



INSTITUTE OF MUNICIPAL MANAGEMENT  
QUEENSLAND DIVISION

*Leading Professionals in Local Government*

**HISTORY OF THE QUEENSLAND DIVISION OF THE INSTITUTE OF  
MUNICIPAL MANAGEMENT**

Queensland members of the Institute must surely be thankful to Mr J (Jim) C Slaughter, who, in May 1950 attended in Sydney, a conference of Lord Mayors and Town clerks of the Australian Capital cities. At that conference he learned from Mr Veale of Victoria of the functioning of the Institute of Municipal Administration in that State.

On his return to Brisbane, Mr Slaughter obtained full details from Victoria, circularised all Local Government Clerks in Queensland and convened a meeting in Brisbane on Thursday, **3 August, 1950** at 8.00pm in the Lady Mayoress' Reception Room of the Brisbane City Hall. At this time various Clerks were in Brisbane to attend, with their Council elected representatives, the Annual State Conference of the Local Government Association of Queensland.

The meeting was well attended and received the support of the then Director of Local government, Mr J.A. (later Sir Allan) Sewell. Those who attended this inaugural meeting were:-

Mr J C Slaughter	Brisbane City Council - Chairman
Mrs E Latchford	Georgetown Shire
Miss I C Melville	Main Roads Commission, Brisbane
Miss V I Muller	Jackson & O'Sullivan, Brisbane
Mr J A Sewell	Director of Local Government
Mr A W Villiers	Chinchilla Shire Council
Mr R S Grimley	Bendemere Shire Council
Mr S R Macklin	Murweh Shire Council
Mr A W Clark	Redcliffe Town Council
Mr A J Wehlow	Winton Shire Council
Mr C D Wehlow	Richmond Shire Council
Mr J W Pender	Kolan Shire Council
Mr W Cairns	Moreton Shire Council
Mr A Hamilton	Allora Shire Council
Mr D Thomas	Stanthorpe Shire Council
Mr C A Drinkall	Hemingway Robertson Institute
Mr W H Ewart	Caboolture Shire Council
Mr J L Kingsford	Woongarra Shire Council
Mr W J Graham	Proserpine Shire Council
Mr R Morris	Nanango Shire Council
Mr E Ellis	Cleveland Shire Council
Mr R Roan	Department of Local Government



Mr J R Winders	Department of Local Government
Mr B R Murray	Jondaryan Shire Council
Mr F T Lehane	Ingham Shire Council
Mr R J Irwin	Esk Shire Council
Mr H J Whitby	Burrum Shire Council
Mr L F Schwartz	Cunnamulla Shire Council
Mr G F Robbins	C/- Queensland British Food Corporation
Mr W J Smith	Livingstone Shire Council
Mr J J Crowley	Wangaratta Shire Council
Mr L Deacon	Brisbane City Council
Mr C R Carson	Brisbane City Council
Mr S Gatfield	Brisbane City Council
Mr L U C Kempster	Brisbane City Council
Mr G G Y Kirkland	Brisbane City Council
Mr R Lather	Brisbane City Council
Mr L J Lucas	Bundaberg Shire Council
Mr B Sole	Goondiwindi Town Council
Mr E L Alcorn	Murgon Shire Council
Mr H E Thorley	Dalby Town Council
Mr R Swenson	Pittsworth Shire Council
Mr H E Colbran	Isisford Shire Council

Mr R H Robinson, the then Under-Secretary of the Department of Health and Home Affairs, of which local government was one of its cares, tendered an apology due to an illness but advised that he was fully in accord with the formation of a Division of the Institute in Queensland and that he would give it his full support.

The original minutes records the support of Mr Sewell as follows-

*“The Director of Local Government (Mr J A Sewell) then addressed the meeting and stated the proposal was a sound one and would lift the status of the Town and Shire Clerks in the State. He considered that the Institute, if founded, should not become an industrial organisation. He believed that such an Institute could do much good. The monthly journal published by the Victorian Institute obtained many useful articles. He entirely supported the formation of a Division.”*

The resolution for the formation of a Division of the Institute in Queensland is recorded as:

*“Mr L J Lucas (Town Clerk, Bundaberg) moved and Mr E Ellis (Shire Clerk, Redlands Shire) seconded;*

***That a Division of the Institute of Municipal Administration (Inc) be formed in Queensland”***



The motion was carried. Mr Ross (Murilla Shire) was the only dissident.

The following Provisional State Council was then elected:-

Twelve practicing Town or Shire Clerks:

Messrs. J C Slaughter, A Hamilton, S R Macklin, C Done, W F Serisier, L J Lucas, E Ellis, R Morris, J C Pearson, H E Thorley, W Cairns and J L Kingsford.

Four Under Officers who held the necessary qualifications to practise as Town or Shire Clerks:

Messrs. A W Clark, L Deacon, L G Fox and J R Winders.

Mr J C Slaughter was unanimously and rightly elected as the first President.

At this initial meeting it was also decided to grant Honorary Membership to Mr J A Sewell and Mr R N Robinson.

Under date 20<sup>th</sup> August 1950 the parent body in Victoria notified approval of the formation of a Division of the Institute in Queensland and approved the Provisional members as the members of the Queensland Division. It was also pointed out that due to a variation in State Laws, the Queensland Division would need to adopt its own constitution and be incorporated and registered in Queensland. The records show that the Articles of Association were adopted by the Divisional Council on 11<sup>th</sup> February 1956.

The first meeting of the Divisional Council was held on 30<sup>th</sup> October 1950 at which Mr J R (Jack) Winders of the Department of Local Government was elected Honorary Secretary. Jack continued as Secretary for sixteen years.

The first Honorary auditor of the Divisional council was Mr J C Pearson (Town Clerk of Redcliffe).

At the Divisional Meeting on 3<sup>rd</sup> February 1951, the first Vice-Presidents of the Division were appointed in the persons of Mr L J Lucas (Town Clerk of Bundaberg) and Mr C G A Done (Town Clerk of Toowoomba).

Mr Slaughter and Mr Done were also appointed at that meeting as the Queensland Division's first delegates to the Federal Conference of the Institute. At such Federal Conference Mr J C Slaughter was elected Vice-President of the Federal Council.

Other decisions of interest made at the February 1951 Divisional Council meeting were:



- (a) That the Institute should not concern itself with the industrial aspect of the profession.
- (b) That the Queensland Division endorses the aims and objects of the Institute as set out in the Articles of Association of the Federal Division. These aims and objects are:
- To aim at the elevation of the profession of municipal clerks by the dissemination of professional knowledge and inculcation of sound practice.
  - To promote the development, advancement and improvement of Local Government administration and more particularly to promote the acquisition of that civic knowledge and practice which constitute the profession of the practicing municipal clerk.
  - To promote honourable practice, to repress malpractice and to settle disputed points of practice and to decide all questions of professional usage and etiquette.
  - To establish, form, furnish and maintain libraries for the purpose of assisting the practice of municipal clerks.
  - To communicate to members information on all matters affecting the profession of municipal clerks and to print, issue and circulate such papers, periodicals, books, circulars, leaflets and other literary undertakings as may seem conducive to any of the objects of the Institute.
  - To provide facilities for social intercourse between members of the Institute and their friends and if thought fit, to afford them all or any of the usual privileges, advantages, conveniences and accommodation of a club.
  - To promote good feeling and friendly intercourse amongst the members.
  - To watch over and promote all professional interests generally.
- (c) The Secretary's Honorarium was fixed for the year at \$50
- (d) It was noted that at the close of applications for foundation members of the Queensland Division of the Institute, the numbers stood at 54 Fellows and 63 Associates, with Mr J A Sewell and Mr RH Robinson as Honorary Fellows.

Another question that had to be resolved at an early date was the formulation of a Federal Constitution that would be acceptable for registration in all States or



whether each Divisional council should have its own “local” constitution. Queensland was against separate Constitutions. Tribute must be paid to Mr C G A Done for the devotion he gave to resolving this question.

Also, at the inception of the Queensland Division, a need was seen for legislation to protect senior local government officers from wrongful dismissals. This was not considered to come within the realms of industrial matters but as a necessity for good management within local government. At the Annual General Meeting held on 28<sup>th</sup> July 1951 the following resolution was passed:

*“That two representatives – Messrs E H Thorley and A W Clark – be appointed to interview the Minister and the Director of Local Government to discuss the inclusion in the Queensland Local Government Act of the provisions of Section 99 of the NSW Act, which is a protective measure for local government officers in regard to the matter of dismissals”.*

In representing this request to the Department of Local Government, the Director of Local Government advised that while he was sympathetic to the intent of the application, the provisions of the New South Wales law were not acceptable. The Institute then suggested provisions in line with a then recent amendment of the Regional Electric Authorities Acts. This however was again shown not to be acceptable to the Director of Local Government.

Representations were made from time to time on this subject and while sympathetic ears were tuned to these pleas, it was not until the then Town Clerk of Brisbane (Mr T V McAulay) was dismissed in 1973 for reasons not proved to be associated with his office as Town Clerk, that the Queensland Local Government Act was amended to provide that any Officer who considers himself wrongfully dismissed may lodge an appeal with the Appeal Board and have his case heard.

Worthy of record is an extract from the 1952 annual report of the Divisional Council:

*“Much has been done since the formation of the Division two years ago. The welfare of members and matters generally affecting the Local Government Administrative service are now dealt with on a federal basis and there has been established an outlook on the wider horizon which must tend to raise the status of the local government officer.*

*This, to date, has been the main achievement of the Institute, for it will be appreciated that to co-ordinate the affairs of the Local government administrative service throughout Australia has required tactful and careful handling.*

*It has taken longer than was anticipated but the establishment of your Institute on a sound and efficient basis has been our foremost duty in the early years of our existence. We feel now that the die is cast and the future*



*pattern is clear and have no doubt that the Institute will go forward to take its rightful place in the community.”*

A history of the Queensland Division of the Institute would not be complete without reference to Mr R C (Bob) Roan, an officer of the Department of Local Government who caused debate on almost every subject before the annual conference in the early years of the Queensland Division. It was commonly contended that Bob often played the role of “devil’s advocate”, rather than let any question be adopted without full and spirited discussion.

It is interesting to note throughout the records of the Divisional Council that from the very early conferences till today there has been participation in the aim to continually upgrade the standard of the Annual conferences – to select top grade speakers on subjects kindred to the profession and to allow time for general discussion where any member may put forward a question of concern and obtain an answer to the problem. There has also been discussion on whether the social occasion (one day outing) would best suit the purposes of the Institute if it was related only to inspections of local government works and systems, whether the day should be devoted to social sports games between members or members matched against some other organisation, while in the early life of the Division there is a resolution that wives and families or even friends of members be included in the social outing. Evolution has culminated all the ideas into a pure social outing for members plus their families and friends.

It has always been a feature of the Annual General Conference that some form of outing was an integral part thereof. The ladies have added charm to the occasion and without underrating the pleasure of having wives of members attend such functions, special mention needs to be made of the regular presence of Miss E McCarthy (Esk) and her aged but lovable uncle, and Mrs JR Winders, wife of the hard working and devoted Secretary. The extra tasty titbits and sweets provided by these ladies will always be remembered. The homeward journey (per bus) was forever brightened with singsong under the controlling baton of Mr A V Angove (Kingaroy now Gold Coast). Places visited included Mr Crosby, the old Tangalooma Whaling Station, Somerset Dam, Darling Downs District, Kingaroy Region (and its sample bag of peanuts), Stradbroke Island (and its then antiquated bus and near non-formed roads), but in more recent times the sophistication of the Gold Coast and its waterways.

It is interesting to note that from the formation of the Divisional Council in 1950 until 1961, those persons serving on the Divisional Council received no reimbursement whatever for cost of travel and expenses incurred in attending meetings. Three, and sometimes four, Divisional Council Meetings were held each year (usually weekends). The greatest distance was travelled by Mr Arthur Forno (Mulgrave Shire), Cairns, who was elected to the Divisional Council in August 1957. The annual general meeting of the Division on 4 August 1961 records that it be a recommendation to the Divisional Council that consideration be given to reimbursing





Divisional Councillors for out-of-pocket expenses incurred in attending meetings of the Divisional Council. At the Divisional council meeting of the 18 November 1961, it was decided that Divisional Councillors be reimbursed for travelling expenses on a basis of 6d (5c) per mile one way of travel from the place of residence to the place of meeting. Mr Forno, because of the distance travelled and the resultant high cost to the Division, accepted no payment at any time (present or future) for expenses in attending meetings of the Divisional Council. The allowance was increased to 10c per mile one way of travel in 1967.

General (Australian) Council meetings have always been rotated between the States. It is interesting to record the decision made at the Divisional Council Meeting on 22<sup>nd</sup> February, 1964, that the delegates from the various States be accommodated at the Carlton Hotel, Queen Street, Brisbane, with bookings of 13 twin rooms and 6 singles at £3.5.0 (\$6.50) per day per person for bed and breakfast and all rooms to have private bath and toilet. Subsequent inflation has altered costs of this nature.

Originally the Divisional Council consisted of three Divisional Councillors in addition to the President and the Senior and Junior Vice-Presidents. In 1967 the Divisional Councillors, in addition to the President and Vice-Presidents, were increased to five. This number has continued thereafter. However, the office and membership of Immediate Past President was also added in 1966, so that outgoing Presidents would remain on the Divisional Council for continuity of contribution on continuing projects.

Ill health overcame the first and only Secretary (Mr J R Winders OBE) in 1968. He was forced, on his Doctor's advice, to resign. The Annual General Meeting of the Division 19<sup>th</sup> August 1968 recorded a vote of appreciation for the major part Mr Winders had played in bringing the Institute to the high level of public esteem in which it is held throughout the community. Mr J J Burns of Brisbane City Council then accepted the position of Secretary and continues to devote endless hours to the welfare of the Division and the members. It should be recorded that since the Divisional Publication "QIMA" came into existence in 1956, the Secretary has also assumed the duties of Editor of that publication. A suitably inscribed tea and coffee set was presented to Mr & Mrs J R Winders at the Annual General Meeting of the Division on 25<sup>th</sup> August 1969, for their assistance to the Division since its inception.

Until 1972 the Annual Conference of the Division was held in association with the date of the Annual Conference of the Local Government Association of Queensland whenever such conference was held in Brisbane. However, the AGM of the Division in 1972 decided that the Institute should stand-alone and that a date most suited to members be chosen for future annual conferences. This has proved to be a correct decision.

Many items that today appear of minor importance, but which occupied endless hours of planning by various members are evidenced from the minutes of the various Divisional Council Meetings. An effort was made in 1964 to have the



Department of Local government employ a “Methods Advisory Officer” to assist those local authorities desirous of upgrading accounting systems. The fact that various major newspapers have special days when all local government advertisements are grouped in special prominence resulted from prolonged and arduous representations by the Divisional Council in the 1965/66 era. Likewise in 1965/66 the North Queensland Branch saw a need to assist local government in New Guinea. One North Queensland member, at his own expense, visited Port Moresby for discussions on the best way to conduct a seminar in that city. Arrangements were made for bringing to Port Moresby persons engaged in local government work throughout the Country. However, certain funding of expenses was required from the Australian Commonwealth Government. Despite all endeavours by the Divisional Council and the North Queensland Branch, funding was not forthcoming and the minutes of the Divisional Council meeting on 9 September, 1966 records that the proposal instigated by the North Queensland Branch for a Local Government seminar in New Guinea had collapsed for want of Commonwealth Government support.

Throughout the activities of the Queensland Divisional Council of the Institute, the various Branches and the Discussion Groups, there is the outstanding evidence towards the improvement of the knowledge and status of the local government clerk and the ever-present approach to ways and means of improving the image of local government. Employee record cards, now required by law, were first suggested by the Divisional Council in 1966.

Specific reference must be made to certain items that call for more than general reference.

## **Superannuation**

In 1954 Mr J C Slaughter, who knew the benefits of a Superannuation Scheme as installed by the Brisbane City Council for the benefit of its employees, put to the Divisional Council that he saw Superannuation not as an industrial aspiration, but as a necessity for the stability and welfare of local government. At the Fourth AGM of the Division, the following resolution was passed:

*“That the Institute approves the principle of compulsory contributory superannuation for Local Government employees and makes representations to the State Government, through the Director of Local Government, requesting the passing of legislation based on the relevant existing legislation in NSW and Victoria, to provide permanent employees in Local Government administration in Queensland with the benefits of superannuation”.*

The meeting also authorised the transmission to the Director of Local Government of a letter embodying the above resolution and information in elaboration of the





request. Arthur Angove always reckoned superannuation was a social security measure – not an industrial issue.

Early negotiations on the question of superannuation for Local Government officers were in the hands of Mr J C Slaughter and Mr C G A Done. Many conferences were held but with practically no concrete results. Negotiations proceeded over the years until a stage was reached where the Government would legislate for a superannuation scheme as may be agreed to by the Local Government Association of Queensland.

Mr Slaughter withdrew from the Committee as it had become apparent that the Brisbane City Council would not be part of a state-wide scheme. Its own existing scheme was satisfactory to the Brisbane City employees and as they would gain nothing by incorporation in a state-wide scheme, there was no way they would agree to expand their existing scheme to cover the whole state, nor join their scheme with any other scheme that may be set up for the balance of the State.

The tenacious, hard working and devoted Arthur Angove joined Cecile Done to further representations for a State Superannuation Scheme for local government officers. When Mr Done withdrew from this committee his place was taken by Arthur Forno.

It became apparent that any superannuation scheme would have to be for the benefit of all employees and not just officers. A tremendous amount of time-consuming effort was given to the task (mostly by Mr Angove) and various reports and assessments were obtained from Mr Rutherford, the State Actuary. The finally acceptable report and schedule for a compulsory contributory scheme of superannuation for local government employees in Queensland, other than Brisbane City Council, was presented by Arthur Angove and Arthur Forno to the then President of the Local Government Association, Mr J G (Paddy) (later Sir Harold) Behan, in Mr Behan's room at the Gresham Hotel, Brisbane, after midnight on the 2<sup>nd</sup> August 1960 over a bottle of liquid refreshment. Mr Behan took this report, which answered all queries raised by the Association, the Unions and the Department of Local Government, to the Local Government Association Conference the following day. It received overwhelming approval at that Conference and so the seal was set on many years of hard work and frustration but ultimate joy and satisfaction. However, there was still the problem of having the Government legislate to bring the scheme into operation.

The Department of Local Government, its Advisors and also the State Parliamentary Cabinet raised queries and required more and more detailed information. Urgent discussions were held between Arthur Angove and the State Actuary. By March 1962 a draft bill had been printed and had been approved by the Local Government Association. It had also been examined by a Parliamentary Committee, and it was understood that the Bill would not go before the then current session of Parliament. Mr Arthur Angove was warmed up again and directed by the Divisional Council to



confer urgently with the President of the Local Government Association with a view to arranging an early conference with the Honourable Premier and/or the Honourable Minister for Local Government.

All was not rosy for the Bill to go to Parliament. Much additional information was required and many questions were asked. One point came back to a decision made in the early negotiations – why not a scheme for the whole of Queensland local government authorities including Brisbane City Council? A pro-forma questionnaire was submitted to Assurance Companies and the replies from six companies were submitted to the Brisbane City Council, but a reply in March 1963 sealed the decision that the Brisbane City Council would not be a participant in a state-wide superannuation scheme.

Mr Angove was again authorised to represent the Division in any efforts he saw fit to pursue in conjunction with the President of the Local Government Association or by himself to obtain a state-wide scheme of superannuation excluding Brisbane City Council. The Divisional Council minutes of 22<sup>nd</sup> February 1964 records that Mr Angove and Mr Forno reported on developments on the request for legislation to provide a common scheme of superannuation of local government employees. It was noted that Cabinet had approved the legislation but that pressure of business in the March session of Parliament may defer the introduction of legislation till the 1964 August session of Parliament. Even so, at the Divisional Council Meeting on 31 July 1964, the Secretary (Mr J R Winders) reported that verbal advice from the Deputy Director of Local Government was that the Bill was still in the course of final preparation by the Parliamentary Draftsman. Subsequent advice from the President of the Local Government Association indicated that one local authority had now expressed opposition to the Bill, but Mr Behan proposed to pursue this aspect through his Association.

Parliament passed the Bill and set up a Superannuation Board to control and operate the scheme. The first Board members were Mr C G A Done MBE (Chairman), Mr A V Angove (employee's representative) Mr G W N Fynes-Clinton (local authorities representative) with Mr Kevin Logan as Secretary.

The highest words of commendation could not express the gratitude that all employees of local authorities in Queensland should have and should continue to feel for the long, arduous and conscientious work of Mr. Arthur Angove. It would be correct to say that, but for his determined efforts, local authorities may still be negotiating for superannuation.

## **Examination Standards**

As early as the Divisional Council meeting on 3<sup>rd</sup> February 1951, the question of examination standards for qualification for the Certificate as Local Government Clerk was under consideration. The aim was to achieve reasonably equal standards in all



States. The qualification examination standard in Queensland was below the standard requirement in Victoria and New South Wales.

The aspiration was to achieve reciprocity of qualification between the various States of the Commonwealth and this was achievable only if the qualification standard was on a common level.

Mr W F Serisier was appointed Queensland's first delegate to a Federal Council Committee that was seized with the commission of finding a standard of qualification acceptable to each State of the Commonwealth.

Various members have worked on this Committee over the years, and the problem became a hardy annual at Federal Conferences. Reference must be made to the efforts of Mr Arthur Angove as Chairman of the Examination Standards Committee over a number of years. It was accepted that interstate reciprocity could not be obtained without upgrading of the Queensland standard.

The standard of qualification in Queensland is prescribed by Regulations made under the Local Government Act which are administered by the Local Government Clerks Board. Since 1964 the Divisional Council had a direct liaison with the Board through the Board membership of Mr Dawson Phipps. Through his representations, the culmination of success commenced to take form in 1968 when the Board became favourably disposed towards some upgrading of standards. Mr Phipps reported to the Divisional Council Meeting on 2 November, 1968 that two officers of the Department of Education had attended a meeting of the Local Government Clerks Board on the 4<sup>th</sup> October 1968, when it had been tentatively agreed that a course of study leading to the issue of a Local Government Clerks Certificate be based on the Commercial Certificate course at the Institute of Technology.

The suggestion was that successful completion of this course would be a prerequisite to examination by the Local Government Clerks Board in the subjects of Local Government Accounts and Local Government Law. However, this standard was not acceptable to the Divisional Council of the day, which decided that it should press for a higher standard and that a Senior Public Examination Pass by the minimum entry requirement to any form of study. The Divisional Council suggested a correspondence course based on the study of either the Associate Diploma of Accountancy, the Associate Diploma of Business Studies or the Diploma Public Administration. Mr Dawson Phipps, Mr Charles Grant and Mr Bill Robinson were appointed the Divisional Representatives to pursue negotiations with the Clerks Board and the Department of Education.

At the Divisional Council Meeting held on 24<sup>th</sup> May 1969, Mr Grant presented a comprehensive report which recommended a tertiary level course based on existing subjects offered by the University of Queensland or the Queensland Institute of Technology together with the subjects of Local Government Law and Local



Government Accounts which might be offered by the Technical Correspondence School.

The report was adopted in principle by the Divisional Council, and it was decided to confer with the Local Government Association of Queensland seeking its support and then approach the Local Government Clerks Board to put forward the Institute's proposal regarding a new tertiary level syllabus. The proposal was supported by the Local Government Association, which subsequently sought and was granted representation on the Local Government Board. Complete support was also obtained from the Department of Government of the University of Queensland, which in mid 1970 advised the Clerks Board of the desire of the University to provide the course and outlined a possible plan of study. However, the Chairman of the Board did not favour the proposal and was not prepared to recommend the tertiary level course. In December 1970, a deputation comprising Mr H G Behan, Cr A G Nason (Local Government Association Representative on the Clerks Board), Mr B Robinson and Mr C Grant met the Minister for Local Government (Hon W A R Rae, MLA) and presented a submission urging implementation of the tertiary level course. Throughout 1971 very strong representations were made to the Minister by Cr H G Behan, President of the Local Government Association supported by the Divisional Council. The 1971 Annual Meeting of the Institute records in the Minutes that Mr Grant reported appreciation of the backing of the Local Government Association and that the Local Government Clerks Board had adopted the Institute's proposal on higher standards with opposition from the Chairman of the Board. Mr Grant reported also that the Hon Minister for Local Government had publicly declared his approval and that the question was to be discussed by State Cabinet. It was proposed that the course be based on selected subjects of the University of Queensland Commerce Degree course. However, it was not until 23<sup>rd</sup> December 1972, after further detailed submission and discussion and opposition by the Board Chairman that New Regulations were gazetted and the new course became operative. The final examinations under the old course were held in May 1974. Thus ended 22 years of continuous effort by the Divisional Council to have the standard of qualification upgraded for the issue of a Certificate of Competency for Local Government Clerk in Queensland. Whilst many played a part, the dedicated work of Mr C H Grant (Boonah) from his initial report in May 1969 until the gazettal of New Regulations in December 1972, must be recognised as the outstanding individual contribution towards bringing this proposal to fruition.

For the extensive interest, which the Institute had shown in this question, it was granted membership on the Local Government Clerks Board. The first Board Member appointed by the Division was Mr C H Grant who took his place on the Board in September 1973.

Subsequent years saw the course being offered by several tertiary institutes through the State, with correspondence studies being offered by the Darling Downs Institute of Advanced Education. An amendment to the Local Government Clerks Regulations



in 1981 gave notice that a Degree level of qualification would be required after the 31<sup>st</sup> December 1984.

With the placing of the Queensland level of qualification on a tertiary level in December 1972, the question of interstate reciprocity of qualification was again advanced to the Board by members Messrs Phipps and Grant. This question was also referred to the Conference of Permanent Heads of Local Government Departments of each of the States in Sydney in July 1974 by the Federal Council. The Queensland Board agreed to attend any conference convened to discuss this matter. The proposal was further stimulated by the Maddick Report on the "Training and Education of Local Government Clerks in Australia", and the Board was represented at a Special Meeting of the Federal Council of the IMA held in Melbourne on 18<sup>th</sup> November 1975.

In August 1977 the Board decided that as a general policy any person holding a Certificate as Local Government Clerk in New South Wales or Victoria would be granted exemption from all subjects other than Local Government Law and that it would issue a Certificate of Competency subject to character and experience. It was also agreed that the Board would support in principle full reciprocities between the State of Queensland, New South Wales and Victoria.

In July 1979 a meeting held in Sydney by the Local Government Clerks Board representatives from each of the three States agreed to full reciprocity on the understanding that each State would, as early as possible, lift the standard to full degree level and increase the period of experience to three years.

The Queensland Local Government Clerks Regulations were amended in December 1979 to accept Victorian and New South Wales Certificate Holders.

A further amendment in February 1981 provided for a practical experience period of three years and also provided for full degree status to take effect after the 31<sup>st</sup> day of December 1984.

The long-term aims of reciprocity of qualifications as between the States and the full degree standard of qualification have been all but achieved.

## **Uniform System of Accounting for Local Authorities in Queensland**

This subject first came to light in August 1957 from a communication from the Local Government Association of Queensland. The Division thereupon appointed a Committee to consider and report on this question. In March 1958, the Divisional Council advised the Local Government Association that it was of the opinion that it was not practicable to have common systems of accounting for all Local Authorities because of the varying type of problems in the different areas.





However, the question was raised from time to time, but no progress was made until in 1971. The Local Government Association of Queensland again asked the Divisional Council to appoint a member who would act on a Committee which would seek to establish an acceptable and sound system of standardised Local Government Accounting in Queensland. Mr C H Grant (Boonah) was nominated and, at the request of the President of the Local Government Association of Queensland (Cr H G Behan), accepted the responsibility to act as Chairman of what became known as "The Local Government Accounting Committee". Investigations were carried out by the Committee over a period of two and one half years and a report was presented to the Executive of the Local Government Association in October 1974. The Report recommended the introduction of a uniform system by the introduction of a uniform terminology, a uniform framework of presentation and a uniform chart of accounts.

The proposal received the approval in principle of the Auditor-General and the Director of Local Government. Explanation and guide for the use of a uniform chart of accounts was circulated to Local Authorities in 1978. Some Councils instituted the new Chart of Accounts in the 1977/78 year, and its use became compulsory as from 1980/81. The introduction in 1974 of assistance to Local Authorities by grants from Commonwealth funds and the established role of Local Government Grants Commission has made uniform accounting a necessity and its development in Queensland proved to be most opportune.

While there was input from many people in finding a solution, the finalisation and production of a uniform accounting system in Local Authorities in Queensland must be attributed to Mr C H Grant (Boonah) and his committee.

The Division continues to be represented by a number of members on a Consultative Committee set up by the Department of Local Government to assist in the gradual implementation of a Complete Uniform System of Accounting within the Local Authorities in Queensland.

## **Publications**

The first move towards publication of a journal in Queensland, distinct from the Federal publication, was at the Annual Conference on 3 August 1954. The records show the resolution *"that the matter of the issue of a quarterly journal on somewhat similar lines to "Munia" be referred to the Divisional Council for investigation and report as early as possible"*.

At the Annual General Meeting in August 1956 the President of the Division reported that the Divisional Council had decided to issue a quarterly publication covering general matters, special articles and items of Institute interest. That Meeting decided the publication be called "QIMA" and that the cover include the Queensland Coat of Arms.





QIMA has been of particular assistance in the dissemination of knowledge to all Institute Members in Queensland. The principal items contained within the pages have been copies of the more important talks given at Annual General Meetings, Branch Meetings and Discussion Group Meetings, plus news of members. It has been, and still is, distributed free to members and at a nominal charge to members of local authorities. Advertising charges are designed to equate with costs of production but there have been some years when the Division has had to pay a loss on the printing and distribution of QIMA.

It appears from the minutes of the Divisional Council Meeting of 9<sup>th</sup> March 1957 that the publication of a journal by the Federal Council followed close after the Queensland decision to publish its own journal.

In 1963 there was a concentrated move at Federal level to prepare a Code of Ethics as guidelines for members in the performance of their duties. This idea received full support of the Queensland Division. At the Annual General Meeting of the Division in July 1963 the President (Mr Arthur H Forno) reminded members of the receipt during the year of the booklet "Code of Ethics" and urged each member to always strive to obey the Code.

Following this publication was the preparation of the booklet "Serving Local Government". This issue was distributed to the public through Local Authority offices, high schools and the Department of Social Services. It explained the various avenues of service within local government and the opportunities available for education for those who desired to follow a career of service in Local Government. In 1976 the Queensland Division published a "Career in Municipal Administration" information booklet as an aid to recruitment to the service of Municipal Administration.

Another avenue for the dissemination of knowledge, investigated during the first few years of the work of the Division, was the setting up of a Divisional Library. It was found that very few books of reference had been written on the general subject of local government and fewer again that would come within the category of assisting practicing Town and Shire Clerks in the execution of their duties. In 1954 arrangements were made with the Public Library of Queensland, through its Country Extension Service, to set up a separate section on local government. A list of the available books was circulated by the Library Board to all members of the Division. Little use was made of the service for the reason already mentioned and ultimately the separate section within the Country Extension Service became nonexistent. It appears from the records that the service struggled for existence over a period of five years. Regularly the Divisional Council urged members to utilise the service in the hope of its continued life and possibility of intensive use enticing "experts" to produce further books of reference that might prove useful to the profession. Mr R H Robinson, Under Secretary of the Department of Health and Home Affairs and an Honorary Fellow of the Institute, was asked to publish a handbook on Queensland Local Government and the Division offered to contribute towards the printing costs



and urged each Member to purchase a copy of the book. Mr Robinson committed himself to writing a different book, which was published in 1957 entitled "For My Country". The Division contributed £26.10.0 (\$53) towards the cost of printing this book and most members of the Institute are reported to have purchased a copy either for themselves or for the library of their local authority. Mr Robinson became ill and a further handbook on Local Government never reached fruition.

It was at this period (1956) that Mr Kenneth H Gifford L L B of Victoria and others in the Law Society saw the need for regular advice to local authorities and the Division was notified of the intended regular publication by the Law Book Company setting out results of court cases affecting local government throughout Australia. An Associate Editor was appointed for each State of the Commonwealth who would notify the publishers of any interesting court cases in the State. Mr J R Winders, Secretary of the Division, was the first Associate Editor for Queensland. This publication continues as a worthwhile reference book and most local authorities in the State acquire copies thereof. Then in 1959 MR Kenneth H Gifford published a "Handbook on Council Meetings" (Queensland).

### Bursaries

At the Divisional Council Meeting on 10 March 1962 it was decided to institute annual bursaries of £25 (\$50) each for the son and daughter of members of the Division securing the highest marks in the Junior examination; to commence with the 1962 examination. The Annual General Meeting on 3<sup>rd</sup> August 1962 decided to recognise the sterling services given to the Institute by the foundation President and the foundation Secretary. The two bursaries were there upon named "The Institute of Municipal Administration – J C Slaughter Bursary" and "The Institute of Municipal Administration – J R Winders Bursary".

Each year thereafter, these bursaries are awarded to the son/daughter of an Institute Member, judged on the highest marks obtained at the Junior Public Examination (now Grade 10). In the early years of its operation, it was necessary for assistance to be obtained from the Department of Education in determining the winners, but this can now be done based on the results shown on the Junior Certificate.

### **Co-operation with the Local Government Association of Queensland**

There has always been the utmost co-operation in Queensland between the Institute and the Local Government Association. The president of the Queensland division has always been invited to the opening of Annual Conferences of the Association. This is reciprocal in that the President of the Association is given a high rating in the seating arrangements for the official opening of the Annual Conferences of the Institute.



Matters of administration consequence that come before the Association are, and always have been invariably referred to the Divisional Council for advice. Likewise, questions requiring amendment of the law that are under consideration by the Institute are in the final analysis passed on to the Association with the Divisional Council's considered opinions or recommendation. The question of representing an approved proposal to the Department of Local Government or other Governmental Department is usually left to the Association. It is customary for a representative of the Divisional Council to be included in the delegation.

The extreme co-operation between the two organisations was demonstrated when the Institute honoured firstly, Mr H G (later Sir Harold) Behan (then President of the Association) and in more recent times, the present President of the Association, Cr F A Rogers, OBE, with Honorary Fellowships of the Institute.

It was on the recommendation of the Association that Mr Arthur H Forno (then Divisional President of the Institute) in 1966 was appointed with Mr Justice M F Hardy of Sydney and Mr D J Bingham of Brisbane as a Committee to enquire into and report to the Government on "Matters Concerning the Valuation of Lands in Queensland".

Also in 1974 the Association appointed Mr J W Pender (then Divisional President) and Mr F K Peters (Warwick) to a committee set up by the Association to enquire into election procedures and to make recommendations for amendment of the law relating to Local Authority elections.

Since 1976 the Association has invited a member of the Divisional Council to be present at meetings of the Executive Committee of the Association to advise on matters of local government administration.

## **Branches and Discussion Groups**

Queensland is a large State and the need for regional groups of members has always been recognised and encouraged. North Queensland had, for some years, its own Local Government Clerks Association. At the Annual Conference of the Queensland Division of the Institute on 3<sup>rd</sup> August 1954 a resolution was passed that the North Queensland Local Government Clerks Association be recommended to form itself into a Branch of the Division of the Institute. By February 1955 the North Queensland Members had requested the formation of a North Queensland Branch of the Institute. A recommendation from the Divisional Council Meeting of 9<sup>th</sup> August 1955 is recorded as – *“Following discussion it was decided to recommend to the Annual General Meeting that a Branch of the Institute be formed in North Queensland, comprising all members residing in the area north of the southern boundaries of the Sarina, Nebo, Wangaratta, Dalrymple, Flinders, Richmond, McKinlay, Cloncurry and Barkly Tableland Shires; that draft Rules be drawn up; and that, in order to expedite the functioning of the Branch, the Divisional Council be*



*empowered to approve such Rules.”* This proposal was unanimously adopted at the Annual Conference in 1955.

The Inaugural Meeting of the formation of the North Queensland Branch of the Division was held in the Townsville Town Hall on 26<sup>th</sup> May 1956. The Divisional President (Mr J C Slaughter) presided at the meeting of 31 members. Included in those present were Divisional Council Members Messrs A V Angove, E Ellis and F Lehane, plus the following members from other areas – C F Burton (Warwick), R H Grayson (Gladstone), J L Kingsford (Bundaberg), L J Lucas (Bundaberg) and A Hamilton (Allora). The interest of Local Government in the formation of this North Queensland Branch was evidenced by the presence of His Worship the Mayor of the City of Townsville (Alderman A Smith), a Vice President of the North Queensland Local Government Association (Alderman H Hopkins), the Chairman of the Townsville Regional Electricity Board (Alderman A Sherriff), the Chairman of the Mulgrave Shire Council – Cairns (Councillor C E Campbell), the Chairman of the Hinchinbrook Shire Council – Ingham (Councillor W Garbutt) and the Chairman of the Johnstone Shire Council – Innisfail (Councillor C O’Brien).

The first officers of the Branch were:

President	F T Lehane	Shire Clerk, Hinchinbrook.
Vice President	C B Campbell	Town Clerk, Townsville
Secretary/Treasurer	Arthur H Forno	Shire Clerk, Mulgrave.
Executive –	G Colless	Shire Clerk, Atherton;
	R V Coglan	Secretary, Townsville Regional Electricity Board
Auditor	C de G Williams	Town Clerk, Cairns

Records show that there were 46 members in the area covered by the Branch. The Divisional Council assisted the Branch with an initial transfer of funds at *£*1 per member and the Branch levied a similar amount on each member in the area to meet expenses for the first year. Since the inaugural meeting, the Branch has advanced from strength to strength. The Branch moves its half-yearly meetings throughout its area and these have always been well attended.

The rules for the governing and operation of the North Queensland Branch as formulated by Branch Members received the approval of the General Council of the Institute early in 1957.

The area covered by the North Queensland Branch has twice been amended to deal with the formation of Discussion Groups through part of the State.

Soon after the formation of the North Queensland Branch, a Discussion Group was formed in the south-east corner of the State, based on Toowoomba. The unofficial area covered by this Group has changed with the formation of other Branches or Discussion Groups and now it is known as the Darling Downs Discussion Group.



An attempt was made in 1965 to form a Branch in Central Western Queensland. Mr J C King (Barcaldine Shire Clerk) undertook a survey, but for various reasons a branch did not eventuate. However, the members of that area formed themselves into a Discussion Group. This proved of immense value to those who were able to travel to the location selected from time to time for the assembly of members. A North Coast Discussion Group was formed at Nambour in June 1966.

The Southwest Discussion Group began operating in 1967, having been formed through the efforts of Mr J Finney of the Bungil Shire Council. This Group was endeavouring to serve the needs of members in an area which suffered from problems of distance and isolation and with only a small number of Local Authorities, and consequently Institute Members, involved. The Group endeavoured to continue functioning for a few years, but finally these problems caused its disbandment and many of the members involved then became associated with the Darling Downs Discussion Group. In an effort to maintain the interest of members in the more isolated areas, the Darling Downs Group itself on occasions holds meetings in Roma.

In 1973, Mr R C Palmer of the Longreach Shire Council, who was at that time a member of the Divisional Council, took action in a further effort to achieve the formation of a Branch in Central Queensland, and these efforts were successful. The Branch in its formative years did have some problems but is now a very strong Branch and is attracting support from members in the Branch area.

And so, apart from the dissemination of knowledge through the Annual Statewide Conferences, members are afforded the opportunity of grouping together in their own locality at little expense to exchange views and assist each other for the better administration of Local Government.

## **Annual Conferences**

Attendance at the Annual Conferences has always been very good, and since 1977 the Conference has also incorporated a two-day Workshop-Seminar which has resulted in the combined activities extending over a full week.

These Seminars have been very well supported by members, and it seems certain that they will continue to be a part of the Annual Conference format.

For many years, the Divisional Council has been progressively obtaining the services of speakers from other States on a wide variety of subjects, and this has assisted in improving the standard of the Conference formats. In 1979, for the first time, the Division was fortunate in obtain Mr John Gray, General Manager and Town Clerk of Christchurch as its first overseas speaker at an Annual Conference, and in 1980 this was followed with the attendance of Mr B G C Elwood, Mayor of Palmerston North, New Zealand and Vice President and Immediate Past President of the Municipal Association of New Zealand.



## **Kindred Organisations**

The Division has maintained a good relationship with both the Institute of Health Surveyors and the Local Government Engineers Association and representatives of those two Associations are invited to functions associated with the Annual Conference, whilst the Division is invited to be represented at the Annual Conferences of the other organisations.

## **Representation on Other Bodies**

Since 1977, the Institute has been represented on the Advisory Committee in Health Surveying at the Queensland Institute of Technology, and this is an indication of that institution's recognition of the part which the Institute is playing in the Local Government area.

The Division has also been invited to be represented on the Indicative Planning Council for the Housing Industry and has had a representative on that Council since 1977.