

Part 5

LOCAL GOVERNMENT

Administration

Local Government Department

General Description

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 responsible for the *Valuation of Land Act 1960*. This Act was amended by the *Valuation of Land (Amendment) Act 1961*.

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. Eighteen cities, four towns, and two boroughs 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-eight 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.

During the period 1st July, 1961, to 30th June, 1962, no new municipalities were created and there were no changes in the status of existing municipalities.

Valuer-General and Valuers' Qualification Board

The purpose of the *Valuation of Land Act* 1960 (as amended by the *Valuation of Land (Amendment) Act* 1961) is the co-ordination of rating valuations for municipalities and other rating authorities and the improvement of the standard of such valuations. Valuations will

be still carried out at municipal level (and in some cases where appropriate, by other rating authorities), but an organization is being established to guide and assist valuers, councils, and other rating authorities in valuation matters.

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. The Valuers' Qualification Board, under powers vested in it by the legislation, may either conduct examinations of persons desiring to qualify themselves as valuers under the Act, or prescribe examinations or qualifications which it is prepared to accept for this purpose. It is also empowered to issue certificates of qualification, at its complete discretion, to certain persons practising as valuers when the legislation was enacted. In such cases, application was required to be submitted before 14th December, 1961, and to display to the satisfaction of the Board, that the applicant was capable of carrying out valuations for all statutory purposes.

The Board is also empowered to grant certificates of qualification covering the whole of Victoria or for any part or parts of the State, according to the scope of the applicant's experience.

At the 30th June, 1962, all of the legislation had been brought into operation excepting those provisions which require a person to hold a certificate of qualification to carry out a valuation for any statutory purpose. Proclamation of these provisions has been delayed to give the Valuers' Qualification Board opportunity to deal with all of the great number of applications received.

Inspection of Scaffolding

Since 1922, councils have been responsible for supervision of scaffolding erected to support workmen engaged in the construction of buildings or carrying out other works. Councils were required to administer the regulations made under legislation enacted in that year. This legislation was incorporated in the Local Government Act in 1928. In 1960, the provisions of the Local Government Act relating to scaffolding inspection were re-enacted in amended form. Provision was made for a Supervisor of Scaffolding Inspection and Assistants to supervise the administration of the Scaffolding Regulations by municipalities, and also for a Scaffolding Regulations Committee to prepare draft Scaffolding Regulations for consideration by the Minister. The Committee includes representatives from Government Departments, the Municipal Association, the Master Builders' Association, and the Trades Hall Council. The Chairman is the Supervisor of Scaffolding Inspection.

By the end of June, 1962, the Committee had completed preparation of new regulations for the Inspection of Scaffolding, and it was expected that the new legislation and regulations would be in force before the end of 1962.

Municipalities

General Description

At 30th June, 1962, 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
				208
				—

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 Koroit.

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, a councillor, at a council meeting, may not discuss or vote on any matter in which he has a pecuniary interest, and he may become incapable of being or continuing as a councillor if he is 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. In the City of Melbourne both owners and occupiers are entitled to be enrolled. 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 51 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 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. In the terms of the Valuation of Land Act an appropriate certificate must also be held by municipal valuers.

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, by-pass roads, tourist roads, and forest roads, and shares with local councils the cost of maintaining main roads. 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 (or the kerb and channel if these are cast in one piece).

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 412). 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 421 to 425). 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 municipalities in Victoria 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 borough or shire, if the council concerned so desires. At 30th June, 1962, only two boroughs and eighteen 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 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. This does not debar metropolitan councils from preparing individual schemes and some municipal councils in this area already have planning schemes in force or are preparing schemes.

These will be absorbed, eventually, as part of the Melbourne and Metropolitan Board of Works scheme for, on approval being given to the Board's scheme by the Minister, it will control all development within the Metropolitan Area. The Town and Country Planning Act was amended and consolidated in 1961. The new legislation came into force in February, 1962.

Other Powers and Duties

Although for many years councils have been empowered to deal with slum reclamation and to provide dwellings for persons of small means, it has been only in the past few years that some councils have entered into this field. The City of Prahran has recently completed a housing scheme and the City of Melbourne has given land to the Housing Commission upon which now stand blocks of flats, some reserved for elderly people. The Housing Commission has invited assistance from councils for slum reclamation and housing redevelopment and the City of Melbourne has responded with an agreement to provide to the Commission £300,000 over a period of three years which will be applied towards an expenditure by the Commission of some £4,288,000 in flat development within the City of Melbourne area. The council actively assisted in the provision of 96 "Darby and Joan" flats in North Carlton by donating land, finance, and architectural services.

Some of the powers available to municipal councils have rarely been used or are now falling into disuse. They may operate gasworks or generate electricity, but there are now no municipal gasworks and the number of municipalities generating electricity (at present six) 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, eating houses, and food premises, including inspection of foodstuffs in shops ;
- (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 ;
- (10) supervision of weights and measures ; and
- (11) traffic engineering.

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 1960 municipal year, the combined turnover of these undertakings exceeded £16 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.

The *Valuation of Land (Amendment) Act 1961*, contains particular provisions covering the Metropolitan Area of Melbourne and, at the discretion of the Minister, other areas of the State. These provisions are aimed at ensuring a uniformity of municipal valuations used by large rating authorities covering more than one municipality. Metropolitan municipalities are those which have at least one whole subdivision subject to any rate payable to the Melbourne and Metropolitan Board of Works. These municipalities will, in future, be required to make valuations at four instead of six year intervals and, with some exceptions, are required to arrange for a valuation to be returned between the 1st January, 1962, and the 30th September, 1964, to be assessed at the level of general value current at the 31st December, 1961.

In Victoria, a municipality is required to rate on the net annual value of 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 208 municipalities in Victoria at 30th September, 1961, 162 were rating on net annual values and 46 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, 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 licence equivalent has been paid to municipalities. It is the nominal equivalent of the amount collected in that year. For the year ended 30th June, 1961, the amount paid to municipalities from the Licensing Fund was £56,836. (A statement of receipts and expenditure of the Licensing Fund appears on page 339.) 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 the 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 1961* increased this to £200,000.

For the year ended 30th June, 1961, subsidies paid to various municipalities for works from the Municipalities Assistance Fund amounted to £153,317, while, for the same period, the amount contributed to the Country Fire Authority was £201,079.

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 municipalities in Victoria, 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.

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.

The Commission presented its report to the Government towards the end of 1962.

Municipal Association of Victoria

All municipalities in Victoria 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.

Local Authorities Superannuation Board

The Local Authorities Superannuation Act provides for a compulsory superannuation scheme for permanent employees of municipal councils, water and sewerage authorities, weights and measures unions, cemetery trusts, the Portland Harbor Trust, and the First Mildura Irrigation Trust.

The scheme is administered by a Local Authorities Superannuation Board and provides benefits for employees on retirement at the age of 65 years, or for their dependants should the employees die before reaching the age of 65.

Important changes in the scheme, however, were provided for by the *Local Authorities Superannuation (Amendment) Act* of 1960. Prior to this amending legislation, the scheme had been operated by the Board in conjunction with several approved life assurance organizations. Most permanent employees were required to effect, with an approved

assurer, policies of endowment insurance maturing on the retirement of the assured at 65 years of age. Those who became permanent employees when over 55 years of age, however, were required to contribute to a provident fund which was invested for their benefit by the Board. Benefits, in each case, took the form of lump sum payments on retirement at 65 years of age, or on prior death.

The amending Act reconstituted the Board by providing for the addition of two new members, increasing its membership from three to five. Provision was also made, as from the commencement of the amending Act, for the discontinuance of policies of insurance, and for the Board to take over and administer the insurance section of the scheme. It provided for the Board to "enter into contracts to provide benefits by way of superannuation, annuities, retiring allowances, or payments on death, in respect of permanent employees".

Two important advantages seen in the new provisions are :—

- (1) Substantially increased benefits to contributors, payable on death prior to the age of 65 years, and expected increased benefits on retirement at the age of 65 ; and
- (2) an important new source of loan funds for local authorities.

Contributions to the scheme are based on a percentage of the salaries and wages of employees, and are met in equal proportions by employees and employers.

Under the new scheme, a Local Authorities Benefit Contracts Account was established by the Board on 1st March, 1961, and at the end of the four months period to 30th June, 1961, it stood as follows :—

**VICTORIA—LOCAL AUTHORITIES BENEFIT CONTRACTS
ACCOUNT, 1ST MARCH TO 30TH JUNE, 1961**

Particulars	£
Premium and Investment Income	536,105
Proceeds of Surrendered Policies	838,103
	1,374,208
Less Withdrawal Benefits.. .. .	2,460
Contributions to Management	8,333
	10,793
Funds Accumulated (at 30th June, 1961).. ..	1,363,415

The accumulated funds at 30th June, 1961, consisted mainly of investments in semi-government and local authority loans, and cash deposits.

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*Organization and Functions*

Melbourne shares with Geelong the distinction of being the oldest municipality in Victoria. Incorporated as a town by Act of the New South Wales Governor and Legislative Council in 1842, it was raised to the status of a city by Letters Patent of Queen Victoria dated 25th June, 1847. This royal action arose from the desire to establish a bishop's See of the Church of England, and this required the establishment of a cathedral city. Melbourne thus became a cathedral city. On the separation of Victoria from New South Wales in 1851, Melbourne became the capital of the Colony.

The City of Melbourne still operates under sections of the 1842 Act and its amendments, although all other municipalities created subsequent to 1842 receive their enabling powers from the Local Government Act of Victoria. Parts only of this general Act apply to Melbourne. As regards other Acts of Parliament, there is no such nice distinction, and in common with other municipalities, Melbourne derives powers from or administers such Acts as Health, Pounds, Dog, Country Roads Board, Road Traffic, Weights and Measures, Town and Country Planning, Police Offences, Petrol Pumps, Motor Car, Electric Light and Power, and Markets.

With a net annual value (for the year 1960-61) of £13·9 mill., rate income of £1·9 mill., other revenue of £7·0 mill., and a work force of approximately 2,700 employees, it is the foremost municipality in the State. Though its daily influx of population is high, its fixed population of 77,000 ranks below that of Camberwell, Heidelberg, Preston, and Moorabbin. For electoral purposes, it is divided into eleven wards, and each ward returns three members, giving a full council of 33 members. Elections are held annually and one member from each ward retires in rotation annually, a member thus holding office for three years.

Melbourne is distinctively a garden city. Of its total area of 7,765 acres, no less than 1,751 acres are parklands and reserves. On those reserves under its control, the City Corporation annually expends some £385,000. The larger reservations are Royal Park, 446 acres, Yarra Park, 140 acres, Prince's Park, 95 acres, Fawkner Park, 101 acres, University and College grounds, 115 acres, Royal Botanic Gardens, 88 acres, Zoological Gardens, 50 acres, Alexandra Gardens and Alexandra Park, 59 acres, Fitzroy Gardens, 64 acres, King's Domain, 78 acres, and Carlton Gardens, 39 acres.

The Corporation both generates and reticulates electricity. In this respect, it is completely integrated into the State Electricity grid. In its power station at Lonsdale-street, it is able to generate, at a maximum, 120,000 kilowatts.

The abattoirs and market activities of the Council are equally important to the State. The Newmarket cattle market is the largest and most important to the industry in the State. Last year, 248,000 cattle and 4,542,000 sheep and lambs were handled. The abattoirs, run in close conjunction with the market, supply 45 per cent. of the

meat consumed in the metropolis, and also feed the export market. The Victoria Market, where fruit and vegetables are handled, both wholesale and retail, is the market for the whole of Victoria, and through it pass yearly some 273,000 tons of vegetables and 200,000 tons of fruit, with a yearly value of £25 mill.

The detailed work of the Council at councillor level is achieved by the division of its powers and responsibilities among a number of committees. The permanent or standing committees number ten, whilst special committees are constituted from time to time for specific purposes. No councillor may be chairman of more than one permanent committee nor serve on more than three committees. The committees are the workshop of the Council, but the Local Government Act does not allow even partial delegation of authority, and all the work of the committees must be reported back to the Council and all decisions approved. Despite this, the organization is effective and achieves all the desirable advantages which spring from the division of labour.

Obviously, under such a system, much of the work of the full Council is taken up with the routine approval of the multifarious recommendations and decisions of the committees, and this is done with little comment. Nevertheless, this does not mean the sovereignty of the Council is abrogated or its effective control impaired, for, at all times, it is free to comment, admonish, alter, reject, or in some other way indicate its attitude of mind to the manner in which the relevant committee is exercising its function.

Of the ten committees, two, Finance and General Purposes, are primarily co-ordinating, whilst the others are functional in their purpose. The authorities delegated to committees are made mutually exclusive and cover the full field of the Council's activities.

Administration

For the effective functioning of the committees and for purposes of staff review and control, committees are married to departments, although no committee has exclusive access to the activities of a particular department. At present, the relationship of committees to departments is as follows :—

<i>Committee</i>	<i>Department</i>
Public Works	City Engineer's City Architect's
Health	Health
Finance	City Treasurer's City Valuer's
Electric Supply ..	Electric Supply
General Purposes and Legislative	Town Clerk's
Abattoirs and Markets ..	Abattoirs and Cattle Markets Markets (Fruit, Vegetables, and Fish)
Parks, Gardens, and Recreation	Parks and Gardens
Building and Town Plan- ning	Building Surveyor's

Although departmental organization gives rise to certain administrative difficulties, it provides a structure which satisfactorily fulfils the purpose of an elective form of government relying entirely on honorary service.

Public Health Administration

The Health Department of the Melbourne City Council carries out, at local government level, various health and social services provided for by State Legislation. These are mainly subsidized by the Department of Health.

Headed by the Medical Officer of Health, the Department is divided into three divisions :—

Communicable Diseases

This division deals with infectious diseases which have been notified by hospitals and doctors ; carries out regular immunization programmes at Infant Welfare Centres, Pre-school Centres, and Schools ; and, in conjunction with the Department of Health, provides facilities for the annual anti-tuberculosis X-ray scheme.

Maternal and Child Welfare

This division covers all aspects of the health of pre-school children, which includes the provision of medical and dental care.

Medical Officers give advice to mothers on infant welfare, and, where necessary, home visits are made by Infant Welfare Sisters. An ante-natal clinic provides an advisory service for expectant mothers who have arranged to be confined at public maternity hospitals.

The Council has a children's nursery in the central area of the City and provides essential foods for indigent families at low cost or as a free distribution.

There is also a "Home Help Service" for mothers, the elderly, and the sick. Elderly Citizens' Clubs with their amenities and low cost meals are supplemented by a "Meals on Wheels" service for house-bound elderly citizens.

Environmental Hygiene

This division supervises environmental hygiene and enforces the provisions of the Health Act Regulations.

Routine inspections are made of housing and sanitation ; dwellings are inspected and reports on slum reclamation prepared for the Housing Commission.

Regular inspections are made of food premises, registered dormitory premises, hairdressers, and offensive trade premises.

Foodstuffs are sampled for chemical analysis and swimming pools are sampled both for bacteriological and chemical examination.

Further Reference

A full account of the Melbourne City Council will be found on pages 359 to 362 of the Victorian Year Book 1961.

Ballarat

Historical

In 1853, there were more than 20,000 miners of many nationalities working the shallow diggings. In that year, 319,154 ounces of gold were taken from Ballarat to Melbourne under police escort, and during the four following years, more than 2,500,000 ounces reached the capital in the same way. On 10th June, 1858, the famous Welcome Nugget was found at Bakery Hill. It weighed 2,217 ounces, had an estimated content of 2,195 ounces of pure gold, and was sold for £10,500.

In the 1860's, when the shallow alluvial deposits of gold were rapidly being exhausted, companies were formed to exploit the deep quartz lodes (see page 393). Many of these proved to be very rich, and by 1868, the Ballarat gold field reached the peak of its prosperity when more than 300 companies were operating and the population of the settlement had increased to 64,000.

In 1870, the year in which Ballarat was proclaimed a city, a recession in the mining industry took place. For no obvious reason, investors lost confidence and the industry suffered accordingly; shares dropped sharply; many mines closed down; and the population decreased by over 40 per cent. Fortunately, more stable industries, particularly iron-founding and textile manufacturing, were being gradually established as the gold mining industry declined, and, in the surrounding district, mixed farming and pastoral pursuits supported an increasing number of settlers.

Today, Ballarat has a population of approximately 55,000, and on this basis is the twelfth largest city in Australia.

Industrial Development

From its beginnings until the gold discovery in August, 1851, Ballarat remained a pastoral district with its headquarters at Buninyong.

The all-important mining industry required heavy winding, pumping and puddling machinery to win the gold in the deep alluvial gutters of the plateau. This gave the foundries a chance to play an important role in the development of industrial Ballarat. At least 68 brass and iron foundries have operated from the day when Richard Trahar melted the first cast-iron in 1855. In 1955, this foundry celebrated its 100th Anniversary.

Starting very early in 1856, Okey Creber and Co. (later Hunt and Opie) established the "Victoria" Foundry—the first engineering works. By 1860, they completed the first locomotive to be built in Ballarat, and the first to run in Western Australia.

Within a month, Messrs. Carter, Oldham, and Shaw began the foundry which was incorporated in 1870 as the famous "Phoenix" Foundry Company. Besides fulfilling large orders for the mines and other enterprises, it was destined to build 353 locomotives and many carriages for the Victorian Railways, and was an important employer until 1906.

John Walker and Company, of Maryborough, Queensland, had their first beginning in Ballarat in 1865. Their "Union" foundry was the second in size only to the "Phoenix" and supplied mining machinery to all parts of Australia.

No less than 150 blacksmiths are listed in an 1865 "Directory". Some of these grew into large agricultural implement, wagon and horse-carriage factories to supply farmers of the surrounding district. These early companies—through their initiative, and the skill of their tradesmen—contributed much to the industrial development of Ballarat (and, incidentally, of Victoria) and laid the foundations of future expansion.

With the gradual growth of Victoria's population, Ballarat was making a significant industrial contribution by the First World War. The industries which had become established there included confectionery, various types of agricultural machinery, as well as bricks, tiles, and stoneware pipes. The foundries which widened their scope well beyond the manufacture of mining equipment, could in many cases trace their descent back to the early blacksmiths.

Between the two World Wars, the textile industry became important, one reason for its establishment in Ballarat being the purity of the water supply. A major bacon-curing plant also came into operation. On the engineering side, engines for agricultural use and many types of valves were being manufactured.

After the Second World War, the industrial expansion became accelerated and now includes a wider range of industrial internal combustion engines, machinery tools, roller bearings, ready mixed concrete, bricks, tiles and pipes, stainless steel and various heavy engineering products. In 1962, an instant ready-mashed potato plant was established, thus helping the potato industry in the district.

Water Supply

The first recorded attempt to conserve water in Ballarat was made in December, 1852, by the Government Camp Authorities who constructed a dam across Gnarr Creek, and intercepted the overflow from Yuilles Swamp, now Lake Wendouree.

In 1855, a 9-in. pipe was laid from the swamp to the present site of the South African Memorial where water was distributed from a stand pipe at a charge of five shillings for 200 gallons. The charge today for reticulated water is one shilling and twopence for a thousand gallons.

The authority which has continued, for the past 80 years, to bear the responsibility for the supply of water to the Ballarat district is the Ballarat Water Commissioners, constituted in 1880 under the Waterworks Act of that year.

Under its present constitution, the Commissioners serve a population of 58,000 persons in a reticulated area of 65 square miles, whose annual consumption of 2,090 mill. gallons is drawn from the Commission's storages with a capacity of 5,606 mill. gallons.

The total catchment area today is 24,182 acres, which has an average annual rainfall of 36 inches. Of this area, only 6,500 acres are vested in the Commissioners. Details of the seven reservoirs comprising the storage system are shown in the following table :—

VICTORIA—BALLARAT DISTRICT WATER STORAGE, 1962

Name of Reservoir	Area of Water	Depth of Water	Embankment		Catchment Area	Storage Capacity
			Length	Height above Sea Level		
	acres		ft.		acres	mill. gall.
Upper Gong Gong ..	62½	72	913	1,695	6,308	411
Kirk's	17½	40	876	1,678		
Pincott's	25	17½	538	1,818		
Beale's	63½	15½	1,338	1,920		
Wilson's	90	21½	1,135	1,996	2,077	220
Moorabool	392	35¾	2,500	1,993	7,477	1,478
White Swan	320	122	{1,570 1,190}	1,768	2,760	3,274
Intermediate Catchment Areas .. ..	..	..	..	..	3,877	..
Totals	970½	..	..	..	24,182	5,606

Afforestation

A system of afforestation has been carried out consistently by the Commissioners since 1880, and the costs involved in the expansion of the storages and services, have been offset by the production of timber in the watershed areas.

The initial planting of softwoods (*Pinus Radiata* and *Pinus Insignis*) was for conservation purposes only and there are more than one million softwood trees growing in the Commissioners' plantations. Each year upwards of 30,000 trees are planted, whilst only seven to eight thousand are used for milling.

Agriculture in the Ballarat Area

Soils

Ballarat is the centre of an agricultural district having a radius of some 20 miles in which the variability of soil and rainfall is reflected in a diversity of farming pursuits. Highly fertile areas are surrounded by, and encompass very poor soils especially in the east and north-east of the district, where there is a mosaic of soils ranging from rich volcanic ash through deep red loams to poorly drained podzols of low fertility. The soils in the western sector are more uniform, comprising mainly heavy grey loams or clay loams derived from basalt. There are extensive areas of shallow infertile sediments, particularly to the south and immediate north of the city.

The best soil, referred to locally as "chocolate", is intensively cultivated, mainly with potatoes.

On the red loams, fat lamb raising, dairying, cropping, and potato growing are carried on, whilst the grey basalts and poorer sedimentary soils carry sheep for wool and some cereal crops.

Crops

Potatoes do particularly well on the "chocolate" soils because of their depth and physical characteristics of friability and permeability combined with a reliable rainfall. Digging extends from March to September, reaching its peak in June–July–August when the supply of late potatoes to Victorian consumers depends largely on the success of the crop in the Ballarat district.

Oats rank second in importance to potatoes as an annual crop in the area around Ballarat. The reduction in the number of horses used on farms, and in cities and towns has led to a falling off in the quantity of oats grown for hay, but a considerable acreage is still grown for grain and to provide grazing for livestock during the winter.

Other cereal crops are wheat and barley, but these are not important agricultural pursuits in the district. Linseed and field peas are grown to a limited extent.

The Ballarat district is one of the main perennial ryegrass-seed producing areas of Victoria, with an annual average harvest of about 13,000 bushels. Ryegrass is not grown specifically as a seed crop, but is harvested as a sideline from pastures used for dairying or sheep raising.

Pastures

Pasture itself is the most important crop in the district, covering approximately 80 per cent. of the total area used for agriculture, and providing the basis for livestock industries having wool, meat, and dairy produce as their end products.

The history of pasture development near Ballarat goes back for almost a century. In 1870, the Smeaton, Spring Hill and Bullarook Agricultural Association crystallized local interest in pasture development by establishing an experimental farm at Smeaton on 43 acres of land granted by the Government for the purpose.

Early trials showed that perennial ryegrass, white clover, and red clover were admirably adaptable to the better soils in the higher rainfall parts of the district, but it was not until the introduction of subterranean clover some 40 or 50 years later that pasture improvement extended beyond these limits.

Red clover is still unexcelled as a short term pasture in rotation with potatoes, and white clover remains an important legume in the more favoured localities, but the bulk of district pastures now comprise subterranean clover and perennial ryegrass, with *Phalaris Tuberosa* replacing ryegrass in the drier parts.

There has been a sharp increase in the acreage of improved pasture during the past two decades. The discovery of the value of molybdenum as a fertilizer for the lighter soils of the district, the subdivision of large

estates for soldier settlement, and improved prices for primary products during the favourable seasons of the post-war period have been significant spurs to this development.

Animal Husbandry

Wool is the most important product of the grazing industries, with fat lambs second and beef cattle showing some increase during recent years. Dairying is carried on in the higher rainfall areas of the district, frequently in conjunction with other farming pursuits.

Mineral Resources of the Ballarat Area

Gold

Gold has been the mineral of most outstanding importance in the Ballarat district and was responsible in large degree for the development of the city. The major gold mines in the Ballarat area ceased operation during the First World War after having been in continuous operation since 1851. During its 66 years of activity in mining, the field is estimated to have produced 12·5 mill. oz. of gold. The three main sources of gold production—in the order in which they were worked—were shallow and moderate depth alluvial mining, mainly by individuals and small groups, deep lead alluvial mining by companies, and quartz reef mining mainly by companies.

There are two distinct divisions in the quartz mining in the Ballarat area, each with its own type of lode, namely :—

- (1) The Ballarat West or Sebastopol field, and
- (2) the Ballarat East field.

The Ballarat West lodes are of a more or less bedded type of which the principal lodes are the Consols lode, the Guiding Star lode, and the Albion lode. These lodes occur in west dipping beds on the western limbs of anticlinal folds bearing corresponding names.

The Ballarat East field produced mainly from “leatherjacket” lodes associated with the First Chance anticline and, to a lesser extent, the adjacent Sulieman anticline to the west. These leatherjacket lodes are west dipping fault reefs extending through east dipping beds from the anticline to the adjacent syncline. Several lodes occur one under the other at intervals of 200 feet or more. Perhaps better known than the leatherjacket lodes are the “Indicators” which, though less productive, were more spectacular. Extremely rich gold yields were obtained from the intersection of quartz spurs with these indicators, which are thin, mineralized slate seams.

Other Minerals

Although minor quantities of metallic sulphides occur in many of the quartz reefs at Ballarat, none of these is in economic quantity. The only metallic mineral other than gold to be mined was wolfram at Linton.

The mineral of most economic importance at the present time is clay—a brickworks, a tileworks, and a pipeworks being the main users. The brickworks use a residual clay from the Ballarat pit adjacent to the

works together with various additions of transported plastic clays from Ballarat East, Enfield, Lal Lal, Talbot, and Berringa, and another residual clay from Creswick. For cream bricks, a blend of Creswick, Ballarat, and Enfield clays is favoured, and the Ballarat clay together with various additions from the other localities is used for reds.

The pipeworks use mainly the Ballarat East clay with additions of Enfield, Talbot, and Lal Lal clays, and a residual clay from Warrenheip is used as a grogging material. The tileworks use Ballarat East clay, with the addition of some Warrenheip clay for grogging.

From Lal Lal a weathered granitic clay is washed and the kaolin used as a paper-filler in the paper mills at Ballarat. A high quality kaolin was formerly mined in the same district from a weathered felspathic dyke. Limited quantities of brown coal and iron ores also occur at Lal Lal. The total consumption of clay in Ballarat is of the order of 120,000 tons annually.

Ballarat Fine Art Gallery

Thirty years after Eureka the Ballarat Art Gallery was founded—the first provincial gallery in Australia. This curious development, from such raw beginnings, is a tribute to a handful of men who, despite the pressing need to provide churches, schools, hospitals, and other public buildings, were far-sighted enough to place one of the town's cultural needs on an equal footing.

The adventurous and creative spirit in the gallery movement was Mr. James Oddie, who met the £200 cost of the First Loan Exhibition of Pictures held in the City Hall in June, 1884. Later that year, a temporary gallery was established in the Academy of Music, which was on the site of the present Her Majesty's Theatre, in Lydiard-street South. In August, 1886, the Gillies-Deakin State Government sanctioned a vote of £2,000 for the purchase of pictures and granted the present gallery site at 40 Lydiard-street North. The building at that time only included, on the second floor, the front gallery, which now houses the Currie Collection and the present watercolour gallery. It was completed in 1887 at a cost, without land, of £6,000, which was raised mainly by 6 per cent. debentures, and the institution was incorporated as the Ballarat Fine Art Public Gallery Association. At this time, the gallery included a School of Design where painting and geometry were taught. Later, two more galleries were added, and these were opened in 1927. This completes the building as it stands today.

The stimulating interest of new acquisitions has mainly come from the generous bequests of local donors, and it is from this source that most of the more important exhibits have been derived. In addition to the important Crouch Prize Bequest 1927, the Alan Currie Bequest 1949, and the Henry Cuthbert Bequest 1958, the gallery collection is linked by major gifts with other local names. Added to this, "The Ballarat Courier", in 1959, established a fund for the creation of "The Ballarat Courier Glass and Porcelain Collection".

The Crouch Prize Bequest was supplemented in 1947 and the revenue provides two acquisitive art prizes each year—the George Crouch Memorial Prize of £132 for oils or sculpture and the Minnie

Crouch Prize of £53 for watercolours. Another feature of this bequest is a superb collection of mediæval and eastern manuscripts. There are, approximately, 113 of these items known in Australia, and thirteen of them are in the Ballarat Gallery. They are of considerable value.

The gallery is conducted by an Executive Committee acting in an honorary capacity and is financed from the following sources :—State Government £600 (this to be doubled in 1962), subscribers £300, rents £350, and City Council £125. There is one full-time member of staff and it is hoped to appoint a professional director in the future. The collection is a wide one in its category and all periods of Australian painting and graphic arts, since the early nineteenth century, are represented. There is a small amount of sculpture, English watercolours, and oils.

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 114–115. In compiling local government 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 :—

1955–56 to 1956–57—Includes the whole of the Shires of Eltham, Fern Tree Gully, Frankston and Hastings (as constituted prior to severance of Shire of Hastings), Lillydale (as constituted prior to severance of Shire of Croydon) and Werribee (as constituted prior to severance of Shire of Altona), and excludes the whole of the Shires of Berwick, Bulla and Whittlesea.

1957–58 to 1959–60—As for 1955–56 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, 1960, in municipalities throughout the State, there were 2,262 councillors, namely, 33 in the City of Melbourne, 492 in 41 other metropolitan municipalities, and 1,737 in 164 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 1955-56 to 1959-60:—

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						
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
1960	35	35	12,297	245,939	3,377	13,720
OTHER METROPOLITAN MUNICIPALITIES*						
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
1960	699	653	73,060	1,446,239	16,386	16,691
MUNICIPALITIES OUTSIDE METROPOLITAN AREA						
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
1960	407	470	53,756	1,062,263	14,106	12,151
TOTAL MUNICIPALITIES						
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
1960	1,141	1,158	139,113	2,754,441	33,869	42,562

* See definition on previous page.

Municipal Revenue and Expenditure

The following tables show, for each of the years ended 30th September, 1956 to 1960, the revenue and expenditure of municipalities in Victoria.

The first table gives particulars of revenue and expenditure on account of the ordinary services provided by municipalities, while the second table shows similar details for 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 September—	Revenue				Expenditure			
	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other			City of Melbourne	Other		
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
1960 ..	3,377	16,386	14,106	33,869	3,193	16,049	13,955	33,197

* See definition on page 395

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

Year Ended 30th September—	Revenue				Expenditure			
	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other			City of Melbourne	Other		
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
1960† ..	5,319	10,058	1,128	16,505	5,352	9,779	1,071	16,202

* See definition on page 395

† Includes business undertakings excluded in previous years, viz :—Quarries, iceworks, and reinforced concrete pipe and 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 received during the year ended 30th September, 1960, are given below :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1959–60
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Taxation—				
Rates (Net)	1,773	11,530	8,781	22,084
Penalties	8	48	27	83
Licences—				
Dog	1	50	44	95
Health, Dairy, Slaughtering, and Noxious Trades	5	33	15	53
Other	2	10	9	21
Total Taxation	1,789	11,671	8,876	22,336
Public Works and Services—				
Sanitary and Garbage Services	17	793	597	1,407
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	66	237	215	518
Markets	347	105	140	592
Halls	28	147	96	271
Libraries	†	8	27	35
Weighbridges	14	3	12	29
Sale of Materials	29	41	254	324
Plant Hire .. .. .	..	324	1,677	2,001
Grazing Fees .. .. .	..	..	6	6
Pounds	†	2	6	8
Other	150	274	175	599
Street Construction	54	586	597	1,237
Private Street Supervision .. .. .	..	266	38	304
Other—				
Car Parking	283	48	10	341
Building Fees	32	241	67	340
Miscellaneous	17	172	80	269
Total Public Works and Services	1,037	3,247	3,997	8,281
Government Grants—				
Roads	6	75	189	270
Libraries	11	138	86	235
Parks, Gardens, &c. .. .. .	..	7	211	218
Infant Welfare Centres	8	104	101	213
River Works .. .. .	..	..	11	11
Licences Equivalent	8	14	35	57
Other	14	210	122	346
Total Government Grants	47	548	755	1,350
Transfers from Business Under- takings	47	277	32	356
Police Court Fines	158	49	12	219
Other Revenue	299	594	434	1,327
Total Revenue	3,377	16,386	14,106	33,869

* See definition on page 395.

† Under £500.

After exclusion of an amount of £1,005,468 transferred from other funds, the net General Account income during 1959-60 was £32,864,013. Of this total, 68·0 per cent. was derived from taxation (67·5 per cent. from rates and penalties, and 0·5 per cent. from licences); 25·2 per cent. from public works and services; 1·1 per cent. from transfers from business undertakings; 4·1 per cent. from government grants; and 1·6 per cent. from other sources. The total amount collected from taxation (£22,336,235) was equivalent to £7 17s. 6d. per head of population or to £19 11s. 7d. per ratepayer.

Details of the principal items of expenditure from the General Account during the year ended 30th September, 1960, are set out below :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1959-60
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
General Administration—				
Pay-roll Tax	38	149	108	295
Other	493	2,033	2,095	4,621
Total General Administration	531	2,182	2,203	4,916
Debt Services (Excluding Business Undertakings)—				
Interest—				
Loans	429	490	427	1,346
Overdraft .. .. .	..	24	74	98
Redemption	173	769	852	1,794
Other	1	31	5	37
Total Debt Services ..	603	1,314	1,358	3,275
Public Works and Services—				
Roads, Streets, and Bridges ..	411	4,952	5,324	10,687
Street Lighting	†	477	186	663
Health—				
Sanitary and Garbage Services	148	1,521	662	2,331
Other	93	904	459	1,456
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	297	1,283	813	2,393
Markets	142	84	93	319
Halls	89	440	196	725
Libraries	23	306	207	536
Weighbridges	9	1	11	21
Materials .. .. .	..	10	111	121
Plant	70	448	697	1,215
Grazing Expenses .. .. .	..	..	6	6
Pounds	‡	16	22	38
Other	82	585	229	896
Other—				
Car Parking	219	94	16	329
River Works .. .. .	..	1	10	11
Miscellaneous	8	137	83	228
Total Public Works and Services	1,591	11,259	9,125	21,975

* See definition on page 395. † Cost of street lighting is charged to Electricity Undertaking.
‡ Under £500.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY
SERVICES : EXPENDITURE, 1959-60—*continued*
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board .. .. .	..	139	617	756
Fire Brigades	77	423	1	501
Hospitals and Other Charities	43	68	43	154
Other	84	261	177	522
Total Grants	204	891	838	1,933
Other Expenditure	264	403	431	1,098
Total Expenditure	3,193	16,049	13,955	33,197

* See definition on page 395.

After exclusion of an amount of £901,514 transferred to other funds, the net General Account expenditure during 1959-60 was £32,295,133. Of this total, 15·2 per cent. was for administration ; 10·1 per cent. for debt services ; 11·7 per cent. for health services ; 7·4 per cent. for parks, gardens, &c. ; 33·1 per cent. for roads, streets, &c. ; 3·8 per cent. for plant and equipment ; 12·1 per cent. for other public works and services ; 6·0 per cent. for grants and contributions ; and 0·6 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, 1956, to 1960, in respect of general municipal administration, are given in the following table :—

VICTORIA—COST OF MUNICIPAL ADMINISTRATION
(£'000)

Particulars	Year Ended 30th September—				
	1956	1957	1958	1959	1960
Salaries*	2,350	2,649	2,875	3,108	3,382
Mayoral and Presidential Allowances	72	77	80	87	93
Audit Expenses	22	25	28	33	39
Dog Registration Expenses	28	33	42	48	54
Election Expenses	28	28	30	26	28
Insurances	174	235	328	378	362
Legal Expenses	49	64	68	51	80
Printing, Stationery, Advertising, Postage, Telephone	289	329	346	389	502
Other	94	101	91	88	81
Total	3,106	3,541	3,888	4,208	4,621

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

Municipal Business Undertakings

In Victoria, during 1959-60, 22 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. It should be noted that only twelve municipalities have assumed responsibility for local water supply. A list of all Victorian water supply authorities is to be found on page 412.

The tables which follow show, for the year ended 30th September, 1960, revenue and expenditure of the various types of local authority business undertakings :—

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : REVENUE, 1959-60
(£'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Rates, Sale of Water, &c. ..	..	145	169	314
Electricity— Charges for Services and Sales of Products, &c.	4,967	9,757	575	15,299
Abattoirs— Charges for Services and Sales of Products, &c.	319	120	188	627
Other †— Charges for Services and Sales of Products, &c.	33	36	196	265
Total Revenue ..	5,319	10,058	1,128	16,505

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : EXPENDITURE, 1959-60
(£'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Working Expenses	129	109	238
Depreciation	17	17
Debt Charges	1	42	43
Other Expenditure	2	3	5
Total Water Supply	132	171	303

* See definition on page 395.

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

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS
UNDERTAKINGS : EXPENDITURE, 1959-60—*continued*
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Electricity—				
Working Expenses	4,288	8,737	453	13,478
Depreciation	253	183	7	443
Debt Charges	85	306	64	455
Other Expenditure	295	280	15	590
Total Electricity	4,921	9,506	539	14,966
Abattoirs—				
Working Expenses	317	80	134	531
Depreciation	11	4	5	20
Debt Charges	35	6	19	60
Other Expenditure	34	16	14	64
Total Abattoirs	397	106	172	675
Other†—				
Working Expenses	27	31	167	225
Depreciation	2	2	9	13
Debt Charges .. ..	..	1	9	10
Other Expenditure	4	2	4	10
Total Other	33	36	189	258
Total Expenditure	5,351	9,780	1,071	16,202

* See definition on page 395.

† See footnote on page 401.

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 shows total loan receipts for each of the years 1955-56 to 1959-60, and the second table details the loan raisings for ordinary services and business undertakings during the year ended 30th September, 1960.

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		
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
1960	1,833	2,612	2,133	6,578

* See definition on page 395.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS, 1959–60

(Excluding Redemption Loans)

(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Loan Raisings for—				
Ordinary Services	1,205	2,196	1,772	5,173
Business Undertakings—				
Water Supply .. .. .	..	..	49	49
Electricity .. .. .	..	254	165	419
Abattoirs	16	..	10	26
Other .. .. .	..	..	5	5
Other Receipts (Government Grants, Recoups, &c., to Loan Fund) ..	612	162	132	906
Total Receipts	1,833	2,612	2,133	6,578

* See definition on page 395.

Municipal Loan Expenditure

Particulars of the total loan expenditure exclusive of expenditure on private streets, for each of the years 1955–56 to 1959–60, are given in the first of the following tables. The second table details the principal items of expenditure from loan funds during the year ended 30th September, 1960.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE
(£'000)

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
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
1960	1,839	2,219	1,993	6,051

* See definition on page 395.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE, 1959-60
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, and Bridges ..	329	1,381	1,135	2,845
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	51	180	137	368
Markets	61	20	26	107
Plant	10	8	49	67
Other	102	329	307	738
Infant Welfare Centres ..	2	20	9	31
Pre-School (Crèches, &c.) ..	2	..	..	2
Other	548	5	21	574
Total Ordinary Services	1,105	1,943	1,684	4,732

* See definition on page 395.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN
EXPENDITURE, 1959-60—*continued*

(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Business Undertakings—				
Water Supply .. ..	..	14	175	189
Electricity	710	262	117	1,089
Abattoirs	24	..	12	36
Other .. ..	..	..	5	5
Total Business Undertakings	734	276	309	1,319
Total Expenditure ..	1,839	2,219	1,993	6,051

* See definition on page 395.

At 30th September, 1960, there were unexpended balances in Loan Accounts amounting to £3,574,932.

Municipal Loan Liability

The loan liability of the municipalities in Victoria, at the end of each of the five years 1955-56 to 1959-60, 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.
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
1960 ..	951	41,611	42,562	3,376	39,186	13 12 7

* 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 1959-60, 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.,
1959-60
(£'000)

Particulars	Metropolitan Municipalities (Excluding City of Melbourne)*	Municipalities outside Metropolitan Area	Total Victoria
Receipts—			
Loans	978	212	1,190
Owners' Contributions	3,165	511	3,676
Other	208	70	278
Total	4,351	793	5,144
Expenditure—			
Works	3,146	472	3,618
Bank Overdraft (Decrease)	237	3	240
Debt Charges—			
Redemption of Loans	191	51	242
Interest on Loans	103	37	140
Interest on Overdraft	74	6	80
Other	4	1	5
Other	220	50	270
Total	3,975	620	4,595
Cash in Hand or in Bank at 30.9.1960 ..	1,139	332	1,471
Bank Overdraft at 30.9.1960	2,217	423	2,640
Loan Indebtedness at 30.9.1960	2,636	715	3,351

* See definition on page 395.

Details of receipts and expenditure of the private street account including the net increase or decrease in bank overdraft, during each of the years 1955-56 to 1959-60 are shown in the following table :—

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

Particulars	Year Ended 30th September—				
	1956	1957	1958	1959	1960
Receipts—					
Loans	271	327	339	653	1,190
Bank Overdraft (Increase)	595	742	182	101	..
Owners' Contributions ..	2,138	2,622	2,662	2,757	3,676
Other	71	91	52	136	278
Total	3,075	3,782	3,235	3,647	5,144
Expenditure—					
Works	2,913	3,276	2,618	2,763	3,618
Bank Overdraft (Decrease)	..	..	..	..	240
Debt Charges—					
Redemption of Loans ..	104	125	150	180	242
Interest on Loans ..	62	77	85	100	140
Interest on Overdraft ..	56	89	98	77	80
Other.. .. .	2	7	2	6	5
Other	45	134	149	226	270
Total	3,182	3,708	3,102	3,352	4,595

* Figures for 1956 to 1959 inclusive have been revised.

Length of Roads and Streets

The following table shows the estimated length of all roads and streets in the State in the year 1960. The mileage of State highways, Tourists' roads and Forest roads, was supplied by the Country Roads Board, and the mileage of other roads and streets has been compiled from information furnished by all municipal authorities.

VICTORIA—LENGTH OF ALL ROADS AND STREETS AT
30TH SEPTEMBER, 1960
(Miles)

Type of Road or Street	State Highways	Tourists' Roads	Forest Roads	Other Roads and Streets	Total
Wood or stone .. .. .	..	..	..	80	80
Portland cement concrete ..	..	..	..	132	132
Asphaltic concrete and sheet asphalt	7	..	..	506	513
Tar or bitumen surface seal over tar or bitumen penetrated or water-bound pavements	3,372	171	87	15,071	18,701
Water-bound macadam, gravel, sand, and hard loam pavements ..	465	245	289	31,393	32,392
Formed, but not otherwise paved	..	1	2	23,440	23,443
Surveyed roads (not formed) which are used for general traffic ..	1	..	..	26,189	26,190
Total	3,845	417	378	96,811	101,451

*Semi-Governmental Authorities****Country Roads Board***Introduction*

The Board was constituted under the *Country Roads Act 1912* (now incorporated in the *Country Roads Act 1958*). Thus, early in the motor vehicle era, a new and timely basis was established for the systematic construction and maintenance of the most important elements of the road network of the State.

Responsibilities of Board

The principal functions of the Board are to determine what roads shall be main roads, State highways, tourists' roads, forest roads, and by-pass roads; to enquire into the nature and extent of the State's resources in road-making material and the most effective methods of road construction and maintenance; to recommend deviations in existing roads or the construction of new roads in order to facilitate communication and improve the conditions of traffic; to record and make available the results of surveys and investigations; and to purchase land, machinery, tools, and materials that may be required to fulfil its purposes.

The Board is responsible for the full cost of all construction and maintenance works on roads which it declares to be State highways, by-pass roads, tourists' roads or forest roads. Municipalities generally maintain, construct, and reconstruct main roads to standards approved by the Board and the Board bears at least two-thirds of the cost of maintenance expenditure on main roads. Where loan money is used for construction or reconstruction of main roads, the councils are liable for repayment of half of the interest and sinking fund charges.

Sources of Funds

Available to the Country Roads Board for works on declared roads is the Country Roads Board Fund, into which receipts are paid from motor registration fees less cost of collection, half the receipts from drivers' licence fees less half cost of collection, two-thirds of the additional registration fee (transfer fee) less cost of collection, and fees and fines under the Motor Car Act. Proceeds of the Ton Mile Tax under the *Commercial Goods Vehicles Act 1958*, are paid into a special "Roads Maintenance Account" in the Country Roads Board Fund. Funds from this special account may be used on any roads, but only for maintenance work.

The Board is also entrusted with the expenditure of road funds available under the Commonwealth Aid Roads Act. For many years, Commonwealth Aid was directly proportional to the usage of motor fuels, but the most recent Act in 1959 departed from this basis and provided fixed sums in each of five years to be paid from Commonwealth Consolidated Revenue. The Commonwealth, in 1959-60, distributed a total of £42 mill. and, in 1960-61, £46 mill. Tasmania receives 5 per cent., and the share of other States of the remainder is based on a formula giving equal weight to area, population, and number of registered motor vehicles. This results in Victoria receiving

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

just under 20 per cent. of the total distribution. Of the amount available to Victoria, approximately £200,000 is used by the Public Works Department for works connected with transport, and the balance is available to the Board and is used partly for main roads and other classified roads and partly for works on unclassified roads. Forty per cent. of the funds made available to the State must be expended on rural roads other than State highways and main roads. Unclassified roads are a municipal responsibility but the Board, as far as the Commonwealth funds will allow, assists the councils with works on such roads and, in fact, both for maintenance and construction this assistance is extensive.

Classified Roads

State highways connect Melbourne with the capital cities of neighbouring States, with provincial centres throughout Victoria, and connect the various provincial centres with each other. In addition to considerable volumes of local traffic in the vicinity of important cities and townships, they carry the long distance road traffic and serve as the main traffic arteries. They are generally of two-lane construction but, with increasing traffic, many sections are being gradually duplicated.

In 1958, the Country Roads Act provided for the creation of "by-pass roads" having no access from adjoining properties and completely insulated from cross traffic. A "by-pass road" is thus the statutory term for defining a "freeway". The freedom from lateral interference conferred on through traffic results in a high traffic-carrying capacity per lane when compared with a normal type of highway. For high traffic volumes, four or more lanes are provided, traffic in the two directions being separated by a median strip. Such facilities are normally more costly because of the necessity to carry minor roads over the "freeway", to provide alternative access for some properties, and to build overpasses and associated ramps at intersections. However, considering the volumes of traffic in question, and allowing for reduction of accidents and the saving in cost of delays to commercial vehicles caused by stopping and starting at ordinary intersections, the cost of transport per vehicle mile is greatly reduced on a by-pass road. A direct route may thus be provided between large centres of population without traversing the streets of smaller townships which may be conveniently by-passed. This may be a very real benefit to such a township since its main street is not cluttered up with "through" traffic. Local traders in the town are protected as no business premises are permitted along the by-pass road, and if travellers desire to make purchases during their journey, the alternative route through the town is available to them. A notable example is the Maltby by-pass road, 6½ miles long, recently opened to traffic between Melbourne and Geelong, and by-passing the main street of Werribee.

Tourists' roads serve tourists' resorts and generally pass through areas from which the local councils obtain little or no rate revenue. Mountain and coastal scenic areas are served in most cases and, in winter, alpine sections are kept open to serve snow resorts.

Forest roads are roads in the vicinity of forest areas or otherwise inaccessible areas from which the local councils receive little or no rate revenue.

Main roads in urban areas provide for some of the main traffic streams apart from those routes declared as State highways. In rural areas, main roads connect areas of production with townships and provide links between townships. In each case, progressive improvements are being undertaken as well as regular maintenance.

At 30th June, 1961, the mileage of declared roads and the mileages with bituminous surface were as follows :—

**VICTORIA—MILEAGE OF DECLARED ROADS AT
30TH JUNE, 1961**

Classification	Mileage	Mileage Sealed
State Highways	4,502	4,033
By-pass Roads	9	9
Tourists' Roads	426	202
Forest Roads	463	144
Main Roads	9,111	6,624
Total	14,511	11,012

In order to facilitate its own direct work and to ensure technical and administrative co-operation with municipal councils, the Board has established divisional offices, depots, and workshops at Bairnsdale, Ballarat, Benalla, Bendigo, Geelong, Horsham, Traralgon, and Warrnambool. Two divisions (Dandenong and Metropolitan) are located at the Head Office at Kew, and utilize the workshop services of the central depot at Syndal.

Receipts and Expenditure

Receipts and expenditure, covering the operations of the Board for each of the years 1956-57 to 1960-61, were as follows :—

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

Particulars	Year Ended 30th June—				
	1957	1958	1959	1960	1961
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)	6,420	8,233	8,625	9,394	9,578
Municipalities Repayments—Permanent Works and Maintenance—Main Roads	530	560	686	724	789
Commonwealth Aid Roads Acts	5,247	6,159	6,871	8,461	8,984
Proceeds from Commercial Goods Vehicles Act	1,315	1,529	1,873	2,117	2,254
State Loan Funds	405	403	76	160	283
Commonwealth-State Agreement—Flood Restoration	237	460	53	5	1
Other Receipts	28	37	31	44	50
Total	14,182	17,381	18,215	20,905	21,939

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

Particulars	Year Ended 30th June—				
	1957	1958	1959	1960	1961
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	10,983	14,726	15,021	17,220	19,089
Traffic Line Marking and Traffic Lights	28	37	35	38	45
Plant Purchases	621	1,053	713	1,028	708
Interest and Sinking Fund Payments	807	831	862	875	888
Payment to Tourist Fund	76	109	145	152	188
General Expenditure	1,340*	824	970	1,636†	1,662‡
Total	13,855	17,580	17,746	20,949	22,580

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

† Includes £452,000 expenditure on Kew office.

‡ Includes £528,000 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 1956–57 to 1960–61 :—

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

Particulars	Year Ended 30th June—				
	1957	1958	1959	1960	1961
State Highways—					
Construction	172	2,984	3,484	3,735	4,627
Maintenance and Reconditioning	3,907	2,005	1,873	2,117	2,254
By-Pass Roads .. .. .	..	..	29	267	1,097
Main Roads—					
Permanent Works	325	4,243	4,357	4,991	4,752
Maintenance and Reconditioning	3,596	1,186	1,179	1,268	1,167
Unclassified Roads—					
Construction and Maintenance	2,509	3,615	3,371	3,974	4,228
Tourists' Roads—Construction and Maintenance	285	458	454	551	600
Forest Roads—Construction and Maintenance	116	128	191	192	275
River Murray Bridges and Punts—Maintenance	73	107	83	125	89
Total Expenditure	10,983	14,726	15,021	17,220	19,089

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 31st December, 1961, are listed in the following table :—

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 (150)	
Local Governing Bodies—	
Ballarat Water Commissioners	
Municipal Councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Clunes Borough	
Creswick Shire	
Korong Shire	
Stawell Town	
Talbot Shire	
Warrnambool City	
Werribee Shire	
Walpeup 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 496 to 503. 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

Introduction

The Board was constituted by Act of Parliament in 1890 and took up its duties on the 18th March, 1891. The original functions of the Board were to take over, control, and manage the existing metropolitan water supply system and to provide the metropolis with an efficient sewerage system. In 1922, it was given responsibility for the disposal of nightsoil from unsewered properties within the same area.

In 1923, the Board was empowered to deal with main drains and main drainage works and to control and manage the rivers, creeks, and watercourses within the Metropolis. The Board, in 1949, was entrusted with the task of preparing a planning scheme for the Melbourne

Metropolitan Area for the approval of the Governor in Council and, by legislation passed in 1954, it became a permanent planning authority.

In 1956, the Board was made the authority for metropolitan highways, bridges, parks, and foreshores, while under the *Road Traffic Act 1956*, it was required to appoint to the Traffic Commission an officer experienced in traffic engineering.

The Board consists of 51 commissioners and a chairman. Each commissioner is appointed by, and must be a member of, one of the municipal councils or groups of councils entitled to representation. Members cannot sit longer than three years without re-election. The chairman, however, is appointed by the Board for a four-year term.

Area under the Control of the Board

The area under the Board's control has been expanded in stages. The Board is now responsible for water supply, sewerage, drainage, and river improvements over an area of 460 square miles. To this must be added a further 20 square miles in which the Board is responsible for water supply only. Its town planning commitment extends over 688 square miles.

Water Supply System

On the 30th June, 1961, Melbourne's water supply system consisted of six storage reservoirs (Yan Yean, Toorourrong, Maroondah, O'Shannassy, Silvan, and Upper Yarra), with an available storage capacity of 65,452 mill. gall., 36 service reservoirs and elevated tanks with a total capacity of 329.6 mill. gall., and 5,245 miles of aqueducts, mains, and reticulation.

Cost of Water Supply System

The cost of capital works in respect of the water supply system under the control of the Board is shown in the following table for each of the years 1956-57 to 1960-61, together with the total expenditure (less depreciation) to 30th June, 1961 :—

VICTORIA—CAPITAL OUTLAY ON WATERWORKS (Melbourne and Metropolitan Board of Works Area Only) (£'000)

Particulars	During Year Ended 30th June—					Total Cost to 30th June, 1961
	1957	1958	1959	1960	1961	
Yan Yean System ..	7	3	*	88	85	868
Maroondah System ..	1	26	*	7	1	1,762
O'Shannassy, Upper Yarra and Silvan System ..	2,478	543	232	52	14	20,976
Service Reservoirs ..	14	346	331	189	236	1,810
Large Mains ..	1,148	2,077	2,398	1,932	1,643	14,669
Reticulation ..	449	777	1,429	1,019	1,211	11,553
Afforestation ..	5	9	5	4	10	265
Investigations, Future Works ..	4	2	5	5	5	35
Total Outlay	4,106	3,783	4,400	3,296	3,205	51,938

* Less than £500.

Output of Water

The total output of water from the various sources of supply for each of the years 1956-57 to 1960-61 was as follows:—

VICTORIA—OUTPUT OF WATER
(Melbourne and Metropolitan Board of Works Area Only)
(’000 Gall.)

Particulars	Year Ended 30th June—				
	1957	1958	1959	1960	1961
Yan Yean Reservoir ..	6,807,500	5,865,600	3,347,400	4,041,100	5,260,200
Maroondah Reservoir	16,713,400	15,408,400	15,392,300	14,783,100	16,032,200
O’Shannassy River, Upper Yarra, and Silvan Reservoirs ..	20,224,800	25,740,300	30,149,000	34,377,600	34,495,400
Total Output ..	43,745,700	47,014,300	48,888,700	53,201,800	55,787,800

Consumption of Water

During the year ended 30th June, 1961, the maximum consumption of water in Melbourne and suburbs on any one day was 340·9 mill. gall. on 23rd January, 1961 (the highest on record to this date), and the minimum consumption was 84 mill. gall. on 18th September, 1960.

The following table shows, for each of the years 1956-57 to 1960-61, 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:—

**VICTORIA—WATER CONSUMPTION IN MELBOURNE AND
SUBURBS**

(Melbourne and Metropolitan Board of Works Area Only)

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.
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
1960-61	510,078	395,109	55,822	152·94	83·30

Sewerage System

There are now three separate systems collecting, purifying, and disposing of sewage from the Melbourne Metropolitan Area. These are the Werribee, South Eastern, and Kew systems.

Werribee is the principal system and serves approximately 98 per cent. of the sewered area of the Metropolis. All sewage collected by this system flows by gravitation through two main sewers to a pumping station at Spotswood.

The North Yarra main sewer, as the name implies, serves the area north of the river, whilst the Hobson's Bay main sewer serves the area south of the river. These main sewers terminate at the pumping station 37 feet and 45 feet respectively, below the low-water level of the bay.

At the pumping station, the sewage is screened and then nine electrically-driven centrifugal pumps lift it 108 feet through three rising mains to a point $2\frac{1}{2}$ miles away at Brooklyn (see pages 416–417). From there, it gravitates 16 miles along the main outfall sewer to the Board's Farm just beyond Werribee, where it is purified by either land filtration, grass filtration, or lagooning.

The effluents resulting from these methods of purification comply with the prescribed standards set out in the Stream Pollution Regulations of the Department of Health and are finally discharged into Port Phillip Bay.

The South Eastern system disposes of the sewage from Mordialloc, Mentone, Parkdale, and Cheltenham, which for economic reasons could not be brought into the Werribee system.

The treatment process established at Braeside for this system is biological, and involves sedimentation of the sewage and subsequent slow filtration through a bed of broken stone from which a clear effluent emerges. The effluent is then stored in large lagoons where it undergoes final purification before being absorbed by the soil.

The Kew system serves an area of 112 acres at Kew which could not be economically connected to the Werribee system. The treatment process is similar to that at Braeside.

Cost of the Sewerage System

The cost of sewerage works during each of the years 1956–57 to 1960–61, and the total cost (less depreciation) to 30th June, 1961, are shown in the following table:—

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

Particulars	During Year Ended 30th June—					Total Cost to 30th June, 1961
	1957	1958	1959	1960	1961	
Farm Purchase and Preparation ..	191	216	209	195	159	3,995
Treatment Works ..	72	68	23	20	48	479
Outfall Sewers and Rising Mains ..	16	39	136	56	138	924
Pumping Stations, Buildings, and Plant ..	29	23	334	1,606	1,078	3,454
Main and Branch Sewers	286	648	1,367	1,382	1,667	9,375
Reticulation Sewers ..	1,220	1,249	1,482	1,887	1,414	22,270
Cost of House Connexions Chargeable to Capital	..	..	Cr. 274	..	..	397
Sanitary Depots ..	24	36	75	115	68	387
Investigations ..	Cr. 14	10	11	11	10	130
Total Outlay ..	1,824	2,289	3,363	5,272	4,582	41,411

Metropolitan Sewerage Farm

Statistical data for the year ended 30th June, 1961, are as follows :—

Total area of farm	..	..	..	26,811 acres
Area used for sewage disposal	..	..	..	15,859 acres
Average rainfall over 66 years	..	..	..	18·83 inches
Net cost of sewage purification per head of population served	..	..	..	4s. 10d.
Profit on cattle and sheep	..	..	..	£213,845

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 1960–61, working expenses were £72,410 and interest £16,511, making a total of £88,921. Revenue was £15,765, leaving a deficiency of £73,156.

Brooklyn Pumping Station and Trunk Sewer

For some years, the Spotswood Pumping Station which pumps the sewage to the main outfall sewer at Brooklyn through three mains with a total capacity of 135 mill. gall. a day, has been inadequate in wet weather. It has also been found that both internal and external corrosion of the mains was so serious that the end of their useful life was in sight. The situation is now being met by the Sewerage Amplification Scheme which was commenced in 1955 and is being implemented in stages.

The first stage of the Scheme requires the construction of a new deep gravity sewer between the present collecting point at Spotswood Pumping Station, and a new pumping station at Miller's-road, Brooklyn. Sewage will be lifted vertically to the main outfall sewer by the new pumping station which consists essentially of five concrete-lined wells (See photographic section "Life in Victoria Today"). Two of the wells will contain four pumping units each; another two wells will house screens to prevent heavy debris from entering the pumps; and the fifth well will house two control gates by which sewage from the trunk sewer may be directed to either or both pump wells or may be stopped from entering the pumping station conduits in an emergency.

With a capacity of 42 mill. gall. per day each, the four pumps in a single well will adequately cope with normal maximum flows in dry weather. In wet weather, a further two pumps will be brought into operation. With six of the eight pumps in operation, the station would be working to maximum capacity, since one pump would be required as a stand-by, and it must be assumed that another will be out of operation for regular maintenance or overhaul.

Contracts have been let for the construction of the Brooklyn Trunk Sewer and Pumping Station and for the supply of pumping plant and other equipment. The total cost of the work, including the superstructure, amounts to approximately £6½ mill., and is scheduled for completion in 1963.

Despite its immensity, the whole station will be operated by one man in the control room, just below the surface.

Stormwater Drains

Since 1924, the Board has been empowered by Act of Parliament to deal with main drains and main drainage works. Before that date, main drainage problems were the responsibility of individual municipal councils.

The Board has now taken over and maintains many miles of drains previously constructed by councils. It is also the constructing authority for further works to dispose of stormwater drainage from catchments exceeding 150 acres in area.

River Improvements

The Board is responsible for metropolitan rivers, creeks, and watercourses except for certain parts under the jurisdiction of other public authorities. It works to keep all streams free from pollution, to dredge them for floor control, to provide free safe passage for small boats and pleasure craft, to maintain the banks, and prevent erosion.

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30th June, 1961, was £8,911,526. The length of main drains under the control of the Board at 30th June, 1961, was 193 miles.

Assessed Value of Property

The net annual value of property in 1960-61 for the purpose of the Board's rating was as follows :—

For Water Rate	..	..	..	£84,112,717
For Sewerage Rate	..	..	..	£64,775,386
For Drainage Rate	..	..	..	£78,273,526
For Improvement Rate	..	..	..	£82,791,924

Capital Works

Capital works are financed mainly from moneys which the Board is given approval to borrow after the annual meeting of the Australian Loan Council has considered the projected loan programmes of semi-governmental authorities throughout Australia. All money borrowed is charged and secured upon the Board's revenues.

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 £94,799,845 at 30th June, 1961. The Board was, at that date, empowered to borrow a further £22,590,089 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 1956-57 to 1960-61 :—

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

Particulars	1956-57	1957-58	1958-59	1959-60	1960-61
REVENUE					
Water Supply—					
Water Rates and Charges (Including Revenue from Water Supplied by Measure)	2,729	3,038	3,273	3,757	4,106
Sewerage—					
Sewerage Rates	2,662	2,983	3,275	3,546	3,842
Trade Waste Charges	190	198	212	214	231
Sanitary Charges	47	51	54	55	82
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, &c. ..	13	11	18	15	11
Balance, Live Stock Account	148	168	169	259	214
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	443	504	554	608	662
River Water Charges	9	10	10	10	10
Total	6,241	6,963	7,565	8,464	9,158
EXPENDITURE					
Water Supply—					
Management and Incidental Expenses	482	480	502	537	578
Maintenance	713	722	841	907	966
Sewerage—					
Management and Incidental Expenses	441	434	466	513	559
Maintenance	477	506	529	565	591
Metropolitan Farm—					
Administrative Expenses	15	15	17	23	28
Maintenance	297	302	321	369	336
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	40	43	38	41	34
Maintenance	61	59	57	63	66
Main Drainage Works	221	252	277	304	331
Pensions and Allowances	53	72	75	79	108
Loan Flotation Expenses	53	80	68	154	114
Interest (Including Exchange)	2,761	3,137	3,607	4,221	4,725

* Excluding Metropolitan Improvement Fund.

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

Particulars	1956-57	1957-58	1958-59	1959-60	1960-61
Contribution to—					
Sinking Fund	149	171	403	527	388
Loans Redeemed Reserve .. .. .	..	..	..	..	143
Renewals Fund	139	136	143	181	192
Superannuation Account	58	62	61	70	74
Depreciation	7	11	20	22	27
Municipalities	17	17	17	17	17
Exchange Reserve	90	150	74	..	..
Rates Equalization Reserve	150	95	40	(Cr) 63	(Cr) 119
Insurance Account .. .. .	..	200	..	..	..
Total	6,224	6,944	7,556	8,530	9,158
Net Surplus (+) or Deficiency (—) ..	17	19	9	(—) 66	..
Capital Outlay at 30th June—					
Water Supply	37,254	41,037	45,437	48,733	51,938
Sewerage	25,905	28,194	31,556	36,829	41,411
Drainage and River Improvement Works	5,850	6,843	7,772	8,454	8,912

*Excluding Metropolitan Improvement Fund.

Town Planning

The purpose of the Planning Scheme prepared by the Board is to guide and co-ordinate the future development of the Melbourne Metropolitan Area in the best interests of the community. The scheme controls the use of land by classifying it into zones and reserved lands. It has been prepared in the form of 163 maps and an ordinance.

The maps show in distinctive colours and notations the various zones and reserved lands in sufficient detail for the effect on individual properties to be ascertained. The ordinance sets out the rules governing the use of land in such zones and reservations.

Since 1st March, 1955, the development of the Melbourne Metropolitan Area has been controlled under an Interim Development Order in accordance with the Planning Scheme.

The planning scheme has been drawn up to provide for a population of 2,250,000 people, a figure which was not expected to be reached until the turn of the century.

However, over the past few years, the rapidly accelerating growth of population, together with the development of new activities and ideas both here and abroad, will bring about the need for modification of the scheme from time to time. This can be done by

amending planning schemes. One such amending scheme to increase the potential population capacity of the Metropolitan Area by 250,000 people has been completed.

Thus the Planning Scheme, whilst controlling Melbourne's development, is flexible enough to enable alterations to be made to meet the changing needs of the community.

Further Reference

A full account of this scheme is given on pages 407 to 410 of the Victorian Year Book 1962.

Highways and Bridges

A complete network of freeways and highways designed to meet the needs of the Melbourne Metropolitan Area for the next 20–30 years is one of the major provisions of the Planning Scheme.

The Board was made a responsible authority for metropolitan highways and bridges because Parliament recognized the vital importance of integrating such construction works with planning.

The most costly traffic delays occur within the central area, and new freeways and the major reconstruction of some existing roads, together with new overpasses and bridges, constitute the most pressing need.

Comprehensive studies to determine construction priorities have been made and a £20 mill. programme, which forms the first and urgent part of the new network, has been drawn up. This programme is in progress and projects have been completed at High-street, Kew, and Hanna and Roy streets (re-named King's Way), South Melbourne.

Construction of the first stage of the South-Eastern Freeway between Batman-avenue, Melbourne, and Loyola-grove, Richmond, has been completed and other projects are in the course of investigation and design.

Foreshores

The Board is responsible for the protection and improvement of 49 miles of the foreshore of Port Phillip Bay, from near the Point Cook aerodrome on the western side of the Bay to Canadian Bay in the east.

Works have been carried out at a number of places to arrest erosion, and other protective works will be carried out from time to time as the need arises.

Parklands

Because large areas are reserved in the Planning Scheme for parklands, the Board may, with the consent of local councils, acquire and develop such lands as parks, gardens, and playing fields.

Water Supply and Sewerage in Country Towns

Water Supply

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 which controlled rural water supply prior to 1906. 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 208,000 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 is served by local authorities taking a bulk supply from the Commission.

Local authorities controlling town water supplies now number 167 and serve 187 cities and towns with a combined population of 540,000. As the Commission serves only about 208,000 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 60 per cent. in the same period.

In addition to their functions as water supply authorities, three local authorities are also responsible for sewerage systems. A brief description of each of these authorities is given below.

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 £420,000 for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30th June, 1961 was—water supply, £4,293,190; sewerage, £1,988,368; and sewerage installation, £395,159 of which £89,690 was outstanding. The revenue for the year ended 30th June, 1961, was £423,446 on account of waterworks and £206,251 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, 1961, the amount so appropriated was £450,113 and of this sum £260,735 had been used to redeem loans which have matured from time to time.

At the 30th June, 1961, the population supplied was estimated by the Trust at 98,650, the number of buildings within the drainage area was 23,552, and the number of buildings within sewered areas was 20,606.

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 £1 mill.

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.

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 234.78 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.

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, is 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 10 miles, by a pipe-line 60 inches in diameter.

The capital cost of construction of waterworks was £3,642,479 to the 30th June, 1961. The liabilities amounted to £4,020,129 at 30th June, 1961, including loans, due to the Government, totalling £3,915,059. The income for the year 1960-61 was £128,121, and expenditure during the year amounted to £107,946, including interest charges amounting to £36,832. Redemption payments to 30th June, 1961, amounted to £53,206.

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, 1961, totalled 3,076 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, 1961, was £2,342,931.

The scheme is financed by Government loan, the liabilities on account of loans at the 30th June, 1961, amounting to £2,482,557. Income during 1960-61 amounted to £109,693 and expenditure, which included £53,623 interest on loans, amounted to £122,533. Redemption payments to 30th June, 1961, amounted to £80,419.

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 Buninyong Waterworks Trust, which is responsible for a reticulated supply to the township of Buninyong. The total estimated population supplied is 58,000. The works comprise seven reservoirs, which have a total storage capacity of 5,606 mill. gall. The catchment area is 24,182 acres. The Commissioners supply water to 19,872 ratepaying tenements, of which 12,483 are connected to the sewers.

For the year 1961, the total consumption was 2,090 mill. gall. including 202 mill. gall. supplied to Lake Wendouree, on which important rowing and other aquatic sports are held.

The average per capita consumption for the year 1961 was 98·8 gall. per day. Approximately 83 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, 1961, the capital cost of construction was £2,641,780, and loans outstanding (including private loans) were £1,577,031. During 1961, revenue amounted to £173,925, and expenditure to £173,762.

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, 1961, there were 17,982 assessments in the sewerage district, and 14,454 in declared sewerage areas, where 12,483 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, 1961, amounted to £1,261,787; redemption payments at that date totalled £314,787. Revenue during 1961 amounted to £132,910, and expenditure, which included £74,912 on interest and redemption, was £126,808. During 1961, 208 contracts were completed under the Deferred Payments System, the amount outstanding at 31st December being £77,829.

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.

Country Sewerage Authorities

With the exception of sewerage systems operated by the State Electricity Commission and the Eildon Sewerage District (under the direct administration of the State Rivers and Water Supply Commission), country sewerage works are controlled by local authorities. These local sewerage authorities operate under the direct supervision

of the State Rivers and Water Supply Commission in a similar manner to the local water supply authorities. Of the 67 local sewerage authorities which have been constituted (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), 38 authorities have systems in operation. A further eleven authorities have systems under construction, but are not yet operating.

In the following table, particulars are shown in respect of all country sewerage systems which are in operation, or in course of construction (with the exception of those controlled by the State Electricity Commission), for each of the years 1956 to 1960 :—

**VICTORIA—COUNTRY SEWERAGE AUTHORITIES :
POPULATION SERVED, PROPERTIES CONNECTED,
INCOME, EXPENDITURE, ETC.**

Particulars	1956	1957	1958	1959	1960
No. of Systems in Operation ..	33	36	38	38	39
No. of Systems under Construction	4	4	3	7	11
Estimated Population Served (At End of Year)	305,605	323,008	339,609	354,756	369,951
No. of Properties Connected to Sewers (At End of Year) ..	78,438	84,031	89,574	94,747	100,397
	£'000				
Income—					
Rates	626	726	818	916	1,036
Other	147	169	295	344	434
Total	773	895	1,113	1,260	1,470
Expenditure—					
Working Expenses	315	355	402	465	538
Other	463	548	698	789	855
Total	778	903	1,100	1,254	1,393
Loan Account—					
Receipts	1,311	2,012	1,597	2,175	2,839
Expenditure	1,422	2,224	1,569	1,797	2,376
Loan Liability (At End of Year) ..	6,072	7,942	9,171	11,008	13,637

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 1960–61, contributions by municipalities were equivalent to 1·68d. in the £1 of the annual value of property amounting to £76,909,840, while fire insurance companies contributed at a rate of £15 19s. 2d. for every £100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1959 amounted to £6,752,425.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1956-57 to 1960-61 are as follows :—

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

Particulars	1956-57	1957-58	1958-59	1959-60	1960-61
REVENUE					
Contributions—					
Municipal	394	345	447	486	539
Insurance Companies	787	689	893	972	1,078
Receipts for Services	122	141	139	141	193
Interest and Sundries	118	120	131	198	118
Total	1,421	1,295	1,610	1,797	1,928
EXPENDITURE					
Salaries	806	870	963	1,076	1,133
Administrative Charges, &c.	231	301	281	340	245
Partially-paid Firemen and Special Service Staff Allowances	84	85	88	94	105
Plant—Purchase and Repairs	102	120	127	147	141
Interest	3	4	8	12	15
Repayment of Loans	9	8	8	10	9
Superannuation Fund	32	35	39	59	72
Motor Replacement Reserve	13	14	15	20	22
Pay-roll Tax	24	26	28	31	33
Miscellaneous	6	6	5	7	10
Total	1,310	1,469	1,562	1,796	1,785
Net Surplus (+) or Deficit (—)	(+111)	(—)174	(+48)	(+1)	(+143)
Loan Indebtedness (At 30th June)	93	119	191	271	322

The following table shows particulars of the number of fire stations operated by the Metropolitan Fire Brigades and the number of staff employed at 30th June in each of the years 1957 to 1961 :—

**VICTORIA—METROPOLITAN FIRE BRIGADES BOARD :
NUMBER OF FIRE STATIONS AND STAFF EMPLOYED**

Particulars	At 30th June—				
	1957	1958	1959	1960	1961
Fire Stations	42	43	44	44	45
Staff Employed*—					
Fire Fighting	773	824	824	883	924
Special Service and Partially Paid Firemen	87	93	93	93	103

* Excluding clerical staff.

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

The history of the development of Victoria from its earliest times is threaded with the recurring disasters of widespread bushfires. By 1928, there were 106 brigades in Victoria when the Bush Fire Brigades Association was formed to secure necessary powers for the effective prevention and extinction of bushfires. The Bush Fire Brigades Act was passed in 1933, establishing the Bush Fire Brigades Committee with which the brigades could now be registered.

In the towns of Victoria, the fire service had its beginnings in the "Bucket Brigades" of the early 1850's. The first organized fire brigades were Geelong and Sandhurst No. 1 (Bendigo) in 1854 and Ballarat in 1856, all formed at public meetings. Brigades had to rely mainly on their own efforts until the establishment of the two boards (metropolitan and country) in 1890, when the Government, municipalities, and insurance companies were named as contributors.

In April, 1945, the Country Fire Authority took complete control of fire-fighting and fire prevention in the country area of Victoria and the Country Fire Brigades Board and the Bush Fire Brigades Committee ceased to exist.

At the inception of the Authority, there were 185 urban fire brigades and 727 rural fire brigades. The registered members of rural fire brigades numbered 35,000 volunteers, and equipment was estimated to be worth £100,000. Today, there are 206 urban fire brigades with 5,631 members (including 101 on extended leave) comprising 3,856 active and 1,775 reserve volunteers. Rural brigades now number 1,035 with 97,090 volunteer members.

During the seventeen years the Authority has been in existence, the fire services in the three larger provincial Cities of Ballarat, Bendigo, and Geelong have been placed under permanent officer control and the staff of permanent firemen has increased considerably. Because of the population increase in places where the demands on the volunteer service began to press too heavily, permanent officers have been appointed in charge of volunteer brigades. There are now 37 permanent fire officers and 53 firemen in the Authority service with permanent officers at Dandenong, Springvale, Morwell, North Geelong, Frankston, Doveton, Mildura, Warrnambool, and Shepparton. Permanent Regional Officers administer 21 Fire Control Regions with rural fire districts.

As from October, 1950, the municipalities were relieved of their contributions, their one-third being provided from the Municipalities Assistance Fund. From January, 1954, the Government ceased to

contribute, the responsibility for its one-third being transferred to the insurance companies. Whereas the Government, municipalities, and insurance companies each provided one-third of the Authority revenue when it was created in 1944, in 1962 the insurance companies contribute two-thirds of the revenue, the remaining one-third being provided from the Municipalities Assistance Fund. Annual expenditure has grown from £75,688 in the first year to £555,721 in 1961.

Since its inception, the Authority has raised 34 loans, representing a total of £1,099,000, which has been used for the provision of buildings and equipment. In August, 1951, the limit of borrowing was raised from £200,000 to £500,000, and was further increased to £1,000,000 in October, 1955.

In December, 1959, statutory provision was made for the formation of groups of rural fire brigades, and, after the gazettal of regulations in November, 1960, the first groups were formed, there being 59 by the end of 1961.

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority, for each of the years 1956-57 to 1960-61, 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	1956-57	1957-58	1958-59	1959-60	1960-61
REVENUE					
Statutory Contributions—					
State Government ..	142	166	175	182	201
Insurance Companies ..	285	333	351	365	402
Other	28	26	26	23	23
Total	455	525	552	570	626
EXPENDITURE					
Salaries and Wages ..	163	172	187	208	230
Depreciation	18	23	25	28	30
Insurance	12	19	18	21	18
Interest	29	31	32	34	36
Maintenance	88	95	89	91	78
Motor Replacement Fund ..	36	40	44	49	54
Other	81	92	94	95	109
Total	427	472	489	526	555
Net Surplus	28	53	63	44	71
Loan Expenditure	134	70	111	131	93
Loan Indebtedness (At 30th June)	628	673	686	691	719

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

Particulars	At 30th June—				
	1957	1958	1959	1960	1961
Fire Brigades—					
Urban	200	203	203	205	206
Rural	1,026	1,028	1,033	1,031	1,035
Personnel—					
Professional	95	97	102	109	109
Volunteer	95,678	98,307	99,477	100,865	102,620
Motor Vehicles—					
Transport	42	43	44	45	46
Fire Service	765	804	819	833	859

Further References

An outline of the 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 1955–56 to 1959–60, 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—				
	1956	1957	1958	1959	1960
LOCAL GOVERNMENT					
Due to Government	76	131	113	420	295
Due to Public Creditor	3,304	4,402	5,266	5,160	7,000
Total Local Government	3,380	4,533	5,379	5,580	7,295
SEMI-GOVERNMENTAL, &c.					
Due to Government*	14,282	15,182	12,161	13,999	10,932
Due to Public Creditor	31,645	38,948	36,357	36,010	45,450
Total Semi-Governmental, &c.	45,927	54,130	48,518	50,009	56,382
ALL AUTHORITIES					
Due to Government	14,358	15,313	12,274	14,419	11,227
Due to Public Creditor	34,949	43,350	41,623	41,170	52,450
Total	49,307	58,663	53,897	55,589	63,677

* Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement :—£10,800,000 in 1955–56, £8,400,000 in 1956–57, £8,400,000 in 1957–58, £7,560,000 in 1958–59, and £7,560,000 in 1959–60.

State Development and Regional Planning

A full statement on this subject is contained on pages 419 to 424 of the Victorian Year Book 1962.