



SOME ASPECTS OF

# CITY GOVERNMENT

AND OTHER

**PRACTICES OVERSEAS**

Report by

**W. BURGESS, A.A.S.A., A.L.C.A., L.G.A.**

Town Clerk.

AUCHMUTY  
YELLOW STACK

CITY OF NEWCASTLE, N.S.W.

1960



Donated to  
**THE AUCHMUTY LIBRARY**

by

*DR. F. J. PURDUE*

SOME ASPECTS OF CITY GOVERNMENT AND  
OTHER PRACTICES OVERSEAS.

REPORT BY

W. BURGESS, A.A.S.A., A.L.C.A., L.G.A.

TOWN CLERK

CITY OF NEWCASTLE, N.S.W.

1960.



<u>SCOPE OF INVESTIGATIONS.</u>	1
<u>SCHEDULE OF CITIES VISITED AND NAMES AND OFFICIAL DESIGNATIONS OF PERSONS WITH WHOM DISCUSSIONS WERE EFFECTED.</u>	2 - 5
<u>1960 OVERSEAS CITY GOVERNMENT STUDY TOUR.</u>	6 - 8
<u>GOVERNMENT AND LOCAL GOVERNMENT IN ENGLAND.</u>	9 - 59
GENERAL.	9 - 12
ADMINISTRATIVE COUNTY OF LONDON.	12 - 15
LOCAL GOVERNMENT BOUNDARY & FUNCTIONAL COMMISSIONS.	16 - 21
FINANCE - GENERAL.	22 - 23
VALUATIONS AND RATING.	23 - 26
GOVERNMENT GRANTS.	27
GENERAL GRANT.	27 - 29
PERCENTAGE GRANTS.	30 - 31
RATE DEFICIENCY GRANTS.	31
EDUCATION.	32
FIRE SERVICES.	32
HEALTH SERVICES.	32 - 34
HOUSING.	35 - 39
TOWN AND COUNTRY PLANNING.	40 - 46
WELFARE SERVICES.	47 - 51
OVERALL IMPRESSIONS OF LOCAL GOVERNMENT ADMINISTRATION IN ENGLAND.	52 - 54
ATTENDANCE AT THE ANNUAL CONFERENCE OF THE ENGLISH SOCIETY OF TOWN CLERKS HELD AT TORQUAY, DEVON, FROM JUNE 8TH TO 10TH, 1960, INCLUSIVE.	55 - 56
VISIT TO NEWCASTLE-UPON-TYNE, ENGLAND.	56
LONDON METROPOLITAN BOROUGH'S' (ORGANISATION AND METHODS) COMMITTEE.	57 - 59
<u>GOVERNMENT AND LOCAL GOVERNMENT IN THE NETHERLANDS.</u>	60 - 73
FUNCTIONS OF THE MUNICIPALITIES.	63
FINANCE.	63 - 65
TOWN PLANNING IN THE NETHERLANDS.	66 - 68
BUREAU OF STATISTICS, AMSTERDAM CITY COUNCIL.	68 - 69
THE INTERNATIONAL UNION OF LOCAL AUTHORITIES.	70 - 71
UNION OF NETHERLANDS MUNICIPALITIES.	72 - 73
<u>INTERNATIONAL HORTICULTURAL EXHIBITION - "THE FLORIADÉ" - HELD IN ROTTERDAM IN 1960 - "THE EUROMAST".</u>	74
<u>THE NETHERLANDS CENTRAL (ECONOMIC) PLANNING BUREAU.</u>	75 - 76
<u>VISIT TO PHILIPS ELECTRICAL INDUSTRIES, EINDHOVEN (HOLLAND) AND TURNHOUT (BELGIUM).</u>	77 - 78
<u>GOVERNMENT AND LOCAL GOVERNMENT IN SWEDEN.</u>	79 - 91
STOCKHOLM CITY COUNCIL.	82 - 83
FINANCE FOR LOCAL GOVERNMENT IN SWEDEN.	84 - 87
TOWN PLANNING IN STOCKHOLM AND CITY DEVELOPMENT.	88 - 90
UNION OF SWEDISH TOWNS.	91
<u>GOVERNMENT AND LOCAL GOVERNMENT IN THE UNITED STATES OF AMERICA.</u>	92 - 136
FORMS OF LOCAL GOVERNMENT ADMINISTRATION.	93
FUNCTIONS AND TAXING POWERS.	93 - 96
URBAN RENEWAL (CITY REDEVELOPMENT).	97 - 98
LOANS RAISED BY STATE AND LOCAL INSTRUMENTALITIES IN THE UNITED STATES OF AMERICA.	98
CITY AIRPORT DEVELOPMENT IN THE UNITED STATES OF AMERICA.	99

Don Dr. F. J. Purdie

THE CITY OF PITTSBURGH, PENNSYLVANIA, U.S.A.	100 - 104
Mayor - Council.	100
City Elections and Terms of Office.	100
Committees.	101
Finances and Sources of Revenue.	102
THE CITY OF BRIDGEPORT, CONNECTICUT, U.S.A.	105 - 109
Mayor - Council.	105
Town Planning.	106
Valuations and Taxing.	106
Method of Preparation and Adoption of the Budget	107
THE CITY OF DAYTON, OHIO, U.S.A.	110 - 119
City Manager - Council.	110
City Government.	110
Statement of Charter Commission, 1913.	111
Charter.	113
City Manager.	115
Committees.	115
Finances and Sources of Revenue.	115
Special Assistance Provided by the Federal Government.	118
Public Relations.	119
THE CITY OF PORTLAND, OREGON, U.S.A.	120 - 124
Commission - Council.	120
Valuations and Taxing.	123
Revenue Sources.	123
Microfilming.	124
Urban Renewal (City Redevelopment).	124
General.	124
SAN FRANCISCO, CALIFORNIA - URBAN RENEWAL.	125 - 129
NATIONAL MUNICIPAL LEAGUE, UNITED STATES OF AMERICA.	130 - 132
THE SEVENTEEN METROPOLISES.	133 - 134
AMERICAN MUNICIPAL ASSOCIATION.	135
UNITED STATES CONFERENCE OF MAYORS.	136
<u>THE MUNICIPALITY OF METROPOLITAN TORONTO, ONTARIO -</u>	
<u>CANADA.</u>	137 - 150
FUNCTIONS.	139 - 142
EXECUTIVE COMMITTEE.	142
OTHER COMMITTEES.	142
PRINCIPAL OFFICERS.	142
1960 BUDGET.	142 - 143
GENERAL OBSERVATIONS ON METROPOLITAN GOVERNMENT.	143 - 144
THE ONTARIO MUNICIPAL BOARD.	145 - 148
THE CITY OF TORONTO, ONTARIO - CANADA.	149 - 150
Board of Control.	149
Remuneration.	149
Valuation or Assessment.	149
Sources of Revenue.	149

<u>AWARDS.</u>	151
<u>AWARDS FOR MERITORIOUS WORK OF BENEFIT TO THE CITY OR ACTS OF HEROISM OR OUTSTANDING DEEDS OR ACHIEVEMENTS IN THE PUBLIC INTEREST.</u>	152
<u>CEMETERIES AND CREMATORIA - BUSHBURY CEMETERY AND CREMATORIUM, WOLVERHAMPTON, ENGLAND.</u>	153 - 154
<u>CIVIL DEFENCE.</u>	155 - 157
<u>CLEAN AIR.</u>	158 - 164
ENGLAND.	158 - 162
PITTSBURGH, PENNSYLVANIA, U.S.A.	163 - 164
<u>ELECTRONIC ACCOUNTING.</u>	165 - 166
<u>GARBAGE DISPOSAL.</u>	167 - 168
<u>GENERAL MATTERS OF INTEREST.</u>	169 - 170
<u>INDUSTRIAL PROMOTION.</u>	171 - 175
OFFICE OF THE AGENT-GENERAL FOR NEW SOUTH WALES, LONDON.	171 - 172
LANCASHIRE AND MERSEYSIDE INDUSTRIAL DEVELOPMENT ASSOCIATION.	172 - 173
FEDERATION OF SWEDISH INDUSTRIES.	173 - 174
OFFICE OF THE COMMISSIONER FOR NEW SOUTH WALES, NEW YORK.	174 - 175
BRIDGEFORT (CONNECTICUT) DEVELOPMENT COMMISSION.	175
DAYTON, OHIO, U.S.A.	175
<u>MARKETING.</u>	176 - 179
<u>ORGANISATION AND METHODS (O &amp; M) AND WORKS STUDY METHODS.</u>	180 - 182
<u>PARKING.</u>	183 - 187
<u>RECOGNITION OF THE SERVICES OF RETIRED MAYORS AND LORD MAYORS.</u>	188
<u>ROADS AND TRAFFIC GENERALLY.</u>	189 - 193
ROAD CONSTRUCTION.	189 - 190
ROAD MAINTENANCE.	190 - 191
TRAFFIC SIGNALS AND GUIDES.	191 - 193
<u>STREET LIGHTING.</u>	194 - 195
NEW YORK.	194 - 195
CHICAGO.	195
TORONTO AND VANCOUVER (CANADA) SAN FRANCISCO, LONG BEACH AND LOS ANGELES (UNITED STATES OF AMERICA).	195
PORTLAND.	195
LIABILITY FOR STREET LIGHTING COSTS.	195
<u>SUBDIVISIONS OF LAND.</u>	196
<u>THE HONORARY FREEDOM OF CITIES AND BOROUGHS.</u>	197 - 199
<u>TOURISM.</u>	200 - 203
TORQUAY, DEVON.	200 - 202
EXETER, DEVON.	202
BLACKPOOL, LANCASHIRE.	202 - 203
GENERAL.	203

<u>REVIEW OF STUDY TOUR IN RELATION TO THE PRINCIPAL ITEMS WHICH I SUBMITTED IN MY APPLICATION TO THE OVERSEAS VISITS COMMITTEE.</u>	204 - 210
CITY DEVELOPMENT.	204
CITY ADMINISTRATION.	205
CITY FINANCE.	205 - 209
TOWN PLANNING AND IMPLEMENTATION.	209
THE POSSIBLE FUTURE ROLES OF LOCAL GOVERNMENT.	209 - 210
<u>RECOMMENDATIONS.</u>	211 - 214
THE LOCAL GOVERNMENT AND SHIRES ASSOCIATIONS OF NEW SOUTH WALES.	
Town Planning and Urban Renewal (City Development.	211
Interest in Local Authority Loans.	211
Rating.	211
Proposed Commonwealth Union of Local Authorities.	211
National Municipal Policy.	212
"All American" Cities Contest.	212
Traffic Signals.	212
Activities of the Local Government and Shires Associations of New South Wales.	212
THE COUNCIL OF THE CITY OF NEWCASTLE.	
Town Planning and Industrial Promotion.	213
Organisation and Methods and Works Study Methods.	213
Street Lighting.	213
Electromatic Traffic Signals.	213
Cemetery - Crematorium Site.	213
City Public Golf Course.	213
Trees for Beautification of Public Land along Ocean Front.	214
Statistical and Economic Data.	214
International Union of Local Authorities.	214
Liaison with Overseas Organisations.	214
Regional Drive-in-Shopping Centres.	214

---

1.

SCOPE OF INVESTIGATIONS.

In my application to the Overseas Visits Committee for consideration for selection for the 1960 Overseas City Government Study Tour, I undertook to investigate the following:-

1. City Development, Administration and Finance.
2. Town Planning and Implementation.
3. Methods of preparing and presenting vital city statistics and other details to encourage industrial development and tourism.
4. Parking facilities.
5. The possible future roles of Local Government.

Following my selection by the Committee and in consequence of inviting various organisations to inform me of any particular aspects of City Government which they might wish me to investigate, the undermentioned responses were received:-

Newcastle City Council.

1. Systems of rating.
2. Payment of rates by Government Departments.
3. Contribution to Local Government finance by Central Governments.
4. Loan arrangements and methods of financing work.
5. Methods of valuation.
6. Apportioning of cost of lighting highways.
7. Financing and organisation of library and health services.
8. Methods of garbage disposal or incineration.
9. Housing schemes.
10. Staff organisation and control.
11. Mechanisation of office systems.
12. Methods of negotiating awards for staff.
13. Conferring of the "Freedom of the City" and recognition for community services.
14. Contact N.S.W. Government Offices in London and New York re most effective method of publicising Newcastle overseas.
15. Tourism and methods used to attract tourists.
16. Methods of attracting industrial development.
17. Parking systems, parking meters and off-street parking stations.

Local Government and Shires Associations of New South Wales.

1. Rating generally.

Hunter Valley Group of Local Government Clerks.

Housing generally.

. . . . .

In the compilation of my report I have, as far as possible, confined my comments under the heading of the particular country visited, but in some instances I have departed from this principle and have set out subject headings in alphabetical order with comments thereunder. In addition, I have listed many items of a general character which were of interest to me but it is probable that some will not be new to the readers of this report.

✓

SCHEDULE OF CITIES VISITED AND NAMES AND OFFICIAL DESIGNATIONS OF PERSONS WITH WHOM DISCUSSIONS WERE EFFECTED.

CLARENCE, TASMANIA.	Mr. D. Dudgeon, Town Clerk.
MELBOURNE, VICTORIA.	Mr. F. Kitson, Deputy Town Clerk.
	Mr. Knee, City Engineer.
	Mr. Compton, Markets Supervisor.
GLENELG, SOUTH AUSTRALIA.	Mr. F. Lewis, Town Clerk and twelve other Regional Local Government Clerks.
LONDON, ENGLAND.	Mr. Buckley, N.S.W. Agent-General.
	Mr. A.J. Thomson, Official Secretary, N.S.W. Government Office.
	Miss P. Mander-Jones, Library Liaison Officer, New South Wales Government Office.
	Mr. R. Brain, Under Secretary, General Division, Department of Housing and Local Government.
	Mr. A.E. Hickinbotham, Assistant Secretary, Planning Division, Department of Housing and Local Government.
	Mr. A.G. Rayner, Under Secretary, Finance Division, Department of Housing and Local Government.
	Sir Harold Banwell, Secretary, Association of Municipal Corporations.
	Mr. J. Comber, Assistant Information Officer, British Travel and Holidays Association.
	Mr. W.E. Jackson, Assistant County Clerk, London County Council.
	Mr. F. Holland, Comptroller, London County Council.
	Mr. E. Siebert, Group Planning Officer, London County Council.
	Mr. A.G. Dawtry, Town Clerk, Westminster and Honorary Secretary, London Metropolitan Boroughs Standing Joint Committee.
	Mr. J. Philp of Cooper Brothers, Public Accountants and Auditors.
	Mr. J. Waring Sainsbury, Town Clerk, Kensington and Secretary, English Society of Town Clerks.
	Mr. T.P. Bowman, Personnel Administration Limited.
	Mr. W.A. Stewart-Jones, Board of Inland Revenue.
	Colonel John Walker, Lancaster Herald, College of Arms.
TORQUAY, DEVON.	Guest of English Society of Town Clerks at the Society's Annual Conference.
EXETER, DEVON.	Mr. W.A. McSkimming, Deputy Town Clerk.
	Mr. G.H. Goss, City Estate Surveyor and Valuer.
	Mr. N.S. Fugsley, City Librarian.
	Mr. F. Riding, City Welfare Officer.
	Mr. H. Gayton, City Planning Officer.
	Mr. F.J. Johnson, Deputy City Engineer and Surveyor.
	Dr. E.D. Irvine, Medical Officer of Health.
	Mr. S.J. Reakes, Deputy City Treasurer.
	Mr. M. Tarbet, Secretary, Exeter Publicity and Information Bureau.

- COVENTRY.  
Mr. C. Barrett, Town Clerk.  
Mr. J. Turner, Deputy Town Clerk.  
Mr. L. Spurgeon, Solicitor/Town Planning Administration.  
Mr. C. Scott, Organisations and Methods Officer.  
Dr. A.H. Marshall, City Treasurer.
- BIRMINGHAM.  
Mr. T.H. Parkinson, Town Clerk.  
Mr. J. Wood, Deputy Town Clerk.  
Mr. J.P. Eames, City Treasurer.  
Mr. H.T. Salter, Chief Welfare Officer.  
Mr. C. Atkinson, Deputy Housing Manager.
- MANCHESTER,  
LANCASHIRE.  
Mr. P. Dingle, Town Clerk.  
Mr. J.K. Goody, Deputy Director,  
Lancashire & Merseyside Industrial  
Development Association.
- PRESTON,  
LANCASHIRE.  
Mr. W.E. Lockley, Town Clerk.
- BLACKPOOL,  
LANCASHIRE.  
Mr. E. Lee, Town Clerk  
Mr. J. Hamilton, Borough Surveyor.  
Mr. T.L. Poynton, Borough Treasurer.  
Mr. E. Porter, Publicity Director.
- GLASGOW, SCOTLAND.  
Mr. J.F. Falconer, Town Clerk Depute.  
Mr. J. Docherty, Assistant Chamberlain.  
Mr. F. Yuill, Chief Cost and Purchasing  
Officer.  
Mr. E. Docherty, Administrative Town  
Planner.  
Mr. E. Finnie, Assistant Cleansing  
Officer.  
Mr. J. Wylie, Assistant City Engineer.
- EDINBURGH, SCOTLAND.  
Mr. C. Williamson, Deputy Town Clerk.  
Mr. A.L. Imrie, City Chamberlain.  
Mr. W. Marr, City Assessor.  
Mr. E. McLean, Deputy Social Services  
Officer.
- NEWCASTLE-UPON-TYNE.  
Mr. J. Atkinson, Town Clerk.  
Mr. F. Armitage, Traffic Engineer.  
Mr. E. Park, City Engineer.  
Guest of British Government at  
Commonwealth Exhibition at Tynemouth.
- WOLVERHAMPTON COUNTY  
BOROUGH, WARWICKSHIRE  
COUNTY COUNCIL.  
Studying organisation and methods and  
works study methods with Mr. R. Stanford,  
Personnel Administration Limited.
- EINDHOVEN, THE  
NETHERLANDS.  
Guest of Philips Electrical Industries  
at their Eindhoven and Turnhoyt Plants  
including special street lighting  
demonstration at Turnhovt, Belgium.  
Loco (Acting) Burgomaster of Eindhoven.
- ROTTERDAM, THE  
NETHERLANDS.  
Mr. J. Hasper, Town Clerk.  
Mr. J.T. Smits, Secretary to the Director  
Rotterdam Planning Department.
- THE HAGUE, THE  
NETHERLANDS.  
Mr. N. Arkema, Secretary General,  
International Union of Local Authorities  
and the Netherlands Union of  
Municipalities.  
Mr. A.F. Leemans, Assistant to Mr. N. Arkema.  
Mr. P. Doornbos, Foreign Affairs Section,  
International Union of Local Authorities.  
Dr. Van Leuwen, Ministry of Internal  
Affairs.  
Mr. J. Steuers, Netherlands Central  
(Economic) Planning Bureau

THE HAGUE, THE  
NETHERLANDS. (Cont.)

Mr. G. Rothuizen, Institute of  
Administrative Sciences.  
Mr. Ph.F. Ruygh, Records Management  
Office, Union of Netherlands  
Municipalities.

AMSTERDAM, THE  
NETHERLANDS.

Mr. J. Vandenberg, Town Clerk.  
Dr. J. Meerdink, Director, Bureau of  
City Statistics.  
Mr. F.E. Venekamp, Assistant Director,  
Bureau of City Statistics.  
Mr. H.J. Dinkgreve, Chief, Central  
Documentation Office, Amsterdam City  
Council.  
Mr. H.J. Boelen, Deputy to Mr. H.J.  
Dinkgreve.  
Dr. C. Wegner Sleeswijk, Town Planning  
Officer, Amsterdam City Council.

STOCKHOLM, SWEDEN.

Mr. Folke Lundin, Secretary of Finances,  
Stockholm City Council.  
Mr. E. Holgrem, Town Planning Officer,  
Stockholm City Council and  
inspections of city development at  
Vallingby and Farsta adjacent to  
Stockholm.  
Mr. E. Govers, Public Relations Officer,  
Stockholm City Council.  
Mr. C. Anderberg, Secretary, Federation  
of Swedish Industries.  
Mr. G. Romson, Secretary, Union of  
Swedish Towns.  
Mr. F. Linderoth, Secretary, Stockholm  
Regional Planning Committee.  
Mr. G. Berglöf, Engineer, Stockholm City  
Council Traffic and Parking Division.

NEW YORK. N.Y.,

Dr. A. Denning, Commissioner for New  
South Wales.  
Mr. W.J. Walker, Secretary, New South  
Wales Government Office.  
Mr. R.B. Larcombe, Industrial Promotion  
Officer, New South Wales Government Office.  
Richard S. Childs, National Municipal  
League.

BRIDGEPORT, CONNECTICUT.

Thomas A. Mulligan, Comptroller, City of  
Bridgeport.  
Charles Weahler, Assistant Comptroller,  
City of Bridgeport.  
Kathleen Kane, Assistant City Clerk,  
City of Bridgeport.  
Laurence E. McKeon, Tax Assessor, City  
of Bridgeport.  
J.M. Dearborn, Planning Engineer, City  
of Bridgeport.

WASHINGTON, D.C.,

William V. Denning, Department of State.  
Richard Oakland, American Municipal  
Association.  
Mr. E. Timmons, Assistant Secretary,  
Government of the District of Columbia.  
Mr. J. Christie, Resources for the Future,  
Ford Foundation.  
Harry R. Betters, Executive Director,  
United States Conference of Mayors,  
John J. Gunther, General Counsel, United  
States Conference of Mayors.

PITTSBURGH,  
PENNSYLVANIA.

H. Grant Smith, Budget Controller,  
Pittsburgh City Council.  
H.J. Dunsmore, Chief, Bureau of Air Pollution  
Control, Allegheny County Health Dept.,

FITTSBURGH,  
PENNSYLVANIA (Cont).

J. Purcell, Assistant Chief, Bureau of  
Air Pollution Control, Allegheny County  
Health Department.

Rockwell Manufacturing Company.

DAYTON, OHIO.

Herbert W. Starick, City Manager.  
W. Parent, Finance Director.  
L. Zimmerman, Budget Controller.  
Oscar Mauch, Town Clerk.  
E. Mac Manama, Municipal Income Taxation.  
Earl Sterzer, Urban Renewal Director.  
Robert Flynn, Director of Planning.  
Mark O. Armstrong, State Examiner-in-  
Charge, Audit Section.  
Glen Duckwall, Personnel Officer.

National Cash Register Company

L. Bennett Coy, Secretary-Treasurer,  
Miami Conservancy District

CHICAGO, ILLINOIS.

John R. Kerstetter, Associate Director,  
American Municipal Association.  
Orlin Nolting, Executive Director,  
International City Managers' Asscn.,  
Marion Brassens, National Association of  
Housing and Redevelopment.

Western Industries Incorporated -  
Parking Control Equipment.

TORONTO, ONTARIO.

Lorne R. Cumming, Q.C., Deputy Minister,  
Department of Municipal Affairs.  
Mr. J.A. Kennedy, Q.C., Chairman, Ontario  
Municipal Board.  
Mr. J. Carter, Assistant Deputy Minister  
(Administration) Department of Municipal  
Affairs.  
Mr. A. Nash, Assistant Deputy Minister,  
County Planning Branch, Department of  
Municipal Affairs.  
Mr. W. Palmer, Special Projects Branch,  
Department of Municipal Affairs.  
Mr. M. Gordon, Deputy City Clerk, Toronto.  
Mr. G.A. Lascelles, Finance Commissioner,  
Municipality of Metropolitan Toronto.  
Mr. W.W. Gardhouse, Clerk, Municipality  
of Metropolitan Toronto.  
Mr. M. Jones, Commissioner of Planning,  
Municipality of Metropolitan Toronto.

PORTLAND, OREGON.

Mr. F.J. Ivangie, Executive Assistant  
to the Mayor.  
Mr. S.J. Felker, Assistant City Auditor.  
Mr. J. Setterburg, Assistant Budget  
Director.  
Mr. F. Hamilton, Bureau of Lighting.  
Mr. J.B. Kenward, Executive Director,  
Portland Development Commission, Urban  
Renewal.  
Mr. J. Lowe, Director of Civil Defence.

SAN FRANCISCO,  
CALIFORNIA.

Mr. W. Reid, Planning Officer, San  
Francisco Redevelopment Agency.  
Mr. M. Goldberg, Deputy City Attorney,  
San Francisco Redevelopment Agency.

1960 OVERSEAS CITY GOVERNMENT STUDY TOUR.

Consequent upon the establishment of a fund by the Local Government and Shires Associations and the Associations of Local Government Clerks, Engineers and Health Surveyors of New South Wales, for the purpose of assisting an officer selected by the Overseas Visits Committee to effect an investigation of various aspects of City Government, principally in Great Britain, a ballot was held to determine the order in which representatives of the Senior Officer Organisations would proceed overseas. This ballot decided the order as follows:-

1958	Local Government Engineer
1959	Health Surveyor
1960	Town, Shire or County Clerk.

In December 1959 I was selected by the Overseas Visits Committee to proceed overseas in 1960.

In reporting the selection to my Council, I recommended that in addition to visiting Great Britain, the opportunity should be taken to look at city government in operation in The Netherlands, Sweden, Canada and the United States of America. My Council readily agreed to my recommendation and unanimously granted me leave of absence without loss of salary or privileges and in addition resolved to meet expenses incurred in excess of the grant awarded by the Overseas Visits Committee. This is only one example of the forward thinking of the Newcastle City Council and my thanks and appreciation are hereby recorded.

On a personal basis I am hopeful that the experience gained and the benefits from such a study tour will justify the Council's decision and the selection by the Overseas Visits Committee. Might I add that I was not unaware of the responsibility associated with this journey in representing Local Government interests in the principal State of Australia and the personal and academic efficiency which would be required as a result of that responsibility.

A considerable amount of preparatory investigation was effected to properly formulate an itinerary to cover this assignment and a commencement was made immediately after receiving notice of selection in mid December, 1959, and this continued up to and beyond my departure from Sydney on 14th April, 1960.

On every hand I received the ready co-operation of all organisations and persons approached in this task and I tender my sincere thanks for the spontaneous and valuable assistance received.

It was my fundamental idea to visit those countries, their cities and organisations which I felt would have the most to offer in progressive thought and practices. Therefore, a good deal of consideration was necessary in an endeavour to achieve this objective and it was not easy to make decisions in Australia as to the most beneficial cities to visit to keep the number down to a reasonable minimum and yet to achieve as much diversity as possible. Although I did seek to obtain candid information of the type required, particularly concerning Great Britain, I was unable to test my ultimate choices until I reached England and absorbed some of the local atmosphere. In Sir Harold Banwell, Secretary of the Association of Municipal Corporations of England and Wales, I found the very person I had been seeking. To say that Sir Harold has an abundant knowledge of local government affairs in Great Britain and has no compunction in candidly sharing that knowledge is considerably an understatement of the situation and the assistance given and personal friendship accorded by this gentleman was of the highest order.

Elsewhere in this report I have scheduled the cities and organisations visited and the names and designations of the persons with whom discussions were effected.

It is not possible to adequately record my deep appreciation of the keen interest displayed and the splendid co-operation and hospitality received from the persons enumerated. In addition, I was accorded City receptions and other recognition which were a personal tribute and an acknowledgment of the high regard in which Australians and Australia as a nation is held throughout the world. The official and personal contacts made during my tour will, I feel, be of invaluable assistance in the future.

Perhaps one of the most important and satisfying things which I experienced in consequence of travelling alone was the many offers of hospitality extended and accepted to visit private homes in the various countries.

Before leaving Australia, I wrote to all persons with whom I desired to confer and forwarded to each a copy of the Newcastle City Council's official publication "Symphony on a City". This book created considerable interest, particularly in the United States of America and will be exhibited by the Executive Director of the United States Conference of Mayors at the next meeting of the Organisation to demonstrate "what can be done in Australia and Newcastle in particular".

Persons interviewed were genuinely interested in my mission and many expressed approval of the range of matters I proposed to investigate and the fact that much more can be achieved from unfettered personal discussion than by questionnaire. The investigations turned more and more into "two way traffic" as a sincere desire exists overseas to find out more about Australia and its forms of city government. It was not difficult, therefore, to enlighten many people about our country and the more I travelled the more I was convinced that we in Australia have much to be grateful for and that we should count our blessings more frequently. It is natural that we should take a lot for granted simply because only a relatively small percentage of our people have the opportunity of overseas travel and I am most appreciative of my experiences in that respect to place our way of life and opportunities in their true perspectives. In England and the United States of America I availed myself of the opportunities to appear on television and to use the radio and newspapers in connection with my mission.

At the outset, I was perfectly aware that the local government field had been well harrowed over the years by representatives from the Local Government Shires and Senior Officer Organisations and the Councils of the State. In addition, our Department of Local Government has been consistently led by top-flight Ministers and capably administered by high grade personnel and that whenever possible and within the limits of the sphere of influence of those officers, legislation of a forward-looking character has consistently been put forward.

Therefore, I placed myself in the role of a prospector, hoping to encounter some large nuggets, but on the other hand, perfectly happy to find "pay dirt".

It was not my intention to launch into great detail on any one subject, but to look for principles on the basis that detail can always be obtained later if a principle proved worthy of further consideration.

I was careful to keep in perspective the ages of local governments and the traditions and material things which have been acquired or bequeathed through the centuries for the purpose of assessing our relative progress in New South Wales.

As the United Kingdom was deemed to be the focal point of study, I accorded it the majority of my time. My visits to the other countries were effected on the basis of seeking diversity in administrative and financial practices.

Trading Undertakings were not specifically investigated as I am of the opinion that as they come within the semi-commercial field, we have little to learn in matters of principle and that keeping up to date in technical and accounting techniques constitute the tasks in these activities.

To those who will subsequently be selected to make overseas study tours, I willingly offer any assistance I am able to give.

GOVERNMENT AND LOCAL GOVERNMENT IN ENGLAND.

GENERAL:

Unlike Australia which has a government of the federal type, England has the unitary system under which all power is vested in the National authorities. In Australia, powers are divided between the commonwealth and the states and local authorities are constituted by state legislation. Thus in Australia, local authorities are commonly referred to as "creatures of the states".

In England, local authorities are set up by the central government for the purpose of handling many important matters and take the form of county councils, county boroughs, non county boroughs, urban districts and rural districts.

The three organs of government in the United Kingdom are readily distinguishable, although their functions often intermingle and overlap. They are:-

1. The Legislature, which consists of the Queen in Parliament and is the supreme authority of the realm.
2. The Executive, which consists of the Cabinet and other Ministers of the Crown who are responsible for initiating and directing national policy; government departments, most of them under the control of Ministers, and all staffed by civil servants, who are responsible for administration at the national level; local authorities, who manage and administer many services at the local level; and statutory boards, which are severally responsible for the operation of particular nationalised industries or public services, and which may be subject to ministerial control in varying degrees; and
3. The Judiciary, which determines common law and interprets statutes, and is independent of both the legislature and the executive.

The supreme legislative authority in the United Kingdom is the Queen in Parliament, that is to say, the Queen and the two Houses of Parliament - the House of Lords and the House of Commons - which together represent all the elements of the nation.

The House of Lords consists of over 800 peers. The House of Commons is a popular assembly elected by an almost universal adult suffrage. There are at present 600 members in the House - 511 for England, 36 for Wales, 71 for Scotland and 12 for Northern Ireland.

Delegated legislation, which is legislation not by Acts of Parliament but by Orders in Council, Orders, Warrants, Regulations and Rules, has been part of the parliamentary system for some six hundred years. Delegated legislation empowers Ministers and other authorities to regulate administrative detail after a Bill has become an Act. The Act generally defines the precise limits of delegated legislative power.

Among the Government Departments set up is the Ministry of Housing and Local Government. The Minister exercises powers in regard to housing, water, sewerage and other services administered by local authorities. In regard to these services the position, broadly, is that the Minister is responsible to Parliament:-

1. For securing (by the aid of grants or other means and so far as intervention by the Central Government is necessary) that the duties laid upon local authorities by Parliament are effectively performed;

2. For encouraging the exercise of powers given to local authorities in regard to services for which they are responsible, either by grants paid out of the national funds or otherwise; and
3. For inquiring into difficulties and complaints concerning any local authority services which may be drawn to the Minister's notice.

As the Central Housing Authority under the Housing Act, 1936, the Minister supervises the administration of the housing statutes and the national housing programme; and his officers keep in close touch with the local authorities. Local authority proposals for dealing with slum clearance are also submitted to the Minister.

The Town and Country planning work of the Ministry includes the framing and the execution of the national policy and the use and development of land for the purpose of achieving the best use of land in the public interest. The responsibilities of the Minister include confirmation of the acquisition and disposal of land by local authorities; and the payment of grants for planning purposes, in certain cases of acquisition, clearing and compensation. The Minister also has responsibilities in connection with the establishment and work of the Development Corporations of the New Towns and the National Parks Commission.

Government on a local basis has been part of the administrative system of the United Kingdom for many centuries. It has existed continuously in England since the Saxon times. In its present form, however, it dates back only to the later nineteenth century (1884) when the conception of local government by popularly elected councils received statutory recognition.

For the purposes of local government, England is divided into County Boroughs (all purpose councils) and Administrative Counties (which have the same powers as County Boroughs). Administrative Counties are further divided into:-

1. Municipal or non county boroughs.
2. Urban districts.
3. Rural districts.

Therefore, the following position exists within each English county:-

1. One or more county borough councils having all the powers of the administrative county council and not being answerable in any way to the latter; together with
2. Several non-county borough, urban district and rural district councils, having powers of a specific nature conferred by Parliament.

The position may well be illustrated by the following equation in relation to powers of Councils:-

County Borough Council = Administrative County Council  
+ Non County Borough Council +  
Urban District Council + Rural  
District Council.

Each of these divisions is administered by a different kind of local council, as follows:-

England and Wales (excluding the County of London):

Administrative County Councils	61
County Borough Councils	83
Non County Borough Councils	318
Urban District Councils	563
Rural District Councils	474.

There are, in addition, the local authorities for London which are unlike those in the rest of the United Kingdom. They are:-

The London County Council;  
The Corporation of the City of London;  
Metropolitan Borough Councils (28 in number).

Further reference will be made to the London County Council later in this report, but it could be mentioned at this stage that having regard to the compact nature of the London Metropolitan area, certain powers are retained by the London County Council which would otherwise normally be exercised by Councils of the size and importance of the Metropolitan Borough Councils.

The Administrative County Councils and County Borough Councils are responsible, subject to the control of the respective Ministers, to give effect to Acts of Parliament in respect of:-

1. Education.
2. Main Highways.
3. Police.
4. Fire Protection.
5. Planning
6. Health and Welfare.
7. Deprived Children.

A County Borough Council would, as previously pointed out, have the same powers in respect of the seven headings above-mentioned as the Administrative County Councils, but in addition would render environmental, protective and personal services usually provided in a community. Within a County outside the areas of County Borough Councils, the three latter services would be rendered by the non county borough, urban and rural district councils.

No specific requirement by way of population or revenue is laid down as a qualification for the creation of a county borough or councils of lesser importance, although a population of at least 100,000 is usually necessary for a county borough.

The principal government departments in addition to the Ministry of Housing and Local Government which are closely associated with city government in England are as follow:-

The Treasury. The functions of which fall under four main headings:-  
Finance - Home and Overseas,  
Expenditure Control,  
Civil Service Establishment and  
Economic Policy Co-ordination.

The Ministry of Education.  
The Ministry of Health.  
The Board of Inland Revenue.

This Board administers the laws relating to income and surtax, profits tax, stamp duty, estate duty and advises the Chancellor of the Exchequer on any matters connected with them. The Board is also responsible for the valuation of real property for various purposes such

as compensation for compulsory purchase,  
local rates in England and Wales and  
estate duty.

The Ministry of Transport.

Trunk and subsidiary roads.

The Home Office.

Police, Fire, Civil Defence and  
Deprived Children.

#### ADMINISTRATIVE COUNTY OF LONDON.

This administration is shared by the London County Council, the Corporation of the City of London and twenty-eight Metropolitan Borough Councils.

The Corporation of the City of London is not an all-purpose council like the council of a county borough. The metropolitan borough councils are also not all-purpose councils and may be compared with non county boroughs.

The Administrative County of London was created by Act of Parliament in 1888 and comprises an area of 116.95 square miles. The boundaries of the Administrative County, the City of London and the Metropolitan Boroughs can only be altered by Act of Parliament.

The Councillors of the County Council, City Council and Metropolitan Borough Council are elected by popular vote. It is to be noted that this varies with the practice in New South Wales where members of County Councils are appointed by and from the members of the constituent councils.

The London County Council overshadows the Corporation of the City of London and the Metropolitan Borough Councils by controlling services and planning and undertaking the construction of works of an overall county significance where uniformity is necessary. Its funds are derived from direct income (about 30%), government grants and subsidies (about 30%) and contributions by constituent councils (about 40%) in respect of maintenance expenditure.

The contributions by constituent councils are the results of "precepts" or demands made by the London County Council following adoption of its annual budget. The constituent councils are required to levy a rate sufficient to meet the precepts and their own requirements.

In addition, the Metropolitan Borough Councils are required to meet part of the cost of the Metropolitan police force by way of precept served by the Commissioner of Police. The square-mile Corporation of the City of London maintains its own police force with the assistance of a government grant.

Functions of a special nature are exercised by the following:-

- London Transport Executive: This is a body appointed by the Minister of Transport and acts as the agent of the British Transport Commission. Its area extends beyond the boundaries of the London Administrative County and it controls passenger transport, including motor omnibuses, trolley buses, tramcars and tube railways.
- Metropolitan Water Board: This Board is an indirectly elected body of 88 members. The personnel are elected by the London County

Council, the City Corporation and the 28 Metropolitan Borough Councils, and other local authorities in the area of the Board's operations in consequence of its area also extending beyond the boundaries of the London Administrative County.

**Port of London Authority:**

The conservancy and management of the River Thames to Teddington and of the Port of London is the responsibility of the Port of London Authority which comprises members elected by the Minister of Transport, Trinity House, London County and City Councils, the Admiralty, users of the port, watermen and wharfingers.

**Nationalised Services:**

Electricity and Gas Supplies.

The principal powers and duties of the London Councils are as follow:-

<u>London County</u>	<u>Metropolitan Boroughs</u>	<u>London City</u>
Bridges	-	Bridges
Care of deprived children	-	-
Education	-	Education
Fire Services	-	-
Highways-major improvements	Highways, repair, lighting, cleaning	Highways-major improvements + repair, lighting and cleaning
Housing & Slum clearance	Housing and slum clearance	Housing
Main drainage (including trunk sewers.)	Local drainage (including sewerage)	Local drainage including sewerage)
Parks and open spaces	Parks and open spaces (2 acres and under)	Parks and open spaces mainly outside County area.
Public protection services.	Local health and sanitary matters	Public protection services and local sanitary and Port of London Health Authority.
Public Health personal services	-	-
Town Planning	-	Town Planning - Acts for London County Council.
Welfare of aged, infirm and blind persons and other handicapped people.	-	-
-	Police (part cost Metropolitan Police)	Police in London with Government Grant.
-	Baths and Washhouses	-
-	-	Markets-Wholesale
-	Markets - Street	Markets-Street.
-	Libraries, museums and art galleries.	Libraries, museums and art galleries.

As a general guide to distribution of functions of local authorities in England and Wales, the following index is submitted hereunder:-

Abbreviations Used:

CBC - County Borough Councils  
 CC - County Councils (other than London)  
 LCC - London County Council  
 MBC - Metropolitan Borough Councils  
 CLC - City of London Corporation  
 BC - non-County Borough Councils  
 UDC - Urban District Councils  
 RDC - Rural District Councils  
 PC - Parish Councils.

Abattoirs, provision and maintenance:  
 CBC; BC; UDC; RDC; MBC; CLC.  
 Air Pollution, prevention of: CBC; BC; UDC; MBC; CLC.  
 Allotments, provision of: CBC; MBC; BC; UDC; PC.  
 Ambulances: CBC; CC; LCC.  
 Art Galleries, construction and supervision: All authorities.  
 Baths, swimming-baths and wash-houses: CBC; CC; MBC; CLC; BC;  
 UDC; RDC; PC.  
 Births, deaths and marriages, registration: CBC; CC; MBC; CLC.  
 Blind, welfare of: CBC; CC; LCC.  
 Bridges: construction and maintenance: CBC; CC; LCC; CLC.  
 (minor, in London) construction and maintenance: MBC,  
 maintenance: BC; UDC.  
 lighting: CBC; MBC; CLC; BC; UDC; RDC; PC.  
 Building, control of: CBC; LCC; BC; UDC; RDC.  
 By-laws, various: All authorities.  
 Celluloid, storage of: CBC; LCC; BC; UDC; RDC.  
 Cemeteries and burial grounds: CBC; MBC; CLC; BC; UDC; RDC; PC.  
 Children: child life protection, adoption, boarding out, control  
 of employment: CBC; CC; LCC.  
 Civic restaurants, provision of: CBC; LCC; BC; UDC; RDC.  
 Civil Defence: CBC; CC; LCC; MBC; CLC.  
 Common Lodging Houses, control of: CBC; MBC; CLC; BC; UDC.  
 Coroners, appointment: CBC; CC; LCC; CLC.  
 Day Nurseries: CBC; CC; LCC.  
 Education, including school medical service and school meals:  
 CBC; CC; LCC.  
 Entertainments:  
 Licensing of theatres, cinemas, music and dancing: CBC; CC;  
 LCC (and in some areas by delegation); BC; UDC; RDC.  
 licensing of boxing and wrestling (certain areas only) CBC;  
 CC; LCC.  
 licensing of dog tracks: CBC; CC; LCC.  
 Explosives and fire works: CBC; LCC; CLC; (and in some areas by  
 delegation or under the Act); BC; UDC; RDC.  
 Fertilisers and feeding-stuffs, analysis: CBC:CC.  
 Fireguards inspection: CBC; MBC; CLC; BC; UDC; RDC.  
 Fire services: CBC; CC; LCC.  
 Food and drugs, inspection, sampling and analysis: CBC; CC; MBC.  
 CLC; BC; UDC; RDC.  
 Footpaths (other than along roads), repair and maintenance: CC;  
 CBC; LCC; BC; UDC; RDC: PC.  
 Health visiting: CBC; CC; LCC.  
 Home helps: CBC; CC; LCC.  
 Home nursing and after-care of sick: CBC; CC; LCC.  
 Homes for aged and infirm etc., temporary lodging of homeless;  
 CBC; CC; LCC.  
 Housing:  
 and slum clearance: CBC; LCC; MBC; CLC; BC; UDC; RDC  
 (assistance in rural areas): CC  
 (power to make representations to the county council); PC  
 and supervision of housing conditions: RDC.

Infectious diseases, notification and disinfection: CBC; CC; MBC; CLC; BC; UDC; RDC.  
 Land charges registration: CBC; CC; LCC; CLC; BC; UDC; RDC.  
 Libraries, construction and supervision: CBC; CC; MBC; CLC; BC; UDC; PC.  
 Litter, prevention of: All authorities.  
 Markets: MBC; CLC; BC; UDC; RDC.  
 Maternity and child welfare: CBC; CC; LCC.  
 Meat inspection at slaughter houses: CBC; MBC; CLC; BC, UDC; RDC.  
 Mental Health: CBC; CC; LCC.  
 Midwives: CBC; CC; LCC.  
 Milk and D<sub>a</sub>iries inspection: MBC; CLC.  
 Milk inspection at shops and bottling establishments: BC, UDC, RDC.  
 Mortuaries: CBC; MBC; CLC; BC; UDC; RDC; PC.  
 Motor vehicles and drivers' licensing: CBC; CC; LCC.  
 Museums, construction and supervision: All authorities.  
 Nuisances, suppression of: CBC; MBC; CLC; BC; UDC; RDC; PC.  
 Nursing homes registration: CBC; CC; LCC.  
 Parks and Open spaces: All authorities.  
 Petroleum storage and petrol stations: CBC; LCC; CLC; BC; UDC; RDC.  
 Police (outside the Metropolitan Police area): CBC; CC; CLC;  
 (via a Standing Joint Committee of the County Council and the County Justices); Joint Boards (in combined police areas).  
 Port health authority: CBC; LCC; MBC; CLC; BC; UDC.  
 Rates: CBC; CC; MBC; BC; UDC; RDC.  
 Refuse removal and disposal: CBC; MBC; CLC; BC; UDC; RDC.  
 Remand homes, provision, maintenance and management: CBC; CC; LCC.  
 Rent Control: CBC; MBC; BC; UDC; RDC.  
 Reservoirs, safety of: CBC; CC; MBC; BC; UDC; RDC.  
 River Pollution prevention: River Boards, Thames and Lee Conservancies: MBC.  
 Roads:  
 Construction and maintenance: CBC; CC; LCC; MBC; CLC.  
 Maintenance: BC; UDC.  
 Lighting: CBC; MBC; CLC; BC; UDC; RDC; PC.  
 Sanitary services (drains and sewers, refuse collection and disposal, smoke abatement): CBC; MBC; CLC; BC; UDC; RDC.  
 Sewage disposal: CBC; LCC; BC; UDC; RDC; Joint Sewage Boards.  
 Shops inspection: CBC; CC; LCC; CLC; BC. (if population over 20,000) UDC.  
 Smoke abatement: CBC; MBC; CLC; BC; UDC; RDC.  
 Streets:  
 construction: CBC; CC; LCC; MBC; CLC.  
 maintenance (including cleansing) CBC; CC; LCC; MBC; CLC; BC; UDC.  
 lighting: CBC; MBC; CLC; BC; UDC; RDC; PC.  
 Town and country planning: CBC; CC.  
 Note: The functions of Planning Control as distinct from the preparation of Development Plans are sometimes delegated to BC and UDC and RDC.  
 Vaccination and immunisation: CBC; CC; LCC.  
 Watercourses, sanitary control: CBC; MBC; BC; UDC; RDC; PC.  
 Water supply: CBC; MBC; CLC; BC; UDC; RDC; Joint Water Boards.  
 Weights and measures inspection: CBC; CC; LCC; CLC (if borough population over 10,000); BC.  
 Welfare services for aged and handicapped: CBC; CC; LCC.  
 Wild Birds protection: CBC; CC.  
 Youth employment service (except where service is operated by Ministry of Labour and National Service): CBC; CC; LCC.

LOCAL GOVERNMENT BOUNDARY AND FUNCTIONAL COMMISSIONS.

No general review of local government boundaries has been effected since 1888 and this aspect is overdue for attention.

Two Local Government Commissions have been established by the Local Government Act 1958 to review the general county and county borough pattern in England (outside the Greater London area) and Wales, the district pattern and the distribution of functions as well. The Commissions are required to make recommendations for such changes in the pattern as may appear to them desirable after investigating the circumstances of local government in each area under review and after consulting with the relevant local authorities and other interested bodies and persons. The final proposals of the Commissions will be given effect by ministerial order with or without modification. The tasks of the Commissions are expected to take five years to complete.

The present system and the working of local government in the Greater London area is being examined by a Royal Commission set up by Royal Warrant in 1957 to recommend whether any, and if so, what changes in the local government structure and the distribution of local government functions in the area, or any part of it, would secure more effective and convenient local government.

The Act does not prescribe the number or qualifications of the members of the Commissions. The appointment of the members of the Commission is left to the Minister for Housing and Local Government who has sought to achieve a good balance of its personnel both by way of qualification and experience in the administrative, legal, health, education and other fields.

Having regard to the historical and traditional backgrounds of the long established local government authorities throughout the country, however, I visualise considerably more conflict in effecting boundary alterations than occurs in New South Wales. It must be remembered, too, that local government is very close to central government in England and political and other factors could enter more fiercely into the considerations.

I think it important to record that the Minister for Housing and Local Government in the exercise of his powers under Section 36 of the Local Government Act, 1958, has included in Regulations in respect of the Local Government Commissions, inter alia:-

"The following (placed in alphabetical order) are to be included among the factors taken into account by the Commission on the holding of a review:-

- "
- " (a) Community of interest;
  - " (b) Development and expected development;
  - " (c) Economic and industrial characteristics;
  - " (d) Financial resources measured in relation to financial need;
  - " (e) Physical features, including suitable boundaries, means of communication and accessibility to administrative centres and centres of business and social life;
  - " (f) Population - size, distribution and characteristics;
  - " (g) Record of administration of the local authorities concerned;
  - " (h) Size and shape of the areas of local government;
  - " (i) Wishes of the inhabitants.

As has been previously indicated, the area of the present Administrative County of London is 116.95 square miles and no less than thirty Councils exercise varying powers therein. The present population is said to be about 3.25 millions. The population of the area generally referred to as Greater London is about three times that number.

I think it is appropriate to include in this report, a copy of the evidence submitted to the Royal Commission on Local Government in Greater London by the British Group of the International Centre for Regional Planning and Development as it could have application in a general sense to other large cities in their ultimate development:-

"1. The International Centre was formed as the result of a "conference on regional planning and development which was held "at Bedford College, London, in September, 1955. The aims of the "Centre are summarised as follows in the preamble to its "Constitution:

" 'The Centre has been set up in the belief that there is  
" 'a need for close co-operation between individuals and  
" 'organisations concerned with the study and practice of  
" 'planned regional development; that the success of such  
" 'development depends upon the balanced teamwork of  
" 'specialists in the administrative, economic, social and  
" 'technical spheres, working with and for the peoples concerned;  
" 'and that to achieve harmonious results, the welfare of man  
" 'must be the guiding factor in the development of human and  
" 'material resources.'

"Our interests are particularly concerned with regional planning  
"and development and this is the only subject upon which we, as an  
"association, can claim expert knowledge. To a great extent,  
"however, the decisions in the planning field which shape our  
"environment are taken by local authorities, and form an  
"important proportion of their work. It therefore seems to us  
"vital that the proposed reorganisation should be such that local  
"decisions which have region-wide implications can be recognised  
"and dealt with in the light of expert advice.

"2. We consider that a unit of government, if it is to function  
"efficiently and obtain the interest and loyalty of its  
"citizens must:

- " (1) Be democratically elected.
- " (2) Be of a size suitable to the functions which it is  
" to perform.
- " (3) Be responsible for an area whose population forms a  
" cohesive and well-balanced entity.

"We consider that these statements are axiomatic, and that any  
"system of government administration should be considered in  
"relation to them.

"3. If these axioms are accepted, it is evident that the present  
"structure of London's government is generally unsuited for the  
"tasks which it has to perform. The present pattern of authorities  
"has developed in a haphazard fashion and was evolved to serve a  
"city and its environs, which were very different from the vast  
"conurbation which exists to-day. Little improvement can be  
"expected from minor reforms of a pattern of local bodies that  
"is basically wrong and out of date. A radically different  
"structure of local government is needed for London.

"The first task must be to define this structure and agree on its  
"outline, the second to decide on the steps needed to transform  
"the present pattern into that of the future. Our evidence is  
"concerned exclusively with the first of these tasks.

"4. Different functions of local authorities require units of  
 "different sizes to administer them. A body which is the right  
 "size to administer the main road transport arteries of Greater  
 "London is unlikely to be the right size to maintain a small  
 "children's playground in Hoxton. Some local government functions  
 "are of importance to the whole of the London region; some are of  
 "local interest only. From this it follows that a well conceived  
 "system of local government for London would have to be arranged  
 "in two or more tiers, each tier carrying out powers and duties  
 "appropriate to its size. The more numerous the tiers are, the  
 "more clumsy will the administration become. For this reason we  
 "consider that not more than two tiers should be established. A  
 "precedent for such a two-tier system exists in counties and  
 "county districts.

"5. We consider that the London Region (in which we include not  
 "merely the existing built-up area of Metropolitan London, but the  
 "green belt and the ring of towns and countryside around it) is a  
 "social, economic and geographical entity and that those activities  
 "which are essential to the smooth working of the whole region  
 "should be administered by one authority elected by and respon-  
 "sible to it.

"A trend towards such regional administration already exists.  
 "A number of local government functions (e.g. the administration  
 "of hospitals) have been removed from local government control  
 "and placed in the hands of ad-hoc regional authorities. While  
 "the tendency towards regional administration reflects a correct  
 "assessment of local requirements, the establishment of such  
 "ad-hoc authorities is in principle undesirable, since it runs  
 "contrary to the democratic basis of local government. Local  
 "activities should be the responsibility of locally elected  
 "authorities, and a regional authority is needed to deal with  
 "regional functions.

"6. The problem of the correct size for such a regional authority  
 "is one of great complexity, since many social, economic,  
 "administrative, and functional requirements have to be  
 "considered, for example: Many people prefer to live outside  
 "the metropolitan area, and work within it; many others use the  
 "rural area around London for recreation. The overcrowded  
 "population of Metropolitan London cannot be decently rehoused  
 "within the ring of the green belt and new towns, expanding  
 "towns and 'out-country estates' have been and are being erected  
 "outside the present built-up area. The London Transport  
 "Executive sends its trains and buses far into the countryside,  
 "while apprentices and students make daily trips into Central  
 "London for their technical education. We have studied the  
 "boundaries defined in the Royal Commission's terms of reference  
 "with regard to factors such as these and have reached the  
 "conclusion that the area upon which the Commission is asked to  
 "report is too small. We hold that if a new regional authority  
 "is to carry out its responsibilities satisfactorily, it  
 "should include a much larger area than that at present under  
 "consideration.

"Since, however, the Royal Commission cannot make suggestions  
 "in regard to areas outside its terms of reference, we consider  
 "it should propose that an appropriate body be set up to  
 "determine the most suitable boundaries of a unit of government  
 "for the London Region. At the same time the Royal Commission  
 "should recommend as a first step the establishment of a Regional  
 "Authority (which might be called the Greater London Council) to  
 "include the entire area within the Commission's purview.

"7. We consider that the Greater London Council should be  
 "responsible for all functions of local government in Central  
 "London and the following functions outside the central area:-

- " (a) Main Drainage, i.e. large sewage disposal plants,  
" principal sewage and storm water outfalls and main drains  
" and sewers leading to them.
- " (b) Public Transport, i.e. the work of the London Transport  
" Executive and the suburban services of British Railways.
- " (c) Water supplies.
- " (d) Technical Education.
- " (e) Principal highway arteries and major car parks, i.e. the  
" layout and construction of main roads, traffic control  
" systems in main roads, principal car parks.
- " (f) Hospitals and Ambulance Services.
- " (g) Fire Fighting and Civil Defence.
- " (h) Housing.
- " (i) Regional Planning, i.e. the preparation of surveys and a  
" master plan for the whole area together with the  
" implementation of major proposals detailed planning and  
" development control would not normally be carried out by  
" the regional authority except in Central London.

"We appreciate that the administration of water supplies is  
"outside the terms of reference of the Royal Commission, that  
"certain activities are in the hands of ad hoc authorities and  
"are therefore outside the present functions of local government  
"and that other functions such as main drainage and the activities  
"of the London Transport Executive involve responsibilities which  
"stretch beyond the limits imposed by the Commission's terms of  
"reference. Nevertheless, we consider that these functions cannot  
"reasonably be divided among different authorities. Hospitals  
"in Middlesex cannot be considered separately from hospitals in  
"the area of the L.C.C. The whole of London drains into the  
"Thames Valley and the main sewers should therefore be under the  
"control of one authority rather than under several different  
"authorities as at present. The transport problem of London is  
"regional, not local in its implications, and the principal  
"highways, car parks and public transport should therefore be  
"planned on a regional basis. The broader aspect of land use  
"planning are above all a regional problem. Such matters as the  
"relationship of housing and employment, the location of industry  
"the siting of wholesale markets, the lines of main traffic  
"routes or the relationship of the docks to the rest of the city  
"cannot properly be considered by a series of independent  
"authorities preparing their own separate plans. If a satisfactory  
"plan is to be devised for Greater London, a regional authority  
"must be established with power to prepare it and see that it is  
"carried out.

"8. We suggest that the Greater London Council should be  
"responsible for all functions of local government in Central  
"London because we consider that this area constitutes a special  
"problem. It exists to serve the needs of the whole region and  
"is, indeed, the focal point of the entire Nation and Commonwealth.  
"Its government should therefore be the responsibility not only  
"of those who are registered as electors within its borders, but  
"of all those who regularly make use of it, i.e. the entire  
"voting population of the London Region.

"9. Just as the area for which the Greater London Council should  
"be responsible ought to be determined with reference to the  
"Council's function, so the size of the second tier authorities  
"should be determined in relation to their responsibilities.

"We consider that an authority needs to be fairly large (say  
 "between a quarter and half a million in population) if it is to  
 "be capable of administering certain activities to the maximum  
 "efficiency. A small authority could not satisfactorily handle  
 "the problems of an education department or a public cleansing  
 "service. Furthermore, a large authority is able to offer  
 "comparatively higher salaries for its senior posts and can thus  
 "obtain better men for them than a special authority can afford.  
 "We therefore suggest that the boundaries of the second tier  
 "authorities (which might be called City Districts) should be  
 "drawn to enclose populations of about this size. There would  
 "be about 20 to 30 City Districts.

"10. So far this evidence has consisted of a sketch of a reformed  
 "local government structure for the London Region. The remaining  
 "paragraphs show how this structure would make possible improved  
 "services in the fields of planning, housing and transport, the  
 "three functions of local government which have the greatest  
 "influence on man's environment.

"11. We have already explained, in paragraph 7, why we believe  
 "that planning should be organised on a regional basis. A  
 "structure of local government such as we have described is  
 "needed because democratic regional planning is impossible  
 "without it. Only a single authority is responsible for the  
 "whole of the London Region and elected by the inhabitants of the  
 "region can see the picture as a whole, plan the area as a whole,  
 "and in so doing, reflect the needs and wishes of the population.  
 "It is clear, however, that while the Greater London Council  
 "should:

- " (a) Prepare an outline plan for the whole area.
- " (b) Be responsible for the detailed planning and development  
 " of Central London, and
- " (c) Be responsible for implementing projects of national or  
 " regional importance anywhere in the region;

"it cannot and should not prepare and implement detailed plans  
 "for the whole of its area. Such a task is too complex for a  
 "single authority. The filling in of the outline plan and its  
 "detailed implementation must be carried out at local level.  
 "We suggest that the Greater London Council should delegate to the  
 "City Districts its responsibility for detailed planning and most  
 "aspects of development control, keeping in its own hands the  
 "responsibility for the preparation of the master plan and the  
 "control of projects of national or regional importance. City  
 "Districts should be consulted during the preparation of the  
 "master plan and be responsible for the detailed plans of their  
 "own areas.

"The administration of development control might be carried out  
 "by the planning committees of the City District Councils who may,  
 "if necessary, seek advice from local citizens' committees and  
 "groups. Such committees and groups would provide an opportunity  
 "for the focussing of local interests which might otherwise be  
 "lost in the larger City Districts.

"12. If planning is, in its broad aspects, a regional activity,  
 "slum clearance and housing are matters which require, in addition  
 "to regional considerations, a close understanding of local needs.  
 "The L.C.C. has an admirable record in this field principally  
 "because it is large enough to be able to employ the best staff.  
 "The City Districts which we propose would be both large enough to  
 "have well-staffed housing departments and at the same time small  
 "enough to be able to appreciate local problems.

"13. While the technical problems of housing and planning are  
"fairly well understood, those of transport have never been  
"properly tackled, and much research into this subject is needed.  
"We consider that the solution of the transport problem is the  
"most important and the most complex task which the Greater  
"London Council will have to face during the first years of its  
"life. For this reason we suggest that when the Council  
"constitution is framed, care should be taken to ensure that it  
"has powers adequate to enable it to consider the transport of  
"the London Region as a whole. It should be able to balance the  
"social and financial benefits which would result from improvements  
"to the transport system against the cost and effort involved, and  
"should have power to consider all the various transport media  
"(main line railways, undergrounds, buses, coaches, cars, lorries,  
"canals, etc.,) and decide in relation to the economy of the  
"region and the plans for the area what works are necessary for  
"each medium. It would be able to consider not merely the  
"requirements of transport, but also its effects and in particular  
"the planning implications of the motor vehicles whose demands  
"for large roads will play havoc with London unless they are  
"planned as part of a coherent pattern of land use for the whole  
"region.

"We believe that if the Council's transport department is to  
"function effectively, it must be constituted in such a way as to  
"attract the services of that body of road engineers and traffic  
"experts who are at present thinly distributed among a large  
"number of organisations such as the London County Council, the  
"Road Research Laboratory, the Ministry of Transport, the  
"motoring organisations etc. Its staff should not, however, be  
"simply a committee of engineers and transport experts, for  
"such a body would have too narrow a view of this highly  
"complex problem. It would include the services of town planners,  
"architects, sociologists, industrial designers, landscape  
"architects, urban geographers, surveyors, economists, and the  
"protagonists of a number of other disciplines, if it is to have  
"the breadth of vision which the problem requires.

"14. In this evidence we have proposed a target. We realise  
"that much thought is needed to determine the means by which  
"this target can be reached and that this evidence is no more  
"than a brief examination of a vast and highly complex problem.  
"The formulation of a target is nevertheless an essential step,  
"and we hope that the Royal Commission may find useful the  
"opinions of an association of technologists and specialists  
"in a wide variety of disciplines who share a belief in  
"the importance of planning on a regional basis and have no  
"reason to press the claims of any one of the existing  
"authorities of interests in Greater London."

FINANCE - GENERAL.

Sources are government grants, local rates, loans, trading receipts, rents, fees and other miscellaneous sources. *Revenue here*  
Government grants which provided over 30% of income from the 1st April, 1959, are mainly in the form of general grants paid to the County and County Borough Councils in respect of education, town planning, fire services, child care, road safety, traffic control and physical training. *help*

The total sum of the general grants are allocated each year and fixed in advance for a period of two or more years. In fixing the total amount, the Government is required to take into consideration the current rate of expenditure on the services concerned, the probable fluctuation in the demand for those services and the extent to which, having regard to general economic circumstances, it is reasonable to develop them.

Other government grants are percentage grants, of which the two remaining examples are those for police services and highways. Unit grants relate to housing. Rate deficiency grants are contributions to the general revenues of the poorer local authorities. Assigned revenues are the proceeds of certain national taxes handed over to local authorities, e.g. dog, game and gun licenses; license fees for hawkers, pawn-brokers, money-lenders and refreshment houses. *And on another*  
*to*  
*new*

Rates are paid by the occupiers of land and buildings in a local authority area as contributions to the cost of local services and provides over 25% of the total income of local authorities. They are levied on net ratable values which are supplied by the Board of Inland Revenue, the valuation authority. These are statutory reliefs from rate liability, notably for agricultural land and buildings which are entirely exempt, and for industrial and freight transport premises which are rated on 50% of the net annual value. From 1929 to 1959 the latter were rated at 25% of the net annual value. Responsibility for levying and collecting rates in England lies with the Councils of County Boroughs and County District Councils and in London with the City Corporation and the Metropolitan Borough Councils. *x ?*

County Councils finance themselves by issuing a precept on the county boroughs and county district councils and in London the Metropolitan boroughs and the City Corporation for the sums of money required.

Loans may be raised by all types of local authorities for financing capital expenditure, subject to the consent of the Minister for Local Government, who is guided by the recommendations of the Government Department responsible for the service for which the capital is required. The London County Council seeks parliamentary sanction every year to raise the money it needs for capital expenditure.

Loans may be raised by issuing stock upon the Stock Exchange, by internal borrowing, by private mortgage or from the Public Works Loan Board which is financed by the Exchequer.

The raising of loan funds is controlled by the issue of approvals by the Minister. These approvals, inter alia, state the maximum periods for which the loans may be raised. Councils may, therefore, raise loans for any term of years not exceeding such periods. Interest rates are not stipulated in the approvals and councils may negotiate to the best advantage in that respect. Due to the constantly increasing rates of interest, it has been the policy in more recent years to raise short-term loans of two or three years. From discussion with Town Clerks and Treasurers of various Councils, cause for concern was evident in consequence of the very extensive use of

this method and the huge amounts of this type of liability in the hands of the councils. The aim of short-term borrowing is, of course, to avoid if possible, long-term loans carrying present high interest rates. On the other hand, some doubt has been expressed concerning the availability of sufficient loan funds to pay off the large blocks of short-term loans as they mature.

Internal control of finance is exercised on behalf of the council by a finance committee whose function is to keep the financial policy of the council under constant review.

External control is exercised by an annual audit by district auditors appointed by the Minister of Housing and Local Government. Borough councils must use the services of the district auditor for accounts which relate to education, national assistance, children's local health services, coast protection, motor tax, rate collection, police, fire, civil defence and town and country planning; but they may and sometimes do employ a professional firm of auditors to do other work. *Not as good as here*

VALUATIONS AND RATING:

In New South Wales, valuations are effected by the Valuer-General in accordance with the provisions of the Valuation of Land Act, 1916, as amended.

The valuations submitted are of three types as provided by Sections 5, 6 and 7 of the Act, viz:-

Improved Value.

- 5. (1) The improved value of land is the capital sum which the fee simple of the land might be expected to realise if offered for sale on such reasonable terms and conditions as a bona-fide seller would require.
- (2) In determining the improved value of any land being premises occupied for trade, business, or manufacturing purposes, such value shall not include the value of any plant, machines, tools or other appliances which are not fixed to the premises, or which are only so fixed that they may be removed from the premises without structural damage thereto.

Unimproved Value.

- 6. The unimproved value of land is the capital sum which the fee simple of the land might be expected to realise if offered for sale on such reasonable terms and conditions as a bona-fide seller would require, assuming that the improvements, if any, thereon or appertaining thereto, and made or acquired by the owner or his predecessor in title had not been made.

Assessed Annual Value.

- 7. (1) The assessed annual value of land is nine-tenths of the fair average annual value of the land, with the improvements (if any) thereon: Provided that such assessed annual value shall not be less than five per centum of the improved value of the land.
- (2) In determining the assessed annual value of any land being premises occupied for trade, business or manufacturing purposes such value shall not include the value of any plant, machines, tools, or other appliances which are not fixed so that they may be removed from the premises without structural damage thereto.

The Valuer-General, as far as Newcastle is concerned, will supply new valuations for the whole of the area operative from 1st January, 1961, and thence at four-yearly periods.

In England, valuations are furnished by the Board of Inland Revenue, whose functions in this respect commenced in 1950. Prior to this, valuations were made by valuers employed by the local authority. The last general valuation made by local authorities was in 1934 and in consequence of the incidence of World War II, no further valuations were made until 1956, when a list was prepared by the Board of Inland Revenue. Authority to value houses is contained in the Local Government Act of 1948 and authority to value other buildings stems from the Rating and Valuation Act, 1925.

The valuation list submitted in 1956 by the Board of Inland Revenue in respect of houses was based on values as at 1939 in consequence of the imposition of rental controls which still exist in respect of properties having a rental value of £40 per annum or less. The valuations of commercial premises was effected on an up-to-date formula and following agitation by ratepayers of commercial premises, legislation was introduced providing for a writing down of valuations for such premises for rating purposes by 20%.

Valuations are scheduled for five yearly intervals which meant that the next is due in 1961. The Government, however, has decided to have the valuation deferred until 1963 by its Rating and Valuation Act of 1959.

In arriving at valuations to be supplied to local authorities, the Board of Inland Revenue has regard for rentals which are actually being paid but he only uses this as a guide.

Valuations are effected in respect of each occupation and supplied to the local authority.

Two values are supplied by the Board in respect of each occupation as follows:-

Gross Value: Is the rent at which a hereditament might reasonably be expected to let from year to year if the tenant undertook to pay the usual tenant's rates and taxes and the landlord accepted liability of the cost of repairs and insurance and the other expenses, if any, necessary to maintain the hereditament in a state to command that rent.

Distribution of liabilities as between landlord and tenant for gross value purposes:-

Tenant: 1. Tenant's taxes and rates.  
2. License duties.

Landlord: 1. Landlord's Taxes  
2. Insurance  
3. Repairs  
4. Any other cost of maintaining the property in a condition to maintain the rent.

"Usual tenant's rates and taxes"  
include all local rates, license duties on licensed premises and tenant's property tax, if any,

"Landlord's taxes"  
are land tax and the landlord's property tax.

"Repairs, insurance and other expenses"  
where estimated, as distinct from comprising statutable deductions, mean the average yearly repair cost, the proper insurance premium

necessary to insure the property against fire, and other expenses usually comprise a sinking fund supposed to be invested annually to meet the ultimate cost of renewing the premises.

Schedules are contained in the Rating and Valuation Act, 1925, as amended, to provide statutory deductions to be made from the gross value to produce the "net annual value" or "ratable value".

The "ratable value" or "net annual value" is the value upon which local authorities levy rates and is usually the gross value less about 20%. *less 10% here?*

Rate notices are issued each half-year on the occupiers. No provision is made at law which gives local authorities power to recover outstanding rates by court action. However, they have power to seize the furniture or other property on the premises to satisfy the amount due.

Some form of concession or exemption applies to the rating of almost all properties, viz:-

(1) Exempt by Statutes:

- (a) Agricultural land and buildings (except the premises occupied by the person working the land)
- (b) Land struck with sterility.
- (c) Organisations within the Scientific Societies Act of 1843.
- (d) Properties occupied by the Crown for the administration of justice.

(2) Enjoying partial relief:

- (a) Industrial and freight transport hereditaments - 50%.
- (b) Private dwellings and flats, they being limited to 1939 values.
- (c) Commercial premises under 1957 Act - 20%
- (d) Charitable Organisations.
- (e) Church halls
- (f) Parsonage houses.

Whilst property utilised by the Crown is not ratable, a voluntary contribution equivalent to the rates which would have been levied on the ratable value is paid by the Government. It is of interest to note that a voluntary contribution equivalent to rates is paid to the Minister for Housing and Local Government by the British Transport Commission on land utilised by the British railways. The Minister for Housing and Local Government apportioned this contribution to local authorities. |||

Vacant premises are not ratable during the periods they are vacant. Vacant land is not ratable. X ? *Would be best here.*

.....

In Scotland, valuations are effected by assessors appointed by the county councils and the four city councils in the country.

Whilst the assessors are appointed and paid by those councils, he is not answerable to nor can he be directed by them. Assessors have statutory duties and obligations imposed upon them by the Valuation and Rating (Scotland) Act 1956. A measure of uniformity on valuations is preserved by the Scottish Valuation Advisory Council.

The revaluation of premises in Scotland is proceeding at the present time and the new valuations will be effective from May 1961. Valuations will thereafter be made each five years. It will be noted that I previously reported that Parliament suspended new valuations in England and Wales until 1963; so that some discrepancy will be evident for purposes of grant computation etc. which will have to be adjusted.

In Scotland there is a government valuer known as the Assessor of Public Undertakings. This officer values such things as water undertakings and other public utility services.

On being questioned, the Assessor at Edinburgh City Council informed me that zoning or definitions under Town Planning legislation did not affect valuations. The annual value of the premises is computed on existing use without regard for possible future development.

*a lot to  
remember  
this method  
here.*

GOVERNMENT GRANTS.

In considering this heading, it should be borne in mind that in England, local government performs several tasks which in Australia are carried out by State Government Departments or other state authorities, including education, housing, fire services, welfare etc.,

There are, naturally, strong arguments why grants should be made to local authorities by central government to provide these services rather than finance them from rate revenue derived from a levy on the net ratable value of property. It can further be argued that in consequence of derating of certain lands, e.g. agricultural lands are entirely exempt and industrial and freight transport premises enjoy a 50% reduction by central government legislation, the revenue of local authorities should be augmented by grant to make up these losses of ratable values.

Over many years, central government has paid substantial grants to local authorities under specific headings but varying in extent in respect of each service. They were as follows:-

Education	60% (subject to certain adjustments)
Local Health Services	50%
Fire	25%
Child Care	50%
Planning - other than redevelopment	50% (certain expenditure only)
Road safety	50%
Police motor patrols	Based on mileage
Registration of electors	50%
National Assistance Act	(Part III accommodation and handicapped persons)
School crossing patrols	50%
Physical Training and Recreation Act.	

GENERAL GRANT:

The Local Government Act, 1958, provides that as from the 1st April, 1959, grants which were previously made as above will be replaced by a general grant and this is fixed in total for the whole of the country by reference to the estimated expenditure on these services - which is known as "relevant expenditure". The amount of this aggregate grant is defined in advance for each "grant period". A grant period is for two or more years but this does not mean that the total grant will be the same for each year in the grant period.

It is said that the idea behind the general grant principle is to give local authorities more autonomy and a measure of freedom from Whitehall control. Apart from securing loan sanctions, local authorities are free to spend the general grant as compared with the previous practice of seeking approval on each occasion when new expenditure was proposed which involved additional grant. The Government may vary the grant if services are not kept on a proper standard.

The Minister of Housing and Local Government must, before fixing the grants for a grant period, consult the County Councils Association, the Association of Municipal Corporations, the London County Council and such other authorities he thinks desirable. When this has been effected, he places an Order before the House of Commons setting out the proposed amount of the aggregate grant. The Order needs the approval of the House before it takes effect. The first Grant Order has been approved by Parliament and provides for General Grant as follows:-

1959/60	£393 m.
1960/61	£414 m.

Comparative aggregate grants for previous years are as follow:-

1957/58	£333 m.
1958/59	£363 m.

The Minister is required by the Act to take into account a number of factors before he can determine the aggregate amount of the grant, viz:-

1. Latest information on the rate of "relevant expenditure" (i.e. expenditure on the services formerly aided by percentage grants). In this connection he must exclude - unless the Treasury agrees - expenditure of a nature which did not attract grant before 1959/60.
2. The current level of prices, costs and remuneration, allowing for foreseeable charges.
3. Fluctuation in demand for the relevant services - so far as these fluctuations are of a national character and not due to factors controlled by the local authorities.
4. The need for developing the services, in the light of the national economy.

The amounts of the General Grants for 1959/60 and 1960/61 were computed after submissions were made by local authorities at the request of the Government on estimated expenditure. The local authorities' representatives advised the Minister that "within the context of the Act, the result, taken as a whole, was one which they regarded as fair and reasonable".

The allocation of the General Grant among the 83 county boroughs, 61 counties and the London County Council, to say the least, is somewhat complicated. It is pointed out that it is necessary to keep in mind:-

1. The Government's intention as expressed in the White Paper on Finance "the kind of improvement in grants which is needed is one which ensures that a substantially larger part of the grant-in-aid is in the form of general assistance and is not tied (as is so much of the present exchequer aid) to specific services and expressed as a percentage of expenditure on those services".
2. That the government has pursued its purpose of distributing the grant according to needs by selecting independent factors, none of which are within the control of the government or the local authorities. By far the bulk of the money is distributed according to factors (a) and (d) i.e. by population weighted for large numbers of school children in proportion to population. This reflects the fact that six-sevenths of the "relevant expenditure" relates to education.

The final distribution formula is set out below in respect of 1959/60 (£393M) and figures in brackets relate to 1960/61 (£414M):-

<u>Basic Grant:</u>	1959-60 <u>£M.</u>
(a) Per head of population £5.75 (£6.05)	259.4
(b) For each child under 15, £0.52 (£0.54)	<u>5.4</u>
	264.8
<u>Supplementary Grants:</u>	
(c) Young children (under 5) and old people over 65) £0.42 (£0.43)	3.6
(d) School children etc. £0.058 (£0.06) per head of population multiplied by the number of pupils etc. per 1000 population in excess of 110.	116.7
(e) High density. A percentage of the basic grant being half the amount by which the number of persons per acre exceeds 18.	3.3
(f) Low density. A percentage of the basic grant payable where road mileage exceeds 2 per 1,000 population; the percentage being 2.25 times the road mileage per 1,000 population with a maximum of 70%.	18.7
(g) Declining population. A percentage of the basic grant being half the amount by which the decline in population over the past 21 years exceeds 5%.	2.1
(h) High cost in Metropolitan District. 5% of the basic grant to authorities wholly or partly in the Metropolitan Police District.	<u>3.4</u>
	412.6
(i) Less: Product of a 9d. rate	<u>24.8</u>
	387.8
(j) Add: Adjustment under Section 2 (3)	<u>5.1</u>
	<u>£392.9</u>

Beneath all of these calculations is the theme of providing increased grants to the poorer areas and reduced grants to the more influential areas.

Bearing in mind the extent (about 6/7ths or 86%) of the requirements of education in the estimates of relevant expenditure, the following schedule illustrates the expenditure borne from rate revenue by local authorities in respect of general grant-producing expenditure:-

	<u>1959/60</u> <u>£M.</u>	<u>1960/61</u> <u>£M.</u>
Local authorities' estimates of relevant expenditure.	697.1	732.5
Relevant expenditure, after government reductions and additions.	707.8	744.3
Specific grants which would have been payable on this relevant expenditure.	399.9	420.5
Deduction for past proceeds of re-rating $\phi$	6.75	6.75
General Grant	393	414

$\phi$  This refers to the amended legislation requiring industry and transport to pay 50% as compared with 25% of rates previously paid on premises.

PERCENTAGE GRANTS:Police

- (a) All Police Authorities with the exception of the City of London. 50% of net approved expenditure including pensions, less a per capita reduction based on authorised establishment as contribution towards police authorities half share of the cost of the common police services. The amount of the deduction is reviewed annually and adjusted as necessary to ensure that over the years the cost of the common services is borne in equal shares by the exchequer and the police authorities.
- (b) City of London. 50% of the net approved expenditure including pensions less the product of a 4d. rate less a per capita deduction as in (a) above.

Highways:

	<u>Class</u>	<u>Class</u>	<u>Class</u>
	<u>1.</u>	<u>2.</u>	<u>3.</u>
1. (a) County areas outside London.			
Maintenance and minor improvements.	75%	60%	50%
Major improvements and new construction.	<u>75%</u>	<u>60%</u>	<u>50%</u>
(b) London and County Boroughs.			
Maintenance and minor improvements.	-	-	-
Major improvements and new construction.	<u>75%</u>	<u>60%</u>	<u>50%</u>
(c) Provision and maintenance of light signals for the control of traffic, speed limit signs, pedestrian crossings and guard rails.	<u>75%</u>	<u>60%</u>	<u>50%</u>
(d) Provision and maintenance of cattle grids.	<u>75%</u>	<u>60%</u>	<u>50%</u>
2. Traffic Census	<u>50% of cost</u>		
3. Trunk Routes (Equivalent to State Highways in New South Wales) are almost solely confined to areas outside the county borough (city) areas. The Ministry of Transport effects a grant of 100% of the cost of constructing and maintaining these routes.			
4. <u>Street Lighting</u> . The Ministry of Transport pays one-half the cost of installing street lighting on trunk routes. The Ministry also pays one-half the cost of energy consumed and maintenance on such street lighting installations. The full cost of installation and maintenance is paid by the Ministry in respect of street lighting of roundabouts in trunk routes. In all other cases the local authority pays for street lighting.			
5. Roads below classification 3 are residential or domestic roads and the local authority receives no grant towards the construction or maintenance of these thoroughfares.			

School Milk and Meals:

1. Milk Grants. 100% of net recognisable expenditure.
2. Premises Grant. 100% of approved expenditure on establishing and equipping premises and transport facilities for the provision of meals.
3. Dinner Grant. 100% up to the limit of the unit cost per meal, as determined by the Ministry for each area.

RATE DEFICIENCY GRANTS:

These were originated by the Local Government Act, 1948, and known as Exchequer Equalisation Grants.

Rate deficiency grants, payable from the 1st April, 1959, under the provisions of the Local Government Act, 1958, are a modified form of Exchequer Equalisation Grants. They are payable to county, county borough and county district councils whose rate resources are below average, the amount of the grant depending upon the deficiency and of the expenditure of the Council. The latter may be subject to limitation under Section 6 of the Act.

The grant for any authority will be the proportion of that authority's expenditure (excluding cost of rate collection) represented by the following fraction:-

$$\frac{\text{Standard ld. rate product}}{\text{Actual ld. rate product}}$$

Standard ld.  
rate product.

"Standard ld. rate product" means:-

$$\frac{\text{ld. rate product for England and Wales}}{\text{Population of England and Wales}} \times \frac{\text{Population of the area}}{\text{Population of England and Wales}}$$

EXAMPLE:

For purpose of illustration, let it be assumed that the standard penny rate product means "the penny rate product which the authority would have if it enjoyed average rate product per head of population". If, then an authority has expenditure (net of other grants and other income) of £1,200,000 an actual penny rate product of £3,000 and a standard penny rate product of £4,000, then its grant would be:-

$$£1,200,000 \times \frac{£4000 - £3000}{£4000} = £300,000$$

Expressed as a percentage, the grant in this case is 25%

If the actual penny rate product of an authority is equal to or greater than the standard penny rate product, no grant will be received by that authority, because it already enjoys above-average rate product per head of population.

Thus the principle of rate deficiency grants is to bring the ratable resources of all authorities up to the national average.

EDUCATION.

Expenditure under this heading constitutes the largest single item met by English local authorities.

Excluding capital expenditure, the present annual rate is in the vicinity of £600M. Although percentage grant has been discontinued, it would be reasonable to say that about £300M. is borne by local authorities after crediting portion of the general "or block" grant now being received in lieu of the percentage grant.

Education is administered by County Councils and County Borough Councils on basic principles laid down by the Ministry of Education. Payment of grant is dependent upon satisfactory observance of these principles by local authorities and their Directors of Education.

Education is free and Councils maintain schools of various grades up to but not including university level. Education is dear to the hearts (and pockets) of the English ratepayer and this service appears to create considerably more local interest than in Australia because of this factor.

FIRE SERVICES.

Are organised on a local basis subject to a considerable measure of control exercised by the Home Secretary. Every area throughout the United Kingdom is covered by a public fire brigade. Five brigades are administered by the County or County Borough Councils which were created the Fire Authorities for their areas and were given powers and duties which they exercise either separately or as combined authorities where neighbouring councils care to make such arrangements to increase the efficiency of the service. The Fire Services Act provides that (outside the London area) each fire authority which is a county council must establish a fire brigade committee consisting of both county council members and representatives of the county district councils in the county, to deal on the county council's behalf with matters concerning fire prevention and control. The London County Council is in direct control of the London Fire Brigade which serves all London including the City of London.

Every fire authority is required to submit to the Home Secretary an annual statement showing its expenditure and income in connection with the provision of fire services during the preceding year. The Government previously paid a grant of 25% of the net expenditure approved by the Home Office, less an annual contribution towards the cost of the Fire Service College. Grants towards the cost of fire services are now incorporated in the general or "block" grant. Unlike the practice in New South Wales, no contribution is made towards the cost of fire services by Insurance Companies.

HEALTH SERVICES.

Keeping in mind the fact that the major local authorities in Great Britain render services which in many instances are effected by State Government Departments in New South Wales, the following services rendered by the City of Edinburgh are shown as being generally typical:-

Sanitary Services:

Infectious Disease Enquiry,  
 Housing in its P.H. aspects,  
 P.H. nuisance abatement,  
 Clean air control,  
 Port and ship sanitation,  
 Hygiene in shops, factories, bakehouses and ice cream premises,  
 Food hygiene, hotels,  
 Food and drugs sampling,  
 Milk Testing at Creameries,  
 Pest control,  
 Supervision of common lodging houses, seasonal workers'  
 accommodation.

Veterinary Services:

Inspection of meat and other food at Abattoir, Docks and Shops,  
 Inspection of dairy premises and herds,  
 Control and prevention of animal diseases,  
 Milk testing at farms.

Infectious Diseases and Tuberculosis Control:

Measures of infectious diseases control,  
 Port health supervision,  
 Vaccinations and immunisation,  
 Disinfection and disinfestation,  
 Prevention, care and after-care of tuberculosis,  
 Contact tracing, preventorium, B.C.G. Vacc. laundry assistance,  
 Rehabilitation and resettlement,  
 Rehousing on health grounds,  
 Medical aspects of environmental hygiene,  
 Venereal disease: defaulter and contact visitation,

School Health Services:

Routine medical inspection and treatment of school children,  
 Ascertainment of physical and mental handicap,  
 Hygiene of school premises,  
 Cleanliness of pupils,  
 Clinic provision for sun-ray, orthopaedic, chiropody and  
 minor ailments,  
 Duties re milk and school meals and employment of children.  
 Mothercraft teaching,  
 Vaccination and immunisation,  
 Dental inspection and treatment,  
 Orthodontics and oral surgery,

Maternity and Child Welfare Service:

Home visitations of mother and child.  
 C.W. centres,  
 Day and residential nurseries,  
 Investigation of maternal deaths,  
 Registration of maternity and nursing homes,  
 Nurseries and child minders,  
 Licensing of nursing agencies,  
 Distribution of welfare foods,  
 Dental care of mother and child,  
 Medical supervision of toddlers' playgrounds and children' homes.  
 Vaccination and immunisation.

Domiciliary Health Services:

Domiciliary midwifery,  
 Health visiting,  
 Home Nursing,  
 Domestic help,  
 Almoning,

Research and Health Education:

## Public education by:-

- Health films
- Lectures
- Pamphlets
- Posters
- Health Weeks
- Exhibitions
- Teaching of Health Education Methods
- Surveys and statistical investigations on health problems.

Mental Health Services and Care of Aged:

Prevention, community care and after-care of the mentally ill and handicapped

Short-stay accommodation

Day centres

Hostels

Clubs

Provision of training for ineducables

Ascertainment, certification and removal of mentally ill or handicapped patients.

Supervision of guardianship

Care of Aged:

Domiciliary visitation and assessment of needs of aged

Medical supervision of welfare homes

Medical aspects of registration of aged and disabled persons homes.

In England, ambulance services are provided by the Local Authorities whereas in Scotland this service is effected in conjunction with hospital services which in Great Britain generally are regionalised or nationalised. I think the combination of hospital and ambulance services is to be preferred.

HOUSING:

The responsibility for housing policy and the general execution of the housing programme rests with the Minister of Housing and Local Government. Local authorities have executive responsibilities for housing in their areas.

In England, the local housing authorities are the councils of county boroughs, boroughs (including London Metropolitan Boroughs) urban districts and rural districts, the London County Council and the London City Council.

The local housing authorities are responsible for ensuring as far as possible that housing conditions in their areas are as good as possible. They are empowered to provide housing accommodation themselves by constructing houses on land acquired by them, by purchasing suitable houses or by converting existing buildings. They are also responsible for the demolition or closure of unfit dwellings.

Housing is one of the principal functions of local authorities in England and considerable progress has been made in housing and rehousing since the second world war. In addition, slum clearance which was interrupted by World War II has recommenced in consequence of the increasing number of new dwellings provided. *Page 2*

The initial cost of dwellings erected by local authorities is met by raising loans; current expenditure including loan repayment and interest on loans is met from rents, rates and, where available, from subsidies. Local authorities may raise loans for housing on the open market or by borrowing from the Public Works Loan Board.

Housing subsidies at varying rates for different purposes have been provided in England since 1919. After the second world war, high rates of subsidy payable annually for 60 years were provided for all new local authority houses, to encourage home building. Consequent upon the passing of the Housing Subsidies Act, 1956, a higher rate of subsidy (£24 per year per house) was provided for houses built to relieve congestion in overcrowded areas, houses built by New Towns Development Corporations and houses built to meet urgent industrial needs. It continued the subsidy of £22.1.0 per house per annum on houses to replace slums. Subsidies on dwellings erected for general needs have now been abolished except in respect of one-bedroom dwellings as an encouragement to provide housing for elderly and single persons. For flats still eligible for subsidy, higher rates are payable on these of four or more storeys. Subsidies are also paid on residential hostels built by local authorities and certain other bodies.

Local authorities in England may sell on certain conditions with the consent of the Minister, to occupying tenants or to persons in need of a house for their own use, but I gained the impression that this was not being encouraged.

The majority of privately owned houses in England which are let, are subject to rent control. Houses owned by local authorities, New Towns Development Corporations are in general free from rent control, as are new houses completed since August, 1954.

The "Economist" of January 30, 1960, sums up the housing situation:-

"Of all services, housing is the most irrational, controversial and politically 'hot'. Who is entitled to a council house? What rents should be asked and what subsidies paid? Should they be flats or traditional family houses? These are questions

"which make councillors and local electors as hot under the collar  
 "as comprehensive schools. Everyone these days either lives in  
 "a council house or helps to pay for them. The former category  
 "now there are 3,000,000 council houses, is at once so large and  
 "so interested in low rents that it provides much the most formidable  
 "pressure group to be found in local government politics.

"Since 1956, the Government deliberately tossed the housing  
 "problem back to the local authorities. They get subsidies  
 "(over £70,000,000 a year) for slum clearance and associated  
 "overspill schemes but not (with few exceptions) for any other  
 "purpose.

"Further housing must be financed entirely from rates. As a  
 "quid pro quo, however, local councils were allowed to pool all  
 "the subsidies received under previous Acts. This enables a  
 "council to weigh up its total housing expenditure and revenue  
 "and to fix whatever rents it likes for any dwelling. The  
 "Exchequer contribution is fixed and given, so that every penny  
 "on rents is a penny saved off rates. The intention was to  
 "encourage economy and to limit Exchequer commitments.

"What has happened? First, the annual output of council houses  
 "has fallen from about 150,000 in 1955 to around 90,000 this year.  
 "Almost two-thirds of the present programme is geared to slum  
 "clearance and general purpose house-building, though by no means  
 "negligible has been drastically cut. Local government collectively  
 "has responded strongly to the Government's purposes.  
 "Total rate subsidies on housing last year were £1,000,000 less  
 "than in 1957/58 although they had to be spread over 270,000  
 "more houses.

"These generalised figures disguise enormous variations of policy  
 "and attitude. For example, the average rent charged for a post-  
 "war 3 bedroom house is:-

16/3 in Newcastle upon Tyne  
 31/6 in Newport  
 60/- in Hampstead

"Partly these differences are the results of luck or judgment --  
 "the question of when and at what cost the local authority did its  
 "building. But they also reflect deliberate policies, since many  
 "councils dip heavily into the rate fund for housing purposes  
 "while many others rely exclusively on existing Exchequer  
 "subsidies.

"Local politics play a critical part in these issues --  
 "Generally, Labour Councils are more disposed both to build  
 "more houses and to keep down rents, with the Conservatives  
 "favouring greater 'realism'..... Moreover, the grip of the  
 "ideology of cheap public housing now obstructs many desirable  
 "improvements. Council houses are like as peas in a pod because  
 "the rents which tenants will willingly pay for an average house  
 "is still too low, with the result that few Councils will entertain  
 "the idea of building a proportion of better houses and charging  
 "extra for them. Greater variety in public housing is much  
 "needed for both social and aesthetic reasons. It should include  
 "a proportion of larger dwellings, since the present standard of  
 "about 900 square feet for a three-bedroom house will seem sadly  
 "claustrophobic and slumlike in 1970.

"Another future liability is promised by the great increase in  
 "flats, which now amount to over 40% of all new council dwellings.  
 "A proportion of flats in comprehensive city projects is certainly  
 "desirable, but is getting too large. Flats are more cramped,  
 "less popular and more expensive; but their numbers are growing  
 "because the Government pays a special and very large subsidy to  
 "encourage cities to 'build upwards' rather than face the  
 "difficulties which any other policy would produce.

"Every locality has its special housing problems, but two  
 "general problems predominate. One is that the larger and more  
 "congested cities which have run out of sites. Flat building on  
 "cleared sites is not a complete answer. Birmingham, Manchester,  
 "Sheffield, Newcastle and the London County Council are all  
 "urgently seeking means of building either adjacent satellite  
 "towns or new towns at a distance. The latter is the preferable  
 "alternative, but so far neither has surmounted the opposition  
 "of agricultural interests and adjacent counties. The Government  
 "dithers in terror of these, and slum clearance in Manchester and  
 "Birmingham is seriously delayed. Mr. Brooke and his Ministry  
 "know perfectly well what is needed, but cannot get the Cabinet  
 "to face the music.

"Secondly, there is the plight of many northern towns whose slums  
 "are both more extensive and more grimmer than those elsewhere;  
 "places to which the Government hopes to attract new industry.  
 "Can it hope to succeed while they remain such miserable places  
 "to live in? And is it right that dwellings already listed as  
 "slums should fester on in towns like Nelson or Blackburn many  
 "years after they have vanished elsewhere? If not, some special  
 "aid is necessary to these towns. The local resources do not  
 "exist.

"The present direction of public housing is fairly clear.  
 "The emphasis is on two things - slum clearance everywhere, and  
 "the relief of congestion in the larger cities. By contrast,  
 "many smaller authorities have "bowed out" of new housing  
 "altogether. But just around the corner are fresh problems.  
 "Acres of dreary "'bye law' housing built in the 1870's are ripe  
 "for replacement. Is nothing to be done until these dwellings  
 "start falling down, or will the opportunity be taken to  
 "redevelop these areas now? If so, the best approach would be a  
 "combined operation by public and private enterprise which  
 "cannot be started too soon.

Inspections and discussions effected in several cities in  
 England generally confirm the principles and conclusions  
 expressed in the "Economist".

Slum clearance and rehousing is receiving active and  
 determined implementation in many of the cities I visited, and  
 credit must be freely given for this effort, but on present  
 policy, sufficient land is just not available to adequately  
 meet the situation. In addition to rehousing, for example,  
 the Preston County Borough Council is developing an excellent  
 industrial subdivision.

The financial resources of England would be overtaxed to  
 effect revolutionary rehousing, and in my opinion the problem is  
 one which falls somewhere between evolution and revolution  
 depending on financial capacity.

By Australian standards the system of council housing and  
 its form of development would not be easily accepted. On the  
 other hand, England, because of its age, size and population,  
 is faced with problems which the average Australian could not  
 appreciate.

Most of the large English cities are circumscribed by the  
 "green belt" and find it difficult to expand in a desirable  
 manner. If the "green belt" is eaten into, Britain's  
 approximate 50% capacity to feed itself will be reduced.

The wishes of the persons desiring Council-provided  
 accommodation are quite definite and the following position  
 appertaining to Birmingham is given as an example:-

Demand by  
home-seekersHomes provided  
by Council:

10%	Flats	85%
90%	Houses	15%

I was informed by an officer of the Birmingham City Council that the price of land eight miles from the city centre for housing purposes is £10,000 (sterling) per acre. This is largely attributable to restrictions imposed by the "green belt". Birmingham city has an area of 80 square miles, the same as the Newcastle City Council in New South Wales, and a population of about 1.1 millions.

It is of interest to record that one-third of the total number of homes in the City of Birmingham are owned by the Council. I questioned the wisdom of this policy by instancing conditions in Australia where generally individual home-ownership was preferred. The attitude of the Council is that it is unwise to dispose of land at all because of subsequent considerations of redevelopment. I concur with this policy in respect of commercial property, but do not feel the argument has as much force in respect of housing.

Councils have not been bound for about two years to subsidise rents of houses to the extent of one-third the government subsidy. This requirement has been waived and councils may charge the gross rents to tenants. It would appear, in practice, however, that all housing shows a substantial deficit which is made up from rate revenue.

Valuations for rental purposes in respect of new houses or flats being erected are effected on the assumption that they were in existence in 1939. To overcome the incidence of increased costs to some extent, the Birmingham City Council applied the following method in assessing actual rents:-

Pre-war (1939) dwellings: Gross value x  $1\frac{2}{3}$  rds.  
Post-war dwellings : Gross value x 2.1

Councils are required by statute to keep a separate Housing Account, and a perusal of copies of the accounts which I secured from various councils reveals a heavy net commitment to rate revenue under this heading.

An interesting feature which arose from my discussions on housing and the space restrictions being imposed by the "green belt" was the practice in Copenhagen, Denmark, where instead of having a green "belt" a system of providing green areas radiating out from the central city like fingers on a hand is practised to avoid the conditions now appertaining in English cities.

In general with Education, Police and other services, net expenditure on housing is a very substantial item to English local authorities. To my mind, it is questionable whether these charges should be borne so extensively, if at all by local authorities from a rate on property and more particularly as it is levied on the net annual value.

The position in respect of housing is further complicated by the fact that the London County Council, for example, can and does build a great number of homes outside the Administrative County area and the net deficiency on the homes outside the area in common with the losses on its homes within the county area is borne by precept upon the occupiers of property wholly within the County area.

In my opinion, housing should be a very personal matter and in general, persons should be encouraged to acquire their own homes. Having regard to all the circumstances as it affects Newcastle, I am of the opinion that the Council has adopted a wise policy of acquiring and developing areas of land for disposal in fee simple to persons desirous of erecting their own homes. This observation is subject to rehousing provisions associated with urban renewal which is dealt with elsewhere in this report.

It is appreciated that in some cases and for various reasons, persons are incapable of securing their own homes. It would appear that the policy in Australia of the various State Governments providing such homes in conformity with Federal policy is to be preferred and the net charge borne on a national basis.

TOWN AND COUNTRY PLANNING:

In an address entitled "Expanding Horizons" given at the First Pan Pacific Valuation and Appraisal Convention held in Sydney on March 16, 1959, Dr. J.F.N. Murray of New South Wales is reported inter alia to have said:-

"It is my personal opinion that in Australia we are  
"planning at the wrong level and that our problems should  
"be tackled upon a National and not upon a State basis.  
"

"Most of our planning schemes are based upon problems which  
"have arisen in the United Kingdom, but in fact our problems  
"are vastly different from those obtaining in the old country.  
"

"Why should we consider our problems as if they were  
"identical with those of a small over-populated island half  
"a world away?  
"

"The history of town planning in Great Britain in recent  
"years has been a most unhappy one and the bold experiment  
"in socialism of the 1947 Act led to one of the greatest  
"legislative fiascos ever known.  
"

"The provisions of that Act had to be 'undone' by  
"subsequent Acts in 1953 and 1954, which put the clock back  
"to 1947."

I do not wish to criticise this statement, but taken as it stands it does not reflect the immense amount of constructive thought and experimentation that has been accorded town planning in England, and, in my opinion, we can learn a great deal from the principles of fair play in town planning which the authorities in England have endeavoured to achieve.

Nobody will dispute the imperative need for effective town planning. However, there is a large gap between the owner of land who suddenly by sheer chance as the result of zoning and through no effort on his part, finds himself a potentially rich man overnight, and another person who in consequence of the provisions of the very same plan suffers frustration and possible financial loss "in the public interest".

It is this gap which the English authorities endeavoured to bridge by the socialistic legislation of 1947 which in my opinion failed only because of the immensity of the bold experiment and not through any weakness of principles.

There is little value to be gained in recapitulating the planning legislation in England from 1909 to mid 1930.

Impetus was given in 1937 by the appointment of a Royal Commission under the chairmanship of Sir Montague Barlow to inquire into the distribution of the industrial population and to consider what social, economic and strategic disadvantages arose from the concentration of industry and the industrial population in certain areas and large towns. The Commission's report published in 1940 recommended the redevelopment of congested urban areas, the dispersal of industry and population, the provision of a reasonable balance of industrial employment throughout the country and the setting up of a National Authority to deal with these matters.

In 1941 two committees were set up to study the salient points raised by the Barlow report, viz:-

1. The Scott Committee on land utilisation in rural areas.
2. The Utawatt Committee on compensation and betterment.

The most progressive recommendations flowed from the Utawatt Committee which recommended measures to ensure immediate State control of development, an increase in the power of local planning authorities in respect of compulsory acquisition and a drastic revision of the laws of compensation and betterment.

Arising from these reports a series of new acts were passed culminating in the 1947 legislation.

The main provisions of the 1947 Act were:-

1. To provide a framework or pattern of land use throughout the country by means of development plans drawn up by local planning authorities and approved by the Minister.
2. To bring development (with certain exceptions) under control, by making it subject to the permission of a local planning authority or of a central government department.
3. To extend both the powers of public authorities to acquire and develop land for planning purposes and the scope and scale of grants from certain funds to local authorities towards the carrying out of the acquisitions and clearing of land.
4. To deal with certain specific questions of amenity, e.g. the preservation of trees and woodlands and of buildings of special historic or architectural interest and the control of advertisement displays.

The 1947 Acts operative from July 1, 1948, set up a financial system which was designed to solve all the problems of compensation and betterment that had rendered abortive effective planning in prewar years. The State proposed to take over all development rights ("the bold experiment in socialism" referred to by Dr. Murray) and before any person could carry out development, he had to buy back the right to develop by paying a development charge. Owners were to be compensated for the loss of development values existing as at July 1, 1948, out of a £300,000,000 fund set up for this purpose and machinery was designed for the making and establishment of claims on the fund. Briefly, the amount to be paid by the Government for the development rights was the difference between the land value based on existing use, and the value that land would have if used for a permitted purpose under a planning scheme. When the land was proposed to be developed for a permitted purpose the developer was required to pay a charge to the Government of the difference between the existing use value and the new value of the land brought about by the permitted development. It was assumed that, in these circumstances, land would be bought and sold in the market at existing use value (as at July 1, 1948) and, as a logical consequence of this, it was provided that compensation for land bought compulsorily should be limited to that value.

I am of the opinion that this was the fundamentally correct approach to a very thorny question and had the scheme been expeditiously handled and timed the vast amount of work which had been put into its preparation would have paid off and many of the inequalities ironed out.

As it turned out, however, development was stifled because of the delay experienced (up to five years) in fixing amounts for development rights and this factor, as I see the position, spoilt a scheme which had considerable merit. Many people in responsible positions in England still have the view (which I share) that a system of this character is the only fair one and that eventually it will be necessary to give further consideration to this principle. It is also significant that the 1947 legislation was repealed by a Conservative Government.

The Town and Planning Act, 1953, abolished development charges, leaving owners free to realise the development value of their land providing they could get planning permission, and suspended payment of established claims on the £300M. fund.

Under the Town and Country Planning Act, 1954, owners of land who suffered loss of development value through the imposition of planning restrictions (other than restrictions imposed in the interests of good neighbourliness) were entitled to realise compensation up to the value of their established claims, and owners whose land was compulsorily purchased to receive their established claims insofar as these had not already been realised, in addition to the existing use value of the land as provided in the 1947 Acts. The 1947 Act would also have had a much better chance of success if provision had been made for penalties to be imposed on persons receiving or offering prices in excess of the "existing use" value.

One of the effects of the 1954 Acts was to create what came to be regarded very widely as an injustice, i.e. the two-price system - one price for private sales, the other for public or compulsory purchase.

To correct this position, an Act was passed on July 16, 1959, effective from August 16, 1959, to provide a basis for compensation when land is bought compulsorily. The new basis is founded on the principle that the landowner should receive the value which he could expect to get for his land in a private sale in the open market if there were no proposal by any public authority to buy the land, and it brings to an end the system of limited compensation for acquisition under the 1947 and 1954 Acts and reverts to the 1919 Act which provides that the value of land is reckoned to be "the amount which the land, if sold in the open market by a willing seller might be expected to realise".

To-day, the value of land depends very much upon whether planning permission exists or may be forthcoming. Because the compulsory acquisition of his land may have prevented an owner from obtaining a planning permission which he otherwise might have expected, the 1959 Act sets out the circumstances in which the existence of certain permissions is to be assumed and the assessment of compensation is based on these assumptions.

Other salient provisions of the 1959 Act are as follows:-

1. Acquiring authorities are protected from paying for value clearly created by the very scheme for which they are buying the land according to the well-established principle in compensation that "value due to the scheme" must be ignored. At the same time, owners whose land is being bought are protected from depreciation by the threat of public acquisition.
2. Where, having bought land, an acquiring authority changes its intention and within five years of acquisition obtains a fresh planning permission, and this planning permission, had it existed at the date when the land was acquired, would have resulted in higher compensation being paid, the original owner can claim an additional payment from the acquiring authority so that he will have the same total compensation as he would have had originally if the planning permission had been in force at that time.
3. Where a proposed implying acquisition at some future date by a public authority, backed by compulsory purchase powers, is published, either in an approved development plan or in some other specified way, and the threat to the security of tenure makes the property unsaleable except at a substantially reduced price, even though, when the land comes to be acquired ultimately, its full market value will be paid, certain

classes of owner occupiers of property, who wish to sell, and find that they cannot do so except at a price substantially less than they could reasonably have expected to receive had it not been for the publication of the proposed future need for the land, have a right, subject to certain safeguards, to require the public authority concerned to buy the property forthwith at a price unaffected by the scheme.

-----

In general, I am of the opinion that more fluidity is provided in English planning legislation and practice than in New South Wales in principle and a very realistic view is accorded in respect of implementation. By this I mean that every effort is made to preserve a proper balance between personal and public interests. Much emphasis is placed on neighbourliness and the effect of planning on beneficial interest is closely scrutinised.

The Development Plan (known in New South Wales as the Scheme Map) comprises two separate documents, which are approved by the Minister of Housing and Local Government, viz:-

1. Development Plan - Town Map.
2. Development Plan - Programme Map.

The Town Map is roughly equivalent to the Scheme Map as we know it in New South Wales and sets out zoning or definitions and designations (reservations in New South Wales Scheme map).

The Programme Map (not prepared in respect of planning schemes in New South Wales) sets out the following stages of implementation in the case of the Administrative County of London plan in respect of land designated for public use and comprehensive development:-

PERIOD FROM SUBMISSION TO APPROVAL:

Development which has been undertaken and substantially completed during this period.

FIRST PERIOD:

Development which is expected to be undertaken and substantially completed during five years from the approval of the Development Plan.

SECOND PERIOD:

Development which is expected to be undertaken and substantially completed during the following twelve years.

THIRD PERIOD:

Development which is expected to take place after seventeen years but within fifty years from the approval of the development plan.

I discussed the Programme Map at length with Mr. Sibert, a senior town planning official of the London County Council, and officers in other councils to satisfy myself that it was capable of practical application. They assured me that it was practical and that it was of benefit to the Council for budgetting purposes as well as conveying to the public and particularly those affected by the plan, the period during which planning development was expected to be undertaken.

It is considered that a document of this character should be prepared in conjunction with planning schemes in New South Wales. In this respect I have previously pointed out to the Newcastle City Council on several occasions that such a document was highly desirable for the very reasons set out above. I have also discussed this aspect with planning officers of the Local Government Department of New South Wales. However, at that time I could not support my submissions with a specific instance of it being done elsewhere and I have now acquired sample development plans from the London County Council to demonstrate this point. I have also acquired a copy of "London Plan - Administrative County of London Development Plan - First Review 1960 - County Planning Report Vol.1" which is a very complete and illuminating publication and which I can make available to any interested organisation or person. In consequence of the early prescription of the Northumberland County Planning Scheme, I wrote from England on June 19, 1960, to the Under Secretary, Department of Local Government, Sydney, in connection with English Town Planning legislation and in particular, the programme map.

When a development plan is approved by the Minister of Housing and Local Government, the owners of lands designated (or reserved) for public use are not in a position to automatically require the planning authority to acquire their land.

They must first submit a development application which if refused and their beneficial interest in the land is adversely or injuriously affected by the refusal, they may serve a purchase notice on the planning authority accompanied by a certificate under Section 5 of the 1959 Act setting out the purposes for which land use would have been permitted if the land had not been required for public use. In making application for the Section 5 certificate, the owner must specify the uses to which he considers the land could appropriately have been put.

The land use certificate so issued by the planning authority or the Minister on appeal, then forms the basis for assessment of compensation.

If the owner cannot prove that his beneficial interest has been adversely or injuriously affected, the planning authority is not compelled to acquire the land until the period set out in the development plan programme map. This differs in principle to proposals in respect of land reserved for public use in New South Wales planning schemes where the owner has the automatic right to have his land acquired. English authorities take the view, with which I concur, that if an owner of land reserved for public purposes suffers no financial loss by continuing the present use of land, he should not have any right to require the planning authority to acquire. No recognition is given to submissions by owners concerning possible financial gains which would not accrue to them in consequence of planning refusal.

Section 39 of the Town and Country Planning Act 1959 - OBLIGATION TO PURCHASE INTERESTS OF OWNER-OCCUPIERS affected by planning proposals - is of particular interest. It is to be noted that the section refers to owner-occupiers and does not apply to tenanted properties because the beneficial interest of the owner in the latter case would not be adversely affected.

Section 39 provides:-

(1) The provisions of this Part of this Act shall have effect in relation to land which -

(a) is land designated by a development plan as subject to compulsory acquisition, or

- (b) is land allocated by a development plan for the purposes of any functions of a government department, local authority or statutory undertakers, or of the National Coal Board, or is land defined in such a plan as the site of proposed development for the purposes of any such functions, or
- (c) is land indicated in a development plan (otherwise than by being allocated or defined as mentioned in the last preceding paragraph) as land on which a highway is proposed to be constructed or land to be included in a highway as proposed to be improved or altered, or
- (d) is land authorised by a special enactment to be compulsorily acquired, or land falling within the limits of deviation within which powers of compulsory acquisition conferred by a special enactment are exercisable, or
- (e) is land on or adjacent to the line of a highway proposed to be constructed, improved or altered, as indicated in an order or scheme which has come into operation under the provisions of Part II of the Highways Act, 1959, relating to trunk roads or special roads, being land in relation to which a power of compulsory acquisition conferred by any of the provisions of Part X of that Act may become exercisable as being land required for purposes of construction, improvement or alteration as indicated in the order or scheme, or
- (f) is land shown on plans approved by a resolution of a local highway authority as land comprised in the site of a highway as proposed to be constructed, improved or altered by that authority.

(2) Where the whole or part of a hereditament or agricultural unit is comprised in land of any of the specified descriptions, and a person claims that -

- (a) he is entitled to an interest in that hereditament or unit, and
- (b) the interest is one which qualifies for protection under this Part of this Act, and
- (c) since the relevant date he has made reasonable endeavours to sell that interest, and
- (d) he has been unable to sell it except at a price substantially lower than that for which it might reasonably have been expected to sell if no part of the hereditament or unit were comprised in land of any of the specified descriptions,

he may serve on the appropriate authority a notice in the prescribed form requiring that authority to purchase that interest to the extent specified in, and otherwise in accordance with, the following provisions of this Part of this Act.

(3) The last preceding subsection shall apply in relation to an interest in part of a hereditament or agricultural unit as it applies in relation to an interest in the entirety of a hereditament or agricultural unit:

Provided that this subsection shall not enable any person -

- (a) if he is entitled to an interest in the entirety of a hereditament or agricultural unit, to make any claim or serve any notice under the last preceding

subsection in respect of his interest in part of the hereditament or unit, or

- (b) if he is entitled to an interest only in part of hereditament or agricultural unit, to make or serve any such claim or notice in respect of his interest in less than the entirety of that part.
- (4) An interest in the whole or part of a hereditament shall be taken to be an interest qualifying for protection under this Part of this Act if, on the date of service of a notice under this section in respect thereof, either -
- (a) the annual value of the hereditament does not exceed the prescribed limit, and the interest in question is the interest of an owner-occupier of the hereditament, or
- (b) in a case not falling within the preceding paragraph, the interest in question is the interest of a resident owner-occupier of the hereditament.
- (5) An interest in the whole or part of an agricultural unit shall be taken to be an interest qualifying for protection under this Part of this Act if, on the date of service of a notice under this Section in respect thereof, it is the interest of an owner-occupier of the unit.
- (6) In the following provisions of this Part of this Act, "the claimant", in relation to a notice served under this section, means the person who served that notice, and any reference to the interest of the claimant, in relation to such a notice, is a reference to the interest which the notice requires the appropriate authority to purchase as mentioned in subsection (2) of this section.

As previously indicated, the development plan in English town planning contains areas of use zones (or definitions) and areas designated (or reserved) on a programme map.

The programme map relates to that part of the development plan in respect of which the Council or any public authority wishes to undertake development and the estimated programming (or stage development) is shown thereon.

The programme map may also indicate comprehensive development areas consequent upon extensive war damage or areas of bad and obsolete layout (generally slum clearance). Comprehensive development areas are set out in considerable detail in the programme map and the implementation stages are specifically shown on the map.

WELFARE SERVICES.

Services under this heading are provided in terms of the National Assistance Act, 1948, which came into force on the 5th July, 1948.

This Act is described in the title as follows:-

"An Act to terminate the existing poor law and to provide in lieu thereof for the assistance of persons in need by the National Assistance Board and by Local Authorities; to make further provision for the welfare of disabled, sick, aged and other persons and for regulating homes for disabled persons; to amend the law relating to non-contributory old-age pensions; to make provision as to the burial or cremation of deceased persons; and for purposes connected with the matters aforesaid."

The break-up of the Poor Law was first advocated by the Poor Law Commission of 1909 and has now been achieved by a gradual process after various efforts to modernise outmoded legislation had proved unsuccessful. Boards of Guardians, which had been in existence since 1834, were abolished when the Local Government Act, 1929, came into operation on the 1st April, 1930, and their responsibilities were transferred to newly constituted Public Assistance Committees of County and County Borough Councils. The Public Assistance Committees continued to function until the 4th July, 1948, and on the following day the National Assistance Act 1948 became operative. This Act was the final step in the break-up of the Poor Law which had been in existence since the first great Poor Law Act of Queen Elizabeth I in 1601. It completed the main pattern of the new social legislation of which the Family Allowances Act, 1945, the National Insurance (Industrial Injuries) Act 1946, the National Insurance Act, 1946, the National Health Service Act, 1946, and the Children Act 1948, are other principal features.

The National Assistance Act, 1948, is intended to give greater freedom of action to local authorities and made provision for comprehensive services generally in the following major ways:-

- (a) It provided a unified State service of financial assistance according to need, in place of the following services:-
  - (1) Unemployment Assistance
  - (2) Supplementary Pensions
  - (3) Blind domiciliary assistance
  - (4) Tuberculosis treatment allowances
  - (5) Outdoor relief under the Poor Law Act.
- (b) It transferred responsibility to the National Assistance Board for providing and maintaining Reception Centres for casual poor persons and vagrants - "persons without a settled way of living" which previously rested upon local authorities under the Poor Law. Local authorities may be required, however, to provide and maintain such centres on behalf of the Board with full reimbursement of their approved expenditure.
- (c) It placed on the major local authorities, i.e. the councils and county boroughs, responsibility for providing residential and other accommodation, and welfare services.

Services provided by local authorities under (c) are as follows, and it is to be noted that in New South Wales these services are, in the main, the responsibilities of State Government Departments:-

1. Residential Accommodation for persons who by reason of age, infirmity or other circumstances are in need of care and attention which is not otherwise available to them - Section 21 (1)(a).

If residents of these homes are able to pay the "economic" charge, they are required to do so. This could be in the vicinity of £6 or £7 per week. The minimum amount payable by pensioners is £2 per week. Other residents are subjected to a means test.

As previously indicated in this report under the heading of "Grants from Central Government" a contribution is now paid indirectly by Central Government by way of General Grant to this and other Welfare Services.

The net charge or loss sustained by councils for welfare services is met from rate revenue.

2. Temporary Accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen or in such other circumstances as the authority may in any particular case determine. Section 21 (1)(b).
3. Welfare Services. These shall be provided for persons who are blind and may be provided for persons who are substantially and permanently handicapped by illness, injury, or congenital deformity or such other disabilities as may be prescribed by the Minister. Section 29 (1).

Arrangements may be made as follows: Section 29 (4):-

- (a) for informing persons to whom arrangements under that sub-section relate of the services available for them thereunder;
- (b) for giving such persons instruction in their own homes or elsewhere in methods of overcoming the effects of their disabilities;
- (c) for providing workshops where such persons may be engaged (whether under a contract of service or otherwise) in suitable work and hostels where persons engaged in the workshops and other persons to whom arrangements under sub-section (1) of this section relate and for whom work or training is being provided in pursuance of the Disabled Persons (Employment) Act, 1944 may live;
- (d) for providing persons to whom arrangements under sub-section (1) of this section relate with suitable work (whether under a contract of service or otherwise) in their own homes or elsewhere;
- (e) for helping such persons in disposing of the produce of their work;
- (f) for providing such persons with recreational facilities in their own homes or elsewhere;
- (g) for compiling and maintaining classified registers of the persons to whom arrangements under sub-section (1) of this section relate.

The services enumerated above may be provided through the agency of any appropriate voluntary organisation to whose funds contributions may be made, but only if such organisation is registered in accordance with section 41 of the Act - Section 30(1) and (2).

A local authority may also make contributions to the funds of any voluntary organisation whose activities consist in or include the provision of recreation or meals for old people Section 31.

#### 4. General and Supplementary Functions:

- (a) Registration and inspection of homes for disabled persons and the aged - Sections 37-40.
- (b) Registration of charities for disabled persons - Section 41.
- (c) Removal to suitable premises of persons in need of care and attention who -
  - (i) are suffering from grave chronic disease or, being aged, infirm or physically incapacitated, are living in insanitary conditions, and
  - (ii) are unable to devote to themselves, and are not receiving from other persons, proper care and attention. Section 47, as amended by the National Assistance (Amendment) Act, 1951.
- (d) Temporary protection for property of persons admitted to hospitals, residential accommodation etc. Section 48.
- (e) Burial or cremation of the dead where no suitable arrangements have been otherwise made - Section 50.

The foregoing gives a broad picture of the National Assistance Act, 1948, and the services provided, or which can be provided by local authorities. The picture has been presented in this manner to distinguish between the functions of Central Government and Local Authorities under the Act.

I had the privilege of inspecting residential homes for the aged and infirm at Birmingham and Edinburgh. There is no doubt that the officers administering welfare provisions on behalf of the local authorities are enthusiastic and that an excellent service is being provided. In addition to providing residential accommodation in new buildings, old structures are being modernised and the old dormitory/large dining room set up is giving way to smaller sectionalised intimate units. In this and many other respects, Great Britain is rendering warm and humane treatment to its aged and infirm citizens.

The provision of Elderly Citizens' Clubs is also receiving attention and I was recommended to secure plans and details of the clubs being provided by the City of Bristol. I did this, and having regard to the stage reached in Newcastle in the proposed construction of a permanent club to replace the temporary existing premises, I forwarded to the Lord Mayor, as President of the Elderly Citizens' Club Committee, the plans etc. for consideration in conjunction with the Newcastle project.

Notes which were supplied with the plans by the Welfare Services Officer of the City of Bristol are reproduced hereunder for general information:-

"This Association is a combination of representatives from  
 "the City Council and voluntary bodies,  
 "  
 "Its purpose is to provide a number of full time clubs for  
 "elderly people in the City of Bristol, the 10th club is now  
 "being provided and it seems likely that the final objective  
 "will be 15 or 20.  
 "  
 "It is considered that the voluntary body, assisted with  
 "substantial grants from the Welfare Services Committee of the  
 "City Council should provide the building and equipment and  
 "from that stage the elderly people should meet their own  
 "running expenses and promote their day-to-day activities.  
 "  
 "Membership is open to women of 55 and over (there are many  
 "widows at this age whose children have left home) and men  
 "of 60 and over. It is hoped that some men will join before

"they retire from work and therefore become interested, but find  
"few do so until they have actually finished work.

"Each club member pays a weekly subscription of 6d.

"Upon the opening of a new club the Association puts in a care-  
"taker committee for the first three or four weeks during which  
"time members are getting to know each other. Then a general  
"meeting is called and members elect their own Chairman,  
"Secretary, Treasurer, Management Committee, Canteen Committee,  
"Entertainments representative or Committee.

"The Association emphasises that the Management Committee must  
"take an active part in the running of the club. Inevitably  
"much responsibility falls on the Chairman and Secretary and it  
"is not unusual to find one of these two officers assuming the  
"position of authority which sometimes drives members away. We  
"therefore strongly recommend a monthly meeting of the Management  
"Committee so that a reasonable number of members shall have  
"some responsibility in the active running of the club.

"Each club runs its own canteen arrangements - usually just the  
"provision of tea, cakes and sandwiches two or three times a day.  
"There has been no desire for the provision of a midday meal,  
"although this is done in some clubs in other parts of England  
"but only where organisations are actually running clubs for  
"the old people.

"Clubs are open at whatever time the members wish. Some open at  
"10.30 a.m., others at 2 p.m. and they usually remain in use  
"until about 10 p.m.

"The usual social activity of games, parties, entertainments,  
"discussions are organised by themselves but of course one of the  
"most satisfying things is that the club becomes a fairly  
"regular meeting place where people just meet and talk of day to  
"day things as in most other clubs.

"From the weekly subscription plus money raised by whist drives,  
"bring and buy sales, etc. each club pays a nominal rent to the  
"Association (this is to cover ground rent, insurance etc.) and  
"in addition pay their rates, heating, lighting and water. Some  
"clubs are meeting overheads of £250 or £300 per year in this  
"way and in addition after a year or two, they usually have a  
"balance in hand of anything between £100 and £300.

"It has been our experience that the elderly people take pride  
"in the fact that they are running their own club and paying  
"their own way.

"From the ordinary club activity the organisation of outings and  
"sometimes holiday groups are natural developments.

"The development of this work in Bristol has of course, been  
"controlled by the availability of premises or sites and money.

"The money has been forthcoming from two sources, one an annual  
"grant from the Welfare Services Committee of the City Council,  
"at present £3,500 per annum, but this is in respect of capital  
"outlay for new clubs. In addition, the Lord Mayor of Bristol  
"makes an appeal to the public each Christmas and in the post  
"war years, this has been specifically for elderly people. From  
"part of the proceeds the Lord Mayor arranges for some 6,000 or  
"7,000 Christmas parcels (groceries) to be distributed to some  
"of the elderly people in the City (this is not simply a charit-  
"able action - it is intended to be a gesture of goodwill at the  
"Festive Season). From the balance remaining in the funds,  
"grants of from £1,500 to £3,500 have been made to the Associat-  
"ion for the provision of further clubs and in this way the

"money subscribed has been used for immediate benefit for the  
"elderly by way of clubs.

"Certain club premises are rented by the Association but a  
"number are new buildings. For the latter the Association has  
"obtained the sites, on lease, under sympathetic terms from the  
"City Council and the clubs erected thereon have ranged in cost  
"from £4,500 to £9,000. Current costs of course, are the  
"higher figure.

"We have found that the most satisfactory layout for club  
"activity for elderly people is to have a main club room capable  
"of holding say 300 people, but which when only 40 or 50 are  
"present does not appear to be practically empty. The ordinary  
"club equipment includes a number of tables (formica tops)  
"comfortable wooden chairs, some with arms and a quantity of  
"fireside chairs. For big meetings, the tables are pushed to  
"one side and folding chairs are used to accommodate the  
"greater number.

"A stage is also necessary both for visiting entertainers and  
"for their own activities. The only other facilities required  
"are a small room for Committee Meetings, reasonable kitchen and  
"appropriate toilet and cloakrooms.

"Heating has always been a problem. The open coal fires whilst  
"pleasing to the eye are not really effective. The enclosed  
"stoves burning throughout the 24 hours are perhaps the cheapest  
"way of satisfactorily heating. There is however always the  
"problem of keeping them going and keeping them clean. Recently  
"in Bristol we have provided a club with electrically heated  
"floors. This is certainly the most successful but obviously  
"expenses are considerably higher (£100 - £150 per annum).  
"Whatever system is chosen there is no doubt that a comfortable  
"warm club is absolutely essential.

"Structurally it is desired to avoid all steps as so many old  
"folk who are a bit rheumatic, find even a few steps extremely  
"difficult.

"A further development in several clubs prompted purely by the  
"members has been that they have arranged for a chiropodist to  
"call regularly so that some of their members can receive  
"treatment. This is a spontaneous arrangement in Bristol. In  
"some areas it has been organised by the statutory bodies.  
"Obviously clubs for elderly people can be used for a variety  
"of purposes, but we believe the main use must be the ordinary  
"daily social intercourse and activity which can be so valuable  
"in preventing elderly people from becoming old."

OVERALL IMPRESSIONS OF LOCAL GOVERNMENT ADMINISTRATION  
IN ENGLAND:

Local government in England can justifiably be proud of its achievements in many fields over a very lengthy period. It still, by virtue of the Government being of the unitary type, carries on many activities not handled by local authorities in New South Wales such as education, fire, police, welfare services and housing.

However, for various reasons, local authorities in England since 1933 have been gradually losing control of services in respect of gas, electricity and hospitals to boards and organisations appointed by Central Government. The only service for which a separate charge is now made by local authorities is for water, and this amenity is under microscopic scrutiny at the present time and councils, quick to appreciate the nationalisation which has been effected in other spheres, are in the main placing this service on a regional basis to avoid a further "take over".

The very nature and compactness of England lends itself to such invasions into the precincts of the local authorities. At the present time the large cities of England are literally bursting at the seams. Land is scarce. Green belts are strangling the further growth of many important centres. Despite the magnificent efforts being made in the provision of bigger and better trunk routes and traffic systems, chaotic conditions are frequently encountered. The traffic delays in cities such as Birmingham, London, Manchester, Glasgow, Edinburgh, Doncaster, Preston, Exeter to name only a few in which I drove a motor car during my tour of Great Britain, are enormous and without question throw a tremendous strain on the economy of the country.

Therefore, in my opinion, the greater the pressure exerted by the growing population of England and the shrinking of available land for development together with the ever-increasing strain on all services, so will the threat to local government grow of necessity from Central Government. England must be planned and developed in the main on an overall basis to effect priorities and economies in the strictest sense.

To the casual observer, Central Government makes grants of huge amounts to local authorities and therefore all should be well with the councils. There is no doubt that the grants are made, but to qualify for them, local authorities from their own resources are required to approximately match these amounts.

The question, therefore, arises: Should the annual amount of over £300,000,000 be paid from the resources of the local authorities principally from rate proceeds on education, fire, police, welfare and other grant-producing expenditure? and is it correct for local authorities to pay from rate revenue the very substantial deficiencies on housing?

Is it right that the occupiers of premises who pay the rates in England, irrespective of capacity to pay, should meet the net cost of these services after crediting the Government grant to the total cost?

To my way of thinking it is a very high price to pay for the privilege of running these services. I fully appreciate that they must be paid for from some source. It is fair enough to use ability to pay as a basis and on this contention I consider that the Central Government should secure more revenue from national taxation to provide further subsidies to local authorities and thus allow a reduction in property rates.

The question also arises: Is the net annual value of property the correct basis on which to levy rates particularly to help finance these very expensive services referred to? The general reaction to that question was that all systems have their faults; they know the present one is no exception - it has worked for 350 years fairly well - so why change it?

There is an obvious need for boundary revisions of local government areas in England. This is actively under review by the Commissions set up by the Government at the present time. Not only are boundary adjustments necessary, but in my opinion much good would accrue in a redistribution of powers and functions as between councils. It will be interesting to see the report of the Royal Commission dealing with this aspect in the London Metropolitan area.

My comments in this summing up of my impressions are not intended as criticism of local government in England and those who administer it.

I was impressed by the fact that many councils have obtained their own local Acts of Parliament and in my general report I have quoted Manchester's Act of 1946 in respect of Clean Air. It is, in my opinion a very desirable advantage for Councils to be able to present draft Bills to Parliament in this fashion.

I gained the impression that the memberships of councils are unduly large. The following examples are quoted to illustrate the position:-

Council	Population	Area	Aldermen and Councillors
		square	
Exeter County Borough	75,000	19 miles	68 ✓
Coventry County Borough	270,000	31 "	64 ✓
Birmingham County Borough	1,100,000	80 "	152 ✓
Manchester County Borough	620,000	42 "	152 ✓
Preston County Borough	115,000	10 "	56 ✓
Newcastle-upon-Tyne	270,000	17 "	80 ✓

In my opinion, there is a definite tendency for Council members upon being elected to a particular committee to concentrate unduly on the affairs of that committee to the detriment of the overall government of the city. By way of explanation, it is customary throughout England to delegate as much power as is legally possible to its committees. Committees such as those dealing with education for all practical purposes could well be entirely independent of the council. I think it is reasonable to say that "watertight" committees and departments are the results of this delegation.

All members of councils (with the exception of aldermen who are men of considerable experience gained by years of prior service following their election as councillors, and who are now in county, county borough and borough councils appointed by the council) are elected by the electors. This is in contrast to the system applying in New South Wales where membership of county councils comprise delegates appointed from the membership of the constituent councils.

I found also that in consequence of the size and scope and possibly the unordered development of systems that much diversity exists. This, however, is being rectified by the introduction of electronic accounting and computing equipment which will lead to desirable centralisation in this respect.


It was also of considerable interest to find the extent of the incidence of organisation and work study methods in operation. I have reported on this elsewhere. This is a feature which, in my opinion, if conscientiously followed up will be of outstanding benefit to local authorities and will help to withstand further inroads into their activities.

I feel that some review is necessary to place the Town Clerk in England on a more appropriate basis to accord with modern management. I found that in the main, Town Clerks were inclined to become preoccupied with matters appertaining to the legal side of the council's activities. This is a natural consequence as almost all the Town Clerks in England are solicitors. However, I did gain the impression that whilst by law a treasurer must be appointed by councils and that the Town Clerk cannot be treasurer as well, a certain amount of cohesion was absent. In this respect, I feel that the training and certification of a Town Clerk in New South Wales is more beneficial to the holder of the position and to the council generally.

Some of the most extensive problems in England to-day are slum clearance, rehousing, city redevelopment, the provision of suitable highways and the shortage of building land. The shortage of the latter cannot effectively be rectified without encroaching onto food producing areas and open space but a determined resistance is evident against this. The major cities are vigorously tackling slum clearance, rehousing and redevelopment, but there is still much to be done. The Central Government at its own cost and through the agency of county councils has earnestly stepped up its programme to improve the principal highways in England, but here again, much has to be done to meet modern transportation requirements.

On the other hand, England has many treasures in consequence of its age and bequests in the way of art galleries, libraries, educational and scientific institutions, historical buildings and its wonderful countryside and open spaces.

Above all, England has a people constituting the greatest nation of all time who will supply the thought and means to effectively meet its problems in which city government plays a major role just as it has met and survived the many trials through which it has passed down the centuries of time.



ATTENDANCE AT THE ANNUAL CONFERENCE OF THE ENGLISH SOCIETY  
OF TOWN CLERKS HELD AT TORQUAY, DEVON, FROM JUNE 8TH TO  
10TH, 1960, INCLUSIVE.

It was my privilege and pleasure to be the guest of the English Society of Town Clerks at their annual conference held in the Grand Hotel, Torquay, on Wednesday, Thursday and Friday June, 8, 9 and 10, 1960.

This afforded me the opportunity of fraternising with my opposite numbers in England prior to my tour of councils in England and Scotland.

The background information gained in this way was most helpful to my subsequent investigations and the contacts made were of invaluable assistance when I met the various Town Clerks in their offices.

The conference programme in respect of which I attended all sessions was as follows:-

- Wednesday,  
June 8, 1960:
- Welcome by the Mayor of Torquay.
  - Minutes of the Annual Meeting of the Society held at Folkestone on June 4, 5, and 6, 1959.
  - Council of the Society. Report as to the election of officers and representatives of Territorial Divisions.
  - Investiture of the President for the year 1960/61.
  - Report of the Council, presented by the President and discussion thereon.
  - Address by Orin F. Nolting, Executive Director, City Manager's Association, Chicago, entitled "The Chief Administrative Officer in Local Government".
- Thursday,  
June 9, 1960:
- Visit of inspection to Plymouth and paper by S. Lloyd Jones, L.L.M. Town Clerk of Plymouth on the problems of post-war reconstruction.
- Friday,  
June 10, 1960:
- Address by the Town Clerk of Newcastle, N.S.W. Australia (Mr. W. Burges) and presentation of gavel to the English Society of Town Clerks from the Australian Institute of Municipal Administration to mark the occasion of the first visit to Great Britain of a Town Clerk from New South Wales under the Overseas Visits Scheme sponsored by the Local Government and Shires, Town Clerks', Engineers' and Health Inspectors' Associations of New South Wales.
  - Practical Points - General Discussion.
    1. Regrouping of Water Undertakings - Town Clerk of Harrogate.
    2. Inspection of records by Elected Representatives - Town Clerk of West Hartlepool.
    3. Libel on the Council - Town Clerk of Manchester
    4. Return of Land Charge Inquiries in 24 Hours, Is it possible or desirable?
      - YES. Town Clerk of Southampton.
      - NO . Town Clerk of Brighton.

Address by Sir Philip Morris, C.B.E. M.A.  
LL.D., Vice Chancellor of Bristol  
University entitled "Local Government  
Old and New".

It was a wonderful experience to attend this conference and it is with gratitude that I record the courteous and warm-hearted manner in which I was received by the members. My particular thanks are due to A.E. Gilfillan, O.B.E., Town Clerk of Barnsley, President, and J. Waring Sainsbury, Town Clerk of Kensington, Secretary, for their many kindnesses to me.

I sent a personal letter to John Sainsbury expressing my sincere thanks and on June 11, 1960, immediately following the conference, I wrote to the Secretary, Local Government Clerks' Association of New South Wales, Mr. L. Archibald, advising him of my attendance at the conference, the manner in which the gavel was received and suggesting that an official letter of appreciation be forwarded to the English Society of Town Clerks for the kind hospitality extended to me.

In passing, the investiture of the President was effected by the placing of a pendant suspended on corded ribbon around his neck. The President wears this on all official occasions. I thought it a nice practice which might well be copied.

#### VISIT TO NEWCASTLE-UPON-TYNE, ENGLAND.

It was a unique experience for me as Town Clerk of Newcastle Australia, to visit the Town Clerk of Newcastle-upon-Tyne, England.

The two Newcastles have a very strong bond and I almost thought I was home again when I drove into Newcastle-upon-Tyne from Edinburgh and saw such signs as Hexham, Gateshead and my own town, Wallsend.

I had the privilege of presenting to the Lord Mayor of Newcastle-upon-Tyne, Alderman Mrs. Robson, a letter of greeting from the Lord Mayor of Newcastle, Australia, Alderman F.J. Purdue, M.L.A., on behalf of the Council and the citizens of the "Down Under" city. This ceremony was televised on the local commercial Newcastle-upon-Tyne station which drew my attention to the temporary lack of this facility at home.

In company with Mr. John Atkinson, the Town Clerk, I was the guest of the Central Office of Information at the Commonwealth Exhibition at Tynemouth, the seaside resort for Newcastle-upon-Tyne. This time the two Town Clerks were featured on B.B.C. television and we were delighted to be of any assistance in sponsoring this excellent exhibition of the Commonwealth countries.

John and Mrs. Atkinson made me feel right at home and I sincerely appreciated their hospitality and kindness. I shall always remember my visit to Newcastle-upon-Tyne and the delightful welcome and hospitality accorded to me.

LONDON METROPOLITAN BOROUGHS' (ORGANISATION AND METHODS) COMMITTEE.

Constituted pursuant to Part III of the Local Government Act, 1933.

CONSTITUTION.

1. Name: There shall be a Joint Committee called "The Metropolitan Boroughs' (Organisation and Methods) Committee" (hereinafter referred to as "the Committee") appointed pursuant to the provisions of Part III of the Local Government Act, 1933, by such of the Metropolitan City and Borough Councils (hereinafter referred to as "the constituent Councils" as shall approve and adopt this constitution and concur in the appointment of the Committee and in the delegation thereto of the powers referred to in paragraph 3 of this constitution.
  
2. Membership: (a) The Committee shall consist of one member appointed by each of the constituent councils from their own number.  
 (b) A member appointed in pursuance of this Rule shall continue in office until the next ordinary election of metropolitan borough councilors, provided that such a member shall cease to hold office if (i) he ceases to be a member of the Council by which he was appointed or (ii) the Council by which he was appointed determines his appointment.
  
3. Purpose: The Committee is appointed for the following purpose in which the constituent councils are jointly interested, namely, to undertake systematic reviews of the executive machinery and departmental methods of the constituent councils and to advise on methods for securing maximum efficiency; and to exercise on behalf of the constituent councils such of their powers (including in particular the power to appoint officers and provide and furnish offices) as are necessary for or incidental to the attainment of the foregoing purpose.
  
4. Honorary Officers: The Committee shall appoint a Chairman and Vice Chairman from among its members. It shall also appoint an Honorary Clerk and Honorary Treasurer and also an Advisory Body representative of the Chief Officers of the departments of the constituent councils. It may also appoint such other Honorary Officers as it may determine.
  
5. Staff: (a) The Committee shall have power to appoint such staff as it considers necessary for the attainment of the purpose set out in this constitution, to pay its staff such reasonable remuneration as it may determine, to make such provision for their superannuation as may be necessary, and to provide and furnish offices and other accommodation for its staff.  
 (b) Staff appointed by the Committee shall be directed by and responsible to the Committee through the Advisory Body of Officers appointed in pursuance of paragraph 4 hereof.
  
6. Expenses of the Committee: (a) The expenses of the Committee shall be defrayed by the constituent councils in the following manner:-
  - (1) One-third shall be defrayed by equal contributions from the constituent councils.
  - (2) One-third shall be defrayed by contributions from each constituent council based on the proportion which the population of the council's borough according to the latest available estimates by the Registrar General bears to such total population of the boroughs of the constituent councils.

(3) One-third shall be defrayed by contributions from each constituent council based on the proportion which the ratable value of the Council's borough on the 1st April in the preceding year bears to the total ratable value of the boroughs of the constituent councils on the said 1st April.

(b) The contributions by the constituent councils shall be payable on the 1st April in every year.

(c) The committee shall estimate its expenditure for the ensuing year and inform the constituent councils by not later than the 1st January of the amount payable by each of them.

(d) The expenses of the Committee shall not, without the specific sanction of the constituent councils exceed in any year the gross product of one-twentieth of a penny rate calculated on the total ratable value of the boroughs of the constituent councils on the 1st April in the preceding year.

(e) On the formation of the committee each of the constituent councils shall advance to the committee the sum of £100 to defray the expenses of the Committee pending the ascertainment and receipt of the contribution payable by each of the constituent councils under this paragraph; and the sum so advanced shall be deemed to be payment in part of the constituent council's contribution.

(f) A statement of account for the year to the 31st March, shall be presented as soon as practicable after that date.

7. Meetings and Proceedings: (a) The Committee shall meet in June in every year and at such other times as it shall determine.

(b) The meeting of the Committee in June shall be the Annual Meeting at which the Chairman and other officers referred to in paragraph 4 of this constitution shall be appointed.

(c) Every member of the Committee shall be entitled to vote.

(d) The quorum of the Committee shall be one-third of the members.

(e) All acts of the Committee, and all questions coming before the Committee, shall be done and decided by a majority of members present and voting thereon at a meeting of the Committee.

(f) The person presiding at the meeting of the Committee shall have a second or casting vote.

(g) Meetings of the Committee shall be convened by the Honorary Clerk sending written notice thereof to each member at least seven days before the day appointed for the meeting.

(h) A special meeting of the Committee, of which seven days' notice shall be given, shall be convened by the Honorary Clerk at any time on a request of the Chairman or upon receipt of a requisition in writing signed on behalf of not less than one-fifth of the constituent councils. The notice convening the meeting shall specify the business to be transacted at such meeting and no business shall be considered thereat other than that specified in the notice.

8. Withdrawal of Membership: A constituent council may cease to be a constituent council by giving to the Honorary Clerk at least twelve months' written notice expiring on the 31st March.

9. Standing Orders: The Committee may make, vary and revoke such standing orders respecting their quorum, proceedings and place of meeting as are not inconsistent with this constitution.

Mr. A.G. Dawtry, Town Clerk, Westminster, who is the Honorary Secretary of the Committee, has submitted the following details at my request to give some indication of the nature of the tasks given to the research team:-

This Committee was formed in 1951 and its purpose and method of working is indicated in the enclosed copy of its constitution, which also prescribes the method by which its expenses shall be defrayed.

At present 24 of the 28 Metropolitan Boroughs are constituent members. The Corporation of London is not a member.

In addition to being engaged in the installation of computer methods operating on behalf of a group of Borough Councils in South East London, the Committee's staff has in hand the assignments set out in (a) below and has booked for its future programme the assignments referred to in (b) below.

(a) Assignments in Hand.

Camberwell Borough Council - Review of gradings in all Departments  
 Hammersmith Borough Council - Organisation and layout of town hall kitchen.  
 Hampstead Borough Council - Borough Treasurer's Department.  
 Holborn Borough Council - Town Clerk's Department.  
 Lewisham Borough Council - Borough Treasurer's Department.  
 Paddington Borough Council - Review of stock control methods.  
 Shoreditch Borough Council - Town Clerk's Department.  
 Southwark Borough Council - Borough Engineer and Surveyor's Department, Housing Section of Borough Treasurer's Department.  
 St. Marylebone Borough Council - Housing service.

(b) Future Assignments

Dattersea Borough Council - Stock control,  
 Rent collection methods.  
 Bethnal Green Borough Council - Review of gradings in all Departments.  
 Deptford Borough Council - Borough Engineer's Department.  
 Hampstead Borough Council - Layout of administrative offices.  
 Holborn Borough Council - Borough Treasurer's Department.  
 Southwark Borough Council - Review of remaining sections and Departments.  
 Stoke Newington Borough Council - Review of remaining departments.  
 Westminster City Council - Stock control.  
 Introduction of offset-lithographic machinery.

GOVERNMENT AND LOCAL GOVERNMENT IN  
THE NETHERLANDS.

Holland is a Constitutional Monarchy. The power of the ruler is limited by a Constitution. Like England, it is a Unitary State.

There is a Council of State comprising 15 members appointed by the Crown (retire at 75) to advise the Crown on all Bills, Administration etc. It exercises control of the country between the time of death and crowning of a new monarch.

The Legislature consists of two Houses of Parliament:-

1. Lower House or Second Chamber.  
Comprises 150 members elected each four years by the system of proportional representation. Electors cannot be less than 23 years of age. Candidates for election cannot be less than 30 years of age.
2. Upper House or First Chamber:  
Comprises 75 members each elected for six years by the members of the eleven Provincial States into which Holland is divided. One half of the members retire each three years. The minimum age for a member is 30 years. The President of this Chamber is appointed annually by the Sovereign from among its members.

The Lower House or Second Chamber is the most powerful of the two houses.

The area of Holland is 12,850 square miles, the population being about 11,000,000. It is the most densely populated country in Western Europe.

It is divided into eleven provinces and 998 municipalities.

Elections are conducted for membership of the Provincial States and Municipal Councils each four years.

Provincial States:

Members are elected by universal suffrage by the electors of the province by proportional representation. They must be at least 25 years of age. The number of members depends on the population of the province concerned, but vary from 35 to 82. Under the Constitution, the States appoint from their midst a College of Deputed States, to which the daily administration and handling of affairs are entrusted in accordance with regulations laid down by law. The College is responsible for the preparation of what has to be brought forward to the States.

In every province, the College consists of six persons. They are appointed for the full term of four years. They receive an annual salary and enjoy pension rights. They may occupy other positions as well.

The Provinces Act gives the Deputed States an important function with regard to the supervision of local authorities by which uniformity of policy in the municipalities is fostered and the implementation of rash decisions prevented. For instance, decisions by local authorities regarding the disposal of municipal property or other acts under civil law designated by the Local Government Act are subject to the approval of the Deputed States. The College of States can request Parliament to suspend or set aside ordinances which it considers to be at variance with the law or public interest.



Decisions of municipal authorities relating to the introduction, amendment or abolition of local taxes are sent by the College of Deputed States to the Minister concerned, together with a statement of the College's opinion. In addition, in certain laws entrusting various functions to local authorities, the Deputed States are designated as the co-ordinating and supervisory body, e.g. town planning.

The Secretary of the States is known as the Clerk. He is appointed by the States from a short list drawn up by the College of Deputed States. The Clerk is the representative of the Crown in the province, and assists the Crown Commissioner and the Deputed States in the functions entrusted to them. All documents emanating from the States and Deputed States are countersigned by the Clerk.

In every province there is a Crown Commissioner. He is the Chairman of the meetings of the Provincial States and also the Deputed States. In the former body he has no vote; in the second one he has an ordinary vote. He is required to visit at least once in four years every local authority in the province to ascertain what grievances, if any, exist. He reports on these to the Deputed States and the Ministry of Internal Affairs (comparable with the Department of Local Government in New South Wales). Every year he also sends a report to the latter Ministry containing his views on how the province is being administered. The Crown Commissioner also draws up a short list for the appointment of Burgomasters by the Crown.

It is left to the Provincial States to organise and administer the province. They issue the ordinances which they consider necessary in the province.

The Budget of provincial revenue and expenditure is drawn up annually by the Deputed States. The Crown must approve the Budget before it comes into effect.

#### Municipalities:

Holland has only one type of local administrative unit. It is known as a Municipality or local authority.

There are 998 municipalities, all of which have the same legal structure. Of the 998 local authorities, 12 have a population of more than 100,000; 73 from 20,000 to 100,000 and there are 914 municipalities whose population does not exceed 20,000. The capital, Amsterdam, has nearly 900,000 inhabitants.

Every local authority is administered by -

- A Council,
- A College of Burgomaster and Aldermen, and
- A Burgomaster.

Under the constitution, the Council is the head of the Municipality. Every local authority must have a clerk or secretary and a tax collector or treasurer.

The number of members of a municipal council depends on the population and at present varies from 7 to 45. Members of councils cannot be less than 23 years of age.

The Council can set up permanent committees of its members to do preparatory work on matters on which it has to decide. Permanent committees may also assist the College of Burgomaster and Aldermen as regards certain functions connected with the government of the municipality.

Members of a council may receive a small financial allowance for attending meetings if the Council so resolves.

The Burgomaster is appointed by the Crown for a period of six years, and it is usual for the terms to be renewed. He is, in effect, a professional administrator. If he shows that he is<sup>a</sup> capable administrator, he usually seeks promotion by appointment to a larger city. He can, however, be dismissed at any time by the Crown. The burgomaster is chairman of the council. He has no vote on the council. He is also chairman of the College of Burgomaster and Aldermen in which he has a vote. This follows the pattern of the Crown Commissioner of a province. He receives an annual salary fixed by the Crown after the Deputy States have been consulted. He is also granted an expense allowance.

The aldermen are appointed by the Council from its midst. In local authorities with a population of 20,000 and less, there are 2; from 20,000 to 100,000 four; and in larger municipalities 4, 5 or 6 at the discretion of the Council. They are elected for 4 years, but may be dismissed by Council but this rarely occurs. The Aldermen receive a salary which is fixed by the Deputed States after consulting the Council, and is subject to the approval of the Crown. They do not receive any special allowance. Aldermen may ultimately receive an old-age pension from municipal funds.

The aldermen form with the burgomaster, the College of the Burgomaster and Aldermen, of which the Burgomaster is Chairman. An alderman retains the right in council to vote against a recommendation or decision of the college.

The Clerk or Secretary occupies a position in the Municipality which corresponds with that of the Clerk in a Province. The Clerk receives a salary fixed by the Deputed States after consulting the Council and is subject to Royal assent.

The Tax Collector is in effect, the Treasurer or Accountant.

This arrangement is comparable with the English procedure where a council must employ both a town clerk and treasurer. In New South Wales the Town Clerk is responsible for financial as well as administrative management.

. . . . .

I think the details relating to the Council of the City of Eindhoven, Holland, are of interest. Eindhoven with a population of 165,000 (immediately pre-war 40,000) is comparable with the City of Newcastle, New South Wales.

The Council comprises 39 members plus the Burgomaster. From these 39 members, five aldermen are elected by the Council.

With the Burgomaster, these five aldermen comprise the College of Burgomaster and Aldermen, or in practice, constitute the Council's "Cabinet". To the College, the Council has delegated authority to carry on the every-day functions of the Council. The College meets about three days per week. Each member of the College has a department or departments to supervise, so that the College members as a team have a good overall working knowledge of the Council's activities.

Council members receive 25 guilders per meeting, about £3.3.0 Australian, and attend about 12 meetings per year.

The Aldermen of the College receive 15,800 guilders per annum which is about £2,000 Australian.

The functions of the College of Burgomaster and Aldermen are, in principle, comparable with Commission Councils in the United States of America details of which are given elsewhere in this report.

. . . . .

In Holland, the system of the unitary state entails supervision of local authorities by the central government and provincial authorities. This supervision is governed by fixed rules. When requested by the Deputed States, the decisions of the Council or College of Burgomaster and Aldermen are transmitted to them so that they are conversant with the activities of the Council. If such decisions are at variance with the law or public interests, they may be set aside by the Crown after a certain procedure is followed. Certain decisions of local authorities are subject to the approval of the Deputed States. These include municipal property transactions, the budget of revenue and expenditure and local taxes.

It is of interest to note, that for purposes of uniformity, the budgets of all councils are prepared in a form laid down by the Crown.

It is also of interest to see that the Burgomaster does not implement a decision of Council which in his opinion is contrary to the law or the public interest. If the Crown does not order the decision to be set aside or suspended within 30 days, he must implement it. This illustrates the cohesion between central and local government by virtue of the appointment and powers of the burgomaster.

#### FUNCTIONS OF THE MUNICIPALITIES:

The functions of the municipalities in Holland can be directly compared with those of the county boroughs in England. The functions include education, police, fire services, housing welfare, transport, water supply and the usual public works, health and other services. Hospital services are not a function of local government and whilst electricity & gas services are conducted by the major municipalities and have not been fully nationalised as in England, this appears to be the pattern in Holland. Extensive port facilities, e.g. at Rotterdam and Amsterdam, are controlled by the councils of those areas. Any profits from trading undertakings may be utilised for general purposes associated with the municipality.

#### FINANCE:

The whole question of finance for local authorities is in the melting pot in Holland. However, the basis of local revenue is being closely studied by the Ministry of Internal Affairs, the Union of Netherlands Municipalities and the Central (Netherlands) Planning Bureau. Development in this respect should be watched with interest.

To gain some idea of the overall position of revenue sources available to local authorities in Holland, I obtained the following national figures from Dr. Van Leuwen of the Ministry of Internal Affairs at The Hague:-

Proceeds of local taxes	200,000,000	guild-
Grants by Central Government from the Municipalities Fund	1,300,000,000	ers "
Special grants towards education, police, housing, welfare, war damage restoration costs	700,000,000	"
	<u>2,200,000,000</u>	"

Excluding proceeds from trading undertakings, the incidence of local taxation is about 9%. Local taxes now received are levied to the permissible limit, but as a temporary measure, it is proposed to double that limit so that if availed of by the municipalities, the local taxes of 400M guilders would represent about 16% of local authority revenue.

Prior to World War II the Municipalities levied their own income and other taxes. Due, however, to Holland's peculiar economy, as a processing country almost devoid of natural resources, the Central Government found it expedient to take over income taxation and maintain strict supervision of national finances, with the result that the municipalities were deprived of their major source of direct revenue.

The position relating to revenue of municipalities at the present time is as follows:-

Into a fund known as the Municipalities Fund is paid 15% of the national proceeds of the following:-

Income Tax	Sales Tax	Property Tax
Corporation Tax	Payroll Tax	Dividend Tax
Directors Fees Tax	Import Duties	Excise Duties
Stamp Duties	Registration Duties	Death Duties

The amount of £1,300,000,000 guilders referred to above constitutes the aggregate of the 15% of the specified taxes; paid by way of grant to the municipalities.

The basis of distribution of the aggregate grant is not at present clearly defined, but in the year 1948 when the Municipalities Fund was originated, an amount per head of population was computed having regard to all factors influencing the financial capacity of each municipality. This basic grant per head of population still exists but is subject to increase or decrease each year having regard to population trends and proceeds of taxation.

Two taxes are levied by the Central Government on behalf of and the proceeds paid to the Municipalities. These are:-

1. The Land Tax:

This tax is payable by the owner on values assessed in 1896. There is a basic rate of tax which may be increased at the request of the Provinces and the Municipalities by 50% and 150% respectively; so that the maximum chargeable in respect of land tax is three times the basic levy, receivable on the maximum basis of Provinces 50 parts, Municipalities 250 parts.

2. Inhabited House Tax:

Payable by the occupier. This is a consumption tax on the use of houses etc. levied on the basis of ratable value (actual rent) and furniture (market value). The same increased percentages may be applied as in the case of the Land Tax.

The total yield of the Land Tax and the Inhabited House Tax is about 150,000,000 guilders per annum.

The principal local taxes collected by the Municipalities are:-

Street Tax  
Entertainments Tax; and  
Dog License Tax.

The "street tax" is a non personal tax, i.e. paid by the owner. It is levied on real property (buildings and land). It bears the character of a contribution, since the owners

benefit collectively from the provision and maintenance of streets, street lighting, drainage and removal of refuse. No special basis for assessment is prescribed. Originally it was based on road frontage, but this has been superseded by ratable value and in some municipalities an attempt is being made to use the value for inhabited house tax as a basis.

"Entertainment Tax" is a consumption tax levied on admission prices. The word "entertainment" is interpreted very widely and includes sporting events, art exhibitions etc., This tax at present produces about 27,000,000 guilders per annum. In Amsterdam, for example, the tax is 20%.

"Dog License Tax". This varies for the purpose for which dogs are kept. At The Hague, for example, an officer of the Central Planning Bureau informed me the license for the first dog is 25 guilders, the second 50 guilders per annum; a total of 75 guilders, about £9.10.0 Australian. This tax produces about 4,000,000 guilders per annum.

Despite the intricacies and controls exercised in respect of this system, the milk of human kindness appears to flow in the breast of the Central Government or perhaps the reason is the fact that a number of burgomasters and aldermen are also members of parliament, for it is quite customary for the Central Government to make up deficits incurred by the municipalities each year.

However, the municipalities are not happy about their lack of autonomy in respect of their own sources of revenue and studies are in progress to work out ways and means of restoring taxing rights to municipalities; the present thoughts being to revert to their former system of local income taxation as a tax on the basis of "ability to pay".

## TOWN PLANNING IN THE NETHERLANDS.

Town planning in Holland is of necessity integrated very closely between local, provincial and central government authorities. Of necessity, because of the existing and growing density of Holland's population and its peculiar economic and physical composition.

Of its 12,850 square miles, 6,603 would be subject to flooding if the river dykes were not constructed. In population density per square mile, The Netherlands 839 can be compared with Great Britain 540, Western Germany 517, France 201, United States of America 53 and Sweden 41.

The need for the most intensive planning of land utilisation will thus be seen.

Planning is effected by bye-laws under the provisions of the Housing Act of 1901, but a new National Town Planning Act is now being formulated. Local planning schemes after approval by the council must also receive the consent of the Provincial States and the National Central Planning Authority.

Whilst in Holland, I had the opportunity of studying the plans of Rotterdam and Amsterdam.

As is generally known, Rotterdam was very extensively damaged during World War II and its redevelopment is anticipated to be completed in 1965; two thirds having been completed to date. The redevelopment of the central section of Rotterdam has been affected in a praiseworthy manner along most modern lines, which has provided free movement of traffic and surface parking facilities in close proximity to non-vehicular shopping centres. The housing of the inhabitants from the centre of the city is being effected on the southern side of the River Maas which has a tunnel connection with the city proper. The new housing is, in the main, being provided by multi-storied flats. The Rotterdam Municipality proposes also to drive another tunnel under the River Maas to connect the new section of the city by means of fast electric trains with the new Central Railway Station.

In the redevelopment of the City Centre, the Rotterdam Municipality resumed the war damaged area, replanned it and sold sites to individual developers on condition that the buildings constructed conformed with a master plan and that development was supervised by an architect on a co-operative basis. The business sites were sold by the Municipality to obtain finance to further its development schemes; otherwise the principle of the long-term (99 years) building lease basis adopted in England would have been implemented.

Early in the century following the passing of the 1901 Housing Act, land was zoned by the major cities for subsequent development requirements.

Whilst the devastation and loss of life as a result of World War II is deplored, in many respects it is generally conceded that it was somewhat beneficial insofar as town planning is concerned.

The City of Amsterdam was not so extensively damaged during World War II by enemy action. However, following the deportation of some 75,000 Jews from Amsterdam by the German Occupation Forces and the general privations suffered by the citizens of Amsterdam in the winter of 1944/45 some 5,000 houses previously occupied by Jewish families were practically pulled down by the public in search of wood for cooking and heating purposes.

These two cities provide very interesting studies in town planning.

Action to establish a general development plan for Amsterdam was taken in the 1920's and a Town Planning and Development Section was established by the Council. The master plan was developed on scientific principles consequent upon research into the future physical requirements of housing, work, traffic and recreation. As a result of this research, it was assumed an ultimate population of 960,000 would need to be planned for. The plan was approved by the Council in 1935 and was prescribed in 1939.

The housing shortage created by World War II speeded up the plan and implementation has been effected considerably sooner than was anticipated. However, although the population estimate is still substantially correct, the area allocated for housing in the original plan had to be modified in consequence of:-

1. A general growth of space requirement per person, both inside and outside the dwelling.
2. A reduction in the average occupancy of a dwelling due to the longer life expectation as a whole so that the increase in the number of independent households is not proportionate to population increase.
3. The necessity of reducing the density of population in the old city areas.

The existing concentric form of the city pattern dates back to 1612 when the canals were planned and constructed by the merchants of the then city. The master-plan retains the characteristics and charm of the old city but definite steps have been taken to reorganise the traffic flow and traffic generating centres.

Tunnels are programmed to go under the North Sea Canal for road and railway purposes.

Completely new residential areas consisting in the main of large flat development have been designed as independent units of population. These communities are well provided for by way of shopping centres, workshops, garages, schools, churches, club buildings and recreational areas. The principal need to visit the main city area by these residents is occasioned by work and the desire to attend major theatres, museums and the like. Appropriate wedges of open space separate each residential area.

The Municipality, as also is the case in Rotterdam, does not erect a large proportion of the housing units. The Municipality makes the land available to government-assisted building societies who erect the housing and in consequence of a subsidy by the government, are able to reduce the economic rent by 30%.

Because of the nature of the soil in Amsterdam and in most parts of Holland, it is necessary to place sand filling to a depth of not less than 7 feet and to also drive piles to support all buildings.

In consequence, the Municipality has created a large artificial lake in close proximity to the housing development, following the removal of sand, and this lake will provide the focal point for a large recreation development. As the lake is 220 acres in extent, it is already used extensively for sailing and other water sports.

Private subdivisions or development are very rare as a result of the high price of preparing the site. The Council, however, does lease sites on a perpetual basis to persons desirous of erecting their own homes, but these are constructed under strict control relating to design, material, positioning etc.,

The Council also prepares land for industrial sites. In this case, the land is sold to encourage the industries to settle in the area.

Of particular interest in the development of this planning scheme is the artificial wood of 2200 acres (about  $3\frac{1}{2}$  square miles) located to the south-west of Amsterdam which has been under construction since 1935. I had the opportunity of visiting this area and it is hard to imagine that it was once waste land. It has been reclaimed, landscaped, roaded, grassed and planted with trees in such a fashion that to any person in the wood, it is impossible to see the extent of the development and so estimate its area. It is delightfully planned and to a visitor it now presents the appearance of a natural wood. Added charm is given to the area by the inevitable waterways and canals.

I think it is reasonable to state that the town planning activities of these cities constitute two of the most interesting studies in this field in the world.

#### BUREAU OF STATISTICS, AMSTERDAM CITY COUNCIL:

The Bureau of Statistics was formulated in 1894 by the Amsterdam Municipality.

To-day, the Amsterdam City Council is a vast organisation exercising control over and rendering services to a population of about 900,000 inhabitants in an area of approximately 75 square miles.

The Bureau, which has a staff of fifty economists, statisticians and clerks and which is appropriately mechanised with punched-card equipment, has subdivisions dealing with:-

Vital Statistics: Births, deaths, marriages, composition of the population in age groups etc.,

Economic and  
Traffic Statistics: Shipping, trades, industry etc.,  
Traffic accidents.

Social Statistics: Investigations of family budgets,  
calculations of index numbers and cost  
of living.

Education and  
Cultural Statistics:

The Bureau effects close liaison with the Central Bureau of Statistics at the Hague.

As indicated elsewhere in this report, the Amsterdam City Council controls the Port of Amsterdam, has an interest in Amsterdam's International Airport "Schipol" runs the street cars and omnibuses, provides housing, education, police, welfare, fire and water services and the customary cultural, cleansing, health and road facilities.

It is therefore a compact unit of city government and one in which the Statistical Bureau has an appropriate domestic field in which to work.

The Bureau renders advice and information in regular publications and assists organisations, prospective industrialists and the like with vital information concerning the city.

The Director of the Bureau (Dr. Meerdink) is Chairman of the Committee of Research in the demographic field in respect of all aspects of the population of the city.

There also exists in Amsterdam a Central Economic Development Committee, the Chairman of which is the Professor of

Economics of the University of Amsterdam, The members of the Committee comprise a wide cross section of directors of city commercial and government interests. The Deputy Director of the Bureau of Statistics (Mr. Venekamp) is the Chairman of the Working Sub-Committee of the Central Economic Development Committee.

The Bureau, in my opinion, is a vital pivot in the social and economic life of Amsterdam and in principle should be emulated by other large cities to present a completely integrated statistical history.

I have arranged to have supplied to me as soon as it is printed, a volume incorporating the work of the Bureau to indicate the detailed extent of its activities and the most recent statistics relating to the City's affairs.

10.

THE INTERNATIONAL UNION OF LOCAL AUTHORITIES:

Whilst in Holland, the opportunity was taken to visit the office of the International Union of Local Authorities at Paleistraat 5, The Hague.

This Union originated in 1913, when the Belgian Union of Municipalities convened an International Congress of Towns at Ghent. This action met with a most favourable response and demonstrated the desire for contact between local authorities.

At the Congress it was unanimously decided to found an International Union of Local Authorities with headquarters at Brussels. With the outbreak of World War 1, activities of the Union were suspended. Upon cessation of hostilities, however, development of the Union continued and in 1924, the first important Congress was held at Amsterdam. By 1935, 32 national unions belonging to 22 countries were affiliated,

The incidence of World War II temporarily checked the growth of the Union as the functions of the Secretariat at Brussels were stopped by order of the German occupation authorities. Directly after the war, the Union was reformed and a full scale congress was held in Paris and since that time, a congress has been held every two years.

In September 1948, it was decided to transfer the Secretariat of the Union from Brussels to The Hague.

The 12th Congress held in Rome in September, 1955, had an attendance of over 1,000 persons.

At present, the Union has members in 36 countries including, besides 16 European countries; Canada, Egypt, India, Iran, Israel, Japan, The Netherlands, Antilles, South Africa, the Sudan, Thailand, the United States of America, Ghana, Malaya, Jamaica,

Australia is not a member.

The aims of the International Union of Local Authorities are:-

- (a) To promote local autonomy;
- (b) To contribute to the improvement of local administration;
- (c) To study questions concerning the life and activities of local authorities and the welfare of the citizens.
- (d) To promote the idea of the participation of the population in civic affairs.

Membership of the International Union is of three types:-

1. Active Members (Associations of Local Authorities and individual Local Authorities);
2. Adherent members (Associations concerned with local government and private persons interested in local government.
3. Extraordinary members (Superior Authorities).

The International Union of Local Authorities represents and reaches, especially through its federated structure, a considerable part of local authorities and local government experts all over the world.

In addition to the aims of the Union, as previously recorded, its functions include:-

1. The periodic organisation of international congresses;
2. The establishment and development of international municipal relationships.
3. The maintenance of a permanent office for study and distribution of information in the field of local government.
4. The publication of a quarterly review of other periodicals and of reports such as:-
  - (a) The magazine "IULA Quarterly". This journal contains, besides leading articles on general municipal problems, items on the activities of the National Associations of local authorities and information on municipal affairs in various countries.
  - (b) The news sheet "IULA Information" at various intervals.

Both publications appear in English, French and German.

In addition, IULA publishes reports for the main subjects of IULA Congresses as well as the congress proceedings.

Because of its extensive library facilities and wide contacts, IULA is in a position to provide authentic information on matters raised by its members.

During my study tour in England, I was advised by Dr. Marshall, City Treasurer of Coventry, to obtain a copy of the reports prepared for the IULA 1955 Rome Conference on "Local Government Finance and its importance for Local Autonomy". Whilst at IULA Headquarters, I obtained that publication which is a very extensive compilation of financial systems in 24 countries which are of considerable interest.

I have also perused other publications including the journals referred to, and I am of the opinion that Australia is the poorer for not enjoying membership of and sponsoring the activities of the Union.

Membership rates are as follow:-

- |                                  |  |
|----------------------------------|--|
| Active Members:                  | Union of towns or individual towns -<br>560 Swiss Francs (£A56) per million<br>inhabitants per year, with a<br>minimum of 125 Swiss Francs<br>(£A12.5) per year. |
| <i>File City Council 12/109.</i> |  |
| Adherent Members:                | (a) Scientific or other Associations<br>concerned with Local Government -<br>150 Swiss Francs (£A15) per year<br>as a minimum.                                   |
|                                  | (b) Private persons interested in the<br>activities of local authorities -<br>45 Swiss Francs (£A4.5) per year.  |

UNION OF NETHERLANDS MUNICIPALITIES.

With headquarters situated at Paleistraat 5, The Hague, this Union is in principle, similar to the Local Government and Shires Associations of New South Wales or the Association of Municipal Corporations, England. It is a Union composed of membership by the whole of the 998 Municipalities at present in existence in the Netherlands.

It has certain features which I think are worthy of mention in the field of specialised tasks. For these specialised functions it has been instrumental in setting up the following sections and bureaux:-

1. The Central Bureau for Verification and Financial Advice.
2. The Records Management Office (for Municipal Filing Systems).
3. The Bureau for Modern Personnel Management.
4. The Central Purchasing Office.
5. The Publishing Department.
6. The Bureau for Technical Advice of the Union of Netherlands Municipalities.

The following brief comments are submitted in respect of the above:-

1. The Central Bureau for Verification and Financial Advice with a staff of 230 persons carries out the audit of the municipalities on a charge basis.
2. The Records Management Office. Great emphasis is placed on documentation and for the past 30 years the Records Management Office has been building up a uniform basis for the filing of documents which has been adopted by almost all of the 998 municipalities in Holland. The system is also used with growing popularity in the provinces and government departments.

The system is founded on Part 3 of the Universal Decimal Classification evolved by Dewey of America. Part 3 covers the fields of Social Sciences and Law. It is further elaborated under item 35 - Public Administration.

A master code is kept by the staff of the Union of the Netherlands Municipalities and the office of the Union circulate additions or amendments for insertion in the Code books held by each municipality when necessary. The code is not otherwise altered by any of the municipalities.

The Union conducts classes for students in the use of this documentation system; the present number attending being 400. In addition, the Union has inspectors who visit the Municipalities to assist in the implementation of the system and thus ensure complete uniformity.

The net result of all of this is that all municipalities have efficient and uniform filing systems.

The system has been copyrighted or patented by the Union, but I have applied for a copy of the Code for study purposes and it may well be something which could be utilised to advantage in council offices in New South Wales.

The Amsterdam City Council has instituted the system and it should be kept in mind that this Council is carrying on more services to test the capacity of the scheme than are ever likely to be encountered by a local authority in New South Wales.

3. Originally founded by the Union, the Netherlands Institute of Administrative Sciences has the task, inter alia, of arranging courses and study groups for the training and qualification of administrative personnel in the municipalities. It also conducts courses on personnel management.

Examinations for qualification in the fields of municipal administration and municipal finance are conducted by Boards of the Union for Municipal Interests. The latter Union comprises Burgomasters, Town Clerks and other senior administrative officers.

4. The Central Purchasing Office of the Union arranges the supply of office machines, equipment, stationery, etc. for all branches of the Municipal Service at the lowest possible prices.
5. The Publishing Department of the Union is equipped to print books, brochures, circulars and any other type of publication required by the Union.
6. The Bureau for Technical Advice is an independent institution that is allied to the Union by a special contract. This Bureau is retained for the purpose of advising Municipalities and prepares plans for sewage disposal projects, construction of roads and bridges, port improvements and development, gas and electricity supply. Depending upon the extent and nature of the advice, a fee is to be paid by the municipality.

The Union of the Netherlands Municipalities has the customary Committee of Direction or Executive and holds an annual Convention. It supplies advice to the Municipalities in respect of general and legal matters.

As will be seen, the Union has initiated projects and carries out functions of a very comprehensive character. I gained the impression that it is a very strong force in Holland; has the confidence and goodwill of the Government, and is freely consulted by the Ministries on all items appertaining to the functions of the municipalities.

INTERNATIONAL HORTICULTURAL EXHIBITION - "THE FLORIADE" -  
HELD IN ROTTERDAM IN 1960 - "THE EUROMAST".

This International Horticultural Exhibition - Rotterdam 1960 "Floriade" was held from March 25 to September 25, 1960.

It has for its theme - "From Seed to Strength".

"Floriade" shows the full growing process of plant, flower and fruit from the smallest seed germ to the perfection of flower and tree.

The Exhibition grounds cover an area exceeding one hundred acres, containing unforgettable vistas of trees, flowers, lawns and fountains.

The pavilions and glass houses contain magnificent arrangements of growing flowers, trees and fruits. The grounds feature modern sculpture from all parts of the world.

Floriade is designed to present the three seasons of spring, summer and autumn - a magnificent concept presented by:-

The Netherlands Horticultural Council, incorporating

- The Central Bureau of Horticultural Auctions in the Netherlands,
- The Dutch Fruit Growers' Association,
- The Royal General Bulbgrowers' Society,
- The Dutch Flower Growers' Society,
- The General Union of Tree Nurserymen,
- The Association for the culture of and the trade in garden and flower seeds,

The Royal Netherlands Society for Horticulture and Botany,  
 and  
 The Council of the City of Rotterdam.

I can only hope that my limited prowess in colour photography had a "day out" on the occasion of my visit to Floriade so that I may be in a position to present views of the exhibition. I took the opportunity of purchasing a programme which can be made available to any interested person or organisation.

"Euromast" is the name given to a huge observation tower which has been constructed and recently opened on the fringe of the exhibition grounds.

The Town Clerk of Rotterdam informed me that after his Council declined to proceed with his suggestion to erect the Euromast, private enterprise quickly took up the idea and erected the structure and opened it in conjunction with the Floriade.

Euromast is 400 feet high and two lifts convey sightseers from ground level to the observation platforms in less than 30 seconds. The only complaint I had was the time taken in the queue because of the huge number of people attracted by the structure.

The observation platforms overlooking the city and port of Rotterdam and the residential areas and exhibition grounds will accommodate 900 people. Entry to the Euromast lifts costs fl.50 which is equivalent to 3/9 Aust. The "Crow's Nest" at the top of the tower house three restaurants which will seat 300 persons.

A structure of this character, minus the restaurants, was erected at Blackpool, England, in 1890 by the Tower Company of Blackpool and business is still booming. Reference will be made to and details given of this structure in the section of my report dealing with tourism.

THE NETHERLANDS CENTRAL (ECONOMIC) PLANNING BUREAU.

Consequent upon the second world war, the Netherlands Government saw the need of an economic and research organisation to advise it on the co-ordination of its economic, social and financial policy.

The Act of 1947 constituted the Central Planning Bureau under the Minister for Economic Affairs. This Bureau is additional to the Central Bureau of Statistics.

Effecting liaison through Professor C.C. Renwick of the University of New South Wales, Newcastle, I availed myself of the opportunity of visiting the Bureau at Van Stolkweg 14, The Hague.

The Bureau is in delightful surroundings in the charming old-world city of The Hague and the staff of approximately 100 comprising in the main personnel trained in the fields of economics and statistics are engaged on research, inter alia, in the following fields:-

1. Structural Problems.

This division concerning itself primarily with long-term research comprises the following sections:-

General Structural problems,  
Market analysis and trade cycles,  
Socio-cultural problems,  
International trade and organisations,  
Income and property problems.

2. Short Term Planning.

The task of this division is to prepare annual plans and render advice on problems requiring a decision at short notice. It comprises:-

General Section,  
National Budget,  
Consumption and Investments,  
Labour prices and wages,  
Monetary Section.

3. Branches of Industry.

This division consists of technical experts in the various branches of industry and is divided into the following sections:-

General Section,  
Manufacturing Industry,  
Agriculture,  
Other branches of industry.

The 1947 Act which constituted the Bureau made provision for a Central Planning Committee which serves the Minister for Economic Affairs and the Management Board of the Central Planning Bureau as an advisory body regarding the activities of the bureau.

I have already mentioned that Holland occupies an area of 12,850 square miles. It is situated in a vital part of Europe and Rotterdam, its chief port, ranks second to New York in world importance. The importance of Rotterdam as a port is due to the fact that there is a tide variation of only about 5 feet and is accessible from the North Sea at all times without the use of locks. It handles over 20,000 ocean-going ships per year and over 200,000 Rhine and inland vessels to and from all parts of Europe.

Holland has little by way of natural resources. It is virtually a large processing factory; importing raw materials and exporting manufactured articles. The Dutch take pleasure in quoting a statement made by a Frenchman - "God created the world with the exception of Holland which was created by the Dutchmen themselves".

They are tremendously proud of their technical skill, their factories and their importance in world leadership in many fields.

Consequently, it is imperative, and the Government has seen to it in good time, that it must have the very best up-to-date advice on research and economics to survive in the highly competitive business and manufacturing world.

From officers of the Central Planning Bureau I obtained a good deal of information on the Central Government/Municipal relationships on the financial plane. Although the Bureau is not a policy-making body, it is obvious that it will wield considerable weight when the general review of the financial relationship between Government and Local Authorities is effected.

VISIT TO PHILIPS ELECTRICAL INDUSTRIES, EINDHOVEN,  
(HOLLAND) AND TURNHOUT (BELGIUM).

Through the good offices of the Executive of the Electric Lamp Manufacturers' Association, Newcastle, of which Philips Electrical Industries forms a part, I was accorded the privilege of visiting the Company's huge factories at Eindhoven in Holland and Turnhout in Belgium.

Philips has 180,000 on its payrolls throughout the world, including 65,000 in Holland. Of the 65,000 employed by the Company in Holland, 38,000 are engaged in the plants at Eindhoven.

It was not possible to inspect all operations of the Company at Eindhoven in the time available, but I will make reference to the sections which I did see.

1. The hand-making of glass tubing in the same manner employed by the Phoenicians many hundreds of years ago. I naturally asked why this old system was still employed and I was told that owing to the many relatively small orders for special sizes of glass tubing it was not economical to change over to conventional means for these quantities.
2. The manufacture from waste paper etc. collected in Belgium, Germany and Holland of corrugated cardboard packaging material. The waste paper is re-pulped and made into sheets two metres wide and then corrugated. It is then covered on both sides with brown paper purchased by the Company. Philips not only meet their own requirements, but supply many other companies with corrugated cardboard including companies packaging eggs for export.
3. The machine shop in which 1,500 persons are working, including apprentices, on the manufacture of components required in the assembly of machinery to meet the company's needs. The assembly of machines is effected at one end of this shop. This machine shop occupies one open area, visible to the supervisor from one point.
4. The original building in which Philips commenced operations in 1891 at Eindhoven. Whilst the exterior retains its original appearance, the interior has been magnificently fitted out as demonstration and lecture rooms on lighting and I spent a considerable time in this section to witness many examples of lighting effects for various requirements.
5. In consequence of its size, Philips conducts its own post office within the Company's property for both external and internal transactions. In other words, the Company runs a full-scale Government post office in conjunction with its own operations.
6. The medical centre which has been established not only to treat industrial accidents, but the 43 doctors employed also treat the families of the employees free of cost.
7. The Company has within its own "City" in Eindhoven, many hundreds of houses, some built fifty years ago. They are solidly built and well maintained.

In consequence of its employment of 38,000 (including 3,000 persons transported from and back to Belgium each day) from the total population of 165,000 comprising the City of Eindhoven, the Company's influence on the progress and destiny of the City is very great.

At the Turnhout Plant, I saw sodium and mercury lamps in particular being manufactured. There have been great advances in the manufacture of these lamps in recent years which put them to the fore for street lighting use. In particular, the colour correction effected in respect of the mercury lamp has considerably enhanced its value. Mercury lamps are made from quartz-glass, which although not requiring the annealing process, but because of the hardness of the glass have presented difficulties in effectively sealing the lamp.

In another section of my report under the heading of street lighting, I will deal with the information I gathered in respect of the up-to-date methods of lighting streets. At this stage it is sufficient to indicate that at the same time as we in Newcastle, for example, are erecting fluorescent fittings on our principal highways, they are being dismantled in the progressive countries in Europe and replacements are being effected in mercury and sodium.

At Turnhout, the Company has built a special street 320 metres in length (about 350 yards) with a width of 14 metres (about 50 feet) where demonstrations in street lighting methods are given. Commencing at 9.30 one evening I was given a demonstration at this special street which involved the Company in the employment of at least 15 men including 2 technicians and considerable quantities of equipment and material for my benefit. I will refer in detail to this demonstration in my report on street lighting.

I have personally thanked the Company's representatives in Eindhoven, Turnhout, Sydney and Newcastle for making this visit possible and for the courtesy, assistance and hospitality extended. It was indeed an honour to me and a compliment to Newcastle extended by Philips Electrical Industries.

GOVERNMENT AND LOCAL GOVERNMENT  
IN SWEDEN.

---

Sweden is a Constitutional Monarchy. The power of the ruler is limited by a constitution. Like England, it is a unitary state and unlike Australia and the United States of America where federal systems of government are operative.

The two-chamber system of Parliament is practised in Sweden.

The Upper House of 150 members is elected by the members of the provincial or county councils and the councils of the six cities which have the status of county boroughs, viz:- Stockholm, Goteborg, Malmo, Norkkoping, Halsingborg, Gavle. Members are elected for 8 years. Elections are held each year to replace 1/8th of the members who retire annually.

The Lower House of 231 members is elected by universal suffrage each 4 years.

The system of proportional representation is operative and candidates for election to both houses must be at least 23 years of age.

The area of Sweden comprises 158,684 square miles of land and 14,885 square miles of water. It has a population of about 7.5 millions.

Sweden is divided into 24 counties or provinces each of which has a Crown-appointed Governor who heads an administrative board in each province.

Stockholm is not included in any of the 24 provinces as it is a county corporate with a Governor-General. The five other cities enumerated above do not come under a county council as they discharge county council services and are autonomous authorities for local government purposes.

The Civil Administration is supervised by the Government through the Departments of State, such as Justice, Foreign Affairs, Defence, Social Welfare, Education, Commerce, Finance, Agriculture, etc., The local government system comes under the jurisdiction of the Ministry of the Interior.

The actual administration is effected by central boards free from Ministerial control which is a unique feature of Swedish public administration. Cabinet Ministers do not head the central administrative boards. Each central board has its duties and authority defined by the Crown and whilst they come under the supervisory oversight of a Department of State, they are subject only to the Cabinet as a whole.

There are several state enterprises operating such services as the railways and post offices.

The Crown directive to the Governors of provinces requires him to -

"Give attention to the condition and needs of the province,  
"to seek in all things to further the prosperity of the  
"province and the welfare of the people, to keep the Crown  
"informed on all matters of importance concerning the  
"province and its peoples and to make recommendations to the  
"Crown where actions are required which are beyond his  
"authority.

In principle, this system can be compared with the Commissioners of Provinces in Holland.

The governors have supervisory duties over local authorities. They must satisfy themselves that the local authorities discharge their duties properly. Local authorities are obliged to send minutes of their proceedings to the Governor of the Province. The Governor may attend council meetings and enter into debate but he has no vote. On his staff are the chief of police for the province who controls the communal and state police in the province, the district police chiefs who also act as district prosecutors; the director of civil defence and the provincial fire inspector. His office effects registration of births, deaths and marriages and the supervision of income taxes, communal and national.

Any citizen may appeal to the governor and if not satisfied with the governor's ruling, can go to the courts in respect of any act of a local authority which he considers ultra vires.

The officers of the provincial governor are important in relation to the functional and financial operations of local authorities. His two chief officers are the provincial secretary and treasurer.

The local authorities in Sweden comprise 809 rural authorities, 94 market towns, 133 urban municipalities and 25 provinces or county communes. The rural and urban authorities and market towns are known as primary local authorities. The county communes are usually called secondary local authorities. Although numerous, the number of local authorities was considerably reduced following a review in 1952 but a further review is anticipated in the near future.

For the administration of the capital, Stockholm, there is special legislation which is materially the same as a Swedish Local Government Act which became operative on the 1st January, 1955.

If laws in respect of public health, town planning and building, police regulations or fire brigades usually applicable in the main towns are also in force in a densely populated district within a rural authority, this district is called a "municipium" and is itself responsible for the administration and finance of the work required by the laws referred to, having its own council and committee for the purpose. All matters other than those specially referred to, have to be administered by the rural authority in which the municipium is situated. The inhabitants of the municipium have to pay a special tax in addition to that which they are obliged to pay to the rural authority. There are 130 municipiums.

The 24 provinces have as their principal tasks the maintenance of hospitals for the treatment of physical diseases, district nursing, national dental service, midwifery and maternity welfare, education for agriculture, handicraft and industry. The council members of the provincial authorities are elected by those persons eligible to vote in the election of council members in the primary authorities.

The six special cities previously referred to, administer in their areas, in addition to the usual domestic functions, the duties imposed on the county communes.

The activities of local authorities include both autonomous and delegated functions, the latter being defined and regulated by special laws. The scope of the primary communes covers all local functions not included in the specific duties of the county communes.

"The local authority shall administer its own affairs" specified in the Local Government Act, confers the right on the

primary local authority to execute autonomous functions. The limits of these autonomous functions can only be determined if referred to the Supreme Administrative Court on complaints lodged about local resolutions by an inhabitant. A Council resolution may only be cancelled by the Court; it may not be materially altered, and the Court may not require the local authority to pass another. Neither municipal auditors nor a state or local authority have the right to challenge a council resolution. This is a very important aspect in Swedish local government and constitutes one of the foundations of the right of self-determination so characteristic of the system. If a resolution of a council is ultra vires, it remains valid unless a complaint is lodged and determined by legal process.

Members of local authorities are elected each four years by universal suffrage. The system of proportional representation has been in force since 1909. Members must be at least 23 years of age.

STOCKHOLM CITY COUNCIL.

The area of the City of Stockholm at present is 21,000 hectares or about 90 square miles. The population is about 800,000. It is the capital of Sweden.

There are 100 members of the City Council, as follows:-

- 29 Conservatives,
- 20 Liberals,
- 45 Social Democrats,
- 6 Communists.

From their midst the members elect a Chairman of the Council each year as well as two Vice Chairmen.

The Committees are the framework of the administrative organisation to which authority is freely delegated by the Council. In addition, the statutory committees have powers and duties prescribed by legislation with which even the Council cannot interfere.

However, only the Council may approve the annual budget, borrow money, purchase or sell land and fix the communal income tax. Therefore, the Council does not hand over financial control to its Committees.

Each Council must appoint a central committee which acts as the central board of the Council. The members of the executive board are chosen by the Council. Their number must be at least five. The actual number depends on the size and importance of the local authority. The term of office is four years, the same as the Council, but the periods do not coincide. The term of the members of the executive board begins and ends one year later than that of the councillors. This "Cabinet" exercises general authority over all the other committees, but it cannot interfere with the functions of those committees when they are acting in accordance with statutory powers. In the final analysis, however, the Committees are subject to financial control by the Council. The Central Committee also exercises the functions of the Finance Committee.

In the Stockholm City Council, the Central Committee or Central Board of Administration comprising 12 members is appointed by the Council each year. The Council also elects the Board's Chairman and Vice-Chairman. The Board meets at least once each week. The duties of this Board will be referred to later.

The Council's administration is divided into nine departments, viz:-

1. The Finance Department - Examining all financial matters appertaining to the Council; financial administration; the municipal budget and municipal taxes; trading undertakings and general administration.
2. Personnel Department - The negotiation of wages, salaries and conditions of employment with employees' representatives.
3. Real Estate and Housing Department - Ground, estate and housing policy
4. Town-building Department - Town planning, control of constructions, questions covering the streets, the sewerage, fire brigades; cemeteries, sports and

open air activity and traffic questions in general.

5. Industrial Department - The supply of water, gas and electricity, the harbours, the slaughterhouses and markets, the municipal commission for justice and police.
6. Social Welfare Department- Public assistance, child and youth welfare, unemployment affairs, questions concerning alcoholism, domestic aid cases, housewives' vacations, old-age pensions, care of mentally deficient, the institution for legal aid etc.,
7. Cultural Department - Schools and other institutions for instruction, libraries, museums and cultural matters.
8. Public Health Department - Public Health, hospitals and public dental care.
9. Greater Stockholm Department - Regional planning of Stockholm and 47 adjacent council areas.

To deal with the Council's affairs, some 42 committees are functioning in respect of the many aspects associated with the nine departments.

From among their midst the Council appoints nine commissioners for the term of four years and each commissioner heads one of the Departments referred to. Each commissioner receives at present 80,000 kroner per annum an amount in excess of a Swedish Government Cabinet Minister.

Having outlined the general functions and set-up of the Council, I will return to the Central Board of Administration referred to as the Council's "Cabinet".

It is the duty and function of the Central Board in addition to supervising the functions of all committees to receive from these Committees, the Commissioners and Officers of the Council, all matter to be placed before the Council which meets once each month. The Central Board members peruse the items for the agenda, consider it from all angles, asks for additional detail when necessary so that all known factors are placed before the Council in connection therewith.

Whilst all matter to be considered by the Council must be channelled through the Central Board, the Council may refer back to that Board or direct to a Commissioner or officer any item it wishes. However, all subsequent reports thereon to the Council must be via the Central Board.

FINANCE FOR LOCAL GOVERNMENT IN SWEDEN.

The communal law requires the preparation of an annual budget including the commune's estimated income and expenditure. The budget year coincides with the calendar year. Detailed regulations as to the arrangement and preparation of the budget are included in the communal law. A principle is worthy of special mention. It is that the commune's capital resources may not be used to meet current expenses. This principle is designed in part to protect communal property. One generation of commune members is not entitled to spend what preceding generations have amassed for the benefit of their descendants. The budget is accordingly divided into two sections, viz; a "working" or revenue budget and a capital budget in order to show more clearly any changes in the level of the wealth of the commune.

The law provides for the establishment of a "Rate Regulation Fund" which may be established in order to equalise the rate load over the years, and the "working capital fund" for keeping the communal administration supplied with incidental working capital.

The "general communal rate" on income is the major source of revenues of local authorities.

The communal rate (and the National tax) is based on income and property returns, which the citizens themselves report annually. These tax returns are scrutinised by a local taxation committee whose members are appointed jointly by the County Governor's Office and the Communes of the County.

On the basis of these returns the State (or central government) authority levies the taxes and the (communal) rates to be paid.

The communal rate is based on a flat percentage advised by the local authority concerned, whereas the National income tax percentage is progressive and is computed on a scale depending on the extent of the taxable income.

A system of "taxation at the source" has been introduced so that employers collect taxes (and rates) through deductions from wages and salaries. The taxes (and rates) are then paid to the county governor's office which then allocates to the commune six times per year in advance. At the end of the year a final adjustment is made. The local authorities receive the rates (or local income tax) free of deduction for collection charges.

With communal income tax, the point of residence of the taxpayer is of prime importance. The critical date is the 1st November and notwithstanding whether the taxpayer changes his residence after this date, the full communal rate is paid to the local authority in which he resided at the 1st November.

A special taxation office is located in Stockholm to assess taxpayers not resident in Sweden.

Companies, co-operative and like organisations are required to divide their aggregate profits when business premises are operating in more than one local authority area and just in case any temptation exists to show the incorrect proportion in areas of low communal rating, their accounts are open for inspection.

The following annual personal taxes are payable in Sweden:-

- Local Income Tax
- Local Real Estate Tax
- National Income Tax
- National Capital Assets Tax.

I will elaborate only on the local taxes.

Local Income Tax:-

Local income tax payments are allocated to the municipality, the county and the parish in which the taxpayer resides. The Swedish county is an administrative area consisting of several municipalities (or local authorities) and its principal function is the administration of the government health programme. Sweden has a State (Lutheran) Church which is also supported by taxation funds.

Income is defined as being the total of net incomes from all income sources; income from employment (which includes deferred income payments such as pensions and annuities), capital income in the form of interest and dividends, income from business activity and income from land and houses.

Capital gains derived from the sale of securities and other capital assets are classified as income according to the length of time the taxpayer has owned them. If the taxpayer has owned capital assets for:-

Less than 2 years	100%	of gain is taxable			
2 but less than 3 years	75%	" " " "	"	"	"
3 but less than 4 years	50%	" " " "	"	"	"
4 but less than 5 years	25%	" " " "	"	"	"

Capital gains on securities and other capital assets owned by a taxpayer for more than 5 years are not subject to taxation.

Capital gains derived from the sale of real estate are classified as income according to the following time ownership table. If a taxpayer has owned such properties for:-

Less than 7 years	100%	of the gain is taxable			
7 but less than 8 years	75%	" " " "	"	"	"
8 but less than 9 years	50%	" " " "	"	"	"
9 but less than 10 years	25%	" " " "	"	"	"

Capital gains derived from the sale of real estate which the taxpayer has owned for more than 10 years are not subject to taxation.

Certain general deductions may be made from the total net income from all sources. A loss suffered by one of the several sources of income is, for example, deductible from total income from all sources. Deductions may also be made of periodical contributions to dependents, of annuity and pension premiums and of life assurance premiums. For life assurance premiums, however, the maximum deductions allowed are 200 crowns for a single person and 400 crowns for a married couple.

A wife who is gainfully employed may deduct 300 crowns from her income. This rule does not apply to the wife's income from capital investments since the acquisition of such income does not require her to be absent from the home, with the extra costs which this entails.

The balance remaining after all such deductions is the taxpayer's total assessed income.

A personal or family allowance is deductible from the above described assessed income. The amount of this allowance varies according to the classification which assigns each locality to one of four different cost of living areas. Area V in which Stockholm is classified, is the highest cost-of-living area.

These allowances are:-

<u>Area</u>	<u>Allowance in Crowns for a single person.</u>	<u>Allowance in Crowns for a family.</u>
II	1230	1760
III	1290	1840
IV	1340	1920
V	1400	2000

Subtraction of the above allowances from assessed income gives the taxpayer's taxable income against which the various percentage tax rates are applied. Taxable incomes of less than 20 crowns are not subject to taxation.

Husbands and wives who have separate incomes must submit separate returns. In determining their taxable incomes the family allowance is divided equally between them.

As previously mentioned, local income tax rates are flat percentages, according to the local authority area. Because of its high taxable income incidence the percentage of 12.75 in the City of Stockholm is lower than the average for all local authority taxes. This percentage has not varied to any extent for many years.

#### Local Real Estate Tax:-

Real estate assessments of farms and forests, building sites, buildings and other fixed property are made in Sweden once every five years. Assessed value equals, in principle, the current market value of the property, but is generally somewhat lower.

The real estate tax is an annual tax based on an amount equal to  $2\frac{1}{2}\%$  of assessed value. The tax rate is always the same as the local income tax rate.

In making his local income tax return, the property owner is allowed to reduce his income derived from real estate by  $2\frac{1}{2}\%$  of the assessed value of the property. The taxpayer may thus regard the local real estate tax as an additional burden only to the extent that income from his property is less than  $2\frac{1}{2}\%$  of its assessed value.

A feature of the local income tax (communal rate) is that it is based on ability to pay and all sections of the community and not only the owners of property contribute to the funds of the local authority.

I questioned a considerable number of persons in Stockholm to get the general reaction to the system and not in one instance did I receive any adverse comment.

Apart from trading undertakings such as transport, electricity, gas, water and harbours in respect of which profits or losses are credited against or charged to general revenue, the sources of revenue are as follow:-

#### Tax Mitigation Exchequer Grants:

These are grants paid to areas with low incomes per head of population where the yield from local taxation is insufficient having regard to other sources of income to reasonably meet requirements.

#### Entertainment Tax:

The percentage varying from 15-40% depending on the type of entertainment is divided equally between the local authority and the state except the cinema tax of which the state takes  $\frac{3}{4}$  and local authority  $\frac{1}{4}$ .

**The Foreign Artist Tax:**

This varies between 10-20% of the fee and is divided equally between the state and local authority.

The local authorities collect the entertainment tax, keep their share and hand the balance over to the state. The foreign artist tax is collected by the provincial government and the shares are paid to the local authorities concerned.

**Dog Licenses:**

This tax is obligatory and the fee may be fixed between 10 and 50 crowns.

**Other Grants from Central Government:**

Certain grants particularly to the rural authorities, are paid in respect of police. The State also makes certain grants in respect of teachers' salaries, housing for primary school teachers and old people.

A most interesting feature of local authorities in Sweden is their ability to invest in business enterprises to the extent prescribed by law which generally speaking would confine this field to that of a semi-public character. Stockholm, more than any other authority has taken advantage of this provision, having acquired part ownership of fifteen joint stock companies rendering services or conducting business of a nature in which the community has a special interest. In some companies, private shareholding has no significance and the appointment of board members and executive is in the hands of the council. Examples of these companies are the Stockholm Transport Company (the underground railway system), Stockholm Leasehold Company, Stockholm Homes Company, Swedish Housing Company (real estate and housing). One of the most modern hotels in Sweden "The Malmen" where I stayed whilst in Stockholm was constructed by the Council (by a special company) Municipal Holds Limited. It was opened in 1951 and cost about 7.5 million crowns. It has 288 rooms with 450 beds and is really a well-run modern hotel with a reasonable tariff. The hotel is run by a special board to which the Council appoints the members. As an example of the planning work effected in the city to which I will refer later, the hotel was erected over an underground railway station which provides excellent facilities to guests to reach the city centre.

TOWN PLANNING IN STOCKHOLM AND CITY DEVELOPMENT.

Whilst in Stockholm I was fortunate enough to be in a position to attend a lecture on Town Planning at the City Hall at which representatives from England, United States of America, Canada and France were also present.

The changing economy of Sweden as indicated elsewhere in this report has placed a tremendous strain on the facilities of the city particularly on housing and the road systems, in the City's area of 21,000 hectares (about 90 square miles). The improvements made in both of these directions over recent years are apparent, but even so, it is said that 100,000 people in the city out of a total population of 800,000 are in need of better accommodation and many further improvements are necessary and being effected in respect of traffic flow.

Stockholm is a very ancient city originally founded on a relatively small island. Subsequent development occurred north and south of this island and in 1860 the City began to develop rapidly because of the importance of the port and growing industrialisation.

In 1900, the Council began acquiring the farm lands on the outskirts of the city and ultimately owned 90% of the land outside the old toll gates and this factor assures tremendous importance on to-day's planning.

In 1920, the Council arranged an international competition for a Stockholm Town Plan (City Centre) but found the many entries deficient in varying respects.

In 1912, the Council commenced acquiring land in the city centre and had enough to construct part of the underground railway system when this became necessary, but not sufficient to re-develop the city centre. At the present time, however, the Council in conjunction with private development companies is effecting this redevelopment initially in the construction of five "skyscrapers" to replace former old buildings. These five structures and ancillary buildings will constitute most modern development and I had the opportunity of inspecting the two 18 storey blocks already completed and the adjacent pedestrian street shopping and facility centres.

A feature of this re-development is the attention given to the delivery and handling of goods to shops and parking facilities for cars and other vehicles.

The Council, consistent with legislation in New South Wales, has power to require the provision of parking space in or around new buildings. As is well known, the exercise of this power could lead to difficulties in that access and egress into the parking spaces across footpaths and entry into busy streets could tend to cause congestion. The Stockholm Council, therefore, is making every endeavour to avoid this situation by the provision of parking space under buildings on a joint or co-operative basis so that one common area under several buildings is provided in order that a minimum of inlets and outlets are provided. This of course gives flexibility also in that a parking "pool" is established rather than several independent areas. I saw an example of this in private development where three new buildings had been dealt with in this manner.

The comprehensive re-development of the city centre now in progress affords a striking example of the efficient handling of goods and parking. Beneath the five buildings will be an area of three floors. The first floor below ground level will provide space for loading and unloading vehicles, cold storage and bulk storage of goods for easy handling into the retail shops which have

been provided partly under and above ground level, access being gained by escalators from the pedestrian shopping streets. The two bottom floors are used for parking, the capacity of which will be 100 spaces on each floor under each building; a total of 1,000 spaces. Facilities for car washing, servicing and hiring are included.

There are three levels of town planning activity in and around Stockholm.

The Regional Planning Committee including Stockholm and 47 other Council areas (Greater Stockholm - "Summer") covers about 6,500 square miles and is concerned with overall planning of major roads, railways, water, sewerage, etc. The Chairman of this Committee is appointed by the Government and representation is on the basis of 1 member per 25,000 inhabitants in each local authority area. Its costs are met  $\frac{1}{2}$  by the Government,  $\frac{1}{4}$  by Stockholm City Council and the balance by the other local authorities on the basis of local income tax received.

The second Committee comprises Stockholm and 17 adjoining local government areas (Greater Stockholm - "Winter"). This Committee is concerned with the semi-detailed planning of the area and its costs are met  $\frac{1}{3}$  by Stockholm and the balance by the other local authorities. Its membership comprises representatives of planning committees from the respective authorities.

Planning in the City of Stockholm has been centred on the underground railway system which now has a length (under and over land) of some 52 miles. The principle adopted is to place stations along this line at appropriate intervals as a nucleus of satellite towns. The principle may be likened to beads on a string, but separated to appropriate centres. Monocentric is being converted into polocentric planning.

There is a flat-block tradition in Stockholm and at the present time 80% of the inhabitants are housed in this fashion and detailed planning which commenced in 1945 and resulted in an approved master plan in 1952 has proceeded on this principle.

Around each underground railway station, shopping and communal facilities are provided with adequate parking facilities. Flat development is effected for a radius of 500 metres from the station generally comprising three storeys to avoid lifts and from 500-900 metres, urban development is effected. Development of this character envisages communities of up to 15,000 inhabitants.

Each shopping centre is of the pedestrian street type. Loading and unloading of goods for the shops is not effected on ground level. Instead, there are two floors beneath ground level. The basement is used for manoeuvring, loading, and unloading vehicles. The goods in bulk are then elevated to the sub-basement where they are inspected and subsequently further elevated to ground level for retail selling. This is indeed a tidy, efficient and businesslike arrangement.

A striking example of a satellite city which has become a central area for a group of smaller developments is Vällingby and the following is a quotation from a brief description of this centre given by the Council:-

"Housing area, 15 km north west of Stockholm city, grouped along  
 "a suburban railway around a major centre with some 100 shops,  
 "stores, restaurant, theatre, church, cinemas, social institutions,  
 "civic centre, secondary and high school, indoor swimming pool,  
 "sport hall, offices and services, all to serve some 90,000  
 "people within a distance of 4 km. With Vällingby in the centre,  
 "the suburbs Blackeberg, Racksta, Vällingby, Hasselby, Gard and

"Hasselby Strand with their 60,000 inhabitants are grouped  
"around the 2,000,000 m<sup>2</sup> recreation area of Grimsta, bordering  
"the lake of Malaren. Each suburb has its local centre and is  
"divided into neighbourhood units with 2,000-4,000 inhabitants,  
"which units are in turn grouped around smaller centres with  
"adjoining playgrounds. The buildings within a distance of less  
"than 500 m from the station consist of flat blocks, 85% of which  
"are built with three storeys. From 500 to 900 m from the station  
"are houses of different types. Some 2,000 people are occupied  
"in trade and transport. In industry there are some 4,000 jobs  
"and hospitals, schools, offices, etc., will provide another  
"4,000. Cycle and pedestrian traffic is separated from all  
"other traffic. The schools can take some 800 pupils each and  
"have sportsgrounds in close proximity. Travelling time up to  
"the city is 24 minutes. It is assumed that every fifth  
"inhabitant will have a car."

UNION OF SWEDISH TOWNS.

Whilst in Stockholm, arrangements were made for me to have a discussion with Mr. Romson, of the Secretariat of the Union of Swedish Towns.

This organisation is set up on lines similar to the Local Government Association of New South Wales, but in its activities it is more comparable with the Union of Netherlands Municipalities.

In addition to safeguarding the interests of its members and effecting close liaison with the Central Government on all matters affecting local authorities it actively:-

Conducts a school at a town near Stockholm at which the members and staff of councils are lectured on local government subjects.

Gives advice on financial matters and financial control to local authorities.

Conducts an organisation and management team and works study method group for general advice and benefit to members.

GOVERNMENT AND LOCAL GOVERNMENT  
IN THE UNITED STATES OF AMERICA.

The United States of America is a Federal Union of fifty states and the District of Columbia, the centre of Government. This system of the Federal type is similar to that operating in Australia.

The National Government consists of a House of Representatives and a Senate. These two chambers comprise Congress. The 437 Representatives are elected from congressional districts into which States are divided having regard to population. The 100 Senators are elected equally by the fifty states. Representatives are elected for a term of two years; senators for 6 years, one third of the latter retiring each two years.

The National Government is founded on a Constitution which specifically prescribes its structure, rights and authority. The residual functions not delegated to Congress are retained by the States.

Under the Constitution the powers of the National Government are divided into three sections:-

- |                |                                   |
|----------------|-----------------------------------|
| 1. Executive   | Headed by the President,          |
| 2. Legislative | Includes both Houses of Congress, |
| 3. Judicial    | Headed by the Supreme Court.      |

The powers and duties of each section are defined by the Constitution. The Constitution, inter alia, gives Congress authority to make all laws necessary and proper for the common defence and general welfare of the nation. The Supreme Court may rule invalid any legislation beyond the scope of the Constitution.

The President of the United States is chosen in a national election for a four-year term and may be re-elected for a second term. The President may veto legislation passed by Congress, but by a two-thirds majority vote, Congress may overrule the Presidential veto.

Representatives and Senators are also elected to the parliaments of each State with minor exceptions.

States are divided into Local Governments consisting of counties, cities, townships, towns and villages. There are special purpose districts for schools and public utilities and for purposes such as hospitals and public health. All land in the United States except the District of Columbia (Federal Territory) is within the boundaries of some state government and a subordinate county government. However, the local governmental areas into which a county is divided are not necessarily subordinate to the county, for a city may have equal powers.

Local governments derive their authority or powers from the State Governments. The National Government passes little legislation directly affecting local government, but this will be referred to later in more detail.

The State Governments have direct legal control over the counties which act as agencies of the State to implement state laws. The State Governments dictate what revenue sources, powers and officers the county may utilise. Only a few counties have "home rule" to afford them certain discretion in administrative and other powers.

As mentioned in my report on the City of Bridgeport, Connecticut, the six New England States generally restrict the powers of the counties to minor functions, and towns are co-ordinate with the cities.

In some other states, the township is a subdivision of the county and performs minor functions such as local highways and welfare.

The incorporated cities, for administrative purposes, are independent of the counties in which they are situated.

#### FORMS OF LOCAL GOVERNMENT ADMINISTRATION.

In the United States of America there are three principal types of city government, viz:-

	<u>Incidence</u>
1. The Mayor - Council System	50%
2. Council Manager System, and	38%
3. The Commission System	12%.

In formulating my itinerary, I arranged to visit councils having each form of city administration, and a description will be given under the headings of those councils in general terms.

There has been a recent, although as far as I can ascertain, not a significant trend for the "strong" mayors to appoint what is termed an "Administrative Assistant" somewhat in keeping with the principle of the Council-Manager, the two principal differences, as I see them, being:-

1. The Council-Manager would normally be more appropriately trained by qualification and experience.
2. The Council-Manager would normally be non-partisan, whereas the Administrative Assistant would in all probability be of the same political affiliation as the Mayor.

#### FUNCTIONS AND TAXING POWERS.

The National Government levies and collects, inter alia, for its own purposes, a national tax on income and profits as well as many other forms of taxes and though its Federal agencies channels some of those funds to States and Local Authorities for purposes such as highway construction, urban renewal, airport development etc. on a cost sharing basis. There is a growing tendency for direct approaches to be made by specific councils to the National Government for joint participation in projects of urban renewal, airport construction and housing, and remedial action in respect of stream pollution to mention a few items, and it would appear that this trend will continue as the nation grows and problems flow across city and state boundaries.

Excluding Hawaii and Alaska from the area of the United States, the remaining 48 States of America in aggregate approximately equals the area of the Australian continent which is divided into six states. Therefore, on an average, the areas of the 48 states referred to are one eighth the size of the average of the Australian states.

Because of size, environmental factors, population etc., the Government of each State in America generally speaking has conferred varying powers and extent of powers on local authorities. I think it is reasonable to state that the charters granted to cities would generally include powers and responsibilities in proportion to the population and capacity of those cities to govern themselves, but on the other hand, this statement requires qualification to the extent that the delegation is entirely in the hands of the states as local governments are the "creatures of the states".

Because of the diversity existing, it is not possible to present a submission to show any great uniformity in functions and tax raising activities of the states and local authorities.

Literally the principle of "catch as catch can" applies everywhere and in many instances, national, state and city governments are in the same fields of taxation.

To attempt a precise statement of taxation fields by the various authorities - national, state, county, city, school districts etc. - would consume considerable time and paper and could be utterly confusing. It is my purpose rather, to set out the types of taxes availed of to demonstrate the diversity of these fields, excluding normal service charges, and also to draw attention to any special items which I consider are significant from the point of view of further study in New South Wales.

A statement by Dr. Charles Lee Decker at the 1952 American Municipal Congress in Los Angeles sums up very tidily, the situation which I found to be world-wide. It is:-

"The drive for new sources of municipal revenue,  
 "spurred by the current need for additional funds  
 "comes at a time when property tax collections are  
 "at record levels. Present needs for additional revenue  
 "stem from inflation, increased demand for more and better  
 "government services, the high standard of living, the  
 "backlag of needed public works accumulated during the war,  
 "and legislation compelling cities to engage in activities  
 "without providing the necessary revenue. The continuing  
 "trend towards suburban living is another reason why  
 "municipalities must seek additional revenue. The growing  
 "suburban population increases expenditures of the central  
 "city, while the main growth of taxable resources occurs  
 "outside the city limits. State legislators are realising  
 "that the property tax, which for so many years expanded to  
 "keep pace with increasing revenue needs, has lost its  
 "elasticity because of limitations, exemptions and  
 "inflexible assessments."

The American Municipal Association contends that many of the problems of municipal revenue arise from the fact that the city is an inadequate tax jurisdiction. For purely technical, administrative and economic reasons, the state is a superior money-raising unit. The Association considers that increases in State grant-in-aid or tax sharing programmes offer alternative solutions to the municipal revenue problems.

The principal sources of revenue to city governments in the United States are:-

#### Property Tax.

This remains the principal source of tax revenue to city governments but is declining. As will be seen in my reports on the cities of Bridgeport (Conn.) and Pittsburgh (Pa.) the tax millage is imposed on varying bases. Whereas Bridgeport's millage is constant on 70% of the value of the land and buildings combined, Pittsburgh City Council considers that land is the more proper base for taxation and levies twice the millage on land as compared with the improvements on the land. This diversity extends into other cities to varying degrees.

There is a growing interest in the United States of the system of site valuation taxing adopted almost universally in Australia and New Zealand.

In the August, 1960, edition of "House and Home" published by Time Incorporated, a great deal of prominence is given to the site valuation tax base and reference is made to the fact that this subject is more extensively dealt with by the International Research Committee on

Real Estate Taxation in a special 50 page report published by Harper (§3) entitled

"MUNICIPAL IMPROVEMENT AND FINANCE AS  
"AFFECTED BY THE UNTAXING OF IMPROVEMENTS  
"AND THE TAXATION OF LAND VALUES".

#### Non Property Taxes.

The incidence of non-property taxation in the United States has been accelerated since World War II, the two principal being municipal income and sales/commodity taxes. It will be noted in my comments on the City of Dayton that the voters levied a municipal income tax on themselves, commuters and businesses, rather than increase the property tax. This has been done in many other cities as well.

Most non property taxes are consumption taxes payable indirectly in small frequent amounts and have a wide incidence as compared with the static property tax base. However, some non property taxes are said to be regressive. The low-income earner pays a relatively higher percentage than a high-income earner. However, this argument could just as easily be applied in relation to property taxation. The important point about non-property taxation is that it distributes the financial burden onto more shoulders. Because of the incidence of non-property taxes the percentage of yield of property tax to total revenue has declined from 60% in 1946 to 47% in 1958.

#### Municipal Income Tax.

As an example of the application of this tax, I have set out in fair detail, its incidence in the City of Dayton. This form of taxation was first introduced in Philadelphia in 1945. As at December, 1959, 677 local governments were imposing this tax; 90% of whom were in Pennsylvania.

Unlike the Swedish local income tax which is subject to certain deductions from earned income before the tax percentage is applied, the municipal income tax in the United States is a percentage on gross earned income.

#### Sales Tax.

This has a wide application and as at February, 1960, was in force in 1638 cities principally in Illinois and California. Sales tax is also very often used by the State Governments and to facilitate administration, the city sales tax is "tacked onto" the amount of the State percentage, collected by the State and remitted to the city council.

#### Amusement and Admission Taxes.

This tax is still widespread but its yield has been very much reduced by the advent of television. My guess is that if it can be subsequently applied to paid television or "Feevey" it will become lucrative once more.

#### Cigarette and Liquor Taxes.

This tax is not widespread but where it is applied, the yields are satisfactory and the system works best where it is administered by the State and the appropriate proportions paid over to the cities.

#### Gasoline Taxes.

The customary Federal and State gasoline tax rates are 4 and 5 cents per gallon respectively; a total of 9 cents per gallon. In Ohio for example the Federal tax is 6 cents making a total of 11 cents; the additional two cents being applied to special highway work in that state. Manoeuvring space for cities is, therefore, relatively small, but cities aggregating between 250 and 300 in five states superimpose a gasoline tax.

Motor Vehicle Taxes.

Are levied in some ten states by city councils in addition to the state tax. The city usually bases the tax on flat rate per vehicle; horsepower; or weight.

Business License Taxes.

Also known as mercantile taxes; examples of these taxes are given in my notes relating to the specific councils visited.

Deed Transfer Taxes.

This is applied in three states and is an ad valorem tax of about 1% on the market value of the property. It is paid by the purchaser.

Hotel Room Occupancy Tax.

Is levied principally in New York State, and is a tax reaching non-residents.

Poll Taxes.

Not in great use. I have referred to the use of this tax in Pittsburgh for school purposes.

URBAN RENEWAL (CITY REDEVELOPMENT).

The fundamental concept of the American way of life appears to be freedom from restraint and democracy at any price. Whilst this concept is commendable in many respects, I gained the impression that the orderly co-ordination and guided development and planning for the future was suffering because of this. I found the Americans with whom I came in contact to be friendly, co-operative, likeable and relatively easy-going; but very jealous to retain their full democratic rights and full freedom to govern themselves, particularly on a city level by the incorporation of safeguards in their charters to recall elected members and to vote on bond issues and many other matters. With the utmost respect, I feel that too much freedom of action is retained by the citizens for their own good, but on the other hand there is evidence of the voters imposing municipal income taxes upon themselves, but perhaps this was the "lesser of two evils".

In the planning field, there is no obligation for cities to prepare planning schemes. Consequently, a relatively loosely knit system of planning exists on a city and regional basis primarily designed to fit in with federal, state and county highway patterns. However, there are inducements in other directions to influence cities to prepare planning schemes, one of which relates to urban redevelopment or renewal.

Here is an instance where direct relationships have been established between federal and city governments in consequence of the national desire to improve the cities on a standard national policy which apparently was not considered practicable or possible on a state government level.

To qualify for federal financial assistance in respect of urban renewal, a city must have a programme of urban renewal of a workable and acceptable character integrated into a planning scheme. Details of the federal requirements and financial aspects are contained in the Housing Act of 1954. The aim of this Act is to prevent, correct and remove blight and deterioration for a workable city planning scheme. Urban renewal projects were to include conservation and rehabilitation projects as well as clearance and redevelopment.

To give some indication of the extent of the incidence of these schemes, 51 projects of slum clearance and urban renewal were approved in 1959 bringing the total of federally assisted projects at the end of that year to 699. These projects are located in 417 different communities.

To be eligible for federal aid, a community is required to survey its total problems and draw up its own blueprint for effective action in the form of a "workable programme" which is then submitted to the Housing and Home Finance Administrator for approval. The workable programmes must contain commitments from the community to attain the following seven objectives:-

1. Adequate local code and ordinances, effectively enforced;
2. A comprehensive plan for the development of the community;
3. Analysis of blighted neighbourhoods to determine treatment needed;
4. Adequate administrative organisation to carry out urban renewal programmes;
5. Ability to meet financial requirements;
6. Responsibility for rehousing adequately families displaced by urban renewal;
7. Citizen participation.

The principal form of financial assistance provided by the Federal Government for urban renewal is as follows:-

Cost of acquisition of land and buildings in slum or blighted areas .. ..	_____
Cost of demolition and removal of buildings from the land .. .. .	_____
	Total
Deduct approved value of cleared land for either housing, industry, commerce or other purpose as the case may be .. .. .	_____
Net deficiency, if any, shared by:	
Federal Government	2/3rds.
City Government	1/3rd.

The effect of this scheme is obvious to all who have visited American cities where it is in force.

Hence, whilst it is not compulsory for cities in the United States to prepare and implement planning schemes, it is considered that much more is being achieved in actual fact by this federal/city co-operation than in those countries or states where planning is compulsory and its implementation or initiative is at the cost of the local authority alone.

If it were possible to arrange such a scheme in New South Wales, even though appreciating fully the operations of the Housing Commission, I can visualise even in my own city of Newcastle what a transformation could be effected by way of clearance of blighted areas and the orderly development of areas zoned for specific purposes in the City Planning Scheme.

I am firmly of the opinion that planning legislation in New South Wales would be of a much more practical nature if the following provisions were incorporated:-

1. A programme map or stage implementation scheme similar to that provided in English Town Planning legislation.
2. A scheme of financial assistance along the lines practised by Federal and City Governments in the United States of America.

#### LOANS RAISED BY STATE AND LOCAL INSTRUMENTALITIES IN THE UNITED STATES OF AMERICA.

It was of considerable interest to learn that the Federal Government does not tax interest earned on state and local authority bonds and securities. Consequently loans may be negotiated by those instrumentalities at a considerably reduced rate of interest. This concession has the following results:-

1. The bonds are sought by persons or corporations whose rates of income tax are high to provide a form of satisfactory investment yield.
2. A considerable saving (about one-half) in actual interest payments is effected by the borrowing authorities with the result that development is encouraged.

CITY AIRPORT DEVELOPMENT IN THE UNITED STATES OF AMERICA.

Tremendous development in the provision of modern airports has occurred and is currently being implemented in the United States and in cases where the city government is the developing authority, a federal grant of 50% of the total cost of an approved project is made.

In the City of Dayton, for example, which has a very good airport and terminal buildings by conventional standards, a scheme of modernisation is in progress including, inter alia, the erection of new terminal buildings, control tower at an estimated cost of \$4,000,000; one half of which is being met by the Federal Government.

GENERAL: Although the pattern of local government varies from state to state in the United States, there exists a very strong principle throughout in respect of the encouragement of private enterprise. It is not customary for government and local government to compete with private enterprise. This principle is carried to an extent in many areas which almost precludes the formation of any council construction forces in consequence of the necessity of local authorities by law to call public tenders above relatively low estimated job costs.

Despite the hugh highway and other improvement programmes carried out in the United States it is generally agreed in informed circles that the facilities provided and being provided are not sufficient to meet current demands in many respects.

In several cities which I visited it was not unusual to be informed that municipal facilities were in many cases lacking in standard or non-existent.

I was surprised to learn also that many cities lacked adequate hotel accommodation of a good standard. However, I found this to be a world-wide deficiency which will probably be with us for all time.

THE CITY OF PITTSBURGH,  
PENNSYLVANIA, U.S.A.

MAYOR - COUNCIL.

The City of Pittsburgh with a population of some 677,000 within its municipal limits is the core of one of the eleven great concentrations of urban development in the United States. Only New York, Chicago, Los Angeles, Detroit, Boston and Philadelphia are larger population centres. Metropolitan Pittsburgh with a population of about 2.25 millions may be compared in this respect with Metropolitan Sydney, New South Wales.

Pittsburgh is situated in Western Pennsylvania at the confluence of the Allegheny, Monongahela and Ohio Rivers. In colonial times this point of ground was recognised for its strategic importance by both the French and English. It was here the French built Fort Duquesne and held it from 1754 to 1758. In 1758 a British force captured the Fort and renamed it "Pitts Borough" in honour of the English Statesman, William Pitt, which was subsequently changed to Pittsburgh.

The city is primarily industrial being renowned for its huge iron and steel mills. However, it has other great industries giving it diversity and strength.

The City of Pittsburgh is a municipal corporation within the Allegheny County and the State of Pennsylvania. The city was first incorporated by the General Assembly in 1794 as a Borough and in 1816 as a city.

Within the State of Pennsylvania, the classification of cities as laid down by the General Assembly is as follows:-

Population	1,000,000	First Class
"	500,000-1,000,000	Second Class
"	135,000- 500,000	Second Class A
"	10,000- 135,000	Third Class

The City Charter granted by the General Assembly provides for a Mayor and not less than 5 or more than 9 council members.

In the City of Pittsburgh and in all localities in Pennsylvania elections are administered by the county under provisions of State law known as the Election Code. Voting district boundaries are fixed by the Court of Quarter Sessions and the location of voting sites is determined by the County Commissioners. The Bureau of Elections is the administrative agency of the County in charge of the preparation and distribution of ballots and voting machines, the circulation of petitions for the nomination of candidates and the validation of results. In each voting district an Election Board manages the polling place and supervises the balloting on the day of the election. The Board is elected for a two-year term by the voters of the district and comprises a Judge and two Inspectors. Each Inspector appoints a clerk so that there are actually five election officials at each polling place.

Unlike the State of Connecticut and the other five New England States referred to in my comment on the City of Bridgeport, the Counties in the State of Pennsylvania play a much more important role.

CITY ELECTIONS AND TERMS OF OFFICE.

The Mayor of the City of Pittsburgh is elected by the voters for a four-year term. He is of the "strong mayor" classification, but here again, his powers of autonomy are not as great as the Mayor of Bridgeport, because of differences in the charter delegations from the States.

There is no legal limit on the number of terms a mayor may serve. To be eligible for election he must be a citizen, at least 25 years of age, and a resident in the city for at least five years preceding his election. His present salary is \$20,000 per annum.

There are nine members on the City Council elected from the city-at-large. The term of a councilman is four years and there is no legal limit on the number of terms he may serve. Five are elected with the mayor and four two years later. Each member at present receives \$10,000 per annum salary.

Vacancies arising in council are filled by a vote of the council and the mayor, and a majority of these votes is necessary to elect. Persons so chosen fill out the unexpired portion of the terms for which they are elected.

Council elects one of its own members as President.

Among those responsible directly to the Council are the City Clerk and Budget Controller.

The City Controller is elected by the voters for a term of four years. He acts as a book-keeper, accountant & auditor and in common with most cities of the United States, the City of Pittsburgh divides between the Mayor and the Controller the responsibility of supervising the expenditure of funds appropriated by Council.

Generally speaking, appointment of Directors, Commissioners etc. made by the Mayor, must be approved by the Council before they are effective. The Mayor has power to veto resolutions of the Council, but this veto may be overruled by a two-thirds majority of the Council.

The School District of Pittsburgh is not a part of the municipal corporation. It is a separate governmental jurisdiction whose single function is the administration of the public schools. The territorial limits of the school district are the same as those of the municipal corporation but its powers flow from a separate State Act. The governing body of the School District is a non-salaried Board of Public Education composed of 15 members appointed by the Judges of the Common Pleas Court of the Allegheny County. The State law provides that the Board shall appoint the City Treasurer and the City Controller to serve as School Treasurer and School Controller. They receive a salary for these offices. The Board appoints and pays a Secretary who serves also as a Business Manager. The Board advises the Pittsburgh City Council of its financial requirements each year and the Council is charged with the duty of levying and collecting taxation for this purpose. In the City of Pittsburgh a poll tax or per capita payment of \$5 per annum is collected from each adult for education purposes.

#### COMMITTEES:

There are nine regular standing committees to accord with the number of council members. Membership of council is regarded as a full-time job and is paid accordingly. Each member is chairman of a committee which actually comprises in each instance the whole council and is directly comparable with a Board of Directors. Delegation of authority to Committees is extensive.

The Committees are:-

- |                                    |                                |
|------------------------------------|--------------------------------|
| 1. Finance                         | 6. Public Safety               |
| 2. Public Works                    | 7. Health and Sanitation       |
| 3. Public Service and Surveys      | 8. Land, Buildings and Housing |
| 4. Filtration and Water            | 9. Hearings                    |
| 5. Parks, Recreation and Libraries |                                |

FINANCES AND SOURCES OF REVENUE.

The financial administration of the Council engages a number of specialised agencies. They include the Department of the Treasurer, the Department of the Collector of Delinquent Taxes, the Office of the Solicitor for the Collection of Delinquent Taxes, the Sinking Fund Commission and the Department of the Controller.

The income of the City of Pittsburgh apart from water charges is provided by real estate, mercantile, personal property and amusement taxes and by various fees, licenses and rentals. Recent taxes levied by the city are on "earned income" ( $\frac{1}{2}\%$ ) and deed transfer fees (paid by the purchaser of property).

Real Estate tax has been and continues to be the main source of revenue.

Elsewhere in this report on local government in the United States I have drawn attention to the controls exercised over councils by charter limitations to prevent duplication or conflict in the raising of taxation revenue as between state and local government.

To again illustrate the difference between Connecticut and Pennsylvania in respect of county activities, the Allegheny County Council supplies the Pittsburgh City Council with real estate valuations.

The Pittsburgh City Council, as a policy determination, levies twice the rate of tax on land as compared with buildings, whereas Bridgeport does not differentiate. The existing "millage" is as follows:-

Land	38 mills = \$38 per \$1,000 = 3.8%.
Buildings	19 mills = \$19 per \$1,000 = 1.9%

There is no statutory limit on real estate taxes in Pittsburgh.

There is, however, a statutory limit of 1.5% or 15 mills in respect of "other taxes" shown in the comparative summary of the 1960 budget submitted below based on total valuations as under:-

Land	\$429,652,123
Buildings	<u>777,149,801</u>
Total	<u>\$1,206,801,924</u>

It will be noted in the case of Pittsburgh that no tax is levied on manufacturers by the city. Unlike the City of Bridgeport where this type of tax is levied by the council, it is reserved to the State in Pennsylvania.

At the present time, the mercantile tax is as follows:<sup>3</sup>/<sub>4</sub>  
 2 mills on retail sales per annum  
 1 mill on wholesale sales per annum.

It is of interest to note that the limit of borrowing in Pittsburgh is 7% of the value of real estate. Even so, borrowing in excess of 2% of the value of real estate must be approved by the taxpayers on a referendum.

The Council, however, has a current policy of refraining as far as possible from borrowing and is financing capital expenditure from revenue at the rate of about \$4,000,000 per annum.

The City of Pittsburgh has extensive metering and off-street parking facilities. Whilst the council guarantees the finances for these projects, a Parking Board consisting of appropriate personnel has been set up to operate these facilities.

To give some idea of the General Fund activities of the Council, I submit hereunder a summary of the 1960 budget. In the case of Pittsburgh City Council, the budget is submitted to and determined by the Council:-

COMPARATIVE SUMMARY OF REVENUE ESTIMATES AND COLLECTIONS

<u>GENERAL FUND.</u>	<u>Estimates 1960</u>	<u>Estimates 1959</u>	<u>Increase or Decrease '60 over '59.</u>
<u>REAL ESTATE TAXES:</u>			
Current year	\$28,816,700	\$27,499,443	\$1,317,257
Taxes, Prior Years Delqt.	500,000	550,000	50,000-
Former Borough and Twp. Taxes	200	1,000	800-
Housing Authority	125,000	125,000	-
Treasurer's Sales	80,000	80,000	-
TOTAL	<u>\$29,521,900</u>	<u>\$28,255,443</u>	<u>\$1,266,457</u>
<u>OTHER TAXES:</u>			
Mercantile-Current Year	2,500,000	2,800,000	300,000-
Mercantile-Prior Years, Delqt.	100,000	160,000	60,000-
Amusement-Current	1,000,000	1,000,000	-
Amusement-Prior Years, Delqt.	55,000	55,000	-
Personal Property - Current	850,000	810,000	40,000
Personal Property - Prior Delqt.	10,000	13,000	3,000-
Earned Income	5,500,000	5,800,000	300,000-
Deed Transfer	910,000	925,000	15,000-
TOTAL	<u>\$10,925,000</u>	<u>\$11,563,000</u>	<u>\$638,000-</u>
PENALTIES & INTEREST	225,000	225,000	-
TOTAL - ALL TAXES	<u>\$40,671,900</u>	<u>\$40,043,443</u>	<u>\$628,457</u>
<u>OTHER REVENUES:</u>			
Sewerage Charges	160,000	115,000	45,000
Interest on Bank Balances	300,000	235,000	65,000
Fines and forfeits	600,000	600,000	-
Liquor and malt beverage Licenses	650,000	650,000	-
Business Licenses	200,000	210,000	10,000-
General Licenses	30,000	30,000	-
General Govt. Licenses	210,000	175,000	35,000
Rentals - Markets	95,000	90,000	5,000
Rentals-Wharves & Landings	10,000	20,000	10,000-
Rentals and Charges - Departmental	545,000	500,000	45,000
Public Services Privileges	90,000	85,000	5,000
Minor Privileges	19,000	25,000	6,000-
Streets and Property	205,000	225,000	20,000-
Liquid Fuels Tax	977,620	996,000	18,380-
Water Fund Service Chgs.	358,000	358,000	-
Water Fund-City 5.5% Fair Return on Invest- ment in Water System	2,795,000	2,795,000	-
Payment-Municipal Hos- pital	250,000	250,000	-
Miscellaneous, N.O.C.	175,000	170,000	5,000
TOTAL - OTHER REVENUES	<u>\$7,669,620</u>	<u>\$ 7,529,000</u>	<u>\$140,620</u>
TOTAL REVENUES	<u>\$48,341,520</u>	<u>\$47,572,443</u>	<u>\$769,077</u>

COMPARATIVE SUMMARY OF COSTS BY ORGANISATION  
UNITS

TITLE	<u>GENERAL FUND</u>		INCREASE OR DECREASE <u>'60 OVER '59.</u>
	<u>DEPARTMENTAL ESTIMATES 1960</u>	<u>APPROPRIATION YEAR 1959</u>	
<u>DEPARTMENTAL.</u>			
Council and City Clerk	\$ 194,780.	\$ 193,855.	\$ 925.
Mayor's Office	108,020.	107,020.	1,000.
Police Magistrates	48,994.	48,994.	-
Penn Avenue Court	14,199.	14,199.	-
Traffic Court	164,210.	170,710.	6,500. -
Commission on Human Relations	65,988.	60,698.	5,290.
Department of City Controller	326,779.	322,074.	4,705.
Sinking Fund Commission	4,000.	4,000.	-
Department of City Treasurer	1,396,945.	1,413,667.	16,722. -
Department of Law	505,069.	473,498.	31,571.
Civil Service Commission	104,703.	104,863.	160. -
Department of City Planning	337,394.	331,052.	6,342.
Board of Adjustment	35,834.	35,634.	200.
Art Commission	3,593.	3,593.	-
Department of Supplies	377,408.	376,320.	1,088.
Department of Lands and Buildings	1,748,812.	1,700,707.	48,105.
Department of Safety	17,190,391.	17,189,917.	474.
Department of Public Works	11,619,647.	11,341,167.	278,480.
Department of Parks and Recreation	3,447,752.	3,399,512.	48,240.
TOTAL	<u>\$37,694,518.</u>	<u>\$37,291,480.</u>	<u>\$403,038.</u>
<u>NON-DEPARTMENTAL</u>			
Debt Service Fund	5,852,145.	6,167,321.	315,176. -
Refunds & Contingent Funds	1,210,000.	1,013,000.	197,000.
Pensions & Compensation Funds	1,858,100.	1,650,000.	208,100.
Judgments	130,000.	130,000.	-
Departmental Postage	150,000.	150,000.	-
Carnegie Library of Pittsburgh	1,809,345.	1,806,451.	2,894.
Grants & Donations	166,500.	228,800.	62,300. -
Celebrations	18,000.	18,000.	-
Civil Defense Office	22,408.	22,408.	-
TOTAL	<u>\$11,216,498.</u>	<u>\$11,185,980.</u>	<u>\$30,518.</u>
GRAND TOTALS	<u>\$48,911,016.</u>	<u>\$48,477,460.</u>	<u>\$433,556.</u>

Much more could be written about the activities of the City of Pittsburgh, but I have endeavoured to extract the fundamentals, but I have a considerable amount of detail which could be made available to interested persons or organisations.

THE CITY OF BRIDGEPORT.CONNECTICUT. U.S.A.MAYOR - COUNCIL

Bridgeport is in south-eastern Connecticut, on the north shore of Long Island Sound. New York is 56 miles south west. It was incorporated as a borough in 1800, as a town in 1821 and as a city in 1836. Recent growth and development has been in the industrial field.

The land area of the city is 15 square miles and the population about 170,000.

I found the following description in "New Horizons, U.S.A." to be very apt:-

"Bridgeport is primarily an industrial city. People are busy. There is work to be done, but there is always time to be friendly."

The Council comprises a mayor elected for a period of two years and 16 members are elected from each district in the odd years for a term of 2 years. To be eligible as a candidate a person must be resident in the district for which he is seeking election. Neither enrolment or voting is compulsory.

The Mayor ex officio is a member of the (common) council, but has no vote except in the case of a tie. Council members receive no remuneration.

As is the case in all American cities, Bridgeport has a Charter which was granted by the General Assembly of the State of Connecticut. The Council makes its own ordinances under the provisions of this Charter which are not subject to approval by a higher authority and can only be contested at court by a ratepayer of Bridgeport.

The Charter incorporates the Council, defines its membership, the powers, duties and obligations of the Mayor and other elected and appointed officers in detail and their remuneration, if any, and prescribes the scope of the Council's activities.

Connecticut is one of the six New England States where the towns are co-ordinate with the cities and the counties are unimportant. In the States referred to, the cities and towns are directly subordinate to the state government, since the county governments exist only for minor purposes.

Therefore, cities and towns in these States have a considerable diversity of functions which will be illustrated in the presentation of the budget of the City of Bridgeport.

Politics are openly part and parcel of local government in Bridgeport and the political affiliations of all candidates are shown against their names on the ballot papers when elections are held.

In addition to electing the mayor and council members, the voters elect the City Clerk, Town Clerk and City Treasurer, Registrars of Births, Deaths and Marriages; and Selectmen whose duty it is to ensure that persons who wish to be enrolled have all the necessary qualifications. The Board of Education is also elected by the voters.

The Mayor is empowered to appoint principal officers who in turn appoint their assistants. The Mayor also appoints personnel to the many Boards and Commissions associated with the functions of the Council as prescribed by law. These boards and commissions in turn appoint staff to assist them.

It is customary for officials elected by the voters and in some cases by the mayor to continue their usual trade or calling notwithstanding they may receive remuneration for holding public office, in consequence of the possibility of not being re-elected or re-appointed if political fortunes are reversed. For example, the City Clerk is a practising lawyer in Bridgeport and has remained active in his practice notwithstanding that his public office carries with it a salary of about \$8,500 per annum.

I was intrigued by the City having both a City and Town Clerk. On inquiry I found that the City Clerk dealt with legal and administrative matters and that the Town Clerk is, for example, in charge of the registry of land titles and other documents and titles of the Council. He is also responsible for the registration of voters and the conduct of elections. There is no national or state registry of land titles in the United States; each City having its own registry where searches are made on purchase or sale of property. As is well known, the Registrar General in Sydney controls, inter alia, the Land Titles Office for the whole of New South Wales and I was surprised to find that this aspect was so localised in the United States. BDD

#### TOWN PLANNING.

It is not compulsory for councils to prepare planning schemes, but they generally do in their own interests. It was ascertained that subject to the approval by the National Government to redevelopment proposals in respect of "blighted" areas whether subsequent development envisaged housing, industry or commerce, financial assistance is provided by the National Government. The basis of this assistance is a contribution of two-thirds of any deficiency between the cost of acquisition of the land, buildings and the demolition of such buildings; and the amount which the cleared land realises for the approved purpose.

#### VALUATIONS AND TAXING.

As will be seen from the budget shown below, the primary source of revenue is the tax on land and buildings based on the capital value of the property.

I had the benefit of a long discussion with the Tax Assessor of the City of Bridgeport from whom I secured the following information:-

#### REAL ESTATE TAX.

In 1954 a complete revaluation of all land and building was effected in the city on the basis of the cost of replacing the buildings at that date and the market value of the land. For taxation purposes 70% of the total value thus obtained constitutes the taxable value. Revaluations are made at least once in each ten years. Taxes on real estate are paid by owners.

#### PERSONAL PROPERTY TAX.

##### (a) Merchants and Traders:

Each year merchants and traders within the city are required to complete and submit a return to the Tax Assessor, setting out the average monthly value for the year ending 1st October of merchandise or stock on hand at invoice cost price or market value whichever is lower, plus transportation charges; less 5%. In addition, the merchants and traders are required to state the net value at 1st October of furniture, fixtures and equipment, excluding registered motor vehicles, less depreciation written off for Federal Income Tax purposes. The figure submitted must not be less than 10% of the original value plus freight and installation costs, 75% of the values so submit-

ted, if accepted by the Assessor, constitute the taxable values.

(b) Manufactures:

Are required to submit similar information, in principle, but under headings of raw materials, supplies, work in process, finished parts and finished goods. The value of machinery and equipment and office equipment must also be submitted.

80% of the values so submitted, if accepted by the assessor, constitutes the taxable value.

Private Cars and Water Craft Taxes.

Owners are assessed at 70% of the purchase price when new, and subsequently on a sliding scale with a valuation minimum of \$100.

The totals obtained by aggregating the amounts under the above-mentioned headings constitute what is known as the "Grand List".

Liability for payment of taxes devolves upon the owner, manufacturer or trader as at the 1st October, in all cases.

METHOD OF PREPARATION AND ADOPTION OF THE BUDGET.

The requirements of each department are computed each year and submitted to the Comptroller, an official appointed by the Mayor. The Comptroller assisted by a Deputy Comptroller (a permanent servant of the council) peruses the lists and guided by political policy indicated by the Mayor, the requirements of each department are reviewed to accord in aggregate with the product of a rate or tax which would be politically acceptable.

The draft budget is then printed and submitted by the Comptroller to a Board of Apportionment and Taxation for the City of Bridgeport, the personnel of which are appointed by the Mayor. The Board considers the draft budget in open sessions and ratepayers may make representations concerning any items therein.

The Common Council does not make the rate or approve the budget.

The following is a Statement of the Board of Apportionment and Taxation in respect of the 1960/61 Budget:-

"At a meeting of the Board of Apportionment and Taxation of the City of Bridgeport, held Tuesday, February 23, 1960, in the Common Council Chamber, City Hall, the following final appropriations were made and tax rate levied by said Board for the fiscal year beginning April 1, 1960, and ending March 31, 1961."

The budget summary for 1960/61 was presented in the following form:-

Grand List	\$479,861,480
Total Appropriations	24,085,284
Estimated Receipts	4,730,317
Amount to be raised by taxation	19,354,967
Tax Rate (per \$1000 of Grand List)	40 ¢
This tax will raise	19,578,348
Estimated collection at 99%	19,382,565
Surplus	27,598

The summary is certified by the President, Vice President, Secretary and four other members of the Board.

¢ Approximately 4%.

A summary of the budget headings and amounts are as follow:-

Administration: Including Mayor's Office, Comptroller's Office, Audit Fees, Treasurer's Office, Board of Apportionment and Taxation, Tax Assessor, Board of Tax Review, Tax Collector, Civil Service Commission (Personnel Office) City Attorney, Tax Attorney, City Clerk and Common Council, City Engineer, Director of Public Works, Zoning Commission, Zoning Board of Appeal, Department of Public Purchases, Board of Appraisal of Benefits and Damages, Insurance Commission, City Plan Commission, City Court Probate Court, Election Expenses, Registrars of Voters, Board of Selectmen	\$1,079,321
Property Running Expenses and Maintenance	137,629
Police Department	2,051,820
Fire Department	2,718,252
Civil Defence	10,000
Land Titles Registration	40,437
Buildings and Weights & Measures Inspection etc.	57,558
Harbour Master	3,106
Hospitals and Health Services including: Administration, vital statistics, prevention and treatment of communicable diseases, hospitals, child hygiene, dental hygiene, milk inspection, research laboratories, general sanitation.	666,894
Sewerage disposal	431,040
Street Cleaning	243,652
Refuse collection and disposal	604,674 -
Roads and bridges	653,648
Street Lighting	175,000
Dock and parking development	59,000
Social welfare, charities, ambulance, dispensaries, correction homes etc.,	1,678,735
Education	7,387,122
Libraries (1 mill of "grand list")	479,861 * -
Parks and recreation	582,492
Golf course	68,959
Public Amusement	44,350
Pensions and compensation	680,908
Municipal garage	104,133
Bus terminal and public garage	99,189
General maintenance	205,470
Interest	307,105
Bond retirements	1,517,000
Salary advancements and adjustments	475,287
Health, social security and life insurances	198,000
Employees retirement fund	885,000
Airport operation	78,436
Redevelopment programme	90,906
Work in conjunction with Federal works agencies - provision	25,000
Miscellaneous	<u>245,300</u>
TOTAL	<u>\$24,085,284</u>
Court Fees	\$ 120,000
Interest on deposits	60,000
Bus terminal income	90,000
Airport income	70,000
Off street parking and meters	105,000
Liquor Permits	120,000
Arrears of taxes and interest	101,500

Evening schools, special classes and education grants from State and adjoining Councils	\$ 316,100
State Grant for Welfare etc.	1,725,706
Hospitals and Homes	691,200
Golf course	90,000
Miscellaneous	<u>1,240,811</u>
	<u>\$4,730,317</u>

It will be noted that property taxation accounts for slightly more than 80% of the total income in the City of Bridgeport budget.

I have endeavoured to place the respective amounts under appropriate headings but it is possible that having regard to American terminology, I could have erred. Nevertheless, it was my objective to indicate the types of functions exercised by the Council and the aggregate expenditure.

There is no obligation on the Council to reserve any surplus funds from parking meters for the provision of additional parking facilities as is the case in New South Wales. Any surplus is treated as general revenue.

Of considerable significance is the policy of Central Government not to tax interest received by local government bondholders. Because of this policy, local government loans are issued at a considerably reduced interest rate but with the taxation concession, lending authorities find this an attractive field in which to invest. In principle, this could well be applied by the Australian Central Government to assist local government in more speedily developing Australia.

THE CITY OF DAYTON.OHIO. U.S.A.CITY MANAGER-COUNCIL

Dayton was first settled in 1796 and was incorporated in 1805. It achieved city status in 1841. In 1913 it became the first city in the United States with a population over 8,000 to adopt the Council-Manager form of government. This system commenced on January 1, 1914 and has operated continuously since then. It replaced the old system of ward representation.

The city has an area of 35 square miles with a population of 260,000. Metropolitan Dayton has a population of about 700,000 persons in its 229 square miles.

The City of Dayton is located on a flood plain and it was the result of severe flooding and subsequent devastation in 1913 which led to the then new form of Council-Manager city government being adopted to expeditiously and systematically restore and manage the city. At that time also, the Miami Conservancy District was formed, about which I will report separately, and as a result of the work of the Conservancy District, Dayton is now safe from future flood-rains.

Dayton is the centre of a rich rural area but is primarily a manufacturing city. The principal employers of labour in the city are General Motors Corporation, National Cash Register Company and the Federal Government at its Wright-Patterson Air Force Depot and the Wright Field Air Development Command. It is the "Birthplace of Aviation" where the Wright Brothers built the first successful airplane and did their early flying. It is a busy well-run, clean and friendly city.

CITY GOVERNMENT.

Dayton is governed by a five-member non-partisan "City Commission" elected "at-large" for four year terms. Whilst it is called a "Commission" the system of government does not fall within the actual Commission form such as at Portland, Oregon, about which I will be reporting separately, where the Commissioners are elected by the voters and head various departments of the Council.

Two members or commissioners are elected at one election for a term of four years and two years later, three commissioners are elected. The Mayor is that commissioner receiving the highest number of votes in the election of three members. The Mayor is the chairman of the Council or "Commission". In the event of a vacancy occurring in the office of mayor, a successor is appointed from within and by the remaining commissioners.

The Mayor receives \$1,800 per annum and each commissioner is paid \$1,200 per annum.

The Council employs a City Manager to carry out commission policies and to be the chief administrative officer with jurisdiction over all departments. However, the Council appoints the following persons or boards who are directly responsible to the Council but in whose spheres mutual co-operation is necessary with the City Manager:-

Clerk of the Commission  
Civil Service Board  
City Plan Board  
Zoning Board of Appeals.

The voters, in addition to the members of the Council, elect the Judges and Clerk of the Municipal Court.

The Dayton City School District is a separate political subdivision governed by a seven-member Board of Education elected by the voters in the school district, which includes the City of Dayton as a major part of its area.

STATEMENT OF CHARTER COMMISSION, 1913.

As previously indicated, the citizens of Dayton by referendum following flood devastation in 1913, established the City Manager form of government. The Charter Commission of fifteen persons headed by John H. Patterson, the then chief of the National Cash Register Company, prepared the following proposed charter for submission to the voters:-

"To the Voters of Dayton, Ohio:

" We submit herewith for your consideration a proposed charter, framed under authority and in conformity with the constitution and laws of the State of Ohio.

" In the preparation of the charter the Commission has sought information and suggestions from many sources. A number of public meetings have been held at which general discussion was had of what provisions the charter should contain. Charters of other cities have been carefully examined and considered. The Commission has incorporated in this charter all of the provisions which it believed would furnish the best charter for our city.

" We have taken a step in advance of the Commission governed cities and provided a remedy for the generally acknowledged defect of such forms. We have provided a chief administrative officer named "The City Manager" whose duty it shall be to supervise and control the conduct and operations of all officers and employees of the city and to manage the affairs of the city in an efficient and economical manner. We are convinced that this centralisation of administrative authority will produce business-like methods in city government and fix responsibility for official action that will result in great benefit.

" To enable the voters to obtain a comprehensive view of the prominent provisions of this charter, we submit the following brief outline:-

"

THE COMMISSION.

" The legislative functions are delegated to a Commission of five citizens, elected at large by the people and any and all of whom are subject to recall at all times. At the first election three Commissioners will be elected for four years and two for two years, and thereafter their successors shall be elected for four years. In this manner we ensure a Commission at all times familiar with the operation of the city government.

"

THE CITY MANAGER.

" A competent, experienced, trained and capable person selected on account of his peculiar fitness and ability to manage the affairs of the city.

"

NOMINATIONS AND ELECTIONS.

- "(1) Party politics are eliminated. No party designations will appear on the ballot.
- "(2) Ward lines are abolished. The city is considered as a unit, insuring to all parts of the city equal representation and consideration.
- "(3) The short ballot principle has been adopted.
- "(4) Elective officers and the City Manager are subject to recall by the people at all times.

" INITIATIVE AND REFERENDUM.

" Provision has been made whereby the people may initiate  
"legislation and compel the submission to them of any legis-  
"lation passed or refused to be passed by the Commission.  
"This insures the control of all legislation to the people.

" CIVIL SERVICE BOARD.

" A civil service board of three will be appointed by  
"the Commission for terms of six years, one appointed every  
"two years. The Commission will have authority to see that  
"all officers and employees are appointed on the basis of  
"merit and fitness alone, and will keep a record of their  
"efficiency in the service.

" ADMINISTRATIVE DEPARTMENTS

" The various functions of the government are subdivided  
"into departments all under the control and jurisdiction of  
"of the City Manager. The subdivision is logical and  
"systematic and allows the greatest latitude for the efficient  
"discharge of the functions of the government. Each depart-  
"ment will be in charge of a director selected by the City  
"Manager on account of his fitness, integrity and ability.

" ACCOUNTING AND FINANCE.

" In creating the Department of Finance, great care has  
"been exercised to provide for the institution of the best  
"and most modern business methods of accounting. All of the  
"financial affairs of the city are consolidated in this  
"one department. Principles of accounting are laid down and  
"the duty imposed on the Director of Finance to establish  
"them for all administrative departments. An adequate  
"system of accounting, such as herein provided, will prevent  
"the waste of public funds and insure an accurate record of  
"all municipal transactions. An independent continuous audit  
"by certified public accountants, under the  
"direction of the Commission is also provided, as well as  
"complete compulsory publicity of all financial affairs.

" PUBLIC WELFARE.

" A department has been created for the purpose of  
"developing and caring for the welfare of the people. We  
"believe the welfare of the people is as important as the  
"care of their property. Public health, parks and playgrounds,  
"charities and corrections, and recreation are gathered  
"together in this department.

" LEGAL ADVERTISING

" The charter provides a radical departure from the  
"present custom in this regard. It is optional with the  
"Commission to publish all legal notices in a paper published  
"by the city or in a daily newspaper of general circulation.  
"If the latter method is adopted, it shall be done by contract  
"let only after competitive bidding.

" FRANCHISES

" No exclusive grants are permitted. The Commission may,  
"by ordinance, grant franchises, but all ordinances making  
"grants or renewals shall reserve to the city the power to  
"regulate, the right to terminate and to purchase the  
"property of the utility.

CITY PURCHASING AGENT.

" All purchases made by the city are made by an agent  
"appointed for that purpose, who shall purchase supplies  
"after competitive bidding. This will provide an economical  
"and efficient system for purchase of supplies.

" .. .. .

" In addition to the foregoing provisions, the charter  
"provides:-

- " 1. A simplified election system.
- " 2. Elective officials are directly responsible to the  
" people.
- " 3. Responsibility is definitely fixed.
- " 4. An adequate system of accounting is established.
- " 5. The rights of the city in matters relating to franchise  
" and utilities are carefully guarded.
- " 6. The merit system in appointments to public office is  
" assured.
- " 7. Full publicity of public records is provided.
- " 8. Public depositories and interest on public funds  
" is assured.
- " 9. The manner of assessments for improvements has been  
" clearly set forth.
- " 10. The Commission is given authority to settle damage  
" claims without unnecessary cost.
- " 11. An eight-hour law for public work may be provided.
- " 12. Improvements may be made by contract or by direct  
" labor.

" These and other features will provide a workable,  
"simplified and well-balanced system of government.

" The members of the Commission have adopted this  
"charter by unanimous vote, believing that if it is adopted  
"by the people, it will provide for Dayton an adequate,  
"economical, and efficient form of government, and one that  
"will be responsive to every demand of the people. The  
"adoption of this charter by the voters will insure to the  
"city a form of government devised to suit its particular  
"needs. If adopted, we will not be compelled to continue  
"under a form of government provided by the General Assembly,  
"suitable to no particular city in the state, and which is  
"antiquated, cumbersome, and wholly unsuited to the needs  
"of a modern, progressive city like Dayton.

" The people of Dayton must choose between the present  
"form of government and the form as expressed in this  
"charter."

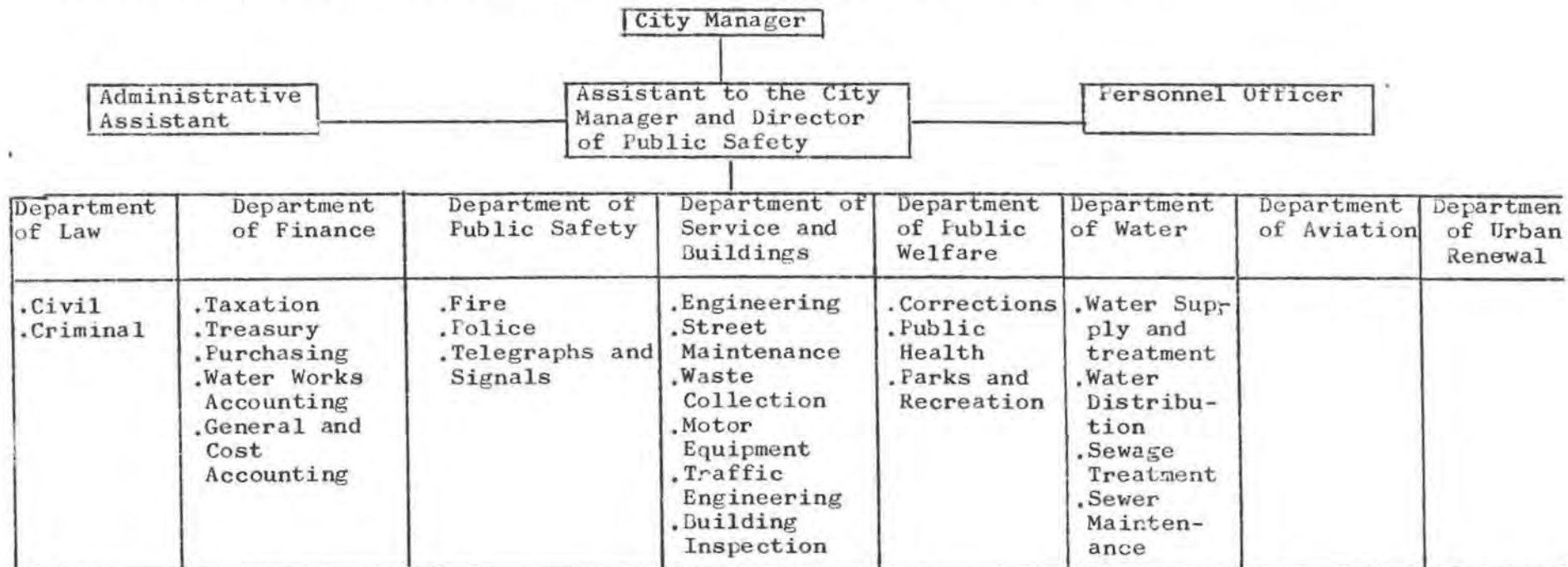
CHARTER:

The Council is bound by the charter which can only be varied by the voters of Dayton on the "home rule" principle within the scope of the laws of the State of Ohio.

The charter sets out, inter alia, the powers of the city; nominations and election provisions; referendum procedures; powers and duties of the Commissioners and Officers; audit departments which may be established and their scope and functions; composition, powers and duties of the Civil Service and other Boards; appropriation of property; franchises and public utilities budget (appropriation) procedures; taxing provisions and general procedures.

Ordinances are made by the Council as prescribed by and within the limits of the charter for the purposes of effecting detailed administration.

The following departments and offices directly under the City Manager are provided in the charter and a brief subdivision of these is given for general information:-



Directors of each Department are appointed by the City Manager who in turn appoint their own departmental personnel within (authorised) establishment strength.

Dismissals of directors and subordinate staff by the City Manager or Directors may be the subject of appeal to the Civil Service Board whose decision is final.

### CITY MANAGER:

The Council is required to appoint a City Manager who shall be the administrative head of the municipal government and shall be responsible for the efficient administration of all departments. He shall be appointed without regard to his political beliefs and may or may not be a resident of the City of Dayton when appointed. He shall hold office at the will of the Commission and shall be subject to recall as provided below. His powers and duties are as follows:-

- (a) To see that the laws and ordinances are enforced.
- (b) To appoint and dismiss all directors of the departments and all subordinate officers and employees in the departments; all appointments to be upon merit and fitness alone, subject to the right of appeal to and findings of the Civil Service Board.
- (c) To exercise control over all departments and divisions created by the Charter or that may be subsequently created.
- (d) To attend all meetings of the Commission with the right to take part in the discussion but having no vote.
- (e) To recommend to the Commission for adoption, such measures as he may deem necessary or expedient.
- (f) To keep the Commission fully advised as to the financial condition and needs of the city; and
- (g) To perform such other duties as may be prescribed by the charter or be required of him by ordinance or resolution of the Commission.

The City Manager receives a salary fixed by ordinance of the Commission.

The City Manager may without notice cause the affairs of any department or the conduct of any officer or employee to be examined. Any person or persons appointed by the City Manager to examine affairs or persons shall have the same power to compel the attendance of witnesses and the production of books and papers and other evidence and to cause witnesses to be punished for contempt as is conferred upon the Commission by the charter.

The City Manager and the members of the Commission are subject to recall by the voters.

### COMMITTEES:

A most important aspect of the City Manager-Council system is the absence of Committees. The Commission sits as a Board of Directors to deal with reports on departmental activities. To some extent, however, citizens appointed by the Commission to boards set up for various purposes are comparable in principle to members of committees.

### FINANCES AND SOURCES OF REVENUE:

In the City of Dayton, the municipal income tax is now the principal source of revenue for the general operating purposes of the Council.

- For the year 1960, total General Fund receipts are estimated at \$12,980,060 of which \$10,917,498 are anticipated from tax services. A break-down of the latter amount is as follows:-

1. Real Estate	\$2,736,420
2. Tangible	1,183,998
3. Intangible	170,000
4. Municipal Income Tax	5,390,000
5. Sales Tax and Intangible Tax (Local Government Fund Distribution)	893,080
6. Liquor Tax	350,000
7. Franchise Tax	15,000
8. Inheritance Tax	150,000
9. Cigarette Tax	29,000
	<u>\$10,917,498</u>

Following is a brief explanation of the nature and bases of the above-mentioned taxes:-

1. Real Estate:

Are based on the value of land and buildings within the city. The valuations are supplied by the Montgomery County Council in which the City of Dayton is situated at six-yearly intervals. The Charter fixes a limit of 10 mills (\$10 per \$1,000 of aggregate valuations) for city purposes beyond which the council may not tax on real estate without a referendum authorising an increase. It would appear that the Dayton voters are opposed to the imposition of further real estate taxes in consequence of the approval given by referendum to impose a municipal income tax upon which I will comment below. Real estate taxes levied by the Dayton City Council are collected by the Montgomery County Council with its own and other county and sectional taxes and paid to the Dayton Council.

2. Tangible Tax:

This tax is also known as the mercantile tax, the base of which comprises the average monthly stocks of goods in the hands of retailers, wholesalers and manufacturers. The same millage applicable to real estate is levied. The tax is collected by the Montgomery County Council and remitted to the Dayton City Council.

3. Intangible Tax:

This is a tax based on the value of investments such as bonds held by individuals. This too is again levied by the City and collected on its behalf by the County Council.

4. Municipal Income Tax:

On May 23, 1950, a special election was held and the voters of the City of Dayton enacted initiated (sponsored by the citizens themselves) Ordinance 16922 which provided an income tax levy of  $\frac{1}{2}$  of 1%. The ordinance became effective July 1, 1950 and expired on December 31, 1954. A total of 44,278 citizens voted at this special election; 33,242 or 75.07% voted for the tax levy whilst 11,036 or 24.93% opposed it.

On May 4, 1954, a special election was held and the voters of the City of Dayton approved a Charter Amendment authorising the City Commission to impose an income tax levy of  $\frac{1}{2}$  of 1%. This ordinance became effective January 1, 1955, and expiring on December 31, 1959. A total of 22,814 citizens voted at this special election; 17,463 or 76.55% voted for the charter amendment whilst 5,351 or 23.45% opposed it. On December 1, 1954, the City Commission passed Ordinance 18111.

On March 24, 1959, a special election was held and the voters of the City of Dayton approved a Charter Amendment authorising the City Commission to impose an additional income tax levy of  $\frac{1}{4}$  of 1% to become effective July 1, 1959, and expiring December 31, 1959. The same Charter Amendment authorised an income tax levy of  $\frac{3}{4}$  of 1% to become effective January 1, 1960

and expiring December 31, 1964. A total of 39,614 citizens voted at this special election; 22,069 or 55.71% voted for the Charter Amendment whilst 17,545 or 44.29% opposed it. On June 3, 1959, the City Commission passed Ordinance No. 19320 imposing an additional income tax of  $\frac{1}{4}$  of 1% for the period July 1, 1959 through December, 1959. On November 25, 1959, the City Commission passed Ordinance No. 19444 imposing an income tax of  $\frac{3}{4}$  of 1% for the period January 1, 1960, through December 31, 1964.

The income tax is levied on the net profits of all businesses, professions or other activities conducted by residents of the City of Dayton; on the net profits on all businesses, professions or other activities conducted in the City of Dayton by non-residents; on the net profits of all corporations as a result of work done or services performed or rendered in the City of Dayton; on all salaries, wages, commissions and other personal service compensation earned by residents of the City of Dayton; on all salaries, wages, commissions and other personal service compensation earned by non-residents of the City of Dayton for work done or services performed or rendered in the City of Dayton.

A proviso in the authority given by the voters for the levying of the municipal income tax is that not less than 30% of such tax collected shall be set aside in a special fund for expenditure on works of permanent improvements.

I inspected the special taxation office set up by the Dayton City Council to deal with taxation returns and collections.

In many respects, the administration of the Municipal income tax scheme is directly comparable with the uniform taxation practices of the Australian Federal Government.

The total estimated cost to run the taxation office this year is \$350,000 or about 6% on estimated collections for 1960. However, the office could handle increased revenue without a pro-rata increase in staff and equipment and the administrative percentage is expected to reduce in future.

The state law for Ohio limits the income tax which may be levied by a city to 1%.

It is also recorded that the entertainment tax was discontinued by the city when the income tax was introduced.

Interest and penalties are imposed on delinquent income taxes.

##### 5. Sales Tax and Intangible Tax (Local Government Fund

###### Distribution:

The basis of this revenue imposed by the State of Ohio is a sales tax of 3% on a large range of commodities and a tax on funds held by banks and other financial institutions.

A portion of these taxes is paid to each county in the State of Ohio and the county councils must distribute on a "needs" basis to the city and other councils in the counties a sum of not less than 50% of the amounts received from the State Government.

Therefore it is necessary for all councils within the county to submit drafts of their annual budgets to the County Council for an assessment of the "needs". Councils cannot adopt their annual budgets until they

are advised of the result of the consideration accorded by the County Council.

6. Liquor Tax:
7. Franchise Tax:
8. Inheritance Tax:
9. Cigarette Tax:

The liquor, inheritance and cigarette taxes and the franchise tax (omnibuses etc.,) are collected by the State of Ohio and the amount appertaining to Dayton is paid to the City .

By law, the Council may not, without a favourable referendum, borrow an amount exceeding  $2\frac{1}{2}\%$  of the aggregate of the real estate and tangible valuations. With the authority of the voters this may be increased to an amount not exceeding 7%.

For the year 1960, the Dayton City Council anticipates the receipt of the following amounts from the Ohio State Government:-

Proportion of State Gasoline Tax	\$887,565
Proportion of license fees collected by State in respect of vehicles registered in Dayton.	<u>575,000</u>
Total	<u>\$1,462,565</u>

This amount by law is to be applied by the Council as follows:-

Construction or maintenance of Federal and State Highways within the City ... .. $7\frac{1}{2}\%$	\$109,692
Construction or maintenance of other (domestic) roads within the city	<u>1,352,873</u>
Total	<u>\$1,462,565</u>

The customary apportionment of the cost of construction of highways is as follows within the City area:-

Type of Highway	Federal Govt.	State Govt.	City Govt.	Total
	%	%	%	%
Federal	90	5	5	100
State	-	75	25	100
County	-	-	100	100

#### SPECIAL ASSISTANCE PROVIDED BY THE FEDERAL GOVERNMENT.

I am of the opinion that two headings towards which the Federal Government is very actively assisting councils are of the utmost importance. They are:-

1. Urban Renewal
2. Aerodromes.

These aspects are also referred to in my general comments on Government and Local Government in the United States of America.

#### Urban Renewal:

In respect of approved urban renewal schemes, the Federal Government pays two-thirds of the deficiency, if any, between the cost of acquiring land and buildings in "blighted" areas, the demolition of the buildings; and the amount received by the Council on the disposal of the cleared site.

Dayton City Council is availing itself of this scheme in no uncertain manner and considerable evidence of clearance is available although only a period of two years has elapsed since the Council began its schemes.

Aerodromes:

In approved areas, the Federal Government pays 50% of the cost of constructing runways and airport facilities. Here again, Dayton is bringing its airport up to modern standards under this scheme.

PUBLIC RELATIONS.

I was greatly impressed with the unified control of administration in the various departments in the Dayton City Council which reflects itself in the neat, busy and progressive character of the city.

On the other hand, I was surprised that citizens were encouraged to attend meetings of the council and address the council on any matters which were considered to be of interest to the community. I had the privilege of being invited to sit on the dais with the City Commissioners, the City Manager and the Clerk of the Commission (which incidentally cost me a speech in response to a civic welcome) and heard citizens address the Commission on subjects "without notice being given". One citizen who was leaving the district informed the Commissioners of that fact. It was all done in a friendly informal atmosphere. Behind the scenes, however, exists a well integrated and efficient team with unified control operating with commendable efficiency but at the same time giving every consideration to the citizens of the city.

Good public relations are engendered by high-grade material "with a punch" which is produced by the Council, such as the following:-

1. "Dayton, Ohio, 1959" - City on the Job/Getting set for '60's"
2. "Planning Reporter" - Population, land use, zoning, thoroughfares, transportation, parks, recreation, urban renewal, central business area, subdivisions, capital improvement.
3. "A Programme of Community Improvement by Urban Renewal in Dayton, Ohio".
4. "Live better in the East Dayton of Tomorrow", - The East Dayton Urban Renewal Programme: And You.

THE CITY OF PORTLANDOREGON. U.S.A.COMMISSION - COUNCIL.

Portland is the principal city of the State of Oregon, and is situated at the confluence of the Willamette and Columbia Rivers, one hundred miles from the Pacific Ocean. It is the largest fresh water port on the Pacific Coast and is the leading harbour on the West Coast in the total annual tonnage of dry cargo imports and exports.

The City area is 71.462 square miles and has a population of 405,000. The metropolitan population is about 835,000.

Portland is appropriately called "The City of Roses".

It has a Commission form of government which originated in Galveston, Texas, in 1901, but was not introduced into Portland until 1913. In 1958 a referendum held consequent upon an initiative petition for the conversion of the commission form to a city manager Council was narrowly defeated by 61,821 votes to 55,283. Consequent upon this referendum, the Portland City Council engaged the United States Public Administration Service to conduct a full investigation at a fee of \$25,000 into the activities and administration of the Council. The report of the Public Administration Service was strongly in favour of the retention of the present form of city government.

The city charter provides for a mayor and four commissioners. It also provides for the establishment of five departments, each supervised by a member of the Council. They comprise Departments of Public Affairs, Finance, Public Safety, Public Utilities and Public Works. The Mayor usually has been the Commissioner of Public Safety.

The Mayor and Commissioners are elected for four-yearly periods. Commissioners are designated by the numerals 1, 2, 3 and 4 for election purposes. The Mayor and positions 1 and 4 are elected together and positions 2 and 3 together with the City Auditor two years later. The Mayor allocates departmental responsibilities to the commissioners at his discretion. Elected personnel are subject to recall provisions which may be exercised by the voter.

From the four commissioners a President of the Council is elected by rotation each six months to perform the administrative functions of the Mayor when he is absent.

I had the privilege of attending and being welcomed by the Mayor at a meeting of the Portland City Council on the morning of Wednesday, September 28, 1960. The Mayor wished me well in my study tour and placed any facilities I desired at my disposal. The officers of the Council, as has been the case in all cities I have visited, were extremely helpful and anxious to make all information available.

The Mayor, subject to ratification by the Council, appoints the members of the City Planning Commission, the Portland Development Commission, Commission of Public Docks and other City Commissions.

The Council appoints the City Attorney, the Presiding and two other Municipal Judges, City Treasurer, City Engineer, Purchasing Agent and Health Officer.

Officers such as the Chief of Bureau of Police, Chief of Bureau of Fire are appointed by the Commissioner in charge of the respective departments.

The distribution of official business of the Council is clearly defined as follows:-

DEPARTMENT OF PUBLIC SAFETY

Bureau of Police:

Executive and Clerical Division, Headquarters Division, Uniform Division, Records Division, Harbor Patrol Division, Women's Protective Division, Nuisance Section, Traffic Division, including an accident prevention section, Police Reserves and Sunshine Division, Park and School Division, Motor Equipment Division, Motor Vehicle License Inspection, Motion Picture and Entertainment Supervision,

Bureau of Health:

Executive and Clerical Division, Communicable Disease Control Division, Tuberculosis Control Division, Isolation Hospital Division, Venereal Disease Control Division, Laboratory Division, School Hygiene Division, Emergency Hospital Division, Pure Food and Sanitation Division, Milk Inspection Section, Meat Inspection Section, Sanitation Inspection Section.

Bureau of Disaster Relief and Civil Defense:

Municipal Court:

Office of the City Attorney:

Bureau of Insect Control:

DEPARTMENT OF PUBLIC AFFAIRS.

Bureau of Fire:

Executive and Clerical Division, Fire Alarm Telegraph Division, Fire Fighting Division, Fire Prevention Division, Property and Equipment Maintenance Division,

Bureau of Buildings:

Building Division, Electrical Division, Plumbing Division, Permit Division,

Bureau of City Hall:

Bureau of Communications and Electronics:

DEPARTMENT OF PUBLIC UTILITIES.

Bureau of Water Works:

Engineering Division, Construction and Maintenance Division, Supply and Transmission Division, Revenue Division.

Bureau of Municipal Auditorium:

Public Service Corporations:

Telephone, Electric and Other Franchise Matters, including Utility Rates:

Public Drinking Fountains:

Benson Fountains and all public fountains on streets.

DEPARTMENT OF FINANCE

Revenue and Fiscal Matters:

Director of the Budget:

Office of the City Treasurer:

Assessment Collection Division.

Bureau of Parks:

Executive and Clerical Division, Park Maintenance and Operation Division, Nursery and Planting Division, Public Recreation Division, Dodge Park Division, Swimming Tanks Division, Comfort Stations Division, Zoo Maintenance Division.

Municipal Golf Links:Bureau of Purchases and Stores:

Purchasing Division, Stores Division.

Bureau of Licenses:Bureau of Property Control:Bureau of Municipal Garage and Shop:Street Lighting:DEPARTMENT OF PUBLIC WORKSOffice of the City Engineer:Bureau of City Engineer

The City Engineer's Office, Sidewalk Division, Stanton Yards Division.

Bureau of Design, Surveying and Drafting:

Sewer Design Division, Street Design Division, Bridge and Structures Design Division, Special Improvements Division, Street Extension Division, Survey Division, Sewage Disposal Division, Drafting Division.

Bureau of Construction:

Street construction Division, Sewer Construction Division, Sewage Disposal Construction Division, Bridges and Structures Construction Division, Physical Laboratory Division.

Bureau of Maintenance:

Street Repair Division, Sewer Repair Division, Bridge and Structures Repair Division, Sidewalk Repair Division, Traffic Maintenance Division, Street Cleaning Division.

Bureau of Sewage and Refuse Disposal:Office of City Planning Commission:Bureau of Traffic Engineering:

Traffic Regulations, Parking Meters, Taxicab, For-Hire and Loading Zones.

Bureau of Municipal Paving Plant:City Transit Routes, Schedules and Rates:Railway Tracks and Spurs:Motor Vehicles For-Hire Permits, and Regulations other than Zone Permits on the Streets:OFFICE OF CITY AUDITORAuditing:

Claims and Documents

Accounting:

Special Assessments

Open and Bonded Liens:Issuing of Licenses:City Elections:Clerk of the Council:Secretary of the Fire and Police Disability and RetirementFund Board:Secretary of the Sewer Charge Equalisation Board:

Remuneration to elected personnel is as follows:-

Mayor	\$15,000	per annum
Commissioners	12,500	" "
Auditor	10,500	" "

VALUATIONS AND TAXING:

Assessment (valuation) of real estate is effected by the Multnomah County and supplied to the Portland City Council. Taxation of real estate constitutes the principal source of revenue of the Council. The taxes are levied and collected by the County on behalf of the City.

Taxation limits are prescribed by the constitution of the State of Oregon. The constitution states that no tax-levying body without the approval of the voters can make a levy for any one year which in dollars and cents is more than the largest levy in the previous three year period, plus 6% of that levy. The maximum possible levy computed in this manner is called the property tax base. A position has arisen in consequence of the councils of the past not availing themselves of the opportunity to levy a sufficient tax, together with present cost standards, whereby the council finds itself in a financial "straitjacket"

The Council on May 20, 1960, submitted the question to the voters to bring the tax base from \$11,560,000 to \$15,253,600. The voters rejected the proposition by 92,000 to 32,000 approximately.

REVENUE SOURCES:

Both Federal and State Income Taxes and Gasoline Taxes are levied in the State of Oregon. There are no State or City Sales Taxes.

The General Fund revenue of the Portland City Council aggregating about \$23,000,000 is derived from:-

Taxes on - Land	}	%
- Improvements	}	
- Personal Property (Furniture and Fittings of a commercial character)	}	55
- Public service Corporations (on valuations assessed by the State Tax Commissioner.)	}	
Business License Tax (Business owner may elect to have tax -at differential rates - levied on gross turnover or net profit).		9
Franchise Taxes and Public Utility License Taxes		7
Court Fines and Forfeits		5
State Liquor Tax Allocation		3
Contributions for extra-territorial services		1
Distribution by State on population basis of gasoline tax, automobile licenses for construction, repair and cleaning of "domestic" streets.		8
Reimbursement for services rendered		3
Miscellaneous		9
	<u>Total</u>	<u>100</u>

In conformity with Oregon State law, the Portland City Council is obliged to submit its draft budget to the Tax Supervising and Conservation Commission for the purpose of having it scrutinised to ascertain whether the contents are in conformity with state and city legislation and to invite public comment on the budget proposals. The jurisdiction of the Commission does not extend in actual practice beyond testing the validity of the budget.

Highways in the State of Oregon are financed as follows:-

Federal Highways:	Federal Government	90%
	State Government	10%
State Highways:	State Government	100%

The cost of access roads from the City to Federal/State Highways is the responsibility of the City Council.

MICROFILMING:

In 1955 a centralised microfilming programme was formally established by City Ordinance which delegated to the City Auditor the responsibility of microfilming documents and records for all departments and offices of the council. Most of the council's irreplaceable documents, records and maps have been microfilmed in duplicate. The film negative is stored safely at Civil Defence Headquarters and the positive film either with the auditor or departmental head. From 1955 to December 31, 1958, 6,118,394 documents have been placed on film and placed in safe custody to rebuild the council's records in the event of the originals being destroyed by any means.

URBAN RENEWAL (CITY REDEVELOPMENT):

The Portland Development Commission was established in July, 1958, and its five members appointed by the mayor with the approval of the council. It was created to act as the Urban Renewal Agency of the city in accordance with Federal and State laws.

The Commission is charged with the duties of community improvement through urban renewal, urban development and redevelopment in the city or within a five-mile radius from the city boundaries. It is not only to carry out clearance projects in order to redevelop blighted areas but also to prevent and reduce blight by rehabilitation and conservation projects and programmes. It is also to assist in relocating people displaced by such programmes.

This renewal programme is in principle similar to that being effected in Dayton, Ohio, and many other cities throughout the United States with direct Federal aid. I will report more fully on this in my overall assessment of my tour and in my recommendations.

The initial project of the Portland City Commission involves the complete purchase and demolition of properties covering 54 city blocks. The estimated cost to effect the purchase, demolition and clearing of the land is \$10,305,327. It is anticipated that the cleared land will realise \$6,010,995. The Federal Government has agreed to meet two-thirds of the deficiency of \$4,294,332 and in addition to make separate grants totalling \$234,000 for relocation of occupants.

GENERAL:

As in the case of Dayton, I again experienced a sense of vitality in the City of Portland, a feeling of intimacy between this small-member Council and the citizens which is engendered to a great extent by the quantity and quality of the public relations material prepared and distributed by the Council, and the apparent ease with which the citizens have access to Council meetings to put any matter forward.

SAN FRANCISCO, CALIFORNIA.

URBAN RENEWAL

The most interesting development in the City of San Francisco, California, at the present time is its programme of urban renewal, and although I have given attention to this subject in other cities visited, I feel that it would not be redundant to briefly indicate what is happening in San Francisco.

In the town planning scheme for San Francisco, the City has been divided into units for the purposes of progressive re-development. At the present time three major projects are in various stages of implementation and are known as:-

1. Embarcadero-Lower Market Redevelopment Project Area E.1. (Golden Gateway Project).
2. Western Addition Redevelopment Project Area A.I.
3. Diamond Heights Project Area.

Following agreement between the City and the United States Housing and Home Finance Agency and having regard for relevant State Legislation, action is taken by the City to acquire the areas designated for redevelopment.

The following are extracts from a brochure issued for the general information of owners and occupants in the Golden Gateway Project Area:-

" San Francisco Redevelopment Agency

"Dear Occupant or Property Owner in the Golden Gateway:  
" The purchase of property, relocation of residents and  
"businesses, demolition, and the sale of land for new uses  
"in the Golden Gateway are underway. After many years of  
"study, planning and public hearings we are now at these  
"action stages. This is the decision of the City and County  
"of San Francisco.

" Delay works to everyone's disadvantage - the loss of  
"your best choice or early use of new and better locations or  
"residences, the postponement of a great residential and  
"commercial development, and the deferment of substantial  
"increases in the City's tax revenues.

" It is to your interest to sell early and move early.  
"The Redevelopment Agency wants to pay fair values at once  
"for the property as it is now used and to help occupants and  
"property owners move. Anything less than this is not only  
"illegal but unfair, and as a public agency we are responsible  
"not only for the protection of the interests of the general  
"public but for your rights as well.

" This pamphlet is intended for quick reading. It can  
"only give you the most elementary and summary information.  
"Each of your situations involves special problems, and  
"deserves special discussion and handling. Each of you will  
"be contacted soon, but since it is to your advantage to  
"start your sale or relocation early, do not hesitate to  
"call on us for an earlier appointment at 327 Front Street.  
"A phone call to YUkon 1-1171 for an appointment will  
"help us both."

" WHO IS THE GOLDEN GATEWAY?

" You are, if you live or own property within the  
"boundaries of the area mapped on this page.

" No resident, business or property is excluded."

" WHY IS THIS AREA BEING REDEVELOPED?

" This area is being redeveloped because of legal findings  
 "of blight under the California Community Redevelopment Act  
 "by the City and County of San Francisco. Streets inadequate  
 "for modern uses, deteriorated buildings and lack of modern  
 "facilities have all contributed to health hazards and  
 "congestion. In addition, what was once a good use for the  
 "land has become a poor use. The existing buildings in the  
 "Golden Gateway do not serve many of the owners and occupants  
 "well, and they prevent higher and better tax paying reuses.  
 "Redevelopment is the City's action under these conditions.  
 "It is to be taken promptly but with respect for property  
 "rights and maximum help to owners and occupants.

" WHAT HAPPENS TO YOUR BUSINESS PROPERTY?

" You will receive from one of our real estate  
 "representatives an offer of purchase. This is based on  
 "appraisals made by experienced private appraisers.  
 " The appraisals are in terms of present uses. To be  
 "fair to all concerned, these appraisals are checked by our  
 "Agency's real estate specialists and rechecked by the staff  
 "of the U.S. Housing and Home Finance Agency, which is  
 "financing the purchase.

" OUR PURCHASES ARE MADE PROMPTLY FOR CASH.

" If you believe that our offer is not the fair market value  
 "you should indicate this to us so that we may help you  
 "exercise your legal right to have the value determined by a  
 "court or jury promptly. For reasons stated in the letter on  
 "page 1, delay works to your disadvantage."

" WHAT RELOCATION ASSISTANCE IS AVAILABLE FOR YOUR  
 BUSINESS?

" As a businessman you will be best off in making your  
 "own determinations as to where you move. We hope it will be  
 "within San Francisco. If you want suggestions, they are  
 "available at our site office, 327 Front Street, YUkon 1-1171.  
 " If you are a member of the produce or allied food  
 "industries, you are aware of the efforts the City and Re-  
 "development Agency have been making in addition to your own  
 "for many years to obtain a suitable relocation area. These  
 "efforts are continuing. Special assistance is offered to  
 "these industries because they retain their effectiveness  
 "to themselves and the City if the individual firms move as a  
 "group. However, as soon as the majority of the produce  
 "industry properties are purchased, the Redevelopment Agency  
 "will require its tenants to move. Actual costs of moving  
 "will be reimbursed up to \$3,000 per business establishment.

" WHAT SHOULD YOU DO ABOUT IMPROVEMENTS TO YOUR PROPERTY?

" If they are made, they will be reflected in the appraised  
 "values and in the prices we pay for your property.  
 " It is advisable that you continue essential maintenance  
 "of your property but refrain from making any major changes  
 "or improvements not required by lawful authority.

" WHAT HAPPENS TO YOU AS A RESIDENT OF THE AREA?

" The property where you live will be bought by the Re-  
 "development Agency.  
 " As soon as possible, you will be contacted by a  
 "representative of this Agency. You can get detailed  
 "information from him but you can get it earlier by arranging  
 "for an appointment at our site office, 327 Front Street,  
 "YUkon 1-1171.

"Efforts will be made to help you find another suitable residence. You are obviously not prevented from making your own new living arrangements, but our legal obligation is a continuing one until you accept or refuse one of our referrals or obtain suitable quarters yourself.

" If you own furniture, you will be paid moving expenses according to the number of rooms you occupy.

" MAY YOU AS A BUSINESS OPERATOR OR RESIDENT RENT YOUR PROPERTY AFTER IT IS BOUGHT BY THE REDEVELOPMENT AGENCY?

" Yes, for a short period. The rate will be based on going rates in the area, and rentals by written agreement will be on a month-to-month basis until you are required to move.

" The minimum advance notice on the required move is 60 days for businesses and 30 days for residents. As a practical matter, such notices will allow for a longer time for those tenants and owners of properties first acquired.

" WHAT IS THE DEMOLITION TIMETABLE?

" It starts in the spring of 1960 and continues into 1962. The order of each demolition contract depends on many factors — the availability of a sufficient number of structures to constitute a minimum economic work order for the demolition company, order in which several sections are to be rebuilt, the installation of new public utilities etc.,

" But the wrecking crews will be in the project area continuously until the entire area is demolished.

" WHAT WILL HAPPEN TO THE GOLDEN GATEWAY AREA?

" The land is being sold competitively after consideration of proposals and public hearings for new uses - residential, commercial and parking. These new uses must be in accord with the Official Plan adopted for the area by the Board of Supervisors.

" The financing of this project is by the City and County of San Francisco and by the U.S. Housing and Home Finance Agency.

" The San Francisco Redevelopment Agency expects that the land sold will bring a smaller return than the properties bought. The difference will be made up by grants of the Federal government, supplementing the public works financed by the City and County of San Francisco.

" WHO IS DOING THIS?

" The program of clearance and the conversion of this area to new uses is being done by the San Francisco Redevelopment Agency, acting under State law with financing by the City and County of San Francisco and the United States Housing and Home Finance Agency, in accordance with a plan adopted by the Board of Supervisors after study by the Planning Commission, public notices and public hearings.

" HOW SERIOUS ARE WE ABOUT ALL THIS?

" Please believe that our Agency, reflecting what the City desires, is determined to be fair, to be firm and to be effective in the early acquisition and relocation of businesses and occupants.

" We want to be of maximum help within the limits of our talents, our legally available funds, and our time. Of course it helps us in our objective to reach an early agreement on the purchase of property so that we can speed demolition. But we are pledged to pay fair values. Differences not promptly settled will be referred to the courts.

"We offer our relocation assistance in the same constructive spirit.

" In our mutual interest, let us get on with the job of re-establishing you and rebuilding the Golden Gateway for all the people of San Francisco. "

In conjunction with the action taken to secure and clear the site, a completely documented proposal dealing with the redevelopment requirements is prepared by the Agency and interested developers are invited to submit their development conceptions to accord in principle with the physical requirements of the Agency in respect of re-housing on various standards, open space areas, commercial and parking development etc.,

The Agency considers all proposals received for all or parts of each redevelopment area as the case may be, including sealed bids received for the purchase of the land involved, or on the other hand, it is not unusual to dispose of the land by negotiated price.

The highest price offered for the land is not necessarily the deciding factor in choosing the successful developer for the disposal of the land.

The Agency considers all factors associated with each development proposal received and awards the "prize" to the developer submitting the most balanced blend of aesthetics, utility and financial attractiveness.

The successful developer is required to execute a most comprehensive legal undertaking with the Agency.

During my stay in San Francisco, the Agency awarded the Golden Gateway renewal to a developer even though the price offered was \$2,000,000 lower than the offer for the land by another developer.

The reasons given by the Agency for this action included, inter alia, aesthetic features, speed of implementation which would produce earlier increased property taxation returns, and the lower rentals proposed for rehousing than those quoted by other developers. The Golden Gateway development is estimated to cost \$60,000,000

I obtained specimen plans, documents etc., in relation to these projects for information and purposes of illustration.

Following is an extract from the "Architectural Record" of September, 1960, under the heading of "Renewing the West's Big Cities - Redevelopment Projects Stress Quality".

"The most spectacular projects to date are, however, two which have only recently made news: San Francisco's Golden Gateway (see Western Section, June 1960, pp. 32-4-6) and Western Addition developments. What especially distinguishes these two projects is the important role assigned to architecture as the means of providing an environment which recognises both human values and urban relationships at the same time that it does not ignore essential economic factors. Each project makes this point in a different way, and each method of emphasising these values is the brain child of the city's dynamic redevelopment executive director, M. Justin Herman.

" For Golden Gateway, an architectural panel was appointed to evaluate (but not to recommend a particular choice) each of the proposals submitted to the San Francisco Redevelopment Agency. On the basis of the

"report by this panel and of its own study of the proposals,  
"the agency has selected three finalists (see illustrations  
"this page). Which of the three - or, as current  
"speculation goes, which combination of the three - will  
"get the contract for the 20-acre development was, at the  
"end of August, anybody's guess.

" The Western Addition was a different situation. Golden  
"Gateway is to be one project, on one site, developed -  
"presumably - by one developer from one - again, presumably -  
"architectural concept. But the Western Addition land had  
"been divided by the agency into a number of parcels to be  
"sold to various developers, each with his own architectural  
"and financial proposal, either at auction or by negotiation.  
"There was no architectural panel to evaluate the designs  
"of the various proposals, and there was pressure to get  
"apartment units at middle-income rentals. With six developers  
"and eight architectural firms involved in the 42-acre site,  
"the relation between the groups could have been chaotic.  
"Some kind of bold action was clearly needed.

" The agency proposed to the developers and their  
"architects the formation of a Western Addition Architectural  
"Council, composed of themselves and representatives of the  
"agency staff and of the local chapter of the American  
"Institute of Architects. The A.I.A. representatives agreed  
"to act, as a community service, as disinterested  
"professionals who would provide assistance in discussion and  
"evaluation. Despite some initial resistance by some of the  
"developers, the plan was accepted and the Council came into  
"being late last month. Factors with which it will be  
"particularly concerned include circulation, space and  
"building relationships, composition of building groups,  
"and colour and texture of individual buildings as related  
"to the whole group.

" Of the two projects, the Western Addition will get  
"under way first. Golden Gateway is not only a larger  
"project, but it is complicated by the tangled problems of  
"relocating the city's Produce Market, now occupying the  
"redevelopment site."

NATIONAL MUNICIPAL LEAGUE.  
UNITED STATES OF AMERICA.

This League of citizens with headquarters at 47 East 68th Street, New York, was formed in 1894 for the purpose of pressing for municipal reforms in the United States of America. For the past 66 years, it has been the national clearing house for information on projects of municipal reform. The league does not concern itself with matters of internal management or administration in municipal affairs, but confines its activities to the following principles:-

1. Campaigning for the adoption by local authorities of its model city charter,
2. City government by elective officers on the principle of the "short ballot", on non-partisan lines. The "short ballot" system envisages that only "attention attracting" offices should be elective, others to be filled by appointment.
3. The growth of the Council-Manager form of administration.

The model city charter which is most concise is set out hereunder:-

MODEL CITY CHARTER

- "All the powers of the city vested in a Council  
 " of 5 to 9 members  
 " elected at large  
 " for terms of 2 or 4 years (keeping clear of national and  
 " state election dates)  
 " by proportional representation, or by primary election with  
 " run-off election two weeks later if necessary to insure  
 " majority selection  
 " on nonpartisan ballots ✓  
 " with all nominations made by filing petition of ten electors  
 " with a deposit of money returnable if candidate gets 5% of  
 " the votes, or by petition signed by large number of electors  
 "  
 " Council empowered  
 " to appoint city manager  
 " to suspend the city manager and to remove him on 30 days'  
 " notice by a resolution giving reasons with public hearing  
 " thereon if manager requests  
 " to establish and alter administrative departments except  
 " finance  
 " to investigate any department  
 " to adopt the budget and issue bonds  
 " to appoint personnel board, planning commission, and  
 " zoning board of appeals  
 " to adopt plats, master plan, official map and zoning  
 " restrictions and 6-year capital improvement program  
 " to provide for independent post-audit  
 " to select city clerk  
 " to select one of its members as chairman with courtesy title  
 " of mayor without loss of vote in council  
 "  
 " City Manager  
 " not necessarily a resident before appointment  
 " with indefinite tenure  
 " head of administrative branch of city government, with power  
 " to appoint and remove department heads and employees  
 " subject to civil service rules and rights  
 " to prepare the budget for council  
 " to control budgeted expenditures and purchasing.

- "Department of Finance with all financial functions, subject
- " to independent post audit
- "Annual budgeting by uniform procedures and publicity
- "Capital improvement budgeting on 6-year schedule
- "
- "Department of Personnel
- " headed by a director
- " to conduct civil service examinations for appointments
- " and promotions
- " to recommend rules of employment conditions to personnel board,
- " and enforce rules
- "
- "Personnel Board, 3 with 6-year terms expiring in rotation
- " hears appeals of removed employees and advises city council
- " and personnel director
- "
- "Planning Committee, 5 members
- " to draft official map, master plan, and zoning for approval
- " by council
- " to draft for city manager 6-year list of desirable capital
- " improvements in order of preference
- "
- "Director of Planning appointive by the city manager to manage
- " staff and service to the commission
- "
- "Initiative to propose or veto ordinances signed by 10% of the
- " voters compels referendum
- "
- "Amendments
- " submitted by a charter commission to referendum
- " or by ordinance submitted to referendum by council
- " or by initiative petition signed by 10% of the voters and
- " submitted to referendum
- " and passed by majority of those voting thereon.

Whilst the charter in principle has been widely adopted, elections in accordance with the principles of proportional representation, have not found favour in more than three councils in the United States. The system of "first past the post" is therefore almost universally used.

The League reports that 61% of the cities now hold non-partisan elections.

In New York I had the pleasure of a conference with Mr. Richard S. Childs who has been associated with the National Municipal League since 1912 as Secretary, Vice President and President. It was Mr. Childs who, in 1910, conceived the idea of the Council-Manager form of administration. Following considerable groundwork with the idea, the first Council-Manager was appointed at Sumter and took office in January, 1913.

To-day, the Council-Manager plan has become the commonest form of American municipal government for cities of over 10,000 population and in other towns has spread in twenty years from 500 to 1700.

As this plan was instigated by the National Municipal League, I think it appropriate that I should at this stage give a general outline of what it means.

"THE COUNCIL-MANAGER PLAN:

" The central idea of the council-manager plan, to put it  
 " simply, is a far-reaching attempt to resolve the apparent  
 " conflict between democracy and efficiency. Democracy is  
 " preserved in the popular election of a small council, on a  
 " short ballot which does not overtax the attention which citizens  
 " usually bestow on government. Efficiency is achievable by the  
 " employment of a manager professionally trained for the technical  
 " job of administration. The danger of bureaucracy irresponsible

"and unresponsive to the will of the community is met by giving  
"the council complete control of the manager's tenure in office.  
"

" Briefly, the main features of council-manager government  
"are: A small council elected at large on a nonpartisan ballot  
"determines all municipal policies which are not set forth in the  
"charter itself, adopts ordinances, votes appropriations, and is  
"required to appoint a chief executive officer called a city  
"manager. The council is the governing body of the city and the  
"city manager is its agent in carrying out the policies which it  
"determines. The mayor, who is usually elected by the council  
"from its own number, does not share in the administrative functions  
"of the manager, nor do individual members of the council. It is  
"definitely understood that the council deals with administration  
"only in a formal manner through the city manager, and that  
"administrative functions are at no time delegated to committees  
"or individual members of the council.  
"

" The city manager, the head of the administrative branch, is  
"appointed by the council as a whole. The theory is, and the  
"charter usually provides, that he be selected on the basis of his  
"training, ability and experience. The exercise of administrative  
"authority is concentrated in this appointive executive who is  
"accountable to the council. He provides the council with  
"information which enables it to determine municipal policies,  
"advises the council in matters of policy if the council so  
"desires, and executes the policies determined by the council.  
"He can introduce the best principles of advanced administrative  
"organisation and practice, and is held responsible for the  
"proper co-ordination of all administrative activities under his  
"direction.  
"

" The duties of the city manager as set forth in most council-  
"manager charters, broadly stated, generally include:  
"

- " (1) To see that all laws and ordinances are enforced.  
"
- " (2) To exercise control over all departments and in accordance  
" with civil service regulations appoint, supervise and  
" remove departmental heads and subordinate employees of the  
" city.  
"
- " (3) To make such recommendations to the council concerning the  
" affairs of the city as may seem to him desirable.  
"
- " (4) To keep the council advised of the financial condition and  
" future needs of the city.  
"
- " (5) To prepare and submit the annual budget to the council.  
"
- " (6) To prepare and submit to the council such reports as may  
" be required by that body.  
"
- " (7) To keep the public informed, through reports to the council,  
" regarding the operations of the city government.  
"

"In addition the charter generally states that the manager is to  
"perform such other duties as may be prescribed by the charter  
"or required of him by ordinance or by resolution of the council."

THE SEVENTEEN METROPOLISES.

The League states that it was to be expected that the Metropolises of over 500,000 population would be the last to follow the nation-wide and accelerating trend to the Council-manager plan. They say that the following evidence is encouraging in respect of the future of the scheme in the large cities:-

- (1) The 32 years of success in Cincinnati (504,000).
- (2) The similar success in Cleveland (then 800,000) in 1924-1932.
- (3) The effectiveness since 1938 of the great Los Angeles County Government (nearing 6,000,000) with its budget of \$560,000,000.

The trend in the big Mayor and Council Metropolises has been to smaller council membership, to election of councils at large (no wards) and to non-partisan elections, although the latter, operative in 11 of the 17 areas, are not in these large cities as free from strong partisan currents as in the smaller cities.

The following chart illustrates the position:-

17 AMERICAN METROPOLISES.

(Over 500,000 population). *o*

City.	Pop.1950	Executives.	Elections.		Council.	
			P-Partisan. NP-Non partisan.	By Wards.	At Large.	
New York.	7,892,000	Mayor Comptroller Pres. of Council 5 Boro Pres.	) ) ) )	P	25	0
Chicago.	3,621,000	Mayor (P) Treasurer (P) Clerk (P)	) ) )	P & NP	50 (NP)	0
Los Angeles.	2,244,000	Mayor Controller	) )	NP	15	0
Philadelphia.	2,072,000	Mayor Controller	) )	F	10	7
Detroit.	1,850,000	Mayor Treasurer Clerk	) ) )	NP	0	9
Baltimore.	950,000	Mayor Clerk	) )	F	20	1
Cleveland.	915,000	Mayor	)	NP	33	0
St. Louis.	857,000	Mayor Treasurer Clerk	) ) )	F	28	1
Boston.	801,000	Mayor	)	NP	0	9
San Francisco.	775,000	Mayor Treasurer Assessor Attorney	) ) ) )	NP	0	11
Pittsburgh.	677,000	Mayor Clerk	) )	P	0	9
Milwaukee.	637,000	Mayor Treasurer Clerk Attorney	) ) ) )	NP	20	0
New Orleans.	603,000	Mayor Assessor	) )	NP	5	2
Houston.	596,000	Mayor Clerk	) )	NP	5	3

City.	Pop. 1950	Executives.	Elections.		Council.	
			P-Partisan. NP-Non partisan.	By Wards.	At Large.	
Buffalo.	580,000	Mayor ) Clerk )	P	9	6	
Minneapolis.	522,000	Mayor ) Treasurer ) Clerk )	NP	13	0	
Cincinnati.	504,000	Appointive Manager	NP	0	9φφ	

φ District of Columbia, having no elective officers, is not included.

φφ Council was elected by proportional representation 1926-1958.

I was very interested in "The All American Cities Contest" outlined by Mr. Childs. In principle this accords somewhat with the A.R. Bluett Memorial Award in New South Wales.

Councils throughout the United States are invited each year to make submissions on progress made during the preceding year which are examined by a panel.

The Councils filling the first eleven places then send representatives to an Annual Conference where a fixed time is allowed to the Council representatives to put their case verbally before conference members. It is understood that a vote of conference members determines the winner.

Mr. Childs stated that the scheme has proved popular beyond expectations and created keen competition. As I see it a fairly large time factor would be involved with eleven councils, but in principle, I think such a scheme in New South Wales would attract more interest than the Bluett Award Scheme.

AMERICAN MUNICIPAL ASSOCIATION.

Visits were paid to the offices of the Association which are situated in Chicago and Washington.

The Association represents some 13,000 municipalities in the United States and Puerto Rico. It is a national federation of state leagues of municipalities. It provides membership also for individual cities (members of the state leagues) of over 50,000 population and for state capitals and the ten largest cities in each state, regardless of size.

Through its Washington and Chicago offices, the Association carries on a wide range of activities designed to assist its members in meeting the municipal needs of urban citizens. These activities:-

- (1) Provide research, information, and public relations services, and
- (2) Develop and put into effect National Municipal Policy, a statement of major municipal goals in the United States created to focus the power of municipalities on the solution of critical problems they have in common.

In Washington, the Association represents with Congress and the federal administration, and informs the leagues and member cities on federal legislation affecting municipal government. The Washington staff keeps members posted on municipality related activities of federal agencies.

In Chicago, the Association's office maintains a complete municipal information service and provides consultation on special phases of local government. Regular research reports are prepared in the Chicago office, and special reports are prepared on vital subjects with the aid of consultants.

The Chicago Association is strategically situated at 1313 East 60th Street, together with twenty-one other agencies dealing with local authority and allied organisations.

The Association is represented on the Committee for International Municipal Co-operation - U.S.A., created for the purpose of presenting the unified view of all local and allied authorities on The International Union of Local Authorities and the Inter-American Municipal Organisation.

"The National Municipal Policy", the national organ of the American Municipal Association, presents a workmanlike approach to the problems of municipal bodies in a well documented form.

The accent in the United States today is the presentation of a common front by city governments through the American Municipal Association on a more intensified scale, having regard to the positive direct relationships already established between the central and city governments. Examples of direct negotiation take the form of urban renewal and airport development.

As will be indicated in my notes dealing with the United States Conference of Mayors, lobbying of members of Congress is widely practised to place the views of organisations such as the Conference of Mayors and the American Municipal Association in matters relating to city governments.

I am of the opinion, whilst appreciating all that is being done by the Local Government and Shires Association and its energetic Secretary, and having a reasonable knowledge of the written material disseminated by the Associations, the preparation and distribution of a clear cut and concise policy each year as is done by the American Municipal Association, could be extremely beneficial.



UNITED STATES CONFERENCE OF MAYORS.

The objectives of the United States Conference of Mayors are as follows:-

- (1) To promote in all its branches, improved municipal administration throughout the United States.
- (2) To provide effective interchange of information and experience between the major municipalities of the country.
- (3) To foster proper and adequate relationships on mutual problems between the Government of the United States and the cities.
- (4) To promote municipal co-operation as an effective method of securing successful local government.

I questioned the effectiveness of this organisation from the point of view of personal continuity of membership, and was informed that it is not uncommon in the United States for a Mayor to hold office for 8 to 12 years.

Membership of the Conference of Mayors is in the vicinity of 300 and is open to mayors of cities having a population of 50,000 and over. Membership is also conceded to the mayors of cities having a population of between 30,000 and 50,000 with expectations of exceeding 50,000 within a reasonable period.

The Conference of Mayors does not intrude in matters considered to be of a domestic nature in City Government. Indeed, the attitude from all quarters is that home rule is a thing to be jealously guarded and there is little evidence, if any, of collaboration in even such things as wages and salaries negotiations to achieve a certain amount of uniformity.

As indicated elsewhere, lobbying of members of Congress is on an organised basis to such an extent that professional lobbyists operate and identify themselves openly to all and sundry. In fact, it is surprising to discover the number of organisations who maintain offices in Washington, DC., primarily to be in close touch with members of Congress and the government departments.

The usual practise in respect of the Conference of Mayors is to appoint a delegation of Mayors to confer with Senators on particular items of policy. It should be remembered that the mayors of such cities as New York, Chicago, Los Angeles, Philadelphia, Boston, Cleveland and Detroit are usually very strong political figures and wield a great deal of influence.

It is one of the principal functions of the Executive Director of the Conference of Mayors to use his office as a clearing house for information and to keep the members informed of happenings and trends relating to city, state and federal governments.

In formulating my Overseas Study Tour Itinerary, I arranged to forward to each of my points of call, a copy of the Newcastle City Council's publication "Symphony on a City". It was indeed encouraging for the Executive Director of the Conference of Mayors to give genuine praise to the Newcastle City Council for its initiative in producing such a publication and for the high quality of the production. The Executive Director indicated that he would display the publication at the next meeting of the Conference of Mayors as a guide to what they might do in the United States. It was not uncommon to receive complimentary remarks about this production at all points of call, but I think the special reference by the Executive Director rates a special mention.

THE MUNICIPALITY OF METROPOLITAN TORONTO,  
ONTARIO - CANADA.

In 1950, the Ontario Municipal Board then headed by Mr. Lorne R. Cumming, Q.C., began its public hearing of the application submitted by the Toronto City Council for the amalgamation of that City and twelve other adjoining municipal areas and several boards, commissions and other authorities. The application was strongly opposed by 11 of the 12 suburban councils. Following a protracted hearing of the matter, the Board announced its decision on the 20th January, 1953, and dismissed the application for amalgamation, inter alia, on the grounds that, if approved, an unwarranted severance of local interests would occur.

The legal authority of the Board extended only to empowering it to approve or reject applications of this nature.

However, in this instance, having regard to the many factors and considerations involved, the Board recommended as an alternative, a metropolitan system of city government consistent with national federation.

Although the decision and recommendations of the Board were only handed down on the 20th January, 1953, the Ontario Government included the principal recommendations in the Municipality of Metropolitan Toronto Act, which was accorded Royal Assent on the 2nd April, 1953; less than three months from the date of the decision handed down by the Board.

Section 2 of the Act provides:-

- (1) On the 15th day of April, 1953, the inhabitants of the Metropolitan Area are hereby constituted a body corporate under the name of "The Municipality of Metropolitan Toronto".
- (11) The Metropolitan Corporation shall be deemed to be a municipality for the purposes of The Department of Municipal Affairs Act and The Toronto Municipal Board Act and shall be a municipality in the County of York separated therefrom for municipal purposes.
- (111) The Metropolitan Corporation shall be deemed to be a City for the purposes of Section 421 of the Municipal Act.

The Municipality of Metropolitan Toronto is known as a Federation of the following municipalities for certain metropolitan purposes:-

City of Toronto (34.9), Township of North York (69.5), Township of Scarborough (70.3), Township of East York (5.7), Town of Lesside (2.3), Town of New Toronto (1.2), Town of Weston (1.0), Township of York (7.9), Township of Etobicoke (42.7), Village of Forest Hill (1.5), Town of Mimies (0.8), Village of Long Branch (0.9), Village of Swansea (1.0), aggregating 240 square miles.

The population included in the Metropolitan Area approximates 1.5 million persons.

Section 4 of the Municipality of Metropolitan Act, 1953, provides:-

- (1) The Metropolitan Council shall be composed of the following persons:-

- (a) The head of the Council of each area municipality .. .. . (13)
- (b) The two members of the Board of Control of the City of Toronto who at the municipal election next preceding the day the new Metropolitan Council is organised in any year received the highest number of votes .. (2)
- (c) The aldermen in each ward of the City of Toronto who at the municipal election next preceding the day the new Metropolitan Council is organised in any year received the highest number of votes in such ward .. (9)  
(24)  
 =====
- (4) During the years 1953 and 1954, there shall be an additional member of the Metropolitan Council, who shall be the chairman thereof and who shall be appointed by the Lieutenant-Governor in Council before the 15th day of April, 1953, to hold office during pleasure for the years 1953 and 1954 and until his successor as chairman is elected or appointed in accordance with this section.
- (6) At the first meeting of the Metropolitan Council in the year 1955, and in each year thereafter, at which a quorum is present, the Metropolitan Council shall organise as a Council and elect as chairman one of the members of the Metropolitan Council, or any other person to hold office for that year and until his successor is elected or appointed in accordance with this section.
- (8) If at the first meeting for any reason a chairman is not elected, the Clerk or presiding member may adjourn the meeting from time to time and, if a chairman is not elected at any adjourned meeting held within one week after the first meeting, the Lieutenant-Governor in Council shall appoint the chairman to hold office for that year and until his successor is elected or appointed in accordance with this section.
- (9) Where a person elected or appointed as Chairman is not one of the persons mentioned in subsection (1) the Metropolitan Council shall be composed of such chairman and the persons mentioned in Sub-section (1).

Nine members constitute a quorum.

In any year when the chairman has not been elected from among the members of the Metropolitan Council, the chairman shall not have a vote except in the event of an equality of votes.

In any year when the chairman has been elected from among the members of the Metropolitan Council, the chairman shall have a second or casting vote in the event of an equality of votes.

The original chairman appointed by the Lieutenant-Governor was Frederick G. Gardener, Q.C., and is currently the chairman having been elected from year to year successively by the Council.

The representation on the Metropolitan Council presents a most interesting study in consequence of the Toronto City Council and the 12 suburban councils each returning 12 members, a total of 24. The present and only Chairman is a non-elected person, recognised generally for his leadership and ability. The practise of appointing a person to head a Council is not unique. English Councils may appoint a mayor who is not an elected member and in the Netherlands, the Queen appoints Burgomasters to head the municipal councils.

During my visit to Toronto, I had the pleasure and privilege of spending a considerable number of hours with Mr. Lorne Cumming, Q.C., who now occupies the position of Deputy Minister of the Department of Municipal Affairs, who, as previously mentioned, formerly headed the Ontario Municipal Board. Mr. Cumming also was largely responsible for preparing the Municipality of Metropolitan Toronto Act.

In his address on "Metropolitan Government" to the Centenary Conference of the Local Government Association of New South Wales in 1958, Mr. Cumming referred to parts of the actual report, flowing from the application to the Ontario Municipal Board by the Toronto City Council, to which I shall briefly refer. Inter alia, the report states:-

"The central question is whether the continued existence of  
 "local municipal governments, carrying out necessary and  
 "important functions of a local nature is, after all,  
 "completely inconsistent with the concurrent existence of a  
 "senior metropolitan government equipped with adequate  
 "powers and resources to deal with area-wide problems. It  
 "is the opinion of the Board that the most promising avenue  
 "of approach to a solution of this question is clearly  
 "indicated in the political history of our own nation----  
 "it is sufficient to point out that in every true federation  
 "there is a recognition of the need for a dual system of  
 "government, an acceptance of the idea that the establishment  
 "of a strong central authority is the best method of dealing  
 "with vital problems affecting the entire area and a  
 "conviction that the retention of local government for local  
 "purposes is not only desirable but necessary----if the  
 "principle of federation is to be applied in the organisat-  
 "ion of a metropolitan government it is immediately obvious  
 "that a sound answer must be found to the vital question of  
 "the division of powers between the local governments and  
 "the central authority and that a matter of almost equal  
 "importance is the constitution and organisation of the  
 "central or metropolitan authority."

In formulating its recommendations, it should be known that the Ontario Municipal Board was dealing with a set of circumstances well known to all who have been associated with a rapidly expanding city and urban area. The functions of each local authority included:-

Education.  
 Police Services.  
 Fire Services.  
 Water and Sewerage Supply and Disposal.  
 Welfare Services.  
 Housing.

It is little wonder that some form of amalgamation to achieve uniformity in services and amenities was sought in the Toronto Metropolitan area of 240 square miles when it is realised that nine of the thirteen local authority areas aggregated only 22.3 square miles.

#### FUNCTIONS.

Following are the functions of the Council of the Municipality of Metropolitan Toronto:-

##### Assessment (Valuation).

The valuation of all property within the area of the thirteen constituent councils is effected by the assessment branch of the Metropolitan Council. This branch was originally formed by the amalgamation of the separate assessment offices of the constituent councils.

Water Supply.

The construction and maintenance of pumping stations, treatment plants, trunk mains and reservoirs for the wholesale supply of water to the 13 municipalities. The local distribution systems and the retail sale of water remain the responsibility of the local municipalities.

Sewage Disposal.

The construction and maintenance of trunk sewer mains and sewage treatment plants providing a metropolitan sewage disposal system which accepts sewage from the 13 municipalities on a charge basis. The local sewage collection systems remain the responsibility of the local municipalities.

Air Pollution Control.Roads.

The designation of certain highways as metropolitan roads and the establishment of an arterial system of highways. Metropolitan roads are financed to the extent of 50% for construction and maintenance by the Metropolitan Council and 50% by the Province of Ontario (The State Government). Provincial roads within the metropolitan area are financed wholly by the Province of Ontario. The Province does not contribute towards the cost of installation or maintenance of street lighting.

Health and Welfare Services.

The Council is responsible for:

The hospitalisation of indigent persons; post sanatorium care for consumptives; homes for the aged; the maintenance of wards of children's aid societies.

Education.

The Council includes in its annual budget the current estimates of the Metropolitan School Board. The Council, on the advice of the Metropolitan School Board, determines the amount of funds to be approved for the purchase of school sites and the erection of new school buildings. The capital funds required for these purposes are raised by the Metropolitan Council on the credit of the Council and are paid to the local boards as required.

Justice.

The Council is required to provide and maintain a court house and gaol for the County of York and a juvenile and family court for the Metropolitan area.

Housing.

The Council has authority to provide housing and to effect redevelopment.

Police.

The control of police in the Metropolitan area. Command of the force is under a Chief of Police and four deputies responsible to the Metropolitan Board of Commissioners of Police. The Board is appointed by the Province and composed of a permanent Chairman (a magistrate) a County Court Judge, the Senior Metropolitan Magistrate, the Chairman of the Metropolitan Council and a member of the Council.

Planning.

The Metropolitan Toronto Planning Board has jurisdiction over the Metropolitan area and all adjoining township areas. Its duties include the preparation of an

official plan for the Metropolitan Planning Area, the general scope of which includes land uses, ways of communication, sanitation, green belts, park areas and public transportation. It is of interest to record that planning is being effected for thirteen townships outside the Metropolitan boundary and for about eight of the internal municipalities in detail on a "big brother" basis as only about five of the internal councils have appropriate planning staff.

#### Parks.

The Council is empowered to establish metropolitan parks in the area.

#### Licensing.

The Metropolitan Licensing Commission comprises the Chairman of the Metropolitan Council or his delegate, and two magistrates designated by the Lieutenant-Governor to exercise jurisdiction over practically all aspects of licensing in the Metropolitan area.

#### Civil Defence.

The Council is responsible for the civil defence organisation in its area.

#### Acquisition of Assets from Constituent Municipalities.

All the assets which the Metropolitan Council took over from the constituent councils for Metropolitan use, were transferred without compensation other than the assumption of any outstanding liabilities in respect of those assets.

#### Provincial Financial Assistance.

Annual grants for 1959 from the Province of Ontario to the Metropolitan Council were as follows:-

\$5.50 per capita for unconditional grants to relieve the municipality from Social Welfare costs, administration of justice costs and general purposes. The unconditional grant amounted to \$7,385,581 in 1959.

50% of capital and 70% of current costs for aged persons' homes.

50% of capital and maintenance costs of highways.

40% of children's aid societies' costs.

20% of Provincial liquor license fees (for policing services).

70% of labour costs re unemployment relief works.

75% of expenditure for civil defence.

10% of benefit fund contributions and workmen's compensation re police.

Per Diem grant for hospital maintenance and subsidy re poliomyelitis patients.

Education Grants.

#### Transportation.

The Council appoints the Commissioners of the Toronto Transit Commission. The Commission is responsible for the efficient management of all public conveyance in the Metropolitan area.

Finances.

The Council prepares an annual budget for its estimated requirements and precepts upon the 13 constituent councils by a metropolitan levy based on assessments in each local municipality. Local municipalities no longer issue their own debentures. Their requirements for debenture financing are submitted to the Metropolitan Council. The latter Council determines, subject to an appeal to the Ontario Municipal Board, what local financing should be done and debentures for such requirements are issued by the Metropolitan Council. Loan proceeds are paid to the constituent councils when received and repayments, plus interest, are charged specifically to municipalities in accordance with their borrowings over and above the precept for normal metropolitan expenditure. Each constituent council makes available a copy of its annual statements of accounts for the information of the Metropolitan Council.

EXECUTIVE COMMITTEE.

The Metropolitan Council may by by-law, provide for the appointment of an Executive Committee to be composed of the Chairman and four or six other members of the Metropolitan Council, one-half of whom shall be members of the council of the City of Toronto, and one-half of whom shall be members of the area municipalities other than the City of Toronto, and the Chairman of the Metropolitan Council shall be Chairman of the Executive Committee and entitled to vote as a member thereof.

The Metropolitan Council may by by-law, authorise the Executive Committee to exercise with respect to the Metropolitan Council, any or all of the powers of a board of control as provided in the Municipal Act.

OTHER COMMITTEES.

The Council, in addition to constituting itself as a Committee of the Whole for certain purposes, has established the following committees:-

Roads and Traffic.  
Works.  
Welfare and Housing.  
Parks and Recreation.  
Special Grants.  
Civil Defence.

The Chairman of the Council is ex-officio a member of all committees.

PRINCIPAL OFFICERS.

Metropolitan Clerk.	Finance Commissioner.	Assessment Commissioner.
Metropolitan Auditor.	Works Commissioner.	Roads Commissioner.
Metropolitan	Planning Commissioner.	Welfare & Housing
Solicitor.	Parks Commissioner.	Commissioner
Personnel Officer.	Traffic Engineer.	Commissioner of Courts
	Commissioner of Property.	& Revision.

1960 BUDGET.

Capital. For the ten years ending 1969, the Metropolitan Corporation proposes to expend \$1,032,542,000 on its Capital Works programme. It has developed a budget to require an approach to the loan market each year to seek amounts of approximately \$100,000,000 to maintain its high credit rating and also to place a regular but not undue strain, on the bond market,

For the year 1960, its summarised estimated capital expenditure is as follows:-

Metropolitan Works,	\$32,297,000.
Area Municipalities,	32,395,000.
Education,	28,582,000.
Toronto Transit Commission,	<u>7,000,000.</u>
<u>Net amount to be financed by Metropolitan Debentures,</u>	100,274,000.
Ontario Government Grants,	18,330,000.
Metropolitan Current Levies (Capital additions from revenue sources),	<u>11,229,000.</u>
<u>1960 Estimated total capital expenditure,</u>	<u>\$129,833,000.</u> =====

Revenue.

In summarised form, the estimates of revenue and expenditure for 1960 are as follow:-

<u>Expenditure:</u>	
General,	\$70,708,712.
Education,	<u>69,484,148.</u>
	140,192,860.
Water works,	<u>11,360,523.</u>
Total gross expenditure,	<u>\$151,553,383.</u> =====

Less Revenues other than levy (precept):

General:	
Provincial Grants,	\$15,923,618.
Sundry,	8,352,610.
Surplus from previous year,	1,938,512.
Education:	
Provincial Grants,	24,382,191.
Sundry,	950,000.
Surplus from previous year	3,434,087.
Waterworks:	
Water charges, etc.	10,962,170.
Portion of previous surpluses,	<u>398,353.</u>

Total revenues other than levy,	<u>\$66,341,541.</u> =====
------------------------------------	-------------------------------

Total net expenditure constituting metropolitan levy on constituent councils for general and educational purposes,	<u>\$85,211,842.</u> =====
---	-------------------------------

GENERAL OBSERVATIONS ON METROPOLITAN GOVERNMENT.

I think it can safely be said that due to the peculiar unsatisfactory circumstances then existing consequent upon extraordinary pressures exerted by unexpected post war urban and industrial development and the incapacity of some units of local government in the area to provide all the services required at the standard desired, a stage had been reached when the people of Metropolitan Toronto, whilst not being willing to relinquish control of purely local functions, were prepared to have the major services and amenities dealt with on a broad metropolitan plane. To fully appreciate the situation existing prior to the

introduction of metropolitan government, it should be kept in mind that the local councils, some with very small areas and resources, were endeavouring to satisfactorily provide such services as education, police, fire, water and sewerage, welfare and housing.

Even though students of government in Toronto maintain that the metropolitan form of city government is more costly, the vast majority of the citizens appear to be content with progress made by the Metropolitan Government, and I am of the opinion that any move to alter the present system would be strongly opposed.

In his address to the Centenary Conference of the Local Government Association of New South Wales in 1958, Mr. Lorne Cumming, Q.C., struck a note of warning, which I interpret to mean that great care and investigation is necessary before endeavouring to introduce the metropolitan concept of government.

In applying the functions and principles of Metropolitan Toronto Government to local authorities in New South Wales, it is suggested that we already have what may be termed a "Metropolitan State". In other words, the functions of the Municipality of Metropolitan Toronto are carried out because the Province (or State) of Ontario, is not directly active in certain spheres as is the case in New South Wales.

Through the system of uniform Federal income taxation, the net costs of services such as education, police, fire, welfare and housing, are met on the "ability to pay" basis in New South Wales, whereas a large proportion of these costs are met in Metropolitan Toronto from real estate taxation.

In my opinion, therefore, the introduction of the metropolitan form of City government in Toronto in principle accorded with the State Departmental Controls already existing for major services in New South Wales. As previously mentioned, there is one vital difference in the two forms, and that relates to the method of financing the costs. I think it will be generally agreed that financing on a state-wide basis on the principle of ability to pay, is preferable to direct real estate rating or taxation. This aspect will be further dealt with in conjunction with my comments on alternative sources of city government revenue.

THE ONTARIO MUNICIPAL BOARD.

The quasi-judicial Ontario Municipal Board was established under the authority of the Ontario Railway and Municipal Board Act, 1906.

The Board consists of ten full-time persons appointed by the unicameral Parliament of the Province of Ontario on the recommendation of the Minister of Municipal Affairs. The personnel of the Board are non-partisan and independent. Whilst they are appointed at the pleasure of Parliament, the length of service of the members reflects certainty and stability. Any two members of the Board constitute a quorum for the purpose of making decisions.

From the ten members, Cabinet, on the recommendation of the Minister, appoints a Chairman and three Vice-Chairmen.

The personnel of the Board at present comprise:-

- Three (3) Queen's Counsel with extensive experience in Municipal Law.
- One (1) Accountant.
- Two (2) Former Administrators of the Department of Municipal Affairs.
- One (1) Civil Engineer.
- One (1) Planning Director.
- One (1) Business Executive.
- One (1) Former Secretary of Agriculture;

and the particular attributes of the abovementioned personnel aggregate a considerable range of experience and ability to deal with and determine matters arising from the following principal headings:

- (1) Consideration of and approval or rejection of applications for permission to raise loan funds for proposed municipal capital expenditures. In this respect, it is pointed out that there are no prescribed limits placed on borrowings in Ontario Province for municipal purposes and no maximum interest rate is laid down. All applications are treated on their merits having regard to all factors including the purpose for which the capital is required, its relative priority and the ability of the applicant to repay the loan.
- (2) Determination of appeals against decisions given by Councils in the Province of Ontario in respect of applications for planning development.
- (3) Consideration and determination of petitions for alterations of boundaries of local authorities and applications for changes in status of local authorities.
- (4) Consideration and determination of appeals against valuation assessments made by the Valuation Authorities of the local authorities.
- (5) Consideration and determination of appeals against the decisions of Councils in respect of subdivision applications.
- (6) The fixation of compensation in all cases of expropriation by provincial and local authorities.

It will be recalled that the then Chairman of the Ontario Municipal Board, Mr. Lorne R. Cumming, Q.C., was the guest speaker at the Centenary Conference of the Local Government Association of New South Wales held at Randwick in 1958. His subject entitled "Metropolitan Government", dealt with the incorporation of the Municipality of Metropolitan Toronto. Mr. Cumming is at present Deputy Minister of the Department of Municipal Affairs, a position comparable with that of the Under-Secretary of the Department of Local Government, New South Wales.

It is recorded that the Ontario Municipal Board, on the 20th January, 1953, dismissed an application by the Toronto City Council for the amalgamation of the City of Toronto and its twelve (12) surrounding suburbs into one municipal corporation responsible for all municipal services in an area of 240 square miles, with a population exceeding one million persons. Instead, the Board recommended the establishment of the Municipality of Metropolitan Toronto and the Municipality of Metropolitan Toronto Act, containing the major recommendations of the Board, was given Royal Assent on 2nd April, 1953, and this brought into being the first federated Metropolitan Government on the North American continent. This subject will be dealt with in detail elsewhere in this report.

The present organisation of the Board is provided for in the Ontario Municipal Board Act (RSO 1950.c.262) as amended.

Where the Board acts as an arbitrator, the legislation for the most part provides for an appeal to the Court of Appeal of Ontario from any decision or order of the Board on questions of both law and fact.

The Board charges each applicant a fee depending on the nature of the application or appeal, and derived the following revenue which was almost equivalent to operating expenses:-

1956/57	\$293,321
1957/58	272,339
1958/59	328,181

To give some idea of the volume of the Board's activities, the following statistics are submitted for the year 1959:-

<u>Number of applications.</u>		
Capital expenditures,	2567	
Miscellaneous,	<u>1801</u>	4368
<u>Number of orders issued.</u>		
Capital expenditures,	3692	
Miscellaneous,	<u>1144</u>	4836
<u>Days of Public Hearings.</u>		
Annexations and amalgamations,	121	
Arbitrations,	121	
Assessment Appeals,	110	
Restricted area byelaws including references and appeals under the Town Planning Act,	1015	
Capital expenditures, includ- ing Local Improvements and Dispensation of Vote,	408	
Incorporations and Erections,	14	
Special Legislation,	<u>4</u>	1793

The 1959 Report of the Board states, inter alia:-

"In the interests of both provincial and local taxpayers  
"sound municipal administration throughout the province  
"must be maintained. The powers and duties of the Board in

"this respect are of the greatest importance. The  
 "tremendous development of the economy of the province over  
 "the past few years has imposed severe obligations upon  
 "local municipalities. School building programmes are now  
 "greater than at any time in the history of the province.  
 "During 1959, the Board approved applications for capital  
 "expenditures for schools amounting to \$95,475,429 as  
 "compared with \$57,332,124 in 1958 and \$54,886,112 in 1957".

The total amount involved in capital expenditure applica-  
 tions approved by the Board in 1959 was \$284,040,812, whilst the  
 total for 1958 was \$511,859,511. However, this sharp variation is  
 due primarily to the approval in 1958 of an application by the  
 Municipality of Metropolitan Toronto in respect of the construction  
 of the underground railway extension, estimated to cost  
 \$200,000,000.

A break-down of the capital expenditure approvals for 1959  
 is as follows:-

### 1. MUNICIPAL.

(i) General Government.	Civic Buildings,	\$7,255,287	
	Civic Equipment,	10,500	\$7,265,787
(ii) Protection to Persons & Property.	Fire,	1,269,537	
	Police,	442,390	
	Court Houses,	6,671,448	
	Street Lighting,	138,833	8,522,208
(iii) Public Work.	(a) Streets, Roads,		
	Lanes,	32,158,253	
	Sidewalks,	4,986,170	
	Bridges,	12,737,550	
	Road Machinery,	987,164	
	Tunnels, Subways,	2,487,633	
	Workshops & Yards,	206,000	53,562,770
	(b) Watermains,	15,884,329	
	Storm sewers, drains & ditches,	18,402,193	
	Conservation,	262,375	
	Viaducts,	2,600,000	37,148,897
(iv) Sanitation and Waste Removal.	Sanitary sewers,	23,285,074	
	Sewage Treatment Works,	1,450,376	
	Garbage & Waste Collection,	33,000	24,768,450
(v) Health.	Hospital Grants,	9,055,394	
	Clinics,	94,700	9,150,094
(vi) Social Welfare.	Welfare offices,	97,500	
	Homes for Aged, Charitable Institutions,	5,246,878	5,379,978
(vii) Recreation Services.	Parks,	3,030,756	
	Golf courses,	27,500	
	Skating Rinks, arenas,	739,620	
	Swimming Pools, beaches,	634,956	
	Community Centres,	1,138,600	5,571,432
(viii) Community Services	Libraries,	386,963	
	Housing,	574,130	961,093

General Government                    \$152,330,709  
 =====

### 2. EDUCATION.

Elementary Schools,	\$47,514,519	
High Schools,	47,960,910	\$95,475,429

3. UTILITIES AND PUBLIC ENTERPRISES.

Electric Utilities,	\$14,447,842
Water Works,	5,210,306
Municipal Telephone,	745,284
Transportation,	7,723,009
Industrial Land,	4,208,969
Others including parking lots,	<u>3,899,264</u>
	<u>\$36,234,674</u>
<u>TOTAL,</u>	<u>\$284,040,812</u> =====

The Report states that the Board has always attempted to follow certain fundamental principles with respect to its procedure, similar to the practice of the courts, in order to secure a fair hearing for all interested parties. The Board's decisions are necessarily based on the evidence and arguments submitted at its public hearings and written reasons for its decisions are issued and forwarded to parties represented by counsel, and to any others requesting a copy thereof, unless a decision has been announced orally at the conclusion of the hearing, in which case confirmation of the decision is given in writing at a later date.

THE CITY OF TORONTO.  
ONTARIO - CANADA.

Toronto is the capital of the Province of Ontario, one of the ten provinces into which Canada is divided. It has an area of 35 square miles and a population of 650,000.

Canada has a Federal Constitution. The division of constitutional powers between the Federal and provincial governments is defined in Sections 91 and 92 of the British North American Act. Under paragraph 8 of Section 92, the provinces were given exclusive jurisdiction over municipal institutions.

The incorporation of municipalities and the delegation to them of responsibility for municipal administration and the allocation of revenue raising powers is, therefore, the responsibility of each provincial legislature.

The Council of the City of Toronto comprises a Mayor and four members of a Board of Control, elected by the voters at large, and eighteen Aldermen, elected from the nine wards into which the City is divided, two from each Ward, making a total membership of 23. The entire membership of the Council is elected at two-yearly intervals.

The Council, as a whole, is the legislative body of the municipality and carries out its functions through the Board of Control and the following standing committees:-

Public Works, Buildings and Development, Parks and Exhibitions, Public Welfare, Fire and Legislation.

BOARD OF CONTROL.

The Board of Control comprising the five Council members elected at large with the Mayor as Chairman, is the executive body of Council and primarily functions as a Finance Committee. It exercises general control over the Council's activities with the exception of the Department of Education, which is under the control of the Board of Education elected by the voters biannually. Two members elected from the nine wards of the City. All reports of Committees are submitted first to the Board of Control and then transmitted by that body to the City Council together with recommendations regarding any amendments as the Board may deem advisable.

REMUNERATION.

The following remuneration is paid to members of the Council:-

	<u>Salary.</u>	<u>Expenses.</u>	<u>Total.</u>
Mayor,	\$6500	\$2000	
Chairman, Board of Control,	6500		\$15000
Controllers,	6500	2000	8500
Aldermen,	2667	1333	4000
Chairman of Committees - additional -			200

VALUATION OR ASSESSMENT.

The assessment of the valuations of real estate for taxation purposes in the City of Toronto is effected by the Municipality of Metropolitan Toronto.

SOURCES OF REVENUE.

The major source of all local government revenue in all provinces is from real estate taxation.

The millage is applied to the improved valuation or assessment, viz. the value of the land and buildings thereon. In the City of Toronto a business tax is also levied, the additional percentage being computed on the overall assessment and this percentage varies according to the nature of the business carried on. The local brewery has the doubtful distinction of paying the greatest additional percentage, viz. 150%.

It is of interest to note that in the Province of Ontario, taxes levied for school purposes are divided between Public School Supporters and Separate School Supporters. The basis of this division is made at the time of assessing the property, and the occupier stipulates the type of school he wishes to support. School taxes levied on business premises are applied to public schools.

The customary tax exemptions are accorded charitable etc. organisations, but Provincial and Federal grants are received in lieu of taxes on government property.

Apart from the customary provincial grants for education, welfare, etc., the Toronto City Council receives a grant from the Province of Ontario of one-third of the cost of constructing and maintaining "domestic" city streets. This grant is paid from the 13¢ per gallon levied on sales of gasoline by the Provincial Government. The Federal Government does not levy a gasoline tax. I have referred elsewhere to provincial grants of 50% towards the cost of construction and maintenance of metropolitan streets. Provincial roads are financed entirely by the Provincial Government.

Naturally, much more could be written about the operations of the City of Toronto, as it is a large and important centre, but as indicated earlier, it is my purpose to only highlight principles which may be of interest for comparative purposes in New South Wales. However, I cannot fail to mention the well planned, rapid development of this city with its modern expressways residential and regional shopping areas. In my opinion, post-war light industrial development in Toronto in the design and layout of buildings and landscaping, is well ahead of any other development of this nature I saw in all other countries visited during my study tour.

AWARDS.ENGLAND:

Awards or agreements fixing rates of pay are effected on the same principle as applies in New South Wales.

Representatives of Unions, Associations and employing authorities constitute joint negotiating committees in much the same way as is arranged by the New South Wales Local Government and Shires Associations and the State Organisations of Employees.

If agreement cannot be reached by the Joint Negotiating Committees, the matters are referred to a tribunal corresponding with the New South Wales Industrial Court.

In determining the salaries of senior officers of councils, population in the main, is taken as a basis.

GENERAL:

In other countries visited, the general pattern appears to be based on local fixations by individual councils, having regard to comparable rates paid elsewhere. This aspect is particularly evident in the cities visited in the United States of America where local autonomy is jealously guarded but in those cities comparisons are made as far as practicable with trade and commerce rates of pay prevailing in the particular area.

My overall assessment of industrial relations is that in New South Wales at least equal, if not more, emphasis is placed on union membership and award or industrial agreement making as compared with any country which I visited.

AWARDS FOR MERITORIOUS WORK OF BENEFIT TO  
THE CITY OR ACTS OF HEROISM OR OUTSTANDING  
DEEDS OR ACHIEVEMENTS IN THE PUBLIC INTEREST.

On behalf of my Council, I made inquiries in respect of this matter in various cities visited in England and Scotland.

It is not customary for councils to make any awards under the several headings enumerated, as it is generally considered that the New Year and Birthday Honours together with recognition accorded by the Royal Humane and Shipwreck Society reasonably meets the position. In addition, the Freedom of the City is conferred in special circumstances.

In Glasgow, however, an award is made for acts of bravery in the form of a medal. Bars are added to the medal in the event of further awards being made to the same person.

The medal, a specimen of which was made available to me, is briefly described hereunder:-

The medal is round, the size of an English half-crown, and is suspended from a corded ribbon  $1\frac{1}{2}$ " in length of the colours of the city. A suitable mounting and clip is attached to the top of the ribbon to permit the owner pinning it to his coat. On one side of the medal appear the words "For Bravery" surrounded by leaf clusters. The other side of the medal incorporates the City Arms and the wording:-

" Presented by The  
" Corporation of Glasgow  
" to  
"  
"

A citation is prepared in respect of each act for which a medal is proposed to be awarded and incorporated in an official schedule when medals are being presented. I secured a copy of the schedule of citations dated March 1, 1960, which can be made available to any interested person.

Each recipient of a medal is given an appropriately printed scroll containing the following:-

COAT OF ARMS

THE CORPORATION OF THE CITY OF GLASGOW

THE MEDAL FOR BRAVERY

IS AWARDED TO

( FULL NAME AND ADDRESS)

FOR RESCUING A COLLEAGUE FROM DROWNING IN  
THE RIVER CLYDE AT MEADOWSIDE QUAY ON  
24TH SEPTEMBER, 1959.

1st MARCH, 1960.

ALEX ROOKE  
TOWN CLERK

CEMETERIES AND CREMATORIA.

BUSHBURY CEMETERY AND CREMATORIUM,  
WOLVERHAMPTON, ENGLAND.

For some time now, I have been considering the advisability of recommending to my Council that it secure an appropriate area of land for burial and cremation purposes in consequence of the limited areas remaining in the existing cemeteries within the City, and a desire to have a facility of this nature to accord with dignity and modernity.

Consideration of the acquisition of a new cemetery site in particular has been accentuated by the desire of the Department of Lands to generally transfer the care, control and management of existing cemeteries to councils.

Whilst different cities have varying problems in this respect, I am of opinion that a stage has been reached in Newcastle when the use of existing cemeteries should be tapered off to allow as soon as may be conveniently arranged in future years, the closure and appropriate utilisation of existing cemetery areas, and to institute the lawn cemetery concept in an appropriate new area.

The new concept envisages the utilisation of an appropriate area for all time for burial purposes by adopting the following principles:-

- (1) Regulating the period of time for which grants for rights of burial are made.
- (2) Regulating the uniformity and types of plaques, memorials or headstones which may be erected to mark a grave.
- (3) The charging of fees to reasonably ensure that proper and regular maintenance attention may be accorded the grave surfaces, pathways, trees etc.

The City of Wolverhampton, England, has one of the best arrangements seen during my tour, and I secured from the Town Clerk of that City, copies of the Regulations and other literature relating to the care, control and management of the Cemetery and Crematorium established at Bushbury.

The Cemetery and Crematorium are regarded for financial purposes as distinct units, and separate accounts are maintained in respect of each.

The Cemetery layout is on the lawn principle and no kerbing of any kind is allowed on the graves. Headstones are laid back to back, thus giving a 15' sward for mowing purposes. The lawns and graves are planted and maintained by the Corporation. Additional cultivation may be undertaken, however, by relatives by arrangement with the Superintendent.

The grants made by the Council give rights of burial for fifty years, with an option exercisable during the last five years of this period for renewal, and on payment of an additional half-fee, for a further 25 years in respect of any portions of the grave space which have not yet been used for burial purposes. Should further options be desired, any persons interested will be at liberty to make further applications to the Council at the end of 75 years. The Regulations provide that the first interment in any grave space must be placed at such a depth to allow a specified number of subsequent interments to be made in the same grave.

The rights conferred by the deed of grant do not include any conveyance or demise of any estate or interest in the freehold of the grave space. Therefore, with the effluxion of time and the non-exercise of options, the land may be used again for burial purposes.

In common with other cities, the City of Wolverhampton is endeavouring to create and maintain in the cemetery at Bushbury, a Burial Ground which will be worthy of the City. It will be laid out and managed in such a way as to become more beautiful as the years go by; it should not suffer the fate which has befallen so many cemeteries which have become progressively more over-grown and unattractive through insufficient maintenance of all the individual graves. Experience has shown beyond doubt the necessity of adopting some form of management which will look not only to the present but to the future, so that when, after many years have gone by and there are no relatives able and willing to maintain every grave property, there will be a cemetery that is still capable of being kept in order by the Burial Authority without excessive cost.

The general principle and design which has been followed in the design and layout of the Bushbury Cemetery is to provide that the major portion of the Cemetery, including the areas used for burial, shall always keep an open appearance as a lawn, interspersed with flower-beds, trees and hedges. In these areas of the Cemetery, memorial tablets lie flat on the ground just above the level of the surrounding lawn.

For those who still prefer vertical headstones, areas of the Cemetery near the outside boundary or away from the main entrance have been set aside for this purpose. In the general interest, certain limitations have been placed on the size of headstones and the type of stone which may be used so that harmony with the surrounding area will be achieved. The height, width and thickness of these headstones are regulated to preserve uniformity.

An inspection of the Bushbury Cemetery and Crematorium area satisfied me that this was the type of development in this category which all cities should strive for.

CIVIL DEFENCE.

Prior to leaving for overseas, I decided, after reading what literature I could secure on this subject, to inspect the measures taken by the Portland City Council, Oregon, U.S.A.

Portland terms its organisation "Disaster Relief and Civil Defence" and it has been set up to minimise the effects of a natural disaster or an enemy attack.

Under the supervision of the Mayor and Commissioners, the Disaster Relief and Civil Defence Office is the co-ordinating agency for the development and preparation of definite plans to meet these obligations. A staff of 14 employees is engaged on this work. In addition, nearly every bureau and office of the City of Portland, together with several quasi-governmental organisations, have responsibilities in this programme as a normal part of their regular employment. These personnel, together with auxiliary volunteers are in continuous operations of planning and training.

Emphasis is placed in Portland on four simple steps to safety:-

- (1) To know the warning signals and the action indicated by each.
- (2) To know the community plan for emergency action.
- (3) To take measures of protection from radioactive fallout.
- (4) To be prepared for evacuation, to have home emergency supplies and first-aid training.

The Federal office of Civil and Defence Mobilisation requires all governments to:-

- (1) Establish adequate, automatic lines of succession for key personnel.
- (2) Provide for the safekeeping of essential government records.
- (3) Establish protected emergency operating centres.
- (4) Make full use of government personnel, facilities and equipment by requiring all regular departments and agencies to meet their inherent civil defence responsibilities.

During my visit to Portland, I was given a thorough review of the steps taken by the City Council in its Disaster Relief and Civil Defence Programme.

In 1952, the Citizens of Portland approved a special tax levy of one mill (\$600,000) to provide civil defence supplies, equipment and facilities for a two to four year period. These funds have actually been used over an eight year period to develop many of the basic elements for a sound, realistic survival programme. These local funds were used in conjunction with available Federal and State funds, principally for the following purposes:-

- (1) Construction of a self-contained emergency operations centre.

This centre was constructed at a cost of \$625,000 shared equally between the Federal and City Governments. It is a semi-circular roofed concrete structure constructed

about 10 miles from downtown Dayton after excavation of the side of a hill had been effected. The material excavated from the building site was then used to cover the centre. A radio mast projects over the top of the hill from which Portland is visible. The centre is a two-storied structure, the first floor containing sleeping and eating quarters for the staff of the centre, a meeting room for the City Council, and a battery of telephones.

The ground floor houses decontamination units, office accommodation, city microfilm records, emergency generating and air conditioning units, a control room for all city and subsidiary services, radio equipment, plan printers and other modern emergency facilities.

The ventilation equipment is fitted with specially constructed valves to withstand blast damage and to prevent the entry of contaminated air.

- (2) Procurement of radio base stations as well as other mobile and utility radio units,
- (3) Establishment of a microfilming programme to preserve all essential city records,
- (4) Construction of a training centre for teaching civil defence skills and techniques,
- (5) Installation of special controls (Greenlight system) for the traffic signals in the downtown area to assist in the orderly movement of evacuation traffic.
- (6) The installation of a public attack warning system,

On November 8th, 1960, the voters of Portland are to be asked to vote for a tax levy of \$125,000 per year which, together with an equal aggregate matching grant from the Federal and State Governments, will maintain the Disaster Relief and Civil Defence Programme, as the previously authorised funds are now exhausted.

In 1954, the voters of the City of Portland defined lines of succession in the event of death or crippling disability preventing the performance of duty of three or more members of the City Council, due to natural disaster, calamity, accident or enemy attack. Briefly, the people of Portland authorised certain senior council employees to act as council members until the interim council so constituted selected from among qualified citizens of the City of Portland, persons to serve as members of the City Council until the next regular election.

It will be seen, therefore, that with Government assistance, the City of Portland has complied with the principles laid down by the Federal Office of Civil and Defence Mobilisation, which has placed Portland in a position of national leadership in the United States in the development of a realistic non-military defence programme.

The City has procured certain quantities of detection and other equipment on the following basis:-

Federal Government,	50% of cost.
State Government,	25% of cost.
City Government,	25% of cost.

To fully equip all units of its organisation, however, the Federal Government early in 1961, is expected to make available to the City, free of cost, 53 sets of radiological and other vital equipment.

The construction of bomb-proof shelters is not encouraged in the City of Dayton. Emphasis is placed, however, on evacuation of the City to defined rural areas and the erection and stocking of fallout shelters in those areas.

In a pamphlet issued in 1959 by the Federal Office of Civil and Defence Mobilisation, a brief outline of "Warning of Attack" states that the United States now has a warning system that can alert the nation of an impending attack in minutes. The North American Air Defence Command (NORAD) situated in Canada has the responsibility of detecting an enemy air or missile attack. Warning officers are on duty around the clock at NORAD Headquarters. They have immediate access to warning information. Warnings can be flashed simultaneously to 276 warning points. With Congressional approval, it is planned to expand the warning system to more than 500 points by 1961.

An interesting feature of the Civil Defence organisation in the United States is the conversion of all radio transmitting stations to standard frequencies in the event of enemy action, in order that the existing diversified frequencies will not be available to assist an enemy.

Another feature is the development of a home and factory unit to give warning to the occupants of buildings. It is understood that these units will soon be available to the general public for incorporation in buildings to pick up and amplify warning signals.

CLEAN AIR.ENGLAND.

The Clean Air Act, 1956, was enacted ten years after the Manchester Corporation obtained an Act of Parliament in 1946, which contained, inter alia, the prohibition of smoke in certain areas of the City of Manchester.

Sections 35 and 36 of the Manchester Corporation Act, 1946, provide:-

"NUISANCES AND SANITARY MATTERS.

35. "(1) In this section -  
 " "The central area" means the area in the city which is  
 " bounded by the following highways or streets that is to  
 " say St. Mary's Gate Market Street Ficcadilly Fortland  
 " Street Oxford Street Peter Street and Deansgate;  
 " "smoke" includes soot ash grit and gritty particles.
- "(2) As from the commencement of this section no smoke shall  
 " be emitted from any premises in the central area.
- "(3) The occupier of any premises in the central area from  
 " which smoke is emitted shall be liable to a penalty not  
 " exceeding ten pounds and to a daily penalty not exceeding  
 " five pounds.
- "(4) (a) The foregoing provisions of this section may by  
 " order made by the Corporation and confirmed by the  
 " Minister be extended and applied to any area or areas  
 " within the city which may be prescribed in such order.  
 " (b) Before submitting an order under this subsection to  
 " the Minister the Corporation shall publish in the London  
 " Gazette and in one or more local newspapers circulating  
 " in the city a notice -  
 " (i) stating that such an order has been made and is  
 " about to be submitted to the Minister for  
 " confirmation;  
 " (ii) stating the general effect of the order;  
 " (iii) describing the area or areas to which the order  
 " applies; and  
 " (iv) stating that within the period of twenty-eight  
 " days after a date named in the notice not being  
 " earlier than the first publication thereof any  
 " person may object to the confirmation of the  
 " order by giving notice in writing to the Minister  
 " and sending a copy of such notice to the town  
 " clerk.
- " (c) If no objection is duly made or if all objections  
 " so made are withdrawn then the Minister may if he thinks  
 " fit confirm the order with or without modification but  
 " in any other case he shall before confirming the order  
 " cause a local inquiry to be held and shall consider any  
 " objection not withdrawn and the report of the person who  
 " held the inquiry and may then confirm the order either  
 " with or without modification.
- "(5) An order made under the foregoing subsection may -  
 " (a) in relation to any premises specified in the order -  
 " (i) provide that the premises shall be excluded  
 " from the area;  
 " (ii) provide that the operation of the order to the  
 " premises shall be deferred for such period as may  
 " be specified;

- " (b) provide that the operation of the order to premises  
 " used for any of the following processes shall be  
 " deferred for such period as may be specified or  
 " indefinitely:-  
 " (i) the working of a mine;  
 " (ii) the smelting of ores and minerals;  
 " (iii) the calcining puddling and rolling of iron  
 " and other metals; and  
 " (iv) the conversion of pig iron into wrought iron  
 " or the reheating annealing hardening forging  
 " converting and carburising of iron and other  
 " metals:  
 "
- " Provided that no premises shall be excluded from the  
 " operation of the order on the ground that they are used for  
 " any of the said processes unless the Minister is satisfied  
 " that the inclusion of the premises within the operation of  
 " the order would obstruct or interfere with any such  
 " processes.  
 "
- " (6) An order made under this section shall come into  
 " operation on but not until such date as may be specified  
 " in the order which shall be not less than six months  
 " after the date of the first publication of the notice  
 " of the confirmation of the order.  
 "
- " (7) So soon as may be after an order made under this section  
 " has been confirmed by the Minister the Corporation  
 " shall publish in one or more local newspapers circulat-  
 " ing in the city a notice stating that the order has  
 " been confirmed and naming a place where a copy of the  
 " order as confirmed may be seen at all reasonable hours  
 " and shall serve a like notice on every person who  
 " having given notice to the Minister of his objection to  
 " the order appeared at the public inquiry in support of  
 " his objection.  
 "
- " (8) A copy of a newspaper containing a notice published in  
 " pursuance of this section shall be sufficient evidence  
 " of the publication of the notice.  
 "
- " (9) An order under this section may contain such provisions  
 " as the Minister may think expedient -  
 " (a) for enabling the lessee or tenant of any premises  
 " within the area to which the order relates who has  
 " to incur expense in executing works or providing  
 " altering or adapting any fixtures fittings or  
 " appliances for the purpose of complying with the  
 " order and the owner of such premises to enter into  
 " and fulfil agreements making such variations of the  
 " terms of the lease or tenancy of the premises as may  
 " be reasonable having regard to the expense to be  
 " incurred and to other relevant circumstances; and  
 " (b) for enabling any such lessee or tenant who has been  
 " unable to make an agreement with the owner thereof  
 " under paragraph (a) of this subsection to apply to  
 " the county court for an order making such variations  
 " of the terms of the lease or tenancy of the premises  
 " as aforesaid and for enabling the court to make  
 " such an order.  
 "
- " (10) An order under this section may be varied or revoked  
 " by another order made by the Corporation and confirmed  
 " by the Minister.  
 "
- " (11) Nothing in this section or in an order made thereunder  
 " shall apply to smoke emitted from a railway locomotive.  
 "

- "(12) Subsections (2) to (5) of section two hundred and ninety of the Act, 1933 (which relate to the giving of evidence at and defraying the costs of local inquiries) shall apply to a local inquiry held in pursuance of this section as they apply to the local inquiries mentioned in subsection (1) of the said section two hundred and ninety.
- "(13) The Corporation may if they think fit contribute the whole or part of the expense necessarily incurred by any person in executing works or in providing altering or adapting any fixtures fittings or appliances for the purpose of complying with -
- " (a) the provisions of subsection (2) of this section; or
- " (b) the provisions of any order made by the Corporation and confirmed by the Minister under this section."
36. "(1) No person shall instal in any building whether erected before or after the passing of this Act any furnace for steam raising or for any manufacturing or trade purpose unless such furnace is so far as practicable capable of being operated continuously without emitting smoke.
- "(2) Any person who contravenes the provisions of this section shall be liable to a penalty not exceeding ten pounds and to a daily penalty not exceeding two pounds.
- "(3) If a person before installing in a building a furnace to which this section applies submits to the Corporation plans proposals and particulars of the proposed furnace and furnishes them with such other necessary information in regard thereto as they may require the Corporation shall within a period of six weeks from the date upon which such plans proposals particulars and information are received by them serve a notice upon such person stating whether or not they are satisfied that the furnace is so far as practicable capable of being operated continuously without emitting smoke and if they are so satisfied or if they do not serve a notice upon such person before the expiration of the said period of six weeks no proceedings shall be taken against him under this section in respect of the installation of that furnace in accordance with the plans proposals particulars and information so submitted and furnished.
- "(4) In determining for the purposes of this section whether a furnace is so far as practicable capable of being operated continuously without emitting smoke the Corporation or a court shall if either of the parties so desire have regard to cost and to local conditions and circumstances."

Section 42 of the Manchester Corporation Act, 1950, amended Section 36 of the Act of 1946, to the following extent:-

42. "(1) Section 36 (Prevention of smoke from industrial furnaces) of the Manchester Corporation Act 1946 shall have effect by the substitution for subsections (1) and (2) thereof of the following subsections:-
- "(1) No person shall instal in any building whether erected before or after the passing of this Act or on any premises any furnace unless such furnace is so far as practicable capable of being operated continuously without emitting smoke.

- " (2) Any person who contravenes the provisions of this  
 " section shall be liable to a penalty not exceeding  
 " ten pounds and any person who after there has been  
 " a conviction of an offence of installing a furnace  
 " in contravention of those provisions uses that  
 " furnace shall unless it has been altered so as to  
 " comply with those provisions be liable to a penalty  
 " not exceeding two pounds for each day on which he  
 " so uses the furnace:  
 " Provided that a person so using such furnace  
 " shall not be liable to the last-mentioned penalty  
 " unless he himself was convicted of the said offence  
 " or if he was not so convicted unless prior to such  
 " use or the continuance of the use he had received  
 " notice from the Corporation that there had been a  
 " conviction in respect of the installation of such  
 " furnace."
- "(2) Nothing in this section or in the said section 36 shall  
 " apply to the installation of a furnace in -  
 " (a) a house or flat unless the furnace is intended to be  
 " used for the heating of more than one house or  
 " flat; or  
 " (b) a building previously used as a single house which  
 " has been converted into two or more separate houses  
 " or flats.
- "(3) For the purposes of this section the expression "house"  
 " shall include a house of which part is licensed by the  
 " justices for the sale of intoxicating liquor pursuant  
 " to the Licensing Acts 1910 to 1949 notwithstanding that  
 " the premises are so licensed provided that the house is  
 " not designed and is not being adapted to provide more  
 " than three bedrooms for visitors or guests.
- "(4) Before the Corporation serve a notice under subsection  
 " (3) of the said section 36 as amended by this section  
 " stating that they are not satisfied that a furnace is  
 " so far as practicable capable of being operated contin-  
 " uously without emitting smoke the Corporation shall  
 " consult with the Minister of Fuel and Power."

These Acts still apply to the Manchester Corporation and were not affected by the National Clean Air Act of 1956.

In discussions with the Town Clerk of Manchester, I was informed that the emission of smoke has been completely eliminated from 550 acres of the centre of Manchester, and that a further 2500 acres will be declared a "smokeless zone" as from October 1, 1960, to be followed by a further 2500 acres on October 1, 1961.

Although the 1946 Act authorises the Council to contribute towards the cost of altering appliances, this has not been necessary and due to the manner in which the Act was applied, no prosecutions were launched. I was informed that the observance of the Act is a matter of pride and no difficulty is expected in extending its area of incidence.

The Town Clerk stated that in conjunction with the Act coming into effect, gas and electricity appliances promotion was accelerated and that it was necessary to see that coal merchants, who were deprived of their sales of that commodity, received equivalent incomes from sales of coke.

The improvement effected in Manchester is obvious and was very material in influencing the passing of the Clean Air Act of 1956.

The administration of the National Clean Air Act of 1956, is the direct responsibility of local authorities other than County Councils. Smoke control areas may be prescribed by local authorities by order confirmed by the Minister.

The 1956 Act provides for the making of grants towards the cost of conversion of appliances which had the effect of cost sharing on the following basis:-

Government,	40%
Local Authority,	30%
Owner,	30%

The 1956 Act is operative in respect of domestic and other buildings with the exception of factories etc. registered under the Alkali & C Works Regulation Act, 1906, which applies to heavy, hazardous and noxious industries. The Alkali Act is under the direct supervision of the Minister administering this Act in respect of factories registered thereunder. The Alkali Act was appropriately amended in 1956 to avoid any inconsistencies with the Clean Air Act.

I had not seen any of the provisions of the proposed Clean Air Act for New South Wales prior to my departure for overseas, and consequently do not know at the time of compiling this report, how it compares with the English Statutes.

Whilst it is not altogether satisfactory for the control of air pollution to vest in two authorities, both the Manchester Corporation Act 1946 and the Clean Air Act, 1956, confine their provisions to the prohibition or control of "smoke". The Alkali Act also deals with gases and fumes.

From discussion, it would seem that it was considered that all local authorities would not have staff of suitable technical ability to give effect to the provisions of the Alkali Act. In practise, however, some of the larger Councils do have technicians of this calibre and it is understood that, by arrangement, they effect inspections and report in terms of this Act.

I was told on inquiry, it has been definitely established that atmospheric pollution does have injurious effects upon the health of people who are subjected to this nuisance.

PITTSBURGH, PENNSYLVANIA; U.S.A.

Pittsburgh, situated in the County of Allegheny, Pennsylvania, U.S.A., is one of the largest steel producing centres in the world and for many years was renowned for its atmospheric pollution in consequence of its industrial might. In former times, the people of Pittsburgh considered that atmospheric pollution and prosperity must go hand in hand because smokeless stacks meant unemployment. Therefore, it was ingrained in the workers to put up with the adverse conditions.

Local ordinances were made in 1895, 1912 and 1922 in an effort to abate the nuisance, but little was done.

Then a set of circumstances, primarily associated with conditions within the coal industry, contributed more than anything else to reduce the incident of pollution in Pittsburgh.

In 1946, for economic reasons, diesel engines replaced coal fired engines on the railways, and in conjunction with this change natural gas became available by pipeline from Texas.

A strike by coal miners in 1948 for 109 days and again for 111 days in 1951, on both occasions during winter seasons, influenced thousands of householders to convert their heating plants from coal to natural gas, which was now becoming available in larger volumes. In addition, the concessions granted the miners to return to work increased the price of coal from 5 to 6.5 to 8 dollars per ton approximately. The people were also influenced to convert from coal to natural gas because of the increased cost of coal as compared with the relative more stable price of gas.

In addition, 700 coal fired heating plants in public buildings in Pittsburgh, were scrapped and replaced with one modern efficient and smokeless plant.

To illustrate; there were at one period, 400,000 coal fired heating plants in Pittsburgh homes. Today the position is as follows:-

Heated by - Natural gas,	340,000
- Oil,	24,000
- Coal,	<u>36,000</u>
	400,000
	=====

Mr. H.J. Dunsmore and Mr. T. Furcell, Chief and Assistant Chief respectively, of the Bureau of Air Pollution Control, Allegheny County Health Department, which is the controlling authority in respect of air pollution in Pittsburgh, stated there was an entirely different outlook today by the population in the City and that there is a strong desire to abolish all air pollution.

At the present time, only 23% of the open hearth stacks in the steel plants have been treated to minimise air pollution. No ferro-alloy plants are in operation in the Pittsburgh area.

It was acknowledged by Messrs. Dunsmore and Furcell that to date, the Health Department had not contributed as much as other factors had in reducing air pollution.

The Allegheny County Council, under the Pennsylvania State Act, is empowered to make reasonable rules and regulations in the interests of public health, safety and welfare. By virtue of this, rules and regulations have very recently been formulated by the Board of Health of the County (a body of five persons appointed by the County Commissioners - included in the five are two physicians) for submission to the County Commissioners for ratification.

If approved, these will be known as:-

Rules and Regulations - Article 13 of the Allegheny County Health Department made by authority of Act No. 315 of 1951 of the State of Pennsylvania.

The Board of Health realises that the most difficult era in air pollution control lies ahead and the rules and regulations have been formulated with special emphasis on industrial plants. In general, the rules and regulations will only permit the discharge of minimum percentages of matter from stacks. A copy of the rules and regulations will be forwarded to me as soon as they have been approved and printed. Mr. Dunsmore also promised to send me progressive reports on Pittsburgh's anti pollution measures.

Publicity was accorded (in the "Pittsburgh Press" on Sunday, September 4, 1960) to the Advisory Committee of fifteen persons to be appointed under the Regulations by the County Commissioners. It was indicated in the report that Mr. Charles H. Weaver, an atomic energy expert and Vice President of Westinghouse Electric, was expected to head the Committee. Other members are drawn from business, trade union, scientific, civic and citizen interests.

I am to receive a copy of the last annual report of the Allegheny County Health Department which includes statistics of atmospheric fall-out. However, following a brief perusal of schedules at the County office, the current atmospheric pollution is, generally speaking, in excess of Newcastle, Sydney and Wollongong.

The Bureau of Air Pollution has an establishment strength of 26, but only 19 are employed at the present time. The budget appropriation for air pollution control for 1960 is \$216,000.

Mr. Dunsmore, who was recently appointed Chief of the Bureau, is effecting a complete review of his staff with a view to arranging appointments of a calibre to meet the scientific demands which the new era of control, particularly in respect of industry, will necessitate.

ELECTRONIC ACCOUNTING.

Following perusal of an article on this subject before leaving Australia, it was my intention to visit Norwich to investigate the system of electronic accounting as applied to that Council's rates ledger by the National/Elliott installation.

As a result of further inquiry upon reaching England, however, I decided to visit the City Treasury at Coventry where several other operations are effected by the utilisation of electronic equipment. I record my appreciation to Dr. Marshall, the City Treasurer, and his officers for their very friendly and helpful co-operation during the special visit I made to Coventry.

The equipment utilised in the Coventry Treasury at the present time (August 1960) is as follows:-

One (1)	1 BM - 628	Electronic Calculator.
Three (3)	1 BM - 421	Accounting Machines (Model 9).
One (1)	1 BM - 083	Sorter (1,000 cards per minute).
Three (3)	1 BM - 087	Collators (to be replaced in the near future by one (1) 088 Collator.

The following functions are effected on the abovementioned equipment:-

Payroll.	6,000 weekly employees, 4,000 monthly employees.
Rate Demand Notices and Credit Postings.	100,000 rate demand notices are prepared each half year and all credit postings are effected. Amounts paid in full are dealt with summarily.
Stores and Materials.	Purchases and issues amount to £E250,000 each way and the stock headings are 15,000.
Loans Ledger, General Ledger, Cost Ledger.	
Statistics.	<ol style="list-style-type: none"> <li>1. The computation of bearing strengths of land upon which a new aerodrome is being constructed for the City.</li> <li>2. The sorting of detailed information following traffic census.</li> <li>3. Processing of types of police prosecutions.</li> <li>4. Processing data from library photo-charging records to determine overdue book position.</li> </ol>

The conversion of other operations to electronic calculation and processing is planned, such as sundry debtors, real estate rents, etc.

The production of electronic accounting equipment of smaller capacities than has previously been available, is a most interesting development, and all Town, Shire and County Clerks would do well to examine their accounting processes and, if possible, utilise these revolutionary aids to give rapid and reliable results.

I might add that I secured specimen forms from the City Treasury at Coventry, but because of the intricacies of the equipment and systems, I have made no attempt to go into detail in this report.

Whilst in Dayton, Ohio, I visited the principal factory of the National Cash Register Company, and had the opportunity of gaining some knowledge of the advances being made in the manufacture of cash registers, accounting machines and electronic data processing equipment. Of considerable interest were the National 31 compu-tronic accounting machine and the National 390 Electronic Data Processing equipment.

The latter installation for which a rough estimate of cost of "about \$75,000" was given, is due to come off the production lines in April, 1961, in consequence of the success of the prototypes.

For general information, a new film on the "390" is due to be received in the Company's office in October, 1960, and it would be most advantageous for groups of Local Government Clerks to view it.

.. .. .

Whilst not entirely relevant to this heading a conducted tour through the National Cash Register Company's Research Department was a fascinating experience. In that Department I saw:-

1. The application of Post-tronic Magnetic forms.
2. Character wave forms now used in the processing of cheques. The Bank of America has now standardised the coding of its cheque forms and the sorting process is effected by the use of magnetic ink on special numerical impressions on the cheque forms to create the character wave forms.
3. The basis of manufacture of magnetic "memories" in electronic computers, with a forecast that these could be superseded by chemical "memories".
4. The results of experiments with "built in" ink in an endeavour to perfect a paper which may be used in a typewriter without the use of a typewriter ribbon or carbon paper.

National Cash Register Company has already produced and patented the "NCR NO CARBON REQUIRED PAPER" by the coating of paper surfaces with capsulated ink.

5. Encapsulated castor oil, flavouring essences and gasoline which could revolutionise food processing and handling methods in the future.

### GARBAGE DISPOSAL.

I found that garbage collection and disposal practices overseas varied little from the methods used in New South Wales, with the exception that almost universally overseas, collection is effected by enclosed vehicles usually of the compactus type.

The trend overseas appears to be towards standardisation of receptacles to permit tipping by way of an attachment fitted on the rear of the vehicle and the utilisation of rubber gaskets around the chute entry which fit the top of the receptacles when tipped to avoid spillage and the escape of dust.

A study of plant utilisation and collection methods particularly in Glasgow, revealed that collections in the densely built-up areas were effected late in the evening through early morning to:-

1. Avoid traffic congestion and thus expedite collections.
2. Provide the incinerator with a reasonably uniform load.

The utilisation of garbage collection vehicles "on shift" has the following advantages which are well worthy of application in addition to those abovementioned:-

1. A reduced number of collection vehicles are required.
2. A reduced capital outlay is effected.
3. A reduction in garbage facilities is effected.
4. Reduced overhead costs by way of insurance, registration and recording are achieved.
5. The collection fleet is replaced at shorter intervals with the advantage of having the most up-to-date equipment continuously on the road.

Disposal of refuse is effected from observation in the following order of importance:-

1. Incineration.
2. Land Treatment.
3. Disposal at sea and utilisation in electric power station furnaces.

The several methods of disposal are governed by factors peculiar to each area; in the most effective economical manner available.

For sheer attention to detail, a report by the Metropolitan Borough of Wandsworth, makes most interesting reading: This Council's contract for the collection and disposal of refuse was due to expire on the 31st May, 1959. In a report dated May, 1958, a report by the Refuse Committee set out in complete detail the various means open to it to collect and dispose of refuse from the Borough. After reviewing practises in England, Scotland and the Continent, a specification was prepared on which tenders were invited in respect of which the Borough Engineer was requested to submit a tender. After lengthy analysis including a review by well known consultants, the Council decided to adopt the tender submitted by the Borough Engineer for the collection of the refuse and deposit of same at a central point where the second phase of the operation would begin - by barge to a leased tipping site for land treatment - for which a tender, submitted by a contractor, was accepted by the Council.

On the other hand, for example, the Glasgow Corporation collects and disposes of its own refuse in perhaps the most modern incinerator for this purpose in the world today. This incinerator was erected adjacent to manufacturing plants which could be adversely affected by atmospheric pollution by the operation of an inefficient incinerator and the Council was warned accordingly. The incinerator was opened in December, 1958, and no complaints have been received by the Council. Full details of this incinerator are included in a publication prepared by the Corporation, which I am sure would be readily made available to any interested person upon application.

GENERAL MATTERS OF INTEREST.ADVERTISING.

In City operated omnibuses on the Continent, revenue is derived from permitting neatly prepared advertising units to appear between the grip of the standing strap and the roof of the omnibus. The advertising units were neatly prepared and were a source of interest.

DECIMAL CURRENCY.

The earlier We have it, the happier we will be.

HI-FI.

In the beautiful Edwards Gardens in Toronto, Ontario, the Municipality of Metropolitan Toronto plays high fidelity popular and classical records from a centralised radio-gramme through high-powered column amplifiers to patrons of the park. At little cost, this is certainly an added attraction to a lovely resort.

HONOUR ROLL.

On each side of the Honour Roll in the entrance of Coventry City Hall, vases of fresh flowers are placed each day. The beauty of the floral decorations was superseded only by the fine thought which prompted this action which has been carried on for many years.

NON GLARE GLASS.

The Gulf Oil Company provides an observation tower on the 38th floor of its office block in Pittsburgh, where thousands of tourists view the City of Pittsburgh. In an art gallery conducted in association with the observation tower, the Company has covered the many fine paintings with non-glare glass which is manufactured in Pittsburgh. The result is excellent.

POSTING BOXES.

These facilities are attached to trams and buses in many European cities and it is surprising how popular they are.

A postal official is stationed at the terminus and removes the letters from the boxes each time the tram or bus reaches the terminus.

POTTED PLANTS.

In order that an almost continuous showing of blooms is obtained in public places, in overseas cities, plants are brought to the flowering stage in artificial conditions and then the pot and plant are buried in flower beds or tubs to provide an "early show".

TREE-PLANTING.

Glenelg, a seaside suburb of Adelaide, could not beautify its beach front because the severe southerly salt laden winds destroyed whatever was planted.

However, experiments were made with Holly Leafed Oak (*Quercus Ilex*) with excellent results. This tree has a life of 200 years, is a slow grower, and reaches a height of about 40 feet.

WIRE NETTING.

Is extensively used on newly formed soft steep embankments to prevent erosion until grass or other vegetation takes over.

INDUSTRIAL PROMOTIONOFFICE OF THE AGENT-GENERAL FOR NEW SOUTH WALES, LONDON.

During my study tour, the opportunity was taken to discuss with the Agent-General and officers of the New South Wales Government Office in London, the broad question of industrial promotion.

As is generally known, there has been established in Canberra a Commonwealth/States Standing Committee on Overseas Investments which includes representatives of the various state government departments concerned with industrial development and promotion.

This Committee, among other things, prepares advertising material on a Commonwealth basis for insertion at regular periods in leading English publications including the daily "Financial Times" and "The Times Review of Industry" which is produced monthly. The Commonwealth Government pays the cost of this advertising.

In London, there is also a committee generally referred to as the Deputy High Commissioner's Committee on Overseas Investment which makes recommendations in respect of advertising programmes and industrial promotion generally to the Commonwealth/States Standing Committee on Overseas Investments.

As the Newcastle City Council has from time to time spent fairly large sums on industrial promotion advertising, particularly in the United States and Canadian press, I endeavoured to secure some confirmation of the value of this expenditure. I gained the impression that whilst it was felt some value does accrue from a collective supplement such as the "New York Times" produced on New South Wales in January, 1960, and in which many industrial and other interests were represented, including Newcastle City Council, the value to be derived from advertising on an individual basis by a City was somewhat doubtful.

I also gathered that industries did not regard very highly the principles of concessions and subsidies to influence them to establish in special areas for decentralisation or other reasons.

It was generally conceded that the best approach to industrial promotion is to establish a panel of appropriate personnel to examine the "gaps" in industry in a particular city or district and to prepare facts and figures to substantiate the need for the establishment of that industry or industries and what special attributes exist in relation to the area to justify capital investment. The case or cases could then be attractively prepared for distribution through the offices of the Agents General, Trade Commissioners, Industrialists and others.

In passing, it is appropriate to set out my impressions of the Commonwealth/States general set-up in London. The focal point at present is Australia House at the Temple Bar end of the Strand. Australia House is essentially "Commonwealth". Along the Strand between Australia House and Trafalgar Square or Charing Cross, one comes across separate offices of the various state governments in all sorts of odd places. Whatever theory might be in existence about Commonwealth/States common front — integration does not appear to be well demonstrated by the London set-up.

I found in London a definite lack of knowledge of Australia and its individual states even among high officials. One of these gentlemen with whom I had arranged a relatively long-standing appointment apologised to me when I arrived for not

having had time to ascertain where New South Wales was located!

To effectively present Australia, the Commonwealth and State Governments should get together to review the present set-up. It is extremely doubtful whether the Strand is the best place to effect this. There are several more attractive, busier and influential areas in the London metropolis where a new Australia House to accommodate Commonwealth and State activities could be located to better advantage. The present illogical arrangement must be totally confusing to Londoners who are accustomed to their unitary form of government and not the Australian Federal system.

Admittedly such a project would be expensive, but Australia's future is well worth it.

\* \* \* \* \*

LANCASHIRE AND MERSEYSIDE INDUSTRIAL DEVELOPMENT ASSOCIATION:

Through the good offices of Sir Harold Danwell, Secretary, Association of Municipal Corporations, London, I had the opportunity of discussing with the Town Clerk, Manchester and the Assistant Director, the constitution and functions of the Lancashire and Merseyside Industrial Development Association.

The Association originated in Manchester in 1931 and has gradually spread in area and representation, more particularly in recent years in consequence of the contraction of the cotton and coal industries.

The Association which covers the Lancashire and Merseyside areas comprises principally of representatives from -

Local authorities in the areas,  
Chambers of Commerce,  
National Union of Manufactures,  
Trades Unions,  
Federation of British Industries,  
Faculty of Economics and Social Studies, Manchester  
University,  
The Nationalised Electricity, Coal and Gas Industries,  
The District Bank and Martin's Bank,  
District Members of Parliament.

The Association's finances are primarily derived by contributions from the constituent councils. The constitution of the Association provides that each local authority shall not be required to contribute an amount in excess of one-tenth of a penny based on the ratable value of the area. These contributions at present aggregate about £12,000 per annum on a rate of 1/23rd of a penny in the £.

The Association has made surveys to find gaps in industry in its area and approaches are made direct to industrialists to interest them in the proposals, and advertising is also effected in such publications as the "Financial Times".

In addition, considerable attention is given to the production of brochures etc. to demonstrate the attributes of the area for the establishment of industry.

I secured a range of advertising data produced by the Association which can be made available to the City of Newcastle Industrial Promotion Panel for its information and to any other interested person or organisation.

It is of interest to record the part the British Government plays in the encouragement of industry, particularly in an endeavour to decentralise its development in areas which need its establishment for economic reasons.

Every proposal to construct an industrial building of over 5,000 square feet must be submitted to the Board of Trade for the issue of an Industrial Development Certificate. Cities such as Birmingham, Manchester and Coventry in relation to population, land availability etc. are not areas in which industrial development certificates are readily forthcoming as they are considered to be fully industrialised.

In appropriate areas the Government assists industrial promotion and expansion in five ways, viz:-

1. It publishes a list of areas where financial assistance will be given. This list may be amended at the discretion of the Board of Trade. The areas in which assistance is given usually require a  $4\frac{1}{2}\%$  unemployment factor in relation to the insured population of that area.
2. It will build a factory for rent at a favourable rate.
3. If the industrialist erects a plant himself, the Government will make a grant of up to 85% of the difference between the cost of erection and the value placed on the premises by the Department of Inland Revenue having regard to the area in which it is erected.
4. By making long-term loans at an interest rate about 1% below bank rate.
5. By making grants to cover the cost of training new labour and in transferring a factory from one place to another. Also, by waiving interest on the first two years when a loan is advanced by the government and by making up any abnormal losses in the initial period of development of an industry.

In each instance, an accounting and technical investigation is effected and the report considered by an expert committee who makes recommendations to the Board of Trade. As from the 1st April, 1960, the applicant is not required to prove that he was unable to obtain loan accommodation elsewhere before approaching the government in that respect.

#### FEDERATION OF SWEDISH INDUSTRIES.

Whilst in Stockholm, I took the opportunity of conferring with Mr. Anderberg of the Federation of Swedish Industries on the question of industrial promotion activities in Sweden.

The whole question of trade and production in Europe and Scandinavia is under very close review at the present time in consequence of the formation of:-

1. The European Free Trade Area operative from 1st July, 1960. Embracing Great Britain, Sweden, Denmark, Norway, Austria, Portugal and Switzerland.
2. The European Common Market. Comprising Germany, France, Holland, Belgium, Italy and Luxembourg.

New investment and transfer of capital together with production targets in the various areas or "camps" are being influenced by the formation of these two groups.

Sweden is going through a phase of extensive industrial expansion in the process of relying more on manufacturing than on primary production. Coupled with industrial expansion in and around the cities is the introduction of mechanisation techniques on the farms and rural areas generally which is causing a strong drift of population to the cities and resulting in an extreme housing problem. This aspect will be covered in more detail in my comments on Town Planning in Stockholm.

Notwithstanding the fact that Sweden was not actively engaged in World War II and has not in fact been involved in hostilities for 150 years, the country suffered in consequence of the shortage of many imported commodities particularly fuel and many activities including some public utilities were brought to a standstill.

Sweden enjoys a high standard of living, and to maintain this standard in its changing economy, production techniques and output must be kept at a high level.

Consequently there is a close liaison between the Swedish Government and the Federation of Swedish Industries. In dealing with all draft legislation affecting industry and the economy of Sweden, discussion is effected between government officials and the Federation especially in matters relating to taxation and the "climate" for industrial expansion and promotion.

The Federation of Swedish Industries and Swedish Employers' organisations have established an advisory body on industrial productivity from which potential industrialists or manufacturers may obtain from the Information Bureau statistical and other data to assist in their considerations.

OFFICE OF THE COMMISSIONER FOR NEW SOUTH WALES, NEW YORK.

In my discussions with Dr. Denning, Commissioner for New South Wales and his officers, I gained the following impressions:

1. "Lone Wolf" advertising by individual cities was of little or no value in the United States where keen competition prevails to attract capital investment from America to all corners of the earth.
2. Co-operative efforts by the Commonwealth or State Governments in conjunction with other organisations by way of, for example, the supplement produced in January, 1960, in the "New York Times" could be beneficial.
3. That it was necessary to live among and establish personal contacts with prospective investors in America when it was felt a certain proposition might be of interest to a particular group.
4. It is advisable to have a package investment project to place before a prospective investor; generalisations are useless.
5. That possibly the best approach is to encourage the investment of American capital in existing industries in Australia to permit expansion.

It was also indicated to me that there was a growing demand for information on the availability of tourist facilities in Australia and that the Commissioner's Office was handling a progressively large number of these inquiries. I was asked to let it be known that the Commissioner's Office would welcome any good quality brochures produced by cities either appertaining to tourist or industrial aspects.

I indicated to Dr. Denning that an Industrial Promotion Panel had been formed in Newcastle with the object, inter alia, of preparing data concerning the suitability of the Newcastle district for specific types of industries.

Before leaving New York, Dr. Denning informed me that he would contact me in Newcastle early in November during a return visit to Australia for the purpose of visiting Newcastle to discuss industrial promotion matters particularly having regard to his knowledge relating to the United States investment potential.

BRIDGEPORT (CONNECTICUT) DEVELOPMENT COMMISSION.

Whilst in Bridgeport, U.S.A. I had the opportunity whilst discussing Town Planning & Urban Renewal with Mr. J.M. Dearborn, Planning Engineer, to ascertain what was being done in that area in respect of industrial development propaganda and he supplied me with copies of the following which, in my opinion, are very well presented and could be of assistance to the Newcastle Industrial Promotion Panel and any other city interested in the subject:-

1. "A Summary of Economic Trends in Bridgeport 1950-1960" prepared by the Connecticut Development Commission Research Division.
2. "Community Monographs" Bridgeport, Connecticut, prepared by the Connecticut Development Commission.
3. Package Proposal by Bridgeport Council of an Industrial Site.
4. Second Annual Report of the Redevelopment Agency of the City of Bridgeport, Connecticut.

DAYTON, OHIO. U.S.A.,

A very interesting form of city enterprise to redevelop an integrated community exists in Dayton, Ohio. The principle underlying this scheme is set out in my comments on Urban Renewal.

Of interest, however, on the Industrial Promotion side is the presentation for public consumption of the brochure "Live better in the East Dayton of tomorrow - The East Dayton Urban Renewal Programme and You". This brochure illustrates the proposal from residential and industrial points of view and is in effect a package proposal not only for potential industrialists but home-seekers.

### MARKETING.

Whilst a detailed study of all types of markets as affecting city planning and development was not possible in the time available, observations were made in the countries visited, and I submit hereunder, some particulars of the various types of markets and the trend in those spheres.

For the purposes of this report, I will divide this subject into the following headings:-

1. Wholesale - (a) General Merchandise,  
                  - (b) Fruit and Vegetables,  
                  - (c) Fish and allied products.
2. Retail Public Markets.
3. Supermarkets.
4. Regional Shopping Centres.

\* \* \* \* \*

1.(a) Wholesale - General Merchandise.

Perhaps one of the most compact and comprehensive markets of this type is situated adjacent to Rotterdam Central Railway Station in Holland.

The building, which is privately owned, is of the multi-storey type and would cover several acres of land. It is devoted wholly to the transacting business appertaining to wholesale general merchandising and offices and display rooms are provided for the purpose.

Extensive vehicular and bicycle parking facilities are provided in the basement and road access by means of ramps for delivery purposes, are provided within the building for three floors.

Vehicles leave the building by an elevated roadway which merges into the main traffic arteries at appropriate positions.

1.(b) Wholesale - Fruit and Vegetables.

The majority of this type of market have been established for many years, and are found in many cases in central city areas such as Covent Garden in London. Of the markets I saw, most of which are owned by City Councils, the best example, as far as positioning and rail facilities etc. are concerned, was at Stockholm in Sweden.

In my article on Urban Renewal in San Francisco, California, I referred to the Golden Gateway Redevelopment. This redevelopment involves the re-siting of a wholesale fruit and vegetable market which is being arranged, I understand, on a co-operative basis by the operators concerned in the market.

1.(c) Wholesale - Fish and Allied Products.

The City of Melbourne, Victoria, has one of the best examples of this type of market. It was erected in Footscray Road, West Melbourne in 1959 to replace the old market previously operated in the main city area.

It is owned by the Melbourne City Council and is divided into two sections for agents and merchants.

The market is well tenanted on leases of seven year's duration by persons who occupied the former markets.

Tenants are required to instal their own freezing and other facilities, with the approval of the Council.

Based on a rental income of £50,000 for 1960, the building is an economic unit. It is a well designed, spacious and attractive building with good light, ventilation and facilities.

## 2. Retail Public Markets.

The most striking example of this type of market exists in Coventry, England. It is erected in the redeveloped centre of Coventry consequent upon the destruction of this section of the City in World War 11.

The building was erected by the Coventry City Council and is circular in shape with a radius of about 125 feet. There are several entrances to the interior through openings in the circular exterior walls.

The structure was designed in this fashion to avoid, as far as possible, any criticism that a certain operator has been granted a stall in a position more favourable than another. Whilst the incidence of this aspect cannot be entirely eliminated, the layout of the circular design does reduce any apparent favours.

The interior layout on the circular pattern gives a pleasing compact effect.

## 3. Supermarkets.

These are becoming more and more allied with Regional Shopping Areas, but their incidence as independent units in conventional shopping areas, is still great.

In England, the threat of supermarket chains to conventional businesses is being countered by remodelling and alterations in technique. Shopkeepers are combining for the purpose of buying goods in huge quantities to place themselves on the same basis in this respect as Supermarket Operators.

Shopkeepers contend that most people still prefer "counter" attention on a personal basis and say they can retain their customers on this factor, provided wholesale purchasing on favourable conditions by grouping, can be effected, so that retail prices are reasonably competitive with the supermarket.

## 4. Regional and Pedestrian Shopping Centres.

Under this heading I would like to refer to the new trend in establishing:-

1. Regional Shopping Centres in newly developed suburbs; with high diversity of types of shops; pedestrian streets and parking facilities.
2. Pedestrian street shopping centres in central city areas with parking facilities under, within and around the stores.

.. .. .

1. The incidence of this type of development was particularly noted in the United States of America, Canada, Holland and Sweden.

They are usually provided by private developers, but one development in Sweden at Vallingby, a suburb of Stockholm,

was built by the City of Stockholm and the shops leased to operators.

We know them as "drive-in" shopping centres.

In the United States in particular, their proportions are immense, including shops and supermarkets in which anything may be purchased. Banking facilities are normally provided.

The most striking examples of this type of development were seen at Westchester, a suburb of New York; East Hills, a suburb of Pittsburgh; and Toronto North in Ontario.

2. Consequent upon the bombing of the central areas of Coventry, Plymouth and Exeter in England and Rotterdam in Holland, pedestrian shopping areas have been constructed with fringe parking areas. These centres provide pleasant and safe shopping facilities and are extremely well patronised.

In the areas mentioned in England, the Councils of the respective areas expropriated areas of land on which buildings had been destroyed or damaged by bombing, replanned the site and constructed "new look" pedestrian shopping centres. The Councils under a special rehabilitation scheme, raised loans for 60 and 30 years to acquire land and erect buildings respectively, and leased them out for maximum periods of 99 years; with provisos allowing rental appraisals during the term of the lease. Alternatively, companies were given a lease of the land and buildings were erected by them to accord with overall design requirements.

In Rotterdam, as elsewhere reported, the Council sold the land to various persons, but it was a requirement that all development must accord with a master plan and be supervised by a panel of Architects approved by the Council.

In the City of Portland, Oregon, the most striking development in the world has occurred. This constitutes a "Regional Shopping Centre" right in the geographical heart of Portland. It is known as the "Lloyd Center" and I find it extremely difficult to adequately describe it.

The area on which the shopping centre proper is erected, is 10 acres. Parking, delivery and unloading facilities are provided on two underground levels. Parking facilities are also provided on portion of the ground and first floor levels, in addition to open space surface parking in large areas adjacent to the shopping centre. In all, space exists for the parking of 8,000 cars.

The Lloyd Center was erected by private enterprise at a cost of \$25,000,000. It contains almost 100 new stores of large and pleasing dimensions, banking and other service facilities.

Escalators take shoppers from covered parking areas (3,000 spaces) direct to store levels. Covered parking areas are colour keyed to remember parking positions.

Colourful stores face broad landscaped malls in which gardens, fountains and sculpture are located. Open plazas and restful benches are other pleasing features.

The Center also contains a large ice skating rink, an auditorium and the second floor is devoted, in the main, to a medical centre.

To assist shoppers and visitors, directories are available in brochure form, setting out the locations and natures of the businesses and services.

ORGANISATION AND METHODS (O & M)  
AND  
WORKS STUDY METHODS.

Organisation and methods study are highlighted in a report submitted to the City of Coventry in 1954 by the Organisation and Methods Division of Her Majesty's Treasury. At the request of the Corporation of Coventry, the O & M Division of H.M. Treasury, consented to investigate the organisation and administrative methods used in the individual departments of the Corporation.

A team of Treasury and Council officers spent about eighteen months in effecting this investigation, and it was found that considerable economies could be effected with increased efficiency. Consequently upon this investigation, an Organisation and Methods Department, under the control of the Town Clerk, is now part of the Council's structure, the nucleus of which comprised staff trained by the team from Her Majesty's Treasury. The O & M staff of the Council is now being expanded by the engagement of Works Study Officers to achieve better results from funds expended by employees of the Engineer's and other Departments. I will refer further to Works Study Methods later in this report.

Organisation and Methods "O & M" is now very topical in Local Government in Britain, particular emphasis being placed thereon by the larger councils who have set up departments to investigate and review practises in the undertakings of the councils. The O & M Department is not in the nature of a police force, but I gained the impression that the O & M officers are selected because of special attributes academically and personally to effect co-operative relationships with all departments with the view of objectively considering problems, and working out solutions with departmental heads and other personnel.

Works Study Methods as I saw it in Great Britain, arose from a desire on the part of councils to increase the remuneration of its wages employees in an endeavour to achieve parity with rates of pay in private enterprise in order to recruit and maintain staff. Rather than grant straight out increases in rates of pay above the national level in this field, councils implemented a system of bonus payments for which employees became eligible under certain conditions.

Before leaving Australia, I arranged with representatives of Personnel Administration Limited to visit organisations in England and Scotland to see the procedures instituted in organisations by way of O & M and Works Study by this Company.

The Organisations visited were:-

Edinburgh Gas Board - Organisation and Methods.

Wolverhampton County Borough Council )  
Warwickshire County Council ) Works Study Methods.

At the Edinburgh Gas Board, I saw evidence of improved administrative and functional techniques on a far higher level than previously existed which now give extremely efficient service to consumers. The employees are applying the new techniques with enthusiasm and in speaking to several of them, I was impressed with their account of the improvements effected.

I spent a full day at Wolverhampton and Warwick inspecting and discussing procedures of Works Study, and conferring with Council officers and employees' representatives.

Of the two Councils, Wolverhampton was the first in this field and Works Study has been operative with bonus payments for three years. Apart from referring briefly to the fact that

Warwickshire County Council has built a special Works Study office and engages a staff of twelve solely on this work with beneficial results, and that the scheme at present is applicable to road gangs, tractor drivers, van gangs (maintenance) and mechanical sweepers, I will confine my remarks to the Wolverhampton County Borough Council.

Wolverhampton C.B.C. is at present applying Works Study and bonus payments to the following services:-

Mechanical Sweeping.	Road gangs (construction and maintenance)
Manual sweeping.	Transport (motor waggon drivers).
Bricklayers (Highways and Sewers).	Fainters of traffic signs.
Catch pit emptying.	Blacksmith.
Mobile Compressors.	Sewer flushing.
Sewers etc. stoppages.	Motor mechanics and fitters.
Gully machines (Eductors)	Sewer flushers and sewer surveys.
Faviors (Kerb and paving slabs).	Building maintenance.
Sewer connections.	

Consideration is being given to extending the scheme to:-

- Farks.
- Cemeteries.
- Cleansing (garbage etc. services).
- Waterworks and Sewerage farms.
- Housing and flats construction.

Works Study is divided into two parts or techniques; viz. Method Study and Work Measurement; and by way of brief explanation a survey and analysis of a particular task or service is effected by the consultant in conjunction with council officers and a representative of the employees selected from a panel of three names submitted by the employees at the request of the consultants. Existing work standards are established and related to prevailing rates of remuneration. Bonus rates on sliding scales are then computed and agreed upon for the various classes of functions or processes.

A close contact is maintained with all Unions concerned.

The City Engineer of Wolverhampton, previously unimpressed with such schemes, is now a keen advocate in the light of results achieved. This statement is made only after a personal discussion with that gentleman.

I also had the opportunity of questioning supervisors and workmen, who were all in favour of the scheme and welcomed its introduction.

A feature which has presented some difficulty has been the increased rate of expenditure, particularly on materials, brought about by better techniques and eagerness to participate in increased bonuses; but by gradually introducing the scheme on a sectional basis, budgetting difficulties have been overcome.

It is of interest to record that the drivers of hired motor waggons and other plant may participate in the bonus scheme, and it is not unusual for tenders to be called accordingly.

I feel there is much scope in this subject, and for my part, I will recommend to the Newcastle City Council that favourable consideration be given to the introduction, initially by way of engaging consultants, of organisation and methods in all departments as well as Work Study Methods and incentive bonus schemes.

I will be referring elsewhere in this report to a research team employed by the London Metropolitan Borough's (Organisation and Methods) Committee, which could be of interest in principle in the Sydney Metropolitan area or to the Local Government and Shires Associations.

PARKING.

Generally, I found that relative progress achieved and contemplated in Sydney and Newcastle in parking control measures, appear to be well formulated and managed in comparison with installations in overseas cities which I visited.

I do not propose to enumerate the installations seen in each city, but I will comment on points which were of interest to me:-

1. The City Engineer, Melbourne, contends that the cost of providing and maintaining the actual parking space in metered zones is properly a charge against parking meter revenue. I think this contention is reasonable, subject to an appropriate allowance, not necessarily on a pro rata time basis, in respect of the hours outside the operations of the meters.
2. The London County Council's Planning Committee has formulated parking space ratios to be applied in the erection of new buildings. The code is reproduced hereunder.
3. In Stockholm, parking meters are painted in distinctive colours to denote the time limits of the meters. I am of the opinion that this principle is advantageous, but the desired result could be achieved by painting the meter stem.
4. The incidence of underground parking facilities which could be used as civilian shelters, is increasing, and examples were seen in Stockholm (huge tunnels in rocky eminences around the city); Grant Park, Chicago; Union Square, San Francisco; the City Hall environs, San Francisco; and Mellon Square, Pittsburgh. Mellon and Union Squares have been landscaped over the parking facilities and similar action is being taken in respect of the facility recently constructed adjacent to the City Hall, San Francisco.
5. Whilst mechanical and pigeon hole parking stations have been erected on lots of relatively confined areas, it is generally agreed that the ramp type "self parking" stations are to be preferred.

I was particularly interested in two new parking stations in Dayton, Ohio, and San Francisco, California.

The Dayton installation in Main Street has a "ticket-spitter/automatic gate" entrance and is of the self-parking ramp type. Exit is effected by circular spiral.

The San Francisco installation in O'Farrell Street, has a customary manual control in conjunction with a ticket time recorder. This station has flat floors and ingress and egress is effected by concentric spirals.

Both stations referred to were erected by private enterprise.

6. At Western Industries Incorporated, Chicago, I saw the latest developments in automatic parking gates ("Packard" model 300 F.L. Gate) with electrically rather than pressure-operated pads; together with control mechanism ("TYM-AN-RATER") and inspected their application in joint operation at one of Chicago's largest and busiest surface parking lots.

The combination of these two units may be incorporated either in parking station or parking lot units.

The operations are as follows:-

A car about to enter the lot operates an electric road pad, which "half-issues" a ticket from a "ticket spitter". The

time of issue of the ticket is automatically stamped thereon in the form of a clock face with the date and time printed in the centre of the face.

The car driver must reach out and pull the "half issued" ticket from the machine to actuate the gate arm to allow the car to pass into the lot. The gate is automatically closed by the car passing over another electric pad.

The clock face printed on the ticket is divided into segments to accord with the parking fee in relation to time. When leaving the lot, the driver presents the ticket to the attendant who inserts it into a second time device synchronised with the first one and another clock-face is printed in a different colour within the original clock-face, as well as the day and time; and an appropriate indication printed by the second machine in the segment corresponding with the time the car has been parked, thus automatically recording the fee to be paid.

The automatic gate, if used alone, can be set to change automatically at a given time from a "coin-in" to a "coin-out" operation. It can also be used for domestic parking lots such as for hospitals, where authorised personnel actuate the gate arm either by inserting tokens or a key which have been issued to them.

The gate can also be operated by "permanent" weekly or monthly clients of a parking station by the insertion of a plastic card specifically issued for this purpose.

7. A considerable beneficial contribution towards the easing of the parking problem is being made by private enterprise in association with the growth of extensive regional shopping areas. This aspect is dealt with more fully in my comments on marketing.

EXTRACT FROM LONDON PLAN - ADMINISTRATIVE COUNTY OF LONDON  
 DEVELOPMENT PLAN - FIRST REVIEW 1960 - COUNTY PLANNING REPORT:  
 VOL. 1.

PLANNING STANDARDS : CAR PARKING.

"The analysis stated that individual owners should make provision  
 "for parking the vehicles which come to their buildings. In new  
 "offices and retail trade buildings, a standard of one car space  
 "for each 5,000 square feet of gross floor space, was arrived at.  
 "Subsequently, after study of the findings of a Government Committee  
 "on parking standards for inner London, and of its own survey, the  
 "Council approved interim standards for this and other buildings.  
 "By 1958 a parking code had been adopted for all types of building.  
 "These standards will be reviewed as necessary. The standards aim  
 "to ensure that sufficient parking space will be provided within  
 "the curtilage of all new buildings for cars normally attracted to  
 "the buildings, but that the standards are not so onerous that  
 "they will inhibit development.

"In general, they are regarded as minima and developers are  
 "encouraged to provide as many spaces as possible. Similar  
 "provision should be made in extensions of existing buildings or  
 "when changes of use occur. The developer is free to choose what  
 "form the parking space takes, so long as he satisfies the  
 "Council that the required number of cars can be accommodated  
 "within the site, and that there is free access to and from each  
 "car space without movement of any other parked vehicle. In  
 "large-scale development, the siting of car spaces will need  
 "special care. When possible, some spaces should be reserved near  
 "the entrance to buildings so that short-term visitors will have  
 "convenient places to park off the road.

"For buildings containing several uses, the appropriate number of  
 "car spaces is calculated for each use separately, except for  
 "residential schemes containing flats and houses, where the  
 "standard for flats is used for all dwellings.

"When applying the standards, gross floor space is used with  
 "deductions as in flat ratio calculations. Off street loading  
 "and unloading space is required in addition to parking space for  
 "all buildings where appropriate, except for commercial buildings  
 "when the parking standard includes it.

"The Council's standards are:-

" Offices and	One car space per 2,000 square feet of gross
" Showrooms.	floor space. This has been in use since
"	June, 1959.
"	
" Industrial	With factory and office combined,
" Buildings.	under 2,500 square feet gross
"	floor space .. .. . 2 car spaces.
"	
"	With factory and office combined,
"	between 2,500 square feet and
"	5,000 square feet gross
"	floor space .. .. . 3 car spaces.
"	
"	With combined or separate office
"	space over 5,000 square feet
"	gross floor space .. .. . 2 car spaces -
"	plus 1 space for
"	every 2,000sq.ft
"	of offices, plus
"	1 space for
"	every 5,000 sq.
"	ft. of factory
"	area.

"		For the purpose of calculating the parking requirements, the floor space occupied by substantial fixed plant and permanent equipment is excluded from the gross floor space if these do not require much labour to operate and maintain them.
"		
"		
"		
"		
"	Commercial Buildings.	One lorry space of 500 sq.ft. for every 5,000 sq.ft. of gross floor space, with a minimum of one lorry space and a maximum of 75% of the site area. To permit freedom of internal design, a single standard covers loading, unloading and waiting space; no additional loading and unloading space is required.
"		
"	Residential.	(i) Flats (a) One car space for every two lettable units within the 200 P.P.A. residential density zone. (b) One car space to every four lettable units in the remainder of the county.
"		(ii) Houses - being erected individually or in terraces or other groups, except in special circumstances, a garage or car space for each house.
"		(iii) In comprehensive schemes - including flats, houses and maisonettes, the standard for flats is applied to all dwellings within the scheme.
"		(iv) Hotels, residential clubs and hostels - except as provided in (v) below, one car space for every five bedrooms.
"		(v) Homes and hostels provided under the National Assistance Acts, Housing Acts and Children's Act 1948, and similar buildings provided by public and private bodies and for students' hostels and nurses' homes - One (1) space for every 20 occupants.
"	Shopping.	(i) Departmental stores and large retail establishments - One car space for every 2,500 sq.ft. of gross floor space. (ii) Small shops - Parking provision is required only where they form part of a larger scheme. The provision in that case to be considered on the merits of the case.
"	Cinemas.	One (1) car space for every 60 seats.
"	Theatres and Concert Halls.	Applications to be considered on the basis of one car space for every 30 seats.
"	Restuarants.	No fixed standard. Every case considered separately.
"	Transport centres.	No fixed standard.
"	Special buildings.	All other buildings for which the standards stated above do not apply. These are public buildings, places of assembly and buildings used for education, health purposes, sport, cultural pursuits and entertainment:-

"  
"  
"  
"  
"  
"  
"  
"  
"  
"  
"  
"  
"  
"  
"

One car space for every 2,000 square feet floor space used only by staff and not open to the public.

Space for all service vehicles kept regularly on the site.

One car space for every 40 visitors anticipated at the peak time of a normal day or at occasional peaks, for whom public car parking space cannot be expected to be provided. When occasional peak demands are high, the practicability of provision on the site to be borne in mind and also the degree to which car parking can safely be allowed to occur in surrounding streets."

RECOGNITION OF THE SERVICES  
OF RETIRED MAYORS AND LORD MAYORS

In England, I found that in general, the Chain of Office is not worn without the Robes of Office.

On occasions which do not require the wearing of full regalia, a replica of the pendant contained in the Chain is worn suspended from the neck by a ribbon usually fashioned in the colours of the city. It is also customary for the Mayoress to wear a chain on formal occasions and a pendant on other occasions.

Upon vacating office, the Council usually and in some cities the members themselves, present a pendant to the Mayor with an appropriate inscription thereon. The former Mayors are entitled to wear the pendants when attending subsequent civic functions to which they are invited.

I was not able to ascertain any customary procedure in respect of the retiring Mayoress, although some evidence of the principle as applies to Mayors does exist, but the presentation to the Mayoress is never effected from the funds of the Corporation.

In addition to the foregoing, it is customary to record the names of former Mayors and Lord Mayors in some permanent manner in the Council Chamber or the building housing the Council Chamber. The usual manner is by inscription on marble or stone or by lettering on marble or timber panels.

I specially liked the methods adopted at Exeter Guildhall and Manchester City Hall where the names are recorded in the stained glass windows of the council chamber or foyer.

ROADS AND TRAFFIC GENERALLY.

Free advice from a Scottish wayside:

" A LITTLE CARE WILL GET YOU THERE".

\* \* \* \* \*

Throughout the world, emphasis is being placed on the provision of adequate forms of road communication, and it would not be an exaggeration to say that almost frantic efforts are being made in an endeavour to meet requirements in this respect. The story is the same from all quarters and even in the United States of America, which already has fabulous skyways, freeways, turnpikes, converters, clover leaves and all other forms of modern highways; great ribbons of concrete are being poured throughout the country.

Methods of financing road construction on national, state and local levels are outlined in my comments on the various countries visited.

Every effort is being made by traffic engineers to utilise to the limit, the capacity of existing highways and experimentation with various types of road surfacing materials is a continuous process. The roadways in England in particular, have been liberally provided with "lay bays" or parking bays to prevent precious traffic lanes being obstructed by even a single vehicle.

The incidence of ramped pedestrian bridges in urban areas, subways adjacent to schools and congested pedestrian areas, automatic traffic signal devices and traffic separation, are universal with the object of ever increasing the tempo of traffic movement.

ROAD CONSTRUCTION.

The use of concrete in England, Holland, Belgium, Sweden, United States of America and Canada for the construction of high speed principal highways is almost exclusive.

In England, a black top riding surface is usually placed over the concrete pavement. Kerbing of the pre-cast type is laid on concrete side walks and may be readily removed and re-used when necessary. Gutters are formed by the road pavement or surfacing material being taken right to the kerb. Pre-cast mountable kerb along median strips is also used. Invariably underground drainage takes care of road water rather than it being conveyed any appreciable distance in open gutters.

The vast majority of road building in the countries referred to, is executed by contract and it is customary for the Council's Engineer to submit a tender in the case of municipal projects.

In Glasgow, premix surfacing of city streets is effected by contract which also provides for the subsequent maintenance of the surface.

Experiments are being conducted in Germany at the present time with plastic roads, and the following extracts from the London "Sunday Observer" of August 7, 1960, and the "Daily Telegraph and Morning Post" of August 16, 1960, are submitted hereunder respectively:-

"A plastic, prefabricated road has been invented by a German engineer, which would, he claims, halve the cost of motorway building.

"

"The system depends on prefabricated slabs laid between concrete beams,

"The beams are laid along the side of the route, rubble is  
 "laid between them, and the slabs placed in position,  
 "resting on flanges in the beams. A space of some 18 inches  
 "is left between the slabs and the rubble beneath.

"The slabs are made of a mixture of concrete and plastic  
 "which, it is said, is extremely strong, wear-resistant and  
 "relatively light. Each slab is three metres long, 50 cm.  
 "wide and 30 cm. thick, and can carry a load of eighty tons.  
 "The slabs are fixed to the concrete beams with bitumen.

"  
 " ACCESSIBLE SERVICES.  
 "

"Not only could such a road be quick and convenient to  
 "construct (since most of the surface could be mass-produced  
 "at a central factory some way from the site), but mainten-  
 "ance would be exceptionally cheap and simple. A damaged  
 "slab would simply be lifted and replaced by a new one.  
 "There would hardly be any interruption of traffic, and a  
 "small gang could look after long stretches of road.

"The slabs have a rough, non-skid surface, which the inventor  
 "Mr. Martin Ostermann, says is much safer than conventional  
 "surfaces. Another advantage of his system, he claims, is  
 "that services as electricity, telephones and water pipes  
 "can be easily installed in the space below the slabs. There  
 "they are extremely accessible and can be added to or  
 "repaired without major disruption of the road.

"Trial slabs have been tested by the German Federal Institute  
 "for Road Construction, and their report says that the  
 "material has "astonishing stability."

"In Germany, a stretch of new autobahn now costs £320,000  
 "per mile to build. Mr. Ostermann claims that his system  
 "would halve the cost."

"Road construction engineers in Germany are hoping for great  
 "results from a new technique of coating roadways with  
 "coloured plastics. An immediate experiment is to be made  
 "in the Ruhr town of Duisberg under the direction of Dr. Hans  
 "Schrieber, head of the Town Roadways Department.

"Dr. Schrieber is himself enthusiastic about the potential-  
 "ities of the new technique, and describes plastics as  
 "'the roadbuilding material of the future.' Among other  
 "advantages, the coloured surface will enable the present  
 "'jungle' of road signs to be 'hewn down,' he says.

"If the experiment succeeds, the motorist will in future  
 "find his way merely by 'following green,' or whatever the  
 "colour may be. Dr. Schrieber admits that success will  
 "depend on whether the plastic surface provides the necessary  
 "traction for motor vehicles."

ROAD MAINTENANCE.

For the first time I saw in England the practise of "burning  
 off" worn riding surfaces prior to resheeting with fine bituminous  
 material. The "burnt off" material is re-used for footpaths or  
 for surfacing parking areas or places not subjected to heavy  
 traffic.

The "burning off" process, whilst expensive, retains the  
 cross-fall of the street to a satisfactory standard and obviates  
 the need over the years to lift the level of the kerbing and  
 guttering.

Works study methods conducted in England have shown that the most efficient maintenance gang is composed of a motor waggon driver (who works in addition to driving the waggon) and two other men. A small manually propelled vibrating roller on a trailer supplied by the makers, is drawn behind the waggon, and it has been found that this personnel and equipment constitutes the most compact and efficient works force, particularly in re-instating public utility road and footpath openings.

### TRAFFIC SIGNALS AND GUIDES.

This most important subject has been tackled in various ways in different countries, and I have endeavoured to schedule what I considered to be the most desirable practices from each.

#### 1. ELECTROMATIC TRAFFIC LIGHTS.

From my observations, the majority, if not all these lights in New South Wales, are operated by road pads. It is customary also, to have the light standards erected on each corner of the intersection. Overseas, the practise in the majority of cases is the installation of one island standard or suspend above the centre of the intersection, one set of lights. In addition, it is not usual for these lights to be operated by a road pad. Instead they are operated by time switches which may be integrated or synchronised to assist traffic flow. It seemed to me that in addition to being more effective, more of the latter type of installations could be effected for the same amount of money and thus expand traffic control and protection at more intersections.

PART  
7

I was intrigued during my visit to Melbourne to find that a system of radio control of traffic lights was being installed in order that heavy traffic could be dealt with by remote control.

An experiment being conducted in Melbourne in conjunction with traffic lights was also of interest. A clock face is mounted on a signal standard and by the rotation of a hand around the clock face, one is able to know exactly when the change in light colour will occur, and is thus more prepared in starting or stopping his vehicle. By this method, speeding up of intersection traffic would seem possible.

Effective pedestrian control is achieved by having "WALK" and "DON'T WALK" lights operating in conjunction with the traffic signals.

#### 2. TRAFFIC LANE MARKING.

In England, traffic lanes are most effectively separated by the use of cat's eye reflectors let into the road surface in conjunction with strip painting or line marking.

In certain areas of Melbourne, traffic flow in lanes is controlled by suspended red or green lights depending upon the number of lanes desired to be used in each direction.

A combination of cat's eye reflectors and overhead lighting with line marking in non separated traffic streets, would seem to be most effective.

#### 3. PEDESTRIAN CROSSINGS.

The use of stainless steel studs to mark pedestrian crossing lanes appears to be very effective, and in the long run, economical as compared with painting.

In continental countries in particular, where road surfaces are made of setts or cobblestones, coloured stones are let in to provide a permanent definition.

Where traffic lights do not exist, the use of flashing lights is prevalent.

To my mind, a most effective installation which is widely used, is the erection of a pipe rail barricade in the vicinity of pedestrian crossings to prevent people stepping from the kerb other than to enter the crossing at the correct location.

#### 4. SIGNPOSTING.

As reported elsewhere, signposting and highway numbering is very extensively and effectively practised overseas.

On a city level, the use of signs indicating the direction of the "CITY CENTRE" is most helpful and friendly.

In London and its suburbs in particular, the use of well designed street name plates indicating the municipal and postal areas is a feature.

The City of Birmingham, in addition to signposting streets, is laying new streets in distinctive colours to indicate their classifications, and is also laying surfaces in distinctive colours to denote parking areas.

In England, I found the use of mirrors at blind corners a very effective safety measure.

Another very helpful innovation in England, is the erection on poles between speed limit signs, of small derestriction or other indications as a reminder to motorists of permitted speeds.

#### 5. MAJOR ROAD PRECEDENCE.

To my mind, a very effective means of achieving maximum traffic flow is the "Major" road principle. This system is practised extensively overseas and requires a motorist to stop and proceed with caution when entering a major road. This system not only has the effect of reducing accidents, but prevents the "backing up" of traffic on important highways to permit a vehicle to enter from a minor road.

#### 6. STREET LIGHTING.

This subject is covered extensively in another section of this report. However, it is appropriate to indicate here, the extensive use being made on the "ring roads" in England of lights being projected on arms from standards to the centre of the road pavement to place the lighting intensity where it is most needed.

#### 7. FOOTPATH PAVING.

In England and continental countries, extensive use is made not only of precast kerbing, but precast concrete paving blocks.

There is no doubt in my mind that precast paving blocks should be used more by all local authorities. Whilst they could be slightly more expensive to put down than the conventional concrete paving, they are easily lifted and replaced, and one has only to look at the unsatisfactory manner in which restoration is effected to conventional paving following

openings by utility bodies to realise the saving of public money which could be effected in the long run, as well as providing a good surface at all times.

In the more rural areas of England, tar or bitumen premix is used for footpath paving strips, and I was impressed with the very neat and effective finish provided by the precast concrete edges around the strip.

8. PORTABLE BEAUTIFICATION.

I was impressed with the tubs of flowering plants on median strips, traffic islands and public places, particularly in Holland. Without a great initial expense, and for a low maintenance cost, these units transform an otherwise uninteresting and barren area into a colourful feature.

### STREET LIGHTING.

During my visit to Philips outdoor laboratory for street lighting at Turnhout in Belgium, I had the privilege of a demonstration in street lighting techniques in this unique laboratory.

As mentioned elsewhere in this report, the outdoor laboratory comprises a specially built road 320 metres in length with a width of 14 metres. Two hundred metres are of asphalt and 120 metres are of porphyry (a stone with reflection properties corresponding to those of concrete). However, the laboratory has at its disposal, a number of road surfaces mounted on low, flat trucks. These surfaces can be moved to any point where the luminance is to be measured. The trial street is provided with ten lantern poles mounted on mobile units so that pole spacings and road widths may be easily simulated. The pole arms may be readily raised or lowered, the maximum height being 40'. This is effected by electric motors built into the base of the masts. Each truck is provided with enclosed racks on which lamps already "warmed up" are housed to avoid time being wasted in this process following their erection for demonstration purposes.

At the demonstration staged for my benefit, incandescent, fluorescent, sodium and mercury lights in various types of fittings were used. These lights were demonstrated at different heights to illustrate glare and the remedying thereof.

I was convinced by this demonstration that although the fluorescent lights now being installed along the principal roads in Newcastle are a vast improvement on the former degree and method of illumination, sodium and mercury lighting is to be preferred. To the best of my knowledge, no colour-corrected mercury lamps are installed in the City of Newcastle, and of the lighting demonstrated, I preferred the colour-corrected mercury type.

In 1958, the Road Lighting Committee of the Netherlands Foundation on Illumination, issued the Dutch "Code of Good Fractise" for road and street lighting. This report, of considerable length and technical detail, has been summarised by Mr. Van Zwet, Assistant Director of Philips' Technical, Commercial and Application Department, Eindhoven. I received one of the first printed copies of this summary from Mr. Van Zwet who staged the street lighting demonstration at Turnhout for me.

In this report, Table 1 of the recommendations lists as an "inadvisable solution" the lighting of main roads both outside and inside "built up" areas with white fluorescent lamps. Sodium discharge lamps are the recommended solution and colour-corrected mercury discharge lamps a possible solution.

In the City of Eindhoven, I saw examples of these three types of lighting in operation. I personally prefer the colour-corrected mercury, but of the three, fluorescent lighting in my opinion ranks last.

The Council of the City of Eindhoven has dismantled some fluorescent lighting installed as recently as five to eight years ago, and has effected replacement with colour-corrected mercury discharge lamps. Fluorescent lighting is also being superseded in other progressive north European countries.

Further investigations were made in North America on this subject with the following results:-

#### NEW YORK.

The Commissioner of Water Supply, Gas and Electricity in a report to the New York City Planning Commission on August 22,

1960, stated that funds were imperative for a six-year programme of street lighting modernisation for the City. The total estimated cost of \$73,095,000 was proposed to be financed at the rate of about \$12,000,000 per year.

Under the programme, the City is replacing with improved colour mercury vapour lamps, its present 585 and 230 watt incandescent with 250 and 175 watt mercury. In this huge programme, no fluorescent installations are proposed.

#### CHICAGO.

At the present time, a huge programme of freeways is being undertaken in and around Chicago by the United States Federal Government. The lighting specification requires the installation of 400 watt colour improved mercury lighting on these heavily trafficked highways.

I obtained the following figures from the Chicago City Bureau of Lighting:-

#### COLOUR IMPROVED MERCURY LAMPS IN SERVICE -

400 Watt, 20,000 lumens. ARTERIAL LIGHTING. 60,785 lamps.

#### WHITE OR SILVER WHITE MERCURY LAMPS IN SERVICE -

175 Watt, 7700 lumens. RESIDENTIAL STREETS)

100 Watt, 4000 lumens. AND INTERSECTIONS ) 45,800 lamps

Total, 106,585  
=====

#### TORONTO AND VANCOUVER (CANADA) SAN FRANCISCO, LONG BEACH AND LOS ANGELES (UNITED STATES OF AMERICA).

The same incidence of mercury lighting is evident in these cities, particularly along newly constructed main traffic highways.

#### PORTLAND.

This City has installed 10,000 improved colour mercury lamps over the past five years to accord with the illumination intensity recommended in the American Standard Practice for Street and Highway Lighting.

The Director of the Portland City Bureau of Lighting stated that the development of "THE QUARTZLINE" a revolutionary new filament type lamp, was being watched with particular interest, but installation cost at the present time is prohibitive as compared with mercury lamps.

In addition, all regional shopping centres visited have installed external mercury lighting including the Hugh Lloyd Center, the largest in the world, and recently opened in the geographical centre of Portland. The latter centre will be referred to in reasonable detail under the heading of Markets and Supermarkets.

#### LIABILITY FOR STREET LIGHTING COSTS.

This aspect is dealt with in conjunction with the financing of highways in various parts of this report.

SUBDIVISIONS OF LAND.

The word "Subdivision" is little used in Great Britain, and in its place, activity of this nature is referred to as "development".

Although there is some evidence of development being effected by speculative builders, most development of land is carried out by local authorities in providing housing.

The standards of construction before a Council will "adopt" a road in subdivisions of land, varies from city to city, but generally speaking, a measure of uniformity prevails. The standards are high.

If a developer does not carry out roadworks to the standard required by the local authority, the road is not adopted and its maintenance remains the responsibility of the persons who have frontage to the road.

Local authorities, unlike the practise in New South Wales, do not ask for public garden and recreation space to be transferred or conveyed to the Council. It would appear that they do not have this power. Instead, land for this purpose is purchased at strategic positions by local authorities.

The developer is required to provide drainage for sewerage purposes from each lot to the main sewerage drain of the local authority.

In consequence of the shortage and high price of land and the density permitted by local authorities, the general standard of subdivisions is lower than normally encountered in New South Wales.

In Toronto, Ontario, the Council requires the transfer of 5% of the land being subdivided for public use, and in addition to the requirements contained in the N.S.W. Local Government Act, 1919, as amended, the Toronto City Council requires the provision of street lighting facilities by the developer.

In other countries visited, a large proportion of development is effected by the Councils, but generally speaking, the requirements which may be asked of subdividers in New South Wales are of a relatively high standard.

THE HONORARY FREEDOM OF  
CITIES AND BOROUGHS.

Sir Harold Banwell, Secretary, Association of Municipal Corporations, England, has kindly supplied at my request, the following information on this subject, which might be of interest to council members and fellow Town Clerks:-

"The modern practice of granting the honorary freedom of a  
"city or borough to some person of distinction or merit who  
"has rendered outstanding service to the city or borough  
"concerned, or, perhaps, to the nation, has its roots in the  
"mediaeval borough community.  
"

"At that time, the constitution, rights and privileges of the  
"city or borough (for convenience both are referred to here-  
"after under the designation "borough", since, with the  
"exception of the city of Ely, all cities in England and Wales  
"are also boroughs), were determined by its charter and its  
"customs and bye-laws. Generally speaking, the early charters  
"did little more than confer specified privileges on the  
"borough community. Who constituted the community was  
"usually determined by custom supplemented by bye-laws made  
"by the governing body of the community.  
"

"There were wide variations of detail, particularly as to how  
"the status of freeman of the borough was acquired, but it was  
"almost everywhere the freemen - the free citizens or free  
"burgesses - who were the basic class of the borough community.  
"They alone might be members of the governing body of the town  
"and if that governing body was not a "close" body recruiting  
"by co-option, new members to fill vacancies arising in its  
"number, it was frequently the freemen of the borough who  
"elected new members of the body. More important to most  
"people than their voting rights, were their rights in  
"connection with trade. It was the freeman who had the main  
"right to trade in the borough -  
"

" Protected from the intrusion and the competition of  
" the alien, he paid a reduced toll for his merchandise  
" at the entrance of the town; his stall in the market  
" was rented at a lower price than that of the stranger;  
" he had the first choice of storage room in the Guild  
" Hall for his wool or leather or corn; the town clock  
" which tolled the hour when the market might begin,  
" struck for the burgher an hour or two earlier than  
" for strangers and visitors. If a travelling merchant  
" brought his wares to the town, the citizen might claim  
" the right of buying whether the owner wished to sell  
" or no, and might insist on a share in the profits of  
" any mercantile venture. He alone might keep appren-  
" tices and become a master in his craft. If he  
" travelled outside his own town for the purpose of  
" trade, he carried privilege with him everywhere, and  
" confidently claimed freedom from 'pontage' and 'passage  
" and 'pesage' and 'shewage' - that is from tolls for  
" crossing bridges, for passing into a town, for the  
" weighing of goods, for showing merchandise in the  
" market - and from a host of similar imposts....'  
" (Town Life in the 15th Century: A.S.Green: Vol.i,  
" pp.182/183).  
"

"The passage of time did not markedly diminish the desirability  
"of enjoying the "franchise" of the borough. When the  
"exclusion privileges in regard to trade began to fall into  
"disuetude, the electoral privileges tended to increase in  
"importance coupled with the monopoly of local offices, and,  
"in some places, the right to enjoy the municipal property and  
"to share in the surplus on the year's working.

"Taking all things into consideration, therefore, possession  
 "of the "freedom of the borough" was a valuable privilege.  
 "How it might be acquired was usually determined by local  
 "custom supplemented by local bye-laws. The commonest ways  
 "were - (1) birth, (2) marriage with a free woman, (3)  
 "purchase of a free tenement, (4) apprenticeship, (5) purchase,  
 "(6) gift of the corporation. Not all towns recognised all  
 "these ways, and in some there were special limitations, e.g.,  
 "freedom by birth might be confined to the eldest son. The  
 "names of the freemen would be entered on the freeman's roll,  
 "and if a freeman lost his status by non-residence, or for  
 "misdemeanour or default, his name was struck off the roll.  
 "

"The conferment of the freedom by purchase and by gift was  
 "open to abuse where the Parliamentary franchise, as well as  
 "the Municipal franchise, was confined to the freemen of the  
 "borough ("free citizens" or "free burgesses"). Accordingly,  
 "the Municipal Corporations Act 1835, abolished purchase and  
 "gift as modes of acquiring the freedom. Of the other methods,  
 "birth, apprenticeship and marriage may remain ways of becoming  
 "a freeman of a borough, although, of course, the ancient  
 "privileges no longer exist, or are very largely curtailed.  
 "

"How far back it is possible to trace the conferment of  
 "freedom as a form of municipal honour it is difficult to say.  
 "If we look across the border to the northern kingdom we may  
 "note that Dr. Samuel Johnson was made a freeman of Aberdeen  
 "in the course of his tour through Scotland in 1773. However,  
 "the conferment of such honours, even if previously practised,  
 "must have been discontinued following the provision in the  
 "Act of 1835 mentioned above, until 1885 when the Honorary  
 "Freedom of Boroughs Act was passed. This was repealed and  
 "re-enacted by s.259(2) of the Local Government Act 1933,  
 "which provides -  
 "

" 'The council of a borough may, by a resolution passed by  
 " 'not less than two-thirds of the members voting thereon  
 " 'at a meeting of the council specially convened for the  
 " 'purpose with notice of the object, admit to be honorary  
 " 'freemen of the borough persons of distinction and any  
 " 'persons who have rendered eminent services to the borough  
 " 'provided that the admission of a person to be an honorary  
 " 'freeman of a borough shall not confer the right of sharing  
 " 'in the benefit of any hereditaments, common lands or  
 " 'public stock of the borough or the council thereof, or  
 " 'of any property held in whole or in part for any  
 " 'charitable use or trust.'  
 "

"It will be observed that in restoring the power to confer an  
 "honour, Parliament has been careful to ensure that no more  
 "than honour is done. The freedom so conferred carries with  
 "it no power to vote or property rights.  
 "

"The procedure adopted in connection with the conferment of an  
 "honorary freedom under this provision varies in detail as  
 "between one borough and another, but in general outline the  
 "following may be taken as normal practice:-  
 "

" (1) A meeting of the whole council is held under  
 " conditions of absolute secrecy to ascertain the first  
 " reaction of the members to a proposal to confer the  
 " freedom on a named individual, or, perhaps, on  
 " several persons. It is essential that secrecy be  
 " observed as, if there is a substantial opposition to  
 " any such proposal - even a quite small minority  
 " opposition - it is often abandoned, and if this  
 " information were to leak out, it might become an  
 " embarrassment;  
 "

- " (2) If a favourable reaction is obtained, the person on  
 " whom the freedom is proposed to be conferred is  
 " approached, again in strictest confidence, to  
 " ascertain whether he would be willing to accept the  
 " honour;
- " (3) If the reply is in the affirmative, arrangements are  
 " made to place on the agenda of a special meeting of  
 " the council a notice of motion whereby, if it is  
 " passed, the council decides for specified reasons  
 " (the "citation") to confer the honorary freedom of  
 " the borough on the person in question;
- " (4) When the resolution has been passed by the necessary  
 " majority, it is customary for an illuminated copy to  
 " be engrossed on a vellum scroll;
- " (5) This (usually contained in a casket) is presented to  
 " the new honorary freeman at a public ceremony, in the  
 " course of which -
- " (a) the town clerk reads the resolution as engrossed  
 " on the scroll;
- " (b) a spokesman (or spokesmen) on behalf of the  
 " council addresses those present outlining the  
 " merits of the new freeman and his services to the  
 " borough;
- " (c) the mayor presents the scroll to the freeman;
- " (d) the freeman signs the freeman's roll;
- " (e) the freeman addresses the gathering, returning  
 " thanks for the honour done him.

"In many boroughs, the honorary freemen (particularly those  
 "living within a convenient distance,) are invited to attend  
 "the more important civic occasions arranged by or on behalf  
 "of the council.

"The City of London was excluded from the provisions of the  
 "Municipal Corporations Act 1835, and has had an unbroken  
 "right of conferring the freedom of the city in accordance  
 "with its ancient customs."

### TOURISM.

The 31st Annual Report of the British Travel and Holidays Association for the year ended 31st March, 1959, states that during the year, the tourist industry made a larger contribution to Britain's prosperity than ever before. The industry earned £198 millions sterling, including £60 millions paid to British carriers for fares. The revenue exceeded that earned by many of Britain's major exports.

The report states that though the tourist industry is an invisible export, it has much in common with industries engaged in the manufacture of visible exports: it must compete with other countries in attracting tourists by offering them the inducement of tempting amenities, publicised by suitable promotion and supported by effective organisation. The tourist industry is not controlled by a few major companies, each with responsibility for the whole of a particular branch; the industry consists of many parts with widely varying interests. The tourists' well being in Britain depends not only upon the efficiency of the transport which brings him to Britain, whether it be by airline or shipping company, but upon the services of hotels, local bus companies, tourist guides and even upon members of the general public who, by answering inquiries with willingness or impatience, can do much to create a good or bad impression. The Association endeavours, through its membership scheme, to bring home to all who benefit from and are interested in the tourist trade, the vital importance of co-operation and co-ordination.

To give some idea of the tourist industry, in 1958 Britain received 1,258,560 visitors, a 7% improvement over the previous year despite currency restrictions on French travellers and the competition of the Brussels Exhibition and the Lourdes Centenary.

There were approximately 346,000 American visitors to Britain, including British residents in the United States, an increase of 24% over the previous year. These visitors spent £39.5 millions in Britain and £19.2 millions on fares to British carriers. In addition, 70,000 Canadian visitors spent £17.5 millions including £6 millions in payments to British carriers.

The report states that a survey of Australian and New Zealand visitors in 1958 showed that these visitors stay much longer on an average than others; that they see more of the country whilst they are there, and that their expenditure per person is exceptionally high. Australians and New Zealanders spend on an average £280 per head and stay about five months in Britain.

The British Travel and Holidays Association has many members including a large number of the councils in Britain. During the year, the Association received a grant of £800,000 from the Board of Trade, £71,000 from members and £153,000 from advertising revenue, sales of literature etc., a total of slightly over £1 million. It expended £506,000 on overseas publicity by way of booklets, films, posters, press etc. and £330,000 on overseas offices including £228,000 in the United States of America.

\* \* \* \* \*

During my visits to Torquay Exeter and Blackpool in England I took the opportunity, as they presented a reasonable cross section, of looking at their Information and Tourist Departments.

#### TORQUAY, DEVON.

This is perhaps one of Britain's most renowned country/seaside resorts because its climate is equable and has lovely scenery as well as points of historical interest.

The Borough of Torquay has an area of 10 square miles. In 1935 the Council purchased the coastline extending for a distance of 11 miles and which contains eight main beaches.

The normal population of Torquay is 51,000 and in peak season, 50,000 visitors are staying there. It is estimated that 750,000 visitors attend Torquay annually. The Council employs a Tourist Manager. The Council has acquired the historical buildings and areas of Torre Abbey and Cockington Court for posterity and as tourist attractions.

The Council supplies light refreshments in kiosks and open spaces, the turnover being £200,000 per annum. This service is under the control of a Catering and Beaches Manager. The Council hires out bathing boxes and leases boating rights.

In the field of entertainment, the Council is erecting a new theatre to seat 1500 on the beach front for variety and revue shows. Rental of £35,000 is being paid by private enterprise for this and the existing pavilion seating 500 for an 18 week season; subject to additional rental on a percentage basis of takings exceeding a prescribed amount.

The Council employs an Entertainments Manager.

The existing Marine Spa is to be demolished and a ballroom, baths and lido erected at a cost of £450,000.

The Council owns the boat harbour at Torquay and charges mooring and berthing fees.

Arrangements are made for the Halle and Bournemouth Orchestras to give recitals about seven times per annum.

The Council is authorised to advertise on a maximum basis under the Local Government Act, as follows:-

3d. rate product - within Britain	-	£12,000 per annum.
$\frac{1}{2}$ d. rate product - overseas	-	£2,000 per annum.

Overseas advertising is effected through and in conjunction with the British Travel and Holidays Association of which the Council is a member at a contribution rate of £400 p.a.

The Tourist Manager has an advertising programme which provides for holiday features in the press and other avenues in January, February and March in National Newspapers. A lighter spread is effected over the balance of the year.

Advertising rates :	Daily Mail,	£18.10.00. col.inch.
	Sunday Express,	30. 0. 0.
	Daily Express,	30. 0. 0.
	Sunday Pictorial,	58. 0. 0.
	Radio Times, 1/16th	
	page,	300. 0. 0.

Each newspaper is "keyed" to analyse the effects of the advertisement.

The actual rate of expenditure on advertising by the Council is:-

Great Britain,	£6,500 per annum.
Overseas,	£1,000 per annum.

A well produced "Torquay Guide" (65,000 copies) cost £9,000 from which a return of £12,000 is scheduled.

The Council has an information bureau. Extensive use is made of coloured festooning on promenades and in parks and gardens. "Bargain Holidays" are featured during the "off season".

### Miscellaneous Activities -

Council pays British Travel Association 50% of cost of posters and British Transport Commission 2/3rds.  
 Prepares folders in conjunction with British Travel Association in five languages, viz: English, German, Dutch, Swedish and French.  
 Advertisers in the "Torquay Guide" submit to the Bureau each week, details of available accommodation.  
 Sixty large display units are prepared annually for display in show windows throughout Britain.  
 Distributes 16 mm. colour films on Torquay for showing in works canteens etc.  
 Press, T.V. and B.B.C. representatives are dined and wined at discreet intervals.  
 Effecting of liaison with delegations and conference organisations to make Torquay the venue.  
 The Council makes a point of entertaining conference leaders and a good proportion of the Mayor's time is spent on officially opening conferences and mingling with the delegates.

This is Council-sponsored tourism of top flight quality as Torquay is dependent upon this industry for its prosperity.

### EXETER, DEVON:

Exeter is a city of 75,000 inhabitants; is the oldest mayoralty in England; has the first hotel erected in England (The Royal Clarence); an ancient Guildhall; a beautiful Cathedral. It was badly bombed during World War II, and the redevelopment of the central city area is most striking. It is rich in historical associations (I took the opportunity of breasting the same bar as Sir Francis Drake) and is the centre of a rich and beautiful county.

An information office is conducted in Exeter by a representative local committee and a Director and two female assistants are employed. The Council grants £1,500 per annum towards the cost of the functions of the office.

The office prints maps and brochures on Exeter and district, has details of accommodation, tours, local organisations, sporting facilities etc.

The office handled 23,000 inquiries last year.

This is a compact, useful service at a very moderate cost to the Council.

### BLACKPOOL, LANCASHIRE:

The Borough of Blackpool has an area of 17 square miles and is one of the best known vacation areas in Britain.

It has a normal population of 147,000 persons with accommodation for 250,000 extra persons in hotels, guest houses etc. During the peak season, all of this accommodation is taken, and it is estimated that there are 100,000 day trippers in Blackpool as well at holiday time.

Contrary to my expectations, all entertainment amenities are privately owned, including:-

Three huge piers projecting into the sea on which are erected theatres, dance halls, amusement devices, cafes, etc.

The observation tower and the huge building at its base erected some 70 years ago when the population of Blackpool was less than 40,000. This building contains a Zoo, an aquarium, a circus arena, a large theatre, huge floor areas and bars for refreshments, shops and many other facilities.  
 "Pleasure Beach" an enlarged version of Luna Park.

The Council owns and operates a magnificent enclosed olympic bath and another huge open air swimming bath - at a loss.

The Council has developed a beautiful park area containing a lake for boating, a golf course, pitch and putting greens, lawn tennis courts and bowling greens.

The Council employs a Tourist Officer and Illuminations expert. It spends £90,000 per annum on illuminations and £40,000 on tourist publicity from which it gets a direct return of £12,500 for advertising space.

The Council financially supports flower shows, cycling and athletic events and a musical festival. The Council conducts an annual Beach Girl Competition which attracts 400 entries from which 24 finalists are selected.

The Tourist Bureau effects accommodation bookings.

Spring and Autumn conferences and conventions are encouraged to keep guest houses full.

The Council has introduced the following Fairs to Blackpool of an international character:-

International Goods and Fancy Gifts Fair (wholesale only),  
 Hotel and Catering Trades Exhibition.

The National Hairdressing Fair and Festival is also held at Blackpool.

Blackpool like other holiday resorts, sponsors an "Elderly Persons" holiday period at reduced rates of tariff and transport charges.

During the holiday season, Blackpool supports fourteen (14) live show theatres showing twice daily, seven days per week.

#### GENERAL.

Mention is made under the heading of Industrial Promotion in respect of my visit to the Commissioner for New South Wales in New York, of the growing interest of tourists desirous of visiting Australia.

REVIEW OF STUDY TOUR IN RELATION TO THE  
PRINCIPAL ITEMS WHICH I SUBMITTED IN MY  
APPLICATION TO THE OVERSEAS VISITS  
COMMITTEE, VIZ:-

CITY DEVELOPMENT, ADMINISTRATION AND  
FINANCE.  
TOWN PLANNING AND IMPLEMENTATION.  
THE POSSIBLE FUTURE ROLES OF LOCAL GOVERNMENT.

---

I think it proper that I should, in a condensed form, review the principal items enumerated above in the light of my visits to the various countries and cities. The remaining subjects which I submitted in my application, concerned Industrial Development, Tourism and Parking Facilities which are dealt with in my report in the form of statements of fact.

CITY DEVELOPMENT.

The development of a city naturally has as a basis, its geographical features, natural resources, lines of communication, trade, industry and commerce. The orderly growth arising from mixing these ingredients is one of the vital functions to be exercised by the city government, and this can only be achieved by proper planning and the provision of services and amenities.

In 1958, the Canadian Federation presented to the Prime Minister and the members of the Federal Cabinet a statement which summed up the status of City Government in Canada, recommendations for improvement, and a summary of objectives.

The statement pointed out the financial plight of city governments which are forced to rely for their main source of revenue on the property tax. It described the factors which have created the pressure for immediate large-scale municipal improvements. They are:-

"Growth in urban population and the consequent unprecedented demands for new schools, new roads, new hospitals, new water and sewerage systems, and other essential municipal functions. The spread of obsolescence and urban blight, particularly in our larger and older cities - the flight to the suburbs which has added vast new capital municipal needs - Technological advances which have outmoded much of the standard municipal plant and facilities - and increasing property, which has brought with it the demand that we use our economic abundance to generate higher levels of human and community well-being."

This statement by the Canadian Federation could well be applied universally.

In assessing the progress of city government in New South Wales as compared with overseas development, regard must be had for the relative ages of cities. Major cities overseas in the main have, to a large degree, the benefits of seniority and benefactions which are principally reflected in their cultural amenities. On the other hand, this seniority has its disadvantages in that much has to be effected by way of removal of blight and slum clearance by city redevelopment. On a relative basis, however, it is doubtful whether overseas local government standards and practices are any better than those in New South Wales.

### CITY ADMINISTRATION.

This aspect in principle has been dealt with in my comments on the various countries and cities visited.

Overseas local government in the main, has a wider range of activities than those in New South Wales, because of the existence of either a unitary form of government or the policy of states or provinces to delegate, subject to certain controls, such activities as education, police, fire, welfare, housing etc. to city government. I think there are certain local advantages in such a policy, but in many instances, in my opinion, these are outweighed by the system of financing the activities referred to. I am of the opinion, therefore, that state, provincial or even central government control of the services referred to, as example, financed on the principle of "ability to pay", is to be preferred.

In reviewing city governments in England, Holland and Sweden, history and tradition play a large part in the present set-up, and little change is anticipated. In the United States on the other hand, the voters are constantly reviewing their forms of city government.

There is, naturally, much diversity of opinion as to which is the best form of city government. Fundamentally, Council members should be and are elected by the voters. The ability of English Councils and the Council of the Municipality of Metropolitan Toronto to appoint a citizen not being a council member, as Mayor or Chairman, and the appointment of Burgomasters in Holland by the Sovereign, is an interesting principal of non-partisanship.

I think that election of Council members by the voters-at-large should be practised universally rather than on a ward or riding basis. To my way of thinking, it is entirely inconsistent for a candidate to have the right to choose the ward or riding for which he desires to stand, and to restrict the voter to exercise a vote only for the ward where the voter is enrolled. It is a case of city-wide taxation with ward-wide representation. Election of members-at-large should have the effect of directing attention to city-wide rather than local problems.

I have given a good deal of thought to the administrative practises in overseas countries. Each system has its disadvantages and merits, but by and large, the set-up in New South Wales, requiring academic or professional qualification by examination of principal officers, is somewhat unique and to be desired.

The powers of delegation which may be obtained and exercised by Councils in New South Wales, places the streamlining of their administrations in their own hands.

The development of more comprehensive and practical electronic equipment and other accounting and administrative aids, will assist in keeping down costs, but it will also be necessary for Councils to follow the practises which are becoming more and more firmly established overseas in respect of organisation and management and works study methods to obtain, as far as possible, a maximum return for rates and taxes paid by the people.

### CITY FINANCE.

Adam Smith, a celebrated English economist of the 18th century, enumerated certain principles he deemed essential to the establishment of a sound tax system, viz:-

1. The subjects of every state ought to contribute towards the support of the government, as nearly as possible, in proportion to their respective abilities, that is, in proportion to the revenue which they respectively enjoy under the protection of the state.

2. The tax which each individual is bound to pay ought to be certain and not arbitrary.
3. Every tax ought to be levied at the time, or in the manner, in which it is most likely to be convenient for the contributor to pay it.
4. Every tax ought to be so contrived as both to take out and to keep out of the pockets of the people as little as possible over and above what it brings into the public treasury of the state.

These four principles; equality, certainty, convenience and economy; are usually accepted as axiomatic. In my opinion, they apply with equal force to city rating or taxation.

Throughout this report, I have intruded in reasonable detail the rating/taxing systems operative in the countries and cities visited. These systems represent a fair cross-section of city government rating or taxation sources.

Do they conform to Adam Smith's tenets?

I think the closest approach is the system of income taxation for Central and City Government requirements in Sweden. Possibly Holland comes next with the assignment to City Government of a percentage of several sources of National Taxation. In third position the municipal income tax system becoming popular in the United States of America, could probably be placed. I have referred to the latter system in reasonable detail in my comments on the City of Dayton, Ohio. Although commodity taxation is in effect an "ad valorem" tax, it has its uses.

I think there is little doubt that of the real estate taxes, rating on site valuation is the most equitable and practical. Mr. A.R. Hutchinson, Research Director, Land Values Research Group in The Australian Municipal Journal of March 20, 1954, sets out the main claims in support of site valuation:-

- "(1) Under site-value rating payments are based upon the value of the site itself without regard to whether it is fully developed or not. This site-value is not created by any effort of the individual ratepayer but is what economists call "unearned increment". This value is created and maintained by the public services provided by councils and other public instrumentalities which make it more desirable to live in the locality. Site-value is therefore an appropriate basis for local taxation to provide the revenue needed to maintain and extend such services.
- "(2) Under site-value rating the improvements made and paid for by the individual taxpayer are exempted from local taxation. This is in accordance with the principle that such improvements are the result of the citizen's own industry and the full benefit should remain with him.
- "(3) Services provided by local authorities are made available to the site without regard to whether it is developed or not. The extent of the services received by the ratepayer compared with his neighbours depends on the frontage or area served. The fact that owners of undeveloped building or farm sites do not make use of the services provided does not alter the situation. The council is committed for the cost of the road maintenance, street lighting, garbage collection, parks and gardens, and its overhead expenses whether the owners of the sites served make use of them or not.

- "(4) Site-value rating provides the same amount of revenue at any time as would be obtainable from an area under Net Annual Value but spreads it more equitably. Checks show that under Net Annual Value approximately 90 per cent. of the total revenue from rates comes from lots with buildings on them even where the vacant holdings are comparable in number with the developed holdings. Site-value rating calls on completely undeveloped land to pay between two and four times the amount it would pay under Net Annual Value. As a result a substantial majority of the holdings with building upon them carry lower rates under the site-value system.
- "(5) The amount contributed in rates upon vacant holdings under Net Annual Value is insignificant and quite disproportionate to the costs to which the council is put. Cost surveys have shown that rates on vacant holdings under Net Annual Value are less than one-third of the road maintenance costs on the frontage to the property without considering other costs to be covered. Where vacant holdings are numerous they throw a heavier burden on the ratepayers with buildings on their sites who must pay extra to make up for the nominal payments on the undeveloped holdings.
- "(6) The heavier rates on undeveloped holdings under site-value rating make owners who are unwilling to develop the sites themselves more willing to release these to others at reasonable prices. Site-value rating squeezes out the speculative value in land, thus altering the pattern of development. Vacant sites located within the serviced area then tend to be used first instead of driving new residents to the outskirts. By bringing into use vacant lots already serviced site-value rating avoids the extra cost to the council of premature extension of services in outer areas. It therefore means lower rates and better service to ratepayers.
- "(7) Speculative holding of inner serviced areas under Net Annual Value rating in turn inflates land prices in the outer areas with the result that owners are tempted to take land out of primary production to cash in on the speculative boom. Thus good farmland becomes sterile and unused long before natural extension of the settled area requires it. Site-value rating works to retain outer areas in production.
- "(8) Site-value rating enables councils to obtain increased revenue needed to enable extension of council services without imposing hardship on any section. Under Net Annual Value the means of obtaining greater revenue is either increase in the valuation or in the rate in the £. This means pro-rata increase in the rate payment of all, but as built lots under Net Annual Value almost invariably are carrying many times the rates payable on the same site if it were vacant, the result is to increase the burden on those already highly rated while vacant holders pay minor increases only. Thus there is great hostility under Net Annual Value when substantial increases in rate revenue are needed. Under site-value the same revenue increase is spread over the vacant holders as well as built lots and the amount of the increase on each is modest. Councils can thus provide more services and improvements for their ratepayers.

- "(9) Council finances benefit under site-value rating as the council draws an increased share in appreciation of land values resultant on the stimulation of development which attends the introduction of this system.
- "(10) Site-value rating charges ratepayers in proportion to the value of the service received from the council. The site-value itself is the best-known measure of this service. At the civic centre where roads converge and all council services are most concentrated the value per foot is high. On the outskirts where services provided are few the site-value per foot or acre is low. Rate payments based on these values reflect the differences between the services offering."

On present indications, there do not appear to be any reasonable prospects of city governments in New South Wales receiving significant financial assistance from government sources by way of general or per capita grants. This observation is based on the fact that many prime community services are already being wholly or partly financed from the proceeds of income taxation unlike the practise, say in England for example, where expenditure on services such as education, welfare etc. is grant-producing.

Therefore, it would appear that city governments in New South Wales must find appropriate sources to produce sufficient funds to properly meet their requirements. A factor which to me tends to be overlooked in considering rate levels, is that just as the population is increasing and at the same time is requiring a higher standard of living in many fields, so the demand is mounting for city services. The pressure on public facilities has been generated by prosperity, and it could be said that a local authority is not availing itself of the appropriate and timely opportunity of levying taxes consistent with the demand created during the period of prosperity and expansion.

What are the best means of raising adequate finance?

Many persons and authorities over the years have endeavoured to evolve and implement an equitable and reasonably practical solution, and my report sets out various examples of present procedure and principles.

As I indicated earlier, of the real estate taxes, I believe that which is levied on the site valuation is the most equitable and practical, having regard to all factors. However, whilst I consider this to be so, the Unimproved Capital Value basis, though most stable, does not flexibly react to changes in economic circumstances.

In my opinion, it is true that both owners and tenants contribute to city funds from a rate levied on site valuation. However, there is a large earning section of the community which does not fall within this category and in addition, whilst commuters and visitors do indirectly contribute through trade and commercial channels, such a contribution is too indirect and insufficient and consequently, a system should be devised to bring them within the bracket of direct contributors. The taxation burden should be placed on as many shoulders as possible.

There are ways of achieving this by means of income or commodity taxations.

Commodity taxation has the flavour of being regressive to lower income groups, unless it is applied to items in the luxury or semi-luxury classes.

Income taxation on the other hand, can be more equitably and decisively applied to those benefiting from earnings or profits derived within a city.

Of the two, I think municipal income taxation on the above-mentioned basis is to be preferred, but only as a taxation supplementary to a basic real estate tax on site valuation.

All municipal income taxation systems which I have investigated, however, have utilised a flat percentage on income which does not truly in my mind, accord with the principle of "ability to pay". A more equitable system, in my opinion, would be the application of a flat percentage on actual taxation assessed by central government, thus basing the tax on "ability to pay" in consequence of a factor being utilised which is the net result after allowable deductions and the national tax scale have been applied.

After giving this matter considerable thought, I am of the opinion that the major source of city government revenue should be conjointly produced by:-

1. A rate levied on site valuation (U.C.V.), and
2. A percentage tax superimposed on the actual national taxation assessed on earnings or profits derived from within a city.

#### TOWN PLANNING AND IMPLEMENTATION.

As considerable space has already been accorded this subject, I will at this stage, briefly state that I found town planning legislation in New South Wales at least comparable with that in the countries visited, subject to:-

1. The presence of a Development Plan - Programme Map (Stage Implementation) in England.
2. The incidence of Urban Renewal in the United States of America and Central Government participation therein.

#### THE POSSIBLE FUTURE ROLES OF LOCAL GOVERNMENT.

City Government must display initiative and foresight in the future to effectively discharge the duties and liabilities which will be associated with growing industrialisation and exploding urbanisation.

It must have the ability to assess and the courage to levy rates and taxes to properly exercise its functions to satisfy growing public expectations.

There will continue to grow a demand for more and better amenities; improved means of communications to reduce wide-spread economic waste by delays now being experienced; parks; playgrounds; libraries; museums; art galleries and shopping and parking facilities.

Just as the United States of America and other overseas countries are energetically tackling urban renewal and urban maintenance, so will the City governments in New South Wales be obliged to become active in this field. It is not enough to draw up planning schemes trusting they will be implemented in due course. It is comparatively easy to zone for future development, but it is a different proposition to effectively implement a scheme involving rehousing, demolition and renewal.

City authorities should, in collaboration with the government, become active in urban renewal to rectify planning of the past on an organised basis. Councils are well equipped to do this to avoid the patchy effect of evolution.

We have demonstrated that we can build cities. We have yet to prove we can effectively maintain one.

RECOMMENDATIONS.

Having regard to the contents of this report, it is recommended to:-

A. THE LOCAL GOVERNMENT AND SHIRES ASSOCIATIONS OF NEW SOUTH WALES.

(1) TOWN PLANNING AND URBAN RENEWAL (CITY REDEVELOPMENT):

- (a) That the Honourable the Minister for Local Government be requested to have a complete study of the English town planning statutes effected with the object of considering the formulation of legislation to incorporate in the New South Wales Local Government Act and/or Ordinances, provision for the preparation of a Programme Map for stage implementation in conjunction with Town and Country Planning Schemes.
- (b) That the Honourable the Minister for Local Government be requested to have a complete study effected of Urban Renewal statutes and the practises of the Housing and Home Finance Agency in the United States of America for the purpose of giving consideration to the formulation of similar legislation to infuse vitality into Town and Country Planning Schemes in respect of City Redevelopment in New South Wales.

(2) INTEREST ON LOCAL AUTHORITY LOANS: *PAGE 109*

That the Honourable the Premier of New South Wales be requested to place before the Honourable the Federal Treasurer, the practice of the United States Federal Government of exempting for income tax purposes, interest earned on future securities issued by local authorities, and that he request the Treasurer to give favourable consideration to implementing a similar scheme as a gesture of encouragement and also as an indirect partial contribution in lieu of city government taxes which would otherwise be payable on Commonwealth Government property.

(3) RATING:

*16 loans being allocated to financing at a lower rate of interest*

That consideration be given by the Rating Sub-Committee of the Local Government and Shires Associations to this report in an endeavour to put forward positive recommendations in respect of the raising of adequate finance for city government purposes.

(4) PROPOSED COMMONWEALTH UNION OF LOCAL AUTHORITIES:

That having regard to the growing number of independent Commonwealth Countries, and as a further means of preserving the integration of the Commonwealth, consideration be given to the formation of a Commonwealth Union of Local Authorities.

NOTE: This matter arose from discussions I had with Sir Harold Banwell, Secretary of the English Association of Municipal Corporations to whom reference to this subject had been made by representatives of some newly constituted Commonwealth countries.

(5) NATIONAL MUNICIPAL POLICY:

That the manner of presentation of the "National Municipal Policy" by the American Municipal Association, be perused for the purpose, if possible, of assisting in the measures now being taken by the Local Government and Shires Associations to focus attention in a concise and effective manner, on the problems of City Government.

(6) "ALL AMERICAN" CITIES CONTEST:

That a review be made of the effectiveness or otherwise of the present operation of granting the A.R. Bluett Memorial Award to those councils considered to have made the most relative progress each year, and that consideration be given, if thought advisable, to the introduction of a scheme similar to the "All American" Cities Contest to create, if possible, more effective friendly rivalry between councils for their general advancement.

(7) TRAFFIC SIGNALS:

That having regard to the urgent need for the installation of more electromatic traffic signals at dangerous intersections in many areas, and as it is understood that the funds available for this purpose are derived from the aggregation of annual license fees paid by taxi-cab operators, and are therefore somewhat limited; representations be made to the Department of Main Roads that it contribute to the installation of these traffic signals on the same proportions as are applicable to financial assistance in respect to the several road classifications as generally practised overseas.

Further, that as a means of facilitating traffic flow until more appropriate means such as cloverleaves, under and overpasses etc. are able to be constructed, the council concerned and the Department of Motor Transport equally share the net cost of installation of such signals on main and other roads.

(8) ACTIVITIES OF THE LOCAL GOVERNMENT AND SHIRES ASSOCIATIONS OF NEW SOUTH WALES:

That having regard to the importance and extent of city government activities in New South Wales, the Local Government and Shires Associations review their scope of activities and in particular the availability to them of adequate and appropriately trained personnel in their employ to satisfactorily engage in such matters as research, organisation and management, work study methods, and the compilation and dissemination of vital arguments and detail into quarters to achieve desired results in the formulation of more effective, efficient and comprehensive units of City Government.

*Request  
for  
Information*

(B) THE COUNCIL OF THE CITY OF NEWCASTLE.

(1) TOWN PLANNING AND INDUSTRIAL PROMOTION.

*Para 7 (b) 171  
also refer  
by 171  
I.P.P.*

(A) That the Industrial Promotion Panel be requested to ~~peruse the Northumberland County Town and Country Planning Scheme Map in association with the Chief County Planner, and~~ to make recommendations regarding the adequacy, or otherwise, of the zoning provisions in respect of industrial sites. Further, that the Panel make recommendations on the advisability, or otherwise, of the Council progressively acquiring industrial sites in appropriately zoned areas for sale to developers or to industries which are to be displaced in consequence of the operation of the planning scheme.

*also  
(B) Para 7, page 171 see also refer to  
Industrial Panel*

(2) ORGANISATION AND METHODS AND WORKS STUDY METHODS.

*PAGES 186-187*

That a representative of Personnel Administration Ltd. be invited to discuss with the Finance Committee, without obligation, the Company's procedure in respect of these subjects.

(3) STREET LIGHTING.

*PAGES 194  
+ pages 195 & 198*

That in view of developments overseas by the almost exclusive utilisation of improved colour mercury street lighting lamps, and having regard to the recommendations of the Road Lighting Committee of the Netherlands Foundation on Illumination in the Dutch "Code of Good Practise", the Shortland County Council be requested to review its programme of installation of fluorescent street lights and to advise the Newcastle City Council of its considered opinion of the best street lighting practises, <sup>of the area of the Council</sup> having regard to all factors in order that the Newcastle City Council might consider the matter as one of policy.

(4) ELECTROMATIC TRAFFIC SIGNALS.

*PAGE 191*

That confirmation in principle be accorded this matter in terms of my recommendation to the Local Government and Shires Associations.

(5) CEMETERY - CREMATORIUM SITE.

*PAGES 153-154*

That the Northumberland County Council be requested to investigate and recommend to the Newcastle City Council, the locations of appropriate sites for consideration for acquisition and development of a lawn cemetery and crematorium primarily for the City of Newcastle and adjoining areas, having regard to all factors such as population trends, traffic flow, topographical features and its adaptability for beautification, and the nature of the soil.

*Refer to Sub-Committee  
Cemeteries (Avenue Road)  
T.C.H.I.  
Refer to Sub-Committee  
Common Places for  
Further Investigation*

(6) CITY PUBLIC GOLF COURSE.

*Section 120-121*

*also Officers confer with  
Officers of L.N.T.C. S.C.*

That the Town Clerk be authorised to negotiate with representatives of Provincial Gardens Pty. Ltd. for the acquisition of sufficient land adjacent to the Lambton/Jesmond drive-in-theatre for the purpose of ultimately establishing a city public golf course and driving range.

*? or, if matters clarified  
or report back to back*

(7) TREES FOR BEAUTIFICATION OF PUBLIC LAND ALONG OCEAN FRONT.

PAGE 169

That as previous experiments with the growing of various types of trees along the ocean front have not been successful, trials be conducted with Holly Leafed Oak (Quercus Ilex) being the type now successfully grown on the foreshore at Glenelg, South Australia.

ALSO SEE PAGE 193 PORTABLE BEAUTIFICATION

(8) STATISTICAL AND ECONOMIC DATA.

That the Council, as a matter of policy, resolve that it will, subject to periodic review, continue to support the Hunter Valley Research Foundation as a central bureau for the collating of statistical and economic data for the City of Newcastle and District.

(9) INTERNATIONAL UNION OF LOCAL AUTHORITIES.

PAGES 70 & 71

That the Newcastle City Council become a member of the International Union of Local Authorities, The Hague, Netherlands.

(10) LIAISON WITH OVERSEAS ORGANISATIONS.

VARIOUS

That liaison continue to be effected, in particular with the following overseas organisations:-

Association of Municipal Corporations, England. ✓  
American Municipal Association, U.S.A. ✓  
American Municipal League, U.S.A. ✓

Manchester City Council, England. ✓  
Coventry City Council, England. ✓  
Dayton City Council, U.S.A. ✓

Municipality of Metropolitan Toronto, Ontario. ✓

Allegheny County Health Department, Bureau of Air Pollution Control, Pittsburgh.

Philips Electrical Industries, Eindhoven, The Netherlands. ✓



(11) REGIONAL DRIVE-IN-SHOPPING CENTRES.

PAGE 170 & 179

That having regard to the participation by overseas Councils in the establishment of Regional Drive-in Shopping Centres either on the basis of building leases with structures erected to conform with an overall integrated design, or built-to-rent; this Council, as a matter of policy, record its interest in such projects and consider their establishment at appropriate times and places.

PAGE 191

Recommendation to L.S. Board

Local Authorities - names of those by individual owners PAGE 185 f. 30 ✓  
Quarters - found by Road Pattern } Page 189 f. 31 ✓  
Plastic Roads }  
Awards for Revenue 152  
Local Expenses 155  
Town & Country Planning: Page 40 - see Page 41 of committee report (5.12.47 & 17.5.48)  
Basis of Contributions to County Council 57 & 58  
Education of "Wards" - Page 139