCES OF INCOME AND  
ITEMS OF EXPENDITURE**

(£'000)

Particulars	Fifteen Months Ended 30th June, 1955	Year Ended 30th June—			
		1956	1957	1958	1959
<b>INCOME</b>					
Government Aid .. .. .	22,691	22,186	25,751	26,977	28,429
Municipal Aid .. .. .	232	214	245	256	228
Collections, Donations, Legacies ..	518	441	542	787	881
Fees—					
Out-patients .. .. .	559	522	559	651	683
In-patients—					
Public .. .. .	1,796	1,679	1,931	2,466	2,949
Private and Intermediate ..	1,836	1,585	2,160	2,312	2,499
Other .. .. .	2,588	2,311	3,096	3,032	2,937
<b>Total .. .. .</b>	<b>30,220</b>	<b>28,938</b>	<b>34,284</b>	<b>36,481</b>	<b>38,606</b>
<b>EXPENDITURE</b>					
In-patients and Inmates .. .. .	21,267	21,180	23,942	25,500	27,806
Out-patients .. .. .	1,793	1,695	1,927	1,975	2,182
Capital .. .. .	6,588	6,729	7,924	7,679	7,134
Other .. .. .	394	424	790	607	752
<b>Total .. .. .</b>	<b>30,042</b>	<b>30,028</b>	<b>34,583</b>	<b>35,761</b>	<b>37,874</b>

**VICTORIA—PUBLIC HOSPITALS: ACCOMMODATION AND  
INMATES, 1958–59**

Institution	Number of Beds in—		Daily Average of Occupied Beds in—		Total Cases Treated in—		Out-patients (Including Casualties)
	Public Section	Inter-mediate and Private Section	Public Section	Inter-mediate and Private Section	Public Section	Inter-mediate and Private Section	Cases Treated
Special Hospitals .. .. .	2,031	286	1,576	186	44,048	7,771	158,137
General Hospitals—							
Metropolitan .. .. .	2,777	736	2,071	630	55,259	28,731	225,698
Country .. .. .	2,934	2,880	1,721	1,832	37,658	83,611	184,359
Auxiliary Hospitals .. .. .	421	..	409	..	2,631	..	..
Convalescent Hospitals .. .. .	44	..	23	..	392	..	..
Sanatoria .. .. .	413	..	304	..	1,139	..	..
Mental Hospitals and Receiving Homes .. .. .	9,269	..	8,616	..	16,586	..	..
<b>Total .. .. .</b>	<b>17,889</b>	<b>3,902</b>	<b>14,720</b>	<b>2,648</b>	<b>157,713</b>	<b>120,113</b>	<b>568,194</b>

VICTORIA—CHARITABLE INSTITUTIONS, ETC.:  
ACCOMMODATION, 1958-59

Institution	Number of Beds for—		Daily Average	Accommodated During Year	
	Children	Adults		Children	Adults
Infants' Homes .. ..	385	76	363	1,043	230
Children's Homes .. ..	2,915	..	2,480	4,134	..
Maternity Homes .. ..	159	131	184	631	610
Institutions for Maternal and Infant Welfare .. ..	66	20	59	1,273	551
Rescue Homes .. ..	..	446	435	..	797
Benevolent Homes .. ..	..	2,491	2,212	..	3,654
Deaf, Dumb, and Blind Institutions	306*	..	239	318*	..
Hostels for the Aged .. ..	..	519	464	..	666
Hospital for the Aged .. ..	..	688	663	..	1,502

\* Details unavailable as to whether children or adults.

### Lord Mayor's Fund

The Lord Mayor's Fund was inaugurated on 4th April, 1923, for the purpose of assisting in the maintenance of metropolitan hospitals and charities, and was incorporated by Act of Parliament on 24th December, 1930. The Hospital Saturday and Sunday Fund was formed in 1873 and remained in operation until the year 1923, when the Hospital Saturday section was merged with the Lord Mayor's Fund, the Hospital Sunday section remaining a separate fund, but being carried on in close co-operation with the Lord Mayor's Fund. Since the date of the inauguration of the latter fund, subscriptions and donations amounting to £4,025,641 have been received, and the collections for the Hospital Sunday Fund have amounted to £664,297.

The total annual receipts of the two funds during the period 1949-50 to 1958-59 were as follows:—

### RECEIPTS—LORD MAYOR'S FUND: HOSPITAL SUNDAY FUND

(£)

Year Ended 30th June—	Lord Mayor's Fund	Hospital Sunday Fund	Total
1950 .. ..	148,354	23,091	171,445
1951 .. ..	142,588	27,535	170,123
1952 .. ..	147,841	28,595	176,436
1953 .. ..	175,795	31,318	207,113
1954 .. ..	172,195	32,027	204,222
1955 .. ..	206,326	27,749	234,075
1956 .. ..	180,846	29,517	210,363
1957 .. ..	199,478	31,070	230,548
1958 .. ..	290,469	29,946	320,415
1959 .. ..	240,164	30,486	270,650

### Bush Nursing Centres

Bush Nursing Centres are distributed throughout the State in the rural areas. At 31st March, 1959, there were 58 centres, including 45 hospitals, supplying 527 beds and employing approximately 170 trained nurses and 26 partly-trained nurses. During the year ended 31st March, 1959, the total number of cases attended by bush nurses was 30,940. The 45 hospitals admitted 13,965 in-patients and treated 11,505 out-patients.

Details of the receipts and expenditure of Bush Nursing Centres for the years ended 31st March, 1955 to 1959, are shown in the following table:—

#### VICTORIA—BUSH NURSING CENTRES: RECEIPTS AND EXPENDITURE (£)

Particulars	Year Ended 31st March—				
	1955	1956	1957	1958	1959
<b>RECEIPTS</b>					
Grants—					
Government* .. ..	99,499	112,076	190,407	200,112	176,350
Municipalities .. ..	789	244	315	500	435
Collections, Donations, &c.	73,391	50,413	71,778	85,197	81,764
Proceeds from Entertainments	10,046	8,460	10,761	11,798	5,338
Patients' Fees .. ..	169,148	188,480	211,095	226,221	233,814
Members' Fees .. ..	18,710	18,399	18,733	19,272	22,650
Interest and Rent .. ..	384	232	314	1,500	1,930
Miscellaneous .. ..	7,353	7,539	17,332	4,375	6,531
<b>Total Receipts .. ..</b>	<b>379,320</b>	<b>385,843</b>	<b>520,735</b>	<b>548,975</b>	<b>528,812</b>
<b>EXPENDITURE</b>					
Salaries—					
Nurses (Paid to Central Council) .. ..	111,878	138,000	134,714	133,268	149,420
Other .. ..	76,039	81,899	100,178	107,634	114,714
Provisions, Fuel, Lighting, &c.	64,459	70,904	79,709	77,693	79,352
Surgery and Medicine .. ..	10,128	11,803	14,017	16,283	14,460
Repairs and Maintenance .. ..	10,035	15,022	13,899	14,779	15,589
Furniture and Equipment .. ..	15,900	15,846	13,596	11,885	9,493
Printing, Stationery, &c. .. ..	8,932	8,855	10,202	10,677	11,305
Interest, Rent, Bank Charges, &c. .. ..	1,005	1,971	1,165	1,373	1,327
Miscellaneous .. ..	13,907	12,082	30,614	15,894	13,607
Loan and Interest Repayments	1,492	1,739	2,081	8,766	3,145
Land and Buildings .. ..	62,724	13,509	32,336	65,998	85,881
Alterations and Additions .. ..	17,879	14,607	18,344	18,639	21,252
<b>Total Expenditure .. ..</b>	<b>394,378</b>	<b>386,237</b>	<b>450,855</b>	<b>482,889</b>	<b>519,545</b>

\* Includes £36,736 received under the Hospital Benefits Scheme for 1955, £35,741 for 1956, £31,058 for 1957, £30,337 for 1958, and £32,576 for 1959.

### Nursing in Victoria

The administration of nursing education and service in Victoria is carried out by the Victorian Nursing Council under the *Nurses Act 1958*. The Act empowers the Council to co-ordinate policy on all nursing matters in this State. All branches of nursing, including general nursing, midwifery, mental nursing, and the ancillary services, such as nursing aides and mothercraft nurses, are the responsibility of the Victorian Nursing Council. The Council, which consists of 28 members appointed by the Governor in Council, is representative of all nursing and allied interests, as well as educational and legal spheres, in this State.

In 1901, the first professional nursing organization, known as the Victorian Trained Nurses Association, was founded in Victoria. This Association's main objects were the organization of trained nurses of Victoria on a professional basis, the provision of an adequate and uniform system of training, examination and registration for future nurses and the improvement in living and economic conditions of all nurses. Steps were taken to lay down rules for the registration of nurses already practising and to draw up curricula of training, a list of hospitals approved as training schools and standards for examination of trainees for registration in general and midwifery nursing.

In April, 1902, a Board of Examiners, consisting of matrons and medical lecturers, was appointed. The first examinations were held in December of that year. In April, 1903, there were 578 nurses on the General Register and 178 on the Special Register.

Prior to 1901, there was little organized training, but history relates that "certain hospitals in Melbourne remodelled their staffing in 1890 to provide a form of training of one year's duration". In 1899 the period was extended to two years. The year 1903 witnessed the adoption of uniform standards of training by the Association. The metropolitan and country hospitals strongly supported uniform standards with a period of general training of three years' duration.

Thus inside three years the Victorian Trained Nurses Association had achieved its preliminary objectives—a system of uniform training in approved training schools had been adopted, followed by examination and registration by the Association. The nursing profession in Victoria had been brought under unified control and standards of training and registration had been prescribed. This control remained with the Professional Association until, largely due to its own efforts, the Nurses Registration Act was passed in 1923.

In the years 1904 and 1905, the question of standards of education for entry into nursing training was discussed with hospital authorities and agreement was reached in 1906. Special registers were set up for nurses trained in infectious diseases and eye and ear diseases, followed by a midwifery register for nurses already trained in general nursing who undertook the approved midwifery course of training.

In 1911, a system of midwifery training was approved for women who had had no previous nursing training, and shortly after that, in 1913, the need for supervision of midwives became apparent. The attention of the Government was drawn to the need, with the result that a Midwives Bill was drafted and brought down. The Midwives Act was finally proclaimed in 1915 and a Midwives Board appointed, and for the first time in Victoria control over the training and practice of midwives passed to the State.

The next step was to obtain statutory control of the training and registration of all nurses and in December, 1923, ten years after the drafting of the first Bill, the Nurses Registration Act was passed. The Act, administered by a Nurses Board, provided for control of the training and registration of nurses in general and special fields. Later, the Midwives Board and Nurses Board were amalgamated by amendments to both Acts and became known as the Nurses Registration Board. Training and registration of mental nurses was brought under the Board's jurisdiction in 1950.

In 1934, the Association adopted its memorandum and articles, registered as a company and became the Royal Victorian College of Nursing, carrying out post-graduate nursing education, providing certificate and diploma courses in every branch of nursing recognized at that time, as well as carrying on most of the original intentions of the old Association.

The first real attempt to establish a post-graduate college on a national level was made in 1948, and in 1950 the inaugural meeting of the College of Nursing, Australia, was held in Melbourne.

Meanwhile, from 1945 onwards, the control of all nursing matters under one authority was under discussion, and in 1956 new legislation was passed along these lines providing such administration by the Victorian Nursing Council on which nurses hold the majority of seats.

### **Fairfield Hospital**

This institution, formerly known as the Queen's Memorial Infectious Diseases Hospital, dates from 1904 when the first patient was admitted.

The original pavilion pattern of the hospital has been maintained and further buildings added in 1915 and again in 1930 conform to this design. In 1948, the Scholes Block, a three-storied building, was completed consisting of 36 single rooms and nine double rooms.

Although there has been a considerable reduction in the number of admissions from diphtheria and scarlet fever, increases in hepatitis and other virus conditions, as well as the rapid growth of the Melbourne Metropolitan Area, made it necessary to maintain at least 200 beds in constant use for infectious cases.

For example, in the year from 1st July, 1958, to 30th June, 1959, 3,924 fever patients were admitted. The average daily number of occupied beds was 241.

The hospital is specially equipped to deal with all types of communicable diseases. In 1957, one of the old pavilion-type wards was remodelled and converted into a modern air-conditioned respirator ward. All cases of acute respiratory paralysis can be treated, including poliomyelitis, polyneuritis, tetanus, acute muscular dystrophies, &c.

In 1949, it was agreed that 104 beds should be used for Royal Melbourne Hospital convalescent cases on the understanding that in an epidemic emergency these beds should revert to their original function for the treatment of infectious cases. It has been found necessary to implement this emergency measure on several occasions due to increases in poliomyelitis and hepatitis admissions and during the Asian influenza epidemics of 1957 and 1959.

As well as coping with all routine bacteriological and pathological investigations, the hospital laboratory maintains a modern virus diagnostic department. This laboratory was selected by the Commonwealth Government as the final independent testing laboratory for the preparation of Salk anti-poliomyelitis vaccine. In 1959, at the request of the Public Health Department, the tuberculosis section of the Public Health Laboratories was transferred to the control of Fairfield.

On the research side the Fairfield Epidemiological Research Unit has contributed to the study of the aetiology of infections and epidemics. Particularly in the virus field an active research programme is being continued. A close liaison is maintained between the hospital and the Victorian Health Department to the mutual benefit of both institutions as well as to the community.

### **Cancer Institute Board**

#### *General Functions*

The Cancer Institute, which was incorporated in 1949, has as its objects the following:—

- (1) To provide facilities for research and investigation into the causation, prevention, diagnosis and treatment of cancer and allied conditions;
- (2) to undertake such research and investigation;
- (3) to provide, in Victoria or elsewhere, for the special training of persons in this research and investigation;
- (4) to provide out-patient and in-patient hospital treatment at the Institute;
- (5) to arrange for the provision, at any hospital within the meaning of the *Hospitals and Charities Act 1958*, of special clinics at which patients may seek relief from conditions for which appropriate treatment is available at the Institute;
- (6) to provide hostels, or make other arrangements where necessary, for the accommodation of out-patients who are undergoing treatment at the Institute or at any clinic associated with it;



- (7) to provide at the Institute and, at any clinic established at any hospital, to arrange for the provision of—
- (i) teaching facilities for medical students ;
  - (ii) post-graduate instruction for medical practitioners ;
  - and
  - (iii) instruction to nurses, technicians and physicists, with regard to cancer and allied conditions, including the diagnosis and treatment of those conditions ; and
- (8) to co-ordinate all activities arising from the objects outlined above.

From the beginning, the policy of the Cancer Institute Board has been to ensure the provision of maximum clinical service to patients and to carry out related research. To this end, it has collaborated to the highest level with appropriate specialists in the fields of medicine and surgery and has directed its attention to the development of radiation and chemotherapy services. For an Institute which is engaged primarily in the treatment of cancer by radiation, the most significant advance towards the alleviation and arrest of this disease is the development of megavoltage equipment. This type of equipment may be in the form of Linear Accelerators or Cobalt 60 as the source of energy. A 4 MeV. Linear Accelerator was installed in Melbourne in 1956, a Cobalt 60 Unit in Launceston in 1957, and another 4 MeV. Linear Accelerator has been purchased for installation in Melbourne in September—October, 1960. Large-scale alterations are involved and an old two-storied building is being demolished to make way for the installation of this new unit. Planning for this building includes space for a third piece of megavoltage equipment should it be required in the future.

Other developments of radiotherapy are being closely studied. One is based on the advantage of oxygen during irradiation. There is convincing evidence both at the clinical and laboratory level that radio-sensitivity of tumours relative to surrounding normal tissue may be raised by a factor of more than two. Suitable equipment for use here is being investigated. Another advance is a technical development in the distribution of radiation within the body. This is provided by the use of beams of electrons at selected high energies most conveniently supplied by a betatron. Such apparatus has not yet been installed in Australia.

### *Research*

A Radiobiological Research Unit was established in 1956, the first of its kind in Australia. The science of radiobiology deals with the effect of ionizing radiations (X-rays and related types of radiation) on living matter. It is a field which owes its present-day importance to the post-war development of nuclear physics and engineering. As a result, machines and apparatus have been devised which produce radiations of much higher energies and different qualities and provide important means of treatment of cancer and allied diseases. The Radiobiological Research Unit encourages a close exchange of experience between clinical and research personnel.

*Other Activities*

Other activities include the provision of :—

(1) *Special Clinics—Metropolitan Hospitals*

Co-operation and collaboration of varying degrees and definition has been made possible with the assistance of the Boards of Management of the Metropolitan Hospitals. Senior members of staff are permitted to accept honorary appointments to these hospitals and the appointment of sessional consultants to the Institute has made possible a degree of specialization which is of immense value.

(2) *Country Clinics—Extra-Metropolitan Hospitals*

In accordance with the objects expressed in the Act, the Board has conducted extensive negotiations with the committees of country hospitals with the result that clinics have been established at Ararat, Bairnsdale, Ballarat, Bendigo, Colac, Echuca, Geelong, Hamilton, Kerang, Mildura, Sale, Stawell, Swan Hill, Warragul, Warrnambool, and Yallourn.

In furtherance to the policy of providing service at country clinics, superficial therapy machines have been installed at Ballarat and Mildura, and a further machine will be installed shortly at Geelong. Every four to five weeks a specialist from the Institute visits these areas.

(3) *Visiting Nursing Service*

This service was established mainly for persons eligible for treatment in a public hospital and residing within the Metropolitan Area, and is not limited to patients receiving treatment at the clinic. Skilled nursing attention is provided within the home of the patient who would otherwise require in-patient accommodation at a hospital.

(4) *Service in Tasmania*

Under a rather unique agreement between the States of Victoria and Tasmania, the Board is responsible for the service to patients in that State requiring radiation treatment. For this purpose, clinics have been established at the Royal Hobart Hospital and the Launceston General Hospital. Equipment at Launceston includes a Cobalt 60 Unit.

(5) *Training*

Teaching facilities are available at the Institute for medical, technical and non-technical personnel. Post-graduate courses are conducted for medical staff and recently a post-graduate course in radiotherapeutic nursing was commenced with the approval of the Victorian Nursing Council.

(6) *General*

In addition to out-patient and in-patient service, highly-skilled technical and scientific services are provided by medical physics, diagnostic X-ray, pathology and dietetic research departments, and in addition a central cancer library is conducted in collaboration with the Anti-Cancer Council of Victoria.

During 1958–59 the Institute received 4,675 new patients. There were 32,297 attendances for treatment at clinics, and 83,142 X-ray therapy fields were treated, whilst the visiting nursing services conducted 21,052 visits.

### **Medical Research**

#### *Walter and Eliza Hall Institute of Medical Research*

The Walter and Eliza Hall Institute of Medical Research has become well known for its many discoveries in the field of medicine and for the training it has given to doctors and scientists, both from Australia and overseas. As witness to this, six of its staff ultimately were granted the highest status in the world of science by being elected Fellows of the Royal Society in London. The Institute was founded in 1916 by the medical staff of the Melbourne Hospital. It was originally accommodated in the hospital grounds in Lonsdale-street, and in 1942 it was transferred to the present site of the hospital, opposite the University of Melbourne.

Dr. Charles Kellaway, who was director for twenty years, together with his colleagues investigated the physiology of the body in disease, especially the rôle of histamine production and the damaging effects of snake venom injected by the bite of many Australian snakes. He developed an antivenene to tiger-snake venom and was the first to receive successful treatment when he was accidentally bitten. Other important studies at that time included hydatid disease and the danger to man of staphylococcal infections.

In 1943, the present director, Sir Macfarlane Burnet, O.M., succeeded Dr. C. H. Kellaway and the emphasis of the work changed to virus research, genetics and immunology. Notable discoveries at the Institute have included a most comprehensive study of the influenza virus as a prototype of virus behaviour in man, with special regard to the physical and chemical structure of the virus particle and the corresponding changes in the body following infection.

Three other important discoveries in the Institute have been the finding, for the first time, that there was more than one strain of poliomyelitis virus—an essential contribution to the subsequent evolution of the Salk vaccine; secondly, the laboratory work which discovered the virus of Q fever—a lung infection which proved to be world-wide in distribution; and thirdly, the discovery of the virus of Murray Valley encephalitis.

In recent years there has been extensive research in the Institute into the mode of action of the immunity processes of the body. Special attention has been paid to the production of auto-antibodies, a process whereby the body manufactures substances which may attack its own vital structure, and so cause disease. The problems of leukaemia and cancer are closely associated with these studies.

In 1946, a Clinical Research Unit was formed to work in the laboratories of the Institute and in an adjoining ward of the Royal Melbourne Hospital. Investigations were made into diseases of the

digestive system, particularly chronic diseases of the stomach, liver and pancreas. A number of new techniques were introduced into Australian medicine, the method of gastric analysis by biopsy being of special importance—it was discovered in the unit.

At its inception in 1916, the Institute received full financial support from an endowment by the Walter and Eliza Hall Trust and this source of income has been the sheet anchor over the years. However, with the rapid and extensive growth of the Institute it has become necessary to obtain more than 90 per cent. of the income from other sources, notably from the Commonwealth Government of Australia, the State Government of Victoria and from many very generous benefactors. These sources of income have been vital to the outstanding researches by members of the Institute, researches of which Australia is very justly proud.

#### *Baker Medical Research Institute*

The Thomas Baker, Alice Baker, and Eleanor Shaw Medical Research Institute was founded under the terms of a deed of settlement executed in 1926 between the settlors and the Board of Management of Alfred Hospital. The Institute was established to provide an efficient hospital laboratory service and facilities for medical research. In the course of time it was found more satisfactory for these routine services to be placed under the control of the hospital staff, and this transfer was completed in 1948. Since then the Institute staff has been entirely concerned with research, with emphasis on the basic medical sciences.

In 1949, a Clinical Research Unit was set up by the Board of Management of Alfred Hospital to provide facilities for clinical research complementary to those of the Institute. Both functionally and structurally these two research groups have been integrated and are now generally included under the title "Baker Medical Research Institute".

Prior to 1949, the research activities of the Institute were in the fields of bacteriology, serology and biochemistry, with clinical interests in a variety of subjects. During this period important contributions were made concerning the metabolism of carbohydrates and the related disease diabetes mellitus, and the initial studies relating to the introduction of modern techniques of cardiac surgery into this community.

Since 1949, both the basic science and clinical projects have been oriented to diseases of the cardiovascular system. These currently include, amongst others, projects relating to the cardiac muscle, control of body fluid volume, hypertension, mechanism of blood coagulation and open heart surgery, which are being studied from the aspects of physiology, biochemistry, physics, pharmacology, clinical medicine and surgery.

In 1959, the staff consisted of ten graduates (four medical, six science), fifteen non-graduates and seven graduates (medical) holding research fellowships.

*Research Work at Alfred Hospital*

In addition to the research work carried out in the Baker Medical Research Institute, which is separately described, research projects are being carried out in several departments of the hospital—notably by the Diabetic and Metabolic Unit, the Thoracic Surgical Unit, and the Department of Pathology.

*Diabetic and Metabolic Unit*

In 1929, a Diabetic Instructional Clinic was formed within the Alfred Hospital for the purposes of ensuring adequate instruction and supervision of patients suffering from this complaint. In 1955, the Board of Management decided to reorganize this service as it was felt that concentration on one single aspect of metabolic disorder was no longer desirable. Accordingly, the Diabetic and Metabolic Unit was set up for the purposes of investigation and treatment of endocrine disorders. Its functions have been defined as the investigation and treatment of patients, the prosecution of research and the teaching of both undergraduate and post-graduate students.

Since its formation the unit has developed methods of investigation into thyroid disorder, adrenal disease, diabetes mellitus, disorders of calcium metabolism and disordered gonadal function. The unit maintains 24 beds for general purposes at Caulfield Convalescent Hospital and five beds are available for special investigation and research alongside the laboratories at Alfred Hospital.

Research has proceeded into problems of insulin resistance and of diabetic vascular disease. Long-term investigation has been made into the action of sulphonylurea drugs. Disordered function of the adrenal glands has been studied and effects of various treatments has been evaluated. Studies are proceeding on variations of activity of the thyroid gland and of disorders related to parathyroid dysfunction. Fundamental work is proceeding on disorders of pituitary activity.

In 1959, the staff consisted of twelve graduates (six medical and six science) and eight non-graduates.

The principle of combining clinical observation on human disorders with intensive investigation and research into human endocrinological problems has been the policy of the unit since its formation.

*Thoracic Surgical Unit*

Members of the thoracic surgical unit in conjunction with other units carry out research into techniques for cardiac surgery including the use of extra-corporeal pump-oxygenators.

*Department of Pathology*

This department is currently engaged in studies of the treatment of bacterial infections with antibiotics and the control of wound infections.

*Paediatric Research*

The development within the Royal Children's Hospital, Melbourne, of departments dedicated specifically to research in paediatric medicine, surgery, and pathology, and staffed by whole-time medical and science graduates, dates from the end of the Second World War.

Prior to 1946, research in medical science rested on the initiative and unco-ordinated activities of individual workers, but a substantial endowment from the estate of the late Mr. T. E. Burton enabled the Committee of Management, in 1946, to establish a Department of Clinical Research. This was followed by the Mary and Evelyn Burton Research Fellowship in 1948. In the post-war expansion of the Department of Pathology, initiated in the same year, provision was made for research study in paediatric pathology, including virology, a field of research to which access was provided by the new virus laboratory. The Department of Surgical Research was formally established in 1956. Other research units in being are pursuing studies in haematology, radiology, and the incidence of developmental defects in the offspring of women who contract rubella early in the course of pregnancy.

There is now a steady flow of original publications from the several research departments of the Royal Children's Hospital; the articles have appeared in scientific journals published in Australia and overseas, and an annual review of current work is published for private circulation among Australian and oversea hospitals for sick children, research institutes, appropriate university departments, libraries, and individuals in teaching positions, or otherwise identified with, or interested in the study of paediatrics.

Hitherto, the administrative work has been discharged by the Board of Research, a small committee appointed by the Committee of Management, but organized research at the Royal Children's Hospital has now reached a stage of development which requires a special controlling body for the effective management of available finance, the appointment of staff, the approval of projects for research and general supervision of the activities of research workers. A research foundation has been contemplated for several years, and within recent months steps have been taken to have such a foundation duly incorporated. The Royal Children's Hospital Research Foundation has been approved by the Committee of Management and is now being incorporated.

*Mental Health Research Institute*

This institute was established by the Victorian Department of Mental Hygiene at the end of 1955 and was officially opened on 10th May, 1956. The aims of the institute are :—

- (1) To act as a focus for research into mental illness in Victoria;
- (2) to study and develop aspects of the prevention of mental ill health in Victoria ; and
- (3) to promote an informed community understanding of mental health problems.

It is directed by the Chief Clinical Officer of the Mental Hygiene Department, who is assisted by a team of research psychologists, and a mental health education officer.

It stimulates personnel within the Mental Hygiene Department and in outside scientific establishments to investigate mental health problems and assists them in the design of experiments, evaluation of data and the collection of bibliographies. To this latter end, a well-equipped central mental health library has been established. Through the Mental Health Research Fund granted annually by the Victorian Government, liaison may be maintained with University departments in basic research projects. All the laboratory and clinical facilities of the department may be utilized for research projects, including biochemical, neuropathological, and electro-encephalographic laboratories, as well as a well-equipped neurosurgical unit.

From its opening until the end of 1959, a variety of studies have been undertaken, involving the evaluation of new drugs, the epidemiology of mental health problems, electro-encephalographic pictures in mental illness, the effects of neurosurgical procedures, neuropathological changes in the central nervous system, psychological estimations and patterns of social change. Among the significant studies at present are a unique study into the epidemiology of mongolism in Victoria, a new method of staining nervous tissue, the most thorough and up-to-date psychological evaluation of the effects of brain surgery, and a team study of the mental health problems of the aged both in the community and in hospital.

Finally, in order to create that public understanding which will improve the climate for mental health research and will coincidentally improve the mental outlook of the community as a whole, a comprehensive in-service and community programme of education has been undertaken. It is aimed at professional and semi-professional workers in the field of mental health and instruction and seminars have been arranged for doctors, nurses, clergymen, police, probation officers, marriage guidance counsellors, and youth leaders.

#### *Commonwealth Serum Laboratories*

The need for such an organization as the Commonwealth Serum Laboratories became apparent during the First World War, when vital diphtheria serum could no longer be obtained from overseas. It was realized that Australia had to be independent and self-sufficient in the supply of this and other serums, if the nation's health was to be safeguarded. The Commonwealth Government took the necessary steps and the laboratories were established at Royal Park, an inner Melbourne suburb, in 1916, as a section of the Commonwealth Department of Health.

Initially, a small staff of 35 people, working in a single building, prepared all the sera and vaccines. Today, a complex organization with a staff of over 900, is housed in six acres of multi-storied buildings, using modern equipment worth over £1,000,000. The site includes some 23 acres allowing ample room for future expansion. There is also a 350 acre farm at Broadmeadows.

The laboratories, which are entirely self-supporting, prepare over 400 stock and many special products for the prevention, diagnosis and treatment of human and animal diseases. These products are called biologicals, as they are produced by or from living organisms, such as bacteria, moulds or viruses and from such animal sources as horses, cattle and rabbits.

Among the first therapeutic substances to be prepared at the Commonwealth Serum Laboratories were antitoxins for the treatment of diphtheria, tetanus and gas gangrene. Later came antivenenes for snake and spider bites, derived from the blood system of highly immunized horses.

Preventative aspects of medical and veterinary care have always been a keynote of the Laboratories' activities. Facilities are maintained for the laboratory and field (epidemiological) investigation of disease outbreaks, so that increased knowledge may lead to improved control over the spread of infectious diseases. Vaccines have been prepared for immunization or building up immunity against many serious diseases and with the advanced techniques and facilities available, the practice of large scale immunization has been effected and the incidence of many diseases greatly reduced.

The Laboratories produce vaccines against typhoid fever, whooping cough, virus influenza, tuberculosis and poliomyelitis. Others, which include cholera, smallpox, yellow fever and typhus are available for the protection of travellers. Toxoids are another important product, and are employed to give long standing protection against diphtheria and tetanus, as well as being combined with a protective whooping cough vaccine to form the well known triple antigen, used widely to immunize infants and small children. The preparation of penicillin began at the Laboratories in 1943, as a wartime measure. Australia's entire needs were supplied for some years, and today most of the penicillin manufactured in the Commonwealth is prepared by the Laboratories.

A major achievement was the large-scale preparation of insulin in 1923, shortly after its first isolation by Banting in Canada, and the Laboratories can now produce sufficient insulin to meet the requirements of all diabetics in Australia. Recently, preparation of the Salk poliomyelitis vaccine has been a vast undertaking, as ten million doses have already been issued and, as a result, the incidence of this disease has fallen dramatically. In addition, the Laboratories prepare extracts for the diagnosis and treatment of hay fever, asthma and other allergies, blood fractions, diagnostic agents, media, and other biologicals.

The Laboratories serve as a national centre for the maintenance in Australia of International Standards of the Permanent Commission in Biological Standards (World Health Organization). They act as a regional reference for the Organization in collating reports on the prevalence of certain infectious diseases and provide facilities for the identification of diseases.



## Social Welfare

### Commonwealth Social Services

#### History

Until the end of the 19th century, responsibility for social services rested with the six States, their principal activities being in public health and public education. The range of organized statutory welfare services was not large, and voluntary organizations played the major part in charitable relief. In the 1890's there was considerable discussion of old age and invalid pensions in some of the States, but no legislation had actually been introduced before the end of the century.

In 1901, the Federal Constitution conferred upon the new Federal authority expressly enumerated powers, the general residuary powers remaining with the States. As far as social services were concerned, the specific Federal powers were limited to the provision of invalid and old age pensions.

This marks the beginning of the Australian social security programme, which has gradually been expanded into the present comprehensive system. Two main trends are noticeable in this growth—the evolution of statutory social services out of voluntary schemes, and the growing interest of the Commonwealth which has led to the supersession of State services by similar services provided by the Federal authority. As a result of both these trends, the Commonwealth has now assumed responsibility for the main income security services, as well as for some of the health services.

Important functions still remain with the States. Over the years they have been active, not only in public health and education, but also in such fields as child, youth and family welfare, labour legislation, workers' compensation and community services, details of which will be found elsewhere in this Year Book.

The development of social security in Australia falls into three distinct periods.

The first, from the beginning of the century up to 1912, saw the introduction of several new provisions. In 1901, both New South Wales and Victoria introduced old age pensions, followed by Queensland in 1908. These measures were superseded by a Federal old age pensions scheme in 1909. In 1907, New South Wales enacted legislation for invalid pensions, but this was replaced by a Commonwealth-wide invalid pension scheme which came into force in 1910. In 1912, the Commonwealth introduced a system of maternity allowances.

In the second period—from 1912 to 1939—there was little development as far as the Federal jurisdiction was concerned. In 1913, discussion centred on the possibilities of introducing a comprehensive system of benefits based on contributory insurance principles, but this was interrupted by the First World War. Similar

attempts were made in 1928 and 1938. Both of these were unsuccessful and, though legislation for health and pensions insurance was actually passed in 1938, the scheme did not come into operation.

Some of the States were more active during this period. New South Wales introduced widows' pensions in 1926 and child endowment in 1927; Queensland introduced an unemployment insurance scheme in 1923; and all States assumed extra responsibilities for the relief of the unemployed during the general depression of the late 1920's and early 1930's.

The third period—from 1939 to the present time—has seen a great expansion of Commonwealth social services and health services.

Child endowment was introduced in 1941 and widows' pensions in 1942, both enactments superseding similar schemes in New South Wales. Legislation in 1943 provided for funeral benefits for old age and invalid pensioners, and for allowances to wives and children of invalid pensioners. In 1945, unemployment and sickness benefits were introduced, and in 1948 the Commonwealth Rehabilitation Service established facilities for the treatment and training of the physically handicapped. Reciprocity with New Zealand was introduced in 1943 and with the United Kingdom in 1954. Another innovation came in 1958 with the payment of supplementary assistance to certain groups of pensioners who were in greater need than others. In addition to these new social services, many changes were made in the provisions for old age and invalid pensions, not only in increasing the rates of pensions but in liberalizing many of the qualifying conditions.

Before 1947, Federal social service benefits were paid under several Acts of Parliament. In 1947, all legislation connected with income security was consolidated into one Act. Many anomalies and obsolete clauses were removed, the title "old age pension" was changed to "age pension", and administration was simplified. The Act is at present styled the *Social Services Act 1947-1959*.

Another development of the period was the passage, in 1954, of the Aged Persons Homes Act. This provides for the payment of grants to eligible organizations providing accommodation for old people.

The Constitution of 1901 gave the Commonwealth power only over invalid and old age pensions in the social services field, and over quarantine in the health field. At first, those measures not specifically provided for under constitutional authority were undertaken by the Commonwealth through its general powers. The position was altered in 1946. In that year, the Commonwealth was granted more extensive powers when the Constitution was amended as a result of a referendum, and the clauses in Section 51 which relate to social security now read—

"(xxiii) Invalid and old age pensions ;

(xxiiiA) 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."

*Finance*

When age and invalid pensions were introduced in 1909 and 1910, respectively, finance was provided from Consolidated Revenue. Maternity allowances, introduced in 1912, were financed similarly. When child endowment was introduced in 1941 and widows' pensions in 1942, they were also financed from Consolidated Revenue.

A change was made when the National Welfare Fund was established in 1943. At first it was used to finance funeral benefits and maternity allowances, but as time went on, other benefits were made a charge on the Fund. At present, expenditure on all social and health benefits except repatriation and a few minor benefits is met from the Fund, but it is not used to finance the cost of administering benefits nor of the capital works associated with them.

Though the Fund was formerly financed by revenue from certain specific sources, e.g., the social services contribution, it was placed on a different basis in 1952. In that year, an amendment to the law provided that sums should be paid into the Fund from Consolidated Revenue equal to the amount of money paid out of the Fund. In addition to these appropriations from Consolidated Revenue, the Fund receives interest from its investments. The National Welfare Fund, as at present constituted, does not represent revenue from certain sources paid into a special fund for social services; rather it represents an appropriation from Consolidated Revenue equal to expenditure from the Fund.

Expenditure from the National Welfare Fund in 1958-59 is shown in the following table :—

AUSTRALIA—NATIONAL WELFARE FUND :  
EXPENDITURE, 1958-59

(£)

Service	Expenditure
Funeral Benefits .. .. .	345,600
Age and Invalid Pensions .. .. .	129,571,447
Widows' Pensions .. .. .	10,777,127
Maternity Allowances .. .. .	3,599,102
Child Endowment .. .. .	67,539,615
Unemployment and Sickness Benefits .. .. .	8,652,310
Commonwealth Rehabilitation Service .. .. .	670,088
Medical Benefits .. .. .	7,779,451
Medical Benefits for Pensioners .. .. .	3,806,457
Hospital Benefits .. .. .	14,802,290
Pharmaceutical Benefits .. .. .	18,455,424
Pharmaceutical Benefits for Pensioners .. .. .	2,517,373
Nutrition of Children .. .. .	3,068,636
Miscellaneous Health Services .. .. .	767,893
Tuberculosis Benefits .. .. .	5,849,211
Commonwealth and State Housing Agreement—Contribution to Rental Losses .. .. .	25,000
Total .. .. .	278,227,024

*Social Security Benefits*

The benefits provided under the Social Services Act are outlined below:—

*Age Pensions*

Age pensions, or old age pensions as they were then called, were introduced in 1909 and were the first of the income security services to be introduced on a Commonwealth-wide basis. Though the rates of pension and qualifying conditions, e.g., the means test, have changed considerably since then, fundamentally the provisions have not altered. The main essentials throughout have been that pensions are granted subject to age, nationality and residential requirements and to a means test on income and on property.

The main provisions at January, 1960, were as follows:—

*Age:* Qualifying age for men, 65 years; for women, 60 years.

*Residence:* In order to qualify, a claimant must have lived in Australia continuously for at least twenty years. Continuity of residence is not regarded as broken by absence in a Territory of the Commonwealth. Periods of absence count as residence in certain circumstances.

*Nationality:* Aliens (except women who, before their marriage, were British subjects) are ineligible.

*Rate of Pension:* The maximum rate of pension is £247 a year (£4 15s. a week).

If the pensioner is an invalid or blind, a Child's Allowance of 11s. 6d. a week is paid free of the means test for the first child under sixteen years. An extra 10s. a week pension may be paid, subject to the means test, for every other child. An allowance of £1 15s. a week may also be paid to his non-pensioner wife; this is subject to the means test.

Supplementary assistance of 10s. a week is available to single pensioners and to married couples where only one is a pensioner and no wife's allowance is paid. This is payable only to persons who pay rent and who are considered to depend entirely on their pensions.

If a pensioner lives in a benevolent home, £1 13s. a week of the pension is paid to him. The rest is paid to the home for his maintenance, except where he is a patient in an infirmary ward.

*Effect of Income:* The pension is reduced by the amount by which income exceeds £3 10s. a week. Pensioners with children may, in certain circumstances, have additional income of 10s. a week for each child under sixteen years.

"Income" includes earnings and any other form of income derived from any source, with certain exceptions.

The main exceptions are—Income from property ; gifts or allowances from children ; payments, other than annuities, by way of benefit from friendly societies ; payments for children ; Commonwealth health benefits ; and amounts received from registered benefit organizations.

*Effect of Property:* The pension assessed under the income test is reduced by £1 a year for every complete £10 of property owned above £200 up to £2,250. No pension is payable if the value of property exceeds £2,250.

“ Property ” includes all real and personal property, e.g., money, bonds, shares, real estate. The value of the claimant’s home in which he lives permanently is disregarded in determining his eligibility for pension. The surrender value of life insurance policies (up to £750) and certain other types of property are also exempt.

*Married Persons:* For married couples, except where they are separated or in other special circumstances, the income and property of each is taken to be half the combined income and property of both, even if only one of the couple is a pensioner or claimant. The pension is then assessed as for a single person. On 30th June, 1959, there were 513,789 age pensioners in the Commonwealth. Of these, 348,414 or 67·8 per cent. were women and 165,375 or 32·2 per cent. were men. It is estimated that the age distribution of age pensioners was as follows:—60 to 64 years, 11·9 per cent. ; 65 to 69 years, 26·2 per cent. ; 70 to 74 years, 28·1 per cent. ; 75 to 79 years, 19·1 per cent. ; 80 years and over, 14·7 per cent.

The number of pensioners has grown considerably since the scheme was introduced. A larger population and an increasing number of people in the pensionable age groups have contributed to this, as have liberalizations of the qualifying conditions, particularly those connected with the means test.

The proportion of age pensioners in the pensionable age groups also shows a long-term increase. The percentages at the various censuses were—1911, 32·0 ; 1921, 32·1 ; 1933, 32·5 ; 1947, 37·5 ; 1954, 42·1. At 30th June, 1959, the estimated percentage was 49·0.

### *Invalid Pensions*

The original pensions legislation contained provisions for invalid as well as age pensions and, though some of the qualifying conditions necessarily differ, the two schemes have always had many common characteristics. This applies more particularly to the means test provisions.

As with age pensions, the conditions governing invalid pensions have changed over the years, but there have always been fundamental requirements connected with age, incapacity, residence, nationality, income, and property.

The main features of invalid pensions legislation at January, 1960, were :—

*Age:* Qualifying age is sixteen years or over.

*Incapacity:* To qualify, a person must be permanently incapacitated for work to the extent of at least 85 per cent., or permanently blind.

*Residence:* Five years' continuous residence in Australia is required. This need not be immediately prior to claiming the pension. If the incapacity or blindness first occurred outside Australia, except during a temporary absence, a total of twenty years' residence is required. Certain absences count as residence.

*Nationality:* As for age pensions.

*Rate of Pension:*

*Effect of Income:*

*Supplementary Assistance:*

} As for age pensions, except for blind persons.

All permanently blind persons, qualified in other respects, receive a pension of £4 15s. a week free of the means test, but payment of wife's allowance, the extra pension of 10s. for each child after the first and supplementary assistance are subject to the means test for invalid pensioners. There are limits to the amount a blind person may receive from invalid and war pension.

At 30th June, 1959, there were 83,853 invalid pensioners in Australia, comprising 46,014 men and 37,839 women. Slightly more than one-third were between the ages of 50 and 59 years.

With a growing population and with changes in eligibility conditions, numbers of invalid pensioners have also increased since the inception of the programme.

The percentage of invalid pensioners in the population is at present 0.83.

The following table giving data for Victoria illustrates the growth in numbers and expenditure on age and invalid pensioners during the past ten years :—

#### VICTORIA—AGE AND INVALID PENSIONS

Year Ended 30th June—	Pensioners*			Total Payments
	Age	Invalid	Total	
1950 .. ..	84,831	14,328	99,159	£'000 10,784
1951 .. ..	86,210	13,977	100,187	11,959
1952 .. ..	87,845	13,973	101,818	14,449
1953 .. ..	93,353	15,019	108,372	17,476
1954 .. ..	98,210	15,882	114,092	19,978
1955 .. ..	106,406	17,074	123,480	21,527
1956 .. ..	112,649	18,113	130,762	24,836
1957 .. ..	118,788	19,207	137,995	26,773
1958 .. ..	123,536	20,019	143,555	29,796
1959 .. ..	128,152	21,132	149,284	31,645

\* Before 1957, excludes pensioners in benevolent homes.

### *Funeral Benefits*

A funeral benefit of £10 is payable to the person who has paid, or is liable to pay, the cost of the funeral of an age or invalid pensioner. The rate of benefit has been unchanged since its inception in 1943.

### *Widows' Pensions*

These pensions were introduced on a Commonwealth-wide basis in 1942. There have been some changes in conditions but, like age and invalid pensions, widows' pensions have always been subject to residential and nationality qualifications and to a means test on income and property. They are payable to widows and other women in several classes.

The main features of the programme at January, 1960, were as follows :—

*Classes:* The various classes of women provided for are—

Class A.—A widow who has one or more children under sixteen years in her care.

Class B.—A widow, not less than 50 years of age, who has no children ; or a widow of 45 years whose Class A pension has ceased because she no longer has a child in her care.

Class C.—A widow, under 50 years of age, who has no children, but who is in necessitous circumstances.

Class D.—A woman whose husband has been in prison for at least six months, if she has a **child under sixteen years of age** or if she is not less than 50 years of age.

For Classes A and B, the term "widow" includes a deserted wife, a divorcee and a woman whose husband is in a mental hospital. Certain "dependent females" may qualify for A, B or C class pensions.

A Class A widow may continue to receive her pension until her child is eighteen, if the child is a full-time student, is not employed, and is dependent on her.

*Residence :* Five years' residence in Australia immediately prior to claiming the pension is required. This period is reduced to one year if the woman and her husband were living permanently in Australia when he died. Certain absences count as residence.

*Nationality :* Aliens are not eligible unless they were British subjects before marriage.

*Rates of Payment* : Maximum pension rates at present are—

Class A.—£5 a week, plus 10s. a week for each child except the first under sixteen years.

Classes B and D.—£4 2s. 6d. a week.

Class C.—£4 2s. 6d. a week for not more than 26 weeks immediately following the husband's death. If the widow is pregnant, payment may continue until the birth when she may qualify for a Class A pension.

Widow pensioners may receive Supplementary Assistance of 10s. a week if they pay rent and are considered to depend entirely on their pensions.

*Effect of Income* : For widows in Classes A, B or D, the income provisions are substantially the same as for age pensions. There is no specific means test for a Class C pension, which is paid where it is evident that the widow has insufficient means of support.

*Effect of Property* : With women in Class B or D, the pension assessed under the income test is reduced by £1 for every complete £12 of property owned above £200 up to £1,750, and by £1 for every £10 above £1,750 up to £2,250. No pension is paid if the value of property exceeds £2,250.

There is no sliding scale for reduction of pension in respect of the property owned by a woman in Class A, but she is disqualified for pension if she owns property worth more than £2,250.

The definitions of "property" are the same as for age and invalid pensions.

*Women Disqualified* : These include—

- (1) a woman who is receiving a war widow's pension under the Repatriation Act because of her husband's death ;
- (2) a deserted wife or a divorcee who has not taken reasonable action to obtain maintenance from her husband or former husband.

The number of widow pensioners has not varied greatly since the pension scheme was introduced. On 30th June, 1959, there were in Australia altogether 49,706 widow pensioners, of whom 22,296 were in Class A, 27,020 in Class B, 131 in Class C, and 259 in Class D.



Numbers and expenditure in Victoria during the past ten years are shown in the table below :—

VICTORIA—WIDOWS' PENSIONS

Year Ended 30th June—	Number of Widow Pensioners	Total Payments
		£'000
1950 .. .. .	11,067	1,099
1951 .. .. .	10,638	1,196
1952 .. .. .	10,229	1,390
1953 .. .. .	10,185	1,535
1954 .. .. .	9,838	1,567
1955 .. .. .	9,801	1,622
1956 .. .. .	10,253	1,799
1957 .. .. .	10,879	2,036
1958 .. .. .	11,252	2,331
1959 .. .. .	12,141	2,546

*Maternity Allowances*

When these were first introduced in 1912, they were paid to all mothers. During the depression years a means test was imposed, but this was abolished in 1943. The amount of allowance was increased at the same time.

The allowances are paid to mothers to help them with the expenses associated with childbirth and are additional to Commonwealth health benefits.

Current provisions are as follows :—

*Eligibility* : Mothers are entitled to the allowance if they live, or intend to live, permanently in Australia and give birth to a child in Australia. The allowance may be paid for a birth on board a ship travelling to Australia unless the mother is entitled to a similar benefit from another country. In some circumstances, an Australian who gives birth to a child while temporarily overseas is entitled to the allowance.

Payment may be made for the birth of a stillborn child, or a child which lives less than twelve hours, provided the child had developed for at least five and a half calendar months.

*Rates* : The allowance is £15 where there are no other children, £16 where the mother has one or two other children under sixteen years, or £17 10s. where she has three or more such children.

An extra £5 is paid for each additional child in multiple births.

The number of maternity allowances paid annually has increased greatly in the post-war period, reflecting the influence of the immigration programme and the higher birth-rate of

recent years. The total number of allowances granted in Australia in 1958–59 was 225,779, and expenditure amounted to £3,599,102.

Details of allowances paid in Victoria during the past ten years are set out in the following table :—

#### VICTORIA—MATERNITY ALLOWANCES

Year Ended 30th June—	Number Granted	Total Payments
		£'000
1950 .. .. .	49,035	778
1951 .. .. .	50,210	807
1952 .. .. .	52,144	836
1953 .. .. .	55,297	872
1954 .. .. .	54,219	874
1955 .. .. .	55,720	892
1956 .. .. .	58,385	935
1957 .. .. .	59,648	949
1958 .. .. .	60,666	969
1959 .. .. .	63,428	1,020

#### *Child Endowment*

Though there had been discussion for many years of a system of family allowances and though a Royal Commission on Child Endowment had been conducted in 1927, no Commonwealth scheme was introduced until 1941. Initially this provided for child endowment to be paid at the rate of 5s. a week for each child under sixteen years, other than the first in a family. The rate was increased on two occasions, and in 1950 the first child was included.

Child endowment may now be claimed by any resident of Australia who has the custody, care, and control of one or more children. There is no means test.

Usually the mother makes the claim and receives the payments. There are special arrangements to meet cases where families are divided by divorce, separation, or death of parents.

The main provisions are :—

*Residence* : Twelve months' residence is required if the mother and the child were not born in Australia. This requirement is waived if the Department of Social Services is satisfied that they are likely to remain in Australia permanently.

Under certain conditions endowment may be continued while the mother is temporarily overseas.

*Nationality* : Where the child's father is not a British subject, endowment is payable if the child was born in Australia, if the mother is a British subject, or if the Department is satisfied that the child is likely to remain permanently in Australia.

*Rates* : The amount of endowment is 5s. a week for the first or only child under sixteen in a family, and 10s. a week for each other child under sixteen. Endowment of 10s. a week is paid for each child in an approved institution.

Following demographic trends and migration influences, the number of endowed families and children has increased considerably in recent years. The total number of endowed families in the Commonwealth on 30th June, 1959, was 1,451,516, and the number of endowed children in families was 3,149,516. There were also 22,307 endowed children in institutions. Expenditure for the year 1958-59 was £67,539,615.

The following table gives details of endowment payments in Victoria since 1949 :—

#### VICTORIA—CHILD ENDOWMENT

Year Ended 30th June—	Number of Endowed Families	Number of Endowed Children in Families	Number of Endowed Children in Institutions	Total Payments
				£'000
1950* ..	168,904	452,333	4,422	7,663†
1951 ..	301,805	605,673	5,026	10,948
1952 ..	317,591	642,693	4,795	12,015
1953 ..	328,561	672,525	4,710	13,996†
1954 ..	339,022	699,220	4,734	13,165
1955 ..	350,395	729,399	4,709	13,735
1956 ..	361,848	760,667	4,840	16,165†
1957 ..	373,121	791,026	4,852	15,169
1958 ..	383,926	818,258	5,032	15,719
1959 ..	396,476	851,489	5,041	18,369†

\* Endowment for the first child was introduced on 20th June, 1950.

† There were five twelve-weekly payments made to the credit of bank accounts instead of the usual four during these years.

#### *Unemployment and Sickness Benefits*

Legislation for these benefits was enacted in 1944, and the programme came into operation the following year. Apart from increases in rates in 1952 and again in 1957, when permissible income was also raised, no major amendments have been made since.

Unemployment and sickness benefits are essentially short-term benefits. They are paid to people who, through unemployment, sickness or accident, suffer temporary loss of regular earnings. There is a means test on income, but none on property. There are no nationality requirements. Both

benefits are payable subject to a waiting period of seven days. Though qualifying conditions differ to some extent between unemployment and sickness benefits, both benefits have many common characteristics.

An outline of the main features follows :—

*Age* : Men, sixteen to 64 years ; women, sixteen to 59 years. People over these age limits who are temporarily unemployed and who intend to resume work may apply for special benefit (see page 263).

*Residence* : Twelve months' residence in Australia immediately prior to the date of claim is required, or evidence of intention to reside in Australia permanently.

*Other Qualifications* :

(1) *Unemployment Benefit*.—To receive this benefit a person must (1) be unemployed and show that his unemployment is not due to his being a direct participant in a strike ; (2) be capable and willing to undertake suitable work ; and (3) have taken reasonable steps to obtain work. Registration with the Commonwealth Employment Service is necessary.

(2) *Sickness Benefit*.—To receive this benefit a person must be temporarily incapacitated for work because of sickness or accident, and have suffered a loss of income as a result.

A married woman is usually not qualified to receive sickness benefit in her own right if it is reasonably possible for her husband to maintain her. If her husband is able to maintain her only partially, some benefit may be paid.

*Rates of Benefit* : Maximum weekly benefit for an adult or a married minor is £3 5s. ; unmarried minors are paid at lower rates. An additional £2 7s. 6d. a week is paid for a dependent spouse, and 10s. for one child.

*Effect of Income* : Income of up to £2 a week in the case of adults and married minors, and £1 a week in the case of unmarried minors does not affect the rate of benefit. If income exceeds these amounts, the benefit is reduced by the amount of the excess.

“Income” includes earnings and any other form of income. For unemployment benefit, the income of the spouse is also taken into account.

Certain types of income are exempt, e.g., child endowment, war pension, Commonwealth health benefits.

*Special Benefits* : This benefit may be granted to a person not qualified for an unemployment or sickness benefit if, because of age, physical or mental disability or domestic circumstances, or for any other reason, he is unable to earn a sufficient livelihood for himself and his dependants. Maximum rate is the same as for unemployment or sickness benefit.

The number of unemployment benefits granted varies from one year to another according to the general employment situation and to dislocations in industry caused by industrial stoppages. Except for one or two brief periods, the post-war decade has been one of full employment and the numbers receiving unemployment benefit have not been large. During 1958-59, a total of 145,016 unemployment benefits were granted, and on 30th June, 1959, there were 27,528 persons receiving benefit. Comparable figures for Victoria were 24,501 and 6,013.

The number of sickness benefits shows little variation from year to year. Altogether 58,680 grants of sickness benefits were made in Australia during 1958-59 (13,288 in Victoria), and there were 8,473 persons on benefit at the end of the year (1,972 in Victoria). Total expenditure in the Commonwealth on unemployment, sickness and special benefits in 1958-59 was £8,652,310; expenditure in Victoria during the same period was £1,920,276.

### *Rehabilitation*

The Commonwealth Rehabilitation Service is one of the more recent additions to the social security programme. In 1941 a limited scheme for the vocational training of invalid pensioners was introduced. Following war-time developments in the training of disabled ex-servicemen, a comprehensive civilian rehabilitation service was begun in 1948. Its general aim is to restore disabled men and women to a state of fitness enabling them to earn their own living and to lead independent, useful lives. Rehabilitation may be effected through medical and hospital treatment, physiotherapy, remedial physical training, occupational therapy, vocational training, and job placement.

Rehabilitation is provided free to (1) those receiving or eligible for an invalid or widow's pension; (2) those receiving or eligible for a sickness, unemployment or special benefit; (3) those receiving a tuberculosis allowance; and (4) boys and girls of fourteen or fifteen years who, without treatment or training, would be likely to qualify for an invalid pension at sixteen.

People are chosen from these groups if the disability is a substantial handicap for employment but is remediable (except in the case of the blind), and if there are reasonable prospects of the person going to work within three years of starting treatment or training.

Training and living-away-from-home allowances may be paid, and artificial aids and appliances are supplied free.

Disabled people who cannot qualify for the free service pay for rehabilitation.

During 1958–59, 1,344 persons were accepted for rehabilitation, 270 of them being in Victoria; 1,010 were placed in employment, 180 of them being in Victoria. Expenditure on rehabilitation in Victoria during the year was £202,952.

#### *Reciprocal Agreements*

The Social Services Act provides, inter alia, for the Commonwealth to enter into reciprocal agreements with the Government of any other country in matters concerning pensions and benefits under the Act. Arrangements of this kind have been made with New Zealand and with the United Kingdom.

The general basis of both agreements is that Australian residential requirements are waived for former residents of New Zealand or the United Kingdom living permanently in Australia. In return, Australians who go to those countries for permanent residence receive concessions enabling them to qualify for equivalent benefits there.

### **Hospital Benefits Scheme**

#### *Public Hospitals*

The existing agreement between the Commonwealth and the State, for the provision of financial assistance by the Commonwealth to the State for persons treated in public hospitals, is authorized by the *Commonwealth National Health Act 1953–1959* and the *Victorian Hospital Benefits Act 1958*.

For the year ended 30th June, 1959, total payments by the Commonwealth to the State amounted to £2,104,003 of which £1,194,517 was for public wards. On 1st July, 1948, the Hospital Benefits rate was increased from 6s. to 8s. per day. The rate for pensioners or their dependants, enrolled under the Pensioners' Medical Service and who do not contribute to a Hospital Benefits organization, is 12s. per day.

#### *Private Hospitals*

The agreement mentioned above was confined wholly to public hospitals, but the Commonwealth Act also provides for the payment of hospital benefits, at such rates and subject to such conditions as are prescribed, for patients in private hospitals.

Such regulations, which are administered in Victoria by the Hospitals and Charities Commission, provide for hospital benefits at the rate of 8s. per day, to be allowed as a deduction from the hospital accounts of qualified patients in approved hospitals.

Payments made to private hospitals in Victoria, under the scheme, during the year ended 30th June, 1959, amounted to £510,174.

The following table shows the hospital benefit payments by the Commonwealth Government to the State on account of Victorian hospitals :—

## VICTORIA—HOSPITAL BENEFIT PAYMENTS

(£)

Payments on Account of—	1954-55	1955-56	1956-57	1957-58	1958-59
Public Hospitals—					
Capital Works ..	6,885	..	..	..	..
Public Beds ..	1,030,643	1,089,514	1,080,419	1,118,790	1,194,517
Non-public Beds ..	319,455	342,893	360,793	398,040	399,312
Total Public Hospitals	1,356,983	1,432,407	1,441,212	1,516,830	1,593,829
Private Hospitals ..	479,419	494,462	484,578	489,733	510,174
Total ..	1,836,402	1,926,869	1,925,790	2,006,563	2,104,003

*Additional Benefits*

Commonwealth Statutory Rules No. 119 of 11th October, 1951, introduced an Additional Benefit of 4s. per day (i.e. additional to the 8s. per day mentioned before) payable to public hospital patients and "approved" private hospital patients who are "qualified" and are contributors to a registered Hospital Benefits organization. The Additional Benefits are paid by the Hospital Benefits organizations which are reimbursed by the Commonwealth.

On 1st January, 1958, additional benefit was increased to 12s. per day where a qualified patient contributed for a fund benefit of not less than 16s. per day.

As from 1st January, 1959, the Commonwealth guaranteed "Special Accounts" of registered organizations. These accounts provide cover under certain conditions for persons (a) 65 years of age and over, or (b) whose illness or disability was in evidence prior to becoming contributors or during qualifying periods, or (c) suffering from chronic complaints, or (d) where maximum fund benefits have been paid.

The additional benefits are payable to the patient who is a contributor of a benefit organization.

*Pharmaceutical Benefits*

Under the provisions of the *Commonwealth National Health Act* 1953-1959, the Commonwealth reimburses through the State, the cost of pharmaceutical benefits supplied free of charge to all patients in public hospitals and mental institutions.

Payments to hospitals, benevolent, and mental institutions for the year ended 30th June, 1959, totalled £608,529.

### Social Welfare Act 1960

The *Social Welfare Act 1960* provides for the establishment of a new branch of the Chief Secretary's Department under a Director-General of Social Welfare. The existing functions of the Children's Welfare Department and the Penal Department will be absorbed into this branch with a Director of Family Welfare, Director of Youth Welfare and Director of Prisons in charge of semi-autonomous divisions, with services provided by a central administration, Research and Statistics Division, Training Division, and Probation and Parole Division.

The Family Welfare Division will concentrate on family counselling and assistance and care of children under fourteen years of age.

The Youth Division will concentrate on the development of normal youth activities, and on problems of delinquents aged fourteen to 21 years.

The Prisons Division will be responsible for the control of all prisons.

Information concerning the Children's Welfare Department and the Penal Department, as they existed prior to the proclamation of this Act, is given below, and on pages 313 to 318 respectively.

### Children's Welfare Department

#### *Historical Development*

In 1843, the first charitable organization to help distressed individuals and families came into being. This was the St. James' Dorcas Society. Gradually the scope of the Society's activities widened, and in 1849, the first "neglected" child was helped. This service quickly grew, and a small establishment was purchased by the Society to care for these deprived children.

During the 1850's several other voluntary organizations were formed to care for children in residential institutions, and such care as was then given to unwanted children came from voluntary effort.

Prior to the first child welfare legislation in this State—the enactment in 1864 of the *Neglected and Criminal Children's Act*—neglected children coming under the care of the State as a result of the enforcement of the *Vagrancy Act* were accommodated at the Immigrants' Home in Melbourne. As the number of children cared for in this way grew to nearly 600, it became necessary for Parliament to take action.

Thus, 28 years after the founding of Melbourne, the State, by way of the *Neglected and Criminal Children's Act 1864*, entered the field of child welfare. Under that Act a State department was set up to care for deprived and delinquent children. The Act also provided for the continuance of voluntary child care efforts.

Several State institutions were opened under the Act, these being industrial schools providing for the training of neglected children. These schools were commenced in a hurried manner under pressure of circumstances and many had defects. Simultaneously with the



opening of these Government Industrial Schools, two private (certified) Industrial Schools were opened for Roman Catholic girls and one was opened for Protestant boys.

A Royal Commission on industrial and reformatory schools sat in 1872 and, following its report, the Neglected and Criminal Children Amendment Act was passed on 24th December, 1874. Amongst other provisions, this Act provided for the introduction of a boarding-out system which enabled inmates of industrial schools to be "boarded out for any period or periods not extending beyond their term of detention".

The Neglected Children Act and the Juvenile Offenders Act, which contained many important reforms, were passed in 1887 and the Department became known as the Department for Neglected Children and Reformatory Schools.

The *Children's Maintenance Act* 1919 provided for payments to be made for children in the care of their mothers, without, as was previously necessary, the children having to become wards, and for children without sufficient means of support to be made wards, on application to the Department instead of by committal by Courts. An amending Act was passed in 1924.

By the *Children's Welfare Act* 1924 the name of the Department was changed to Children's Welfare Department.

The *Children's Welfare Act* 1928 consolidated the law dealing with child welfare and with the protection of infant life, and included certain provisions of the *Children's Maintenance Acts* 1919 and 1924.

The *Maintenance Act* 1928, also a consolidating Act, repealed the *Children's Maintenance Acts* 1919 and 1924, and included in Part III. provision for assistance to mothers for their children.

In 1954, the Children's Welfare Act was passed, and proclaimed on the 1st September, 1955. It repealed the Children's Welfare Acts, certain sections in the Crimes Act relating to Juvenile Offenders, and the whole of Part III. of the *Maintenance Act* 1928. Many important provisions were contained in this Act, one of the most important being the setting up of a Children's Welfare Advisory Council to advise the Minister on matters related to the care of children who are the responsibility of the State. Provision was made for the approval by the Minister of existing and future children's homes, juvenile schools, and hostels (non-governmental), and for adequate standards of care of inmates to be maintained. The Department of Reformatory Schools was abolished and appropriate provision was made for the handling of juvenile offenders by the Children's Welfare Department. The term "neglected child" was abolished and in its place "child or young person in need of care and protection" was substituted. Instead of such a child being "charged" before a Children's Court and "committed" to the Department, provision was made for an "application" to the court for the "admission" of the child to the care of the Department.

The *Children's Court Act* 1956 repealed the remaining sections in the Crimes Act relating to juvenile offenders and made amendments to the *Children's Welfare Act* 1954.

Since early days, child care in Victoria has developed on a basis of close co-operation between the statutory body and the voluntary organizations, the latter providing almost all of the residential institutions for children, with the State making some financial contribution. The pattern of joint statutory and voluntary co-operation has evolved in this State rather differently from other Australian States. In other States there is far less participation by voluntary organizations in the provision of institutional accommodation of wards of the State.

#### *Children's Welfare Advisory Council*

This Council was set up in 1955. It consists of ten members, two representing the Victorian Council of Social Service, two representing the Children's Welfare Association and six appointed by the Government. All have been chosen because of their particular experience in, and knowledge of, the field of social or child welfare. The function of the Council is to advise the Minister regarding the welfare of children under the Children's Welfare Act, and to report on matters either referred to it by the Minister or authorized by the Act. One of the matters so authorized by the Act is that of reporting upon the rates paid for wards of the Department boarded out in private homes and for those placed in approved children's homes and approved juvenile schools conducted by the voluntary organizations. The Advisory Council has a very important role in the child welfare field and, being substantially representative of the voluntary denominational and charitable organizations, it makes a very great contribution to overall team work.

#### *Work of the Department*

The function of the Department is to see that deficiencies are made good in the lives of those children who have been bereft of or denied their basic rights.

As the Curtis Committee in the United Kingdom set out in its Report, the basic needs of a child deprived of a good normal home life are:—

- (1) Affection and personal interest ; understanding of his defects ; care of his future ; respect for his personality ; and regard for his self esteem ;
- (2) stability ; the feeling that he can expect to remain with those who will continue to care for him till he goes out into the world on his own feet ;
- (3) opportunity of making the best of his ability and aptitudes, whatever they may be, as such opportunity is made available to the child in the normal home ; and
- (4) a share in the common life of a small group of people in a homely environment.

#### *Wards of the Children's Welfare Department*

The Department is responsible for the care of children admitted or committed as wards of the Children's Welfare Department pursuant to the provisions of the *Children's Welfare Act 1958* and the *Children's Court Act 1956*.

Children become wards of the Department:—

- (1) (a) By admission of Children's Courts as being in need of care and protection ;  
(b) by committal of Children's Courts for offences ;
- (2) if under fourteen years of age on application—
  - (a) by parents, guardians, &c., on the ground that the children are without sufficient means of support,
  - (b) by persons in charge of Children's Homes where parents, guardians, &c., have failed to pay for their maintenance for six months or longer ; or
- (3) if, having been boarded out as infants by their parents in a registered home (see Infant Life Protection p. 272), at a rate not greater than that paid for children placed out in approved Children's Homes, payments of maintenance fall into arrears for a period of four weeks.

On admission or committal, the Department arranges for the future placement and supervision of each ward. With the exception of those children committed for a specific period, departmental control of State wards continues until eighteen years of age, unless, as often occurs, discharge is effected earlier, and may be continued in special circumstances for any period deemed necessary in the interests of the child up to 21 years of age. Legal guardianship of wards of the Children's Welfare Department is vested in the Director.

According to their needs, the children are:—

- (1) Boarded out in private foster homes, or placed in children's homes or training schools ;
- (2) placed in the care of approved persons ;
- (3) placed in private homes with a view to legal adoption ; or
- (4) placed in employment and accommodated in private homes or in subsidized hostels where, if necessary, their earnings are subsidized until they are self supporting, or placed in live-in situations.

Departmental establishments are :—

"Turana", West Brunswick	Reception Centre and Children's Home
"Winlato", Nunawading	Girls' Training Centre Girls' Remand Centre Girls' Hostel
"Sutton Grange" Mornington .. ..	Children's Home
"Hillside" Boys' Home, Wheeler's Hill	Children's Home
Family Group Homes	Ten suburban family group homes, each accommodating eight children under the care of a "cottage mother"
Sunshine Hostel .. ..	Boys' Hostel
Lara .. ..	Children's Home

The remaining Children's Homes and Juvenile Training Schools are conducted by the various religious denominations or private charitable committees and a capitation fee is paid for wards maintained therein.

An analysis of the causes of "admission" and "committal" by the Children's Courts during the years 1957 to 1959 is shown in the following table:—

VICTORIA—REASONS FOR ADMISSIONS AND COMMITTALS  
TO THE CHILDREN'S WELFARE DEPARTMENT BY THE  
CHILDREN'S COURTS

Particulars	1957			1958			1959		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Committals—									
Pursuant to Section 28, Children's Court Act—									
Larceny and stealing	24	2	26	46	..	46	33	..	33
Breaking and entering (shops, houses, fac- tories, &c.) ..	52	2	54	60	..	60	47	..	47
Illegally using ..	38	..	38	52	..	52	55	..	55
Miscellaneous ..	18	..	18	23	..	23	23	..	23
Total Committals	132	4	136	181	..	181	158	..	158
Admissions—									
Pursuant to Section 16, Children's Welfare Act—									
Found wandering or abandoned ..	6	4	10	9	3	12	8	4	12
No means of support or no settled place of abode ..	68	77	145	73	65	138	121	97	218
Not provided with proper food, nursing, clothing, or medical aid ..	28	29	57	49	44	93	63	57	120
In care and custody of persons who are unfit guardians ..	52	59	111	47	48	95	84	66	150
Lapsing or likely to lapse into a career of vice or crime ..	97	33	130	146	34	180	175	35	210
Exposed to moral danger	2	25	27	5	38	43	2	31	33
Truancy ..	7	1	8	9	7	16	11	4	15
Other ..	..	..	..	11	8	19	1	5	6
Pursuant to Section 19, Children's Welfare Act—									
Uncontrollable ..	10	7	17	20	7	27	15	4	19
Total Admissions	270	235	505	369	254	623	480	303	783
Total number of children made wards of State through Victorian Child- ren's Courts ..	402	239	641	550	254	804	638	303	941

The following table shows the number of children "admitted and committed" to the Department for the years 1958 and 1959 :—

VICTORIA—CHILDREN BECOMING WARDS OF THE CHILDREN'S WELFARE DEPARTMENT

Particulars	1958			1959		
	Boys	Girls	Total	Boys	Girls	Total
Court Committals (Children's Court Act)— Section 28—Offences—						
To Children's Welfare Department	57	..	57	32	..	32
To Juvenile School .. .. .	124	..	124	126	..	126
Court Admissions (Children's Welfare Act)—						
Section 16—Protection Applications ..	349	247	596	465	299	764
Section 19—Uncontrollable Applications .. .. .	20	7	27	15	4	19
Admissions on Application to Department (Children's Welfare Act) .. .. .	144	115	259	141	84	225
Total Admissions and Committals	694	369	1,063	779	387	1,166

*Location of Wards*

At 31st December, 1959, 4,346 children were wards of the Department. The location of wards for the years 1955 to 1959 are shown in the following table:—

VICTORIA—LOCATION OF WARDS OF CHILDREN'S WELFARE DEPARTMENT

At 31st December—	Boarded Out in Foster Homes	In Foster Homes with a View to Legal Adoption	Placed, without Payment, with Relatives or Foster Parents	In Departmental Institutions	In Non-Departmental Institutions	In Government Subsidized Hostels	Under Employment Agreement	Total
1955 ..	407	71	437	256	1,673	87	106	3,037
1956 ..	449	60	433	317	1,715	88	142	3,204
1957 ..	492	67	537	376	1,893	90	135	3,590
1958 ..	463	62	667	432	2,123	105	99	3,951
1959 ..	665	52	743	538	2,151	81	116	4,346

*Allowances for Children in Necessitous Circumstances*

Part V. of the *Children's Welfare Act* 1958 enables a parent or any other person having care and custody of any child, who is without sufficient means of support for such child, and is unable by any available legal proceedings to obtain sufficient means of support for such child, to apply in the prescribed form to the Director of the Children's Welfare Department for a weekly sum towards the child's

maintenance. "Child" means any person under the maximum age provided under the Education Acts at which attendance at school ceases to be compulsory.

The number of children in respect of whom assistance was being given at the 31st December in the years 1955 to 1959, and the total amount of such assistance paid in each year, is shown in the following table:—

**VICTORIA—CHILDREN'S WELFARE ACT (PART V.) :  
ALLOWANCES PAID**

Year						Number of Children Assisted	Total Amount of Assistance Payments
							£
1955	..	..	..	..	..	2,759	124,314
1956	..	..	..	..	..	3,177	153,229
1957	..	..	..	..	..	3,659	161,608
1958	..	..	..	..	..	4,446	199,119
1959	..	..	..	..	..	4,847	235,036

*Infant Life Protection*

Part VII. of the Children's Welfare Act (Infant Life Protection) provides that no person shall, for payment or reward, retain in or receive into her charge in any house, any infant under the age of five years for the purpose of rearing, nursing, or maintaining such infant apart from its parents, unless such person and such home are registered by the Department (Section 60). The provisions of this Part do not apply to a hospital or to an educational establishment. Where the infant is in the care of a relative, exemption may be made by the Minister (Section 59).

Where, under Section 67, payments which are required to be made through the Department fall into arrears for a period of four weeks, the child becomes a ward of the Children's Welfare Department (Section 67(d)).

The following is a statement of the operations of this Part for the years 1955 to 1959 :—

**VICTORIA—CHILDREN'S WELFARE ACT : CHILDREN  
UNDER INFANT LIFE PROTECTION PROVISIONS**

Particulars	1955	1956	1957	1958	1959
Children Already Placed at 1st January	241	215	236	215	233
Children Placed during Year .. ..	478	528	576	588	619
Children Under Supervision at 31st Dec- ember .. .. .	215	236	215	233	256

*Employment of Children in Public Entertainment*

Part VIII. of the Children's Welfare Act provides that no child, unless the holder of a permit, shall be employed, whether for reward or not, in places of public entertainment or amusement, circus, broadcasting and the like. There is exemption for occasional entertainment, the net proceeds of which are wholly devoted for the benefit of any school or to any charitable object. No permit can be granted for any child under seven years of age or for employment between the hours of ten o'clock at night and six o'clock in the morning or on any Sunday.

*Street Trading Act 1958*

The Street Trading Act regulates trading by juveniles in the municipality of the City of Melbourne. It is policed by an inspector of the Department. No boy under the age of twelve years is permitted to engage in street trading, and boys between the ages of twelve and fourteen years must be licensed by the Street Traders' Licence Board. No female under the age of 21 years is permitted to engage in street trading. Hours during which licensed street traders may operate are prescribed and have regard to school hours and the physical strain on the boys.

*Child Migration*

By delegation from the Commonwealth Minister for Immigration under the *Immigration (Guardianship of Children) Act 1946-52*, the Director of the Department exercises legal guardianship over children and young people up to 21 years of age who come from overseas, without their parents or relatives, to reside in this State.

Most of the children from the United Kingdom come on the sponsorship of what are officially termed "Approved Voluntary Child Migration Organizations". Children are placed in private foster homes as soon as possible.

The Department is also concerned with children and young people—non-British as well as British—who come without their parents or relatives and who are personally nominated by individuals. When such a nomination is made the Department satisfies itself as to the proposed arrangements by the nominator. Upon arrival the nominee comes under guardianship, unless specially exempted.

The following are approved voluntary child migration organizations :—

Northcote Training Farm, Bacchus Marsh.

Nazareth House, Camberwell.

"Dhurringile" Rural Training Farm, Tatura.

Methodist Peace Memorial Homes for Children, Burwood.

St. John's Homes for Boys, Canterbury.

Church of England Boys' Society Training Farm, Tatura.

*Finance*

The financial operations of the Children's Welfare Department for the years ended 31st December, 1957, 1958, and 1959, are shown below :—

**VICTORIA—CHILDREN'S WELFARE DEPARTMENT:  
RECEIPTS AND EXPENDITURE  
(£)**

Particulars	1957	1958	1959
<b>RECEIPTS</b>			
Payments by Parents of Wards ..	33,472	41,037	44,198
Child Endowment .. ..	4,472	7,924	12,146
Miscellaneous Receipts .. ..	1,682	2,813	2,574
<b>Gross Receipts .. ..</b>	<b>39,626</b>	<b>51,774</b>	<b>58,918</b>
<b>EXPENDITURE</b>			
Boarded-out Children (Foster Homes)	53,549	53,269	63,857
Boarded-out Children (Children's Homes) .. ..	205,818	285,492	280,206
Juvenile Schools .. ..	25,468	31,616	35,775
Departmental Establishments .. ..	244,220	313,585	379,818
Hostels .. ..	3,368	5,471	7,694
Clothing Outfits .. ..	4,503	6,493	8,842
Maintenance of Children in Necessitous Circumstances .. ..	161,608	199,119	235,036
Migrant Children .. ..	2,759	3,482	2,778
General Maintenance Items .. ..	11,856	28,962	18,429
Administration .. ..	94,460	103,719	119,444
<b>Gross Expenditure .. ..</b>	<b>807,609</b>	<b>1,031,208</b>	<b>1,151,879</b>
<b>Net Expenditure .. ..</b>	<b>767,983</b>	<b>979,434</b>	<b>1,092,961</b>

### Workers Compensation

The first Workers Compensation legislation in this State was passed in 1914 to give certain industrial workers and their dependants the right to claim limited compensation from their employer without proof of negligence or breach of statutory duty by the employer in respect of accidental injuries sustained by them arising out of and in course of their employment.



Since the passing of the original legislation the class of persons entitled to benefit, the scope of employment, the types of injuries included, and the extent of the benefits have all been greatly widened by frequent amendments, which were consolidated by the *Workers Compensation Act 1958*.

Since 1946, compensation has been payable for injuries arising out of or in the course of employment thus removing from the worker the onus of proof of a causal connection between the employment and the injury.

As the law now stands all workers whose remuneration does not exceed £2,000 a year, excluding overtime, are included and such workers are also protected whilst travelling to and from work and during recess periods. Injuries also include the aggravation or acceleration of diseases which in themselves are unassociated with the employment, in addition to employment diseases. The extent of the benefits is seen from the following summary :—

- (1) Where death results from the injury—if the worker leaves a widow or any children under sixteen years of age or any dependant wholly dependent on his earnings—the sum of £2,240 plus £80 for each such child. If the worker leaves dependants only partially dependent on his earnings the amount of compensation shall be such sum (not exceeding £2,240) as is awarded by the Workers Compensation Board ;
- (2) where total incapacity for work results from the injury—the compensation for total incapacity of an adult worker is a weekly payment during incapacity of £8 16s. in respect of the worker plus £2 8s. for his wife or relative standing in *loco parentis* to the children if the wife or relative is wholly or mainly dependent on the earnings of the worker, plus 16s. for each dependent child under sixteen years of age.  
The total weekly payment in respect of the worker, his wife and children is limited to his average weekly earnings or £12 16s. per week whichever is the lesser and the whole amount payable is limited to £2,800 unless the Workers Compensation Board otherwise determines ; and
- (3) costs of medical, hospital, and other services—in addition to compensation payable for death or for incapacity the employer is liable to pay the reasonable costs of all medical, hospital, and other treatment services necessitated through the injury, to an unlimited amount.

### *Compulsory Insurance*

It is obligatory on every employer (with the exception of certain schemes approved by the Board) to obtain from the State Accident Insurance Office, or from an insurance company approved by the Governor in Council, a policy of accident insurance for the full amount of his liability under the Act. The number of approved insurance companies at 30th June, 1959, was 119.

Insurers, and employers in respect of whom a certificate of a Scheme of Compensation is in force, are required to furnish a statistical return to the Government Statist annually, and the following table shows details of Workers Compensation business transacted during each of the years 1954-55 to 1958-59 :—

VICTORIA—WORKERS COMPENSATION BUSINESS

Year	Wages on Which Premiums Were Charged	Gross Premiums Received, less Adjustments	New Claims Arising during Year		Claims Paid during Year	Claims Outstanding at End of Year
			Fatal	Non-fatal		
	£'000				£'000	
1954-55 ..	574,778	6,733	459	155,050	5,464	4,518
1955-56 ..	617,569	8,236	513	174,511	6,183	5,599
1956-57 ..	674,345	10,115	512	164,579	6,502	7,362
1957-58 ..	698,177	12,443	586	174,168	7,374	9,266
1958-59 ..	741,000	13,253	578	184,902	7,765	11,045

The amount paid in claims during 1958-59, viz £7,765,403, was allocated as follows :—

A. Under Workers Compensation Act—

(a) Compensation—

	£	£
1. Weekly Compensation ..	3,273,933	
2. Lump Sum—Death ..	1,121,015	
3. Lump Sum—Maim ..	1,042,490	
		5,437,438

(b) Medical, &c., Services—

1. Doctor .. ..	946,535
2. Hospital .. ..	481,129
3. Chemist or Registered Nurse	61,808
4. Ambulance .. ..	34,648
5. Other Curative, &c., Services	95,331
	1,619,451

(c) Legal Costs, &c. .. ..

1,619,451

284,982

B. Under Other Acts and at Common Law Damages, &c. .. ..

423,532

Total .. 7,765,403

Figures for premiums and claims in this table differ somewhat from those shown on pages 641 and 642 of the Finance section of the Year Book. In that section Schemes of Compensation are not included and also the figures shown do not always relate strictly to the financial

year, as some insurance companies close their books at other times. With regard to claims paid, the Finance section refers to claims paid during the period, plus claims outstanding at the end of the period less outstanding claims at the beginning.

## Friendly Societies

### *Historical Development*

Friendly Societies were established in Victoria very soon after the first settlement of the territory, but it was not until after the passing of the 1855 Act that any steps were taken for their registration as institutions recognized by law. That statute consolidated and amended the laws then in force dealing with friendly societies, and was the first Act passed in this connexion by the Victorian Legislature after the separation of Victoria from New South Wales in 1851. It was assented to on 12th June, 1855, and provided for the appointment of a registrar, and also a certifying barrister, to whom the rules of a society had to be submitted for examination, and whose certificate confirming that these rules were in accordance with the law, was necessary before registration could be effected. It also provided that the table of contributions had to be certified by an actuary of an assurance company, or "some person" appointed by the registrar before the latter could register the rules of the society.

Registration was not, however, made compulsory, and the actuarial certificate given by the actuary, appointed by the registrar under the provisions of the Act for this purpose, was only of a provisional nature, issued under the condition that the tables were to be submitted to him for approval after a certain period had elapsed. This temporary certificate was given because there was no data then available in Australia on which to calculate the amount necessary to provide the sickness benefits. As there was nothing in the Act to compel a society to apply to the actuary for a renewal of the provisional certificate when the time covered by that certificate had expired, the registration of these institutions was unfortunately permanently effected at what afterwards proved to be, in almost every instance, inadequate rates of contribution. The control exercised over friendly societies as a result of this legislation was very slight.

No further serious attention was given by the Government to friendly societies until 1875, when a Royal Commission was appointed to inquire into "the working of the Friendly Societies Statute, the position and operations of the societies registered under it and what amendment, if any, is desirable in the existing law." The outcome of this Commission was the 1877 Act, which provided for the appointment of a fully qualified barrister as registrar, and also that each society should furnish returns annually to the Government Statist, and once at least in every five years should either have its assets and liabilities valued by a valuer appointed by the society or send such particulars to the Government Statist as would enable him to have the valuation made. The passing of the 1877 Act had the effect of considerably increasing the control exercised by the Government over the operations of friendly societies.

In accordance with these provisions, an actuary was appointed, under the Government Statist, in 1881, whose chief duty it was to make periodical valuations of the assets and liabilities of societies. The Act gave no power to enforce payment of adequate rates of contribution, and the actuary could not therefore compel a society to take such steps as would enable it to meet its liabilities, but could only give advice as to the best means to be adopted to secure that end.

It was not until 1907 that registration of societies was made compulsory, and they were required to adopt adequate rates of contribution in respect of all existing members, as well as new members. An Act which was passed in that year embodied these provisions, the penalty for failure to adopt adequate rates of contribution being cancellation of registration. The operation of the Act, in so far as it related to the scale of contributions payable, was, however, limited to a period of eighteen months. This was a serious defect, as contributions which are sufficient at one time may at a future date become inadequate, owing to fluctuations in interest, sickness, or mortality rates, or faulty management.

To remedy this defect an Act was passed in 1911, which required societies to adopt adequate rates whenever called upon to do so by the actuary.

The legislation had a very beneficial effect on societies. There are 28 societies in Victoria which are required by the Statute to have a quinquennial valuation of their assets and liabilities made by an actuary. The latest valuation reports show that all societies have a ratio of assets to liabilities in excess of 20s. in the £. All these actuarial valuations have been made by the Government Actuary who is also the Government Statist.

An Act consolidating the Friendly Societies Act was passed in September, 1958, and a further amending Act was passed in November, 1958.

### *Benefits*

The basic benefits provided by friendly societies are:—

- (1) Medical attendance and medicine ;
- (2) hospital benefits ;
- (3) a weekly allowance, in case of sickness, usually commencing at £1 per week and decreasing in amount as sickness continues ; and
- (4) a funeral allowance on the death of a member or his wife or widow, generally £20 for the former and £10 for the latter two.

Most of the friendly societies have made arrangements to ensure that their members may participate in the Commonwealth National Health Scheme which subsidizes hospital and medical benefits, and have made provision for new classes of members covering medical and hospital benefits only.

The majority of ordinary societies also have benefit plans providing for whole life and endowment assurances, death and retirement benefits connected with subsidized superannuation schemes or annuity benefits. The Friendly Societies Act prescribes limits to these benefits as follows :—

- (1) £3,000, exclusive of any sum added by way of distribution of surplus, on account of the death or the attainment of a specified age of any member ; and
- (2) £10 per week to any one person for any periodical payment by way of sick pay or an annuity.

From the surplus disclosed in the valuation of the sick and funeral funds, some societies have increased their basic benefits whilst practically all have introduced rules for the payment out of surplus of contributions to the sick and funeral fund of members, after the attainment of age 65 in the case of males and age 60 in the case of females. From the surpluses disclosed in endowment and mortuary benefit funds, reversionary bonus additions have been allotted.

The tables which follow contain information (exclusive of that dealing with dispensaries and specially authorized societies) about friendly societies in Victoria for the three years 1956–57 to 1958–59. There are juvenile branches connected with some of the societies, but the information about these has not been considered of sufficient importance to be included below.

#### VICTORIA—FRIENDLY SOCIETIES : MEMBERSHIP

Particulars	Year Ended 30th June—		
	1957	1958	1959
Number of societies .. .. .	149	148	146
Number of branches .. .. .	1,281	1,262	1,253
Number of sick, funeral, and whole life and endowment assurance benefit members, the majority of whom also contribute for medical and hospital benefits .. .. .	174,466	173,671	171,834
Number of members contributing for medical and hospital benefits only .. .. .	51,461	57,040	75,739
Number of honorary members (no benefit) ..	3,571	3,629	3,444
Number of members who received sick pay ..	33,121	33,706	32,756
Weeks for which sick pay was allowed ..	462,815	454,606	459,496
Deaths of sick and funeral benefit members ..	2,529	2,512	2,578
Deaths of wives and widows entitled to funeral benefits .. .. .	820	841	873

**VICTORIA—FRIENDLY SOCIETIES : RECEIPTS AND EXPENDITURE**

(£)

Particulars	Year Ended 30th June—		
	1957	1958	1959
<b>RECEIPTS</b>			
Sick and Funeral Funds and Whole Life and Endowment Assurance Funds .. ..	534,124	554,034	630,758
Medicine and Management Funds .. ..	382,517	386,750	390,493
Medical Services Funds .. .. ..	1,270,641	1,323,114	1,427,394
Hospital Benefit Funds .. .. ..	365,482	484,623	696,493
Other Funds .. .. ..	325,331	360,645	381,474
Less Inter-Fund Transfers .. ..	138,018	185,807	213,284
<b>Total Receipts .. .. ..</b>	<b>2,740,077</b>	<b>2,923,359</b>	<b>3,313,328</b>
<b>EXPENDITURE</b>			
Sick and Funeral Funds and Whole Life and Endowment Assurance Funds .. ..	412,558	401,892	460,227
Medicine and Management Funds .. ..	358,269	367,460	368,194
Medical Services Funds .. .. ..	1,181,704	1,273,038	1,365,777
Hospital Benefit Funds .. .. ..	266,889	392,301	580,758
Other Funds .. .. ..	271,839	299,398	285,411
Less Inter-Fund Transfers .. ..	138,018	185,807	213,284
<b>Total Expenditure .. .. ..</b>	<b>2,353,241</b>	<b>2,548,282</b>	<b>2,847,083</b>
<b>Excess of Receipts over Expenditure ..</b>	<b>386,836</b>	<b>375,077</b>	<b>466,245</b>

**VICTORIA—FRIENDLY SOCIETIES : FUNDS**

(£)

Funds	At 30th June—		
	1957	1958	1959
Sick and Funeral Funds and Whole Life and Endowment Assurance Funds .. ..	7,311,776	7,463,918	7,634,449
Medicine and Management Funds .. ..	461,355	480,645	502,944
Medical Services Funds .. .. ..	599,719	649,795	711,412
Hospital Benefit Funds .. .. ..	291,384	383,706	499,441
Other Funds .. .. ..	1,720,050	1,781,297	1,877,360
<b>Total Funds .. .. ..</b>	<b>10,384,284</b>	<b>10,759,361</b>	<b>11,225,606</b>

The following table shows the amounts disbursed by societies (excluding specially authorized societies) in sick pay, funeral and mortuary benefits, endowments, medical services, medicine and hospital benefits during each of the years 1956-57 to 1958-59 :—

VICTORIA—FRIENDLY SOCIETIES: AMOUNTS DISBURSED  
IN BENEFITS  
(£)

Nature of Benefit	Year Ended 30th June—		
	1957	1958	1959
Sick Pay .. .. .	266,038	266,213	272,570
Funeral and Mortuary .. .. .	74,541	73,599	78,170
Endowment .. .. .	47,585	22,374	24,643
Medical Services, Society Benefit .. .. .	513,218	557,242	601,281
Medical Services, Government Subsidy .. .. .	518,053	560,608	598,104
Hospital, Society Benefit .. .. .	165,889	244,166	337,197
Hospital, Government Subsidy .. .. .	56,781	84,058	165,454
Medicine .. .. .	127,862	135,224	137,445

### Dispensaries

At the end of 1958-59, there were 36 United Friendly Societies' Dispensaries registered under the Friendly Societies Act as separate friendly societies. There was also one society consisting of these registered friendly societies. The chief object for which the dispensaries are established is to provide the societies with a means of supplying medicine and medical and surgical appliances to members and to persons claiming through members. The number of members connected with dispensaries at the end of 1958-59 was 90,795. As the greater portion of the receipts and expenditure of the dispensaries are interwoven with those of the medical and management funds of ordinary societies they are not given here. The assets and liabilities of dispensaries at the end of 1958-59 amounted to £790,079 and £142,161 respectively.

### Specially Authorized Societies

At the end of 1958-59, there were registered under the Friendly Societies Act four societies which do not provide any of the customary benefits of friendly societies. Their registration was specially authorized under Section 6 of the Friendly Societies Act. These four societies are known as Total Abstinence Societies. Their membership at the end of 1958-59 was 94 and their assets amounted to £80,598.

### Co-operative Societies

In December, 1953 the Victorian Parliament passed the Co-operation Act, now the *Co-operation Act 1958*. The Act, which was proclaimed on the 2nd August, 1954, provides for the formation, registration, and management of co-operative societies which are classified into various kinds according to their objects.

Prior to the Co-operation Act coming into operation, co-operatives were registered under the Companies Act or the Industrial and Provident Societies Act.

The following kinds of societies are provided for in the Co-operation Act:—

- (1) Producers' society, which is intended in the main as an organization of producers, but it is also given authority to act in many respects as a trading society;
- (2) trading society, which may carry on any business, trade, manufacture or industry specified in its rules;
- (3) community settlement society, designed to settle and retain people on the land;
- (4) community advancement society, the object of which is to provide any community service or benefit;
- (5) credit society, which may make, arrange or guarantee loans to assist members in many directions ; and
- (6) investment society, which provides a means whereby individuals with small amounts of money to invest may combine in order to secure jointly investments which might otherwise be unobtainable.

Any of these societies may, if authorized by its rules, raise money on loan. With the exception of community advancement societies and investment societies, money may also be received on deposit—again if the rules permit.

Two or more societies of the same kind may form an association to supervise the affairs of and render services to its component societies. A producers' society, which is authorized to carry on trading business, may join an association of trading societies.

Any two or more associations may form a union of associations to supervise the affairs of and render services to its component associations.

The Act designates associations and unions as societies and provides objects and powers which may be written into their rules.

At 30th June, 1959, there were 94 societies registered under the Act, the classification being :—

#### VICTORIA—CO-OPERATIVE SOCIETIES\*

Type	Number
Producers' .. .. .	9
Trading .. .. .	21
Community Settlement .. .. .	3
Community Advancement .. .. .	28
Credit .. .. .	31
Associations .. .. .	2
Total	94

\* Registered under the Co-operation Act. Information regarding co-operative organizations is given at pages 647 and 648 of this Year Book.



The Act permits the Treasurer of Victoria to guarantee the repayment of any loan raised by a society for the carrying out of its objects. To 30th June, 1959, ten guarantees had been given, the amount involved being £162,460.

Under the direction of the Treasurer, the Act is administered by the Registrar of Co-operative Societies who is also Registrar of Co-operative Housing Societies. He is assisted by an advisory council constituted under the Act.

A summary of the operations of Societies for the year ended 30th June, 1959, is given in the following table :—

VICTORIA—SUMMARY OF OPERATIONS OF SOCIETIES REGISTERED UNDER THE CO-OPERATION ACT, 1958–59

Society	Number	Number of Members	Liabilities		Assets
			Members' Funds	External	
			£	£	£
Producers' Societies ..	9	2,980	58,847	169,349	228,196
Trading Societies ..	21	9,007	240,104	275,701	515,805
Community Settlement Societies .. ..	3	111	—947	53,274	52,327
Community Advance-ment Societies ..	28	2,211	62,971	73,898	136,869
Credit Societies ..	31	2,858	25,623	109,788	135,411
Associations .. ..	2	9	46	544	590
Total ..	94	17,176	386,644	682,554	1,069,198

### Repatriation

Under the *Repatriation Act* 1920–1959, the Commission is charged with the administration of the Act which, with associated legislation, provides :—

- (1) A comprehensive pension plan for both incapacity and death due to war service;
- (2) service pensions (broadly the equivalent of age and invalid pensions);
- (3) medical treatment;
- (4) artificial limbs and surgical aids;
- (5) vocational training ; and
- (6) education and training of certain classes of ex-servicemen's children.

At 30th June, 1959, 642,063 war pensions were payable to ex-servicemen and their dependants ; of these 184,975 were payable in Victoria. The overall expenditure totalled £50,857,423 of which £15,201,405 or 30 per cent. was payable to Victorian pensioners. Expenditure on service pensions amounted to £6,220,300, for 44,372 pensions—Victorian payments totalled £1,387,328 to 10,692 pensioners.

In the field of medical care it is the Repatriation Department's policy to provide an efficient service in keeping with modern procedures and practices at both in-patient and out-patient level at the institutions under its control. These include large modern general hospitals, sanatoria for the treatment of tuberculosis patients, artificial limb factories for the manufacture and fitting of prostheses, surgical aids, and out-patient clinics separate from the general hospitals. In each of the mainland States, Repatriation blocks or separate institutions have been set up in conjunction with the State authorities for the care of ex-servicemen suffering severe mental illness, whilst special wards and facilities have been provided in Repatriation General Hospitals for psychiatric cases. In Victoria and Queensland, Anzac Hostels provide facilities for the care of a limited number of ex-servicemen who, while not in need of active hospital treatment, are severely incapacitated because of war service and are unable to fend for themselves. These institutions provide a homely atmosphere for this type of patient.

A Local Medical Officer scheme embracing 1,351 medical officers in Victoria allows those eligible for treatment to choose a local doctor to treat them on the family doctor principle.

By far the largest of the institutions in Victoria is the Repatriation General Hospital, Heidelberg. This hospital, which comprises a multi-storey block and pavilion wards, was built in 1941 and taken over by the Repatriation Department in 1947. Set in spacious surroundings—approximately 54 acres—the institution presents a pleasant appearance with its well-kept lawns and gardens. It has a bed capacity of 1,239. Special wards provide for the treatment of chest diseases and a full range of treatment for psychiatric patients; ancillary treatment departments include dental treatment, dietetics, physiotherapy, occupational therapy and educational therapy; the pathology and radiology departments provide a comprehensive service and are well equipped.

The institution is a recognized post-graduate training centre and teaching seminars are held weekly. Training facilities at the hospital also include schools for student nurses and nursing aides. Technicians are trained in pathology and radiography.

At 30th June, 1959, the number of staff employed full-time totalled 1,263 comprising 53 medical officers, 313 nursing staff, 138 administrative and 759 miscellaneous.

During the twelve months to 30th June, 1959, 9,707 patients were treated at the Hospital.

A fine example of the co-operation between Commonwealth and State Governments is the treatment of ex-servicemen suffering from mental illnesses at the Repatriation Hospital, Bundoora. This institution which is owned and financed by the Commonwealth is staffed and administered by State Government employees under the control of the Victorian Mental Hygiene Authority. The Mental Authority conducts the institution along the lines of its own mental hospitals and is reimbursed by the Commonwealth on a per capita basis.

The other institutions in Victoria conducted by the Department are the Repatriation Sanatorium, Macleod; Anzac Hostel, Brighton; Out-patient Clinic, St. Kilda-road, Melbourne; Out-patient Clinic Annexe, Caulfield; Repatriation Artificial Limb Factory, South Melbourne.

Particulars of war and service pensions in Victoria are shown below:—

### VICTORIA—WAR AND SERVICE PENSIONS

Year Ended 30th June—	Members of Forces	Dependants—		Total	Amount Paid during Year
		Of Incapacitated Members	Of Deceased Members		
					£
<b>WAR PENSIONS</b>					
1950 .. ..	46,553	61,297	13,743	121,593	5,857,536
1951 .. ..	49,115	69,054	13,730	131,899	7,303,282
1952 .. ..	51,045	75,486	13,735	140,266	9,184,196
1953 .. ..	52,785	81,464	13,817	148,066	9,918,742
1954 .. ..	54,213	86,456	13,941	154,610	10,600,721
1955 .. ..	56,011	92,344	13,998	162,353	11,975,025
1956 .. ..	57,452	97,402	13,974	168,828	12,718,047
1957 .. ..	58,204	101,319	14,131	173,654	13,372,248
1958 .. ..	59,430	106,161	14,246	179,837	14,871,178
1959 .. ..	60,389	110,156	14,430	184,975	15,201,405
<b>SERVICE PENSIONS</b>					
1950 .. ..	2,784	735	364	3,883	347,274
1951 .. ..	2,696	715	356	3,767	332,924
1952 .. ..	2,661	757	368	3,786	382,584
1953 .. ..	3,029	846	398	4,273	503,946
1954 .. ..	3,308	909	409	4,626	601,579
1955 .. ..	3,614	925	426	4,965	684,636
1956 .. ..	5,279	2,463	446	8,188	958,825
1957 .. ..	6,058	2,717	492	9,267	1,089,529
1958 .. ..	6,688	2,870	500	10,058	1,319,599
1959 .. ..	7,230	2,950	512	10,692	1,387,328

### Red Cross Society

The Victorian Division of the Australian Red Cross Society is responsible for all the Society's services and activities in the State of Victoria, and at 30th June, 1959, had a total financial membership of 103,876.

As a voluntary organization sustained by public subscription, the Division undertakes in peace time a wide variety of services; firstly, for the welfare of ex-service personnel, and secondly, for the community generally. The principal activities carried out are the following:—

#### 1. Blood Transfusion Service

This provides a blood bank and all the research departments associated with it. During 1958-59, aggregate collections of blood throughout the State were 72,801.

## 2. Red Cross Homes

- (a) The Division maintains "Rockingham", in conjunction with the Repatriation Department. This is a therapeutic centre for ex-servicemen with psychiatric disabilities and has accommodation for 50 in-patients and sixteen out-patients. Admissions were 414 during 1958-59.
- (b) *Lady Dugan Home*. In conjunction with the Department of Health, this provides accommodation for country patients requiring after-care treatment for poliomyelitis and cerebral palsy. Mothers of younger children are also accommodated at the Home to learn the treatments to be carried out at home. In the past two years the Home has developed as an out-patients' treatment centre. During 1958-59 there were 647 admissions and the number of out-patient treatments was 902.
- (c) *John Newman Morris Home*. The Home provides convalescence for ex-service men and women, war widows, and if accommodation is available, for wives and mothers of ex-service personnel. Admissions during 1958-59 were 170. The Home has accommodation for twelve men and eight women.

## 3. Welfare Service

Through this Department the help of trained social workers is available to ex-service personnel and their families, in dealing with worries and difficulties arising from ill-health, occupational or family problems. Sometimes the help needed is merely a matter of advice on applying for statutory benefits, in other cases the assistance required may involve many visits by the social worker in helping to meet the immediate or long-term need. During 1958-59 there were 2,486 families that received help.

A special service included in this field is the housekeeper service, whereby trained housekeepers are available to take over the running of the house and the care of the family while the mother is in hospital or having a rest on medical advice, and 84 families were assisted in this way in 1958-59.

## 4. Hospital Services

Red Cross hospital visitors work in 81 Victorian hospitals and homes. The hospital visitors' duties are to administer libraries, collect pensions for long-term bed patients, write letters, shop and assist with other personal services for patients.

Next-of-kin of dangerously ill patients are cared for and special accommodation is provided at Repatriation General Hospital, Heidelberg, at the Royal Melbourne Hospital, and at Red Cross Centres at Ballarat and Geelong.

There are 105 Red Cross libraries in hospitals (including all mental hospitals) with 53,553 books in circulation. A small library for prone patients is available.

A special service to mental hospitals, initiated nine years ago, has developed considerably. Known as "Music in Mental Hospitals", this service brings live-artist recitals to the nearer hospitals, and provides a comprehensive record library of 3,423 titles for the use of all mental hospitals in this State. The record librarian gives annotated sessions and conducts discussion groups.

A picture library containing over 1,000 prints is available for long-term patients who can select and change their pictures as often as they wish.

The assistance of trained Red Cross aides is given widely to hospitals and homes, and to out-patients. This covers such activities as special duties in the casualty and out-patients' departments of the Royal Melbourne Hospital, at allergy clinics at four metropolitan hospitals, and the escorting of patients to and from hospitals and clinics, as well as staffing of canteens.

#### 5. *Handcrafts*

Handcrafts are taught at the Red Cross Ex-Servicemen's Centre, Caulfield, to disabled ex-servicemen in their own homes, and at numerous institutions where diversional therapy can be of value.

Through this means disabled ex-servicemen are able to supplement their incomes and achieve some measure of independence.

#### 6. *Transport*

One of the most important services is that of transport, allied as it is to all other activities. Eighty voluntary drivers covered 370,772 miles in transporting 19,588 persons and 10,752 items of freight during 1958-59.

#### 7. *Tracing Bureau*

As part of the International Red Cross Tracing Service, the Victorian Division maintains a tracing bureau forwarding enquiries and information on behalf of families seeking news of relatives displaced during the war years. In 1958-59, there were 501 enquiries dealt with mostly on behalf of new Australians now resident in this country.

#### 8. *Disaster Relief*

As an organization constituted to render immediate relief in time of disaster, the Division maintains a central depot and 29 regional units containing first aid equipment, household utensils, blankets, clothing, and tinned food.

#### 9. *Medical Loan Depots*

Through the central depot and 43 country depots, various items of medical and nursing equipment are available on loan to anyone requiring them.

Various smaller services are undertaken to meet special community needs. Included in these are "Meals on Wheels" to aged pensioners (in conjunction with the Councils of eight districts); immunization campaigns (including Salk); home visiting to sick and elderly;

assistance at Baby Health Centres ; escorting out-patients ; and “ Insulin Round ” whereby Red Cross aides and drivers go to the homes of elderly diabetes sufferers each morning before breakfast, to administer insulin injections.

### 10. Assistance to Refugee Migrants

New and used clothing was distributed during 1958–59 to 4,700 refugee migrants, mainly Hungarian and Yugoslav, at the Commonwealth Immigration Centre, Bonegilla. Red Cross personnel act as escorts on all migrant trains to the Centre, taking care of mothers and their young children.

### 11. Training

During 1958–59, 574 adults and 427 juniors received certificates in first aid and/or home nursing.

### 12. Junior Red Cross

An activity of considerable importance is the promotion of Junior Red Cross, the State membership of which is 8,500. The aims are service, health, and international understanding. On these principles Juniors carry out a wide programme, including giving assistance in their own community and helping less fortunate children overseas.

The following table gives some indication of the continuing nature and scope of the work of the Victorian Red Cross Society.

#### VICTORIA—RED CROSS SOCIETY

Particulars	Year Ended 30th June—				
	1955	1956	1957	1958	1959
Income .. .. .	£ 297,802	325,400	368,036	365,221	384,726
Expenditure .. .. .	£ 288,527	341,036	398,354	375,458	395,935
Gross Expenditure over Income	£ ..	15,636	30,318	10,237	11,209
Gross Income over Expenditure	£ 9,275	..	..	..	..
Accumulation Account .. .. .	£ 626,305	629,731	630,162	631,828	632,745
Expenditure on—					
Blood Transfusion Service .. .. .	£ 72,870	105,660	129,367	135,525	145,635
Convalescent Homes and Hostels .. .. .	£ 56,636	71,384	78,456	80,526	81,877
Handcraft and Curative Training .. .. .	£ 11,643	15,816	15,104	16,792	18,172
Social Service and Welfare .. .. .	£ 17,128	24,989	31,022	26,199	27,484
Service and Repatriation Hospitals Including Recreation Centres	£ 32,424	33,052	36,898	36,441	39,187
Civilian Hospital and Civilian Relief					
Red Cross Branches and Companies	No. 407	436	475	436	469
Junior Red Cross Circles .. .. .	No. 202	230	252	244	270
Blood Donations .. .. .	No. 45,871	56,078	62,463	72,077	72,801
Blood Distributed .. .. .	pints 38,662	44,548	47,649	49,301	50,478
Serum Distributed .. .. .	litres 1,748	2,075	2,250	2,061	1,848
Volumes in Red Cross Libraries	No. 40,254	43,787	44,113	48,989	53,553
Transport Mileage .. .. .	334,748	349,987	372,218	367,884	370,772
Admissions to Convalescent Homes	No. 908	925	1,076	1,255	1,231

### Lord Mayor's Children's Camp, Portsea

The Lord Mayor's Children's Camp is situated on the Nepean Highway, Portsea, 59 miles from Melbourne, on high ground overlooking the entrance to Port Phillip Bay. Its object is to give selected children from country and metropolitan areas a holiday, to have each child medically and dentally examined, and to provide the services of

qualified optometrists, physiotherapists, audiometrists, and radiographers. The Camp accommodates 150 girls and 150 boys in five lined huts and five lined dormitories.

Since its inception in 1944, nearly 40,000 children have enjoyed the facilities of the Camp. During each annual series nine Camps, each of twelve days' duration, are held. The syllabus includes physical education, life saving, swimming, launch trips, hikes to points of interest, quiz sessions, educational and feature films, and concerts. The kitchen can cater for 500 children and adults. The main dining hall seats 400 children; the staff dining hall has a capacity of 90.

Children are selected on a priority basis by various authorities and sponsoring bodies, and are brought to the Camp by selected leaders. In the event of specialist treatment being required, children are taken to the Alfred Hospital by Camp transport. The Camp is equipped with its own hospital, physiotherapy solarium, dental, optometry, audiometry and radiography rooms, concert stage, and playing areas. It is considered one of the leading Camps of its kind in the world.

During the 1958-59 series, 2,964 children and 263 leaders attended the nine Camps held. Income was £23,568, running costs amounted to £21,946, and the balance was expended on urgent maintenance and buildings. All amenities and prizes for the sporting and other entertainments, are provided by the Camp.

## *Justice and the Administration of the Law*

### **The Function of Law in a Community**

by

*Lieut. Gen. Hon. Sir Edmund Herring, K.C.M.G., K.B.E., D.S.O.,  
M.C., E.D., K.St.J., Chief Justice of Victoria*

“Peace”, said Thomas Aquinas, “is the tranquillity of order.” This is true of peace among the nations, as well as internally inside the bounds of each and every State. In our country we have justices of the peace, whose duty it is to see that Her Majesty's peace is kept. It is kept of course by the maintenance of law and order. Law for its part is designed to produce order. For there can be no order without law and without order there is disorder, a state of chaos, when civilized life becomes impossible. And so it is that if a community is to enjoy the blessings of civilization, it must have an adequate system of law.

This means much more than mere police regulation, important as it is that the wrongdoer should be brought to book, and the community given some protection against his misdeeds. Thus the commercial life of a modern community cannot be carried on without an adequate law of contract. Nor, as most businesses to-day are run by joint stock

companies, can business be carried on without an effective company law, which will not only regulate the affairs of companies, but also protect the ordinary investor from the unscrupulous company promoter. The division of powers between the Parliament of the Commonwealth and those of the States requires constitutional law to cope with the problems that arise. The unfortunate people injured on the roads or at the work bench have to rely upon the law of wrongs to recover damages from those who injure them.

And so it goes on, in all the relationships that exist between people in a civilized community, for example, husband and wife, parent and child, master and servant, landlord and tenant, principal and agent, physician and patient, solicitor and client, tensions can and do arise that require a body of rules for their adjustment. Then there is the vast field of property law, the importance of which becomes ever more apparent as the wealth of the community increases. And provision has to be made for what is to happen when the owner of property dies, having made a will or died intestate as the case may be. In these days of heavy taxation a large body of law on this subject too has necessarily come into being.

And so appears the indispensable need for a complete system of law, if a modern community is to enjoy an ordered existence. The emphasis changes as conditions change. The motor vehicle has revolutionized the life of the community and it has brought in its train an added emphasis on the rule of the road and the need for care by the road user. This has thrown a very extensive added burden on the magistrates' courts, where parking offences and offences against the highway code are dealt with. It has also meant a tremendous increase in the business of the Supreme Court and the County Court, where those injured on the roads bring their claims for damages, based upon want of care.

The great expansion in the industrial field has brought new tensions too, not only those between management and labour. Here too there has been a great increase in the judicial business of the Courts. Industrial accidents tend to increase at the same rate as the size of the work force engaged. Increases in population have led to housing shortages, and these in turn have led Parliament to restrict rent and protect the possession of the tenant. Here too there has been a marked increase in judicial business. In fact it is true to say that the vast social changes that have occurred in Victoria during the past twenty years have changed considerably both the nature and extent of the judicial business of the Courts of Law.

Through all these changes the Common Law has proved a satisfactory and flexible system, though naturally many great changes have been effected by Act of Parliament. The balance has been kept between the interest of the State and the freedom of the individual. The basic freedoms, which the early Common lawyers set out to secure for the individual, and which were ultimately secured for him by the



establishment of an independent Judiciary, for the most part have been maintained. Some have been curtailed in the interest of the community as a whole. Quarantine comes to mind as a notable example.

Today these same basic freedoms are enjoyed by many newcomers to our shores, who have escaped from totalitarian regimes, where law is used as the instrument of the State to strengthen its hold over the individual, and not as a means of securing his freedom. This no doubt accounts for the extent of the one way traffic away from the totalitarian countries despite the hazards involved in making an escape.

It was in 1790 that John Philpot Curran made his famous remark that "The condition upon which God has given liberty to man is eternal vigilance." Eternal vigilance is still necessary to secure liberty, but it must be understood that liberty brings added responsibility to the individual. The less control the State has, the more the responsibility of the individual must be. More is left to his initiative, to his willingness to make choices and bear burdens, to his standards of morality and to the voluntary organizations he sets up, and through which he works with his fellows for the common good. In this important field one is on the fringe of law, though even here recourse can and is sometimes made to the Courts for the adjustment of rights and duties, when disputes occur. Even here law is indispensable to ordered existence, and the maintenance of the Queen's peace.

### **Legal System of Victoria**

The Law of Victoria is founded on the common law of England, that is to say, the body of unwritten law derived from decisions of the judges in the Superior Courts and based historically on the immemorial law and custom of England.

In 1828 all laws then in force in England, both common law and statute law, were by an Act of the Parliament at Westminster (9 Geo. IV. C.83) made law in New South Wales (which then included Victoria) so far as those laws could be applied within the colony. In case of any doubt as to their applicability, the colonial legislature was empowered to declare whether or not they did apply and to establish any limitation or modification of them within the colony. The same statute established a legislature within New South Wales with power to make laws for that colony.

On the separation of the District of Port Phillip from New South Wales in 1851, the new colony of Victoria was invested with similar powers which were widened on the establishment of responsible government in Victoria in 1855, when the Victorian Parliament was empowered to make laws in and for Victoria in all cases whatsoever.

Victorian law thus consists of :—

- (1) Common law as declared and developed by the Courts of Westminster and by the Supreme Court of Victoria and the High Court of Australia ;

- (2) statute law which comprises—
- (a) the older Acts of the Parliament of England and of the United Kingdom which were Victoria's original heritage of statute law under the Act of 1828, the continuing effect of which in Victoria has been limited and clarified by a Victorian Act, the *Imperial Acts Application Act 1922*;
  - (b) some more modern Acts of the Parliament of the United Kingdom which have express or necessary operation throughout the British Commonwealth;
  - (c) some few Acts, mostly of a local or personal kind, passed by the Legislature of New South Wales between 1825 and 1851 and still in force in Victoria ; and
  - (d) the considerable body of Acts passed by the Parliament of Victoria since 1851 and still in force ; and
- (3) subordinate legislation, that is to say, rules and regulations upon matters of lesser importance made by the Executive Government of Victoria and by other specified bodies or persons under the authority of and within limits prescribed by the statutes in force.

In addition, Acts of the Parliament of the Commonwealth of Australia on matters committed to that Parliament by the Commonwealth Constitution, and subordinate legislation under those Acts form part of the law in force in Victoria as part of the Commonwealth.

### Courts in Victoria

#### *Supreme Court*

The Supreme Court of Victoria was established in 1852.

Prior to *The Judicature Act 1883* a plaintiff or petitioner had to decide whether the relief sought was in equity or at common law. With the passing of that Act, the procedure was entirely remoulded and the Judges were given concurrent administration of law and equity (now incorporated in the *Supreme Court Act 1958*).

The *Supreme Court Act 1958* provides *inter alia* for the constitution, jurisdiction, powers, and duties of the Court and its Judges.

One of the powers of the Judges of the Court of particular importance is that of making or altering Rules of Court. The matters for which rules can be made are to be found in Section 25 of the 1958 Act. These Rules were last consolidated in 1956 and came into operation on 1st January, 1957.

There are at present thirteen Judges of the Supreme Court, consisting of the Chief Justice and twelve Puisne Judges.

The following table gives particulars of Supreme Court civil business during the five years, 1955 to 1959 :—

## VICTORIA—SUPREME COURT CIVIL CASES

Particulars	Year Ended 31st December—				
	1955	1956	1957	1958	1959
Number of Places at Which Sittings Were Held .. .. .	10	11	11	11	11
Causes Entered—					
For Assessment of Damages .. .. .	4	7	30	10	13
For Trial .. .. .	1,176	1,142	1,330	1,493	1,477
Number of Cases Tried—					
By Juries of Six .. .. .	212	247	265	291	174
By a Judge .. .. .	47	43	54	57	68
Verdicts Returned for—					
Plaintiff .. .. .	220	252	274	299	209
Defendant .. .. .	37	38	45	49	33
Amounts Awarded .. .. .	£ 414,066	464,728	496,832	503,228	656,129
Writs of Summons Issued .. .. .	2,642	2,483	2,890	2,891	3,253
Other Original Proceedings .. .. .	67	49	45	41	87
Appellate Proceedings (Other than Criminal Appeals Heard and Determined)—					
By Full Court .. .. .	63	74	55	53	63
By a Judge .. .. .	88	72	77	75	47

*County Court*

Prior to the year 1957, County Courts were established by the Governor in Council in Melbourne and in other places throughout Victoria. With the passing of the *County Court Act 1957* these Courts were abolished and in their place a Court was established and styled "The County Court" for the State of Victoria, and the Governor in Council has power to determine in what places throughout Victoria the Court shall be held.

The 1957 Act also provided for the appointment of a chairman of judges of the County Court from amongst one of the judges of the Court. At the present time there are fifteen judges, one of whom is chairman.

The County Court has jurisdiction both in equity and at common law limited to £1,000 but, in the case of any action arising out of any accident in which any vehicle is involved the limit is £2,500, and all personal actions where the amount, value or damages sought to be recovered is more than the appropriate sum mentioned above, if both parties or their respective solicitors consent thereto in writing, and all actions in respect of which jurisdiction is given by any Act; and actions of tort or contract commenced in the Supreme Court may, under certain conditions, be remitted to the County Court, even although the amount claimed may exceed such sums.

The County Court Act gives the judges of the Court power to make rules for the practice and procedure in the Court.

Particulars of County Court cases for the years 1955 to 1959 are shown in the following table :—

VICTORIA—COUNTY COURT CASES

Year Ended 31st December—					Number of Cases Tried	Amount Sued for	Amount Awarded*
						£	£
1955	..	..	..	..	2,640	5,110,471	191,873
1956	..	..	..	..	2,451	4,807,160	337,378
1957	..	..	..	..	2,212	4,802,071	310,188
1958	..	..	..	..	2,211	4,486,614	348,837
1959	..	..	..	..	2,161	4,926,303	372,056

\* These figures do not include instances where judgment was entered by consent or default.

*Writs by the Sheriff*

The table below records the number of writs received by the Sheriff in the five years, 1955 to 1959 :—

VICTORIA—WRITS RECEIVED BY THE SHERIFF

Year Ended 31st December—					Sovereign's Writs against Person and Property	Subjects' Writs against—		Total
						The Person	Property	
1955	..	..	..	..	8	4	203	215
1956	..	..	..	..	15	5	204	224
1957	..	..	..	..	2	4	235	241
1958	..	..	..	..	4	3	258	265
1959	..	..	..	..	2	8	335	345

*Courts of Petty Sessions and Stipendiary Magistrates*

Appointments to the office of stipendiary magistrate are subject to Regulation 45 of the Public Service (Public Service Board) Regulations made pursuant to the *Public Service Act 1958*.

No person can be appointed a stipendiary magistrate unless he is 35 years of age, has qualified by examination for the position of clerk of petty sessions, has acted as such for a period of not less than ten years, and has prior to 31st December, 1947, passed the examination prescribed for appointment to the office of police magistrate, or has after that date passed the following subjects as prescribed by the University of Melbourne :—

Introduction to Legal Method, Principles of Contract, Mercantile Law, Tort, Criminal Law and Procedure, and Law of Evidence.

A barrister and solicitor of the Supreme Court of Victoria who has been practising for a period of at least five years and is 35 years of age can also be appointed to the office of stipendiary magistrate.

Including the Chief Stipendiary Magistrate, the Metropolitan Stipendiary Magistrate, and the City Coroner, there are at present 44 stipendiary magistrates appointed for Victoria, nine of whom preside at the City Court, Melbourne.

At the end of 1959, there were 226 places throughout Victoria at which courts of petty sessions were held, presided over by either a stipendiary magistrate and/or honorary justices of the peace.

Justices of the peace are appointed pursuant to the *Justices Act* 1958. No legal training or knowledge of the law is required as a condition precedent to the appointment of a person as a justice of the peace.

The constitution and jurisdiction of courts of petty sessions are set out in the *Justices Act* 1958. The jurisdiction in civil cases is limited to what may be called ordinary debts, damages for assault, and restitution of goods where the amount in dispute does not exceed £100. However power is given to a stipendiary magistrate sitting without justices of the peace to hear and determine any cause of action arising out of a contract or a tort where the value or damages sought to be recovered do not exceed £250.

Particulars of criminal cases and certain other misdemeanours heard in Courts of Petty Sessions are shown on pages 301, &c.

Particulars of cases of a civil nature heard in Courts of Petty Sessions for the years 1955 to 1959 are shown in the following table :—

#### VICTORIA—COURTS OF PETTY SESSIONS : CASES OF A CIVIL NATURE

Particulars	Year Ended 31st December—				
	1955	1956	1957	1958	1959
Civil Cases—					
Number Heard .. ..	80,155	96,136	118,634	133,041	142,915
Debts or Damages—					
Claimed .. .. .£	1,296,651	1,994,418	2,809,312	3,189,437	3,610,883
Awarded .. .. .£	955,503	1,538,170	2,153,035	2,425,254	2,748,576
Other Cases—					
Appeals against Rates ..	821	305	1,080	746	1,483
Eviction Cases* .. ..	2,730	3,043	3,662	3,851	3,805
Fraud Summonses .. ..	2,602	3,148	3,913	5,211	7,722
Garnishee Cases .. ..	1,351	2,001	3,151	4,976	7,281
Maintenance Cases ..	1,470	1,676	1,912	1,934	1,979
Show Cause Summonses ..	3,387	4,446	7,937	10,622	15,445
Applications under Landlord and Tenant Acts .. ..	387	302	136	235	49
Miscellaneous .. .. .	4,677	5,916	7,090	10,610	12,200
Licences and Certificates Issued	19,355	15,498	15,585	16,126	18,899

\* Figures shown represent cases listed before Courts. Eviction orders granted are available for the Metropolitan Area only ; see next statement.

Details of eviction orders granted are available for the Metropolitan Area only, which, for these purposes, consists of the Courts listed in the footnote to the following table:—

**EVICITION CASES AND ORDERS GRANTED IN THE  
METROPOLITAN AREA OF MELBOURNE**

Year Ended 31st December—	Metropolitan Area*	
	Cases Heard	Eviction Orders Granted
1955 .. .. .	2,265	1,491
1956 .. .. .	2,576	1,669
1957 .. .. .	3,068	2,174
1958 .. .. .	3,115	2,253
1959 .. .. .	2,968	1,991

\* Courts of Petty Sessions at Box Hill, Brighton, Brunswick, Camberwell, Carlton, Cheltenham, Coburg, Collingwood, Dandenong, Elsternwick, Eltham, Fitzroy, Flemington, Footscray, Geelong, Glenroy, Hawthorn, Heidelberg, Kew, Malvern, Melbourne, Moonee Ponds, Northcote, North Melbourne, Oakleigh, Port Melbourne, Prahran, Preston, Richmond, Ringwood, Sandringham, South Melbourne, St. Kilda, Sunshine, and Williamstown.

### *Consolidation of the Statutes*

The Public General Acts of Victoria had not been consolidated since 1928. Work on a general consolidation of the Victorian Statutes was commenced in 1955.

A small Statutes Consolidation Office was established, which reduced the great mass of existing legislation to a manageable and coherent form. During the course of the consolidation, approximately 2,300 Acts were dealt with, and the number of Public Acts were reduced to 233 consolidating Acts which are set out in the First Schedule to the *Acts Enumeration and Revision Act 1958*. The Acts which were of a local and personal nature were examined and those found to be no longer operative were repealed by not being included in the Second Schedule to the *Acts Enumeration and Revision Act 1958*. The Acts so included continue to have in Victoria such force and effect as they had at the commencement of that Act.

The Acts Enumeration and Revision Act and the 233 consolidating Public Acts present the law at 1st September, 1958. They were assented to on the 30th September, 1958, and all but the *Mental Deficiency Act 1958* came into operation on 1st April, 1959.

### *Bankruptcies*

A Bankruptcy Act passed by the Commonwealth Parliament in October, 1924, and amended in 1927, was brought into operation on 1st August, 1928. It supersedes the Bankruptcy and Insolvency Acts of the States, with the exception of any provisions relating to matters not dealt with in the Commonwealth Act.

The number of sequestrations, &c., in Victoria during the year ended 31st July, 1955, and each of the four years ended 30th June, 1956 to 1959, under the *Commonwealth Bankruptcy Act* 1924-58, and the amount of liabilities and assets relating thereto, were as follows :—

## VICTORIA—BANKRUPTCY BUSINESS

Year Ended 30th June—	Sequestration Orders and Orders for Administration of Deceased Debtors' Estates	Compositions, Assignments, &c., under Part XI. of the Act	Deeds of Arrangement under Part XII. of the Act	Total
NUMBER				
1955 .. ..	144	10	46	200
1956 .. ..	153	8	45	206
1957 .. ..	258	5	72	335
1958 .. ..	357	2	59	418
1959 .. ..	305	1	88	394
LIABILITIES				
	£	£	£	£
1955 .. ..	327,498	56,177	380,408	764,083
1956 .. ..	403,142	68,911	240,170	712,223
1957 .. ..	562,380	27,254	402,612	992,246
1958 .. ..	716,777	4,460	300,191	1,021,428
1959 .. ..	1,015,834	19,261	678,644	1,713,739
ASSETS				
1955 .. ..	106,368	45,796	212,987	365,151
1956 .. ..	199,436	42,982	279,741	522,159
1957 .. ..	288,378	21,220	351,670	661,268
1958 .. ..	430,867	7,889	237,265	676,021
1959 .. ..	412,465	11,575	528,651	952,691

The yearly average of bankruptcy business, declared liabilities, and assets are shown in the table below for each of the quinquennial periods ended 1949, 1954, and 1959 :—

## VICTORIA—BANKRUPTCY BUSINESS : YEARLY AVERAGE FOR QUINQUENNIAL PERIODS

Years	Yearly Average Number	Yearly Average Declared Liabilities	Yearly Average Declared Assets
		£	£
1944-45 to 1948-49 .. ..	54	119,350	70,068
1949-50 to 1953-54 .. ..	123	368,883	195,383
1954-55 to 1958-59 .. ..	311	1,040,744	635,458

NOTE.—In the above tables figures prior to 1955-56 relate to the year ended 31st July.

*Children's Court*

In Victoria, a Children's Court is held at every place where a court of petty sessions sits in the Metropolitan Area and some provincial cities.

In 1939, a stipendiary special magistrate was appointed with jurisdiction throughout the State. An additional stipendiary special magistrate was appointed in 1958 to help the existing magistrate deal with the increasing volume of work. These two magistrates almost invariably constitute all Children's Courts in the Metropolitan Area, Dandenong and Geelong.

In addition, honorary special magistrates are appointed for some metropolitan courts and some provincial cities. At country courts to which no special magistrate is appointed, the local stipendiary magistrate usually constitutes the bench.

With certain exceptions, the jurisdiction of the Children's Court is restricted to children up to seventeen years of age. The most important exception is where a child is brought before the Court for an offence committed prior to his seventeenth birthday, provided that the appearance takes place before his nineteenth birthday.

In dealing with cases, the Children's Court adopts the criminal jurisdiction and procedure of petty sessions as governed by the Justices Act. However, its powers, by virtue of a section in the Children's Court Act, are considerably wider than the criminal jurisdiction of petty sessions. The Children's Court may deal with all offences except homicide. Nevertheless, consent to the jurisdiction of the Children's Court must be indicated by the child (or by a parent if the child is under fourteen years of age) before an indictable case may proceed.

The primary aim of the Children's Court is reformation and rehabilitation of the offender. Punishment is considered only where a child has consistently offended and other attempts at reformation have not succeeded. Indeed, the Court is strictly bound to consider reformation before all other considerations by section 27 (3) of the *Children's Court Act 1958*: "The Court shall firstly have regard to the welfare of the child."

The persons who may accompany a child in Court are strictly limited, and a newspaper or broadcast report of proceedings is forbidden.

Section 28 (1) of the Children's Court Act enumerates the ways of dealing with children who come before the Court. The most important is the probation system, under which the case against a child is postponed by releasing the child on probation for a specified period not exceeding three years. This enables the Court to appoint a person skilled in handling children who will help and guide, and if necessary, direct the child during the period appointed.

The probation system became operative in 1907—long before the very recent adult probation service. There are now, in Victoria, a large number of honorary probation officers as well as six stipendiary probation officers, and a number of full-time probation officers appointed by the churches.

Important in the rehabilitation of children who have offended, is the Children's Court Clinic. It is the task of this Clinic, which is staffed by a team of psychiatrists, psychologists, and social workers, to investigate problem cases referred to it by the Court, to advise the Court in its decisions, and, in certain cases, to offer counsel to children after their appearance in the Court.



The number of cases which were disposed of in Children's Courts in each of the five years 1955 to 1959 is given in the following table :—

## VICTORIA—CHILDREN'S COURTS : NUMBER OF CASES

Nature of Offence	Year Ended 31st December—				
	1955	1956	1957	1958	1959
Against the Person .. ..	140	134	159	286	393
Against Property .. ..	3,633	4,439	5,416	6,207	5,963
Against Good Order .. ..	170	247	276	312	338
In Need of Care and Protection	544	714	925	1,018	1,325
Other Offences .. ..	778	993	1,252	1,861	1,771
Total .. ..	5,265	6,527	8,028	9,684	9,790

The following table gives particulars of the manner in which the cases in the Children's Courts were disposed of in the years 1955 to 1959 :—

## VICTORIA—CHILDREN'S COURTS : RESULT OF HEARINGS

Result of Hearing	Year Ended 31st December—				
	1955	1956	1957	1958	1959
Summarily Convicted					
Adjourned for Period without Probation .. ..	1,233	1,261	1,810	2,321	2,405
Released on Probation .. ..	1,486	1,949	2,230	2,619	2,266
Committed or Admitted to Care of Children's Welfare Department ..	703	989	1,068	1,275	1,411
Committed to Reformatory or Juvenile School* .. ..	78	139	131	194	276
Fined .. ..	739	971	1,040	1,506	1,671
Committed to Care of a Private Person or Institution .. ..	8	5	9	12	11
Released on Recognizance to Come up for Sentence When Called† ..	..	..	156	79	56
Sentenced to a Term of Imprisonment and Suspended Sentences	21	36	78	67	71
Otherwise Dealt With .. ..	166	126	64	95	68
Total Summarily Convicted ..	4,434	5,476	6,586	8,168	8,235
Summarily Dismissed, &c. ..	826	1,036	1,433	1,488	1,521
Total Committed for Trial ..	5	15	9	28	34
Total .. ..	5,265	6,527	8,028	9,684	9,790

\* Reformatories ceased to exist under the *Penal Reform Act 1956*.

† Figures for 1955 and 1956 are included in "Otherwise Dealt With".

The following table shows the nature of the offence and the result of hearing in Children's Court cases during 1959, but excludes cases of children brought before the court as being in need of care and protection :—

VICTORIA—CHILDREN'S COURTS : NATURE OF OFFENCE AND RESULT OF HEARING, 1959

Nature of Offence	Summarily Disposed of—		Committed for Trial	Total Cases
	Dismissed, Withdrawn, or Struck Out	Convicted		
<b>Against the Person—</b>				
Assaults .. ..	39	98	..	137
Other .. ..	48	205	3	256
Total .. ..	87	303	3	393
<b>Against Property—</b>				
Larceny, &c. ..	840	4,265	28	5,133
Wilful Damage ..	54	162	..	216
Other .. ..	69	545	..	614
Total .. ..	963	4,972	28	5,963
<b>Against Good Order—</b>				
Drunkenness .. ..	3	23	..	26
Other .. ..	57	255	..	312
Total .. ..	60	278	..	338
<b>Other Offences—</b>				
Breaches of Traffic Regulations .. ..	86	622	..	708
Miscellaneous .. ..	99	961	3	1,063
Total .. ..	185	1,583	3	1,771
Grand Total .. ..	1,295	7,136	34	8,465

**Crime***Administration of the Criminal Law*

In nearly all cases where the criminal law has been broken the alleged offender is brought, at the very first opportunity, before a Court of Petty Sessions, comprising two honorary justices or a stipendiary magistrate, or both, or in some cases a single justice if all parties so consent. The court, if the matter is one which comes within its summary jurisdiction, then disposes of the case summarily. If the offence is an indictable one, the magistrates hold a preliminary investigation, and, if they are satisfied that a prima facie case has been made out by the prosecution, the accused is committed to a superior court for trial. There are two superior courts with criminal jurisdiction, namely, the Supreme Court, and a Court of General Sessions, which are held at various places throughout the State. The latter court may deal with all cases of an indictable nature, except ten of the most serious crimes which are expressly excluded from its jurisdiction.

A person may be brought before magistrates as a result of an arrest by a police officer on warrant issued on a sworn information ; or in a limited number of cases without warrant if the offence has been witnessed by the arresting constable ; or by a summons. If at a coroner's inquest a verdict is returned of murder or manslaughter, the accused person is sent for trial to the Supreme Court without any investigation before magistrates. The Attorney-General or Solicitor-General also has the power of presenting any person for trial before a superior court without the necessity of a preliminary magisterial hearing. Upon the application of any person, properly supported by affidavit, a grand jury may be summoned, on the order of the Full Court, if the affidavit discloses that an indictable offence has been committed by a corporate body ; or that such an offence has been committed by any person, and that some justice has refused to commit such person for trial ; or in the case of a committal that no presentment has been made at the court at which the trial would in due course have taken place. The grand jury, which consists of 23 men, investigates the charge, and, if it is of opinion that a prima facie ground of action has been made out, the case is sent for trial. The cases which are presented under these latter forms of procedure are, however, very rare.

*Victoria—Courts of Petty Sessions*

In the following statistical tables details are given of the total number of cases dealt with in Courts of Petty Sessions, but excluding Children's Courts, details of which have been shown under that

heading, and cases of a civil nature which are shown on page 295. If it is desired to compare the figures in these tables with those relating to other States or countries it is necessary that consideration be given to several points. The first is that the criminal law in the places compared be substantially the same; the second, that it be administered with equal strictness; and the third, that proper allowances be made for differences in the age and sex composition of the population. These points must also be taken into account in comparing crime in recent years with that in previous periods when there may have been differences in the law and when the population was very differently constituted in regard to sex and age.

VICTORIA—COURTS OF PETTY SESSIONS : ARREST CASES  
SUMMARILY DISPOSED OF, 1959

Result of Hearing	Males	Females	Total
Fined .. .. .	13,979	1,268	15,247
Imprisonment for—			
Under 1 Month .. .. .	5,535	450	5,985
1 Month and under 6 Months .. .. .	1,878	96	1,974
6 Months and under 12 Months .. .. .	236	13	249
1 Year and Over .. .. .	129	21	150
Admonished (Convicted and Discharged) ..	14,416	1,239	15,655
Ordered to Find Bail or Sentence Suspended on Entering Surety .. .. .	349	35	384
Released on Probation* .. .. .	489	133	622
Otherwise Dealt With .. .. .	298	32	330
<b>Total Convicted .. .. .</b>	<b>37,309</b>	<b>3,287</b>	<b>40,596</b>
Dismissed, Withdrawn, Struck Out ..	4,715	314	5,029
<b>Total Summarily Disposed Of ..</b>	<b>42,024</b>	<b>3,601</b>	<b>45,625</b>

\* Probation for adult offenders was introduced by the *Penal Reform Act 1956*, see page 314.

VICTORIA—COURTS OF PETTY SESSIONS : ARREST AND SUMMONS CASES : NATURE OF OFFENCE AND RESULT OF HEARING, 1959

Nature of Offence	Summarily Disposed of—				Committed for Trial		Total Cases
	Dismissed, Withdrawn, or Struck Out		Convicted		M	F	
	M	F	M	F			
Against the Person ..	1,143	63	1,132	52	861	20	3,271
Against Property ..	1,565	193	5,220	545	2,734	99	10,356
Forgery and Offences against the Currency ..	100	..	36	..	415	39	590
Against Good Order ..	2,702	230	35,123	3,220	44	..	41,319
Other Offences—							
Breaches of—							
Education Act ..	482	162	2,854	745	..	..	4,243
Licensing Act ..	669	93	2,879	274	..	..	3,915
Motor Car Act ..	2,543	116	38,116	1,146	79	..	42,000
Traffic Regulations	2,750	251	99,065	7,504	4	..	109,574
Miscellaneous ..	3,211	317	57,467	2,700	171	23	63,889
Total Other Offences	9,655	939	200,381	12,369	254	23	223,621
Total ..	15,165	1,425	241,892	16,186	4,308	181	279,157

Particulars of the disposal of arrest and summons cases for 1959 are given in the table below :—

VICTORIA—COURTS OF PETTY SESSIONS : DISPOSAL OF ARREST AND SUMMONS CASES, 1959

Cases			Summarily Convicted	Dismissed, Withdrawn, or Struck Out	Committed for Trial	Total
Arrest ..	..	Males	37,309	4,715	3,872	45,896
		Females	3,287	314	165	3,766
		Persons	40,596	5,029	4,037	49,662
Summons ..	..	Males	204,583	10,450	436	215,469
		Females	12,899	1,111	16	14,026
		Persons	217,482	11,561	452	229,495
Total Cases ..	..	Males	241,892	15,165	4,308	261,365
		Females	16,186	1,425	181	17,792
		Persons	258,078	16,590	4,489	279,157

*Offences*

*Offences Against the Person and Property*

Almost all serious crimes are offences against the person or offences against property. The first-named consist mainly of assault, but include murder, manslaughter, shooting, wounding, and sexual

offences. Offences against property consist principally of larceny and similar offences, but include burglary, house and shop-breaking, robbery, etc., cattle stealing, and wilful damage to property.

#### *Other Offences*

The only other serious crimes are forgery, counterfeiting, conspiracy, and perjury. Most of the remaining cases are breaches of various Acts of Parliament, by-laws, etc., which indicate no degree of criminal instinct or intent on the part of the person charged, or are offences against good order (including drunkenness), offensive behaviour, indecent language, vagrancy, etc.

#### *Drunkenness*

During 1959, 29,947 persons, including 2,145 females, were charged with drunkenness. Arrests of young people under twenty years of age for drunkenness numbered 511.

#### *Inquests*

A coroner has jurisdiction to hold an inquest concerning the manner of death of any person who is slain or drowned or who dies suddenly or in prison or while detained in any mental hospital and whose body is lying dead within the district in which such coroner has jurisdiction.

His duties in relation thereto are regulated by the Coroners Acts and there are special provisions relating to inquests in other Acts, such as the Mines Act, Children's Welfare Act, and Registration of Births, Deaths, and Marriages Act. Coroners and deputy-coroners are appointed by the Governor in Council, every stipendiary magistrate being appointed a coroner for the State of Victoria. Deputy-coroners have jurisdiction in the districts for which they have been appointed. In addition, a justice of the peace has jurisdiction, within his bailiwick, to hold an inquest, but only if requested to do so by a police officer in charge of a station, or by a coroner.

In the majority of cases the coroner acts alone in holding an inquest, but in certain cases a jury is empanelled. This is done (a) when the coroner considers it desirable ; (b) when in any specified case

a law officer so directs ; and (c) when it is expressly provided in any Act (as is the case under the Mines Act) that an inquest shall be taken with jurors. Amending legislation in 1953 provided that the viewing of the body is not essential and is necessary only where the coroner or jury deem it advisable.

When a person is arrested and charged before a justice or court with murder or manslaughter, those proceedings are adjourned from time to time pending the holding of the inquest. If the inquest results in a finding against that person of murder or manslaughter, the coroner issues a warrant committing him for trial, the other proceedings being then withdrawn.

The following table shows the number of inquest cases in Victoria during the years 1955 to 1959, and the number of persons subsequently committed for trial :—

## VICTORIA—INQUEST CASES

Year Ended 31st December—	Inquests into Deaths of—			Persons Committed for Trial		
	Males	Females	Total	Males	Females	Total
1955 .. ..	1,254	548	1,802	24	5	29
1956 .. ..	1,401	668	2,069	38	1	39
1957 .. ..	1,445	776	2,221	34	2	36
1958 .. ..	1,499	753	2,252	28	6	34
1959 .. ..	1,453	731	2,184	35	..	35

The table below shows the charges on which persons were committed for trial by coroners during the years 1955 to 1959 :—

## VICTORIA—COMMITTALS BY CORONERS

Year Ended 31st December—	Murder			Manslaughter		
	Males	Females	Total	Males	Females	Total.
1955 .. ..	13	4	17	11	1	12
1956 .. ..	17	..	17	21	1	
1957 .. ..	11	2	13	23	..	23
1958 .. ..	7	6	13	21	..	21
1959 .. ..	13	..	13	22	..	22

## Higher Courts

The tables which follow relate to distinct persons who have been convicted in the Supreme Court and Courts of General Sessions in Victoria. In cases where a person was charged with more than one offence, the principal offence only has been counted.

VICTORIA—HIGHER COURTS: NUMBER OF OFFENDERS CONVICTED OF SPECIFIC OFFENCES

Nature of Offence	Year Ended 31st December—				
	1955	1956	1957	1958	1959
<b>Against the Person—</b>					
Murder .. .. .	2	4	2	1	3
Manslaughter .. .. .	11	4	13	14	5
Attempted Murder, Wound with Intent to Murder .. .. .	..	2	2	1	2
Shoot, Wound, &c., and Inflict Grievous Bodily Harm with Intent .. .. .	40	33	31	26	31
Assault with Actual Bodily Harm	2	3	22	24	21
Assault .. .. .	10	23	16	11	16
Rape, Attempted Rape, &c. ..	9	6	7	11	15
Carnal Knowledge, Attempted Carnal Knowledge, &c. ..	36	35	77	99	137
Incest, Attempted Incest .. ..	7	7	15	16	13
Indecent Assault (on Female) ..	58	39	62	68	79
Unnatural Offence, Attempted Unnatural Offence .. .. .	46	43	62	125	83
Indecent Assault (on Male), &c.	36	22	41	41	26
Bigamy .. .. .	13	11	14	16	3
Other .. .. .	18	15	12	28	15
<b>Total .. .. .</b>	<b>288</b>	<b>247</b>	<b>376</b>	<b>481</b>	<b>449</b>
<b>Against Property—</b>					
Robbery under Arms, in Company, with Violence, &c. ..	41	46	34	34	58
Larceny .. .. .	145	177	170	201	204
House, Shop, Office, &c., Breaking and Stealing, Burglary ..	368	502	696	694	727
Cattle and Sheep Stealing, &c. ..	8	16	16	11	15
Assault with Intent to Rob ..	14	6	10	9	2
Receiving .. .. .	46	50	57	49	44
Embezzlement, False Pretences, Fraudulent Conversion, &c. ..	33	39	44	59	47
Illegal Use of Motor Vehicles*	..	43	44	54	56
Other .. .. .	17	22	27	32	34
<b>Total .. .. .</b>	<b>672</b>	<b>901</b>	<b>1,098</b>	<b>1,143</b>	<b>1,187</b>
<b>Other Offences—</b>					
Driving under the Influence* ..	..	10	24	28	18
Dangerous Driving* .. .. .	..	14	37	45	37
Miscellaneous .. .. .	83	77	108	82	108
<b>Total .. .. .</b>	<b>83</b>	<b>101</b>	<b>169</b>	<b>155</b>	<b>163</b>
<b>Grand Total .. .. .</b>	<b>1,043</b>	<b>1,249</b>	<b>1,643</b>	<b>1,779</b>	<b>1,799</b>

\* By amendment to the appropriate Acts, these became indictable offences during 1956, giving the offender the right to have his case tried in a Higher Court before a judge and jury.



**VICTORIA—HIGHER COURTS : AGES OF PERSONS  
CONVICTED OF SPECIFIC OFFENCES, 1959**

Nature of Offence	Distinct Persons Convicted—Age Groups (Years)						Total
	Under 20	20-24	25-29	30-34	35-39	40 and Over	
<b>Against the Person—</b>							
Murder .. .. .	1	..	..	1	..	1	3
Manslaughter .. ..	2	..	..	1	..	2	5
Attempted Murder, Wound with Intent to Murder .. ..	..	1	..	..	..	1	2
Shoot, Wound, &c., and Inflict Grievous Bodily Harm with Intent .. .. .	2	7	3	7	2	10	31
Assault with Actual Bodily Harm	2	9	4	3	2	1	21
Assault .. .. .	..	3	3	2	2	6	16
Rape, Attempted Rape, &c. ..	3	9	2	1	..	..	15
Carnal Knowledge, Attempted Carnal Knowledge, &c. ..	73	46	8	4	3	3	137
Incest, Attempted Incest ..	2	2	..	1	2	6	13
Indecent Assault (on Female) ..	13	16	15	6	10	19	79
Unnatural Offence, Attempted Unnatural Offence ..	13	15	15	17	10	13	83
Indecent Assault (on Male), &c.	2	2	3	3	5	11	26
Bigamy .. .. .	..	1	..	2	..	..	3
Other .. .. .	2	3	2	1	2	5	15
<b>Total .. .. .</b>	<b>115</b>	<b>114</b>	<b>55</b>	<b>49</b>	<b>38</b>	<b>78</b>	<b>449</b>
<b>Against Property—</b>							
Robbery under Arms, in Company, with Violence, &c.	24	16	3	7	3	5	58
Larceny .. .. .	34	63	39	33	17	18	204
House, Shop, Office, &c., Breaking and Stealing, Burglary .. .. .	235	189	91	88	58	66	727
Cattle and Sheep Stealing, &c. ..	5	3	2	1	1	3	15
Assault with Intent to Rob ..	2	..	..	..	..	..	2
Receiving .. .. .	4	12	9	7	6	6	44
Embezzlement, False Pretences, Fraudulent Conversion ..	2	3	7	12	7	16	47
Illegal Use of Motor Vehicles ..	18	15	8	8	4	3	56
Other .. .. .	8	5	2	4	5	10	34
<b>Total .. .. .</b>	<b>332</b>	<b>306</b>	<b>161</b>	<b>160</b>	<b>101</b>	<b>127</b>	<b>1,187</b>
<b>Other Offences—</b>							
Driving under the Influence ..	..	3	3	1	2	9	18
Dangerous Driving .. ..	2	6	3	7	4	15	37
Miscellaneous .. .. .	12	18	16	22	19	21	108
<b>Total .. .. .</b>	<b>14</b>	<b>27</b>	<b>22</b>	<b>30</b>	<b>25</b>	<b>45</b>	<b>163</b>
<b>Grand Total .. .. .</b>	<b>461</b>	<b>447</b>	<b>238</b>	<b>239</b>	<b>164</b>	<b>250</b>	<b>1,799</b>

VICTORIA—HIGHER COURTS : OFFENDERS CONVICTED OF  
SPECIFIC OFFENCES, RESULT OF HEARING, 1959

Nature of Offence	Result of Hearing—							Total.
	Fined	Im- prisoned Twelve Months and Under	Im- prisoned over Twelve Months	Death Sen- tence	Sen- tence Sus- pended on En- tering a Bond	Pro- bation	Other	
Against the Person—								
Murder .. ..	..	..	..	2*	..	..	1†	3
Manslaughter ..	..	..	5	..	..	..	..	5
Attempted Murder, and Wound with Intent to Murder ..	..	..	2	..	..	..	..	2
Shoot, Wound, &c., and Inflict Grievous Bodily Harm with Intent .. ..	..	7	15	..	4	5	..	31
Assault with Actual Bodily Harm ..	3	5	4	..	5	4	..	21
Assault .. ..	3	5	..	..	8	..	..	16
Rape, &c. Attempted Rape, &c. .. ..	..	1	14	..	..	..	..	15
Carnal Knowledge, Attempted Carnal Knowledge, &c. ..	..	16	5	..	86	30	..	137
Incest, Attempted Incest .. ..	..	2	9	..	..	2	..	13
Indecent Assault (on Female) .. ..	..	24	14	..	25	16	..	79
Unnatural Offence, Attempted Un- natural Offence ..	1	14	12	..	34	22	..	83
Indecent Assault (on Male), &c. .. ..	..	7	5	..	10	4	..	26
Bigamy .. ..	..	1	1	..	1	..	..	3
Other .. ..	..	6	4	..	3	2	..	15
Total .. ..	7	88	90	2*	176	85	1†	449
Against Property—								
Robbery under Arms, in Company, with Violence, &c. ..	..	15	38	..	3	2	..	58
Larceny .. ..	1	85	28	..	56	34	..	204
House, Shop, Office, &c., Breaking and Stealing, Burglary Cattle and Sheep Stealing, &c. ..	..	248	184	..	137	158	..	727
Assault with Intent to Rob .. ..	..	1	1	..	7	2	..	15
Receiving .. ..	..	13	7	..	14	10	..	44
Embezzlement, False Pretences, Fraud- ulent Conversion ..	..	19	7	..	16	5	..	47
Illegal Use of Motor Vehicles .. ..	3	35	5	..	9	4	..	56
Other .. ..	..	11	9	..	6	8	..	34
Total .. ..	4	432	280	..	248	223	..	1,187
Other Offences—								
Driving under the Influence .. ..	4	14	..	..	..	..	..	18
Dangerous Driving ..	23	11	1	..	2	..	..	37
Miscellaneous .. ..	9	38	11	..	37	13	..	108
Total .. ..	36	63	12	..	39	13	..	163
Grand Total .. ..	47	583	382	2*	463	321	1†	1,799

\* Commuted to life imprisonment.

† Detained at Governor's pleasure.

**VICTORIA—HIGHER COURTS : AGES OF PERSONS  
CONVICTED**

Age Group		Year Ended 31st December—				
		1955	1956	1957	1958	1959
Under 20 Years	{ Males	198	290	381	367	450
	{ Females	6	10	4	10	11
20-24 Years	{ Males	198	250	367	436	442
	{ Females	10	6	9	9	5
25-29 Years	{ Males	195	219	261	260	231
	{ Females	9	10	12	16	7
30-34 Years	{ Males	146	167	203	230	228
	{ Females	6	9	6	10	11
35-39 Years	{ Males	84	101	150	178	157
	{ Females	3	4	1	6	7
40 Years and Over	{ Males	178	175	244	245	240
	{ Females	10	8	5	12	10
Total	{ Males	999	1,202	1,606	1,716	1,748
	{ Females	44	47	37	63	51
	{ Persons	1,043	1,249	1,643	1,779	1,799

**VICTORIA—HIGHER COURTS : NUMBER OF OFFENDERS  
CONVICTED : RESULT OF HEARING**

Result of Hearing		Year Ended 31st December—				
		1955	1956	1957	1958	1959
Fined	{ Males	4	14	26	56	45
	{ Females	..	2	..	..	2
Imprisoned 12 Months and Under	{ Males	331	418	507	553	569
	{ Females	7	12	9	18	14
Imprisoned over 12 Months	{ Males	182	192	244	298	379
	{ Females	2	..	1	2	3
Detained at Governor's Pleasure	{ Males	..	..	1	..	1
	{ Females	..	..	..	..	..
Death Sentence*	{ Males	1	4	1	1	2
	{ Females	1	..	..	..	..
Sentence Suspended on Entering Bond	{ Males	448	541	549	478	442
	{ Females	34	33	19	29	21
Probation†	{ Males	..	..	256	327	310
	{ Females	..	..	8	14	11
Sent to Reformatory or Juvenile School‡	{ Males	33	33	22	3	..
	{ Females	..	..	..	..	..
Total	{ Males	999	1,202	1,606	1,716	1,748
	{ Females	44	47	37	63	51
	{ Persons	1,043	1,249	1,643	1,779	1,799

\* The death sentence was not carried out in any of these instances, various terms of imprisonment being substituted.

† Probation for adult offenders was introduced by the *Penal Reform Act 1956*.

‡ Reformatories were abolished by the *Penal Reform Act 1956*. Since 1st July, 1957, these figures refer to Juvenile Schools only.

**Licensing Act***General*

The *Licensing Act* 1958 is administered by the Licensing Court consisting of a chairman, who must be a judge of the County Court, and two magistrates, one of whom must have experience in hotel accounting and finance. Members of the Court are appointed for a term of seven years and are eligible for re-appointment.

The Court has power to grant applications for the various liquor and billiard table licences set out in Section 7 of the principal Act ; to grant canteen licences under specified conditions ; to grant registration of clubs ; and to give permission to remove certain licences to other sites. Provision is made under the Act for objectors to be represented in any of these matters.

The Court may restrict any number of licences and on cancelling a licence, it then sits as the Licensing Reduction Board for the purpose of fixing compensation. This and accepting surrenders of victuallers' licences are the Board's only functions. All matters relating to transfers of licences, endorsement of executors, appointment of agents, changes of nomineehip and approval of plans of re-building or alteration of licensed premises have to receive the approval of the Court.

Sittings of the Court are held at Melbourne every Monday and, being a Court of Record, all applications are entered in the Court Register. Clerks of Licensing Courts receive extract copies of the Court Register after the sitting and post copies of the extract in their office registers. Court sittings are formal, and evidence is taken on oath. Applicants appear in person and are subject to examination and cross-examination and, in most cases, are represented by counsel. The licensing inspector appointed for the particular area appears to assist the Court in general matters of transfers, &c., and the supervisor of licensed premises in applications concerning alterations to premises. The supervisor inspects all premises and reports on their condition, on the quality of accommodation supplied and on plans for rebuilding or alteration. In all cases the inspector or supervisor submits a written report to the Court prior to the hearing of the application and, if the inspector or supervisor is not prepared to proceed, the application is adjourned to a later date.

For the purpose of reviewing licences annually the Licensing Court holds an annual sitting, usually in November and December.

Applications for renewal are made by all licensees, country licensees lodging their applications with the Clerk of the Licensing Court for the particular area. Each magistrate is responsible for a group of areas, and on the appointed day holds a sitting in the Court House at each of the prescribed centres. Objections by the licensing inspector or supervisor are heard, the licensee having previously been served with a notice setting out the reasons for the objections.

Licence fees are based on a proportion of the total cost of liquor purchased during the preceding twelve months. For example, for a victualler's licence six per cent. of the total cost of liquor purchased for the twelve months ending 30th June of the previous year is fixed as the

licence fee. Fees taken under the Act are paid into the Licensing Fund and after payment of all administrative and compensation expenses, the balance is paid into Consolidated Revenue.

Permits to consume liquor on unlicensed premises and extension of liquor with meals permits for licensed premises are dealt with by a single magistrate without sitting in open Court, providing there is no police objection.

#### Licensing Fund

Revenue and Expenditure of the Licensing Fund for the years ended 30th June, 1955 to 1959 are shown below :—

#### VICTORIA—LICENSING FUND : REVENUE AND EXPENDITURE (£)

Particulars	Year Ended 30th June—				
	1955	1956	1957	1958	1959
<b>REVENUE</b>					
Licences, Certificates, and Permits .. ..	2,107,606	2,310,502	2,515,127	2,817,597	2,907,798
Interest on Investments	10,982	10,982	10,439	10,051	10,051
Fees and Fines ..	14,293	17,410	21,556	22,525	23,258
Total .. ..	2,132,881	2,338,894	2,547,122	2,850,173	2,941,107
<b>EXPENDITURE</b>					
Annual Payments to Municipalities ..	58,736	58,616	58,244	58,116	57,512
Compensation ..	2,105	..	865	17,195	12,989
Transfer to Police Superannuation Fund	23,000	23,000	23,000	23,000	23,000
Salaries, Office Expenses, &c. .. ..	69,657	89,094	97,372	103,589	108,054
Transfer to Revenue ..	1,979,383	2,168,184	2,367,641	2,648,273	2,739,552
Total .. ..	2,132,881	2,338,894	2,547,122	2,850,173	2,941,107

#### Licensing Areas

Under the Act, the whole of Victoria constitutes one Licensing District in respect of which there is no numerical limitation of licences. By order of the Governor in Council, the State was divided into Licensing Areas to take effect from 1st September, 1954. A statement showing Licensing Areas at that date was published in the composite Year Book 1952-53 and 1953-54, on page 198.

*Number of Hotels*

The following table shows the number of hotels, including roadside licences, in Victoria for the years stated :—

## VICTORIA—NUMBER OF HOTELS

Year Ended 31st December—	Number of Hotels (Including Roadside Licences*)	Average Number of Persons in Victoria to Each Hotel	Year Ended 31st December—	Number of Hotels (Including Roadside Licences*)	Average Number of Persons in Victoria to Each Hotel
1885 .. ..	4,339	223	1950 .. ..	1,666	1,343
1906 .. ..	3,520	347	1956 .. ..	1,640	1,605
1921 (June) ..	2,064	744	1957 .. ..	1,622	1,665
1930 .. ..	1,803	994	1958 .. ..	1,610	1,702
1940 .. ..	1,691	1,132	1959 .. ..	1,606	1,770

\* Roadside Licences were abolished in 1953 but, subject to the provisions of the Licensing Act relating to victuallers' licences, were made renewable as such.

In addition to hotels, liquor licences under the following headings were held during the five years 1955 to 1959 :—

## VICTORIA—LIQUOR LICENCES OTHER THAN HOTELS

Particulars	Year Ended 31st December—				
	1955	1956	1957	1958	1959
Australian Wine Licences ..	109	102	97	95	92
Registered Clubs .. ..	141	165	171	195	203
Railway Refreshment Rooms ..	23	22	22	22	21
Grocers' Licences .. ..	278	301	323	348	356

During the five years 1955 to 1959 de-licensing of hotels occurred for the following reasons :—

## VICTORIA—HOTELS DE-LICENSED

Year Ended 31st December—	Licence Surren- dered	Licence Lapsed	Licence Revoked	Licence Renewal Refused	Total
1955 .. .. .	6	..	..	2	8
1956 .. .. .	9	..	..	5	14
1957 .. .. .	15	2	1	..	18
1958 .. .. .	12	1	..	2	15
1959 .. .. .	9	1	..	2	12

### Racing

The *Racing Act* 1957 collated and presented in consolidated form existing legislation from various sources dealing with horse, pony, trotting and dog racing, and allied subject matters.

Legislation from these sources is represented in the Act in six parts dealing respectively with race-courses and race-meetings, trotting control, dog racing, registration of bookmakers and bookmakers' clerks, totalizators, and payments to racing clubs.

This Act was further consolidated in 1958 with the general consolidation of Victorian Statutes and therefore the law on this subject is now to be found in the *Racing Act* 1958.

The Act provides that race-meetings for horse races or for trotting races can only be held on race-courses licensed for the purpose. The number of days on which race-meetings can be held on the metropolitan race-courses during the year is set out in the second Schedule to the Act (e.g., Flemington on seventeen days). A race-course not being within 30 miles radius of the General Post Office, Melbourne, can hold race-meetings on twelve days in the year.

The days on which and the hours during which race-meetings may be held are also governed by this legislation and can be found in Sections 13 and 14 of the Act.

Trotting and dog racing are under the control of the Trotting Control Board and the Dog Racing Control Board respectively. These Boards are both established under the Racing Act.

The registration of bookmakers and bookmakers' clerks is also dealt with under the Act by a registration committee. Bookmakers are required, besides obtaining registration, to obtain a permit from the management of the race-course before they can operate.

The Third Schedule to the *Stamps Act* 1958 sets out the fees required to be paid by bookmakers and their clerks for the issue to them of a registration certificate in accordance with the Racing Act. These fees vary according to the race-course and the enclosure on that race-course at which they field. The Stamps Act also provides for a stamp duty on all betting tickets issued by a bookmaker, and the amount of the tax is set out in the Third Schedule to the Act.

As already mentioned the Racing Act also deals with the use of the totalizator at a race-meeting, its management during the meeting, and the commission on the revenue received which is paid into Consolidated Revenue.

### Penal Department

#### *Social Welfare Act* 1960

The *Social Welfare Act* 1960 brought the Penal and the Children's Welfare Departments within the new Department of Social Welfare. The information in the following pages relates to the Penal Department as constituted prior to the operation of this Act.

The Director of Penal Services is responsible for the three penal services—probation, prisons, and parole—dealing with offenders over seventeen years of age.

### *Probation Service*

Probation is an alternative to imprisonment and offenders may be admitted to probation for any offence for any period up to five years. During the period of probation, probationers are required to observe the conditions laid down in the probation order to which they agree as a condition of probation being granted. They are under the supervision of trained probation officers who act as guides, philosophers, and friends to them.

Breach of any of the conditions of probation may cause the offender to be brought before the court of petty sessions appointed under the order as the supervising court, to be dealt with under the *Crimes Act* 1958. He may then be fined or dealt with for the original offence or be required to be brought before the original court to be dealt with for the original offence.

If the conditions of the order are fulfilled, the probationer is discharged at the expiration of the probation period.

Probation is regarded as a more effective instrument than imprisonment for suitable offenders, as it enables the offender to make good in the community without severing family ties. In addition to being more effective, it is very much less costly than institutional treatment.

The probation provisions of the *Crimes Act* came into being through the *Penal Reform Act* 1956, now incorporated in the *Crimes Act* 1958, and became operative on 1st July, 1957. From that date to December, 1959, approximately 2,800 persons were admitted to probation. Of these, 350 successfully completed probation by 31st December, 1959, and approximately 190 were dealt with for breach of probation.

All stipendiary probation officers for adult courts are university graduates who have undergone an intensive six months training course at post-graduate level. At present these officers operate from their headquarters in Melbourne and visit country areas, but the service is to be developed on a regional basis.

### *Prison Service*

Victoria has ten prisons for males and one for females. In addition, in some country centres, police gaols are used for short sentences not exceeding 30 days.

Pentridge is the main central prison, and a classification centre established there enables the classification committee to classify prisoners and transfer them to the most appropriate institution. In addition there are separate divisions for trial and remand prisoners, a hospital and psychiatric clinic, a maximum security division, a young offenders' division, a vagrants' division, a long term division, and other general divisions.



Large-scale industries are operated including printing, textiles, wire-netting, tailoring, shoemaking, laundry, brushmaking, sheet metal, engineering, and carpentry. All manufacture is for State use. The total output of these industries for 1958 was valued at £122,740.

At Langi Kal Kal, McLeod, and Beechworth large-scale farming is practised. At Beechworth a large pine plantation has been developed. At Cooriemungle, forest land is cleared and farms established for settlement under the Lands Settlement Act.

In all prisons extensive educational services have been established with teachers provided by the Education Department and trade instructors and voluntary helpers. The Chief Training Officer of the Penal Department has developed academic education, vocational training and recreational training, whilst full-time Chaplains are responsible for spiritual instruction.

The activity programme of all prisons is specifically designed to encourage the fullest participation by inmates, so that every prisoner has the opportunity to leave prison better equipped to live in the community than when he entered.

The following statement contains information relating to gaols (excluding police gaols) in Victoria for the year ended 31st December, 1959 :—

#### VICTORIA—GAOL ACCOMMODATION AND PRISONERS, 1959

Institution	Number of Prisoners							
	Accommodation		Daily Average		Total Received (Including Transfers)		In Confinement at End of Year *	
	Males	Females	Males	Females	Males	Females	Males	Females
Gaols—								
Pentridge .. ..	1,198	..	909	..	9,836	..	976	..
Ballarat .. ..	65	..	46	..	372	..	42	..
Beechworth Training Prison .. ..	105	..	91	..	123	..	103	..
Bendigo .. ..	100	..	79	..	91	..	79	..
Castlemaine ..	107	..	97	..	276	..	100	..
Cooriemungle Prison Farm .. ..	49	..	42	..	70	..	47	..
Geelong .. ..	130	..	105	..	409	..	111	..
Sale .. ..	38	..	24	..	253	..	31	..
McLeod Settlement (French Island) ..	90	..	83	..	94	..	90	..
Langi Kal Kal ..	64	..	58	..	116	..	57	..
Fairlea Female Prison .. ..	..	100	..	37	..	817	..	42
<b>Total .. ..</b>	<b>1,946</b>	<b>100</b>	<b>1,534</b>	<b>37</b>	<b>11,640</b>	<b>817</b>	<b>1,636</b>	<b>42</b>

\* Including 132 males and seven females awaiting trial.

The number of prisoners received at and discharged from gaols (excluding police gaols) in Victoria is given in the following table for the years 1955 to 1959 :—

VICTORIA—PRISONERS RECEIVED AT AND DISCHARGED FROM GAOLS  
(Exclusive of Police Gaols)

Particulars	Year Ended 31st December—				
	1955	1956	1957	1958	1959
Number in Confinement at Beginning of Year—					
Convicted .. .. .	1,186	1,229	1,462	1,461	1,397
Awaiting Trial .. .. .	78	66	102	111	99
Total .. .. .	1,264	1,295	1,564	1,572	1,496
Received during the Year—					
Convicted of Felony, Misdemeanour, &c. .. .. .	6,846	7,469	7,749	9,322	8,462
Transfers from—					
Other Gaols .. .. .	924	1,078	1,269	1,187	1,145
Hospitals, Asylums, Reformatory Schools, &c. * .. .. .	47	62	53	35	81
For Trial, not Subsequently Convicted For Trial, Released on Bond or Probation .. .. .	2,032	2,789	3,582	2,626	2,261
Returned on Order .. .. .	148	107	88	149	320
Total .. .. .	9,997	11,505	12,741	13,319	12,457
Discharged during Year .. .. .	9,966	11,236	12,733	13,395	12,275
Number in Confinement at 31st December—					
Convicted .. .. .	1,229	1,462	1,461	1,397	1,539
Awaiting Trial .. .. .	66	102	111	99	139
Total .. .. .	1,295	1,564	1,572	1,496	1,678

\* Since 1st July, 1957, reformatories ceased to exist under the *Penal Reform Act 1956*.

The following table shows the number of prisoners under sentence at the end of each of the ten years 1950 to 1959 :—

VICTORIA—PRISONERS UNDER SENTENCE

At 31st December—	Males	Females	Total	Number per 10,000 of Population
1950 .. .. .	986	55	1,041	4·7
1951 .. .. .	1,089	38	1,127	5·0
1952 .. .. .	1,294	42	1,336	5·6
1953 .. .. .	1,134	42	1,176	4·9
1954 .. .. .	1,144	42	1,186	4·8
1955 .. .. .	1,203	26	1,229	4·8
1956 .. .. .	1,427	35	1,462	5·6
1957 .. .. .	1,428	33	1,461	5·4
1958 .. .. .	1,373	24	1,397	5·0
1959 .. .. .	1,504	35	1,539	5·4

A statement is given below of the daily average number of prisoners in detention in the gaols of the State in the last year of each of the decennial periods 1871 to 1951 inclusive, and in each of the years 1955 to 1959 :—

VICTORIA—DAILY AVERAGE NUMBER OF PRISONERS  
IN CONFINEMENT

Year Ended 31st December—	Daily Average Number of Prisoners in Confinement		
	Males	Females	Total
1871 .. .. .	1,345	274	1,619
1881 .. .. .	1,294	304	1,598
1891 .. .. .	1,550	350	1,900
1901 .. .. .	951	200	1,151
1911 .. .. .	713	100	813
1921 .. .. .	741	54	795
1931 .. .. .	1,391	50	1,441
1941 .. .. .	1,023	50	1,073
1951 .. .. .	1,050	52	1,102
1955 .. .. .	1,290	45	1,335
1956 .. .. .	1,340	40	1,380
1957 .. .. .	1,537	46	1,583
1958 .. .. .	1,493	40	1,533
1959 .. .. .	1,534	37	1,571

### Parole Service

The *Penal Reform Act* 1956 (now incorporated in the *Crimes Act* 1958) abolished the indeterminate sentences provisions of the *Crimes Act* and the Indeterminate Sentences Board. It established a Parole Board consisting of a Judge of the Supreme Court, the Director of Penal Services, and three men appointed by the Governor in Council, who are replaced by three women when female prisoners are concerned.

The Board's major function is to implement the parole provisions of the Act.

Section 534 provides that sentences of twelve months or more shall have a minimum term fixed by the Court, and for sentences of less than twelve months a minimum term may be fixed. The minimum term represents the part of the sentence which must be served before the offender becomes eligible for consideration for parole.

The Board may release the prisoner at any time in its discretion after the minimum term has been served, and such prisoner is then on parole for the unexpired portion of his sentence.

To assist in its determinations the Board has access to complete case histories of each offender, including comprehensive institutional reports, and a parole report and plan prepared by stipendiary parole officers who discuss plans with offenders during their sentence and supervise and assist them whilst on parole.

Provision is made for cancellation of parole at the discretion of the Board and for automatic cancellation by imprisonment for any offence.

The following table shows particulars of Parole Board cases for the years ended 30th June, 1958 and 1959 :—

#### VICTORIA—PAROLE BOARD CASES

Particulars	Year Ended 30th June—			
	1958		1959	
	Males	Females	Males	Females
Prisoners Released on Parole .. .. .	320	4	648	12
Prisoners Sentenced to Preventive Detention ..	3	..	..	..
Parolees Returned to Gaol—				
Parole Cancelled by Reconviction .. ..	28	..	120	1
Parole Cancelled by Parole Board .. ..	11	1	21	..
Successful Completion of Parole during Year ..	31	1	309	7

#### Victoria Police

When Victoria became separated from New South Wales in 1851, there were seven distinct bodies of Police, each acting independently, in the colony. They were the City Police, the Geelong Police, the Goldfields Police, the Water Police, the Rural Bench Constabulary, the Mounted Police, and the Escort.

The birth of the Victoria Police Force, as such, could be said to be some time in the year 1852 when Melbourne received the status of a city and a select committee planned a Police Force of 800.

In 1853, the Legislative Council passed an Act for the regulation of the Police Force and William Henry Fancourt Mitchell was appointed Chief Commissioner. In May of the same year, Inspector Samuel Freeman brought from London three Sergeants and 50 Constables of the London Metropolitan Police Force, to form a nucleus of the new Force which was to be of the pattern now known as the "British type" Police Force.

Freeman had a marked influence on the development of Police in Victoria and, indeed, in other States.

In constituting the "British type" Police Force in Victoria, there came a change from a system of imposing discipline by force of arms to a system which had proved successful in London. It featured discipline as a citizen's obligation.

The new Police Force was an organization of men who were primarily citizens, with certain additional statutory powers given them as individuals, in order that they might enforce law abidance. Although Victorian policemen are sometimes armed for the carrying out of special duties, normally arms are not carried.

For a time, the Goldfields Police also continued to operate. Their main function was to police the diggings and escort gold coaches. In 1854 there occurred, on the Ballarat diggings, the only armed insurrection in Australian history. It was known as the Eureka Stockade revolt. (See pages 11-12.)

Life on the diggings was rugged. Law was enforced by direct action on the part of the Goldfields Police, as well as by soldiers. Police and soldiers were often regarded as the natural enemies of the hard-living diggers. This relationship was heightened by the high-handedness of Gold Commissioners who directed the collection of extortionate licence fees and contributed to what was considered to be mass injustice against the miners. In the revolt against authority which resulted, police and soldiers were accused of brutality and use of excessive force, resulting in bloodshed.

This was the beginning upon which the new Victoria Police Force had to establish its relationships with the community. It is not unnatural that a great deal of time passed before citizens could regard police with a feeling of pride and friendship.

From 1854 until the end of the century, there was a story of raw colonial life and conflict between lawless elements and police. There occurred waves of violent crime, including gang rivalry; and what have now become legendary exploits of bushrangers. The best known of these is the career of the Kelly Gang.

The colony was growing ahead of its police service and—as is so often the case—insufficient finance could be found to provide the men and equipment necessary to restrain the untrammelled adventurers who had come to seek quick rewards in this new land.

A succession of Commissioners strove to advance the efficiency of the Force and the welfare of its members. Names of men such as Chomley, Sir George Steward, Sir John Gellibrand and, later, Sir Thomas Blamey, stand out.

The First World War left its mark upon the Force, as upon the economy of the State. As a result of the disastrous strike in the Metropolitan Area in 1923 some 600 men, or about one-third of the total Force, were dismissed. This was a most serious set-back. Afterwards the task of training and organizing a Force which included many hastily recruited and barely trained men had to be undertaken. This involved introducing new Police methods. The decentralization of criminal investigation, the development of a mobile Police reserve and the use of the newly invented wireless set increased the potential of the Force. In fact, Victoria helped to pioneer the use of radio-controlled mobile Police. The first radio communications control centre was set up in a room in Russell-street Police Headquarters building. In those days, doors were numbered and it became customary to refer to "Door 24". Gradually, the control centre was referred to as D.24. As a result of a radio crime session taking the title "D.24," the ordinary citizen has come to regard radio-controlled Police as part of a D.24 organization which offers them security as a result of swift action following a call for help.

Shortly before the Second World War there was a reorganization aimed at sharpening the crime fighting ability of the Force. This included the institution of detective training on a high level and the revival of the principles of the "British type" Police System upon which the Force was founded. A result of this was a gradual change in attitude on the part of the public which saw the completion of a long journey from the days of hostility towards Police to a time when the Victorian policeman has equalled the London bobby in status.

The period since the Second World War has seen another wave of accelerated progress in Victoria. With it has come the usual problems of developing public services to keep abreast with increased demand. The Police Force is gradually increasing in strength and adapting itself to the new period of expansion. It has intensified its training programme. It has developed forensic science as an aid to detection; and has taken positive steps to encourage better relations with the public. It has begun adapting itself to a role which has come as a result of a requirement for "public guidance" in the interest of community welfare, particularly in relation to juveniles. It has also taken positive steps in helping to cope with new problems which have arisen as a result of the impact of the motor car on everyday life.

Prevention and detection of crime are still the main tasks of a Police Force; but there is also an ever increasing administrative burden resulting from the multitude of tasks which other Government Departments concerned with community service are unable to fulfil—and which, in the end, fall on policemen.

With change of methods and increasing pressure of work as a result of new demands made by the community, there have been "growing pains"; but the great majority of members of the Force are aware of

the fact that they now enjoy higher status and are measuring up to it admirably. Many of them perform extra community service in their own time.

The following statement gives the numerical strength of the Police Force in Victoria and the number of inhabitants to each police officer at the end of the ten years 1950 to 1959 :—

#### VICTORIA—POLICE FORCE : NUMERICAL STRENGTH

Year Ended 31st December—	Total Strength Including Police-women	Number of Inhabitants to Each Police-officer	Year Ended 31st December—	Total Strength Including Police-women	Number of Inhabitants to Each Police-officer
1950 ..	2,751	801	1955 ..	3,109	812
1951 ..	2,879	796	1956 ..	3,392	768
1952 ..	2,992	783	1957 ..	3,709	721
1953 ..	3,047	786	1958 ..	3,754	730
1954 ..	3,021	812	1959* ..	3,753	739

\* 1959 figures refer to the year ended 30th June, 1959.

The next table shows the total amount and the amount per head of population expended from Consolidated Revenue in connexion with the police, and with the penal establishments and gaols of Victoria, in each of the five years 1955 to 1959 :—

#### VICTORIA—EXPENDITURE FROM CONSOLIDATED REVENUE ON POLICE AND GAOLS

Year Ended 30th June—	Amount Expended (Exclusive of Pensions) on—					Amount per Head of Population
	Salaries, &c.		Buildings and Rents		Total	
	Police	Gaols and Penal Establishments	Police	Gaols and Penal Establishments		
						£ s. d.
						£'000
1955 ..	4,387	579	78	50	5,094	2 0 11
1956 ..	5,008	628	96	53	5,785	2 5 1
1957 ..	5,783	779	99	52	6,713	2 10 10
1958 ..	6,318	854	108	53	7,333	2 14 3
1959 ..	6,624	882	118	35	7,659	2 15 0

*Housing and Building***The Changing Face of Melbourne**

In speaking of Melbourne, reference is made to the city proper where the main financial, industrial, mercantile, and retail headquarters of the metropolis as a whole and, indeed, of the State of Victoria are concentrated.

Melbourne City is a young city ; a little over one hundred years ago the land it now covers was virgin bush land. Its growth could possibly be divided into five periods :—

1. From 1850 to 1890 the growth from a settlement to a city. There were early ebbs and flows during this time, but generally progress and the building up of the city was an accelerating process culminating in a period in the 1870's and 1880's when most of the larger and more ambitious buildings which gave Melbourne its character were erected. This era ended with the financial crisis of the 1890's and the building industry stagnated.
2. From 1890 to 1914 was a period, first of rehabilitation, and then of a steadier and quieter progress. The advent of the First World War in 1914 closed this period.
3. From 1920 to 1930, there was a period of rapid progress and a vast amount of re-building took place. The depression of the early 1930's then intervened.
4. Following this there was a period of recovery which hardly had time to be completed, when the Second World War broke out in 1939.
5. It was not until 1950 when the restrictions caused by shortages following the war were eased, that commercial building started again. Slow to gather momentum, the completed larger buildings again began to appear at an accelerating rate, which still continues.

Increasing population and industrialization lead to increasing demands for office, commercial, and professional accommodation in the city and this must be met by re-building.

What then is the change in appearance resulting from this re-building? Most of the older buildings in Melbourne, and in particular the office buildings, were erected in the 1870's and 1880's and the materials basically were stone and brick. These materials allowed the architect considerable scope in the traditional styles, and some fine examples of classical architectural design emerged, although unfortunately not in all cases.

Modern materials, in steel and concrete, necessarily restrict design to some extent and lay particular stress on horizontal and vertical lines. The good architect however can still obtain very pleasing results in balance and design. The new buildings are more functional, the natural lighting and ventilation is better, and, usually, the weight of the structure is supported on columns, with the result that, internal partitioning is flexible and can be altered to suit requirements. On



highly valued land, the six-inch concrete walls are much more economical than the walls of the older buildings, which were anything from two feet to six feet in thickness, with consequent reduction in floor space. An increasing use of glass has been a feature, culminating in what have become known as "glass houses" in recent years, with fronts almost entirely of glass.

The skyline of the city is now changing rapidly. For many years building regulations limited the height of buildings fronting the main streets (99 feet in width) to 132 feet and on the "little streets" (33 feet in width) to 99 feet. Although small ornamental towers were permitted and sometimes erected, this regulation resulted in a skyline of even heights with little relief. The limit height was not, of course, a guess, but was calculated with regard to light angles and to ultimate carrying capacity of footpaths when most of the city had been re-built.

Relaxation of this restriction is resulting in a changing skyline. The eastern end of Lonsdale-street is now dominated by the I.C.I. building, 275 feet in height. The Zinc Corporation building in the eastern end of Collins-street will rise 325 feet in height, and the new Shell building in William-street, 233 feet. Although these buildings will rise to greater height, light angles to the street have not been neglected. The upper floors will be set back, or the building itself, set back on the land.

All this building activity necessarily implies a certain amount of demolition. The buildings being demolished to make way for new ones are, in the main, those of lesser value and few buildings of any real note have fallen to the wrecker.

One landmark of Melbourne however, which has recently been demolished, is the Colonial Mutual Building on the north-west corner of Collins and Elizabeth streets. Originally known as the Equitable Building it was a structure of granite and bluestone, erected by the Equitable Life Assurance Society of United States, as a "prestige" building. The prodigality of its design, with extremely high ceilings, very wide and spacious entrance, corridors, &c., restricted the proportionate amount of useable floor space available, to the detriment of its economic value. The building which will replace it, however, will be a more than worthy successor.

In the highest value retail area, different building considerations apply. In Melbourne City, the centre of retail business is fixed by the main lines of public transport—Flinders-street railway station tapping the whole Metropolitan Area, while trams in Swanston, Elizabeth and Bourke streets also come in from all points of the suburbs. Notwithstanding heavy car traffic, it is reliably estimated that 90 per cent. of retail purchasers still reach the city by public transport. The two blocks thus enclosed, form the retail heart of Melbourne, and therein is the highest valued land. Retail shop streets do project beyond this area, particularly in Bourke-street to the east, and, of later years in Collins-street east, but in the two blocks enclosed by Flinders, Elizabeth, Bourke and Swanston streets, the competition for retail sites is fiercest.

There are limit height buildings in this area. Indeed, the western side of Swanston-street from Collins-street to Little Collins-street is almost entirely built to the old limit of 132 feet, but generally the extremely high value of the ground floor for retail space, requires very close consideration whether it is profitable to provide the necessary entrances to serve upper floors.

In addition, the very high land values have resulted in many subdivisions to sites which will support a shop, but are too small for the erection of tall buildings. There is change here also, but more of it is apparent in the shop windows on the main streets, and in the many arcades which are characteristic of Melbourne. Again the accent is on more glass, opening up the interior of the shop to the public view.

Major new buildings (of over £500,000 each) erected during the last three years include :—

## 1957

Batman Telephone Exchange ..	Batman-street
Humes Ltd. .. ..	185 William-street
Melbourne and Metropolitan Board of Works—Office Block	Spencer-street
Russell-street Telephone Ex- change .. ..	114–120 Russell-street
Wilson Hall—University of Mel- bourne .. ..	University Grounds

## 1958

A.M.P. Society .. ..	402–8 Lonsdale-street
A.N.Z. Bank .. ..	224–36 Queen-street
Norwich Union Fire Insurance Society Ltd. .. ..	53–7 Queen-street
Queen Victoria Memorial Hospital	172–254 Lonsdale-street
Royal Children's Hospital — Nurses' Home .. ..	Flemington-road
Union Insurance Society of Canton Ltd. .. ..	43–51 Queen-street

## 1959

Baillieu Library—University of Melbourne .. ..	University Grounds
Commonwealth Arbitration Court	Law Courts-place
Commonwealth Centre ..	Cnr. Spring and Latrobe streets
Electrolytic Co. of A/asia Ltd.	390–2 Lonsdale-street
I.C.I.A.N.Z. Ltd. .. ..	1–4 Nicholson-street
Royal Women's Hospital—Nurses' Home .. ..	Swanston-street
Rylands Bros. (Aust.) Pty. Ltd.	494–502 Bourke-street

The following buildings are at present (June 1960) in various stages of erection, ranging from completed plans to almost ready for occupation :—

Ansett Transport Industries	..	489	Swanston-street
Bank of Adelaide	.. ..	265-9	Collins-street
Coates Building Ltd.	.. ..	18-22	Collins-street
Colonial Mutual Life Assurance Society Ltd.	.. ..	Cnr.	Elizabeth and Collins streets
Consolidated Zinc Pty. Ltd.	..	91-101	Collins-street
North Building—University of Melbourne	.. ..		University Grounds
Pearl Assurance Co. Ltd.	..	143-9	Queen-street
Prudential Assurance Co. Ltd.		148-50	Queen-street
Royal Automobile Club of Victoria	.. ..	113-27	Queen-street
Royal Children's Hospital	..		Flemington-road
Shell Co. of Australia Ltd.	..	155	William-street
Underhill Investments Pty. Ltd.		435-55	Collins-street (Western Market)

These are of course not all of the new buildings, but they are the larger ones. In addition, the changes along St. Kilda-road are a story in themselves and the Vacuum Oil Company building now rearing over Flinders-street railway station on the southern skyline of the City, is one example of similar change in the neighbouring City of South Melbourne.

### Supervision and Control of Building

The *Town and Country Planning Act* 1958, and the *Local Government Act* 1958, provide regulations for the preparation of planning schemes and the uniform control of building operations, throughout Victoria. In general, the administration of the provisions of these Acts is carried out by councils of the local government authorities in the areas to which they apply.

### Town and Country Planning

The passing of the *Town and Country Planning Act* 1944 marked the first step in the progress of statutory town and country planning in Victoria.

#### *Town and Country Planning Board*

This Act enabled statutory planning schemes to be prepared and approved and also provided for the setting up of a Town and Country Planning Board charged with the following duties and responsibilities:—

- (i) The Board shall report on and advise regarding matters or disputes arising from the provisions of this Act or its administration and shall, whenever required by the Minister for Local Government, report on any matters dealing with town or country planning, and

- (ii) the Board shall, on request of the Minister, prepare a planning scheme for any area or areas of land specified by the Minister.

The Board, which comprises a full-time chairman and two part-time members, was appointed early in 1946.

### *Planning Procedure*

Planning schemes must be prepared in line with the regulations which, amongst other things, specify the scales to be adopted and the notation and colours to be employed in the scheme maps. The ordinance, together with the maps, forms the planning scheme and must prescribe the land uses and reservations for public purposes. It also includes provisions for the enforcement and implementation of the scheme.

Before adoption, the scheme is made available for public inspection. Notice is given to public authorities in writing, and to the public by means of newspaper advertisements, that objections may be lodged within three months. All objections, both corporate and individual, are then considered, and the authority may, if necessary, modify the scheme. After the scheme is adopted by resolution and under the seal of the authority, it is forwarded to the Minister for Local Government for approval by the Governor in Council.

Before any planning scheme is approved, the Town and Country Planning Board must analyse all objections. A report on these is then prepared for the Governor in Council and this incorporates the Board's views.

After considering this report, the Governor in Council may approve the scheme with or without modifications, and it thus becomes legally effective until amended wholly or in part by any subsequent scheme.

### *Responsible Authorities*

The Act generally envisages the councils of the local government bodies as the responsible authorities for the preparation of planning schemes.

Two or more contiguous municipalities may also form a joint committee for the preparation of a planning scheme. The committee is retained on a statutory basis for twelve months after the approval of the scheme and may continue after this in an advisory capacity if the councils involved so desire.

Several joint planning committees are operating in the State at the present time, the largest being at Geelong, where seven municipalities are represented.

### *Metropolitan Planning Scheme*

The Metropolitan Area of Melbourne (area 700 square miles), as defined by the Town and Country Planning Act, is governed by 46 local authorities, many of which are preparing schemes for their

individual municipalities. However, the many complex problems in the Metropolitan Area, and the urgent need for planning action, resulted in legislation being passed in 1949 which created the Melbourne and Metropolitan Board of Works as a responsible authority under the Town and Country Planning Act.

The Melbourne and Metropolitan Board of Works functions as a metropolitan planning authority, and does not in any way take away the former rights of the municipal councils as responsible authorities. Local schemes, however, are subject to its examination and report and, finally, examined by the Town and Country Planning Board before they are approved by the Governor in Council.

The Metropolitan Planning Scheme has now been adopted and submitted to the Minister for Local Government and is being examined by the Town and Country Planning Board before submission to the Governor in Council for approval.

#### *Interim Development Control*

During the preparation of a planning scheme and before its approval, a responsible authority may control development by an Interim Development Order, submitted to, and recommended by, the Town and Country Planning Board and approved by the Governor in Council. This usually prohibits all development within the planning area unless a permit is obtained. Any person aggrieved by the refusal of, or the conditions attached to, a permit issued, or by delay in issuing a permit may appeal to the Minister. He then appoints some person or persons to hear such appeals and report to him. However, the final decision rests with the Minister.

Fifty-seven planning schemes (including amending schemes) have been already approved by the Governor in Council. A further 73 planning schemes are at present in course of preparation.

#### *Legislation*

The *Town and Country Planning Act 1958*, which came into operation on 1st April, 1959, consolidated the earlier legislation dealing with town and country planning.

### **Local Government Act**

#### *General*

Under the *Local Government Act 1958*, which came into operation on 18th March, 1959, and revoked the earlier legislation dealing with Uniform Building Regulations regarding the construction, demolition or removal of buildings and any other connected matters, the power to administer these Regulations is vested in the councils of municipalities, except where provided under certain clauses of the Regulations concerning Health Acts, Sewerage Regulations, and Water Supply Regulations, which are subject to the sanction of appropriate government

authorities. These powers apply to all municipalities and the more populated shires, but, in shires which are predominantly rural, the provisions of the Regulations may only apply to the more settled portions such as urban areas, towns and villages.

### *Uniform Building Regulations*

The Uniform Building Regulations define detailed provisions for building operations, and prescribe certain minimum standards which councils are bound to observe ; however, councils have the power to insist on standards above those prescribed by these Regulations, provided these requirements are not unreasonable and do not cause undue hardship. If any doubt, difference, or dissatisfaction arises between any parties concerned, in respect of any Regulation, by-law or decision by a council, they may appeal to a panel of referees, appointed pursuant to the provisions of the Act, for a decision, which is final. These referees are empowered to modify or vary any Regulation or by-law, providing that a modification or variation might reasonably be made without detriment to the public interest.

In the local government areas where the provisions of the Uniform Building Regulations apply, no building may be constructed, erected, placed in position, rebuilt, reconstructed, re-erected, replaced in position, altered, structurally altered, pulled down or removed, unless it complies with the Local Government Act and Uniform Building Regulations, and is approved by a council. A written permit must be obtained from the council and a fee paid as prescribed in the Regulations. The council is required to ensure that the building, during its course of construction, demolition or removal, complies with the Act, Regulations, and the plans and specifications it originally approved.

The following is a brief outline of some of the detailed provisions contained in Uniform Building Regulations :—

Certain penalties are prescribed for the non-compliance with regulations ; buildings are classified according to the nature of their use or occupancy, and types of construction based upon their resistance to fire ; minimum standards are laid down for site requirements, excavations, foundations, footings, floors, roofs and roof structures, wall and partition thicknesses, chimneys, fire-places, building heights, room sizes and heights, means of egress, lighting, ventilation, sewerage, sanitation, drainage, plumbing, and the working stresses of materials used in construction are specified according to the class of building. Minimum standards for reinforced concrete, brick, masonry, structural steel, timber, and veneer constructed buildings are given, and the precautions to be taken to ensure public safety during construction or demolition of buildings are described.

Faulty or unsuitable materials must not be used and workmanship must be satisfactory. A newly constructed building must not be occupied until the council has certified that the building has been constructed in accordance with plans and specifications previously approved.

**Building Statistics***General*

The statistics in succeeding pages deal only with the construction of buildings, as distinct from the construction of railways, bridges, earthworks, water storage, &c. New additions of £5,000 and over to existing buildings (other than houses) are included as new buildings. With the exception of the table relating to building approvals, particulars of minor alterations, and additions are excluded, and in all tables particulars of renovations and repairs to buildings are excluded, because of the difficulty in obtaining complete lists of persons who undertake such operations. Figures for houses exclude converted military huts, temporary dwellings, flats, and dwellings attached to other buildings.

Since the September quarter 1945, a quarterly collection of statistics of building operations has been undertaken, which comprises the activities of all private contractors and government authorities engaged on the erection of new buildings, and owner-builders who erect buildings without the services of a contractor.

The bases of the collection are building permits issued by local government authorities, and contracts let or day labour work commenced by Commonwealth, State, semi- and local government authorities. As a complete list of government authorities and building contractors is maintained, details shown in succeeding tables embrace all local government areas. However, details for building approvals and owner-builders cover only those areas subject to building control by local government authorities, and exclude some rural areas not subject to permit issues. Thus, some buildings on farms are excluded, but this does not affect the figures materially.

The following definitions of terms used in the succeeding tables are necessary for an understanding of the data presented :—

**Building Approvals :** These comprise private permits issued by local government authorities together with contracts let or day labour work commenced by Commonwealth, State, semi- or local government authorities.

**Owner-built :** A building actually erected or being erected by the owner or under the owner's direction, without the services of a contractor who is responsible for the whole job.

**Commenced :** A building is regarded as having been commenced when work on foundations has begun. Owing to the difficulty of defining the exact point that this represents in building operations, interpretations made by informants may not be entirely uniform.

**Completed :** A building is regarded as having been completed when the builder has fulfilled the terms of the contract. As with commencements, the interpretation placed on this definition may not be entirely uniform.

Under Construction : A building remaining uncompleted at the end of a period, is regarded as being under construction regardless of whether construction was actively proceeding on that particular date.

Values : All values shown exclude the value of the land and represent the estimated cost of the buildings on completion.

### *Building Approvals*

The following table shows the value of private and government building approved in Victoria, for the years 1954-55 to 1958-59 :—

#### VICTORIA—VALUE OF PRIVATE AND GOVERNMENT BUILDING APPROVED (£'000)

Year Ended 30th June—	Houses and Flats	Other New Buildings	Alterations and Additions to Buildings	Total All Buildings
1955 .. .. .	67,221	34,766	12,088	114,075
1956 .. .. .	68,303	52,086	12,391	132,780
1957 .. .. .	65,113	38,520	13,341	116,974
1958 .. .. .	76,275	44,975	15,721	136,971
1959 .. .. .	78,942	56,201	16,334	151,477

In normal circumstances, information concerning building approvals is a primary indicator of building trends and gives some indication of the effect of varying economic conditions on the building industry. However, a complete comparison of buildings approved cannot be made against buildings commenced, as the relationship is affected by the fact that (a) some intended buildings are never begun and new building plans may be resubmitted later, due to rising costs caused by the lack of, or delay in, supply of finance, and shortages of labour and materials, (b) estimated values recorded for building approvals may be affected by rising costs owing to delays in the commencement of buildings, and (c) as previously mentioned, building permits do not embrace the whole of the State.

With the exception of the year 1956-57 when there was a decline, the table indicates a steady expansion in the value of buildings approved. The increases in value are partly due to rising costs and partly to the increased value of approved building projects.

### *Value of New Buildings Commenced*

The following table shows the value of all new buildings commenced in Victoria, according to the kind of building for the years 1954-55 to 1958-59. It should be noted that additions to existing buildings



(other than houses) of £5,000 and over are included and minor alterations, additions, renovations and repairs to buildings are excluded.

VICTORIA—VALUE (WHEN COMPLETED) OF TOTAL NEW BUILDINGS COMMENCED : CLASSIFIED BY KINDS  
(£'000)

Kind of Building	Year Ended 30th June—				
	1955	1956	1957	1958	1959
Houses .. .. .	64,802	65,768	63,005	72,078	74,496
Flats .. .. .	2,758	1,910	2,711	3,542	4,391
Shops with Dwellings .. .. .	751	472	440	488	691
Shops without Dwellings .. .. .	3,124	3,135	2,380	3,173	5,345
Hotels, Guest Houses, &c. .. .	692	1,585	1,210	1,078	1,261
Factories .. .. .	14,671	19,415	13,258	16,013	16,599
Business Premises—					
Offices .. .. .		9,740	6,008	5,482	9,715
Other .. .. .		5,312	4,221	5,411	4,803
Educational .. .. .		5,011	5,816	4,207	5,314
Religious .. .. .	15,895	1,783	1,328	1,539	1,516
Health .. .. .		3,169	3,807	5,320	2,157
Entertainment and Recreation .. .		1,436	1,505	2,056	1,375
Miscellaneous .. .. .		2,680	3,645	1,746	3,944
Total .. .. .	102,693	121,416	109,334	122,133	131,607

As with building approvals, the increase in value of buildings commenced is not wholly attributable to increased building activity, but is partly the result of an almost continuous rise in the cost of building. It should also be realized that, in any period, where there are appreciable increases in the value of buildings commenced for industrial, commercial, business, health, &c., purposes, this movement could be misinterpreted to some extent, as these buildings may include the commencement of large scale projects, the completion of which may spread over several years. The table shows similar trends to that of buildings approved for the same period, in that, with the exception of year 1956–57 when there was a decline, a steady expansion in the value of buildings commenced has taken place. The value of all new buildings commenced in the year 1958–59 was the highest recorded, viz., £131,607,000 (£96,291,000 in the Metropolitan Area ; £35,316,000 in the remainder of the State).

*Value of New Buildings Completed*

The following table shows the value of all new buildings completed in Victoria, according to the kind of building for the years 1954–55 to 1958–59. As with commencements, additions to existing buildings

(other than houses) of £5,000 and over are included and minor alterations, additions, renovations and repairs to buildings are excluded.

**VICTORIA—VALUE OF TOTAL NEW BUILDINGS  
COMPLETED : CLASSIFIED BY KINDS  
(£'000)**

Kind of Building	Year Ended 30th June—				
	1955	1956	1957	1958	1959
Houses .. .. .	67,638	68,208	65,771	70,282	80,958
Flats .. .. .	1,832	3,154	2,340	2,914	3,814
Shops with Dwellings .. ..	1,057	554	470	468	707
Shops without Dwellings .. ..	2,617	3,439	2,894	3,198	4,054
Hotels, Guest Houses, &c. .. ..	521	1,510	1,681	1,400	1,292
Factories .. .. .	10,887	18,640	17,416	19,219	16,096
Business Premises—					
Offices .. .. .		2,407	3,211	9,043	8,683
Other .. .. .		3,375	6,576	5,348	5,237
Educational .. .. .		4,592	4,826	7,600	4,495
Religious .. .. .	14,380	701	1,050	1,510	2,096
Health .. .. .		2,004	3,385	6,753	3,993
Entertainment and Recreation .. ..		915	3,546	1,334	2,120
Miscellaneous .. .. .		2,095	1,664	2,687	3,892
<b>Total .. .. .</b>	<b>98,932</b>	<b>111,594</b>	<b>114,830</b>	<b>131,756</b>	<b>137,437</b>

The notes at the foot of the previous table, regarding the reasons for increases in the value of new buildings during the period, also apply to this table. This table shows that, the annual value of all new buildings completed in Victoria, has increased each year during the period 1954–55 to 1958–59. Although the value of new buildings approved and commenced showed a decline for the year 1956–57, the value of new building work in hand was sufficient to prevent any corresponding decline in the overall value of new buildings completed for the same period of succeeding years. The value of all new buildings completed in the year 1958–59 was the highest recorded, viz., £137,437,000 (£99,964,000 in the Metropolitan Area ; £37,473,000 in the remainder of the State).

*Value of New Buildings under Construction*

The value of all new building work remaining uncompleted at the 30th June, 1959, was £120,179,000 (£86,281,000 in the Metropolitan Area ; £33,898,000 in the remainder of the State). The value of all new buildings remaining uncompleted at the end of each period for the past two years has shown a steady decline, viz., 1956–57 £127,943,000; 1957–58 £122,750,000; 1958–59 £120,179,000; although the value of all new buildings commenced and completed has increased during the same period. This indicates an expansion in building activity during this period.

## Number of New Dwellings

The following table shows the number of new houses, individual flat units (excluding conversions to flats) and shops with dwellings, commenced and completed in the metropolitan area and the remainder of the State of Victoria for the years 1954-55 to 1958-59 :—

VICTORIA—NUMBER OF NEW HOUSES, FLATS, AND SHOPS WITH DWELLINGS CONSTRUCTED : GEOGRAPHICAL DISTRIBUTION

Year Ended 30th June—	Commenced				Completed			
	Houses	Flats	Shops with Dwellings	Total	Houses	Flats	Shops with Dwellings	Total
METROPOLITAN AREA *								
1955	15,293	1,126	133	16,552	15,919	739	184	16,842
1956	14,316	681	68	15,065	15,453	1,225	90	16,768
1957	13,160	984	63	14,207	13,732	845	70	14,647
1958	15,020	1,244	68	16,332	14,544	1,005	74	15,623
1959	14,678	1,690	105	16,473	16,827	1,331	104	18,262
REMAINDER OF THE STATE								
1955	7,381	57	37	7,475	7,920	42	47	8,009
1956	6,929	34	32	6,995	7,199	48	30	7,277
1957	6,489	126	19	6,634	6,453	52	29	6,534
1958	6,913	39	27	6,979	6,823	99	23	6,945
1959	7,765	136	26	7,927	7,502	103	31	7,636
STATE TOTAL								
1955	22,674	1,183	170	24,027	23,839	781	231	24,851
1956	21,245	715	100	22,060	22,652	1,273	120	24,045
1957	19,649	1,110	82	20,841	20,185	897	99	21,181
1958	21,933	1,283	95	23,311	21,367	1,104	97	22,568
1959	22,443	1,826	131	24,400	24,329	1,434	135	25,898

\* Metropolitan as defined for statistical purposes. Details of this definition are given on page 101.

The table shows that the number of houses and shops with dwellings commenced, declined in the years 1955-56 and 1956-57, from the total for year 1954-55, then recovered in the years 1957-58 and 1958-59. However, the recovery has not reached the peak year of 1950-51, when the highest numbers commenced were recorded, viz., 26,949 houses and 316 shops and dwellings. Completions of houses and shops with dwellings show a similar trend in decline and recovery for the same periods and completions for houses reached the highest number recorded, viz., 24,329. On the other hand, flats commenced show a decline in the year 1955-56, but a much more rapid recovery in the next three years to a peak of 1,826 in 1958-59, the highest recorded figure. Completions of flats show a similar trend, from a decline in the year 1956-57, due to the decrease in commencements in the year 1955-56, to a peak of 1,434 in the year 1958-59. The number of new dwellings remaining uncompleted at the 30th June, 1959, was 17,987 (16,543 houses ; 1,363 flats, and 81 shops with dwellings).

## Number of New Houses

The following table shows the number of new houses commenced and completed in Victoria, for private and government ownership for the years 1954-55 to 1958-59 :—

VICTORIA—NUMBER OF NEW HOUSES CONSTRUCTED FOR GOVERNMENT INSTRUMENTALITIES AND PRIVATE PERSONS (OR FIRMS)

Year Ended 30th June—	New Houses Erected for—				Total Houses
	Government Instrumentalities*	Private Persons (or Firms)			
		By Contractors	By Owner-Builders†	Private	
<b>COMMENCED</b>					
1955 .. .. .	3,726	10,817	8,131	18,948	22,674
1956 .. .. .	2,489	10,665	8,091	18,756	21,245
1957 .. .. .	1,981	10,390	7,278	17,668	19,649
1958 .. .. .	2,333	13,321	6,279	19,600	21,933
1959 .. .. .	2,223	14,965	5,255	20,220	22,443
<b>COMPLETED</b>					
1955 .. .. .	4,101	10,349	9,389	19,738	23,839
1956 .. .. .	3,392	10,998	8,262	19,260	22,652
1957 .. .. .	2,321	10,838	7,026	17,864	20,185
1958 .. .. .	2,129	12,501	6,737	19,238	21,367
1959 .. .. .	2,313	15,131	6,885	22,016	24,329
<b>UNDER CONSTRUCTION AT END OF PERIOD</b>					
1955 .. .. .	2,154	4,619	13,054	17,673	19,827
1956 .. .. .	1,230	4,286	12,883	17,169	18,399
1957 .. .. .	890	3,838	13,135	16,973	17,863
1958 .. .. .	1,094	4,658	12,677	17,335	18,429
1959 .. .. .	1,004	4,492	11,047	15,539	16,543

\* Includes houses owned by Government instrumentalities at time of commencement, even though for subsequent purchase, but excludes those financed and supervised by such instrumentalities but erected for a specified person.

† See definitions on page 329.

It was shown in the previous table that commencements of houses had declined in the years 1955-56 and 1956-57 and recovered in the years 1957-58 and 1958-59. The table shows that the increased activity can be mainly attributed to houses being erected by contractors for private persons (or firms), which has reached the highest recorded figure of 14,965, whereas the recovery in building for government instrumentalities has not been as rapid. On the other hand, houses commenced by owner-builders have steadily decreased. Houses completed during the years, show the same trend, although a slight recovery is shown by owner-builders in the year 1958-59. Both private and Government building show a greater number of houses completed than commenced for the year 1958-59 and the result is a reduction in the number of houses remaining uncompleted, which has fallen from a peak of 27,308 houses at 30th June 1951, to 16,543 at 30th June, 1959.

Particulars of the number of houses, classified by the material of outer walls, commenced and completed for the years 1954-55 to 1958-59 are shown in the following table :—

VICTORIA—NUMBER OF NEW HOUSES CONSTRUCTED :  
CLASSIFIED BY MATERIAL OF OUTER WALLS

Year Ended 30th June—	Houses					
	Brick, Concrete, and Stone*	Brick Veneer	Wood	Fibro- Cement	Other	Total
COMMENCED						
1955 .. .. .	2,163	5,068	13,794	1,391	258	22,674
1956 .. .. .	1,936	4,609	13,077	1,155	468	21,245
1957 .. .. .	1,779	4,755	11,594	1,199	322	19,649
1958 .. .. .	1,647	7,288	11,307	1,185	506	21,933
1959 .. .. .	1,667	8,452	10,331	1,610	383	22,443
COMPLETED						
1955 .. .. .	2,512	4,743	14,804	1,605	175	23,839
1956 .. .. .	2,047	4,891	13,983	1,333	398	22,652
1957 .. .. .	2,001	5,039	11,627	1,128	390	20,185
1958 .. .. .	1,846	6,059	11,796	1,201	465	21,367
1959 .. .. .	1,708	8,692	11,996	1,417	516	24,329

\* Includes Housing Commission Holmesglen type concrete houses.

The table shows that marked movements have taken place in the use of materials for external walls of houses during the past five years. The trend has been away from brick, concrete, and stone solid walls, and wood or weatherboard external walls, to brick veneer external walls.

### Employment

An indication of the labour resources of the building industry is shown in the following table. The information is obtained from returns collected from private builders and governmental authorities and relates to persons actually working on the jobs of contractors who undertake the erection of new buildings, and of Government instrumentalities which erect new buildings on their own account. They include persons actually engaged on alterations, additions, repairs, and maintenance, when these jobs are undertaken by such contractors and instrumentalities. The figures include working principals and their employees, men working as or for sub-contractors, and men temporarily laid off on account of weather. Contractors and Government instrumentalities are asked to give details of the persons employed on a specified day, but because of frequent movement between jobs and because some tradesmen (such as electricians, &c.) may work on several jobs which are under construction simultaneously by different contractors, some duplication may occur. The figures exclude persons working on owner-built buildings, and employees of builders who undertake only alterations, additions, repairs, and maintenance.

The following table shows details of persons engaged on jobs carried out by builders of new buildings at the 30th June of each year 1955 to 1959 :—

**VICTORIA—PERSONS WORKING ON JOBS CARRIED OUT  
BY BUILDERS OF NEW BUILDINGS**

Particulars	At 30th June—				
	1955	1956	1957	1958	1959
<b>CLASSIFIED BY STATUS</b>					
Contractors* .. .. .	2,519	2,617	2,412	2,456	2,473
Sub-Contractors* .. .. .	4,124	4,039	3,760	4,077	4,627
Wage Earners Working for					
Contractors .. .. .	20,184	20,095	18,294	18,073	17,530
Sub-Contractors .. .. .	5,569	5,555	6,077	7,028	7,996
Total Wage Earners .. .. .	25,753	25,650	24,371	25,101	25,526
Total Persons Working .. .. .	32,396	32,306	30,543	31,634	32,626
<b>CLASSIFIED BY OCCUPATION</b>					
Carpenters .. .. .	14,075	13,489	12,508	12,636	12,921
Bricklayers .. .. .	2,695	2,643	2,629	3,000	3,120
Painters .. .. .	2,604	2,877	2,823	2,947	3,099
Electricians .. .. .	1,118	1,192	1,190	1,425	1,461
Plumbers .. .. .	2,154	2,326	2,238	2,541	2,735
Builders' Labourers .. .. .	6,124	6,045	5,074	4,690	4,662
Other .. .. .	3,626	3,734	4,081	4,395	4,628
Total Persons Working .. .. .	32,396	32,306	30,543	31,634	32,626
<b>CLASSIFIED BY TYPE OF BUILDING WORK</b>					
New Buildings—					
Houses .. .. .	14,983	13,274	12,511	14,987	15,504
Other Buildings .. .. .	11,158	12,810	11,701	10,907	12,144
Total .. .. .	26,141	26,084	24,212	25,894	27,648
Alterations and Additions—					
Houses .. .. .	826	657	653	886	612
Other Buildings .. .. .	3,607	3,920	3,900	3,177	2,845
Total .. .. .	4,433	4,577	4,553	4,063	3,457
Repairs and Maintenance—					
Total .. .. .	1,822	1,645	1,778	1,677	1,521
Total Persons Working .. .. .	32,396	32,306	30,543	31,634	32,626

\*Actually working on jobs

**Housing Commission of Victoria**

The Housing Commission of Victoria was appointed on 1st March, 1938, as a result of a preliminary investigation into housing conditions in Victoria begun in July, 1936, when a board for the purpose was appointed by the Government.

The board's investigations into housing took thirteen months and embraced all suburbs within a five-mile radius of the City of Melbourne. A street-by-street examination of every suburb was followed by a complete survey and census of 7,330 dwellings selected as being sub-standard.

The board in October, 1937, issued an illustrated report, with conclusions based on its survey and inquiries, which disclosed deplorable housing conditions in some areas. As a result of this report, the *Housing Act 1937*, was introduced into Parliament the following month and passed. It provided for the appointment of a Housing Commission of four members to be the central housing authority of the State.

The first duties of the Commission were to formulate detailed schemes for providing suitable housing for persons of limited means, for reclaiming and rebuilding insanitary areas, and to submit proposals to the Government of legislation necessary to carry the objects of the Commission into full effect.

Subsequently Parliament passed the Slum Reclamation and Housing Act, proclaimed on 12th October, 1938, which gave the Commission power to "declare" and acquire slum areas, to demolish existing dwellings and build new ones, and to provide rental dwellings for persons of limited means.

Certain amendments have since been made to the Act, including giving the Commission authority to sell houses to approved purchasers. This power was granted in 1943, but houses were not sold to any extent until 1956.

The objects of the Commission as now laid down are : (a) the improvement of existing housing conditions ; (b) the provision of suitable rental housing for persons displaced from slum reclamation areas or living under unsatisfactory conditions, and to other eligible persons ; (c) the sale of houses to eligible persons and making of advances to such persons to enable them to own their homes ; (d) the development of land for housing and related purposes.

The Commission also has the responsibility of maintaining housing standards. It has power to inspect premises and to issue orders on owners of houses requiring demolition or repair. Since its inception the Commission has issued 11,775 orders (apart from slum reclamation areas), 5,673 requiring demolition and 6,102 for repairs to be carried out. 2,831 of these houses have been demolished and 2,595 repaired. In the year ended 30th June, 1959, 927 houses were inspected, of which 646 were declared unfit for human habitation and 205 as being in a state of disrepair.

Finance for erection of houses and flats is provided by the Commonwealth Government under the Commonwealth-State Housing Agreement, the interest rate currently being  $\frac{3}{4}$  per cent. less than the prevailing rate on long-term Government loans. In 1958-59 the Commission received £7,560,000 in loan money, and to 30th June, 1959, had spent a total of £111,606,696 on housing. Rental charges for the year were £5,829,616 against which £232,272 was allowed in rent rebates to tenants on low incomes, including pensioners, and £29,573 in rents was lost through vacancies.

To 30th June, 1959, the Commission had built 39,759 dwellings. Another 1,650 were under construction. A total of 7,253 houses had been sold.

Although the Commission has been responsible for slum reclamation since its inception, not until 1953 did the State Government allocate money to it for the acquisition of decadent areas and since that date it has made an annual grant of £500,000 for the purpose.

Since that time the Commission has "declared" 46 slum areas, totalling approximately 100 acres. It has spent £1,565,337 on slum clearance and another £1,786,803 (loan money) in rebuilding on cleared areas. Cost of acquiring decadent areas is £30,000 to £50,000 an acre.

The following table, which is compiled from annual reports furnished by the Housing Commission, shows its activities for the years 1954-55 to 1958-59 :—

**VICTORIA—HOUSING COMMISSION : DWELLING  
CONSTRUCTION**

Geographical Distribution	Houses and Flat Units				
	Year Ended 30th June—				
	1955	1956	1957	1958	1959
<b>COMPLETED</b>					
Metropolitan Area* .. ..	2,464	2,625	1,438	1,347	1,347
Remainder of State .. ..	1,496	1,527	1,142	1,067	1,213
State Total .. ..	3,960	4,152	2,580	2,414	2,560
<b>UNDER CONSTRUCTION AT END OF PERIOD (INCLUDES CONTRACTS LET, WORK NOT STARTED)</b>					
Metropolitan Area* .. ..	2,429	833	748	771	765
Remainder of State .. ..	1,103	685	602	697	885
State Total .. ..	3,532	1,518	1,350	1,468	1,650

\* Metropolitan as defined for statistical purposes. Details of this definition are given on page 101.

The following table is a statement of revenue, expenditure, &c., of the Housing Commission for the three years ending 30th June, 1959.

**VICTORIA—HOUSING COMMISSION : REVENUE,  
EXPENDITURE, ETC.  
(£'000)**

Particulars	1956-57	1957-58	1958-59
<b>REVENUE</b>			
Rentals .. ..	4,983	5,414	5,568
Gross Surplus—House Sales .. ..	1,022	1,041	1,027
Loan Redemption Written Back, less Allowances to House Purchasers .. ..	58	75	111
Interest—House Sales (net) .. ..	117	210	313
Sundry .. ..	3	11	9
Miscellaneous .. ..	1	10	12
Total Revenue .. ..	6,184	6,761	7,040



VICTORIA—HOUSING COMMISSION : REVENUE,  
EXPENDITURE, ETC.—*continued*  
(£'000)

Particulars	1956-57	1957-58	1958-59
<b>EXPENDITURE</b>			
Interest—less Amounts Capitalized and Applied to House Sales .. .. .	2,252	2,503	2,544
Loan Redemption—Commonwealth—State Agreement .. .. .	738	729	796
Contribution to National Debt Sinking Fund ..	3	3	3
Redemption of Debentures and Debenture Loan Sinking Fund Contribution .. .. .	5	5	16
Administration—General .. .. .	255	330	345
House Sales .. .. .	61	72	150
Rates—less Amount Capitalized .. .. .	741	780	812
Provision for Accrued Maintenance .. .. .	934	989	1,004
Provision for Irrecoverable Rents .. .. .	80	48	29
House Purchasers' Death Benefit Fund Appropriation .. .. .	50	84	119
Transfer to House Sales Reserve Suspense Account .. .. .	872	709	831
Other .. .. .	56	49	53
Total Expenditure .. .. .	6,047	6,301	6,702
<b>SURPLUS</b>			
	137	460	338
Fixed Assets at 30th June .. .. .	89,050	94,192	95,815
Loan Indebtedness at 30th June—Government Advances .. .. .	90,402	97,545	103,889
Loan Indebtedness at 30th June—Debenture Issues	462	457	442

### War Service Homes

#### *General*

The War Service Homes Commission was set up in 1919 by the Commonwealth Government after the First World War to help provide homes for ex-servicemen and their dependants. It was empowered to build houses for sale on easy terms and to make long term loans at a relatively low rate of interest for the erection of houses, the purchase of existing homes and the discharge of mortgages.

In 1947, the Commission was reconstituted as a division of the Department of Works and Housing and in 1951 was transferred to the Department of Social Services and in 1956 to the Department of National Development.

#### *Eligibility*

Those eligible for War Service Homes assistance include all discharged members of the Australian defence forces and nursing services who were enlisted or appointed for or employed on active service outside Australia or on a ship of war during the First or Second World Wars, or who have served or are serving in Korea or Malaya. The widow, and in some circumstances the widowed mother, of an eligible person is also eligible for assistance.

Other eligible persons include Australian residents who served in the forces of another member of the British Commonwealth, Australians who went to the United Kingdom during the 1914–18 War under contract as munition or war workers, and persons who were employed at sea during war time, while domiciled in Australia.

An applicant for assistance must satisfy the War Service Homes Division "that he is married or is about to marry, or has dependants for whom it is necessary for him to maintain a home". Other requirements are that neither an applicant nor spouse is the owner of another house and that they have "a reasonable prospect of carrying out the terms of purchase and repayment".

#### *Source of Funds*

Funds for War Service Homes are provided by the Commonwealth Government from the Consolidated Revenue Fund. In earlier years these were provided from Loan Funds and the transfer to Consolidated Revenue did not occur until after the Second World War. The Commonwealth provision has increased from £378,577 in 1945–46 to £35,158,814 in 1958–59. The Victorian figures are respectively, £78,312 and £10,874,258.

#### *Types of Assistance*

The War Service Homes Act provides for advances to be made to eligible persons on the prescribed security for the purpose of enabling them to purchase land and erect a dwelling house; to complete a partially erected or enlarge an existing dwelling house; to purchase an existing dwelling house together with the land; or to discharge any mortgage already existing on a holding.

In the first few years the majority of loans were for the purchase of existing houses, but after 1923 the majority of most loans were for the erection of new homes. Following the Second World War this trend was reversed. Assistance to discharge an existing mortgage was discontinued in 1951 as a matter of policy and is now approved only in exceptional circumstances.

#### *Terms and Conditions of Loans*

The terms and conditions of loans are very generous as the main purpose in setting up the authority was to give ex-servicemen a margin of preference over borrowing from other institutions. The preference takes the form of a lower rate of interest, a longer repayment period, a smaller deposit and a larger maximum loan than is usually available elsewhere.

The interest rate on advances is 3½ per cent. The maximum amount of loan or advance which may be granted under the Act is £2,750 and a period of repayment up to 45 years may be provided, though in the case of widows and widowed mothers it may be extended to a maximum of 50 years. Ex-servicemen borrowing from the Division also benefit from low insurance rates.

The following table, which is furnished by the War Service Homes Division of the Department of National Development, shows the activities of the Division for the years 1954-55 to 1958-59 :—

**VICTORIA—WAR SERVICE HOMES ACTIVITIES**

Year Ended 30th June—	Applications Approved	Homes Built and Assisted to Build	Homes Purchased	Mortgages Discharged	Transfers and Resales
1955.. ..	4,423	1,283	1,876	848	354
1956.. ..	3,168	1,251	1,480	616	418
1957.. ..	4,481	958	2,132	576	341
1958.. ..	4,507	1,299	2,316	517	370
1959.. ..	3,920	1,170	2,368	401	342
From Inception to 30th June, 1959 .. ..	61,269	16,741	29,110	10,005	4,232

To 30th June, 1959, the sums paid as instalments of principal and interest amounted to £40,724,454, whilst the arrears of instalments totalled £155,447, the percentage of arrears to the total amount due being 0·38.

**Soldier Settlement Commission**

The War Settlement Land Agreement provides that the State shall, *inter alia*, develop and improve land to a stage when it can be brought into production within a reasonable time. This work envisaged, amongst other things, the erection of farm residences. During the year ended 30th June, 1959, 79 new houses were built and six existing houses renovated. From the inception of the Commission in 1945 to 30th June, 1959, a total of 2,671 new houses have now been handed over for occupation by settlers, and 172 existing houses have been renovated.

**State Savings Bank of Victoria**

Under the provisions of the *State Savings Bank Act 1958*, power is given to the Commissioners of the State Savings Bank of Victoria, to provide dwelling-houses for eligible persons upon such terms and subject to such covenants and conditions as are prescribed or are fixed by the Commissioners. Particulars relating to the exercise of this authority are given on page 631.

**Co-operative Housing Societies**

The Co-operative Housing Societies Act, under which co-operative housing societies operate, provides for the financing of homes on a purely co-operative basis. The original Act of 1944, which came into operation on the 5th September, 1945, empowered societies to raise money on loan for the purpose of making advances to their members for the erection of homes. Now advances may be made for the

purchase of homes (within certain age limits) to meet street making and sewerage installation charges and to undertake additional permanent improvements to a dwelling acquired through a society.

One recent important development was an amendment to the Act authorizing societies to make an advance to any member for the purchase of a residential flat on the security of a stratum estate, that is, a stratum title.

The first society to be formed under the Act was registered on the 15th October, 1945. At the 30th June, 1959, there were 482 societies, the aggregate membership of which was 34,828. At that date, 30,850 members had obtained homes under the scheme and there were 4,812 more homes in course of erection.

The regional distribution of the societies was ; metropolitan and outer metropolitan 313; urban 54; and country 115. The notional terms adopted by those societies varied from 22½ years to 31 years.

Until the 30th June, 1956, co-operative housing societies depended entirely on institutional finance for their funds, the moneys being obtained from banks, insurance companies, friendly societies, and other institutions with investible funds at their disposal. This finance, which at 30th June, 1959, totalled £57,946,000, had all been raised under Government guarantees as provided for in the Act.

In July, 1956, the Commonwealth–State Housing Agreement was ratified. Operative for five years, it provided, that in each year, portion of each State's housing loan allocation would be made available solely for home-ownership purposes through co-operative housing societies or other approved institutions, instead of all of the moneys being made available to the State Housing Commission as in the past.

In Victoria, during the period of the Agreement, £13·4 million will be allocated to co-operative housing societies, on the basis of £2 million in each of the first two years, £3·1 million in each of the next two years and £3·2 million in the remaining year. The account from which this money is drawn is known as the Home Builders' Account. At 30th June, 1959, 97 societies were being financed from this account.

Under the direction of the Treasurer of Victoria, the Co-operative Housing Societies Act is administered by the Registrar of Co-operative Housing Societies, who is assisted by an Advisory Committee constituted under the Act.

In certain circumstances, societies may make advances up to 95 per cent. of the valuation of the security. Where the amount at risk (namely, the amount of advance less subscriptions paid on the member's shares) exceeds 80 per cent. of the valuation, the Government indemnifies the society against any loss sustained which is directly attributable to the advance exceeding the 80 per cent. level. This provision enables societies to provide for persons with very limited cash

resources without incurring undue risk in doing so. The full amount of the indemnity remains until the amount at risk is reduced to 66½ per cent. of the valuation. At 30th June, 1959, the indemnities approved and subsisting totalled 2,705, the amount involved being £428,875.

The Act is now designated the *Co-operative Housing Societies Act 1958*.

The following table, compiled from annual reports furnished by the Registrar of Co-operative Housing Societies, provides aggregate particulars relating to the operations of Societies at 30th June of each of the five years 1955 to 1959 :—

### VICTORIA—OPERATIONS OF CO-OPERATIVE HOUSING SOCIETIES

Particulars	Unit	At 30th June—				
		1955	1956	1957	1958	1959
Societies Registered ..	No.	266	288	400	442	482
Members Registered ..	No.	24,422	25,507	31,687	33,024	34,828
Shares Subscribed ..	No.	860,142	905,989	1,210,271	1,291,614	1,418,663
Nominal Share Capital Subscribed .. ..	£	45,178,814	47,352,693	62,488,439	66,924,924	72,850,785
Advances Approved ..	No.	20,240	21,773	24,824	26,929	29,200
	£	38,076,208	42,168,629	50,268,833	56,435,760	63,447,570
Government Guarantees Executed	No.	264	280	305	345	378
	£	44,953,000	47,137,500	50,862,000	54,777,000	57,946,000
Indemnities Given and Subsisting .. ..	No.	2,627	2,670	2,848	3,103	2,705
Indemnities Subsisting ..	£	315,456	330,217	371,788	433,650	428,875
Housing Loan Funds Paid into Home Builders' Account .. ..	£	..	..	2,000,000	4,000,000	7,100,000
Dwelling-houses Completed	No.	18,830	21,420	24,607	27,691	30,850
Dwelling-houses in Course of Erection .. ..	No.	4,945	4,797	5,195	4,912	4,812

### Home Finance Trust

The Home Finance Trust is a corporate body constituted under the *Home Finance Act 1958*, which is a consolidation of the Home Finance Acts of 1955 and 1956. It is authorized to receive money on deposit for the purpose of making housing loans to any persons on the security of a first mortgage.

The Trust commenced operations on the 8th August, 1956. By 30th June, 1959, an amount of £3,500,000 had been deposited with it, the money being provided by banks and insurance companies under an arrangement whereby the Government guaranteed the repayment as provided for in the Act.

The Trust is precluded from making a loan :—

- (a) If the dwelling was erected more than two years before the execution of the mortgage, which is given as the security for the loan ;
- (b) if the value of the security (land together with dwelling-house and other improvements) exceeds £4,500 ;
- (c) unless the terms and conditions of the loan provide for its repayment in regular instalments within 30 years ; and
- (d) unless the borrower declares that he or she will take up residence in the dwelling.

Further, except with the consent of the Governor in Council, the Trust cannot make a loan if the borrower (or his or her spouse) owns a dwelling house in Victoria, or where the borrower (or his or her spouse) has already been granted a loan by the Trust or where the Government has guaranteed the repayment of portion of a housing loan granted by an approved institution which is described in the Act. (See page 345 for "Approved Housing Institutions").

Where the valuation of the security does not exceed £3,000, a loan may be made up to 95 per cent. of the valuation. From the figure of £3,000, there is a graduated scale whereby the maximum percentage loan decreases one per cent. for every £100 increase in the valuation up to £4,500 (the valuation limit) on which the maximum loan is 80 per cent. (£3,600).

Loans granted by the Trust to 30th June, 1959, and subsisting totalled 1,253, the amount involved being £3,396,000. In 474 cases, the amount of loan exceeded 80 per cent. of the valuation. The Trust's present lending rate is 5½ per cent. On this basis, borrowers pay, on account of principal and interest, an amount of £1 14s. per quarter for every £100 borrowed thus repaying a loan in approximately 28½ years.

The Trust consists of three members as follows :—

- (i) The Registrar of Co-operative Housing Societies, who is ex-officio Chairman ;
- (ii) an officer of the Treasury nominated from time to time by the Treasurer of Victoria ; and
- (iii) a person appointed by the Governor in Council.

### Approved Housing Institutions

The *Home Finance Act* 1958, which is a consolidation of the Home Finance Acts of 1955 and 1956, empowers the Treasurer of Victoria, *inter alia*, to give a guarantee to an approved institution for the repayment of part of a housing loan made by the institution on the security of a first mortgage.

A very wide meaning is given to the term "institution" for the purposes of the Act. "Institution" means any organization or person empowered to lend on the security of a first mortgage of a dwelling-house. It includes any bank, insurance company, building society, friendly society, trade union, trustee company or trustee.

An institution that wishes to operate under the Act applies to the Treasurer of Victoria to be classed as an approved institution.

The Treasurer's guarantee covers that portion of a loan which exceeds the institution's loan limit, whether statutory or under the terms of a trust, or where there is no such limit, the guarantee applies to the amount of loan in excess of 60 per cent. of the valuation of the security (land together with the dwelling-house and other improvements erected or to be erected on it).

Unless it is otherwise provided in the terms of a particular guarantee, half of each instalment of principal paid by the borrower to the institution is applied in reduction of the Treasurer's guarantee.

The Treasurer is precluded, under the Act, from giving a guarantee :—

- (a) If the dwelling house was erected more than five years before the date of the mortgage, which is given as the security for the loan ;
- (b) if the value of the security exceeds £4,500 ;
- (c) unless the loan is repayable by regular instalments within 30 years ; and
- (d) unless the borrower declares that he or she will take up residence in the dwelling.

Further, except with the consent of the Governor in Council, the Treasurer cannot give a guarantee if the borrower (or his or her spouse) already owns a dwelling-house in Victoria or where the Treasurer has previously given a guarantee under the Act for a loan to the borrower (or his or her spouse) or where either party has received a loan from the Home Finance Trust. (See page 343 for Home Finance Trust).

Guarantees are available under the Act for loans up to 95 per cent. of the value of the security where the value does not exceed £3,000. Where the value exceeds £3,000, there is a graduated scale whereby the maximum percentage loan decreases by one per cent. for every £100 increase in the valuation up to £4,500 (the upper limit) on which a maximum of 80 per cent. (£3,600) may be loaned.

At 30th June, 1959, there were nineteen approved institutions. Guarantees given by the Treasurer and subsisting totalled 199, the amount involved being £105,656.

Under the direction of the Treasurer, the Act is administered by the Registrar of Co-operative Housing Societies.