

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, 1963, to 30th June, 1964, the Shire of Knox was constituted by severance from the Shire of Fern Tree Gully on 16th November, 1963, and the Borough of Traralgon was declared a City as from 2nd April, 1964.

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 still be carried out at municipal level (and in some cases where appropriate, by other rating authorities), but an organization has been 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. 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.

Inspection of Scaffolding

Since 1922, councils of cities and towns have been responsible for supervision of scaffolding erected to support workmen engaged in the construction of buildings or carrying out other works, and they 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. This new legislation came into operation on 1st October, 1962, and has effect throughout the whole of Victoria. 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.

Municipalities

General Description

At 30th June, 1964, Victoria was divided, for local government purposes, into 209 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 209 municipalities comprised :—

Cities	..	..	..	53
Towns	..	..	..	5
Boroughs	..	..	..	12
Shires	..	..	..	139
				<hr/>
				209
				<hr/>

The only unincorporated areas of the State are French Island (65 square miles) in Westernport Bay, Lady Julia Percy Island (1·02 square miles) off Port Fairy, Bass Strait Islands (1·51 square miles), Gippsland Lakes (Part) (128 square miles), and Tower Hill Lake Reserve (2·28 square miles) adjacent to the Borough of 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 so 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 56 municipalities.

Officers

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

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 408). 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 418 to 424). 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. Seventeen councils operate waterworks under powers provided in the Local Government Act and, in addition, thirteen 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, 1964, only one borough and seventeen 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 in conjunction with the Housing Commission. The City of Prahran 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. (See also pages 358 to 362.)

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 ;
- (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 1962 municipal year, the combined turnover of these undertakings was approximately £18 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, with some exceptions, were 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, and will, in future, be required to make valuations at four instead of six-year intervals.

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, 1963, 159 were rating on net annual values and 49 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 annually to municipalities. It is the nominal equivalent of the amount collected in that year. For the year ended 30th June, 1963, the amount paid to municipalities from the Licensing Fund was

£56,416. (A statement of receipts and expenditure of the Licensing Fund appears on page 340.) 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 annually for a number of years, for various municipal works, and, after the Second World War, an amount of £100,000 was provided annually towards the cost of works of municipalities and other public bodies. In 1950, the Municipalities and Other Authorities Finances Act put this arrangement on a permanent basis.

Municipalities Assistance Fund

Under the *Municipalities and Other Authorities Finances Act 1950* (legislation which is now incorporated in part in the *Local Government Act 1958*), the amount of the annual fee for a motor driver's licence was increased from 5s. to 10s., and it was provided that the additional revenue, less the cost of collection, should be paid to the Municipalities Assistance Fund. Payments are made from the Fund, firstly, towards the cost of works of municipalities and other public bodies, and secondly, towards the annual cost of the Country Fire Authority, in order to relieve country municipalities of the contributions to that body which they were formerly required to make. The municipal works, usually subsidized from the Fund, are the establishment and improvement of recreation reserves (including toilet blocks, dressing sheds, and fencing), children's playgrounds, and public comfort stations. The amount which may be allocated by the Minister from the Fund, in any one financial year, for subsidies towards the cost of works of municipalities and other public bodies was originally fixed at £100,000. The *Local Government (Municipalities Assistance Fund) Act 1961* increased this to £200,000.

For the year ended 30th June, 1963, subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to £226,167, while, for the same period, the amount contributed to the Country Fire Authority was £244,608.

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, 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.

Investment of Municipal Funds in the Short-term Money Market

Since June, 1962, it has been lawful for any municipality to invest by deposit part of its municipal fund, or other moneys belonging to it, in the short-term money market.

The councils, however, may invest only with authorized dealers who have been so declared for the purpose under the provisions of section 38 of the *Companies Act* 1961. Through these dealers (at present nine in number) municipalities may invest at call, or for short-term, minimum amounts of £25,000.

Loans to this market are fully secured by Australian Government securities equal in market value to the amounts deposited. The Reserve Bank stands behind the dealers as a lender of last resort. Authorized dealers are thus at all times in a position to meet their obligations.

Investment in the short-term money market can be a useful source of additional revenue for councils. Frequently, municipalities have substantial loan funds idle for short periods, and at certain times of the year may accumulate substantial revenue credits on current account. These are likely sources of municipal investment in the short-term market.

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.

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 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 that age.

Important changes in the scheme, however, were provided for by the *Local Authorities Superannuation (Amendment) Act* 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.

Prior to 1962, the accounting period of the Board ended on the 30th June, whereas the premium and contribution year closed at the end of February. The Board has now adopted the year ending 28th February as its accounting period.

Under the new scheme a Local Authorities Benefit Contracts Account was established by the Board in 1961. Transactions in the Account for the year ended 28th February, 1963, are given in the following table :—

**VICTORIA—LOCAL AUTHORITIES SUPERANNUATION
BOARD : BENEFIT CONTRACTS ACCOUNT, 1ST
MARCH, 1962 TO 28TH FEBRUARY, 1963**

Particulars	Amount
	£
Premium and Investment Income	949,354
Proceeds of Surrendered Policies	318
Sundries	42
<i>Less</i> Contributions, Refunds, and Death and Withdrawal Benefits	186,541
,, Contributions to Management	23,892
Operating Surplus for Period 1st March, 1962 to 28th February, 1963	739,281
Accumulated Funds (at 28th February, 1963)	3,643,264

The accumulated funds at 28th February, 1963, consisted of investments in semi-governmental and local government loans and cash deposits.

HISTORY OF LOCAL GOVERNMENT ADMINISTRATION
Year Book 1961 (347-349).

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.

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, 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 1962–63) of £16·2 mill., rate income of £2·2 mill., other revenue of £7·9 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 population of 75,700 at 30th June, 1964, ranked only seventh amongst Metropolitan local government areas. 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 £388,000.

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.

A separate section on the market activities controlled or administered by the Council appears on pages 387–389.

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 or serve on more than three committees. The committees are the workshops 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.

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.

Administrative Organization

The work force is organized on a departmental basis, but no precise pattern of organization has emerged. Broadly, the departments are either organized by major process or by purpose, but, in some cases, a hybrid of these two forms has been brought about. There are eleven departments comprising the Town Clerk's, Electric Supply, City Engineer's, Parks and Gardens, City Treasurer's, City Architect's, Building Surveyor's, City Valuer's, Abattoirs and Cattle Markets, Market (fruit, vegetable and fish), and Health. The Town Clerk's Department handles liaison work which achieves the necessary co-ordination and integration both of the deliberative body as organized by committees and the administrative staff as organized by departments, and of the departments themselves. For the effective functioning of the committees and for purposes of staff review and control, departments are married to committees, but this does not mean the committee has exclusive access to the activities of that particular department. Obviously departments, particularly when organized by major activity, are there to provide service to any committee requiring it. This underlines the need for a general co-ordinating staff as exemplified by the Town Clerk's Department. At present the dovetailing of committees and departments is as follows :—

Public Works Committee	City Engineer's Department City Architect's Department
Health Committee	Health Department
Finance Committee	City Treasurer's Department City Valuer's Department
Electric Supply Committee	Electric Supply Department
General Purposes and Legislative Committee	Town Clerk's Department
Abattoirs and Markets Committee	Abattoirs and Cattle Markets Department Markets Department (fruit, vegetables, and fish)
Parks, Gardens, and Recreations Committee	Parks and Gardens Department
Building and Town Planning Committee	Building Surveyor's Department
Traffic and Parking Committee	} No specific links. Departmental services available as required.
Town Hall and Properties Committee	

Marketing Facilities

The Melbourne City Council's cattle, fruit and vegetable, and fish markets have been a major link in the supply of food for much of the Metropolitan Area and beyond since the latter half of the last century.

The three markets are under the control of two Superintendents, who are in turn responsible to the Council's Abattoirs and Markets Committee. One controls the cattle markets and abattoirs and the other the Queen Victoria and Fish Markets.

Newmarket

Sheep and lambs to the value of £20 mill. and cattle to the value of £14 mill. are sold annually at Newmarket which is the site of the busiest stock saleyards in Australia. In the year ended 30th September, 1963, yardings at the saleyards totalled 4,089,021 sheep and lambs and 319,515 cattle and calves (including bulls). Of the numbers shown, it is estimated that 80 per cent. of cattle and calves arrived by road transport and 20 per cent. by rail. With sheep and lambs, it is estimated 75 per cent. arrived by road transport and 25 per cent. by rail. When yarded, stock are subjected to ante-mortem inspection either under veterinary supervision or by a meat inspector qualified to carry out such inspection.

Much of the meat consumed in Melbourne is killed at the adjoining city abattoirs. At the 57-acres abattoirs site, 1,760,279 sheep and lambs and 134,577 cattle were slaughtered in the above period.

As a result of the State Government's decision against an early transfer of Newmarket's facilities to Derrimut, the City Council subsequently approved plans for a new stockbridge, unloading ramps and off-street transport parks at a total cost of more than £250,000. Planning behind the stockbridge above Racecourse-road and the new transport parks ensures that stock are under control at all times, risk of stampeding is abolished, and hold-ups to traffic are eliminated.

Queen Victoria Market

Situated within the City of Melbourne, the importance of this fruit and vegetable market reaches to all States in Australia. Official tallies of quantities sold are not kept by the Melbourne City Council as it is the administrator and not a selling authority. But it is conservatively estimated that at least 500,000 tons of fruit and vegetables worth £25 mill. are bought by 3,500,000 buyers at its wholesale and retail sections annually.

Trading is conducted on six days a week in the wholesale section and on four week-days in the retail market. Most produce arrives by road transport, with some interstate supplies from Queensland or Western Australia being brought in either by rail or air, according to market demands.

All produce is examined daily for signs of disease or packaging flaws by ten inspectors from the State Department of Agriculture. At least 10 per cent. of wholesale supplies are inspected rigidly. The wholesale market accommodates 888 growers' stands, 60 wholesale fruit stores, and 188 agent standing places.

Because of Melbourne's growth and the popularity of the 16-acre market, congestion has become an increasing problem. To permit expansion, the Council has reserved 56 acres of land at Footscray-road, West Melbourne, adjacent to the Fish Market, to provide for the eventual transfer of the wholesale market.

Fish Market

More than 5,000 tons of fish are sold annually at Melbourne's £400,000 fish market, which is the city's third market. The original market traded between 1865 and 1892 where Flinders-street railway station now stands. Removal of the second market near Spencer and Flinders-streets became necessary because of the erection of Kings Bridge.

Built on a reclaimed area about 2 miles west of the Town Hall, the present market opened on 21st September, 1959, and trading is carried on six days a week. Practically all fish sold arrives by road transport and comes from Victorian and interstate ports. Four times larger than its predecessor, the 9-acre fish market has paved parking space for 400 vehicles, a total floor area of 75,000 sq. ft., and rests on steel-cased concrete piles sunk to an average depth of 90 ft.

FURTHER REFERENCES

Year Book 1961 (359-362), 1963 (386-388), 1964 (410-412).

Statistics of Local Government

General

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

In the tables which follow, municipalities have been divided into the following classes :—

- City of Melbourne ;
- Other Metropolitan Municipalities ; and
- Municipalities outside Metropolitan Area.

For statistical purposes, the Metropolitan Area is as set out in the table on pages 126-127. 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 :—

1957-58 to 1959-60—Includes the whole of the Shires of Eltham, Fern Tree Gully, Frankston and Hastings (as constituted prior to severance of Shire of Hastings), and Lillydale (as constituted prior to severance of Shire of Croydon), and excludes the whole of the Shires of Berwick, Bulla, and Whittlesea.

1960-61 to 1961-62—As for 1957-58 to 1959-60, with the exception that the whole of the Shire of Whittlesea and the new Shire of Frankston are included, and the new Shire of Hastings is transferred to "Municipalities outside Metropolitan Area".

At 30th September, 1962, in municipalities throughout the State, there were 2,289 councillors, namely, 33 in the City of Melbourne, 513 in 43 other metropolitan municipalities, and 1,743 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 1957-58 to 1961-62 :—

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						
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
1961	35	36	13,939	278,773	3,562	15,014
1962	35	35	15,265	305,294	3,837	17,192
OTHER METROPOLITAN MUNICIPALITIES*						
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
1961	731	664	80,825	1,588,089	17,945	19,746
1962	751	673	91,804	1,820,229	19,888	22,891
MUNICIPALITIES OUTSIDE METROPOLITAN AREA						
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
1961	422	489	58,610	1,171,124	15,402	12,866
1962	443	505	62,995	1,248,602	16,636	14,074
TOTAL MUNICIPALITIES						
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
1961	1,188	1,189	153,374	3,037,986	36,909	47,626
1962	1,229	1,213	170,064	3,374,125	40,361	54,157

* See definition on previous page.

Municipal Revenue and Expenditure

The following tables show, for each of the years ended 30th September, 1958 to 1962, 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		
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
1961 ..	3,562	17,945	15,402	36,909	3,646	18,234	15,521	37,401
1962 ..	3,837	19,888	16,636	40,361	3,780	19,846	16,540	40,166

* See definition on page 389.

**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		
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
1961† ..	5,357	10,370	1,158	16,885	5,393	10,242	1,097	16,732
1962† ..	5,544	11,036	1,132	17,712	5,659	10,916	1,101	17,676

* See definition on page 389.

† 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, 1962, are given below :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1961-62
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Taxation—				
Rates (Net)	2,129	14,112	9,952	26,193
Penalties	12	67	33	112
Licences—				
Dog	2	84	60	146
Other	7	50	27	84
Total Taxation ..	2,150	14,313	10,072	26,535
Public Works and Services—				
Roads, Streets, Bridges, Drains ..	64	818	822	1,704
Council Properties—				
Parks, Gardens, Baths, and Other				
Recreational Facilities ..	62	304	289	655
Markets	362	107	142	611
Halls	30	114	106	250
Libraries	†	22	43	65
Weighbridges	8	1	16	25
Sale of Materials	17	70	286	373
Plant Hire .. .. .	..	455	1,965	2,420
Other	154	141	206	501
Health—				
Sanitary and Garbage ..	27	829	609	1,465
Other	10	184	86	280
Other Works and Services—				
Car Parking	299	72	78	449
Building Fees	32	215	75	322
Supervision of Private Streets ..	..	350	67	417
Other	6	67	84	157
Total Public Works and Services	1,071	3,749	4,874	9,694
Government Grants—				
Roads, &c.	7	39	200	246
Parks, Gardens, &c. .. .. .	..	52	318	370
Infant Welfare	10	148	114	272
Pre-School	11	40	50	101
Home Help	4	189	49	242
Libraries	13	169	109	291
Other	11	69	171	251
Total Government Grants	56	706	1,011	1,773
Transfers from Business Undertakings	45	270	53	368
Transfers from Other Council Funds	234	592	504	1,330
Interest on Investments, &c. ..	46	51	30	127
Fines	197	82	19	298
Other Revenue	38	125	73	236
Total Revenue	3,837	19,888	16,636	40,361

* See definition on page 389.

† Under £500.

After exclusion of £1,329,815 transferred from other funds, the net General Account income during 1961-62 was £39,031,314. Of this total, 68·0 per cent. was derived from taxation (67·4 per cent. from rates and penalties, and 0·6 per cent. from licences) ; 24·8 per cent. from public works and services ; 1·0 per cent. from transfers from business undertakings ; 4·5 per cent. from Government grants ; and 1·7 per cent. from other sources. The total amount collected from taxation (£26,534,988) was equivalent to £8 18s. 6d. per head of population or to £21 11s. 9d. per ratepayer.

Details of the principal items of expenditure from the General Account during the year ended 30th September, 1962, are set out below :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1961-62
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
General Administration	582	2,417	2,438	5,437
Debt Services (Excluding Business Undertakings)—				
Interest—				
Loans	549	710	511	1,770
Overdraft		46	88	134
Redemption	251	1,059	1,049	2,359
Other	1	46	9	56
Total Debt Services	801	1,861	1,657	4,319
Public Works and Services—				
Roads, Streets, Bridges, Drains—				
Construction, Maintenance, Plant, &c.	253	5,101	6,270	11,624
Cleaning and Watering	193	767	200	1,160
Street Lighting	†	593	212	805
Other	3	298	79	380
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	386	1,725	1,061	3,172
Markets	137	62	113	312
Halls	124	460	304	888
Libraries	28	395	255	678
Weighbridges	5	1	11	17
Materials		8	207	215
Plant (Excluding Road Plant)	91	448	418	957
Elderly Citizens' Centres ..	1	64	27	92
Other	34	430	342	806
Health—				
Sanitary and Garbage Services	138	1,680	699	2,517
Infant Welfare	25	332	220	577
Pre-School	37	93	79	209
Home Help	7	324	81	412
Other	41	345	199	585
Other Works and Services—				
Car Parking	244	272	75	591
Building Inspection	9	131	25	165
Other	2	112	132	246
Total Public Works and Services	1,758	13,641	11,009	26,408

* See definition on page 389.

† Cost of street lighting is charged to Electricity Undertaking.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY
SERVICES : EXPENDITURE, 1961-62—*continued*
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board .. ..	..	240	594	834
Fire Brigades	97	522	..	619
Hospitals and Other Charities	19	39	39	97
Superannuation	43	203	161	407
Other	228	153	62	443
Total Grants	387	1,157	856	2,400
Transfers to Other Council Funds..	210	502	384	1,096
Pay-roll Tax	42	181	125	348
Miscellaneous .. ..	..	87	71	158
Total Expenditure	3,780	19,846	16,540	40,166

* See definition on page 389.

Excluding £1,095,365 transferred to other funds, the net General Account expenditure during 1961-62 was £39,070,951. Of this total 13.9 per cent. was for administration; 11.0 per cent. for debt services; 11.0 per cent. for health services; 18.3 per cent. for parks, gardens, and other council properties; 35.8 per cent. for roads, streets, &c.; 2.6 per cent. for other public works and services; 6.1 per cent. for grants and contributions; and 1.3 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, 1958 to 1962, in respect of general municipal administration, are given in the following table:—

VICTORIA—COST OF MUNICIPAL ADMINISTRATION
(£'000)

Particulars	Year Ended 30th September—				
	1958	1959	1960	1961	1962
Salaries*	2,875	3,108	3,382	3,716	3,959
Mayoral and Presidential Allowances	80	87	93	103	108
Audit Expenses	28	33	39	41	42
Dog Registration Expenses	42	48	54	62	76
Election Expenses	30	26	28	38	34
Insurances	328	378	362	399	437
Legal Expenses	68	51	80	84	103
Printing, Stationery, Advertising, Postage, Telephone	346	389	502	539	585
Other	91	88	81	97	93
Total	3,888	4,208	4,621	5,079	5,437

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

Municipal Business Undertakings

In Victoria, during 1961-62, 21 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. A list of the principal local authorities which have assumed responsibility for water supply is to be found on page 408.

The tables which follow show, for the year ended 30th September, 1962, revenue and expenditure of the various types of local authority business undertakings :—

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : REVENUE, 1961-62
(£'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Rates, Sale of Water, &c. ..	..	222	215	437
Electricity— Charges for Services and Sales of Products, &c.	5,130	10,635	509	16,274
Abattoirs— Charges for Services and Sales of Products, &c.	388	143	236	767
Other†— Charges for Services and Sales of Products, &c.	26	36	172	234
Total Revenue ..	5,544	11,036	1,132	17,712

* See definition on page 389.

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

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : EXPENDITURE, 1961-62
(£'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Working Expenses	194	154	348
Depreciation	19	19
Debt Charges	2	57	59
Other Expenditure	28	6	34
Total Water Supply	224	236	460

* See definition on page 389.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS
 UNDERTAKINGS : EXPENDITURE, 1961-62—*continued*
 (£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Electricity—				
Working Expenses	4,794	9,699	390	14,883
Depreciation	252	218	8	478
Debt Charges	112	379	56	547
Other Expenditure	45	273	40	358
Total Electricity ..	5,203	10,569	494	16,266
Abattoirs—				
Working Expenses	341	69	159	569
Depreciation	11	6	6	23
Debt Charges	77	6	30	113
Other Expenditure .. ..	..	2	13	15
Total Abattoirs ..	429	83	208	720
Other†—				
Working Expenses	25	24	138	187
Depreciation	2	5	7	14
Debt Charges .. ..	..	‡	13	13
Other Expenditure .. ..	..	11	5	16
Total Other	27	40	163	230
Total Expenditure ..	5,659	10,916	1,101	17,676

* See definition on page 389.

† See footnote on page 395.

‡ Under £500.

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 1957-58 to 1961-62, and the second table details the loan raisings for ordinary services and business undertakings during the year ended 30th September, 1962.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS

(Excluding Redemption Loans and Private Street Loans)

(£'000)

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
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
1961	2,417	3,256	2,134	7,807
1962	2,369	3,548	2,466	8,383

* See definition on page 389.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS, 1961–62

(Excluding Redemption Loans and Private Street Loans)

(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Loan Raisings for—				
Ordinary Services	1,357	2,806	1,978	6,141
Business Undertakings—				
Water Supply .. .. .	..	..	109	109
Electricity	254	446	67	767
Abattoirs	9	..	148	157
Other .. .. .	..	..	9	9
Other Receipts (Government Grants, Recoups, &c., to Loan Fund) ..	749	296	155	1,200
Total Receipts ..	2,369	3,548	2,466	8,383

* See definition on page 389.

Municipal Loan Expenditure

Particulars of the total loan expenditure exclusive of expenditure on private streets, for each of the years 1957–58 to 1961–62, 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, 1962.

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

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
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
1961	1,656	2,758	2,134	6,548
1962	1,565	3,390	2,307	7,262

* See definition on page 389.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE, 1961–62
(£'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, Bridges, Drains	194	1,596	1,081	2,871
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	64	494	248	806
Markets	8	6	93	107
Plant†	23	27	51	101
Halls	46	344	270	660
Other	72	245	126	443
Infant Welfare Centres ..	‡	40	27	67
Pre-School (Crèches, &c.) ..	‡	13	11	24
Other	219	84	77	380
Total Ordinary Services	626	2,849	1,984	5,459

* See definition on page 389.

† Excluding road plant, which is included with "Roads, Streets, Bridges, Drains."

‡ Under £500.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN
EXPENDITURE, 1961-62—*continued*
(£'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Business Undertakings—				
Water Supply .. ..	..	..	116	116
Electricity	907	541	83	1,531
Abattoirs	32	..	116	148
Other .. ..	..	..	8	8
Total Business Undertakings	939	541	323	1,803
Total Expenditure ..	1,565	3,390	2,307	7,262

* See definition on page 389.

At 30th September, 1962, there were unexpended balances in Loan Accounts amounting to £5,983,523.

Municipal Loan Liability

The loan liability of the municipalities in Victoria, at the end of each of the five years 1957-58 to 1961-62, is given below. Liability of municipalities for private street construction is included, but liability to the Country Roads Board is excluded.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
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.
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
1961 ..	1,127	46,499	47,626	3,111	44,515	15 2 5
1962 ..	2,495	51,662	54,157	3,345	50,812	16 18 2

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 1961-1962, of 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.,
1961-62
(£'000)

Particulars	Metropolitan Municipalities (Excluding City of Melbourne)*	Municipalities outside Metropolitan Area	Total Victoria
Receipts—			
Loans	1,265	288	1,553
Bank Overdraft (Increase)	451	..	451
Owners' Contributions	3,954	702	4,656
Other	189	34	223
Total	5,859	1,024	6,883
Expenditure—			
Works	4,823	878	5,701
Bank Overdraft (Decrease) .. .. .	..	42	42
Debt Charges—			
Redemption of Loans	351	90	441
Interest on Loans	238	61	299
Interest on Overdraft	72	14	86
Other	24	12	36
Other	357	32	389
Total	5,865	1,129	6,994
Cash in Hand or in Bank at 30.9.1962	1,154	410	1,564
Bank Overdraft at 30.9.1962	3,229	537	3,766
Loan Indebtedness at 30.9.1962	4,532	1,293	5,825

* See definition on page 389.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years 1957-58 to 1961-62 are shown in the following table :—

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

Particulars	Year Ended 30th September—				
	1958	1959	1960	1961	1962
Receipts—					
Loans	339	653	1,190	1,700	1,553
Bank Overdraft (Increase)	182	101	..	716	409
Owners' Contributions ..	2,662	2,757	3,676	3,743	4,656
Other	52	136	278	179	223
Total	3,235	3,647	5,144	6,338	6,841
Expenditure—					
Works	2,618	2,763	3,618	5,226	5,701
Bank Overdraft (Decrease)	..	..	240	..	..
Debt Charges—					
Redemption of Loans ..	150	180	242	337	441
Interest on Loans ..	85	100	140	201	299
Interest on Overdraft ..	98	77	80	62	86
Other	2	6	5	11	36
Other	149	226	270	298	389
Total	3,102	3,352	4,595	6,135	6,952

Length of Roads and Streets

The following table shows the estimated length of all roads and streets in the State in the year 1962. The mileage of State highways, Tourists' roads, Forest roads, and By-pass 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, 1962
(Miles)

Type of Road or Street	State Highways	Tourists' Roads	Forest Roads	Other Roads and Streets	Total
Wood or stone .. .. .	..	..	..	75	75
Portland cement concrete ..	3	..	..	143	146
Asphaltic concrete and sheet asphalt	25	..	..	906	931
Tar or bitumen surface seal over tar or bitumen penetrated or water-bound pavements	4,066*	204	154	17,033	21,457
Water-bound macadam, gravel, sand, and hard loam pavements ..	414	221	307	31,108	32,050
Formed, but not otherwise paved	..	..	..	22,572	22,572
Surveyed roads (not formed) which are used for general traffic ..	..	..	..	24,018	24,018
Total	4,508*	425	461	95,855	101,249

* Includes 9 miles By-pass roads.

*Semi-Governmental Authorities****Country Roads Board***Formation of Country Roads Board*

The Country Roads Board celebrated its jubilee in 1963. Although a Central Road Board was formed in 1853, it was effective only until 1857, and with the development of municipalities, roads became the responsibility of local government bodies. Road works were subsidized by the government to the extent of £310,000 in 1874, £450,000 in 1890, £100,000 in 1894, at which figure the subsidy remained until 1914. However, unco-ordinated municipal control of roads and bridges did not prove satisfactory and in 1913, when the Board was established, the roads throughout Victoria were generally in a very poor condition. Many settlers, particularly in the more remote parts of the State, had no proper means of access to the railways, the primitive tracks which existed being quite impassable in winter for months at a time.

Main Roads

The first task of the Board was to determine which roads should be Main Roads, that is, roads which would carry extensive traffic between towns, from one district to another, or from rural districts to the railway. The Board visited every municipality in the State and, after conference with the councils, an initial plan of the road system was drawn up and the important roads were declared as Main Roads. With the great increase in traffic which has occurred since 1913 it has been necessary from time to time to revise the system and there are now 9,118 miles of Main Roads. The Country Roads Board pays at least two-thirds of the cost of approved works carried out by municipal councils on such roads. Between 1913 and 30th June, 1963, a total of £82·8 mill. has been spent on these roads.

Developmental Roads

The Board soon realized that the development of a "Main Road" system was insufficient to meet the problem of providing the farmer with access to the railways and markets. Consequently, in 1918, Parliament passed the Development Roads Act which enabled the Board to declare as a developmental road any road which, in its opinion, would serve to develop any area of land by providing access to a railway station or to a main road leading to a railway station. By 1937, when the last of the works undertaken under this Act was completed, a total amount of some £6·5 mill. had been expended.

Isolated Settlers Roads

While the construction of main and developmental roads went a considerable way to satisfy the immediate road needs of the time, there were still many isolated settlers who had no road whatsoever. The Government therefore passed an Act in 1925 which provided funds for the construction of roads of this type and later, in the depression years, funds provided for unemployment relief were also used for this purpose. Between 1930 and 1955 over £550,000 was expended on such access roads.

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

State Highways

By 1924, the growing use of motor cars resulted in far greater volumes of long-distance traffic on the main arterial routes, particularly those leading inter-State. Many municipal councils were reluctant to incur additional expenditure on these roads as the traffic was not of local origin. The Government, recognizing the importance of these routes to the economy, passed the Highways and Vehicles Act in 1924 which provided for the declaration of State highways and placed upon the Board the responsibility of accepting the full costs of construction and maintenance for that portion of the carriageway required for through traffic. Today, there are 4,474 miles of State highways upon which a total of £68 mill. has been spent between 1925 and the 30th June, 1963.

Tourists' Roads

During 1923-24, funds were provided by the Government for improving, and making accessible places of interest, tourist resorts, &c., and a Tourist Committee was appointed to administer the funds. Owing to the fact that the Committee did not have at its disposal any professional or administrative staff, the Board was appointed by the Government to be the road constructing authority. In 1936 the Tourists' Roads Act was passed, under which roads of sufficient interest could be proclaimed as tourists' roads. This Act also empowered the Board to carry out permanent works on and maintain such roads. The Board bears the full cost of the works required for these roads and has expended on them a total amount of £5.7 mill. between 1936 and 1963. There are now 444 miles of proclaimed tourists' roads in the State.

Forest Roads

From time to time, requests had been made by municipalities for Government assistance towards roads carrying timber traffic from State Forests and privately owned timbered land. In order to enable assistance to be given in these cases, the Forest Roads and Stock Routes Act was passed in 1943. Under this Act, any existing road or part of any existing road may be proclaimed a forest road; new forest roads or deviations can also be approved. Forest roads shall only be proclaimed or constructed in those areas of the State within or adjacent to any State forest area or such areas as the Board considers to be timbered, mountainous, or undeveloped. Municipalities are relieved of all costs of construction and maintenance of such roads. Total expenditure to 30th June, 1963, amounted to £2.2 mill. on 461 miles of proclaimed forest roads.

Unclassified Roads

In 1926, the Federal Aid Roads Act was passed by the Federal Parliament, and money provided from Federal funds for State roads. In the following year, the Board began to make available to the various

municipalities throughout the State funds for the improvement of unclassified roads, that is, roads generally of only local importance which are the statutory responsibility of the municipalities in which they are situated. Today, there are some 90,000 miles of this category of road, and each year the Board contributes funds towards works on 20,000 miles of them. Of each year's expenditure, the Board's contribution accounts for nearly 70 per cent. of the total spent on construction and approximately 80 per cent. on maintenance. Total contributions have been £42·8 mill. to 30th June, 1963.

By-Pass Roads

In the years immediately following the Second World War, the volume of traffic on the State's roads increased at a far greater rate than ever before, and congestion, particularly in urban areas, was becoming acute. Recognizing the need for special roads to carry traffic in these situations, the Government in 1956 empowered the Board to undertake the construction of by-pass roads, or "freeways" as they are more generally known. The distinguishing features of these roads are that no access is permitted to them except at specially selected points and that any roads which cross them are taken either over or under them. So far, the Board has constructed 28 miles of such roads.

At 30th June, 1963, the mileage of declared roads in each classification, and the mileage with bituminous surface were as follows :—

VICTORIA—MILEAGE OF DECLARED ROADS AT 30TH JUNE, 1963

Classification	Mileage	Mileage Sealed
State Highways	4,474	4,106
By-pass Roads	28	28
Tourists' Roads	444	230
Forest Roads	461	172
Main Roads	9,118	7,281
Total	14,525	11,817

Road Design

In carrying out its task of developing the State road system, the Board must pay strict attention to the standards to which roads and bridges must be constructed. A road which carries a large volume of fast-moving heavy traffic must be constructed to higher standards than one which carries mainly light tourist traffic. It is necessary, therefore, for the Board to take a census from time to time of all vehicles using its roads to discover the volume and nature of the traffic using them. This practice was begun in 1928 on State highways and was subsequently extended to other categories of roads.

Construction Methods and Materials Research

In addition to determining standards of construction, the Board also reviews the materials and methods used and continually carries out research to determine which are the most effective and economical. The Board, in 1923, established a laboratory in conjunction with the engineering school at the University of Melbourne. As its activities increased, the Board established its own laboratory, and today, materials research is one of the most important of its many tasks.

Bridges

In 1913, most of the bridges in Victoria were of timber construction and many of these were in poor condition. It was obvious that they should quickly be replaced with bridges of more durable materials such as reinforced concrete. Between the two wars, many reinforced concrete bridges were constructed, although, because of limited funds, it was still necessary to construct some timber bridges. In recent years, considerable progress has been made with the production of pre-cast reinforced concrete components and this, together with standardization of design, is enabling the Board to make good the deficiencies as quickly as its finances permit.

Plant

Fifty years ago, there was very little road construction plant in Victoria and most of the work of construction was carried out by horse-drawn equipment and pick and shovel labour. Today, pneumatic drills, front-end loaders and mechanical excavators are used and transport by wheel barrows on short leads has been replaced by the use of the bulldozer and its variations. In addition, many other types of plant have been designed for special purposes.

Maintenance

The Board has always emphasized that a road must be properly maintained if the asset provided by its construction is not to be lost. In early days, maintenance was carried out by patrolmen equipped with horses and drays, each looking after a length of the order of 5-10 miles. Where the pavement was of gravel, the patrolman was also provided with a drag to assist him in maintaining a good riding surface. With the increase in the length of bituminous roads the necessary work could be carried out more economically by truck patrols generally responsible for lengths of up to 40 or 50 miles of "black" road. As a result of economies obtained, this form of patrol was extended in the 1930's to cover unsealed roads, by providing the patrols with small graders which could be towed behind the truck. This system is now practically universal, while, on roads carrying heavy traffic, assistance of a heavy power grader is often necessary.

Road Policy

The general road policy adopted in Victoria has been to give the maximum service to the majority of users in terms of miles of all weather roads. Beginning in the late 1920's, the Board adopted a

policy of low cost stage construction. This led to many pavements being built with the knowledge that they would have a limited life, but that the work carried out would not be wasted when increases in traffic, which would be accompanied by greater revenue, made strengthening necessary. Today, the application of stage construction is more limited and, at least on important roads, more permanent construction is undertaken from the outset, with adequate pavement thicknesses.

Finances

To enable the Board to carry out its responsibilities, two main sources of finance are available. From State sources, it receives the proceeds of all motor registration fees less cost of collection; two-thirds of motor vehicle transfer fees less cost of collection; a proportion of the revenue derived from drivers' licences; the proceeds from the Commercial Goods Vehicles Act; and fines under the Motor Car Act. In addition, it also receives from the municipalities their share of the expenditure on main roads. During the year 1962-63, revenue from these sources amounted to £14.1 mill.

From Commonwealth sources, money is provided to the State under the Commonwealth Aid Roads Act. The Board's share of this money amounted to £10.7 mill. in 1962-63. In addition, the Board also receives from time to time small amounts of loan moneys. In 1962-63 total funds available to the Board amounted to £25.1 mill.

Receipts and Expenditure

Receipts and expenditure, covering the operations of the Board for each of the years 1958-59 to 1962-63, were as follows:—

VICTORIA—COUNTRY ROADS BOARD : RECEIPTS AND EXPENDITURE

(£'000)

Particulars	Year Ended 30th June—				
	1959	1960	1961	1962	1963
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)	8,625	9,394	9,578	9,866	10,683
Municipalities Repayments—Permanent Works and Maintenance—Main Roads	686	724	789	778	882
Commonwealth Aid Roads Acts	6,871	8,461	8,984	9,878	10,676
Proceeds from Commercial Goods Vehicles Act	1,873	2,117	2,254	2,262	2,459
State Loan Funds	76	160	283	683	301
Commonwealth Special Grant .. .. .	..	..	..	500	..
Commonwealth-State Agreement—Flood Restoration	53	5	1	..	..
Other Receipts	31	44	50	76	84
Total	18,215	20,905	21,939	24,043	25,085

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

Particulars	Year Ended 30th June—				
	1959	1960	1961	1962	1963
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	15,021	17,220	19,089	21,076	19,433
Traffic Line Marking and Traffic Lights	35	38	45	50	56
Plant Purchases	713	1,028	708	175	916
Interest and Sinking Fund Payments	862	875	888	928	965
Payment to Tourist Fund	145	152	188	191	197
General Expenditure*	970	1,636	1,662	1,621	2,122
Total	17,746	20,949	22,580	24,041	23,689

* Includes expenditure on erection of office buildings, etc., at Kew—£452,000 in 1959-60; £528,000 in 1960-61; £19,554 in 1961-62; and £270,833 in 1962-63.

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 1958-59 to 1962-63 :—

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

Particulars	Year Ended 30th June—				
	1959	1960	1961	1962	1963
State Highways—					
Construction	3,484	3,735	4,627	5,316	4,935
Maintenance	1,873	2,117	2,254	1,520	1,670
By-Pass Roads—					
Construction and Maintenance	29	267	1,097	683	432
Main Roads—					
Construction	4,357	4,991	4,752	5,790	5,103
Maintenance	1,179	1,268	1,167	1,637	1,645
Unclassified Roads—					
Construction and Maintenance	3,371	3,974	4,228	5,193	4,834
Tourists' Roads—Construction and Maintenance	454	551	600	573	469
Forest Roads—Construction and Maintenance	191	192	275	295	276
River Murray Bridges and Punts—					
Maintenance	83	125	89	69	69
Total Expenditure	15,021	17,220	19,089	21,076	19,433

FURTHER REFERENCES

Year Book 1961 (375-376), 1962 (394-396), 1963 (408-409), 1964 (434-436).

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 31st December, 1963, 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 (162)	
Local Governing Bodies—	
Ballarat Water Commissioners	
Municipal Councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Creswick Shire	
Korong Shire	
Kyabram Borough	
Stawell Town	
Warrnambool City	
Werribee Shire	
Croydon Shire	
Fern Tree Gully Shire	} Local Government Act
Lillydale Shire	
Sale City	
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 494 to 502. The finances of the Commission (which form part of the Public Account and are subject to annual Budget review) are included in the tables on pages 642, 643 and 662 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 commenced operations 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 29 square miles in which the Board is responsible for water supply only. Its town planning commitment extends over 688 square miles.

Melbourne's Water Supply

Melbourne's water supply, gathered in catchment areas high in the mountain ranges, is pure and not treated in any way. This valuable legacy is the result of the policy introduced about 70 years ago of fully protecting the water catchment areas. In this way, Melbourne has avoided any pollution of its water supply at the source and has not had to resort to treatment and filtration as have many large cities overseas.

In these catchments, aggregating some 277 square miles in extent, no habitation, utilization of timber, cultivation, or grazing of land is permitted. In consequence, much of the area has retained its virgin state—a dense forest of indigenous trees with light scrub below and a damp floor. This provides conditions necessary for a high annual yield of water and the maintenance of stream flows in summer.

The supply comes from four main catchments—the Yan Yean, Maroondah, O'Shannassy, and Upper Yarra—situated on the southern slopes of the Great Dividing Range. With the exception of part of the Yan Yean system, the catchment of which extends northwards over the Divide to include the Wallaby and Silver Creeks (tributaries of the Goulburn River), Melbourne's water supply catchments are located on the Yarra River or its tributaries.

The water yield of the catchments is impounded in storage reservoirs, the particulars of which are set out below.

- (1) The Yan Yean Reservoir near Whittlesea was completed in 1857 and has a total capacity of 7,233 mill. gall., of which 6,649 mill. gall. are available for consumption.
- (2) The Toorourrong Reservoir at the foot of the Plenty Ranges on the eastern branch of the Plenty River was completed in 1885 and has a capacity of 60 mill. gall. This reservoir is a retarding basin for water from the Wallaby and Silver Creeks.
- (3) The Maroondah Reservoir on the Watts River above Healesville was completed in 1927 and has a capacity of 6,289 mill. gall. of which 4,870 mill. gall. are available for consumption.
- (4) The O'Shannassy Reservoir on the O'Shannassy River beyond Warburton was completed in 1928 and has a capacity of 930 mill. gall. The O'Shannassy Reservoir is used for regulating the flow of the O'Shannassy River, the water from which is stored in the Silvan Reservoir.
- (5) Silvan Reservoir in the Dandenong Ranges was completed in 1932 and has a capacity of 8,853 mill. gall., of which 8,823 mill. gall. are available for consumption. As well as providing the main storage for the O'Shannassy system, Silvan is also the terminal reservoir for the Upper Yarra system.
- (6) Upper Yarra Reservoir on the headwaters of the Yarra River about 20 miles beyond Warburton has a capacity of 45,400 mill. gall., of which 44,120 mill. gall. are available for consumption.

The total capacity of these storage reservoirs is 68,765 mill. gall., of which 65,452 mill. gall. are available for consumption.

The water from the storage reservoirs flows by gravitation in aqueducts and pipelines to distributing reservoirs near the perimeter of the Metropolitan Area, thence by large mains to service reservoirs, located at elevated positions within the metropolis from which the distribution mains radiate. In 1963, there were 37 distributing and service reservoirs, with a total capacity of 366 mill. gall., in Melbourne's water supply system. The function of the service reservoirs is to regulate the pressure in their various zones of supply, to meet the daily peak demand, and to provide a reserve against failure of the main supply lines.

The distribution mains from the service reservoirs feed the reticulation system from which private service pipes are laid onto properties. As well as supplying metropolitan consumers, Melbourne's water supply has been extended to certain mountain districts in the Dandenong Ranges.

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 1958–59 to 1962–63, together with the total expenditure (less depreciation) to 30th June, 1963 :—

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, 1963
	1959	1960	1961	1962	1963	
Yan Yean System ..	*	88	85	25	16	908
Maroondah System ..	*	7	1	8	10	1,780
O'Shannassy, Upper Yarra, and Silvan Systems ..	232	52	14	2	622	21,600
Service Reservoirs ..	331	189	236	178	140	2,128
Large Mains ..	2,398	1,932	1,643	2,139	2,926	19,734
Reticulation ..	1,429	1,019	1,211	1,351	1,312	14,216
Afforestation ..	5	4	10	8	33	307
Investigations, Future Works ..	5	5	5	9	10	54
Total Outlay ..	4,400	3,296	3,205	3,720	5,069	60,727

* Under £500.

Output of Water

The total output of water from the various sources of supply for each of the years 1958–59 to 1962–63 was as follows :—

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

Particulars	Year Ended 30th June—				
	1959	1960	1961	1962	1963
Yan Yean Reservoir ..	3,348	4,041	5,260	5,126	3,778
Maroondah Reservoir ..	15,392	14,783	16,032	13,210	11,415
O'Shannassy River, Upper Yarra, and Silvan Reservoirs ..	30,149	34,378	34,496	39,189	40,087
Total Output ..	48,889	53,202	55,788	57,525	55,280

Consumption of Water

During the year ended 30th June, 1963, the maximum consumption of water in Melbourne and suburbs on any one day was 333·3 mill. gall. on 10th January, 1963, and the minimum consumption was 88·8 mill. gall. on 19th August, 1962.

The following table shows, for each of the years 1958–59 to 1962–63, 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 AND SEWERAGE CONNECTIONS 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.
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
1961–62	519,216	399,890	57,521	157·59	84·32
1962–63	547,123	422,899	55,225	151·30	76·38

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 $2\frac{3}{4}$ miles away at Brooklyn (see pages 416, 417 of the Victorian Year Book 1963). 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 1958–59 to 1962–63, and the total cost (less depreciation) to 30th June, 1963, 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, 1963
	1959	1960	1961	1962	1963	
Farm Purchase and Preparation	209	195	159	186	175	4,356
Treatment Works	23	20	48	13	13	505
Outfall Sewers and Rising Mains	136	56	138	278	294	1,497
Pumping Stations, Buildings, and Plant	334	1,606	1,078	1,217	952	5,622
Main and Branch Sewers	1,367	1,382	1,667	2,378	1,506	13,258
Reticulation Sewers	1,482	1,887	1,414	2,256	2,670	27,196
Cost of House Connexions Chargeable to Capital	Cr. 274	..	..	..	Cr. ..	397
Sanitary Depots	75	115	68	*	Cr. .. 2	385
Investigations	11	11	10	..	24	154
Total Outlay	3,363	5,272	4,582	6,328	5,632	53,370

* Under £500

Board of Works Farm at Werribee

Every city has the problem of disposing of its domestic and industrial waste waters. A city near the coast may simply pipe its wastes out to sea to be dispersed by the currents. An inland city may have to use a complex purification plant which is expensive both to install and to operate. However, there is a third method: land treatment, whereby the impurities—the minerals and organic matter—in the waste are absorbed by the soil.

Land treatment is one of the most satisfactory systems ; but not all cities are so situated that they can use it. The older cities of the world are generally in country which is densely settled so that large areas of suitable land cannot be found, even where the necessary climatic factors of low rainfall and high evaporation exist.

When Melbourne grew to the point where a sewerage system was vital and urgent, it was possible to adopt land treatment not only because the city was still young, with large areas of cheap virgin land on its outskirts, but also because this land included a barren, wind-swept plain west of the Werribee River that was ideal for the purpose.

Land treatment is much more than just a means of sewage disposal ; the minerals enrich the soil and, therefore, promote plant growth. Since the treatment is never-ending, the vegetation growth would soon become rank if it were not used. To use it productively at the Board's Werribee Farm, cattle and sheep are run.

In the 71 years since the Board's Farm was established, 42 square miles of once barren plain between Geelong Road and Port Phillip Bay have been converted by Melbourne's waste waters into a rich cattle station carrying over 19,000 head of cattle. These include Herefords, Shorthorns, and black Aberdeen Angus cattle that are bred for market. In the summer, when there is a seasonal flush of grass, the Farm carries about 40,000 sheep which are bought every year as stores and fattened for market.

The domestic and industrial waste of Melbourne is then converted into grass which supports flocks and herds that save ratepayers £200,000 a year. The revenue from the sale of livestock is set off against the cost of the sewage purification activities and results in the imposition of a lower sewerage rate than would otherwise be necessary.

Statistical data for the year ended 30th June, 1963 are as follows :—

Total area of farm	..	..	..	26,809 acres
Area used for sewage disposal	..	..	..	16,407 acres
Average rainfall over 70 years	..	..	..	18.84 inches
Net cost of sewage purification per head of population served	..	..	..	5s. 10d.
Profit on cattle and sheep	..	..	..	£205,994

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 1962-63, working expenses were £67,794 and interest £21,166, making a total of £88,960. Revenue was £40,968, leaving a deficiency of £47,992.

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 flood control, to provide free safe passage for small boats and pleasure craft, to maintain the banks, and to prevent erosion.

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30th June, 1963, was £10 mill. The length of main drains under the control of the Board at 30th June, 1963, was 205 miles.

Assessed Value of Property

The net annual value of property in 1962-63 for the purpose of the Board's rating was as follows :—

Water Rate	..	..	..	..	£101·1 mill.
Metropolitan General Rate (for sewerage services)	..	..	..	..	£79·1 mill.
Metropolitan Drainage and River Improvement Rate	..	..	..	..	£97·9 mill.
Metropolitan Improvement Rate (for planning purposes)	..	..	..	..	£103·7 mill.

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 £155 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 loan liability at 30th June, 1963, was £121·4 mill. The Board was, at that date, empowered to borrow a further £36 mill. before reaching the limit of its borrowing powers.

Revenue, Expenditure, &c.

The following is a table of the revenue, expenditure, surplus or deficit, and capital outlay of the Board during each of the five years 1958-59 to 1962-63 :—

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

(£'000)

Particulars	1958-59	1959-60	1960-61	1961-62	1962-63
REVENUE					
Water Supply—					
Water Rates and Charges (Including Revenue from Water Supplied by Measure)	3,273	3,757	4,106	5,179	5,573
Sewerage—					
Sewerage Rates	3,275	3,546	3,842	4,263	4,748
Trade Waste Charges	212	214	231	235	250
Sanitary Charges	54	55	82	89	93
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, &c.	18	15	11	9	7
Balance, Live Stock Account	169	259	214	174	206
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	554	608	662	742	830
River Water Charges	10	10	10	9	7
Total	7,565	8,464	9,158	10,700	11,714
EXPENDITURE					
Water Supply—					
Management and Incidental Expenses	502	537	578	616	682
Maintenance	841	907	966	1,069	1,104
Sewerage—					
Management and Incidental Expenses	466	513	559	576	516
Maintenance	529	565	591	581	573
Metropolitan Farm—					
Administrative Expenses	17	23	28	32	40
Maintenance	321	369	336	345	355
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	38	41	34	49	94
Maintenance	57	63	66	86	87
Main Drainage Works	277	304	331	371	415
Pensions and Allowances	75	79	108	97	114
Loan Flotation Expenses	68	154	114	192	159
Interest (Including Exchange)	3,607	4,221	4,725	5,276	5,920

* Excluding Metropolitan Improvement Fund.

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

Particulars	1958-59	1959-60	1960-61	1961-62	1962-63
Contribution to—					
Sinking Fund	403	527	388	401	440
Loans Redeemed Reserve .. .. .	..	..	143	194	307
Renewals Fund	143	181	192	216	237
Superannuation Account	61	70	74	69	66
Depreciation	20	22	27	31	25
Municipalities	17	17	17	17	17
Exchange Reserve	74	..	..	..	..
Rates Equalization Reserve	40	(Cr) 63	(Cr) 119	475	550
Total	7,556	8,530	9,158	10,693	11,701
Net Surplus (+) or Deficit (-)	(+) 9	(-) 66	..	(+) 7	(+) 13
Capital Outlay at 30th June—					
Water Supply	45,437	48,733	51,938	55,658	60,727
Sewerage	31,556	36,829	41,411	47,738	53,370
Drainage and River Improvement Works	7,772	8,454	8,912	9,438	10,025

*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 161 maps and an ordinance.

The maps show, in distinctive colours and notations, the various zones and reserved lands in sufficient detail for the effect of 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

Year Book 1962 (407-410).

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.

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 acquire such lands for development by councils as parks, gardens, and playing fields; arrangements are made with the councils for reimbursement of compensation paid by the Board to the original owner. Ownership of land then passes to councils.

Water Supply and Sewerage in Country Towns

Water Supply

Constituted under the *Water Act* 1905, the State Rivers and Water Supply Commission commenced operations in 1906. In that year it took over from the Victorian Water Supply Department the general control of water supply to 111 towns, comprising a total population of 261,000.

The Commission assumed direct responsibility for the operation of fifteen centres supplying 75,000 persons. These centres included the mining towns of Bendigo and Castlemaine and the seaport of Geelong (now served by the Geelong Waterworks and Sewerage Trust System). The other 96 centres had operated through local authorities which, in 1906, came under the general supervision of the Commission. Of these local authorities, one-quarter were within the Wimmera-Mallee Waterworks Trust Districts, a similar number along the route from Melbourne to Wodonga, and the rest concentrated in the Ballarat area 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.

The control of town water supply by Trusts has been satisfactory. The trusts 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 local autonomy and, in general, acts only in a supervisory capacity. Direct management is undertaken only where it is essential.

The major urban water supply areas directly administered by the Commission are the Mornington Peninsula, Bellarine Peninsula, Otway, and Coliban systems.

The Mornington Peninsula System dates back to 1916 when the Flinders Naval Base was supplied. Water is derived from the Bunyip and Tarago Rivers and travels over 100 miles to Point Nepean on the tip of the Mornington Peninsula.

The Bellarine system serves all the major coastal towns to the east and south of Geelong on the Bellarine Peninsula from Portarlington to Anglesea.

The Otway system supplies the major towns from Camperdown to Warrnambool, the headworks being located in the Otway Ranges.

The Coliban System serves the Bendigo-Castlemaine area and also supplies limited irrigation water which is delivered under a permit system on a volume basis.

Other important groups include nearly 40 small towns in the Wimmera-Mallee and twenty centres in the irrigation areas, but the majority of the urban population in these areas is served by local authorities taking bulk supply from the Commission.

In all, the Commission directly administers the water supply to 112 towns with a population of about 260,000.

At 30th June, 1963, local authorities constituted for the administration of town water supplies, numbered 178 and served 226 cities and towns with a combined population of 486,000. The predominance of local control is indicated by these figures which show that the population served from local controlled schemes is almost double the population supplied from schemes directly managed by the Commission.

In all, 746,000 persons in 338 centres outside the Metropolitan Area are provided with reticulated water supplies by the Commission or by local trusts and authorities.

In addition to their functions as water supply authorities, three local authorities are also responsible for sewerage systems. A brief description of the activities of these authorities follows.

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 £12 mill. for water supply, £5 mill. for sewerage works, and £535,000 for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30th June, 1963, was—water supply, £6·2 mill.; sewerage £2·6 mill.; and sewerage installation, £498,049, of which £132,874 was outstanding. The revenue for the year ended 30th June, 1963, was £548,298 on account of waterworks and £276,998 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, 1963, the amount so appropriated was £549,563 and of this sum £291,040 had been used to redeem loans which have matured from time to time.

At the 30th June, 1963, the population served was estimated by the Trust at 101,657, the number of buildings within the drainage area was 25,230, and the number of buildings within sewered areas was 22,625.

For some years, the Trust has been engaged on an expansion programme which will involve a total loan expenditure of approximately £6 mill.

The principal work in this programme is the construction of a large dam with a capacity of 5,000 mill. gall. on the Upper Barwon River at an estimated cost of £2·5 mill. This project was commenced in 1960, and is expected to be completed in 1965. The expansion programme, for both water supply and sewerage, has become necessary to cater for the current and future growth of the 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 area, which is 11,851 acres, includes the Cities of Geelong, Geelong West, and Newtown and Chilwell, and suburban areas in the Shires of Corio, South Barwon, and Bellarine. At 30th June, 1963, the sewerage system consisted of 277 miles of reticulation sewers and a main outfall sewer, 4 ft. by 3 ft. 3 in., 13 miles in length, from Geelong to the ocean at Black Rock, a direct distance of about 9 miles. 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.

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. Further information about the Latrobe Valley will be found on pages 791 to 797.

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 storage of 7,000 mill. gall. capacity on the Upper Tyers River. From this storage, water is conveyed via a 60-inch pipe line a distance of approximately 10 miles.

The capital cost of construction of waterworks was £4.8 mill. to the 30th June, 1963. Liabilities amounted to £5.3 mill. at 30th June, 1963, including loans due to the Government, totalling £5.1 mill. The income for the year 1962-63 was £278,620, and expenditure during the year amounted £211,962, including interest charges amounting to £123,364. Redemption payments to 30th June, 1963, amounted to £88,079.

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, 1963, totalled 11,352 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, 1963, was £2·5 mill.

The scheme is financed by Government loan, the liabilities on account of loans at the 30th June, 1963, amounting to £2·6 mill. Income during 1962-63 amounted to £116,033 and expenditure, which included £55,582 interest on loans, amounted to £115,097. Redemption payments to 30th June, 1963, amounted to £109,368.

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 60,000. The works comprise seven reservoirs, which have a total storage capacity of 5,435 mill. gall. The catchment area is 24,182 acres. The Commissioners supply water to 20,368 ratepaying tenements, of which 13,358 are connected to the sewers.

The total consumption of water for the year 1963 was 2,033 mill. gall. and the average *per capita* consumption was 94·3 gall. per day. Approximately 87 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, 1963, the capital cost of construction was £2·8 mill., and loans outstanding (including private loans) were £1·7 mill. During 1963, revenue amounted to £188,854, and expenditure to £188,265.

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, 1963, there were 19,727 assessments in the sewerage district, and 15,777 in declared sewerage areas, where 13,358 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, 1963, amounted to £1·6 mill.; redemption payments at that date totalled £355,216. Revenue during 1963 amounted to £173,359, and expenditure, which included £106,942 on interest and redemption, was £172,319. During 1963, 112 contracts were completed under the Deferred Payments System, the amount outstanding at 31st December being £83,613.

FURTHER REFERENCES

Year Book 1961 (395–396).

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 75 local sewerage authorities constituted at 30th June, 1963 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and

Sewerage Board, and the Ballarat Sewerage Authority), 54 authorities had systems in operation. A further three authorities had systems under construction.

In the following table, particulars are shown in respect of all country sewerage systems which were in operation, or in course of construction (with the exception of those controlled by the State Electricity Commission), for each of the years 1958 to 1962 :—

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

Particulars	1958	1959	1960	1961	1962
No. of Systems in Operation ..	38	38	39	41	49
No. of Systems under Construction	3	7	11	12	7
Estimated Population Served (At End of Year)	339,609	354,756	369,951	395,432	424,648
No. of Properties Connected to Sewers (At End of Year) ..	89,574	94,747	100,397	106,604	115,096
	£'000				
Income—					
Rates	818	916	1,036	1,208	1,384
Other	295	344	434	459	560
Total	1,113	1,260	1,470	1,667	1,944
Expenditure—					
Working Expenses	402	465	538	583	672
Other	698	789	855	1,039	1,251
Total	1,100	1,254	1,393	1,622	1,923
Loan Account—					
Receipts	1,597	2,175	2,839	3,123	3,210
Expenditure	1,569	1,797	2,376	3,243	3,415
Loan Liability (At End of Year)..	9,171	11,008	13,637	16,033	18,833

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 1962–63, contributions by municipalities were equivalent to 1·48d. in the £1 of the annual value of property amounting to £96 mill., while fire insurance companies contributed at a rate of £15 14s. 3·12d. for every £100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1961 amounted to £7·5 mill.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1958–59 to 1962–63, are as follows :—

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

Particulars	1958–59	1959–60	1960–61	1961–62	1962–63
REVENUE					
Contributions—					
Municipal	447	486	539	619	591
Insurance Companies	893	972	1,078	1,232	1,179
Receipts for Services	139	141	193	205	212
Interest and Sundries	131	198	118	106	125
Total	1,610	1,797	1,928	2,162	2,107
EXPENDITURE					
Salaries	963	1,076	1,133	1,275	1,414
Administrative Charges, &c.	281	340	245	265	218
Partially-paid Firemen and Special Service Staff Allowances	88	94	105	114	121
Plant—Purchase and Repairs	127	147	141	168	186
Interest	8	12	15	18	20
Repayment of Loans	8	10	9	10	11
Superannuation Fund	39	59	72	80	87
Motor Replacement Reserve	15	20	22	35	38
Pay-roll Tax	28	31	33	37	41
Miscellaneous	5	7	10	30	153
Total	1,562	1,796	1,785	2,032	2,289
Net Surplus (+) or Deficit (—)	(+) 48	(+) 1	(+) 143	(+) 130	(—) 182
Loan Indebtedness (At 30th June)	191	271	322	352	356

The following table shows particulars of the number of fire stations operated by the Metropolitan Fire Brigades Board and the number of staff employed at 30th June in each of the years 1959 to 1963 :—

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

Particulars	At 30th June—				
	1959	1960	1961	1962	1963
Fire Stations	44	44	45	45	45
Staff Employed*—					
Fire Fighting	824	883	924	1,024	1,055
Special Service and Partially Paid Firemen	93	93	103	107	108

* Excluding clerical staff.

FURTHER REFERENCE

Year Book 1961 (397).

Country Fire Authority

Since the establishment of the Authority in 1945, 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. At 30th June, 1963, there were 41 permanent fire officers and 64 firemen in the Authority's service with permanent officers at Dandenong, Springvale, Morwell, North Geelong, Frankston, Doveton, Mildura, Warrnambool, and Shepparton. Permanent Regional Officers administered 21 Fire Control Regions with rural fire districts.

As from October, 1950, the municipalities were relieved of their obligation to contribute to the revenues of the Country Fire Authority, 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 1963, therefore, the insurance companies contributed 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 £674,327 in 1963.

In December, 1959, statutory provision was made for the recognition of groups of fire brigades and, since that time, 112 groups had been formed up to the end of 1963. The State is now divided into six zones (each of which is under an Assistant Chief Officer), and each zone comprises a number of fire control regions, the line of responsibility descending through the region to the group and the individual brigade.

In 1962, an Emergency Operating Procedure was promulgated. Under this, the resources of the Authority are progressively alerted and brought into action as required in the event of a major outbreak of fires, with provision for invoking the aid of the State Disaster Organization.

To assist fire-fighting operations, the Act was amended in December, 1962, to provide single purpose officer control in place of the dual control by urban and rural officers of the Authority. At the same time, the restriction of group formations to rural brigades was removed and several urban brigades have since been included in groups with rural brigades. The Act also provided for determination of spheres of control between the Forests Commission and the Country

Fire Authority, and generally improved fire prevention measures by enforcing the clearing of fire-hazards. The Local Government Act was amended to provide control over the making of access roads for fire-fighting purposes in new subdivisions in defined special fire risk areas.

Up to 30th June, 1963, the Authority has raised 40 loans, representing a total of £1,270,000, 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. Loan indebtedness at 30th June, 1963, amounted to £786,441.

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority, for each of the years 1958-59 to 1962-63, 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	1958-59	1959-60	1960-61	1961-62	1962-63
REVENUE					
Statutory Contributions—					
Municipalities Assistance					
Fund	175	182	201	220	245
Insurance Companies	351	365	402	441	489
Other	26	23	23	29	34
Total	552	570	626	690	768
EXPENDITURE					
Salaries and Wages	187	208	230	249	285
Depreciation	25	28	30	31	34
Insurance	18	21	18	23	23
Interest	32	34	36	37	40
Maintenance	89	91	78	118	98
Motor Replacement Fund	44	49	54	59	67
Other	94	95	109	117	127
Total	489	526	555	634	674
Net Surplus	63	44	71	56	94
Loan Expenditure	111	131	93	109	100
Loan Indebtedness (At 30th June)	686	691	719	747	786

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

Particulars	At 30th June—				
	1959	1960	1961	1962	1963
Fire Brigades—					
Urban	203	205	206	207	206
Rural	1,033	1,031	1,035	1,037	1,041
Personnel—					
Professional	102	109	109	120	135
Volunteer	99,477	100,865	102,620	106,783	107,581
Motor Vehicles—					
Transport	44	45	46	48	55
Fire Service	819	833	859	883	900

FURTHER REFERENCES

Year Book 1961 (399–400).

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

In the following statement, particulars are given of the new money loan raisings, during each of the years 1959–60 to 1962–63, 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—			
	1960	1961	1962	1963
LOCAL GOVERNMENT				
Due to Government	295	199	219	158
Due to Public Creditor	7,004	6,800	9,432	12,200
Total Local Government	7,299	6,999	9,651	12,358
SEMI-GOVERNMENTAL, &c.				
Due to Government*	17,918	19,130	21,574	21,651
Due to Public Creditor	46,122	33,823	45,601	55,549
Total Semi-Governmental, &c.	64,040	52,953	67,175	77,200
ALL AUTHORITIES				
Due to Government*	18,213	19,329	21,793	21,809
Due to Public Creditor	53,126	40,623	55,033	67,749
Total	71,339	59,952	76,826	89,558

* Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement :—£7,560,000 in 1959–60, £7,560,000 in 1960–61, £9,942,345 in 1961–62, and £9,444,750 in 1962–63.

State Development and Regional Planning

Division of State Development

Functions

The promotion of industrial development throughout Victoria is the main function of the Division. In addition, the Division provides the administrative organization for the Central Planning Authority, the Latrobe Valley Development Advisory Committee, and the State Development Committee, all of which are directly concerned with the development of the non-metropolitan portion of the State.

Promotion of Secondary Industry

In its earlier years the Division concentrated on the establishment, expansion, and retention of secondary industry in country areas, but more recently has taken an increasingly active interest in the Metropolitan Area. However, the emphasis still remains on promoting and assisting decentralization wherever possible and practicable.

Working in collaboration with a qualified statistical research group within the Division, are officers who are thoroughly familiar with the requirements of industry and the resources of the State. These officers act in a consultative capacity to industrialists and are able to suggest the various locations suited to the type of industry contemplated.

Close liaison is maintained with government, semi-governmental, and local authorities, and the Division assists in resolving problems which might arise as between the prospective industry and these bodies.

In addition to these services, assistance in various forms is available to persons establishing industries in non-Metropolitan Areas in Victoria. (See page 583 of the Victorian Year Book 1963.)

Regional Planning

The Central Planning Authority under the chairmanship of the Minister of State Development co-ordinates the activities of twelve regional committees throughout the State, whose function is to study the resources and the development within the Regions, and to recommend to the Authority the means by which those resources can best be developed. The Authority, consisting of senior representatives of Government departments and instrumentalities, is the body through which the recommendations of the various committees are channelled to the Government.

Latrobe Valley Development Advisory Committee

The Latrobe Valley Act of 1949 (now incorporated in the *Latrobe Valley Act* 1958) provided for the creation of the Latrobe Valley Development Advisory Committee of five members, appointed by the Governor in Council, and for the establishment of a fund of £1 mill. for expenditure on approved works in the Latrobe Valley.

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

State Development Committee

This is a Parliamentary Committee of six members appointed under the State Development Act to report to the Governor in Council on the economic, industrial, and rural development of the State. The Committee's inquiries in the past few years have covered the economic development of Gippsland, the utilization of timber resources in the watersheds of the State, the Victorian fishing industry, the effect of the introduction of European carp into Victorian waters, the underground water resources of the State, and the bulk handling of oats and barley. Recently, the Committee has conducted an inquiry into the extractive industries of the State.

FURTHER REFERENCES

Year Book 1962 (419-424).