

Part 5

LOCAL GOVERNMENT

Administration

Municipalities

General Description

At 30th June, 1961, Victoria was divided, for local government purposes, into 208 municipal districts and the Yallourn Works Area. This latter was severed from the municipal districts of which it then formed part by the *State Electricity Commission (Yallourn Area) Act 1947*. For certain purposes, it is deemed to be a borough and municipal administration is the responsibility of the Commission, assisted by an Advisory Council. The 208 municipalities comprised :—

Cities	51
Towns	5
Boroughs	14
Shires	138
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				208
				<hr/>

The only unincorporated areas of the State are French Island (65 square miles) in Westernport Bay, Lady Julia Percy Island (1·02 square miles) off Port Fairy, Bass Strait Islands (1·51 square miles), Gippsland Lakes (Part) (128 square miles), and Tower Hill Lake Reserve (2·28 square miles) adjacent to the Borough of Kororoit.

Local Government Department

The *Local Government Department Act 1958* constituted a department called the Local Government Department “for the better administration of the laws relating to local government in Victoria”. The legislation was brought into operation on 23rd December, 1958, by a proclamation of the Governor in Council published in the Government Gazette on that date. Officers and employees of the Local Government Branch of the Public Works Department were, as a result of this, transferred and attached to the new Department, and the Minister for Local Government assumed responsibility for administration of the following Acts of Parliament :—

Local Government Act

Acts relating to local government in the Cities of Melbourne and Geelong

Town and Country Planning Act

Melbourne and Metropolitan Board of Works Act

Local Authorities Superannuation Act

Petrol Pumps Act

Drainage Areas Act

Pounds Act

Dog Act.

In addition, the Minister is now also responsible for the *Valuation of Land Act 1960* which was passed at the 1960 autumn sitting of Parliament.

Constituting and Altering the Constitution of Municipalities

The *Local Government Act 1958* provides machinery for the creation of new municipalities and for alterations to the boundaries of existing ones. The power to make Orders on this subject is conferred on the Governor in Council, who acts on the recommendation of the Minister for Local Government. All such Orders are published in the *Government Gazette*. The powers conferred on the Governor in Council include authority to do the following :—

1. To constitute new shires. Practically the whole of Victoria is included in municipal districts, and therefore any new municipalities will almost inevitably be created from the territories of existing ones. Any portion of Victoria containing rateable property of a net annual value of at least £60,000 may be constituted a shire.
2. To constitute new boroughs. Any portion of Victoria may be constituted a borough provided that it—
 - (a) does not exceed nine square miles in area. (Special Acts of Parliament have been passed to permit larger areas to become boroughs, towns, or cities, and any existing city, town, or borough may annex additional territory even though its area is, as a result, increased beyond nine square miles. Seventeen cities, three towns, and one borough do exceed nine square miles);
 - (b) has no point within its area distant more than six miles from any other point ;
 - (c) contains a population of at least 500 inhabitant householders ;
 - (d) contains rateable property of a net annual value of at least £40,000 ; and
 - (e) does not comprise portions of different boroughs.
3. To sever parts of one municipality and annex such parts to another.
4. To subdivide or re-subdivide any municipality. (The subdivisions of a city, town, or borough are called *wards* and those of a shire *ridings*. The maximum number of subdivisions permitted in any municipality, except the City of Melbourne, is eight. Melbourne has eleven wards. Twenty-nine municipalities, including seven shires, are not subdivided.)
5. To declare boroughs, cities, or towns. If its revenue from general and extra rates in the preceding year is not less than £15,000, a borough may be declared a town. If the revenue is not less than £30,000 it may be declared a city.

Action on these matters can be initiated locally, in some instances, by a request addressed to the Governor in Council and signed by a prescribed number of persons enrolled on the municipal voters' roll. The proposal set out in the request must be submitted to a poll held in conjunction with the next annual election of councillors. In other instances, a petition under the seal of the council suffices. There is an Advisory Board of three persons, constituted under the Local Government Act, which investigates these matters and advises the Minister on them.

Changes in the status of municipalities during the period 1st April, 1960, to 30th June, 1961, were as follows :—

1960—The Shire of Frankston and Hastings was renamed the Shire of Frankston on 8th November, 1960.

1961—The Borough of Maryborough was declared the City of Maryborough on 31st March, 1961.

The Shire of Mulgrave was declared the City of Waverley on 14th April, 1961.

The Shire of Springvale and Noble Park was declared the City of Springvale on 22nd April, 1961.

The Shire of Keilor was declared the City of Keilor on 29th April, 1961.

In the same period, the following municipalities were created :—

1960—The Shire of Myrtleford was constituted by severance from the Shire of Bright on 31st May, 1960.

The Shire of Hastings was constituted by severance from both the Shire of Frankston and Hastings and the Shire of Flinders on 19th October, 1960.

1961—The Shire of Croydon was constituted by severance from the Shire of Lillydale on 24th May, 1961.

The Borough of Traralgon was constituted by severance from the Shire of Traralgon on 31st May, 1961.

In addition, the Borough of Inglewood was annexed to the Shire of Korong on 1st February, 1961.

Municipal Councils

The powers vested in municipal corporations are exercised by councils elected by persons who are enrolled on the municipal voters' rolls. The number of councillors for each municipality must be some multiple of three, not less than six, nor more than 24 (except the City of Melbourne, which has 33 councillors). Subdivided municipalities have three councillors for each subdivision.

Any person who is the owner or occupier of property of a rateable value of at least £20, is eligible to stand for election as a councillor of the municipality in which the property is situated. Councillors serve in an honorary capacity. They must elect one of their number to be chairman. In a city, town, or borough the chairman is called the Mayor (the Lord Mayor in the case of the City of Melbourne) and in a shire, the President. Councillors hold office for three years, and each year one-third of the total number allotted to each municipality retire in rotation.

Generally speaking, councillors may not, at a council meeting, discuss or vote on any matter in which they have a pecuniary interest, and they may become incapable of being or continuing as councillors if they are in any way concerned in a contract with the municipality. A councillor who acts while incapacitated may be subjected to heavy penalties. Councillors are also liable for heavy penalties if moneys are wrongfully borrowed or expended and may have to repay the money so borrowed or expended.

Elections

Municipal elections are held annually in August. Extraordinary elections may be held to fill vacancies occurring between annual elections. To be enrolled on the voters' roll for any municipality, a person must have reached the age of 21, be a natural born or naturalized subject of Her Majesty, and be liable to be rated on rateable property in the municipality. No person is entitled to be enrolled for property which has an annual value of less than £5, unless there is a house on such property and the person resides there. An occupier of rateable property is entitled to be enrolled instead of the owner. Plural voting is provided for, up to a maximum of three votes per person, according to the value of the rateable property for which the enrolment is made.

Voting is compulsory in 47 municipalities.

Officers

Every council must appoint a municipal clerk (he is called a town clerk in a city, town, or borough and a shire secretary in a shire), a treasurer and an engineer, together with such other officers as may be necessary. The other officers usually include a valuer, a rate collector, a medical officer of health, and a health inspector. The Local Government Act requires that certain officers must obtain special qualifications from examining boards constituted under the Act. The officers who must hold these special qualifications before appointment are municipal clerks, engineers, electrical engineers, and building surveyors. The Health Act requires that medical officers of health shall be duly qualified medical practitioners, and that every health inspector shall hold a prescribed Certificate of Competency.

Powers and Duties of Municipalities

The Local Government Act and other Acts of Parliament confer powers and impose duties on municipal councils. Some of these are as follows :—

By-laws

Councils may make by-laws on a number of subjects specified in the Local Government Act and other Acts. The power to make laws of local application is delegated by Parliament, and councils must be careful not to exceed the authority conferred upon them.

Roads and Bridges

The construction and maintenance of roads and bridges has always been one of the principal functions of municipalities. With the exception of those roads which are the responsibility of the Country Roads Board and the Melbourne and Metropolitan Board of Works, councils have the care and management of all public highways (i.e., streets and roads which the public have a right to use) in the municipal district, and have a duty to keep them open for public use and free from obstruction. The Country Roads Board is wholly responsible for the cost of maintaining proclaimed State highways, tourist roads, and forest roads, and shares the cost of maintaining main roads with local councils. Subsidies are also granted to councils from the funds administered by the Board for works on unclassified roads. In the Melbourne Metropolitan Area, the Melbourne and Metropolitan Board of Works is wholly responsible for any roads or bridges declared to be metropolitan main highways or metropolitan bridges.

Private Streets

A "Private Street" as defined in the Local Government Act is, broadly speaking, a street set out on privately owned land, as opposed to a street set out on land of the Crown or of a public authority. Under certain circumstances, councils may construct private streets and charge the cost, or part of the cost, to the owners of the land abutting on the street.

After construction, the maintenance of a private street becomes the responsibility of the council. When a council constructs a street which is not a private street as defined in the Act, it may charge abutting owners half the cost of making the footpath and kerb.

Sewers, Drains, and Water-Courses

With certain exceptions, every council has vested in it, responsibility for all public sewers and drains within its municipal district, or of which it has the management and control, and all sewers and drains, whether public or not, in and under the streets of such municipal district. The exceptions to this rule are sewers and drains vested in any other municipality, the Board of Land and Works, the Melbourne and Metropolitan Board of Works, the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and any sewerage authority under the Sewerage Districts Act. Councils may enlarge or otherwise improve any sewers or drains vested in them and may also scour, cleanse, and keep open all ditches, creeks, gutters, drains, or watercourses within or adjoining their municipal districts. When a drainage area is constituted in any municipal district under the Drainage Areas Act, additional drainage powers are conferred on the council. Drainage areas may be constituted by the Governor in Council on the petition of the council or of land owners in the area. Both the Local Government Act and the Health Act confer powers on councils to provide for the proper drainage of houses, buildings, or land, and, in some instances, the owners of land benefiting as a result of this may be required to meet the cost.

Water Supply and Sewerage

In the Melbourne Metropolitan Area, the Melbourne and Metropolitan Board of Works is responsible for water supply and sewerage (See page 400). The members of the Board are municipal councillors nominated by the councils in the Metropolitan Area. Outside the Metropolitan Area, the special water and sewerage needs of the Geelong district and the Latrobe Valley are served by the Geelong Waterworks and Sewerage Trust and the Latrobe Valley Water and Sewerage Board respectively. Elsewhere in the Extra-Metropolitan Area of the State, the Governor in Council may constitute Waterworks Trusts and Sewerage Authorities, under the provisions of the Water Act and the Sewerage Districts Act, respectively (See pages 411 to 415). Members of a municipal council may, together with Government nominees, be the members of the Sewerage Authority or Waterworks Trust. Alternatively, some members of these bodies may be elected by councillors or ratepayers. In many instances, municipal officers also carry out duties for Waterworks Trusts and Sewerage Authorities. The Water and Sewerage Districts Acts are administered by the Minister of Water Supply. Some councils operate waterworks under powers provided in the Local Government Act and, in addition, twelve municipalities have been constituted local governing bodies, under the provisions of the *Water Act* 1958, with defined water supply districts.

Building Control

Since 1945, building in most Victorian municipalities has been subject to a building code, known as the Uniform Building Regulations, which is administered by municipal councils. These regulations apply in cities and towns and may be applied in the whole or any part of any other municipality, if the council so desires. At 30th June, 1961, only two boroughs and twenty shires had not adopted the regulations.

Municipalities have power to make by-laws regulating buildings, but the Uniform Building Regulations, in the municipalities where they apply, would over-ride any provisions of such by-laws. The regulations leave certain matters to be determined by councils which are empowered to make by-laws for the purpose. These by-laws are subject to approval by the Governor in Council.

Town and Country Planning

Councils have power under the Local Government Act to make by-laws prescribing areas as residential or business areas, and, by this means, may achieve a degree of town planning. Since 1944, however, councils have had power to prepare planning schemes to regulate the use of land in the whole or any part of their municipal districts and may join with other councils to prepare a joint planning scheme. When a council has commenced preparation of a planning scheme, it may make an Interim Development Order to control use of land in the planning area, until a scheme is in force. Both the Interim Development Order and the planning scheme are subject to the approval of the Governor in Council. The Town and Country Planning Board, constituted under the Town and Country Planning Act, makes reports and recommendations to the Minister on planning schemes and town

Architecture in Victoria



[Visual Aids Department, University of Melbourne.]

'Como'. Built in 1852. Formerly the home of the Armytage family, now the headquarters of the National Trust of Australia (Victoria).



[Wolfgang Sievers.]

505 St. Kilda-road. A private home typifying the prosperity of the gold mining period



Old Treasury Building, Spring-street.

[Jack Cato.



‘Toorak’. St. Georges-road, Toorak Formerly used as Victoria’s second Government House. [Wolfgang Sievers.]

Entrance to the Old Melbourne Gaol.

[Mark Strizic]





St. Patrick's Cathedral.

[Mark Strizic.



[Mark Striziv.

St. James Old Cathedral, King-street. Erected in 1838. Moved from its original site in William-street to its present position in King-street.



[Jack Cato.]

Interior of State Parliament House.

Forecourt of the Shrine of Remembrance which was dedicated by Her Majesty Queen Elizabeth II. on 28th February, 1954.

[Wolfgang Sievers.]





[Mark Shreeve]

The Customs House, Flinders-street. As finally completed after three rebuildings.



[Wolfgang Sievers.

Olympic Swimming Pool opened for the 1956 Olympic Games in Melbourne.

planning matters generally. The Board may itself prepare a planning scheme for a particular area at the direction of the Minister. By legislation enacted in 1949, the Melbourne and Metropolitan Board of Works was charged with the duty of preparing a planning scheme for the Melbourne Metropolitan Area. Some municipal councils in this area already have planning schemes in force or are preparing schemes.

Other Powers and Duties

Some of the powers available to municipal councils have rarely been used or are now falling into disuse. Councils may prepare housing schemes to provide dwellings for persons of small means, but this power has rarely been exercised. They may operate gasworks or generate electricity, but there are now no municipal gasworks and the number of municipalities generating electricity (at present eleven) is steadily dwindling. However, a number still purchase electricity in bulk and retail it. Some of the other more usual functions of municipalities are :—

- (1) Supervision of land subdivision and the laying out of streets on private property;
- (2) removal and disposal of household and trade waste;
- (3) sweeping, cleansing, and watering of streets;
- (4) supervision of boarding houses, lodging houses, and eating houses;
- (5) provision and maintenance of parks, gardens, recreation reserves, libraries, and museums;
- (6) registration of dogs under the Dog Act;
- (7) establishment of infant and pre-school welfare centres;
- (8) establishment of emergency home-help services;
- (9) appointment of street parking areas and off-street parking areas for motor cars, and the collection of parking fees; and
- (10) supervision of weights and measures.

Revenue

The works and services provided by Victorian municipalities are financed largely from local taxes (rates) which are levied on the owners or occupiers of rateable property in each municipal district.

Other sources of revenue include income from public works and services, Government grants, licence fees, and miscellaneous income.

Revenue from public works and services comprises charges for garbage disposal, sanitary, and other health services, contributions to road and pavement works, and sundry income from the hire of council properties.

Some municipalities also operate business undertakings, such as electric supply, abattoirs, pipe works, quarries, and waterworks, and, for the 1959 municipal year, the combined turnover of these undertakings exceeded £15 mill.

Rating of Land and Property

All land (including houses and buildings) in a municipal district is rateable, unless specifically exempted by the Local Government Act.

Non-rateable land is defined fully in the Act, but, in general, it consists of land owned or used by the Government, by certain public bodies, and by charitable organizations.

The council of every municipality is required, from time to time, to have a valuation made of all rateable property within the municipal district, and this must be done at least once in every six years. An extension of this period may be approved by the Governor in Council in certain circumstances. Valuations are required to be carried out by a competent person or persons appointed by the council.

In any newly constituted municipality, a valuation is required within three months after constitution.

Under the *Valuation of Land Act* 1960, the provisions of the Local Government Act relating to valuers and valuations will be substantially altered. At 30th June, 1961, however, the relevant provisions of the Act had not been brought into operation.

In Victoria, a municipality is required to rate on the net annual value of the rateable property unless, at the instance of the council, or as the result of a poll of its ratepayers, it has adopted the provisions of Part XI. of the Local Government Act for the purpose of rating on unimproved capital valuations.

The net annual value of a property is the rental it might be expected to earn from year to year if let, after deducting expenses such as rates, taxes, and insurances, but shall not be less than 5 per cent. of the capital value.

The unimproved capital value, however, is the amount a property might be expected to realize if sold in an unimproved state. It is the amount a purchaser might reasonably expect to pay for land, assuming that no improvements had been effected to it.

Of the 205 Victorian municipalities at 30th September, 1959, 162 were rating on net annual values and 43 on unimproved capital values. The principal rate levied by a municipality is the general rate. This is made for the purpose of defraying the ordinary expenditure of the council, and is paid into the general fund of the municipality known as the Municipal Fund.

The general rate must be made at least once in each municipal year, and in any one year is limited to 4s. in the £1 of the net annual value of the rateable property. For certain special purposes, however, a municipality may raise its general rate above the limitation imposed by the Local Government Act.

Before making a general rate, a municipality must prepare an estimate of the amount required to defray the expenditure of the council for the period to be covered by the rate, and to strike a rate that will be sufficient to raise the money so required. In a subdivided municipality, an extra rate may be made by the council, in any

subdivision or any part of it, on the request of not less than two-thirds of the councillors of the subdivision in which it is to be raised. In certain circumstances, an extra rate may also be made and levied in a municipality which is not subdivided.

Except for the special purposes mentioned above, the aggregate amount of general and extra rates levied in any subdivision is not to exceed 4s. in the £1 of the net annual value of the rateable property. An extra rate may be made for a period not exceeding one year or less than three months, as the council thinks fit.

Apart from general and extra rates, a municipality, in certain circumstances, may levy a separate rate (or make a special improvement charge) on a section of the municipality, for the purpose of defraying the cost of special works or undertakings which benefit the ratepayers in that particular area.

Other types of rates, which may be levied by municipalities, include a sanitary rate (or sanitary charge) under the provisions of the Health Act, for the purpose of providing for the disposal of refuse, rubbish, or nightsoil, and a rate under the provisions of the Country Roads Act for the purpose of raising certain moneys payable by the council to the Country Roads Board.

Government Grants

Although Government grants (apart from those allocated through the Country Roads Board), form only a small part of municipal revenue, the special purposes for which they may be obtained have tended to increase. Subsidies are now paid, in certain circumstances, for infant welfare centres, pre-natal centres, pre-school centres, free kindergartens, crèches, maintenance and treatment of persons suffering from infectious diseases, libraries, vermin destruction bonuses, public halls, swimming pools, main drains in country centres and drainage works in drainage areas. Since 1884, when the Government took over the collection of fees under the Licensing Act, a licences equivalent has been paid to municipalities. It is the nominal equivalent of the amount collected in that year. For the year ended 30th June, 1959, the amount paid to municipalities from the Licensing Fund was £57,512. (A statement of receipts and expenditure of the Licensing Fund appears on page 334.) Municipal endowment for the more needy municipalities was paid almost from the inception of local government in Victoria until the onset of the depression. Subsequently, unemployment relief grants were made available annually for a number of years for various municipal works, and after the Second World War, an amount of £100,000 was provided annually towards the cost of works of municipalities and other public bodies. In 1950, the Municipalities and Other Authorities Finances Act put this arrangement on a permanent basis.

Municipalities Assistance Fund

Under the *Municipalities and Other Authorities Finances Act 1950* (legislation which is now incorporated in part in the *Local Government Act 1958*), the amount of the annual fee for a motor driver's licence was increased from 5s. to 10s., and it was provided that the additional

revenue, less the cost of collection, should be paid to the Municipalities Assistance Fund. Payments are made from the Fund, firstly, towards the cost of works of municipalities and other public bodies, and secondly, towards the annual cost of the Country Fire Authority, in order to relieve country municipalities of the contributions to that body which they were formerly required to make. The municipal works, usually subsidized from the Fund, are the establishment and improvement of recreation reserves (including toilet blocks, dressing sheds, and fencing), children's playgrounds, and public comfort stations. The amount which may be allocated by the Minister from the Fund, in any one financial year, for subsidies towards the cost of works of municipalities and other public bodies was originally fixed at £100,000. The *Local Government (Municipalities Assistance Fund) Act 1959*, increased this to £150,000.

For the year ended 30th June, 1959, subsidies paid to various municipalities for works from the Municipalities Assistance Fund amounted to £100,675, while, for the same period, the amount contributed to the Country Fire Authority was £175,252.

Country Roads Board Recoups and Grants

Municipalities throughout Victoria undertake construction and maintenance work on main roads within their boundaries, on behalf of the Country Roads Board, under the provisions of the Country Roads Act. Expenditure on this work is incurred in the first instance by the municipalities, but, subject to adherence to prescribed conditions and satisfactory performance of the work, this expenditure is refunded to the municipalities by the Board. Each municipality undertaking main road maintenance work is required, however, to make an annual contribution to its cost and this is calculated by the Board, as a proportion of the total maintenance expenditure on each road for the particular year. The proportion payable varies according to the capacity of the municipality to pay, and the extent to which it has benefited from the work done.

For the purpose of making and maintaining certain rural roads (known as unclassified roads), municipalities also receive grants from the Country Roads Board from funds provided by the Commonwealth Government under the provisions of the Commonwealth Aid Roads Acts.

Expenditure

The ordinary revenue of a municipality is applied in providing works and services for its ratepayers. These works and services comprise construction and maintenance of roads, streets, and bridges, provision of sanitary, garbage, and other health services, the provision and maintenance of parks, gardens, and other council properties, repayment of moneys borrowed for permanent works and undertakings, and other sundry works and services.

Borrowing Powers

Extensive borrowing powers are conferred on municipalities by the Local Government Act to enable them to undertake large scale

works, or purchase expensive equipment in circumstances where it is advisable, on economic grounds, for the costs to be spread over a number of years. In practice, municipalities seldom borrow to the limit of their powers, and their capacity to borrow is limited by the general allocation of loan funds and the state of the loan market.

Money may be borrowed on the credit of the municipality for permanent works and undertakings (as defined in the Local Government Act), or to liquidate the principal moneys owing by the municipality on account of any previous loan. Under a municipality's ordinary borrowing powers, the amount borrowed shall not exceed the net annual valuation of all rateable property in the municipal district, as shown by the municipality's last audited financial statement; provided that, where money is borrowed for gas or electric supply, water, quarrying, or abattoirs, an additional amount may be borrowed, not exceeding one-half of the net annual value of all rateable property in the municipal district, as shown by the last audited financial statement.

Under extended borrowing powers, a municipality may borrow additionally, on the security of its income, an amount not exceeding five times the average amount of such income for the preceding three years. Income for this purpose excludes rates and licence fees.

Moneys borrowed under the ordinary or extended borrowing powers may be raised by the sale of debentures or by mortgage agreement. Repayment of any such loan may be made by periodical instalments of principal and interest, or by the creation of a sinking fund for the purpose of liquidation of the loan at the end of its term.

Before proceeding to borrow money for permanent works and undertakings, a municipality is required to prepare plans and specifications and an estimate of the cost of the works and undertakings to be carried out, together with a statement showing the proposed expenditure of the amount to be borrowed. This information is to be available for a specified period for inspection by any ratepayer. The Local Government Act provides that notice of intention to borrow shall be advertised, and also contains provisions under which a number of ratepayers may oppose the proposal to borrow and demand that it be submitted to a poll of ratepayers. Should a poll be held and a majority of ratepayers vote against the proposal, the loan is forbidden.

Subject to the approval of the Governor in Council, a municipality may also borrow, to a limited extent, from an adjoining municipality, by a mortgage or first charge over a proportion of its income, for the purpose of making or repairing roads leading into the district of the municipality which lends the money.

A municipality may also borrow by mortgage agreement or by the issue of debentures, on the security of a separate rate or special improvement charge, for the purpose of carrying out the works for which the rate was levied or the charge made.

In addition to the powers mentioned above, a municipality may borrow, by means of overdraft from its bankers, for any of the following purposes :—

- (a) Temporary accommodation on current account ;
- (b) private street construction ;
- (c) works carried out under the Country Roads and Commonwealth Aid Roads Acts ; or
- (d) purchase and acquisition of land, or the payment of compensation in connexion with certain specified schemes.

Accounts

Every municipality is required to keep proper books of account in the form prescribed for use by all Victorian municipalities, and these must be balanced to the 30th September, in each year. The accounts must be audited by an auditor qualified in terms of the Local Government Act, and appointed by the Governor in Council.

Valuer General and the Valuers' Qualification Board

The purpose of the *Valuation of Land Act* 1960 is the co-ordination of rating valuations for municipalities and other rating authorities and the improvement of the standard of such valuations. Valuations will still be carried out at municipal level, but an organization is being established to guide and assist valuers and councils.

The legislation provides for appointment of a Valuer General, a Deputy Valuer General and other necessary officers who are to be members of the Public Service within the Local Government Department. Provision is also made for a Valuers' Qualification Board of three members. The Board is empowered to conduct examinations of persons desiring to qualify themselves as valuers under the Act; to issue certificates of qualification; and to keep a Register of Qualified Valuers. The Board has discretion to grant certificates of qualification to certain persons practising as valuers when the legislation was enacted. Application must be made within twelve months of the commencement of the relevant part of the Act.

At 30th June, 1961, the only portions of the legislation which had been brought into operation were those dealing with the appointment and functions of the Valuer General and other officers, and the Valuers' Qualification Board.

Commission of Inquiry into Local Government in Victoria

By an Order published in the *Government Gazette* of 16th September, 1959, the Governor in Council appointed a Commission to inquire into and report upon Local Government in Victoria with particular reference to the following matters :—

- (1) Any disabilities suffered by municipalities in Victoria which prevent or substantially hinder the efficient, economical, and satisfactory performance of their statutory functions;

- (2) whether the existing division of the State of Victoria into municipalities and/or municipal districts is such as to provide for efficient, economical, and satisfactory units of municipal government;
- (3) whether the Commission considers that any, and if so what, alterations should be made to municipalities as at present constituted or to the boundaries or subdivisions of the municipal districts of such municipalities to provide more efficient, economical, and satisfactory units of municipal government; and
- (4) whether the requirements of the Local Government Acts in relation to the constitution of new municipalities and the declaration of cities and towns are satisfactory, and, if not, what amendments would be required to make them satisfactory.

By 30th June, 1961, the Commission had largely completed the taking of evidence and expected to present its report in 1962.

Municipal Association of Victoria

All Victorian municipalities are members of the Municipal Association which began its existence in 1879 and was given statutory recognition by the *Municipal Association Act* 1907. The Association was established—to quote the preamble to that Act—“for the purpose of promoting the efficient carrying out of municipal government throughout the State of Victoria and of watching over and protecting the interests, rights, and privileges of Municipal Corporations”. The State Government has also found the Association a valuable organization, because it simplifies its task of dealing with the municipalities. The annual conference, which determines Association policy, is held in October. The Association also operates the Municipal Officers' Fidelity Guarantee Fund.

Further References

Reference to the historical development of Victorian local government administration will be found on pages 347-348 of the Victorian Year Book 1961.

Melbourne City Council

Traffic Engineering Progress

Traffic engineering deals exclusively with the planning and geometric design of streets and highways. It is a specialized field of civil engineering. Traffic engineers are basically interested in the functional and operational aspects of the streets as distinct from the structural aspects of pavement thickness and materials. The objective is to obtain the highest degree of efficiency from the various traffic facilities and attain fast, safe, and economical transportation of goods and persons. Two methods of approach are available: firstly, the rebuilding of existing inadequate, and in some instances, completely obsolete road systems; and secondly, the use of tried and tested traffic control methods, including an abundance of legal devices and restrictions on an existing street system.

The city traffic engineer is concerned mainly with the latter. His job is to obtain the best use of the present facilities as distinct from designing new highways in relatively open spaces. City work is often unspectacular and highly controversial.

In 1954, the Melbourne City Council created, within the framework of the City Engineer's Department, a traffic engineering branch with the clearly defined traffic functions of planning traffic surveys and studies, traffic design, traffic signals, traffic signs and markings. This was the first attempt in an Australian city to establish traffic engineering and attack the problem on a planned engineering basis. Although well established in the U.S.A., this was unique in this country. The first three years of operation aimed to put traffic engineering on a sound basis; to convince the public that engineering had a place in a traditionally police field and the actual practical job of improving traffic conditions and achieving tangible results. The success of these formative years is now obvious in that traffic engineering is well established, both in the results obtained and even in Acts of Parliament. In Victoria, this is due largely to the efforts of the Melbourne City Council.

The Council pioneered a number of important engineering principles which are now defined in law ; at first, however, these were quite novel to Australian motorists. These principles include methods of pedestrians' control ; special pedestrian signals (Walk, Don't Walk); scramble system ; clearing periods ; "diamond" or inside turn ; the use of off-centre lane flow on an arterial route, firstly using rubber "witches hats" and, later, by overhead lane signals ; the use of modern traffic signal systems including radio and cable co-ordination ; overhead signals flashing amber and red ; parking meters ; and a parking sign system using the principle of red sign for parking limitations and green for allowable parking. Nearly all these involved extensive "selling" campaigns to interested bodies.

The engineering side of traffic control has grown to almost a quarter of a million pounds per annum expenditure (quite apart from the large capital works programme) since 1954. During the past five years, the Council has installed over 7,000 parking meters, costing nearly £350,000 ; constructed 26 channelization schemes costing £65,000 ; erected over 14,000 parking and traffic signs ; erected 53 sets of traffic signals, eighteen pedestrian crossings and modernized many others for £130,000 ; purchased sites for off-street parking purposes, valued at £1½ mill. ; and painted regularly 75 miles of traffic lines, 8,000 parking bays, and 70 marked intersections. This is quite apart from the improvements to certain main outlets, which in some cases, increased the capacity by up to 200 per cent. for very little capital outlay.

Since 1955, five Council engineers have been to the United States of America to keep abreast of the latest developments. Three attended the Yale traffic school.

The Council's work has also been largely instrumental in creating an active public interest in the traffic problem. The pioneering work is now completed and, bearing in mind that the Melbourne and Metropolitan Board of Works is now the planning and constructing

authority for metropolitan highways, and that the Traffic Commission now functions as a supervising authority on traffic matters and regulations (neither of these bodies existed in the 1954 traffic field), the Council's responsibility lies principally in the broad fields of parking, signals, highways, pedestrian facilities, channelization, restrictive legal measures and pressing for action on staggered hours, public transport improvement, bus terminals, heliports, &c.

The Council's course of action for the next four to five years has been determined and consists of an active off-street parking programme, incorporating a desirable objective of one 500-car facility in each city block and, if possible, 500 new car spaces per annum, with emphasis on the development of increased parking facilities at the Queen Victoria market, the old Fish Market and swinging basin area; the steady pursuance of the past policies of an expanding signal installation and modernization programme; more channelizing island systems at trouble spots; the pressing for early implementation of the Ring Road, and underground railway; the staggering of working hours; and development of a bus terminal.

All this is in addition to the bulk of routine engineering work which forms a major part of city traffic engineering.

Further References

A description of the history and functions of the Melbourne City Council can be found on pages 359 to 362 of the Victorian Year Book 1961.

Geelong

History

The history of Geelong dates back to 1802 when the area was first explored by white men. Lieutenant John Murray, R.N., of the brig *Lady Nelson*, arrived outside Port Phillip Bay early in that year, and an exploration of the Bay was made from a launch.

Later in the same year, Captain Matthew Flinders explored Corio Bay and climbed the You Yangs, which are situated some 15 miles to the north of where Geelong now stands. Flinders built a stone cairn on the top of one of the peaks which was later called Flinders Peak. The next white persons to visit the area were Hume and Hovell in 1824, and they found that the natives called the area Jillong and Coraiya. It was then some years before any settlement took place, but by 1835, there were definite signs that it had—one group had settled near the mouth of the Yarra (this was to become Melbourne), and another group at Geelong. There was considerable feeling and rivalry between the two settlements.

Geelong was proclaimed a Township on 28th November, 1838, by the Governor of New South Wales, the Hon. E. D. Thompson, following the acceptance of surveyor Robert Hoddle's plan of subdivision.

A magistrate was appointed from New South Wales in 1837, and in the same year, the first house was built at Geelong. The first town allotments were sold in 1839, and from this point, the township began to grow. A driving force was Dr. Alexander Thomson, who had come over from Tasmania (Van Diemen's Land) and was destined to become Geelong's first mayor.

In the meantime, Melbourne had also progressed and in 1842 was given local government. Geelong was granted this privilege in 1849. The Town of Geelong was incorporated by Special Act of Parliament of the New South Wales Legislative Council. This Act extended the Melbourne Act of 1842 to Geelong. The first meeting of the Corporation was held on 9th February, 1850, at which Dr. Alexander Thomson was elected mayor. The original area of the town extended over 20,000 acres, but because of the severance of portions into South Barwon District, Newtown and Chilwell, and Geelong West, the area of the municipality today is only 3,000 acres.

With a population of about 8,000 in the 1850's, Geelong had become firmly established and it continued to prosper and develop. Parks were created, roads made, and drainage schemes carried out. The Geelong Harbor Trust was incorporated in 1905, and the Water Trust constituted in January, 1908. On the 8th December, 1910, Geelong was proclaimed a City, and it was already showing signs that it would become the leading provincial city in Victoria.

By 1925, the population of the Geelong area had reached 40,000, and it was at this time that rapid development took place, because of the decision of the Ford Motor Company to establish its headquarters at Geelong. This was the beginning of the era of heavy industry. There had been woollen mills, cement works, salt works and others, but more large industries were now being attracted to the area.

The greatest development in Geelong has come since the end of the Second World War. From a population of 51,000 in 1945, it has now grown to 100,000. Many heavy and large industries have been established, and with these has come the rapid development of the port and other utilities and services.

Geelong and District Joint Planning Scheme

Geelong is situated on Corio Bay, an arm of Port Phillip Bay, and is 45 miles south-west of Melbourne by road or rail. It comprises the Cities of Geelong, Geelong West, Newtown and Chilwell, and the Shires of Corio, South Barwon, Bellarine, Barrabool, and Bannockburn—an area of some 26 square miles generally referred to as Greater Geelong.

The Geelong and District Town Planning Scheme was commenced in 1946 by the creation of a Joint Committee of representatives of the Municipalities of Greater Geelong and the appointment of town planners. The Joint Committee, in conjunction with town planning consultants and with the full co-operation of the municipal and shire councils, and other public authorities, prepared a comprehensive Joint Planning Scheme which was exhibited publicly in 1955.

Following the exhibition period, objections to the Scheme were received and examined. The Joint Committee heard representatives of the objectors and made alterations to the Scheme in accordance with the decisions reached.

In June, 1959, the proposed Scheme, consisting of eighteen plans and an ordinance were presented to the Minister for Local Government who submitted it to the Town and Country Planning Board for examination. This examination is still proceeding with progressive amendments being made. The Joint Committee will administer the Scheme for twelve months following approval by the Governor in Council, after which time it will be administered by local municipal councils who may then exercise their rights under the Scheme to submit proposals to the Town and Country Planning Board.

Pattern of the Plan

The plan envisages the orderly development of Greater Geelong with co-ordinated extension of services as opposed to ribbon development and suburban sprawl. To achieve this end, the general zonings of Agricultural, Residential, Commercial, and Industrial are grouped into further zonings¹ to allow for transition from one zone to another as development requires. There are also zonings covering uses by municipalities and public authorities.

On the periphery of the Scheme lie the original farming hamlets of Batesford in the north-west, Ceres to the south-west, Grovedale to the south and Leopold in the east. These are now regarded as potential dormitory towns.

If settled on the basis of fifteen persons per acre, the current and potential residential zonings can accommodate 200,000 persons, and leave adequate land for industry. The planned distribution of industrial areas in relation to residential areas and the existing and proposed road system, together with railways and the sea board, are directed at the efficient movement of population and products. The relationship of the road system to satellite towns on the Bellarine Peninsula and in the Western District indicates the economic and strategic importance of the area covered by the Scheme.

Statistics of Local Government

General

Municipal finance statistics are compiled from statements of accounts and returns furnished by the local councils.

As the Metropolitan Area was re-defined in 1954, information concerning municipalities in the Metropolitan Area and municipalities outside the Metropolitan Area is not comparable with that for years prior to 1953-54.

For statistical purposes, the Metropolitan Area is as set out in the table on pages 120-121. In compiling municipal finance statistics, however, it is not practicable to dissect those municipalities which lie

only partly within this area. Accordingly, in municipal tables in this section, the classification "Other Metropolitan Municipalities" varies from the defined area as follows :—

1954-55 to 1956-57—Includes the whole of the Shires of Eltham, Fern Tree Gully, Frankston and Hastings, Lillydale, and Werribee (as constituted prior to severance of Shire of Altona), and excludes the whole of the Shires of Bulla, Melton, and Whittlesea.

1957-58 to 1958-59—As for 1954-55 to 1956-57, with the exception that the new Shire of Altona is included, and the reduced and redefined Shire of Werribee is transferred to "Municipalities outside the Metropolitan Area".

At 30th September, 1959, in municipalities throughout the State, there were 2,259 councillors, namely, 33 in the City of Melbourne, 492 in 41 other metropolitan municipalities, and 1,734 in 163 municipalities outside the Metropolitan Area.

Properties Rated, Loans Outstanding, &c.

In the following table, the number of properties rated, the value of rateable property, General Account income, the amount of loans outstanding, &c., are shown for each of the years 1954-55 to 1958-59 :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: PROPERTIES RATED, LOANS OUTSTANDING, ETC.

Year Ended 30th September—	Number of Rate- payers	Number of Properties Rated	Value of Rateable Property		General Account Income	Loans Out- standing
			Net Annual Value	Estimated Capital Improved Value		
	'000	'000	£'000	£'000	£'000	£'000
CITY OF MELBOURNE						
1955	34	36	7,914	158,286	1,988	9,001
1956	32	35	8,766	175,313	2,286	9,751
1957	32	35	9,526	190,511	2,757	10,751
1958	33	36	10,422	208,443	2,902	11,838
1959	35	36	11,299	225,973	3,006	12,630
OTHER METROPOLITAN MUNICIPALITIES*						
1955	539	592	42,696	826,053	8,742	9,635
1956	571	592	47,325	918,426	10,143	9,992
1957	587	608	55,077	1,088,129	11,854	11,355
1958	617	614	60,133	1,193,886	12,664	12,442
1959	650	629	67,373	1,328,536	14,220	14,078
MUNICIPALITIES OUTSIDE METROPOLITAN AREA						
1955	311	401	34,241	682,957	8,466	6,359
1956	326	414	39,314	785,849	9,676	6,900
1957	339	424	42,703	853,875	10,865	7,918
1958	358	438	46,097	918,812	11,860	9,818
1959	384	450	50,509	1,005,216	12,871	10,945
TOTAL MUNICIPALITIES						
1955	884	1,029	84,851	1,667,296	19,196	24,995
1956	929	1,041	95,405	1,879,588	22,105	26,643
1957	958	1,067	107,306	2,132,515	25,476	30,024
1958	1,008	1,088	116,652	2,321,141	27,426	34,098
1959	1,069	1,115	129,181	2,559,725	30,097	37,653

* See above definition.

Municipal Revenue and Expenditure

The following tables show, for each of the years ended 30th September, 1955 to 1959, the revenue and expenditure of municipalities in Victoria.

The first table gives particulars of the ordinary services provided by municipalities, while the second table shows details of the business undertakings under municipal control. Transactions presented are generally on a revenue basis.

Particulars relating to Loan Accounts, Private Street Accounts, and Special Improvement Charge Accounts are excluded.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE AND EXPENDITURE
(£'000)**

Year Ended 30th Sep- tember—	Revenue				Expenditure			
	Metropolitan Municipalities*		Municipalities outside Metro- politan Area	Total	Metropolitan Municipalities*		Municipalities outside Metro- politan Area	Total
	City of Mel- bourne	Other			City of Mel- bourne	Other		
1955 ..	1,988	8,742	8,466	19,196	2,007	8,779	8,423	19,209
1956 ..	2,286	10,143	9,676	22,105	2,306	10,332	9,973	22,611
1957 ..	2,757	11,854	10,865	25,476	2,683	11,720	10,897	25,300
1958 ..	2,902	12,664	11,860	27,426	2,868	12,594	11,748	27,210
1959 ..	3,006	14,220	12,871	30,097	2,985	14,225	12,757	29,967

* See definition on pages 381-382.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS
UNDERTAKINGS : REVENUE AND EXPENDITURE
(£'000)**

Year Ended 30th Sep- tember—	Revenue				Expenditure			
	Metropolitan Municipalities*		Municipalities outside Metro- politan Area	Total	Metropolitan Municipalities*		Municipalities outside Metro- politan Area	Total
	City of Mel- bourne	Other			City of Mel- bourne	Other		
1955 ..	3,156	4,799	815	8,770	3,139	4,710	762	8,611
1956 ..	3,582	5,709	704	9,995	3,536	5,583	681	9,800
1957 ..	4,164	6,542	756	11,462	4,086	6,300	718	11,104
1958 ..	4,563	7,504	954	13,021	4,494	7,130	917	12,541
1959† ..	4,994	9,089	1,159	15,242	5,005	8,718	1,092	14,815

* See definition on pages 381-382.

† Includes business undertakings excluded in previous years, viz :—Quarries, iceworks, and reinforced concrete pipe culvert works.

General Account

The ordinary revenue of a municipality, consisting of rates, Government grants, &c., is payable into the General Account, and such Account is applied towards the payment of all expenses incurred in respect of administration, debt services, ordinary municipal services, &c.

Details of the principal items of revenue during the year ended 30th September, 1959, are given below :—

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1958-59
(£'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Taxation—				
Rates (Net)	1,620	10,345	8,276	20,241
Penalties	5	40	25	70
Licences—				
Dog	1	46	40	87
Health, Dairy, Slaughtering, and Noxious Trades ..	2	18	10	30
Other	2	7	11	20
Total Taxation ..	1,630	10,456	8,362	20,448
Public Works and Services—				
Sanitary and Garbage Services	24	751	596	1,371
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	71	165	137	373
Markets	341	93	128	562
Halls	27	85	94	206
Libraries	†	8	22	30
Weighbridges	20	2	14	36
Sale of Materials	15	52	170	237
Plant Hire .. .. .	..	318	1,477	1,795
Grazing Fees .. .. .	..	1	5	6
Pounds	†	2	7	9
Other	148	159	139	446
Street Construction	51	523	530	1,104
Private Street Supervision ..	..	182	25	207
Other—				
Car Parking	283	34	..	317
Building Fees	15	115	33	163
Miscellaneous	19	157	61	237
Total Public Works and Services ..	1,014	2,647	3,438	7,099
Government Grants—				
Roads	6	36	162	204
Libraries	10	132	72	214
Parks, Gardens, &c. .. .. .	..	10	129	139
Infant Welfare Centres	9	112	109	230
River Works .. .. .	..	..	16	16
Licences Equivalent	8	14	35	57
Other .. .. .	..	184	129	313
Total Government Grants	33	488	652	1,173
Transfers from Business Under-				
takings	47	247	31	325
Police Court Fines	123	34	9	166
Other	159	348	379	886
Total Revenue ..	3,006	14,220	12,871	30,097

* See definition on pages 381-382.

† Under £500.

After exclusion of an amount of £640,643 transferred from other funds, the net General Account income during 1958-59 was £29,455,881. Of this total, 69·4 per cent. was derived from taxation (68·9 per cent. from rates and penalties, and 0·5 per cent. from licences); 24·1 per cent. from public works and services; 1·1 per cent. from transfers from business undertakings; 4·0 per cent. from government grants; and 1·4 per cent. from other sources. The total amount collected from taxation (£20,447,453) was equivalent to £7 6s. 5d. per head of population or to £19 2s. 7d. per ratepayer.

Details of the principal items of expenditure from the General Account during the year ended 30th September, 1959, are set out below :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1958-59
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
General Administration—				
Pay-roll Tax	36	133	94	263
Other	605	1,770	1,833	4,208
Total General Administration	641	1,903	1,927	4,471
Debt Services (Excluding Business Undertakings)—				
Interest—				
Loans	381	428	373	1,182
Overdraft .. .. .	..	20	79	99
Redemption	156	677	737	1,570
Other	3	33	6	42
Total Debt Services ..	540	1,158	1,195	2,893
Public Works and Services—				
Roads, Streets, and Bridges ..	365	4,415	4,653	9,433
Street Lighting .. .. .	..	436	175	611
Health—				
Sanitary and Garbage Services	189	1,417	632	2,238
Other	100	750	429	1,279
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	287	1,216	640	2,143
Markets	152	61	74	287
Halls	94	329	209	632
Libraries	21	266	197	484
Weighbridges	10	1	8	19
Materials .. .. .	..	2	70	72
Plant	119	669	1,058	1,846
Grazing Expenses .. .. .	..	..	6	6
Pounds	†	17	20	37
Other	23	363	213	599
Other—				
Car Parking	83	70	6	159
River Works .. .. .	..	1	17	18
Miscellaneous	2	100	57	159
Total Public Works and Services	1,445	10,113	8,464	20,022

* See definition on pages 381-382.

† Under £500.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY
SERVICES EXPENDITURE, 1958-59—continued**
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board ..	..	108	591	699
Fire Brigades	72	385	1	458
Hospitals and Other Charities ..	13	45	38	96
Other	101	265	167	533
Total Grants ..	186	803	797	1,786
Other	173	248	374	795
Total Expenditure ..	2,985	14,225	12,757	29,967

* See definition on pages 381-382.

After exclusion of an amount of £634,593 transferred to other funds, the net General Account expenditure during 1958-59 was £29,332,000. Of this total, 15·2 per cent. was for administration ; 9·9 per cent. for debt services ; 12·0 per cent. for health services ; 7·3 per cent. for parks, gardens, &c. ; 32·2 per cent. for roads, streets, &c. ; 6·3 per cent. for plant and equipment ; 10·5 per cent. for other public works and services ; 6·1 per cent. for grants and contributions ; and 0·5 per cent. for miscellaneous items.

Municipal Administrative Costs

Particulars of the principal items of expenditure, other than Pay-roll Tax, during each of the years ended 30th September, 1955, to 1959, in respect of general municipal administration, are given in the following table :—

VICTORIA—COST OF MUNICIPAL ADMINISTRATION
(£'000)

Particulars	Year Ended 30th September—				
	1955	1956	1957	1958	1959
Salaries*	1,906	2,350	2,649	2,875	3,108
Mayoral and Presidential Allowances	62	72	77	80	87
Audit Expenses	21	22	25	28	33
Dog Registration Expenses ..	27	28	33	42	48
Election Expenses	24	28	28	30	26
Insurances	165	174	235	328	378
Legal Expenses	27	49	64	68	51
Printing, Stationery, Advertising, Postage, Telephone ..	291	289	329	346	389
Other	76	94	101	91	88
Total	2,599	3,106	3,541	3,888	4,208

* Including cost of valuations and travelling expenses, but excluding health officers' salaries, which are included with "Health—Other" on page 385.

Municipal Business Undertakings

In Victoria, during 1958-59, 24 municipal councils conducted electricity supply undertakings. These constituted the principal trading activities of municipalities. Other trading activities included water supply, abattoirs, hydraulic power, quarries, iceworks, and reinforced concrete pipe and culvert works, but, relatively, these were not extensive.

The tables which follow show, for the year ended 30th September, 1959, revenue and expenditure of the various types of local authority business undertakings :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : REVENUE, 1958-59 (£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Rates, Sale of Water, &c. ..	..	110	167	277
Electricity— Charges for Services and Sales of Products, &c.	4,610	8,779	622	14,011
Abattoirs— Charges for Services and Sales of Products, &c.	347	139	191	677
Other†— Charges for Services and Sales of Products, &c.	37	61	179	277
Total Revenue ..	4,994	9,089	1,159	15,242

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : EXPENDITURE, 1958-59 (£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Working Expenses	105	88	193
Depreciation	16	16
Debt Charges	1	34	35
Other	1	8	9
Total Water Supply	107	146	253

* See definition on pages 381-382.

† Includes hydraulic power, quarries, iceworks, and reinforced concrete pipe and culvert works.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: BUSINESS UNDERTAKINGS: EXPENDITURE, 1958-59—*continued*
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Electricity—				
Working Expenses	3,988	7,719	493	12,200
Depreciation	177	173	15	365
Debt Charges	107	279	79	465
Other	295	254	16	565
Total Electricity ..	4,567	8,425	603	13,595
Abattoirs—				
Working Expenses	324	90	131	545
Depreciation	15	7	4	26
Debt Charges	34	14	27	75
Other	36	10	22	68
Total Abattoirs ..	409	121	184	714
Other†—				
Working Expenses	24	51	136	211
Depreciation	2	1	9	12
Debt Charges .. ..	..	1	11	12
Other	3	12	3	18
Total Other	29	65	159	253
Total Expenditure ..	5,005	8,718	1,092	14,815

* See definition on pages 381-382.

† See footnote on page 387.

Municipal Loan Finance

Municipal Loan Receipts

The following tables show loan receipts of municipalities exclusive of redemption loans and loans raised for works in private streets.

The first table details the loan raisings for ordinary services and business undertakings during the year ended 30th September, 1959, and, in the second table, particulars of total loan receipts for each of the years 1954-55 to 1958-59 are shown. It will be seen that, during the years 1956-57 to 1958-59, increased recourse to loan moneys has been made by municipalities.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS, 1958-59

(Excluding Redemption Loans)

(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Loan Raisings for—				
Ordinary Services	856	1,807	1,558	4,221
Business Undertakings—				
Water Supply .. ..	..	..	279	279
Electricity	364	264	59	687
Abattoirs	20	..	15	35
Other Receipts (Government Grants, Recoups, &c., to Loan Fund) ..	902	123	136	1,161
Total Receipts ..	2,142	2,194	2,047	6,383

* See definition on pages 381-382.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS

(Excluding Redemption Loans)

(£'000)

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
1955	530	1,772	1,405	3,707
1956	780	1,212	1,248	3,240
1957	1,392	1,862	1,730	4,984
1958	2,134	2,226	2,269	6,629
1959	2,142	2,194	2,047	6,383

* See definition on pages 381-382.

Municipal Loan Expenditure

Details of the principal items of expenditure from loan funds, exclusive of expenditure on private streets, during the year ended

30th September, 1959, are given in the first of the following tables. In the second table, particulars of total loan expenditure for each of the years 1954-55 to 1958-59 are shown.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE, 1958-59
(£'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, and Bridges ..	201	1,327	956	2,484
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	52	93	107	252
Markets	308	78	44	430
Plant	17	41	200	258
Other	57	241	344	642
Infant Welfare Centres ..	1	13	21	35
Pre-School (Crèches, &c.) ..	19	3	..	22
Other	145	15	39	199
Total Ordinary Services	800	1,811	1,711	4,322
Business Undertakings—				
Water Supply .. .. .	..	..	299	299
Electricity	869	237	58	1,164
Abattoirs	21	..	23	44
Total Business Undertakings	890	237	380	1,507
Total Expenditure ..	1,690	2,048	2,091	5,829

* See definition on pages 381-382.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE

(£'000)

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
1955	1,137	1,275	1,376	3,788
1956	1,305	1,586	1,337	4,228
1957	1,665	1,831	1,508	5,004
1958	1,921	1,994	2,096	6,011
1959	1,690	2,048	2,091	5,829

* See definition on pages 381-382.

At 30th September, 1959, there were unexpended balances in Loan Accounts amounting to £3,046,635.

Municipal Loan Liability

The loan liability of the municipalities in Victoria, at the end of each of the five years 1954-55 to 1958-59, is given below :—

VICTORIA—MUNICIPAL LOAN LIABILITY

At 30th September—	Due to—		Gross Loan Liability	Accumulated Sinking Funds	Net Loan Liability	
	Government*	Public			Amount	Per Head of Population
	£'000					£ s. d.
1955 ..	395	24,600	24,995	2,315	22,680	8 18 2
1956 ..	409	26,234	26,643	2,580	24,063	9 3 4
1957 ..	475	29,549	30,024	2,889	27,135	10 1 8
1958 ..	637	33,461	34,098	3,160	30,938	11 4 6
1959 ..	858	36,795	37,653	3,145	34,508	12 3 10

* Excluding liability to Country Roads Board.

Construction of Private Streets

The council of any municipality may construct roads or streets on private property, and may also construct, on land of the Crown or of any public body, means of back access to, or drainage from, property adjacent to such land. The cost of this work is recoverable

from the owners of adjoining or neighbouring properties where, in the opinion of the council, the work performed accrues to the benefit of those properties. At the request of any owner, the amount apportioned as his total liability may be made payable by 40 or, if the council so directs, 60 quarterly instalments, bearing interest on the portion that, from time to time, remains unpaid.

For the purpose of defraying the costs and expenses of work for which any person is liable to pay by instalments, the council may, on the credit of the municipality, obtain advances from a bank by overdraft on current account, or borrow money by the issue of debentures, but such borrowings shall not exceed the total amount of instalments payable.

The following table details the receipts and expenditure, for 1958–59, on the Private Street Account for areas outside that controlled by the Melbourne City Council (which has no such account) :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : PRIVATE STREET ACCOUNT : RECEIPTS, EXPENDITURE, ETC.,
1958–59
(£'000)

Particulars—	Metropolitan Municipalities (Excluding City of Melbourne)*	Municipalities outside Metropolitan Area	Total Victoria
Receipts—			
Loans	340	205	545
Bank Overdraft (Increase)	156	..	156
Owners' Contributions	2,360	397	2,757
Other	170	15	185
Total Receipts	3,026	617	3,643
Expenditure—			
Works	2,308	457	2,765
Bank Overdraft (Decrease) .. .. .	..	58	58
Debt Charges—			
Redemption of Loans	147	34	181
Interest on Loans	78	22	100
Interest on Overdraft	65	12	77
Other	2	..	2
Other	220	53	273
Total Expenditure	2,820	636	3,456
Cash in Hand or in Bank at 30.9.1959 ..	710	79	789
Bank Overdraft at 30.9.1959	2,328	328	2,656
Loan Indebtedness at 30.9.1959	1,571	501	2,072

* See definition on pages 381-382.

Details of receipts and expenditure of the private street account including the net increase or decrease in bank overdraft, during each of the years 1954-55 to 1958-59 are shown in the following table :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : PRIVATE STREET ACCOUNT : RECEIPTS AND EXPENDITURE
(£'000)

Particulars—	Year Ended 30th September—				
	1955	1956	1957	1958	1959
Receipts—					
Loans	561	241	286	339	545
Bank Overdraft (Increase) ..	..	601	686	84	98
Owners' Contributions ..	1,849	2,095	2,591	2,660	2,757
Other	50	67	48	168	185
Total Receipts ..	2,460	3,004	3,611	3,251	3,585
Expenditure—					
Works	2,044	2,876	3,211	2,606	2,765
Bank Overdraft (Decrease) ..	30	..	..	..	..
Debt Charges—					
Redemption of Loans ..	90	102	120	152	181
Interest on Loans ..	49	62	88	85	100
Interest on Overdraft ..	29	55	65	103	77
Other .. .. .	..	..	..	..	2
Other	20	48	152	169	273
Total Expenditure	2,262	3,143	3,636	3,115	3,398

Length of Roads and Streets

The following table shows the estimated length of all roads and streets in the State in the year 1959. The mileage of roads, &c., (excluding mileage of State highways, Tourists' roads and Forest roads, which was supplied by the Country Roads Board) has been compiled from information furnished by all municipal authorities.

VICTORIA—LENGTH OF ALL ROADS AND STREETS AT
30TH SEPTEMBER, 1959
(Miles)

Type of Road or Street	State Highways	Tourists' Roads	Forest Roads	Other Streets and Roads	Total
Wood or stone .. .. .	..	..	..	106	106
Portland cement concrete ..	..	..	..	159	159
Asphaltic concrete and sheet asphalt	7	..	..	432	439
Tar or bitumen surface seal over tar or bitumen penetrated or water-bound pavements	3,337	165	73	13,691	17,266
Water-bound macadam, gravel, sand, and hard loam pavements ..	500	247	303	31,688	32,738
Formed, but not otherwise paved	..	3	2	23,398	23,403
Surveyed roads (not formed) which are used for general traffic ..	1	..	..	26,489	26,490
Total	3,845	415	378	95,963	100,601

*Semi-Governmental Authorities****Country Roads Board***Road Research*

The scope and extent of research in field and laboratory into the properties, use, and discovery of materials for road and bridge works is steadily increasing. The Board has for many years maintained a Materials Research Division, and testing officers are on the staff of each field division. Routine tests are made on stones and gravels to be used for road pavements or concrete aggregates, and on tars and bitumens.

The Board has radar and electric speed meters for traffic research, uses strain gauges to measure stresses in bridge members and has installed porous blocks underneath pavements to investigate changes in moisture content. A portable seismic instrument is employed to explore geological conditions where deep cuttings are involved and to locate stone deposits. The use of this instrument has enabled prediction of depths and types of material beneath the surface without the necessity of test drilling or sinking of shafts.

Traffic Engineering

Highway engineering today depends increasingly on a careful, scientific analysis of both material and human factors. The community has come to depend more and more upon road transportation so that, in recent years, "traffic engineering" has emerged, in which scientific methods are applied to the study of road usage. (See also pages 738-739.) A brief summary of some of the techniques used follows:—

- (1) A basic factor to be determined in all road design and planning is the volume of traffic which will use the road.
- (2) For every project under the Board's control, pavement and bridge widths are determined from a prediction of traffic volumes and the thickness of a road pavement is determined from the volume of commercial vehicle traffic. Economic studies require a knowledge of the numbers of the various types of vehicles on each road. Information of the various turning movements affects intersection design. Much of the basic information is collected by observers at regular counts throughout the whole system of State highways and main roads.
- (3) Mechanical counters provide further information where less detail is required. The simpler mechanical counters give the total traffic volume over a pre-determined period. The more complex models record volumes at 15-minute intervals over long periods, and require attention only once each fortnight.
- (4) Increases in population, vehicle ownership, and vehicle usage have led to rapid growth of traffic in the post-war years. The prediction of traffic growth on

* This section includes only those semi-governmental authorities having close associations with local government.

individual roads requires the checking of several methods of estimation. Some examples of volume estimates and predictions are :—

- (a) Princes Highway just north of Geelong : 1960 average daily traffic, 7,500 vehicles. This is increasing annually by 500 vehicles per day.
- (b) Princes Highway near Springvale : 1960 average daily traffic, 25,000 vehicles. This is increasing annually by 2,500 vehicles per day.
- (5) The techniques of traffic engineering are used in the planning and design of roads to meet the requirements of present and future traffic. The traffic-carrying capacity of new roads and intersections can be calculated, delays to traffic can be predicted, and even accident rates can be estimated for many new road facilities prior to construction. Conclusions gained from studies of human abilities are also applied to the design of road signs and other traffic control devices.

By-Pass Roads

An important enactment passed by Parliament in June, 1956, was the Country Roads Act, part of which deals with "by-pass roads", sometimes referred to as "freeways". The particular feature of a by-pass road is that no access is permitted from property fronting on to the by-pass road, or from side roads.

Any roads which cross the route of a by-pass road are taken over or under the by-pass route, and no gates or entrances exist in the boundary fences. No animals are permitted on a by-pass road, unless confined in a motor vehicle lawfully using the road. Drivers using by-pass roads, therefore, have no worries regarding wandering stock or intersecting traffic, as neither of these hazards exist on such roads. In all countries where freeways have been built, the accident records of this new type of road facility are greatly superior to the accident records of conventional roads or streets.

A by-pass road may serve as a direct route for traffic between large centres of population and industry, or to prevent through traffic cluttering up the main street of a township on a major route. This makes for more economical transportation, since times of travel are shortened and stops are eliminated. Local traders in the town are protected, as no business premises are permitted along a by-pass road. Shopping in the town is safer and more convenient. If travellers desire to make purchases during their journey, the alternative route through the town is still available to them.

The first by-pass roads constructed were at Whitelaw, Werribee, and Frankston. That at Whitelaw is a two-lane facility 2·4 miles long providing a new link in the route of the South Gippsland highway approaching Korumburra, and avoiding the necessity to pass over two railway level crossings. The Werribee by-pass road, 6½ miles long, is a four-lane facility on an alternative route to that of the Princes Highway through the main street of the township. Frankston by-pass road, with two lanes in the first stage, will enable some of the traffic to

Mornington Peninsula to by-pass the business centre of Frankston, and will also enable traffic to and from Frankston to avoid a congested section of the Nepean Highway in Chelsea.

Additional projects include the Hume Highway by-pass road from south of Chiltern to Barnawartha which, by providing an arterial route to the east of the railway line, will enable the closing of seven railway level crossings, and a by-pass road at Craigieburn, which will serve to eliminate the existing railway level crossing.

By-pass roads are relatively expensive as not only must pavements suitable for high speed traffic be provided, but also bridges are required to take traffic on roads which cross the by-pass route, and specially designed interchanges at the beginning and end of the by-pass route are necessary to cope with traffic to and from the by-pass road intersecting or merging with the ordinary roads.

The cost of the Werribee by-pass road is nearly £1 mill. Its two carriageways each of two lanes (designed so that an additional lane may be added to each carriageway when required) are separated by a depressed median strip 30 feet wide, which will be grassed and planted with shrubs to provide a screen against head light glare. The pavements consist of consolidated granitic sand obtained from forest reserves in the You Yangs. Initially, the surface will be protected with a sprayed bituminous seal coat, but the design provides for the addition of an asphalt carpet 3 inches thick which will be added in stages as required. The project contains nine bridges, consisting of twin bridges over the Werribee River, two grade separation structures at the end interchanges, three overpass structures carrying intersecting roads, and two minor bridges over the Melbourne and Metropolitan Board of Works main sewer.

Estimated traffic when opened is 7,300 vehicles per day with peak holiday traffic of 17,500 while the estimated traffic in five years' time is 11,500 vehicles per day with a peak day of 27,000.

King's Bridge

In Victoria, the construction of a bridge over the River Yarra at King-street has been the subject of discussion for many years. In 1954, the Minister for Public Works requested the Country Roads Board to report concerning the river crossing and any desirable approach facilities.

In 1955, the Board's proposals were approved in principle providing for :—

- (a) Two low-level outer carriageways, each with two lanes and a footway across the river for local traffic movements ;
- (b) a central four-lane roadway commencing at the north bank of the river and rising over the St. Kilda and Port Melbourne railway lines and continuing as an elevated roadway into Hanna-street, south of the City-road intersection; and
- (c) a separate overpass to carry tram and road traffic in Flinders-street above the King-street approach of the main structure.

The Country Roads Board was appointed the constructing authority, the cost of the project being shared by the State Government of Victoria (65 per cent), the Melbourne City Council (30 per cent.), and the South Melbourne City Council (5 per cent.).

The Board prepared specifications for the design and construction work and invited tenders in Australia, the United Kingdom, and in the United States of America. A tender was accepted in September, 1957. Over most of the works area, silts and soft clays extend to a depth of some 100 feet below ground level. The approved design of substructure provided for concrete-lined cylinders, of diameter 5 feet, through the silts and clays to the underlying Silurian siltstones. These cylinders were later filled with concrete. In all, 123 cylinders were sunk to an average depth of 130 feet, the deepest being 180 feet. The cylinders were capped with heavy concrete beams supporting columns of diameter 3 feet which, in turn, carry crossheads forming supports for the superstructure. The main girders are fabricated from high tensile steel-plate, specially rolled in Australia for the project. Girders vary in length from 64 feet to 161 feet and, in weight, from 4 to 29 tons.

On the Flinders-street overpass, the girders, except for three spans over and adjacent to King-street, are of pre-stressed reinforced concrete. The deck is of reinforced concrete surfaced with asphaltic pavement.

Completed during 1961, King's Bridge is now carrying upwards of 45,000 vehicles a day, and estimates indicate that the community will, in from two to four years, save in vehicle operating costs the total cost of the project—some £4 mill.

Classification of Roads

The Board was given power in 1912 to declare any existing road as a "main" road, to improve or reconstruct it, to construct new main roads after investigation, and to arrange for works both of construction and maintenance to be carried out under supervision of municipal engineers. In succeeding years, loan moneys continued to be made available to the Board for permanent works.

The *Developmental Roads Act* 1918 empowered the Board to declare other rural roads as developmental roads, when considered sufficiently important to the development of the State in providing farmers with access to railway stations or to main roads. Construction was financed from loan moneys. The funds under this Act were exhausted by 1937, when the length of declared developmental roads was 2,290 miles, but additional sources of revenue derived from Commonwealth taxes on petrol ensured continuation of the policy of construction and maintenance of unclassified roads, progressively year by year, according to the needs throughout the State-wide network of something like 80,000 miles of public roads of this type.

In 1925, legislation was enacted to empower the Board to declare the more important arterial roads as State highways. For these roads, the Board assumes full responsibility for construction, improvement, and maintenance. In 1936, tourists' roads and, in 1943, forest roads were added to the classes of roads under the Board's sole financial

control. At 30th June, 1960, the following were the mileages of declared roads in Victoria, approximately 72 per cent. having been provided with a bituminous seal :—

VICTORIA—DECLARED ROADS AT 30TH JUNE, 1960
(Miles)

Particulars					Total Length	Sealed Length
State Highways	..	..	..	..	3,845	3,379
Tourists' Roads	..	..	..	..	417	171
Forest Roads	..	..	..	..	378	87
Main Roads	..	..	..	..	9,751	6,682
Total	..	..	..	..	14,391	10,319

The Board is a member of the National Association of Australian State Road Authorities, a continuing body with several technical committees which co-ordinates Australian road and bridge standard practices and research activities, estimates the needs of the national road network as a whole (generally on the basis of a five or ten year programme), and prepares relevant statistics of annual road improvements and road finance.

Receipts and Expenditure

Receipts and expenditure, covering the operations of the Board for each of the years 1955–56 to 1959–60, were as follows :—

VICTORIA—COUNTRY ROADS BOARD : RECEIPTS AND EXPENDITURE
(£'000)

Particulars	Year Ended 30th June—				
	1956	1957	1958	1959	1960
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)	5,185	6,420	8,233	8,625	9,394
Municipalities Repayments—Permanent Works and Maintenance—Main Roads	501	530	560	686	724
Commonwealth Aid Roads Acts ..	4,430	5,247	6,159	6,871	8,461
Proceeds from Commercial Goods Vehicles Act	216	1,315	1,529	1,873	2,117
Advance from Public Account ..	500	..	..	..	..
State Loan Funds	1,093	405	403	76	160
Commonwealth-State Agreement—Flood Restoration .. ..	..	237	460	53	5
Other Receipts—Fees and Fines ..	25	28	37	31	44
Total	11,950	14,182	17,381	18,215	20,905

VICTORIA—COUNTRY ROADS BOARD: RECEIPTS AND EXPENDITURE
—continued
 (£'000)

Particulars	Year Ended 30th June—				
	1956	1957	1958	1959	1960
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	9,870	10,983	14,726	15,021	17,220
Traffic Line Marking and Traffic Lights	23	28	37	35	38
Plant Purchases	627	621	1,053	713	1,028
Interest and Sinking Fund Payments	747	807	831	862	875
Payment to Tourists' Resorts Fund	72	76	109	145	152
General Expenditure	693	1,340*	824	970	1,636†
Total	12,032	13,855	17,580	17,746	20,949

* Includes £500,000 repayment of advance from Public Account.

† Includes £452,000 expenditure on Kew office.

Expenditure on Roads and Bridges

The following is a summary of the total expenditure by the Country Roads Board on roads and bridges during each of the five years 1955-56 to 1959-60 :—

**VICTORIA—COUNTRY ROADS BOARD : EXPENDITURE
ON ROADS AND BRIDGES**
 (£'000)

Particulars	Year Ended 30th June—				
	1956	1957	1958	1959	1960
State Highways—					
Construction	854	172	2,984	3,484	3,735
Maintenance and Reconditioning	2,641	3,907	2,005	1,873	2,117
Main Roads—					
Permanent Works	340	325	4,243	4,357	4,991
Maintenance and Reconditioning	3,549	3,596	1,186	1,179	1,268
By-Pass Roads .. .. .	..	..	..	29	267
Unclassified Roads—					
Construction and Maintenance	1,947	2,509	3,615	3,371	3,974
Tourists' Roads—Construction and Maintenance	343	285	458	454	551
Forest Roads—Construction and Maintenance	145	116	128	191	192
River Murray Bridges and Punts—Maintenance	51	73	107	83	125
Total	9,870	10,983	14,726	15,021	17,220

Further References

An outline of the history and functions of the Country Roads Board will be found on pages 375 to 379 of the Victorian Year Book 1961.

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 31st December, 1960, are listed in the following statement :—

VICTORIA—WATER SUPPLY AUTHORITIES

Authorities	Administered under the Provisions of—
Melbourne and Metropolitan Board of Works ..	Melbourne and Metropolitan Board of Works Act
State Rivers and Water Supply Commission ..	Water Acts
Waterworks Trusts (146)	
Local Governing Bodies—	
Ballarat Water Commissioners	
Municipal Councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Clunes Borough	
Creswick Shire	
Inglewood Borough	
Korong Shire	
Stawell Town	
Talbot Shire	
Warrnambool City	
Werribee Shire	
Geelong Waterworks and Sewerage Trust ..	Geelong Waterworks and Sewerage Act
Latrobe Valley Water and Sewerage Board ..	Latrobe Valley Act
First Mildura Irrigation Trust	Mildura Irrigation Trusts Acts
Mildura Urban Water Trust	

Information about the activities of the State Rivers and Water Supply Commission will be found on pages 479 to 484. The finances of the Commission (which form part of the Public Account and are subject to annual Budget review) are included in the tables in Part 9 of the Year Book.

Melbourne and Metropolitan Board of Works

The first essentials for healthy community life are an adequate supply of pure water and an efficient sanitation system.

In the Metropolis of Melbourne, the task of providing these necessities lies in the hands of the Melbourne and Metropolitan Board of Works.

A full description of the Board's functions and activities such as water supply, sewerage, and drainage are set out on pages 380 to 385 of the Victorian Year Book 1961.

Constituted in December, 1890, the Board assumed duties early in 1891, and since then has built a number of storage and service reservoirs and constructed over 4,800 miles of aqueducts, pipe-lines, and distribution mains. These have been provided at a capital cost of £48,732,894 up to the end of 1959-60.

The prime factor, however, which led to the constitution of the Board was the need for a sewerage system, and the present system has been wholly provided by the Board at a cost, to the end of 1959-60, of £36,828,903.

Board's Borrowing Powers

The Board is empowered to borrow £115 mill. This amount is exclusive of loans amounting to £2,389,934 originally raised by the Government for the construction of waterworks for the supply of Melbourne and suburbs. These works were vested in and taken over by the Board on 1st July, 1891.

Loan Liability

The Board's liability under loans was £85,489,746 at 30th June, 1960. The Board was, at that date, empowered to borrow a further £31,900,188 before reaching the limit of its borrowing powers.

Revenue, Expenditure, &c.

The following is a table of the revenue, expenditure, surplus or deficiency, and capital outlay of the Board, during each of the five years 1955-56 to 1959-60:—

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS: REVENUE, EXPENDITURE, ETC.*

(£'000)

Particulars	1955-56	1956-57	1957-58	1958-59	1959-60
REVENUE					
Water Supply—					
Water Rates and Charges (Including Revenue from Water Supplied by Measure)	2,554	2,729	3,038	3,273	3,757
Sewerage—					
Sewerage Rates	2,262	2,662	2,983	3,275	3,546
Trade Waste Charges	185	190	198	212	214
Sanitary Charges	65	47	51	54	55
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, &c.	12	13	11	18	15
Balance, Live Stock Account	111	148	168	169	259
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	402	443	504	554	608
River Water Charges	13	9	10	10	10
Total Revenue	5,604	6,241	6,963	7,565	8,464

* Excluding Metropolitan Improvement Fund (see page 406).

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS :
REVENUE, EXPENDITURE, ETC.*—*continued*
(£'000)

Particulars	1955-56	1956-57	1957-58	1958-59	1959-60
EXPENDITURE					
Water Supply—					
Management and Incidental Expenses	425	482	480	502	537
Maintenance	652	713	722	841	907
Sewerage—					
Management and Incidental Expenses	419	441	434	466	513
Maintenance	437	477	506	529	565
Metropolitan Farm—					
Administrative Expenses	19	15	15	17	23
Maintenance	270	297	302	321	369
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	31	40	43	38	41
Maintenance	48	61	59	57	63
Main Drainage Works	201	221	252	277	304
Pensions and Allowances	63	53	72	75	79
Loan Flotation Expenses	85	53	80	68	154
Interest (Including Exchange)	2,392	2,761	3,137	3,607	4,221
Contribution to—					
Sinking Fund	132	149	171	403	527
Renewals Fund	143	139	136	143	181
Superannuation Account	51	58	62	61	70
Depreciation	16	7	11	20	22
Municipalities	7	17	17	17	17
Exchange Reserve	175	90	150	74	..
Rates Equalization Reserve .. ..	..	150	95	40	(Cr) 63
Insurance Account .. .. .	..	..	200	..	..
Investment Reserve	33	..	..	..	..
Total Expenditure	5,599	6,224	6,944	7,556	8,530
Net Surplus or Deficiency	5	17	19	9	(—) 66
Capital Outlay at 30th June—					
Water Supply	33,148	37,254	41,037	45,437	48,733
Sewerage	24,081	25,905	28,194	31,556	36,829
Drainage and River Improvement Works	4,909	5,850	6,843	7,772	8,454

*Excluding Metropolitan Improvement Fund (see page 406).

Water Supply Assessments and Rates

The rate to be paid in respect of any lands and houses for the supply of water for domestic purposes, otherwise than by measure, is limited to an amount not exceeding 9d. in the £1 of the net annual value of the lands and houses served. The water rate levied in the year 1959-60 was 8d. in £1 on the annual value of the property served. Properties with an annual value of £14 and under are charged a minimum rate of 10s. per annum. The charge for water supplied by measure, in excess of the quantity which at 1s. per 1,000 gallons would produce an amount equal to the water rate payable, was 1s. 6d.

per 1,000 gallons. For shipping at Melbourne wharves, the charge is 4s. 6d. per 1,000 gallons, unless supplied from a fixed meter, when the charge is 2s. 3d. per 1,000 gallons.

Cost of Waterworks System

The cost of capital works for the water supply system under the control of the Board is shown in the following table for each of the years 1955–56 to 1959–60, together with the total expenditure (less depreciation) to 30th June, 1960 :—

VICTORIA—CAPITAL OUTLAY ON WATERWORKS

(Melbourne and Metropolitan Board of Works Area)

(£'000)

Particulars	During Year Ended 30th June—					Total Cost to 30th June, 1960
	1956	1957	1958	1959	1960	
Yan Yean System ..	*	7	3	*	88	783
Maroondah System ..	5	1	26	*	7	1,762
O'Shannassy — Upper Yarra System ..	2,787	2,478	543	232	52	20,962
Service Reservoirs ..	29	14	346	331	189	1,574
Large Mains	862	1,148	2,077	2,398	1,932	13,026
Reticulation	405	449	777	1,429	1,019	10,342
Afforestation	13	5	9	5	4	255
Investigations, Future Works	1	4	2	5	5	29
Total	4,102	4,106	3,783	4,400	3,296	48,733

* Less than £500.

Storage and Service Reservoirs

Six storage reservoirs, namely, Yan Yean, Toorourrong, Maroondah, O'Shannassy, Silvan, and Upper Yarra have a total capacity available for consumption, of 65,453 mill. gall. Twenty-five service reservoirs, including one at the Metropolitan Farm, Werribee, and two elevated tanks have a total capacity of 327·1 mill. gall.

The Upper Yarra reservoir, with a usable storage capacity of 44,120 mill. gall., was completed in 1957. An earth and rock fill structure, the dam, with a height of 293 feet and a capacity to spillway level of 45,400 mill. gall., has trebled the available water storage under the Board's control. Cost is estimated at £14·2 mill. The dam is connected to Silvan reservoir by a 22 mile long conduit of 68-in. diameter steel pipes and 1½ miles of tunnels. The conduit is capable of delivering 75 mill. gall. daily to the Silvan reservoir. The tunnels have been built with sufficient capacity to allow the laying of a duplicate pipe-line, with a similar capacity when the need arises

Output of Water

The total output of water from the various sources of supply for each of the years 1955-56 to 1959-60 was as follows :—

OUTPUT OF WATER
(Melbourne and Metropolitan Board of Works Area)
(’000 gall.)

Particulars	Year Ended 30th June—				
	1956	1957	1958	1959	1960
Yan Yean Reservoir ..	5,788,300	6,807,500	5,865,600	3,347,400	4,041,100
Maroondah Reservoir	16,711,900	16,713,400	15,408,400	15,392,300	14,783,100
O’Shannassy River, Upper Yarra, and Silvan Reservoirs ..	18,952,300	20,224,800	25,740,300	30,149,000	34,377,600
Total Output ..	41,452,500	43,745,700	47,014,300	48,888,700	53,201,800

Consumption of Water

During the year ended 30th June, 1960, the maximum consumption of water in Melbourne and suburbs on any one day was 322·8 mill. gall. on 7th January, 1960 (the highest on record to this date), and the minimum consumption was 62·5 mill. gall. on 20th September, 1959.

The following table shows, for each of the years 1955-56 to 1959-60, the number of properties supplied with water and sewers, the quantity of water consumed, the daily average consumption, and the daily average consumption per head of population :—

WATER CONSUMPTION IN MELBOURNE AND SUBURBS
(Melbourne and Metropolitan Board of Works Area)

Year			Properties Supplied with Water at 30th June	Properties for Which Sewers Were Provided at 30th June	Total Annual Consumption of Water	Daily Average of Annual Consumption of Water	Daily Consumption of Water per Head of Population Served
			No.	No.	mill. gall.	mill. gall.	gall.
1955-56	..	..	424,500	358,805	41,377	113·05	73·99
1956-57	..	..	440,159	366,507	43,652	119·59	75·45
1957-58	..	..	454,853	373,019	47,006	128·78	78·67
1958-59	..	..	483,410	378,738	48,917	134·02	77·02
1959-60	..	..	496,841	384,844	53,169	145·27	81·20

Sewerage Assessments, Rates, &c.

The Board is empowered to levy a general sewerage rate not exceeding 1s. 4d. in the £1 of the net annual value of properties in sewered areas. The sewerage rate for the year 1959-60 was 1s. 2d. in the £1. The total annual value of property in the Board’s area in

1959-60 was £73,968,426, of which £59,948,309 was liable to the sewerage rate, the balance being the value of property in unsewered districts. The receipts from general sewerage rates and charges in 1959-60 amounted to £3,815,118.

Cost of the Sewerage System

The cost of sewerage works during each of the years 1955-56 to 1959-60, and the total cost (less depreciation) to 30th June, 1960, are shown in the following table :—

CAPITAL OUTLAY ON SEWERAGE SYSTEM (Melbourne and Metropolitan Board of Works Area) (£'000)

Particulars	During Year Ended 30th June—					Total Cost to 30th June, 1960
	1956	1957	1958	1959	1960	
Farm Purchase and Preparation	212	191	216	209	195	3,836
Treatment Works	19	72	68	23	20	431
Outfall Sewers and Rising Mains	1	16	39	136	56	786
Pumping Stations, Buildings, and Plant	8	29	23	334	1,606	2,376
Main and Branch Sewers	139	286	648	1,367	1,382	7,708
Reticulation Sewers	1,293	1,220	1,249	1,482	1,887	20,856
Cost of House Connexions Chargeable to Capital .. ..	..	..	..	Cr. 274	..	397
Sanitary Depots	6	24	36	75	115	319
Investigations	19	Cr. 14	10	11	11	120
Cost of Sewerage System	1,697	1,824	2,289	3,363	5,272	36,829

Metropolitan Sewage Farm

Statistical data for the year ended 30th June, 1960, are as follows :—

Total area of farm	26,854 acres
Area used for sewage disposal	15,892 acres
Average rainfall over 65 years	18·72 inches
Net cost of sewage purification per head of population served	4s. 5d.
Profit on cattle and sheep	£258,579

Disposal of Nightsoil from Unsewered Premises

The responsibility for the collection, removal, and disposal of nightsoil from unsewered premises within the Metropolis was transferred from the individual municipal councils to the Melbourne and Metropolitan Board of Works as from 19th November, 1924. By agreement, each council pays to the Board a prescribed amount per annum to offset the cost of the service, &c.

For the year 1959–60, the working expenses were £84,771 and interest £10,403, making a total of £95,174. The revenue was £13,696, leaving a deficiency of £81,478.

Metropolitan Drainage and River Improvement Rate

The Board is empowered to levy a metropolitan drainage and river improvement rate not exceeding 3d. in the £1 in respect of the properties in the Metropolis rateable by any municipality. The rate was 2d. in the £1 for the year 1959–60.

Assessed Value of Property

The total annual value of property assessed for drainage and river purposes for 1959–60 was £73,968,426.

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30th June, 1960, was £8,453,638. The length of main drains under the control of the Board at 30th June, 1960, was 181 miles.

Metropolitan Improvement Rate

The Board is empowered to levy a rate not exceeding 4d. in the £1 for the purposes set out on page 382 of the Victorian Year Book 1961. The rate is levied in respect of properties in the Metropolitan Area. For the purposes of this rate the Metropolitan Area is that area described in the schedule to the *Town and Country Planning Act* 1958. For the year 1959–60, the rate was fixed at 3d. in the £1 of the net annual value of properties in this area.

Assessed Value of Property

The total annual value of property assessed in 1959–60, for metropolitan improvement purposes, was £76,238,645.

Metropolitan Improvement Fund

Proceeds of the Metropolitan Improvement Rate and any other moneys received by the Board under the *Town and Country Planning Act* 1958 are paid into the Metropolitan Improvement Fund. The fund is kept separate from all other funds of the Board and is applied towards—

- (a) the payment of any moneys by the Board under Part VI. of the *Melbourne and Metropolitan Board of Works Act* 1958 or the *Town and Country Planning Act* 1958;
- (b) the repayment of moneys borrowed by, or advanced to, the Board under Part VI. of the *Melbourne and Metropolitan Board of Works Act* 1958 together with interest thereon.

At 30th June, 1960, the balance to the credit of the fund was £2,578,308.

Further References

A full description of the Board's functions and activities such as water supply, sewerage, and drainage, are set out on pages 380 to 385 of the Victorian Year Book 1961.

Melbourne Metropolitan Planning Scheme

History

The planning of Melbourne commenced with the first settlement that occurred on the site selected for a village by John Batman in 1835, and the pattern of the early growth of this village was planned by the Government Surveyor, Robert Hoddle. The city's wide streets and spacious central parks are the legacy of these early plans.

Following the discovery of gold in the colony, however, Melbourne soon outstripped its plan and underwent a period of great expansion for which there was little co-ordination or control of development. The defects inherent in this lack of planning, such as the mixed and poor development in the city's inner areas, and the sprawling unserved development in the outer suburbs, have been recognized for many years, and an attempt to remedy the position was made by the appointment of a Town Planning Commission in 1922. This Commission presented a well considered and comprehensive report on its findings in 1929, but, unfortunately and, in many respects, understandably at that time, these were not then implemented.

During the Second World War there was an awakening to the need for planning and, in 1944, legislation was passed giving municipal councils power to prepare planning schemes for all or parts of their own municipal districts. A number of councils have since prepared planning schemes for their own districts or joint schemes covering limited combined areas, but it was apparent by 1949 that the 1944 Act would not produce an adequate solution to the problems of metropolitan planning. In that year, the Town and Country Planning (Metropolitan Area) Act was passed making it obligatory for the Melbourne and Metropolitan Board of Works, already a well established metropolitan service authority, to prepare a planning scheme for the Metropolitan Area of Melbourne, as defined in a schedule to the Act.

Metropolitan Planning Area

Very broadly, this area comprises all the land within 15 miles of Melbourne's General Post Office with slight extensions beyond this limit to include the whole of some municipalities (such as Heidelberg and Ringwood), together with some larger extensions in the south and south-east to encompass most of the suburban type development at Frankston and Dandenong. In all, the total area is 688 square miles and includes the whole of 38 municipalities, as well as portions of eight others, as shown in the accompanying map.

In 1950, when the Metropolitan Planning Scheme was commenced, the population within this area was about 1,350,000 persons; in 1961 it is over 1,750,000 and is increasing by nearly 50,000 persons annually.

Factors Influencing the Metropolitan Plan

A feature of Melbourne's population distribution is that, for many decades, two-thirds of the population increase has chosen to settle in the eastern and southern suburbs, about one-quarter in the north, and the remainder in the west.



Map of Melbourne Metropolitan Area as defined by the Greater Melbourne Plan.
FIGURE 9.

Many factors have, of course, contributed to this, including the general topography of the suburbs, the nature of the soil, and the early established pattern of the public transport system. All these have had their effect on Melbourne's development.

The design of the transport system, in particular, has contributed to the high degree of centralization within the Metropolitan Area. The present trend to centralization within Victoria is well known. At present, nearly two-thirds of the State's population live and work in the Metropolitan Area, but, within this area, there is a high degree of concentration of activities in or near the central city area.

This presented no great impediment to urban living so long as the Metropolitan Area remained reasonably small, and all parts of it were reasonably accessible to the city centre, but, as Melbourne has expanded outwards, travelling time and transport costs have increased, with the result that the latter now represents a large proportion of all expenditure.

In this respect, the basic factors influencing the design of the Metropolitan Planning Scheme are, firstly, the importance of the central city region as the focal point of metropolitan activities and, secondly, the importance of improving the overall communications system.

Basic Features of the Planning Scheme

With a recognition of these factors, the basic features incorporated in the design of the Planning Scheme can be summarized as follows :—

(1) Better distribution of major land uses : One of the objectives of the plan is the encouragement of the decentralization of various activities throughout the Metropolitan Area, in order to achieve a better balance between home and workplace in each Board section of the area, by the location of industrial zones in the outer suburbs, and the provision of "District Business Centres" (at Footscray, Preston, Box Hill, Moorabbin, and Dandenong) to provide, in each district, many of the facilities previously available only in the city's commercial centre.

(2) Central City Area : It is not envisaged that the proposed redistribution of commercial and industrial activities throughout the Metropolitan Area should be detrimental to the existing business activities in the central city area. The Planning Scheme fully recognizes the importance of the central business area, and plans for an extension of this area. There is, however, a need for a greater dispersion of activities within the area, and the proposed city underground railway should have a big influence toward achieving this end.

(3) Open Space : Because of the foresight of the city's early planners, Melbourne's inner areas are liberally endowed with open areas, but, in the next ring of suburbs, there is a deficiency of such areas, which the plan aims to remedy by reserving sufficient space to meet the community's future requirements for various forms of out-door recreation.

(4) Highways : The question of transport facilities is of vital concern to every metropolitan community, particularly Melbourne, where there are at present almost as many motor vehicles as houses. To meet the future demands of this form of transport, the Planning Scheme incorporates a basic network of roads containing three principal elements:—

- (a) A city ring road to permit traffic to by-pass the central business area, thus facilitating a more even distribution of traffic within this area, and giving outgoing traffic better access to the suburban highways;
- (b) radial road routes branching outwards from the city through the suburbs, and usually joining up with the main country highways; and
- (c) inter-suburban road routes to provide easier and safer movement of vehicles between the suburbs.

Reservations of land for these roads have been made in the Scheme.

Present Position

The preparation of the present planning scheme for the Melbourne Metropolitan Area was commenced in 1950 and, after much research and detailed planning, it was placed on public exhibition in 1954. Since then, its various provisions have been modified in the light of the objections received and of development which has occurred since planning commenced. The resulting modified scheme was adopted by the Board of Works in October, 1959, and then submitted to the Governor in Council for approval.

Pending approval, control over usage and development of land throughout the Metropolitan Area is being exercised by the Board in accordance with the provisions of the Planning Scheme through an Interim Development Order which is renewed each year.

This, of course, does not mean that the present position is static, as planning, of necessity, is a continuing process even after a scheme is approved. The provisions of the present scheme are aimed at meeting the estimated requirements of a metropolitan community of about 2,250,000 persons. If the present rate of expansion continues, this will be reached in about another ten years, so one of the projects which the Board has just completed is an amending planning scheme to increase the potential population capacity of the area to about 2,500,000 people.

Water Supply to Country Towns

When the State Rivers and Water Supply Commission was constituted in 1905, it was given general control over water supply to 111 towns with 261,000 persons.

From works managed directly by the Commission, 75,000 people were supplied in fifteen centres, including the mining towns of Bendigo and Castlemaine and the seaport of Geelong. The other 96 towns

were served by local authorities, a quarter in the Wimmera-Mallee Waterworks Trust Districts, a similar number along the route from Melbourne to Wodonga, and the rest concentrated in Ballarat and the old mining towns to the north and north-west of that city, towns in the Sunbury-Kyneton-Lancefield area, and the northern irrigation areas.

Control of town water supply by Trusts has been satisfactory. They have never had to contend with the problems of irregular revenue and divided control of headworks experienced by the Irrigation and Waterworks Trusts. The Commission has always encouraged this form of control and, in general, acts only in a supervisory capacity. It has retained its own direct management only where essential.

The Commission system serving the largest population is the Mornington Peninsula System, which dates back to 1916, when supply was given to Flinders Naval Base. It now serves towns throughout the Mornington Peninsula and in the Dandenong district. The Commission has retained control over the Coliban system serving the Bendigo-Castlemaine area, which provides water for irrigation as well as for a town supply.

These two systems contain two-thirds of the population of about 200,000 served directly by the Commission. Other important groups include nearly 40 small towns in the Wimmera and Mallee and twenty in the irrigation areas, but the majority of the urban population in these areas are served by local authorities taking a bulk supply from the Commission.

Local authorities controlling town water supplies now number 156, and serve 180 cities and towns with a combined population of 534,000. As the Commission serves only about 200,000 people—and only 60,000 outside the Mornington Peninsula and Coliban Systems—it is clear that local control is predominant. Furthermore, whereas the Commission provides direct supplies to few more towns than it did twenty years ago, the number served by Trusts has increased by nearly 60 per cent. in the same period.

Water and Sewerage Authorities

General

With one minor exception, local authorities control the sewerage systems of the 40 cities and towns with works in operation.

Sewerage has, of course, always followed behind water supply. The first provincial city to install a sewerage system was Geelong, in 1909, and, by 1936, there were only ten systems operating in the State. However, an increase in activity followed the adoption by the Government of a liberal basis of financial aid for sewerage smaller towns, and schemes were operating in seventeen cities and towns by 1940. At the end of the Second World War, 175,000 persons were served in 27 cities and towns.

In the post-war period, and particularly the last decade, these figures have increased rapidly. There are now 40 provincial cities and towns (having a combined population of 404,000) with sewerage systems in operation.

Geelong Waterworks and Sewerage Trust.

The Trust was constituted as the Geelong Municipal Waterworks Trust on 25th January, 1908. It was reconstituted as a Water and Sewerage Authority under the *Geelong Waterworks and Sewerage Act* 1909, and further reconstituted in September, 1950, to include a Government nominee (chairman). Provision was also made for a commissioner to be elected by the ratepayers of the Shire of Corio, thus making a total of seven commissioners instead of five as formerly.

The amount of loans which may be raised is limited to £6,500,000 for water supply, £5 mill. for sewerage works, and £370,000 for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30th June, 1960 was—water supply, £3,765,549; sewerage, £1,763,410; and sewerage installation, £335,697 of which £46,997 was outstanding. The revenue for the year ended 30th June, 1960, was £391,623 on account of waterworks and £193,466 on account of sewerage. Since 1913, the Trust has appropriated and set apart sums out of revenues for the creation of a sinking fund to redeem loans. To 30th June, 1960, the amount so appropriated was £408,627 and of this sum £253,276 had been used to redeem loans which have matured from time to time.

At the 30th June, 1960, the population supplied was estimated by the Trust at 97,500, the number of buildings within the drainage area was 23,276, and the number of buildings within sewered areas was 19,776.

For some years, the Trust has been engaged on an expansion programme which will involve a total loan expenditure of approximately £6 mill. and which, for the current and several succeeding years, will require an annual borrowing of at least £750,000.

The principal work in this construction programme is the building of a large dam on the Upper Barwon River at an estimated cost of £2,500,000. Work on this project was commenced in 1960.

This expansion programme, both for water supply and sewerage works, has been made necessary by the past and expected future growth of population of Geelong.

Water Supply

Moorabool System. The catchment of the watersheds is about 38,000 acres. There are six storage reservoirs and five service basins. The total storage capacity of the reservoirs and service basins of the Moorabool System is 4,356 mill. gall.

Barwon System. This was acquired from the State Rivers and Water Supply Commission in 1955.

The catchment area of the watersheds is about 17,000 acres in extent and comprises the head waters of the Barwon River and its tributaries. There is one storage reservoir and six service basins. The total storage of the reservoir and service basins of the Barwon System is 4,280 mill. gall. The Trust is required to supply up to 700 mill. gall. per year to the State Rivers and Water Supply Commission's Bellarine Peninsula System.

Water Rates

The water rate is 1s. 7d. in the £1 of the net annual value of all rateable properties, with a minimum of £1 per annum for land on which there is a building, and a minimum of 10s. per annum for land on which there is no building.

Sewerage

The sewerage system consists of a main outfall sewer 4 feet by 3 ft. 3 in. to the ocean at Black Rock, a distance of about 9 miles from Geelong, and 220·14 miles of main and reticulation sewers. The outfall sewer is laid on a gradient of 1 in 2,500, and was designed to take the discharge from a contributing population of 120,000. The sewerage area, which is 10,559 acres, includes the Cities of Geelong, Geelong West, and Newtown and Chilwell, and suburban areas in the Shires of Corio, South Barwon, and Bellarine.

Sewerage Rate

The general sewerage rate is 1s. 4d. in the £1 of the net annual value of all rateable properties.

Latrobe Valley Water and Sewerage Board

The Latrobe Valley Water and Sewerage Board was constituted on the 1st July, 1954. The Board consists of seven members: the manager, who is *ex officio* chairman, appointed by the Governor in Council; three members being elected by water supply, sewerage and river improvement authorities within the Latrobe Valley; one member representing the State Electricity Commission of Victoria; one member representing the Gas and Fuel Corporation of Victoria; and one member appointed by the Governor in Council as a Government nominee.

Water Supply

The Board is empowered to construct water supply works within the area of the Latrobe Valley, but, at present, in confining its main construction activities to the central and industrialized area, particularly around the Towns of Morwell and Traralgon.

The Board has constructed a pumped water supply scheme from the Tyers River, and is in process of converting this to a gravitation scheme, including the construction of a major storage on the upper Tyers River. The capacity of this storage will be approximately 7,000 mill. gall., and water will be conveyed from the storage, a distance of approximately ten miles, by a pipe-line 60 inches in diameter.

The capital cost of construction of waterworks was £2,032,164 to the 30th June, 1960. The liabilities amounted to £2,317,556 at 30th June, 1960, including loans, due to the Government, totalling £2,278,338. The income for the year 1959-60 was £140,787, and expenditure during the year amounted to £104,456, including interest charges amounting to £52,773. Redemption payments to 30th June, 1960, amounted to £46,113.

The Board does not strike a rate, but charges consumers, including local water supply authorities, by measure.

Water supplied during the year ended 30th June, 1960, totalled 2,020 mill. gall.

Sewerage

The Board has constructed an outfall sewer some 50 miles in length to convey wastes to an area where they are disposed of on agricultural land. Wastes conveyed by the outfall sewer consist mainly of industrial wastes such as paper wastes, and gasification wastes, together with small quantities of domestic sewage.

The capital cost of sewerage construction works to the 30th June, 1960, was £2,133,899.

The scheme is financed by Government Loan, the liabilities on account of loans at the 30th June, 1960, amounting to £2,292,180. Income during 1959-60 amounted to £157,012 and expenditure, which included £49,847 interest on loans, amounted to £99,039. Redemption payments to 30th June, 1960, amounted to £67,363.

The Board does not strike a sewerage rate, but charges by measure for the receipt of wastes, both from industries and public authorities, such as sewerage authorities, in the area.

Ballarat Water Commissioners

The local governing body by the name of "The Ballarat Water Commissioners" was constituted on the 1st July, 1880, by the *Waterworks Act* 1880.

The water supply district of the Ballarat Water Commissioners embraces an area of approximately 65 square miles, including the City of Ballarat, the Borough of Sebastopol, and portions of the Shires of Ballarat, Buninyong, Bungaree, and Grenville. Water is also supplied in bulk to the recently constituted Buninyong Waterworks Trust, which is responsible for a reticulated supply to the Township of Buninyong. The total estimated population supplied is 57,000. The works comprise seven reservoirs, which have a total storage capacity of 5,435 mill. gall. The catchment area is 23,872 acres. The Commissioners supply water to 19,387 ratepaying tenements, of which 12,058 are connected to the sewers.

For the year 1960, the total consumption was 1,830 mill. gall., including 65 mill. gall. supplied to Lake Wendouree, on which important rowing and other aquatic sports are held, e.g., the 1956 Olympic rowing and canoeing events were held on the lake.

The average per capita consumption for the year 1960 was 84·6 gall. per day. Approximately 79 per cent. of the properties supplied are metered and, to reduce leakage losses and wastage to a minimum, the Commissioners have planned to meter at least 90 per cent. of the properties supplied.

To 31st December, 1960, the capital cost of construction was £2,546,468, and loans outstanding (including private loans) were £1,497,109. During 1960, revenue amounted to £176,874, and expenditure to £175,976.

The water rate is 1s. 1d. in the £1 of the net annual value of all rateable properties, with a minimum of £1 10s. per annum for land on which there is a building, and £1 per annum for land on which there is no building. The charge for water supplied by measure in excess of the quantity which, at 1s. 4d. per 1,000 gall., would produce the amount of water rate payable, is 1s. 4d. per 1,000 gall.

Ballarat Sewerage Authority

The Ballarat Sewerage Authority was constituted under the provisions of the *Sewerage Districts Act 1915*, by Order in Council dated 30th November, 1920, which provides that the members of the Water Commissioners shall be the Sewerage Authority.

The Ballarat Sewerage District embraces the City of Ballarat, portions of the Shires of Ballarat, Bungaree, and Grenville, and the Borough of Sebastopol.

At 31st December, 1960, there were 17,767 assessments in the sewerage district, and 13,880 in declared sewerage areas, where 12,058 tenements were connected.

Construction is financed by debenture issue loans from various financial institutions. The liabilities on account of loans secured for construction at 31st December, 1960, amounted to £1,039,927; redemption payments at that date totalled £301,647. Revenue during 1960 amounted to £120,451, and expenditure, which included £58,185 on interest and redemption, was £116,606. During 1960, 125 contracts were completed under the Deferred Payments System, the amount outstanding at 31st December being £50,023.

A sewerage rate of 1s. 4d. in the £1 is levied with a minimum charge of £3 on the net annual valuation of any rateable sewered property on which there is a building, and £1 on any rateable sewered property on which there is no building.

Further References

A description of the system operated by the Ballarat Sewerage Authority will be found on pages 395-396 of the Victorian Year Book 1961.

Properties Connected to Sewers

The following table shows the number of properties connected to sewers in Victoria at the end of each of the years 1955-56 to 1959-60 :—

VICTORIA—NUMBER OF PROPERTIES CONNECTED TO SEWERS

Authority	At End of Year—				
	1955-56	1956-57	1957-58	1958-59	1959-60
Melbourne and Metropolitan Board of Works ..	358,805	366,507	373,019	378,738	384,844
Other Authorities	73,988	79,109	84,403	91,569	96,792
Total	432,793	445,616	457,422	470,307	481,636

Metropolitan Fire Brigades Board

Municipalities, within the Metropolitan Fire District, contribute one-third and fire insurance companies, transacting business in the same area, provide two-thirds of the amount required to maintain metropolitan fire brigades. During 1959-60, contributions by municipalities were equivalent to 1.64d. in the £1 on the annual value of property amounting to £71,122,492, while fire insurance companies contributed at a rate of £15 7s. 6d. for every £100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1958 amounted to £6,321,001.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1955-56 to 1959-60 are as follows :—

VICTORIA—METROPOLITAN FIRE BRIGADES BOARD : REVENUE, EXPENDITURE, ETC. (£'000)

Particulars	1955-56	1956-57	1957-58	1958-59	1959-60
REVENUE					
Contributions—					
Municipal	297	394	345	447	486
Insurance Companies ..	593	787	689	893	972
Receipts for Services ..	115	122	141	139	141
Interest and Sundries ..	113	118	120	131	198
Total Revenue ..	1,118	1,421	1,295	1,610	1,797
EXPENDITURE					
Salaries	719	806	870	963	1,076
Administrative Charges, &c. ..	218	231	301	281	340
Partially-paid Firemen and Special Service Staff					
Allowances	74	84	85	88	94
Plant—Purchase and Repairs	82	102	120	127	147
Interest	4	3	4	8	12
Repayment of Loans	10	9	8	8	10
Superannuation Fund	30	32	35	39	59
Motor Replacement Reserve	12	13	14	15	20
Pay-roll Tax	22	24	26	28	31
Miscellaneous	4	6	6	5	7
Total Expenditure ..	1,175	1,310	1,469	1,562	1,796
Net Surplus (+) or Deficit (—)	(—) 57	(+) 111	(—) 174	(+) 48	(+) 1
Loan Indebtedness (At 30th June)	77	93	119	191	271

Further References

An outline of the functions and activities of the Metropolitan Fire Brigades Board will be found on page 397 of the Victorian Year Book 1961.

Country Fire Authority

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority, for each of the years 1955-56 to 1959-60, are shown in the first of the following tables. The second table gives details of the number of fire brigades, personnel, and motor vehicles for the same years.

**VICTORIA—COUNTRY FIRE AUTHORITY : REVENUE,
EXPENDITURE, ETC.
(£'000)**

Particulars	1955-56	1956-57	1957-58	1958-59	1959-60
REVENUE					
Statutory Contributions—					
State Government ..	123	142	166	175	182
Insurance Companies ..	245	285	333	351	365
Other	21	28	26	26	23
Total Revenue ..	389	455	525	552	570
EXPENDITURE					
Salaries and Wages ..	146	163	172	187	208
Depreciation	16	18	23	25	28
Insurance	9	12	19	18	21
Interest	25	29	31	32	34
Maintenance	82	88	95	89	91
Motor Replacement Fund ..	33	36	40	44	49
Other	70	81	92	94	95
Total Expenditure ..	381	427	472	489	526
Net Surplus	8	28	53	63	44
Loan Expenditure ..	109	134	70	111	131
Loan Indebtedness (At 30th June)	619	628	673	686	691

**VICTORIA—COUNTRY FIRE AUTHORITY : NUMBER OF
FIRE BRIGADES, PERSONNEL, AND MOTOR VEHICLES**

Particulars	At 30th June—				
	1956	1957	1958	1959	1960
Fire Brigades—					
Urban	200	200	203	203	205
Rural	1,020	1,026	1,028	1,033	1,031
Personnel—					
Professional	92	95	97	102	109
Volunteer	98,402	95,678	98,307	99,477	100,865
Motor Vehicles—					
Transport	40	42	43	44	45
Fire Service	722	765	804	819	833

Further References

An outline of the history and functions of the Country Fire Authority will be found on pages 399-400 of the Victorian Year Book 1961.

**Local Government and Semi-Government Bodies—
New Money Loan Raisings**

In the following statement, particulars are given of the new money loan raisings, during each of the years 1954-55 to 1958-59, by local government, semi-governmental and other public bodies in Victoria :—

**VICTORIA—LOCAL GOVERNMENT, SEMI-GOVERNMENTAL
AND OTHER PUBLIC BODIES : NEW MONEY LOAN
RAISINGS
(£'000)**

Particulars	Year Ended 30th June—				
	1955	1956	1957	1958	1959
LOCAL GOVERNMENT					
Due to Government	99	76	131	113	420
Due to Public Creditor	3,824	3,304	4,402	5,266	5,160
Total Local Government ..	3,923	3,380	4,533	5,379	5,580
SEMI-GOVERNMENTAL, &c.					
Due to Government*	14,712	14,282	15,182	12,161	13,999
Due to Public Creditor	39,708	31,645	38,948	36,357	36,010
Total Semi-Governmental, &c.	54,420	45,927	54,130	48,518	50,009
ALL AUTHORITIES					
Due to Government	14,811	14,358	15,313	12,274	14,419
Due to Public Creditor	43,532	34,949	43,350	41,623	41,170
Total	58,343	49,307	58,663	53,897	55,589

* Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement :—£9,450,000 in 1954-55, £10,800,000 in 1955-56, £8,400,000 in 1956-57, £8,400,000 in 1957-58, and £7,560,000 in 1958-59.

State Development and Regional Planning

Historical

The Division of State Development of the Premier's Department was set up as a Regional Planning and Decentralization Division in 1950 by the amalgamation of the staffs of the Central Planning Authority, the Latrobe Valley Development Advisory Committee, and the former Decentralization Committee, and was given its present designation of Division of State Development in 1959.

The first unit of the Division had its beginnings in March, 1942, when an Evacuation of Industries Committee comprising representatives of Commonwealth and State authorities met to examine the need to move essential industry from the Metropolis to less vulnerable areas. Later in the same year, the Committee was named the Victorian Industries Location Committee. When this Committee ceased operations in 1943, a State Decentralization Committee was formed to encourage and assist the establishment of secondary industry in decentralized locations, and thus provide further opportunities for employment for country people. This Committee ceased to function in 1949, although the Chairman carried on as Industries Location Consultant to the Government.

Early in 1950, the retiring Agent-General for Victoria was appointed Director of Decentralized Industries Development, and continued in that capacity until 1954.

A Decentralization Advisory Panel, consisting of the Minister of State Development and Decentralization, representatives of country industries and of the Trades Hall Council, was set up in August, 1954, and, over the next twelve months, reviewed various problems associated with the establishment and operation of secondary industry in country areas.

In the past five years, the Division's operations in the industrial field broadened considerably to embrace the establishment and expansion of both overseas and local industries in the Metropolitan Area as well as in country districts.

Functions

The Division provides the administrative organization for :—

- (1) Regional Planning in the State (the Central Planning Authority);
- (2) the promotion of secondary industry in Victoria, particularly in the country areas ;
- (3) the co-ordination of works and services associated with development in the Latrobe Valley (the Latrobe Valley Development Advisory Committee); and
- (4) the State Development Committee.

The Division acts in a consultative capacity to industrialists and offers the services of officers thoroughly versed in the resources of the State and the requirements of industry—such as the availability and value of factory sites and premises; industrial zone requirements; sources of raw materials; water, power and fuel requirements; sewerage and effluent disposal; labour available; rail sidings; transport facilities, freight rates and service charges, &c. These officers are supported by a qualified statistical research group within the Division.

Close liaison is maintained with Federal, State, semi-governmental and local instrumentalities, and banks, ensuring expeditious handling of enquiries concerning any of the multiple special needs of particular industries. Where necessary, introductions to such organizations are effected.

The Division relates the requirements of an industry to the facilities offered by various centres and, where it appears that a country area fulfils all the requirements for economic and successful operation, every reasonable encouragement is given for establishment in such a location. However, no attempt is made to direct an industry in its selection of a site.

Financial assistance is made available to country industries from a decentralization fund for a variety of purposes. This fund was established during 1944 for the purpose of providing improved amenities in rural areas and concessions to decentralized secondary industry by way of subsidies in respect of the transfer of plant, machinery, and key personnel to the industry, and to meet the costs of moving raw materials and finished products to and from the country site during the "teething stage".

If, when established, an industry is still placed at a disadvantage because of freight charges, the Joint Committee on Freight Subsidies for Decentralized Industry—set up in 1954 with representatives from the Division, Victorian Railways, Treasury, and Transport Regulation Board—may investigate the actual disability under which the industry operates, and recommend an appropriate degree of assistance to place the undertaking on a competitive basis with its metropolitan counterparts.

In addition to financial assistance, the Division may support applications made by industry under the *Land Act* 1958, whereby Crown lands may be made available, with or without financial consideration, for the purpose of industrial establishment, and under certain conditions for associated housing requirements.

The Division has played a leading part in attracting industries to Ballarat and Bendigo where they have been established on Crown lands. At Ballarat, in 1949, the Government purchased the greater part of what was formerly the guncotton factory set up by the Commonwealth during the Second World War. The whole area purchased by the State has now been occupied by secondary industries which have all essential services and requirements readily available.

Regional Planning

In accordance with an agreement reached between the Prime Minister and the Premiers of all States to plan future development on a regional basis, the Government of Victoria, on 12th April, 1944, appointed a State Regional Boundaries Committee "to make enquiries and to submit recommendations as to the regional boundaries which might be adopted within the State of Victoria".* This Committee made extensive enquiries into the physical, economic, and human resources of the State, and undertook a broad survey of the whole State, so that its determination would satisfy, as far as possible, the requirements of State and national planning, as well as local and regional planning. As a result of its enquiries, the Committee recommended that "to facilitate the investigation of resources and the planning of future development, the State of Victoria be divided into thirteen regions".*



Map of Victoria showing boundaries which are applicable to Regional Planning only, and are not Statistical Divisions or Districts.

FIGURE 10.

* Report on Regional Boundaries, Victoria, 1944.

To afford an opportunity for local people to participate in the planning and development of these regions, Regional Committees consisting of six members elected by the local municipalities and six members representing Government Departments and other interests in the regions, were appointed by the Government.

The function of each Committee is to make an intensive study of the resources and development of its region and, arising from that study, to recommend the means by which the region's resources, both physical and economic, can best be developed. They also study problems of a broad regional nature. The Committees are advisory bodies only ; they have no executive powers, and their functions do not conflict with those of local or governmental authorities. They can provide a common ground for discussion of methods of co-ordinating public and community services within the region, and aim to co-ordinate the activities of various interested local bodies and semi-governmental authorities, for the purpose of promoting developmental schemes which would be beyond the scope of the individual organizations concerned.

The Central Planning Authority, with the Minister of State Development as Chairman, was set up by the State Government in April, 1946, to arrange the constitution of the Regional Committees, to advise them on procedure, to assist in surveying the resources of the respective regions, and to co-ordinate the work of the Committees with that of other bodies in the State. The Authority also acts as the advocate of the Committees in placing their recommendations before the Cabinet or any Department concerned, and disseminates information concerning regional planning.

The surveys of the resources of the region involve the collection of information concerning climate, physiography, water supplies, forests, soils, types of land use and minerals ; population and employment ; production from primary and secondary industries, commerce and trade ; public utilities, health services and general social facilities. Already, eight resources survey reports, each of which includes a series of large scale colour maps, have been published. These cover the Goulburn, Upper Murray, Upper Goulburn, Loddon, Mallee, East Gippsland, Central Highlands, and Corangamite regions. Reports dealing with the remaining four non-metropolitan regions have been prepared in draft form.

Completion of the initial survey of resources has enabled the Regional Committees to re-examine the developmental problems of their regions. Each Committee has accordingly investigated and reported upon land use and primary production, and the potential

development of the tourist industry. Several Committees have submitted valuable reports on the provision of educational facilities, and on opportunities for industrial development. Typical of other subjects investigated or studied are the potential development of water resources, means of preserving wild life, and the development of alpine areas.

Latrobe Valley Development Advisory Committee

The Latrobe Valley Development Loan and Application Act was enacted in 1949 to meet the need for the co-ordination of activities being carried out throughout the area in consequence of the developmental works of the State Electricity Commission at Yallourn and Morwell, and for the provision of financial assistance towards the cost of essential works beyond the normal capacity of the public authorities concerned. This Act provided for the constitution of the Latrobe Valley Development Advisory Committee of five members, appointed by the Governor in Council, and for the establishment of a fund of £1 mill. for expenditure on approved works designed to develop the Valley.

The Committee is responsible for making recommendations to the Minister regarding advances from this fund; it is also required to convene conferences with the object of securing co-ordination between the respective authorities in the Latrobe Valley with regard to proposed works and activities.

The Latrobe Valley Development Advisory Committee thus constituted, absorbed the functions of the Morwell Project Co-ordinating Committee (set up in 1948 on the recommendation of the Central Planning Authority), of co-ordinating plans for works associated with the opening of the new brown coal development at Morwell. As a result of the work of the two committees, an advanced stage of co-ordination of planning has been reached, and all authorities concerned are able to proceed with their works programmes in the knowledge that each particular project will conform to the general plans of other authorities.

Up to 30th June, 1960, £586,000 had been allocated on the recommendation of the Committee towards the cost of works in the Latrobe Valley, of which over £500,000 had been expended. The works undertaken to date include road widening and deviation, town drainage and road construction, provision of recreational facilities (including swimming pools), and the construction of railway bridges, pedestrian subways, &c. Local participation in the co-ordination of development is provided by conferences of the authorities actively engaged in the Latrobe Valley, convened by the Committee at approximately six-monthly intervals.

State Development Committee

This is a Parliamentary Committee of six members appointed under the State Development Act to enquire into and report to the Governor in Council on matters concerning the economic, industrial, and rural development of the State.

The most recent reports of the Committee have dealt with the question of logging in the water catchment areas of the State, and with problems associated with the fishing industry in Victoria.