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FINANCES OF WESTERN AUSTRALIAN GOVERNMENTS, 1851-1982

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This paper is the last presenting preliminary long-run statistics of Australian states' central and local government finances.¹ This series will be completed with the publication of similar figures for the Commonwealth. The format used in preceding papers is followed here so that aggregative and comparative exercises may be undertaken. For that reason also, as far as possible definitions have been made consistent over time and between governments. Where inconsistencies exist within a state they will be indicated in the text; where they exist between states they will become apparent only by comparing different papers.

The necessity to produce these collections and provide easily accessible long-run series, consistently defined, arises from the fact that official statisticians have produced little that meets either of these criteria.

Here I present simplified tables of the sources of revenue and the purposes of expenditure of the colonial/state government and of local government bodies, running from 1851 to 1968 and 1872 to 1967 respectively, of the aggregated finance of all state and local authorities for 1963-82, and of total central government taxation collections for 1870 to 1968 and 1963 to 1982. They relate solely to civilian government and therefore exclude expenditure undertaken by the Commissariat, a very significant element in the nineteenth century.

The overlap between various sets of data covering 1963 to 1968 is important. Those commencing in 1963 are constructed on a quite different basis. In the first place, general tables terminating in 1967 or 1968 are based on transactions recorded in what eventually became known as the Consolidated Revenue Fund (CRF) and Loan Fund, the two main accounts through which government Treasurers operated, and in analogous accounts of local government bodies. The CRF was that to which most current revenues were paid and from which most current expenditures were met. To the Loan Fund were credited the proceeds of borrowing on long-term public securities and from it authorised loan expenditures were paid. Concentration on these two funds excludes operations on a variety of Trust Funds and Special Accounts and by a variety of semi-government authorities, all of which became increasingly important during the twentieth century. By contrast, tables commencing in 1963 integrate all the accounts and authorities that constitute the 'public sector', netting out

¹The predecessors were published as Source Paper Numbers 8, 9 and 10 (December 1985), 14 and 15 (December 1986).
transactions between them. In the second place, tables running to 1967 or 1968 are effectively on a cash basis and, with exceptions relating primarily to transfers between them, represent all transactions in the two funds covered. Those commencing in 1963 are defined in the context of national income accounting, in which some revenues are offset against expenditures and the net outcome of public trading enterprises is counted rather than their gross revenues and expenditures.

It should be noted that while the figures of colonial/state revenue presented below are current receipts, excluding loan raisings, total expenditure measures current expenditure plus net loan expenditure, net of transfers between the two funds.

OTHER OFFICIAL COLLECTIONS

From its first issue in 1896, *Statistical Register of the Colony of Western Australia* carried ten-year tables summarising revenue and expenditure. For many purposes the former are of use, though of its seven classifications two—'public works' and the residual 'other'—are rather too broad. The use of only five expenditure categories, railways, other public works, loans, post and telegraph and other renders this a less valuable source. Later returns show more detail but expenditure tables are arranged in changing ways, with loan expenditure, unallocated, appearing and disappearing from them. By the 1920s expenditure was categorised by departments (one of which was 'Loans Acts'!), with the purposes of expenditure obscured by the changing character of ministerial and departmental responsibilities. After the 1930s, the period covered by these tables was shortened. From 1932-33, *Statistical Register* provides two-year statements of expenditure allocated by function, using categories very similar to those used by the Commonwealth Statistician and the NSW Auditor-General.

Australian Bureau of Statistics (ABS), *State and Local Government Finance Australia 1981-82* (Catalogue No 5504.0) and predecessors include integrated tables of state and local authorities' final consumption expenditure and expenditure on fixed assets, both classified by purpose. It should be noted, however, that this source carries the data back only as far as 1970. Commonwealth Bureau of Census and Statistics (CBCS), *Public Authority Finance Bulletin No.1*, 1969-70 gives earlier data to 1969 but on a significantly different basis to those that follow. These sources also present separately for each level of government both those tables and those of receipts and outlay used here.

An appendix to Ronald Mendelsohn *The Condition of the People* (George Allen and Unwin, Sydney, 1979) provides valuable detailed tables of total expenditure on education,
health and social security, by individual governments, estimated by Andrew Podger. They are recommended.

SOURCES

TABLES 1 and 2

It is unfortunate that nineteenth century official documents relating to Western Australia are not as widely available as those of other colonies. In consequence, three sources have been used to derive revenue and expenditure statistics. Figures for 1851-68 are based on those appearing in the Statistical Summary appearing in the 1898 issue of Statistical Register. Western Australia Blue Book is the source for 1869-83 while data for 1884-1906 are estimated from the Public Accounts (variously named) published annually in Parliamentary Papers.

All figures for 1907-68 are from CBCS, State, Territory and Local Government Authorities' Finance and Government Securities 1967-68 (Reference 5.11) and its predecessors, including CBCS, Finance Bulletin.

Figures of the public debt are from the Statistical Summary in the 1898 issue of Statistical Register for 1854-1883; from the Public Accounts for 1884-1900; from Mrs P. Brown's compilation, based on CBCS, Finance Bulletin and successor publications, and held in the Department of Economic History, RSSS, Australian National University, for 1901-75; and, for 1976-82, from Budget Paper No. 8, (Commonwealth) Budget Papers, 1982-83. Breaks in the series occur at 1901 and 1976.

TABLES 3 and 4

Integrated accounts of state and local government authorities' receipts and outlays are latest figures published in ABS, State and Local Authority Finance Australia 1981-82 (Catalogue No. 5504.0) and predecessors.

TABLES 5 and 6

Local government finances for 1872-1914 are from G.H.Knibbs, Local Government in Australia (Government Printer, Melbourne, 1919) and for 1915-67 from CBCS, State, Territory and Local Government Authorities' Finance and Government Securities, 1967-68 and predecessors. Knibbs presents figures running to 1916; the official annual data are first published for 1907. The choice of year at which to change sources was determined by the
degree of Australia-wide reliability that can be accorded each before and after 1914. Breaks in the series occur between 1914 and 1915 and between 1935 and 1936.

TABLES 7, 8 and 9

Taxation collections for 1870-1906 are derived from the sources used for Tables 1 and 2; those for 1907-29 are from Statistical Register, with liquor licences separated from others by reference to Public Accounts; and for 1930-68 CBCS, State, Territory and Local Government Authorities’ Finance and Government Securities, 1967-68 (Ref No. 5.11) and predecessors. Figures for 1963-82, not presented in Source Papers 8, 9 and 10 are the latest published in ABS, Taxation Revenue Australia 1981-82 (Catalogue No. 5506.0) and predecessors.

THE TABLES

Classifications within the tables are relatively few. They are, consequently, wide and therefore avoid inconsistencies evident in finer categories used elsewhere, particularly by the Auditor-General and Treasurer and in the early predecessors of State, Territory and Local Government Authorities’ Finance and Government Securities.

Less aggregated data for Western Australia, as well as for other governments covered in this series, are held in the computerised data bank in the Department of Economic History, RSSS. For many purposes these are more useful, but it is only in respect of figures prior to 1907 that reasonable consistency of definition over time and between governments can be claimed for them.

TABLE 1 State debt, surplus and revenue

It is uncertain whether reports of revenue and expenditure before 1884 are restricted to transactions occurring within a particular accounting year. So far as it can be ascertained accounts in and from that year are so limited and thus satisfy the objective sought in this series.

The relevant source, CBCS Finance Bulletin, lacks detail for 1917, 1918 and 1920. Revenue figures have been added from Public Accounts.
Definitions used and notes to individual columns:

Col. 1 Public debt is that outstanding at the end of the financial year indicated. Notionally it includes short-term debt for which securities have been issued but it is likely that some may be omitted before 1901. There is a break in the series between 1900 and 1901.

Col. 2 Apparent surplus is that produced by subtracting Consolidated Revenue Fund expenditure (not presented in these tables) from revenue (Col.8).

Col. 3 Taxes include all direct and indirect taxation credited to CRF, or to its equivalent in years before responsible government.

Col. 4 Businesses comprise the earnings of postal and telegraph services (to 1901), railways and urban transit systems, water supply systems controlled by the State and, from 1937, electricity supply. Omitted are those businesses included in the 1907-35 Finance Bulletin category 'Other public services' and its subsequent category 'Other business undertakings', owing to the grossly disparate and therefore misleading character of other states' inclusions in the first category and uncertainty about the meaning of the latter. Among businesses so excluded are electricity supply to 1936, state steamships and ferries, batteries, hotels, abattoirs and saleyards in Perth and Kalgoorlie, butter factories and refrigerating works as well as variety of other minor concerns. From 1917, only the profits of a group of these enterprises styled 'State Trading Concerns' were credited to revenue in Public Accounts. Finance Bulletin includes most in its residual category, though omitting State Trading Concerns from 1919 to 1926 and widening its net before 1916. Harbours Trusts and Boards, which might legitimately be treated as businesses are omitted because Finance Bulletin includes transactions (especially spending) on rivers and navigation in this category.

Col. 5 Land is receipts from land sales and leases (including the interest component on credit sales), timber leases and forestry royalties, mining licences and royalties and other revenue associated with these activities.

Col. 6 Other is an heroic amalgamation, bringing together separable items such as interest, fees and fines, harbours and, with the exception of commonwealth grants, all receipts not elsewhere included.

Col. 7 Commonwealth comprises payments made by the commonwealth and credited to CRF. It excludes payments for services rendered and interest on transferred properties.

Col. 8 Total revenue is on account of CRF and from 1884 is net of refunds.
TABLE 2  State total expenditure

In this Table, CRF and loan expenditures are aggregated, net of inter-account transfers. There is a break in the series between 1906 and 1907. Data on loan expenditure are not available prior to 1882.

While it is possible to take from Public Accounts revenue details to fill the gap left by the non-publication of Finance Bulletin it has proved impractical to follow that course in respect of expenditure. In the absence of detailed definition of the latter's categories, its figures for adjacent years cannot be reproduced from the former. Expenditure totals are taken from Finance Bulletin long-run tables.

Col. 9 Debt charges are interest (and exchange) on the public debt, together with sinking fund payments, redemptions from CRF, and debt management costs. There is no information prior to 1877.

Col. 10 Businesses comprise costs met from CRF and from loans and have the same coverage as Col.4 except that loan expenditure only is available for electricity supply.

Col. 11 Other public works includes CRF and loan expenditures on harbours, rivers, roads and bridges, and public buildings not elsewhere included.

Col. 12 Social is, again, a very broad aggregation. It covers current and loan expenditure on health and education services, libraries and art galleries and research, and on buildings associated with them. It also covers care of orphans, young children and the aged, assistance to charitable organisations and to private providers of health and education services, and unemployment relief. Exceptions are that loan expenditure on schools is available only to 1912, on hospitals, libraries etc only to 1906 and on unemployment only from 1933; they are otherwise included as 'other public buildings' on Col. 11.

Col. 13 Law and defence includes police, courts, prisons, public safety, delinquent children and reformatories, together with defence and war expenditures and associated buildings. Loan expenditure is captured only to 1906.

Col. 14 Primary is expenditure on land administration, forestry, stock and agriculture, water and soil conservation, closer settlement and assistance to primary industries. Wrongly, it also includes loan expenditure on mining 1907-68. This error exists in preceding Source Papers of this series and in the figures to be published in W. Vamplew (ed), Australians: historical statistics.

Col. 15 Other includes mining and assistance to that industry, except for the exclusion of loan expenditure for that purpose, 1907-68.
Col. 16 Total expenditure is the sum of CRF and net loan expenditures (that is, after taking to credit any sales of surplus materials etc) and net of transfers between them. It is net of refunds of revenue from 1884.

TABLE 3 State debt and state and local government receipts 1963-82

For the amalgamated state and local finance series, 1963-1982, the current surplus or deficit is not represented. The source instead lists various sources from which the gap between current receipts and total outlay was met. These are shown in columns 22-24. These statistics are all cast in the mould of national income accounting. A major implication is that some receipts are netted against related outlays; other implications are mentioned below. Reference should be made to the source for detailed information.

Col. 17 Public debt is for state government only and includes a break in the series between 1975 and 1976.

Col. 18 Taxes includes fees and fines. Some fees have been netted against outlays on relevant services.

Col. 19 Businesses have a wider coverage than in the 1851-1968 tables because those conducted outside the framework of CRF and Loan Fund are included. The figures reported are (a) that part of the income of government financial enterprises paid to general government and (b) the 'net operating surplus' of government trading enterprises, excluding interest received and before interest charges are met.

Col. 20 Property income is interest, rent, royalties and dividends received (other than dividends included in column 19).

Col. 21 Grants are those from the commonwealth government to state and local government authorities, for all purposes. (State grants to local authorities disappear on amalgamating the accounts.)

Col. 22 Advances from the commonwealth government, for all purposes, to state and local authorities.

Col. 23 Borrowing is net borrowing by state general government, state public trading enterprises and local government authorities.

Col. 24 Other financing items comprises net receipts of private trust funds held by government, reduction in cash and bank balances, reduction in security holdings, depreciation allowances established in public trading enterprises and other sources of funds (including errors and omissions).
Col. 25 Total funds.

TABLE 4 State and local government outlays 1963-82

Col. 26 Final consumption expenditure on goods and services netted for offsetting fees and charges for services rendered and sales of goods and services by general government.

Col. 27 New assets acquired whether for replacement or additions by general government, state public trading enterprises and local government authorities; includes road maintenance as well as construction of new roads.

Col. 28 Existing assets/stocks is net expenditure on existing assets, mainly land and buildings, together with changes in the balance of stock accounts, including those of public trading enterprises.

Col. 29 Interest excludes payments between authorities aggregated in the table and is primarily that paid to the commonwealth government on account of advances and to other sectors for borrowings from them.

Col. 30 Personal benefits are cash benefits to persons in the form of pensions etc. and unfunded employee retirement benefits.

Col. 31 Subsidies.

Col. 32 Grants are those for private capital purposes - for example, for the construction of homes for the aged or of libraries in private schools.

Col. 33 Advances consist of loans and credit made available not only to the private sector but also to public financial enterprises, including in the latter capital contributions and provision of funds for on-lending.

Col. 34 Total outlays includes transfers overseas (very minor, if any), a category not shown separately in the table.

TABLE 5 Local government finances, 1872-1914

This table covers municipalities, road trusts and districts, local boards of health, municipal tramways and fire brigades.

The source provides little detail prior to 1880.

Col. 35 Rates are general municipal property rates.

Col. 36 Grants are those from the colonial/state government.
Col. 37 Business is the sales and charges revenue of municipal tramways; revenue of other minor businesses that have been operated by individual municipalities is included in Col. 38.

Col. 38 Other revenue includes miscellaneous business revenue and, most probably, loan receipts.

Col. 39 Total revenue.

Col. 40 Works/services encompass general municipal works, such as road construction and maintenance, health and sanitary services, including loan expenditures.

Col. 41 Business is the operating expenditure of municipal tramways.

Col. 42 Other includes administrative expenses and debt charges.

Col. 43 Total expenditure.

TABLE 6 Local government finances 1915-67

Coverage and definitions of local government finances change after 1914. The figures are restricted to local government authorities narrowly defined and to the business enterprises directed, ultimately, from municipal chambers. From 1915 to 1935 businesses are not reported separately in the source. Their revenue and expenditure were included in 'Other' (Cols 48 and 53 respectively). Loan receipts and expenditures are not separately specified before 1936. Loan expenditure and business enterprise finances for 1936-38 are from the source volume for 1945-46, Tables 85 and 87.

Non-publication of Finance Bulletin in 1917, 1918 and 1920 means that no data are available for each preceding year; the low priority afforded by the Statistician to local government statistics during and immediately after the 1939-45 war leaves large gaps in 1941-44.

Figures for 1933 are not available. Those appearing in the appropriate issue (1934) of Finance Bulletin duplicate those of the previous year.

Col. 44 Rates are general municipal property rates only.

Col. 45 Other rates are special purpose rates and, from 1939, rates levied by municipal business undertakings.

Col. 46 Business, available from 1936, is total business revenue for 1936-38 and business sales and charges revenue thereafter.

Col. 47 Grants are from state government.
Col. 48 Other includes loan receipts (insofar as they were recorded) to 1936, revenues of businesses to 1936 and 'other' revenues of businesses from 1939. It also includes revenue from motor vehicle registration.

Col. 49 Total revenue.

Col. 50 Works/services is the expenditure, including that from loans, on municipal works and services other than those of business undertakings.

Col. 51 Debt charges are primarily interest and sinking fund payments and, from 1939, include those of business undertakings.

Col. 52 Business are total business expenditures including from loans for 1936-38 but, from 1939, exclude debt charges.

Col. 53 Other includes administration and, before 1936, expenditure by businesses.

Col. 54 Total expenditure.

TABLE 7 Taxation collections 1870-1929

No figures for motor taxes are available during this period. Those collected in metropolitan areas were credited to the Metropolitan Traffic Trust Account; beyond those boundaries, they were collected by local government authorities. Statistical Register and Pocket Year Book of Western Australia, the only official statistical collections during the years 1906-29, make no reference to the sums involved.

Col. 55 Customs includes excise duties and taxes on exports. Figures before 1884 include minor amounts of storage charges and warehouse rent.

Col. 56 Income tax includes companies duty and dividend tax.

Col. 57 Land tax

Col. 58 Probate and succession duties

Col. 59 Other stamp duty, not elsewhere included.

Col. 60 Gambling taxes are racing taxes.

Col. 61 Liquor taxes are distinguished in Public Accounts only from 1925 and not at all in Statistical Register during this period. Before this date they are included with licences, Col. 62.

Col. 62 Licences to undertake various other forms of business, including liquor trading to 1924.
Col. 63 Other includes includes transaction duties and Scab Act contributions.
Col. 64 Total.

**TABLE 8 Taxation 1930-68**

Tables 8 and 9 differ from earlier representations of taxation in this paper in that they include not merely collections credited to CRF but also those credited to various Special Funds and Trust Accounts and ear-marked for specified expenditure purposes.

Col. 65 Income taxes include dividend and salary taxes, taxes on gold- mining profits, unemployment relief tax, financial emergency tax and hospital tax.

Col. 66 Land tax.

Col. 67 Probate.

Col. 68 Other stamp duties not elsewhere included.

Col. 69 Motor taxes include drivers’ licences and fees, vehicle registration fees, taxes and stamp duties, road transport taxes, road maintenance contributions and third party insurance surcharges and duties. The source indicates specifically that figures for 1934-39 inclusive include collections made by local government authorities outside metropolitan areas. It is most probable that the same is true for years before and after these dates.

Col. 70 Gambling taxes include entertainment tax, racing taxes of various sorts and lottery taxes.

Col. 71 Liquor taxes include retail and wholesale licences.

Col. 72 Other taxes include licences not elsewhere included and, in 1968, ‘other taxes' and 'other government authority taxation' and lottery profits.

Col. 73 Total.

**TABLE 9 Taxation 1963-82**

This table includes taxation raised by all state government authorities.

Col. 74 Land tax includes Metropolitan Improvement Rates.

Col. 75 Probate includes estate, gift and succession duties.

Col. 76 Other stamp duties not elsewhere included.
Col. 77 Motor taxes include stamp duties on vehicle registrations, road transport taxes, road maintenance contributions and surcharge and duties on third party insurance.

Col. 78 Gambling includes totalizator duty and licences, betting taxes and licences and profits of state lotteries.

Col. 79 Liquor encompasses liquor licences, permits and fees.

Col. 80 Payroll tax.

Col. 81 Other includes fire brigade contributions from insurance companies, business franchise fees relating to petrol gas and tobacco and levies on public corporations.

Col. 82 Total excludes fees from regulatory services n.e.i. and 'other taxes, fees, fines etc'; both groups are included in the source. For convenience, these are shown in Col. 83.

Col. 83 Fees etc. See Col. 82.

**DATING**

From 1851 to 1892, the financial year used in tables relating to state finances ended on 31 December. It then changed to 30 June, so that 1893 data relate to the six months ending on that date and all figures subsequent are for financial years ending on that date.

Local government figures, 1872-1914, are for financial years ending 31 October with the following exceptions: until 1902 Roads Boards balanced on 31 December and thereafter on 30 June; to 1910 non-municipal boards of health used 30 November and thereafter 30 June. For the period 1915-61 the balance date is 31 October, except Road Boards which used 30 June. All instrumentalities changed to 30 June in 1962.
TABLE 1

STATE DEBT, SURPLUS AND REVENUE, 1851-1968 (Pounds thousand)

(1) Public debt
(2) Apparent surplus
(3) Taxes
(4) Businesses
(5) Land
(6) Other revenue
(7) Commonwealth payments
(8) Total revenue

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STATE TOTAL EXPENDITURE, 1851-1968 (Pounds thousand)

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(11) Other public works  
(12) Social expenditure  
(13) Law and defence  
(14) Primary industry  
(15) Other expenditure  
(16) Total expenditure

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## TABLE 4

**STATE AND LOCAL GOVERNMENT OUTLAYS, 1963-82 ($ million)**

(26) Final consumption  
(27) New assets  
(28) Existing assets and stocks  
(29) Interest  
(30) Personal benefits  
(31) Subsidies  
(32) Grants  
(33) Advances  
(34) Total outlays

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(50) Works and services  
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(52) Businesses  
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(57) Land tax  
(58) Probate and succession  
(59) Other stamp duties  
(60) Gambling taxes  
(61) Liquor taxes  
(62) Licences  
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(64) Total  

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AUSTRALIAN NATIONAL UNIVERSITY
SOURCE PAPERS IN ECONOMIC HISTORY

Copies of the Source Papers can be obtained, free of charge, from SP Distributions, Department of Economic History, RSSS, Australian National University, G.P.O. Box 4, Canberra, ACT 2601. Papers denoted by asterisk (*) are no longer available.

1984


* No. 3 A.M. Endres, Australian workforce aggregates 1828-1901: estimates from colonial censuses. (June 1984) 32pp.


1985

No. 5 A.M. Siriwardana, An Input Output Table for the Colony of Victoria in 1880. (September 1985) 30pp.


1986


FINANCES OF WESTERN AUSTRALIAN GOVERNMENTS, 1851-1982
Source Paper in Economic History, No. 16

CORRIGENDA

P.5 Col. 4 Businesses needs amendment by omitting in the fourth and fifth lines 'and its subsequent category 'Other business undertakings'' and in the sixth line the words 'and uncertainty about the meaning of the latter'.

P. 6 Col 10 Businesses needs to be amplified by the following:

'For a number of years between about 1925 and 1935 the Finance Bulletin category 'Other public works' comprised exclusively expenditure on other public enterprises. The practice was not, however, completely consistent. For the whole period 1907-35, therefore, this category is included in col (15). There is therefore a break in the content here, in 1936, that occurs in a substantial way among the other states only in Victoria.'

P. 6 Col 11 Other public works should have added to it:

'Loan expenditure on unemployment relief works, despite its including sums that should - were it readily possible - properly be allocated to col (10), is included here.'

P. 6 Col 12 Social should be amended by the omission in line 6 of the phrase 'and on unemployment only since 1933' and by the addition of the sentence 'Loan expenditure on housing excludes that made under the Commonwealth States Housing Agreements.'

**TABLE 2 STATE TOTAL EXPENDITURE, 1851-1968**

The following needs for correction also exist in figures to be published in W. Vamplew (ed), *Australians: Historical Statistics*, (Fairfax, Syme & Weldon Associates, forthcoming).

Arithmetic errors necessitate the following corrections:
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Changing the location of *Finance Bulletin*’s ‘Other public works’ from col (10) to col (15) and moving loan expenditure on unemployment relief works from col (12) to col (11) gives the following correct figures:

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**TABLE 7 STATE TAXATION COLLECTIONS, 1870-1929**

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