

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.

The following Acts of Parliament come within the ambit of the responsibilities of the Minister for Local Government :—

Local Government Act
Acts relating to local government in the Cities of Melbourne and Geelong
Cultural and Recreational Lands Act
Dog Act
Drainage Areas Act
Litter Act
Local Authorities Superannuation Act
Markets Act
Melbourne and Metropolitan Board of Works Act
Newmarket Sheep Sales Act
Petrol Pumps Act
Pounds Act
Public Authorities Marks Act
Public Contract Act
Town and Country Planning Act
Tramways Act
Valuation of Land Act

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 ratable property of a net annual value of at least \$120,000 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) ;
 - (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 ratable property of a net annual value of at least \$80,000 ; 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 \$30,000, a borough may be declared a town. If the revenue is not less than \$60,000, it may be declared a city.

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

Changes in the status, etc., of municipalities during the period 1st July, 1964 to 30th June, 1965 were as follows :—

1964—The Shire of Diamond Valley was constituted by severance from the City of Heidelberg on 30th September, 1964.

The Shire of Fern Tree Gully was renamed the Shire of Sherbrooke on 15th December, 1964.

1965—The Borough of Echuca was declared the City of Echuca on 1st March, 1965.

The Borough of Swan Hill was declared the City of Swan Hill on 12th March, 1965.

The Borough of Benalla was declared the City of Benalla on 26th May, 1965.

The Shire of Talbot and Clunes was constituted by amalgamation of the Shire of Talbot and the Borough of Clunes on 31st May, 1965.

Valuer-General and Valuers' Qualification Board

The purpose of the *Valuation of Land Act* 1960 (to which amendments affecting valuation matters have been made in 1961 and 1964) is the co-ordination of rating valuations for municipalities and other rating authorities, the elimination of unnecessary duplication of these valuations, and the improvement of the standard of valuations in Victoria.

Valuations will continue to be carried out by municipalities and, where appropriate, by other rating authorities, but the Valuer-General's Office confers with the valuers appointed to make the valuations and with councils on the general levels of value to be used and is available to give guidance and advice during the valuation or at any time following its completion.

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 was also empowered to issue certificates of qualification, at its complete discretion, to certain persons practising as valuers, who made application before 14th December, 1961 and who were practising as valuers when the legislation was enacted in 1960.) 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, the Trades Hall Council, and the Australian Institute of Building Surveyors. The Chairman is the Supervisor of Scaffolding Inspection.

Municipalities

General Description

At 30th June, 1965, 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	..	..	..	56
Towns	..	..	..	5
Boroughs	..	..	..	8
Shires	..	..	..	140
				<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 ratable annual value of at least \$40, 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 ratable property in the municipality. No person is entitled to be enrolled for property which has an annual value of less than \$10, unless there is a house on such property and the person resides there. An occupier of ratable 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 ratable property for which the enrolment is made.

Voting is compulsory in 58 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 Division 10 of Part XIX. of 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 such 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 above, 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 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 pages 385-386). 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 395 to 400). 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, 1965, only fourteen 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

Councils are empowered to deal with slum reclamation and to provide dwellings for persons of small means. Some councils have entered into this field in conjunction with the Housing Commission.

Financial agreements between councils and the Housing Commission for the purpose of slum reclamation have committed the following councils to provide the amounts stated up to 1966-67 :— City of Melbourne \$1,224,000, City of Port Melbourne \$39,600, City of Prahran \$280,000, City of Richmond \$15,850, City of South Melbourne \$75,800, and City of Williamstown \$34,000.

To enable the erection of dwellings for elderly persons with limited means many councils in various parts of the State have acquired land and donated it to the Housing Commission.

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 four) 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, swimming pools, 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 ratable 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 1963 municipal year, the combined turnover of these undertakings was approximately \$38 mill.

Rating of Land and Property

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

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

The council of every municipality is required, from time to time, to have a valuation made of all ratable property within the municipal district.

The *Valuation of Land (Amendment) Act* 1961 required all metropolitan municipalities which have at least one whole subdivision subject to any rate payable to the Melbourne and Metropolitan Board of Works to arrange for a valuation to be returned by 30th September, 1964, to be assessed at the level of general value current at the 31st December, 1961, unless the valuation in force at that latter date fulfilled those conditions. Future valuations in these municipalities will be at not more than four-year intervals.

The Minister, acting under the authority of the same Act, required municipalities in the provincial areas of Geelong, Ballarat, Bendigo—Castlemaine, and Mildura to do the same, though in these cases future valuations will be at not more than six year intervals.

These provisions are aimed at ensuring a uniformity of municipal valuations used by large rating authorities covering more than one municipality.

In Victoria, a municipality is required to rate on the net annual value of ratable 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 210 municipalities in Victoria at 30th September, 1964, 159 were rating on net annual value and 51 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 20c. in the \$1 of the net annual value of the ratable 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 then 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 20c. in the \$1 of the net annual value of the ratable 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. These purposes include pre-natal and infant

welfare centres, crèches and pre-school centres, elderly citizens' centres, immunization, home help service, libraries, public halls, recreation areas and swimming pools, vermin destruction bonuses, 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, 1964, the amount paid to municipalities from the Licensing Fund was \$112,488. (A statement of receipts and expenditure of the Licensing Fund appears on page 318.) 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 \$200,000 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

The *Municipalities and Other Authorities Finances Act 1950* provided that one-half of the revenue received from motor drivers' licence fees, less the cost of collection, was to be paid into a Fund to be known as the Municipalities Assistance Fund. The Fund was established on 1st January, 1951.

From 1st January, 1965, the fee for a motor driver's licence was increased from \$3 to \$6 (licence current for a three year period) by the *Motor Car (Fines and Drivers' Licence Fees) Act 1964* and, as the whole of this increase was payable to Consolidated Revenue, the Act provided that henceforth one-quarter of the amount collected from such licences, less the cost of collection, was to be paid to the Municipalities Assistance Fund. One-half of the amount of all motor driving instructors' licence fees, less the cost of collection, paid under the *Motor Car Act 1958* is also credited to the 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 \$200,000. The *Local Government (Municipalities Assistance Fund) Act 1961* increased this to \$400,000.

For the year ended 30th June, 1964, subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to \$401,388, while, for the same period, the amount contributed to the Country Fire Authority was \$522,442.

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 ratable 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 ratable 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 \$50,000.

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 operates the Municipal Officers' Fidelity Guarantee Fund and under the *Municipal Association (Accident Insurance) Act* 1964 was empowered to issue accident insurance policies insuring councillors of any municipality against accidents arising in the course of their municipal duties.

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 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 29th February, 1964, are given in the following table :—

**VICTORIA—LOCAL AUTHORITIES SUPERANNUATION
BOARD : BENEFIT CONTRACTS ACCOUNT, YEAR
ENDED 29TH FEBRUARY, 1964**

Particulars	Amount
	\$
Premium and Investment Income	2,397,864
Less Contributions, Refunds, and Death and Withdrawal Benefits ,, Contributions to Management	484,886 97,928
Operating Surplus for Year Ended 29th February, 1964 ..	1,815,050
Accumulated Funds (At 29th February, 1964)	9,101,574

The accumulated funds at 29th February, 1964, consisted of investments in semi-governmental and local government loans and cash deposits.

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 1963-64) of \$35·2 mill., rate income of \$4·8 mill., other revenue of \$16·0 mill., and a work force of approximately 2,700 employees, it is the foremost municipality in the State. Though its daily influx of population is high, its population of 75,700 at 30th June, 1964, ranked only seventh amongst Metropolitan municipalities. 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 1,779 acres are parklands and reserves. On those reserves under its control, the City Corporation annually 'expends some \$860,000.

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 town planning activities controlled or administered by the Council appears on pages 366-367.

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 nine, 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 nine 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 and Traffic 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 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
Town Hall and Properties Committee	No specific links. Departmental services available as required.

Town Planning

In its development over 131 years, Melbourne has progressed from a newly-established village to a community of over two million people, now growing at the rate of 50,000 a year. This rapid growth has brought about many changes and has created many problems which are acutely evident in the central business area. So long as Melbourne continues to grow, the resulting problems will multiply. Growth and development must be effectively controlled to ensure that business can be transacted conveniently and efficiently without sacrifice of the amenity, character, and dignity of the central city area.

To this end, the Council in 1961 directed that a town-planning scheme for this central area should be prepared in accordance with the provisions of the Town and Country Planning Act. The first step in the preparation of any planning scheme is to ascertain, and record, how the land in the area is being used and to carry out such detailed surveys as are necessary to evaluate the problems for which solutions have to be found. As a result of the Council's decision, the necessary town planning surveys were put in hand and the results analysed. On the basis of these surveys a planning scheme was prepared by the Town-planning Branch. The scheme, together with an explanatory report on it, was submitted to the Council in 1964.

The planning scheme, as submitted to the Council, is designed to overcome some of the problems of the City and to enable works of civic improvement as outlined above to be carried out.

The main features of the scheme as submitted are as follows:—

- (1) The area is divided into zones in which the uses to which land may be put are restricted and regulated. This will eliminate from areas of greatest congestion land uses that tend to cause congestion and will also bring about a better distribution of future development.
- (2) Existing opportunities for preventing the decline of the retail area will be grasped by providing more adequate facilities for customer parking, for separating to some degree the movement of pedestrians and vehicles, and generally, adding to the attractiveness and amenity of the retail area.
- (3) More car-parking facilities will be provided generally.
- (4) There will be pedestrian thoroughfares.
- (5) The "little" streets will be widened to provide carriage-ways capable of accommodating two lanes of moving traffic as well as two lanes for vehicle parking.

- (6) A major area will be reserved for development either as a civic centre or for more general purposes.
- (7) Development will be controlled in the area bounded by Swanston-street, Lonsdale-street, Elizabeth-street, and Therry-street, pending a more detailed study for re-development of the area to provide for retail shopping, car parking, office and commercial development, bus terminals, and open space.

Further References, 1961-1965

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 120-121. 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 :—

1958-59 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 1962-63—As for 1958-59 to 1959-60, with the exception that the whole of the Shire of Whittlesea and the Shire of Frankston are included, and the Shire of Hastings is transferred to "Municipalities outside Metropolitan Area".

At 30th September, 1963, 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 ratable property, General Account income, the amount of loans outstanding, &c., are shown for each of the years 1958-59 to 1962-63 :—

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

Year Ended 30th September—	Number of Rate- payers	Number of Properties Rated	Value of Ratable Property		General Account Income	Loans Out- standing
			Net Annual Value	Estimated Capital Improved Value		
	'000	'000	\$'000	\$'000	\$'000	\$'000
CITY OF MELBOURNE						
1959	35	36	22,598	451,946	6,012	25,260
1960	35	35	24,594	491,878	6,755	27,439
1961	35	36	27,877	557,547	7,123	30,028
1962	35	35	30,530	610,589	7,674	34,383
1963	35	35	33,114	662,277	8,108	36,004
OTHER METROPOLITAN MUNICIPALITIES*						
1959	650	629	134,746	2,657,073	28,440	28,157
1960	699	653	146,120	2,892,479	32,772	33,382
1961	731	664	161,650	3,176,177	35,890	39,491
1962	751	673	183,608	3,640,458	39,777	45,783
1963	784	678	199,725	3,960,949	43,016	57,852
MUNICIPALITIES OUTSIDE METROPOLITAN AREA						
1959	384	450	101,018	2,010,432	25,741	21,890
1960	407	470	107,512	2,124,526	28,212	24,303
1961	422	489	117,222	2,342,249	30,805	25,732
1962	443	505	125,990	2,497,204	33,271	28,149
1963	459	518	137,296	2,740,959	35,362	31,650
TOTAL MUNICIPALITIES						
1959	1,069	1,115	258,362	5,119,451	60,193	75,307
1960	1,141	1,158	278,226	5,508,883	67,739	85,124
1961	1,188	1,189	306,749	6,075,973	73,818	95,251
1962	1,229	1,213	340,128	6,748,251	80,722	108,315
1963	1,278	1,231	370,135	7,364,185	86,486	125,506

* See definition on previous page.

Municipal Revenue and Expenditure

The following tables show, for each of the years ended 30th September, 1959 to 1963, 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 and Private Street 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		
1959 ..	6,012	28,440	25,741	60,193	5,971	28,449	25,513	59,933
1960 ..	6,755	32,772	28,212	67,739	6,387	32,098	27,909	66,394
1961 ..	7,123	35,890	30,805	73,818	7,291	36,468	31,042	74,801
1962 ..	7,674	39,777	33,271	80,722	7,560	39,693	33,080	80,333
1963 ..	8,108	43,016	35,362	86,486	8,089	42,935	35,026	86,050

* See definition on page 367.

**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		
1959 ..	9,988	18,178	2,318	30,484	10,011	17,436	2,183	29,630
1960 ..	10,638	20,116	2,256	33,010	10,703	19,559	2,142	32,404
1961 ..	10,714	20,739	2,316	33,769	10,785	20,484	2,195	33,464
1962 ..	11,089	22,071	2,264	35,424	11,319	21,832	2,202	35,353
1963 ..	12,264	23,717	2,324	38,305	12,259	23,482	2,240	37,982

* See definition on page 367.

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, 1963, are given below :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1962–63
(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Taxation—				
Rates (Net)	4,482	29,857	20,934	55,273
Penalties	28	151	76	255
Licences—				
Dog	5	183	130	318
Other	15	98	49	161
Total Taxation	4,530	30,289	21,189	56,008
Public Works and Services—				
Roads, Streets, Bridges, Drains ..	118	1,441	1,811	3,370
Council Properties—				
Parks, Gardens, Baths, and Other				
Recreational Facilities	140	587	669	1,396
Markets	850	252	326	1,428
Halls	55	216	230	501
Libraries	1	77	40	117
Weighbridges	19	1	35	55
Sale of Materials	16	341	612	968
Plant Hire .. .. .	..	1,062	4,159	5,222
Other	399	540	417	1,357
Health—				
Sanitary and Garbage	54	1,633	1,203	2,890
Other	21	443	176	640
Other Works and Services—				
Car Parking	593	157	250	1,000
Building Fees	72	585	184	842
Supervision of Private Streets ..	..	749	104	854
Other	12	139	139	290
Total Public Works and Services	2,351	8,223	10,355	20,929
Government Grants—				
Roads, &c.	12	161	617	790
Parks, Gardens, &c. .. .. .	..	100	730	830
Infant Welfare	22	325	242	589
Pre-school	24	128	99	251
Home Help	12	443	131	586
Libraries	29	406	318	753
Other	23	299	426	747
Total Government Grants	123	1,861	2,563	4,547
Transfers from Business Undertakings	90	684	134	909
Transfers from Other Council Funds	375	1,336	834	2,544
Interest on Investments, &c.	118	138	76	333
Fines	417	224	50	691
Other Revenue	104	260	161	525
Total Revenue	8,108	43,016	35,362	86,486

* See definition on page 367.

After exclusion of \$2,544,000 transferred from other funds, the net General Account income during 1962-63 was \$83,941,000. Of this total, 66·8 per cent. was derived from taxation (66·2 per cent. from rates and penalties, and 0·6 per cent. from licences); 24·9 per cent. from public works and services; 1·1 per cent. from transfers from business undertakings; 5·4 per cent. from Government grants; and 1·8 per cent. from other sources. The total amount collected from taxation (\$56,008,000) was equivalent to \$18.44 per head of population or to \$43.82 per ratepayer.

Details of the principal items of expenditure from the General Account during the year ended 30th September, 1963, are set out below:—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1962-63
(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
General Administration	1,131	4,750	4,715	10,597
Debt Services (Excluding Business Undertakings)—				
Interest—				
Loans	1,303	1,669	1,179	4,151
Overdraft .. .. .	..	103	179	282
Redemption	464	2,451	2,316	5,231
Other	7	81	8	95
Total Debt Services	1,774	4,304	3,682	9,759
Public Works and Services—				
Roads, Streets, Bridges, Drains—				
Construction, Maintenance, Plant, &c.	654	10,575	13,680	24,910
Cleaning and Watering	391	1,530	411	2,332
Street Lighting	†	1,266	457	1,722
Other	10	739	209	958
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	779	3,849	2,577	7,205
Markets	295	114	246	655
Halls	249	891	534	1,674
Libraries	55	973	625	1,653
Weighbridges	12	1	22	35
Materials .. .. .	..	16	168	184
Plant (Excluding Road Plant)..	193	1,070	394	1,656
Elderly Citizens' Centres	5	200	78	284
Other	69	974	691	1,733
Health—				
Sanitary and Garbage Services	309	3,457	1,387	5,153
Infant Welfare	55	703	475	1,232
Pre-school	85	241	112	438
Home Help	20	773	207	1,000
Other	85	778	434	1,298
Other Works and Services—				
Car Parking	517	704	244	1,465
Building Inspection	24	280	88	393
Other	4	455	271	730
Total Public Works and Services	3,812	29,587	23,311	56,710

* See definition on page 367.

† Cost of street lighting is charged to Electricity Undertaking.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY
SERVICES : EXPENDITURE, 1962-63—continued
(\$'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board ..	..	411	1,127	1,538
Metropolitan Fire Brigades ..	187	1,018	†	1,206
Hospitals and Other Charities ..	39	128	82	249
Superannuation	90	454	327	870
Other	365	317	129	811
Total Grants ..	681	2,328	1,665	4,674
Transfers to Other Council Funds ..	502	1,025	810	2,336
Pay-roll Tax	87	386	269	741
Insurances	103	412	418	933
Miscellaneous .. ..	..	144	157	301
Total Expenditure ..	8,089	42,935	35,026	86,050

* See definition on page 367.

† Under \$500.

Excluding \$2,336,000 transferred to other funds, the net General Account expenditure during 1962-63 was \$83,714,000. Of this total, 12·7 per cent. was for administration; 11·6 per cent. for debt services; 10·9 per cent. for health services; 18·0 per cent. for parks, gardens and other council properties; 35·7 per cent. for roads, streets, &c.; 3·1 per cent. for other public works and services; 5·6 per cent. for grants and contributions; and 2·4 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, 1959 to 1963, in respect of general municipal administration, are given in the following table:—

**VICTORIA—COST OF MUNICIPAL ADMINISTRATION
(\$'000)**

Particulars	Year Ended 30th September—				
	1959	1960	1961	1962	1963
Salaries*	6,217	6,763	7,431	7,917	8,325
Mayoral and Presidential Allowances	173	186	205	215	242
Audit Expenses	66	77	82	85	89
Dog Registration Expenses ..	95	108	125	153	162
Election Expenses	53	57	77	69	69
Legal Expenses	101	160	167	205	244
Printing, Stationery, Advertising, Postage, Telephone..	778	1,004	1,078	1,169	1,254
Other	177	163	195	186	211
Total	7,660	8,518	9,360	9,999	10,597

* 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 1962-63, 18 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 385.

The tables which follow show, for the year ended 30th September, 1963, revenue and expenditure of the various types of local authority business undertakings :—

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : REVENUE, 1962-63
(\$'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Rates, Sale of Water, &c. ..	..	459	472	932
Electricity— Charges for Services and Sales of Products, &c.	11,401	22,936	834	35,171
Abattoirs— Charges for Services and Sales of Products, &c.	817	263	628	1,709
Other†— Charges for Services and Sales of Products, &c.	45	58	390	493
Total Revenue ..	12,264	23,717	2,324	38,305

* See definition on page 367.

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

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : EXPENDITURE, 1962-63
(\$'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Working Expenses	405	298	702
Depreciation	43	43
Debt Charges	3	122	126
Other Expenditure	50	9	59
Total Water Supply	458	471	930

* See definition on page 367.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS
 UNDERTAKINGS : EXPENDITURE, 1962-63—*continued*
 (\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Electricity—				
Working Expenses	10,419	20,801	622	31,842
Depreciation	567	503	12	1,082
Debt Charges	283	836	100	1,219
Other Expenditure	90	654	95	839
Total Electricity ..	11,359	22,794	829	34,981
Abattoirs—				
Working Expenses	681	137	427	1,246
Depreciation	25	15	23	64
Debt Charges	73	12	86	171
Other Expenditure	64	8	33	105
Total Abattoirs ..	844	172	570	1,585
Other†—				
Working Expenses	57	30	303	390
Depreciation .. ..	..	10	24	34
Debt Charges .. ..	..	..	25	25
Other Expenditure .. ..	..	18	18	37
Total Other	57	58	371	486
Total Expenditure ..	12,259	23,482	2,240	37,982

* See definition on page 367.

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

Municipal Loan Finance

Municipal Loan Receipts

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

The first table shows total loan receipts for each of the years 1958-59 to 1962-63, and the second table details the loan raisings for ordinary services and business undertakings during the year ended 30th September, 1963.

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		
1959	4,284	4,388	4,093	12,765
1960	3,665	5,224	4,267	13,156
1961	4,833	6,511	4,269	15,613
1962	4,739	7,096	4,932	16,767
1963	3,628	11,281	5,987	20,897

* See definition on page 367.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS, 1962-63

(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	1,063	9,639	4,938	15,640
Business Undertakings—				
Water Supply .. .. .	..	..	148	148
Electricity	1,600	1,254	331	3,185
Abattoirs .. .. .	..	..	240	240
Other Receipts (Government Grants, Recoups, &c., to Loan Fund) ..	965	389	330	1,684
Total Receipts	3,628	11,281	5,987	20,897

* See definition on page 367.

Municipal Loan Expenditure

Particulars of the total loan expenditure exclusive of expenditure on private streets, for each of the years 1958-59 to 1962-63, 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, 1963.

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

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
1959	3,381	4,095	4,182	11,658
1960	3,678	4,439	3,985	12,102
1961	3,312	5,516	4,267	13,095
1962	3,129	6,780	4,614	14,523
1963	2,661	8,116	5,366	16,143

* See definition on page 367.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE, 1962-63
(\$'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, Bridges, Drains ..	146	3,441	2,530	6,117
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	134	1,184	528	1,846
Markets	33	5	223	262
Plant†	83	23	97	203
Halls	70	1,199	1,057	2,327
Other	40	515	392	946
Infant Welfare Centres ..	..	68	22	90
Pre-school (Crèches, &c.) ..	..	109	6	115
Other	203	303	68	573
Total Ordinary Services	707	6,847	4,923	12,478

* See definition on page 367

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

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN
EXPENDITURE, 1962-63—*continued*
(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Business Undertakings—				
Water Supply .. ..	..	25	145	170
Electricity	1,874	1,244	172	3,289
Abattoirs	80	..	126	205
Total Business Undertakings	1,954	1,269	443	3,665
Total Expenditure ..	2,661	8,116	5,366	16,143

* See definition on page 367.

At 30th September, 1963, there were unexpended balances in Loan Accounts amounting to \$16.8 mill.

Municipal Loan Liability

The loan liability of the municipalities in Victoria, at the end of each of the five years 1958-59 to 1962-63, 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			\$
1959 ..	1,716	73,591	75,307	6,290	69,017	24.38
1960 ..	1,902	83,222	85,124	6,753	78,371	27.26
1961 ..	2,253	92,998	95,251	6,221	89,030	30.24
1962 ..	4,991	103,324	108,315	6,690	101,625	33.82
1963 ..	5,446	120,060	125,506	6,633	118,874	38.69

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 1962-63, 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.,
1962-63
(\$'000)

Particulars	Metropolitan Municipalities (Excluding City of Melbourne)*	Municipalities outside Metropolitan Area	Total Victoria
Receipts—			
Loans	4,486	582	5,068
Owners' Contributions	9,668	1,506	11,174
Other	253	101	354
Total	14,407	2,189	16,596
Expenditure —			
Works	9,748	1,464	11,212
Bank Overdraft (Decrease)	247	84	331
Debt Charges—			
Redemption of Loans	991	245	1,236
Interest on Loans	655	144	799
Interest on Overdraft	134	22	155
Other	59	20	79
Other	774	105	880
Total	12,608	2,084	14,692
Cash in Hand or in Bank at 30.9.1963 ..	4,107	929	5,036
Bank Overdraft at 30.9.1963	6,211	989	7,200
Loan Indebtedness at 30.9.1963	12,561	2,922	15,482

* See definition on page 367.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years 1958-59 to 1962-63 are shown in the following table :—

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

Particulars	Year Ended 30th September—				
	1959	1960	1961	1962	1963
Receipts—					
Loans	1,306	2,380	3,399	3,106	5,068
Bank Overdraft (Increase)	202	..	1,433	819	..
Owners' Contributions ..	5,514	7,351	7,486	9,311	11,174
Other	271	557	359	446	354
Total	7,293	10,288	12,677	13,682	16,596
Expenditure—					
Works	5,526	7,236	10,451	11,404	11,212
Bank Overdraft (Decrease)	..	480	..	..	331
Debt Charges—					
Redemption of Loans ..	361	484	675	882	1,236
Interest on Loans ..	200	281	403	598	799
Interest on Overdraft ..	154	159	124	171	155
Other	11	11	22	71	79
Other	452	540	595	777	880
Total	6,704	9,191	12,270	13,903	14,692

Length of Roads and Streets

The following table shows the estimated length of all roads and streets in the State in the year 1963. 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, 1963
(Miles)

Type of Road or Street	State Highways	Tourists' Roads	Forest Roads	Other Roads and Streets	Total
Wood or stone .. .. .	..	..	..	68	68
Portland cement concrete ..	4	..	..	151	155
Asphaltic concrete and sheet asphalt	30	..	..	1,047	1,077
Tar or bitumen surface seal over tar or bitumen penetrated or water-bound pavements	4,101*	230	172	17,939	22,442
Water-bound macadam, gravel, sand, and hard loam pavements ..	367	214	289	30,640	31,510
Formed, but not otherwise paved	..	..	..	21,318	21,318
Surveyed roads (not formed) which are used for general traffic ..	..	..	..	23,533	23,533
Total	4,502*	444	461	94,696	100,103

* Includes 28 miles by-pass roads.

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

The Country Roads Board is the statutory authority for the principal road system in Victoria. The Board's declared road system consists of some 14,500 miles of roads which are classified as State highways, main roads, tourists' roads, forest roads, and by-pass roads. The Board pays all charges in respect of State highways, tourists' roads, forest roads, and by-pass roads, and at least two-thirds of the cost of maintenance of main roads. Substantial assistance is also given to municipal councils in financing the cost of works on unclassified roads.

Victorian Highways

The word "highway" is synonymous with road. Under legislation dating from 1924, however, a "State highway" in Victoria has a specific meaning. It is a route declared as such by the Board with the approval of the Governor in Council, and thereupon the Board becomes responsible for the total cost of works on these highway carriageways and bridges. State highways were developed to cater for road traffic between capital cities and provincial centres of importance. At 30th June, 1964, there were 4,465 miles of State highways.

The standard of construction of State highways depends on the amount of traffic carried and the availability of road construction materials. There are at present 37 miles of concrete or bituminous concrete pavement and 4,106 miles of road with bituminous sealed surfaces. The remaining mileage is of gravel or other improved wearing surface.

The Princes Highway, National Route 1, runs from the South Australian border to New South Wales, passing through Warrnambool, Geelong, Melbourne, Warragul, Sale, and Bairnsdale in southern Victoria. Other State highways include the Calder Highway, named after the first Chairman of the Country Roads Board, which joins Melbourne and Mildura, passing through Bendigo, Charlton, and Ouyen. The Western Highway provides another route between Melbourne and Adelaide and passes through Ballarat, Horsham, and Nhill, while the Sturt Highway crosses the north-west corner of Victoria on the direct route from Sydney to Adelaide through Mildura.

The Murray Valley settlements are joined by the Murray Valley Highway which runs from Corryong in north-eastern Victoria to Hattah in the north-west, while the Omeo Highway passes through the mountainous country from Tallangatta in the north-east to Bairnsdale in the south-east.

By-pass Roads

"By-pass road" is the statutory term for defining a road having no direct access from adjoining properties and completely isolated from cross traffic which is taken over or under the route of the by-pass road. By-pass roads which are constructed with multi-lane carriageways are commonly known as freeways.

In some sections, State highways are converted into by-pass roads by providing alternative access to properties adjoining the route. In other cases, a by-pass road may be constructed on a new route which

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

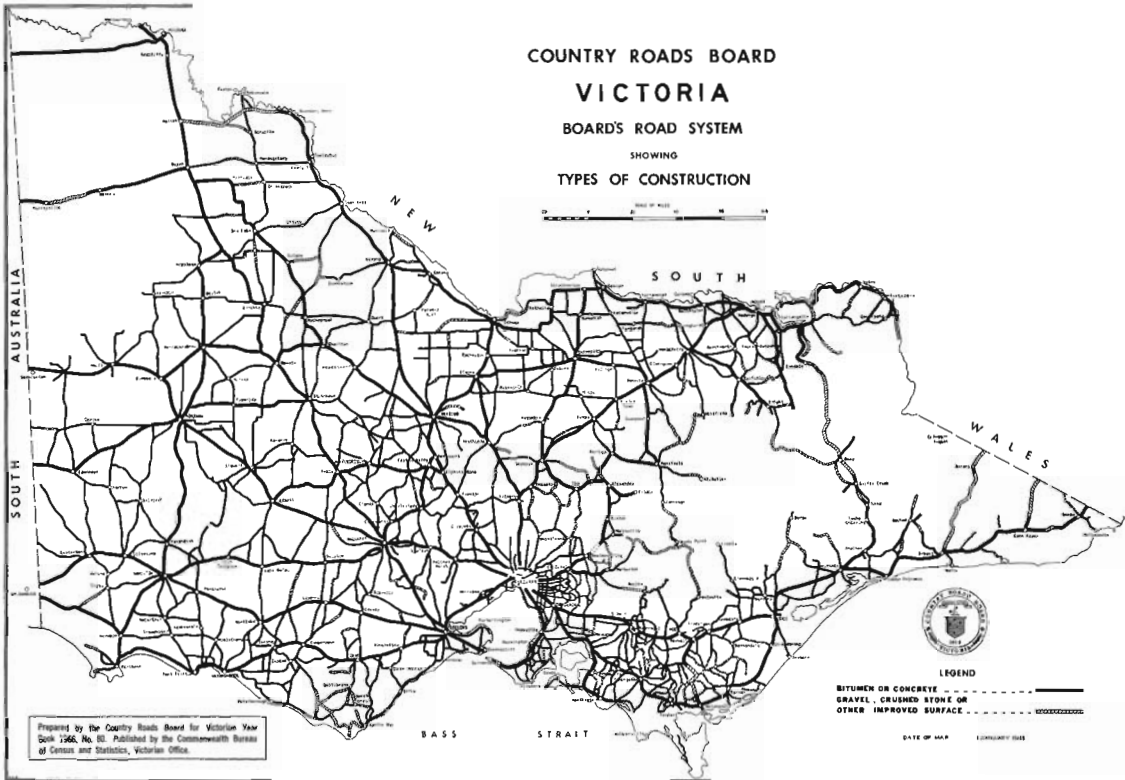
COUNTRY ROADS BOARD

VICTORIA

BOARD'S ROAD SYSTEM

SHOWING

TYPES OF CONSTRUCTION



Prepared by the Country Roads Board for Victorian Year Book 1966, No. 65. Published by the Commonwealth Bureau of Census and Statistics, Victorian Office.



LEGEND

BITUMEN OR CONCRETE ————
GRAVEL, CRUSHED STONE OR
OTHER IMPROVED SURFACE - - - - -
GRAVEL ······

DATE OF MAP 1/1/1966

avoids townships and other congested areas. Traffic is only permitted entry to or exit from a fully developed by-pass road at planned interchanges which, by clover leaf or other specially designed structures, allows for smooth transfer of traffic on or off the road.

An example of a planned freeway route is on the Princes Highway between Melbourne and Geelong. At present the Maltby By-pass Road of 6½ miles has been fully developed to by-pass Werribee, while the 10½-mile section from Kororoit Creek 7 miles from Melbourne to the start of the Maltby By-pass Road has been declared as the Princes By-pass Road and is being converted to freeway standards as funds become available. Other by-pass roads declared by the Board include the Hume By-pass Road between Chiltern and Barnawartha, the Princes By-pass Road at Morwell, the Frankston By-pass Road, and the Whitelaw By-pass Road near Korumburra on the South Gippsland Highway.

Tourists' Roads

As a result of the Tourists' Roads Act of 1936, the Board has been empowered to carry out permanent works on and maintain tourists' roads which are proclaimed as such by the Governor in Council. Of the 445 miles of tourists' roads, the best known is the Great Ocean Road between Torquay and Peterborough. The Ocean Road is believed to be the only memorial road in Australia and was built by the Board for the Great Ocean Road Trust to give employment to returned soldiers and sailors and as a memorial to their fallen comrades. It was proclaimed a tourists' road in 1936. Other tourists' roads have been built to open up places of interest such as the Grampians and the alpine ski resorts.

Forest Roads

Forest roads are proclaimed or constructed in those areas of the State within or adjacent to any State forest area or which the Board considers to be timbered, mountainous or undeveloped areas. Under the Forest Roads and Stock Routes Act 1943, municipalities are relieved of all costs of construction and maintenance of such roads, of which there are now 461 miles.

Main Roads

Under the Country Roads Act main roads are roads linking centres of population with other centres or with areas of settlement. Within this definition there are 295 miles of main roads within the Melbourne Metropolitan Planning Area and 8,799 over the rest of the State.

At 30th June, 1964, 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, 1964

Classification					Mileage	Mileage Sealed
State Highways	..	..	..	..	4,465	4,143
By-pass Roads	..	..	..	..	37	37
Tourists' Roads	..	..	..	..	445	235
Forest Roads	..	..	..	..	461	185
Main Roads	..	..	..	..	9,094	7,567
Total	..	..	..	..	14,502	12,167

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 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 1963-64, revenue from these sources amounted to \$30.6 mill. As from 1st July, 1964, proceeds from fines under the Motor Car Act are to be paid to consolidated revenue, but an equivalent amount to replace them will be made available to the Board from the Loan Fund.

From Commonwealth sources, money is provided to the State under the Commonwealth Aid Roads Act. The Board's share of this money amounted to \$22.4 mill. in 1963-64. In addition, the Board also receives from time to time small amounts of loan moneys. In 1963-64 total funds available to the Board amounted to \$54 mill.

Receipts and Expenditure

Receipts and expenditure, covering the operations of the Board for each of the years 1959-60 to 1963-64, were as follows:—

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

Particulars	Year Ended 30th June—				
	1960	1961	1962	1963	1964
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)	18,787	19,155	19,733	21,366	23,427
Municipalities Repayments—Permanent Works and Maintenance—Main Roads	1,448	1,577	1,555	1,764	1,579
Commonwealth Aid Roads Acts	16,921	17,968	19,755	21,351	22,431
Proceeds from Commercial Goods Vehicles Act	4,235	4,509	4,525	4,919	5,638
State Loan Funds	320	566	1,366	602	666
Commonwealth Special Grant .. .. .	..	..	1,000	..	..
Commonwealth-State Agreement—Flood Restoration	10	2	..	..	..
Other Receipts	88	101	152	168	223
Total	41,809	43,878	48,086	50,170	53,964

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

Particulars	Year Ended 30th June—				
	1960	1961	1962	1963	1964
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	34,440	38,179	42,152	38,867	49,041
Traffic Line Marking and Traffic Lights	75	89	101	111	150
Plant Purchases	2,056	1,416	349	1,832	1,193
Interest and Sinking Fund Payments	1,750	1,776	1,855	1,930	1,950
Payment to Tourist Fund	304	376	383	395	427
General Expenditure*	3,273	3,323	3,242	4,243	3,996
Total	41,898	45,159	48,082	47,378	56,758

* Includes expenditure on erection of office buildings, &c., at Kew—\$904,000 in 1959-60; \$1,056,000 in 1960-61; \$39,108 in 1961-62; \$541,666 in 1962-63; and \$377,792 in 1963-64.

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 1959-60 to 1963-64 :—

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

Particulars	Year Ended 30th June—				
	1960	1961	1962	1963	1964
State Highways—					
Construction	7,469	9,253	10,632	9,869	15,225
Maintenance	4,235	4,509	3,041	3,341	3,925
By-pass Roads—					
Construction	534	2,194	1,360	850	2,626
Maintenance .. .. .	..	..	5	13	15
Main Roads—					
Construction	9,983	9,503	11,580	10,205	11,419
Maintenance	2,536	2,335	3,273	3,290	3,471
Unclassified Roads—					
Construction	6,735	7,270	8,478	7,917	8,451
Maintenance	1,213	1,186	1,908	1,751	1,656
Tourists' Roads—					
Construction	715	832	788	468	1,021
Maintenance	387	369	357	471	404
Forest Roads—					
Construction	196	372	298	306	500
Maintenance	188	179	293	247	242
River Murray Bridges and Punts—					
Maintenance	249	177	139	139	87
Total Construction.. .. .	25,632	29,424	33,136	29,615	39,241
Total Maintenance.. .. .	8,808	8,755	9,016	9,252	9,800
Total Expenditure	34,440	38,179	42,152	38,867	49,041

Further References, 1961-1965

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 31st December, 1964, 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 Act
Waterworks Trusts (166)	
Local Governing Bodies—	
Ballarat Water Commissioners	
Municipal Councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Clunes Borough	
Creswick Shire	
Korong Shire	
Kyabram Borough	
Stawell Town	
Warrnambool City	
Werribee Shire	
Sale City	Local Government Act
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 Act
Mildura Urban Water Trust	

Information about the activities of the State Rivers and Water Supply Commission will be found on pages 474 to 480. 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 622, 623 and 640 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, responsibility for the disposal of nightsoil from unsewered properties within the same area was transferred from metropolitan municipalities to the Board.

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 a chairman and 51 commissioners. 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 reappointment. 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

At the 30th June, 1964, Melbourne's water supply system consisted of six storage reservoirs (Yan Yean, Toorourrong, Maroondah, O'Shannassy, Silvan, and Upper Yarra), with an available storage capacity of 65,452 mill. gall., 36 service reservoirs and elevated tanks with a total capacity of 363 mill. gall., and 5,882 miles of aqueducts, mains and reticulation.

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 1964, there were 36 distributing and service reservoirs, with a total capacity of 363 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 1959–60 to 1963–64, together with the total expenditure (less depreciation) to 30th June, 1964 :—

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF
WORKS : CAPITAL OUTLAY ON WATERWORKS
(£'000)

Particulars	During Year Ended 30th June—					Total Cost to 30th June, 1964
	1960	1961	1962	1963	1964	
Yan Yean System ..	175	169	50	32	Cr. 74	1,743
Maroondah System ..	14	1	15	19	13	3,573
O'Shannassy, Upper Yarra, and Silvan Systems ..	103	28	5	1,245	4,017	47,218
Service Reservoirs ..	379	471	357	279	108	4,364
Large Mains	3,864	3,286	4,278	5,853	2,113	41,582
Reticulation	2,039	2,423	2,701	2,623	2,800	31,231
Afforestation	8	21	17	66	35	648
Investigations, Future Works	9	11	17	21	16	124
Total Outlay	6,591	6,410	7,440	10,138	9,028	130,482

Output of Water

The total output of water from the various sources of supply for each of the years 1959–60 to 1963–64 was as follows :—

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF
WORKS : OUTPUT OF WATER
(Mill. Gall.)

Particulars	Year Ended 30th June—				
	1960	1961	1962	1963	1964
Yan Yean Reservoir ..	4,041	5,260	5,126	3,778	4,726
Maroondah Reservoir ..	14,783	16,032	13,210	11,415	13,650
O'Shannassy River, Upper Yarra, and Silvan Reservoirs ..	34,378	34,496	39,189	40,087	41,233
Total Output	53,202	55,788	57,525	55,280	59,609

Consumption of Water

During the year ended 30th June, 1964, the maximum consumption of water in Melbourne and suburbs on any one day was 376·9 mill. gall. on 30th January, 1964, and the minimum consumption was 95·6 mill. gall. on 4th August, 1963.

The following table shows, for each of the years 1959-60 to 1963-64, 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—MELBOURNE AND METROPOLITAN BOARD OF WORKS :. WATER CONSUMPTION AND SEWERAGE CONNEXIONS

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.
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
1963-64	..	..	572,431	443,291	59,621	162·90	78·62

Sewerage System

There are now two major and three minor systems collecting, purifying and disposing of the waste water from the metropolis. These are the Farm and Braeside Systems (major) and the Kew, Watsonia, and Maribyrnong Systems (minor).

The Farm System serves approximately 98 per cent. of the sewered areas of the metropolis. Except for wastes from the greater part of the municipality of Sunshine, which are discharged directly into the Main Outfall Sewer, and from Williamstown, which enter the main system at Spotswood, all wastes collected by the Farm System flow by gravity through two main sewers—the North Yarra and the Hobson's Bay Main Sewers—which unite at Spotswood. The combined flow then continues for 2½ miles through a 9 ft. 3 in. diameter trunk sewer which terminates at the Brooklyn Pumping Station.

At the Pumping Station, the waste water is screened and then electrically driven pumps lift it 140 feet to the head of the 11 feet diameter Main Outfall Sewer along which it gravitates 16 miles to the Board's Farm just beyond Werribee, where it is purified by either land filtration, grass filtration, or ponding.

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 Braeside System disposes of the waste water from Mordialloc, Mentone, Parkdale, Cheltenham and parts of Moorabbin and Oakleigh which, for economic reasons, could not be brought into the Farm System. The Braeside System came into operation on the 22nd May, 1940, and has since been extended north to include Monash University and adjacent areas. The treatment process includes sedimentation of the waste water and subsequent biological purification by trickling filters and oxidation ponds.

The Kew, Watsonia, and Maribyrnong Systems serve small areas that could not be connected economically with the Farm System. Purification is biological as at Braeside.

Cost of the Sewerage System

The cost of sewerage works during each of the years 1959–60 to 1963–64, and the total cost (less depreciation) to 30th June, 1964, are shown in the following table :—

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS : CAPITAL OUTLAY ON SEWERAGE SYSTEM (\$'000)

Particulars	During Year Ended 30th June—					Total Cost to 30th June, 1964
	1960	1961	1962	1963	1964	
Farm Purchase and Preparation	389	319	372	351	337	9,050
Treatment Works	41	96	25	26	31	1,040
Outfall Sewers and Rising Mains	111	277	556	587	287	3,280
Pumping Stations, Buildings, and Plant	3,211	2,156	2,433	1,904	672	11,917
Main and Branch Sewers Reticulation Sewers	2,765	3,333	4,755	3,012	10,077	36,594
Cost of House Connexions Chargeable to Capital	3,774	2,828	4,513	5,340	4,915	59,308
Sanitary Depots	231	135	1	Cr. 4	*	794
Investigations	22	19	..	48	21	770
						328
Total Outlay	10,544	9,163	12,655	11,264	16,341	123,082

* Under \$500

Board of Works Farm at Werribee

Ideally, the minerals and organic matter contained in a city's domestic and industrial waste waters should be returned to the land from which they were originally derived. The Board's farm at Werribee is an example of re-use of sewerage wastes. The once barren plain is enriched by treatment with these wastes to the extent that intensive grazing of sheep and cattle is possible, at the same time saving ratepayers \$400,000 a year. The revenue from the sale of livestock is set off against the cost of sewage purification and results in the imposition of a lower sewerage rate than would otherwise be necessary.

Statistical data for the year ended 30th June, 1964 are as follows :—

Total area of farm	26,809 acres
Area used for sewage disposal	16,597 acres
Average rainfall over 70 years	18·88 inches
Net cost of sewage purification per head of population served	58c.
Profit on cattle and sheep	\$460,642

Further Reference, 1965

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 1963–64, working expenses were \$150,868 and interest \$41,712, making a total of \$192,580. Revenue was \$91,478, leaving a deficiency of \$101,102.

Stormwater Drainage and River Improvements

Forty years ago, the Board was made responsible, by Act of Parliament, for the drainage of surface and storm water that flowed through two or more municipalities. And so, for the first time, it became possible to resolve the serious drainage problems that sometimes existed between adjoining municipalities. Hitherto, a municipality might have been powerless to control flooding within its boundaries because the remedy could only be provided by the construction of major works beyond its border. The legislation, however, did not provide for cases where the drainage catchment lay within the municipality and the Council, for reasons of limited finance, was unable to construct the necessary improvement works.

Subsequent legislation gave the Board power to control the principal stormwater drainage throughout the metropolis irrespective of municipal boundaries and to construct such drainage and river improvement works as it deemed necessary.

Finance for carrying out drainage works is provided mainly by Loan Funds, but a small proportion of capital works has been financed from the revenue derived from the Metropolitan Drainage and River Improvement Rate payable in respect of all ratable property in the metropolis since the 1st July, 1927. The costs of maintenance and operation, as well as interest charges, are also met from this annual rate.

The accelerated post-war development of Melbourne has created special problems in drainage—as, indeed, in all of the Board's activities. In any developing area, major stormwater drainage systems are not usually constructed complete but in sections as the need grows—and as funds permit. However, development does not simply mean laying a few more pipes to extend the existing drains; the spread of urban development decreases the area of virgin ground

that naturally absorbs or retards the flow of rainwater and this, in turn, results in a very considerable increase in run-off. Where flows formerly reached a peak only after two or three hours of heavy rain, a fully built-on area can induce maximum flood conditions very much more rapidly.

As one means of relieving the flooding problem on several water-courses where circumstances are such that it is practicable to do so—particularly in the outer suburbs where the necessary land is obtainable—the Board has undertaken the construction of a number of “retarding basins”. These are essentially shallow storages, which come into operation by temporarily holding stormwater during heavy rain, i.e., only on a few occasions in a year. These basins are formed by constructing an earth bank across the watercourse, leaving an outlet of carefully calculated capacity which is adequate to carry all but the very high flows. These high flows are retained in the basin until the storm has subsided when they flow away down the water-course. In brief, instead of a large volume of water rushing down in a short period, a restricted flow is spread over a long period, thus considerably improving conditions downstream. Where conditions are favourable, the construction of a retarding basin can effect a considerable saving in cost of drainage improvements, because of the much smaller drain required downstream.

The Board constructed its first retarding basin in 1927. Today there are ten in operation or in course of construction and several others are proposed in the near future.

As well as being responsible for 211 miles of underground main drains and many hundreds of miles of creeks and watercourses, the Board is responsible for metropolitan rivers, except in a limited area under the control of the Melbourne Harbor Trust. It keeps these rivers dredged for flood control and for the safe passage of small boats and pleasure craft; maintains the banks to prevent erosion; exercises control over trade discharges into the streams in the metropolis; and administers the by-law relating to the use of the rivers, thus ensuring that they will continue to be a source of pleasure to the people of Melbourne.

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30th June, 1964, was \$22·3 mill. The length of main drains under the control of the Board at 30th June, 1964, was 211 miles.

Assessed Value of Property

The net annual value of property in 1963–64 for the purpose of the Board’s rating was as follows :—

Water Rate	..	..	..	..	\$209·5 mill.
Metropolitan General Rate (for sewerage services)	..	..	..	..	\$162·5 mill.
Metropolitan Drainage and River Improvement Rate	..	..	..	..	\$196·8 mill.
Metropolitan Improvement Rate (for planning purposes)	..	..	..	..	\$208·8 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 \$310 mill. This amount is exclusive of loans amounting to \$4.8 mill. 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, 1964, was \$269.4 mill. The Board was, at that date, empowered to borrow a further \$45.4 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 in respect of its water supply, sewerage, and drainage functions during each of the years 1959-60 to 1963-64. The Board keeps a separate account of its financial activities as Metropolitan Planning Authority. These activities are summarized in the table on page 395.

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

(\$'000)

Particulars	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Water Supply—					
Water Rates and Charges (Including Revenue from Water Supplied by Measure)	7,513	8,212	10,358	11,147	11,674
Sewerage—					
Sewerage Rates	7,092	7,683	8,525	9,496	9,802
Trade Waste Charges	428	462	469	499	517
Sanitary Charges	110	164	179	187	203
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, &c. ..	31	21	18	15	13
Balance, Live Stock Account ..	517	428	349	412	461
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	1,216	1,325	1,485	1,660	1,690
River Water Charges	21	20	17	13	14
Total	16,928	18,315	21,400	23,429	24,373

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

(\$'000)

Particulars	1959-60	1960-61	1961-62	1962-63	1963-64
EXPENDITURE					
Water Supply—					
Management and Incidental Expenses	1,074	1,156	1,231	1,364	1,512
Maintenance	1,814	1,933	2,139	2,207	2,286
Sewerage—					
Management and Incidental Expenses	1,027	1,118	1,153	1,033	1,191
Maintenance	1,130	1,183	1,161	1,146	1,284
Metropolitan Farm—					
Administrative Expenses ..	46	55	63	80	84
Maintenance	738	671	691	710	731
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	82	67	97	188	219
Maintenance	125	133	172	174	197
Main Drainage Works	608	662	742	830	..
Pensions and Allowances	158	216	193	227	238
Loan Flotation Expenses	309	229	384	319	132
Interest (Including Exchange) ..	8,443	9,450	10,553	11,840	13,342
Contribution to—					
Sinking Fund	1,054	775	801	880	928
Loans Redeemed Reserve .. ..	..	286	388	614	765
Renewals Fund	361	383	432	474	551
Superannuation Account	140	149	138	133	150
Depreciation	44	54	63	50	84
Municipalities	34	34	34	34	34
Rates Equalization Reserve.. ..	Cr.127	Cr.239	951	1,100	620
Total	17,060	18,315	21,386	23,403	24,350
Net Surplus (+) or Deficit (—) ..	(—)132	..	(+) 14	(+) 26	(+) 23
Capital Outlay at 30th June—					
Water Supply	97,466	103,876	111,316	121,454	130,482
Sewerage	73,658	82,821	95,476	106,741	123,082
Drainage and River Improvement Works	16,907	17,823	18,876	20,049	22,289

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 was 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, has brought about the need for modification of the original scheme. This can be done by amending planning schemes. One such amending scheme to expand the areas set aside for urban development has been completed. It is anticipated now that the new target population of 2,500,000 people will be reached about 1972.

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, 1962

Highways and Bridges

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

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

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

Comprehensive studies to determine construction priorities have been made and a 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; Hanna and Roy Streets (re-named King's Way), South Melbourne; and the first stage of the South-Eastern Freeway extending from Batman Avenue to Grange Road Bridge.

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 undertaken from time to time as the need arises.

Parklands

In addition to the parklands existing at the time of the preparation of the Planning Scheme, further lands in the Metropolitan Area have been reserved for public open space. The Board may acquire and develop such lands as parklands, gardens or playing fields or transfer them to the relevant municipal councils to develop.

Revenue, Expenditure, &c.

The following table summarizes the revenue, expenditure, and capital outlay of the Board in connexion with its functions as Metropolitan Planning Authority during the period 1959-60 to 1963-64 :—

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS : PLANNING AND HIGHWAYS ACCOUNT, ETC.
(\$'000)

Particulars	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Metropolitan Improvement and Sundry	1,956	2,136	3,178	3,585	3,703
EXPENDITURE					
Management	320	343	354	504	630
Maintenance	7	7	24	64	72
Interest .. ..	..	..	37	49	48
Contributions to Sinking Fund ..	..	..	24	24	24
Transfer to Planning and Highways Reserve	1,629	1,786	2,739	2,944	2,929
Total	1,956	2,136	3,178	3,585	3,703
Capital Outlay at 30th June— ..	3,462	6,301	9,703	11,692	13,118

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 sea port 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 136 towns with a population of about 192,000.

At 30th June, 1964, local authorities constituted for the administration of town water supplies, numbered 183 and served 210 cities and towns. An additional 26 towns have works under construction. In all, about 565,000 persons will be served when these are completed. The predominance of local control is indicated by these figures which show that the population served from locally controlled schemes is almost double the population supplied from schemes directly managed by the Commission.

In all, 757,000 persons in 346 centres outside the Metropolitan Area are provided with reticulated water supplies by the Commission or by local trusts and authorities.

In addition to their function 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 \$24 mill. for water supply, \$10 mill. for sewerage works, and \$1·17 mill. for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30th June, 1964, was :—water supply \$14·13 mill.; sewerage \$5·89 mill.; and sewerage installation, \$1·05 mill., of which \$0·26 mill. was outstanding. The revenue for the year ended 30th June, 1964, was \$1·17 mill. on account of waterworks and \$0·59 mill. 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, 1964, the amount so appropriated was \$1·21 mill. and of this sum \$0·68 mill. had been used to redeem maturing loans.

At the 30th June, 1964, the population served was estimated by the Trust at 106,021, the number of buildings within the drainage area was 26,410, and the number of buildings within sewered areas was 24,145.

For the period of five years ended 30th June, 1964, the Trust has doubled expenditure on capital works to the present \$20 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 \$4·4 mill. This project, commenced in 1960, was completed in 1965.

Work has commenced on a \$6 mill. Outfall Sewer Duplication project.

Water Supply

Apart from the Upper Barwon Dam referred to above, the water supply systems of the Trust are the Moorabool System and the Barwon System.

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, 1964, the sewerage system consisted of 292·79 miles of reticulation sewers and a main outfall sewer 4 feet 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 of the Victorian Year Book 1965.

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 through a 60-in. pipeline, a distance of approximately 10 miles.

The capital cost of construction of waterworks was \$9·98 mill. to the 30th June, 1964. Liabilities amounted to \$11·03 mill. at 30th June, 1964, including loans due to the Government totalling \$10·58 mill. The income for the year 1963-64 was \$0·59 mill. and expenditure during the year amounted to \$0·53 mill. including interest and other charges amounting to \$0·38 mill. Redemption payments to 30th June, 1964, amounted to \$0·23 mill.

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, 1964 totalled 9,850 mill. gall.

Sewerage

The Board has constructed an outfall sewer some 52 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, 1964, was \$5·32 mill.

The scheme is financed by Government loan, the liabilities on account of loans, at the 30th June, 1964, amounting to \$5·49 mill. Income during 1963–64 amounted to \$0·23 mill. and expenditure, which included \$0·14 mill. interest and other charges, amounted to \$0·25 mill. Redemption payments to 30th June, 1964 amounted to \$0·25 mill.

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 of that year.

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, and to the Miners Rest Waterworks Trust. The total estimated population supplied is 61,000. 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 20,444 tenements, of which 13,860 are connected to the sewers.

The total consumption of water for the year 1964 was 1,987 mill. gall. and the average *per capita* consumption was 89 gall. per day. Approximately 90 per cent. of the properties supplied are metered.

To 31st December, 1964, the capital cost of construction was \$5·69 mill., and loans outstanding (including private loans) were \$3·52 mill. During 1964 revenue amounted to \$0·40 mill. and expenditure to \$0·39 mill.

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, 1964, there were 19,799 assessments in the sewerage district, and 16,127 in declared sewerage areas, where 13,860 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, 1964, amounted to \$3·35 mill.; redemption payments at that date totalled \$0·77 mill. Revenue during

1964 amounted to \$0.39 mill. and expenditure, which included \$0.25 mill. on interest and redemption, was \$0.39 mill. During 1964, 130 contracts were completed under the Deferred Payments System, the amount outstanding at 31st December being \$0.17 mill.

Further Reference, 1961

Country Sewerage Authorities

With the exception of sewerage systems operated by the State Electricity Commission and the Eildon Sewerage District (under the direct administration of the State Rivers and Water Supply Commission), country sewerage works are controlled by local authorities. These local sewerage authorities operate under the direct supervision of the State Rivers and Water Supply Commission in a similar manner to the local water supply authorities. Of the 78 local sewerage authorities constituted at 31st December, 1964 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), 56 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 1959 to 1963 :—

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

Particulars	1959	1960	1961	1962	1963
No. of Systems in Operation ..	38	39	41	49	53
No. of Systems under Construction ..	7	11	12	7	3
Estimated Population Served (At End of Year) ..	354,756	369,951	395,432	424,648	457,471
No. of Properties Connected to Sewers (At End of Year) ..	94,747	100,397	106,604	115,096	125,860
	\$'000				
Income—					
Rates	1,832	2,071	2,417	2,767	3,069
Other	688	869	918	1,121	1,351
Total	2,520	2,940	3,335	3,888	4,420
Expenditure—					
Working Expenses	931	1,077	1,167	1,345	1,444
Other	1,577	1,709	2,078	2,501	2,911
Total	2,508	2,786	3,245	3,846	4,355
Loan Account—					
Receipts	4,351	5,677	6,246	6,419	7,177
Expenditure	3,594	4,751	6,486	6,830	5,885
Loan Liability (At End of Year) ..	22,016	27,274	32,065	37,666	43,788

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 1963-64, contributions by municipalities were equivalent to 0·62 cents in the \$1 of the annual value of property amounting to \$209 mill., while fire insurance companies contributed at a rate of \$15·83 for every \$100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1962 amounted to \$16·3 mill.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1959-60 to 1963-64, are as follows :—

**VICTORIA—METROPOLITAN FIRE BRIGADES BOARD :
REVENUE, EXPENDITURE, ETC.**

(\$'000)

Particulars	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Contributions—					
Municipalities	972	1,078	1,238	1,182	1,293
Insurance Companies ..	1,944	2,156	2,464	2,358	2,587
Receipts for Services ..	282	386	410	424	465
Interest and Sundries ..	396	236	212	250	512
Total	3,594	3,856	4,324	4,214	4,857
EXPENDITURE					
Salaries	2,152	2,266	2,550	2,828	3,012
Administrative Charges, &c.	680	490	530	436	513
Partially-paid Firemen and Special Service Staff					
Allowances	188	210	228	242	240
Plant—Purchase and Repairs	294	282	336	372	299
Interest	24	30	36	40	38
Repayment of Loans	20	18	20	22	21
Superannuation Fund	118	144	160	174	184
Motor Replacement Reserve	40	44	70	76	82
Pay-roll Tax	62	66	74	82	86
Miscellaneous	14	20	60	306	221
Total	3,592	3,570	4,064	4,578	4,696
Net Surplus (+) or Deficit (—)	(+) 2	(+) 286	(+) 260	(—) 364	(+) 161
Loan Indebtedness (At 30th June)	542	644	704	712	691

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 1960 to 1964 :—

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

Particulars	At 30th June—				
	1960	1961	1962	1963	1964
Fire Stations	44	45	45	45	45
Staff Employed*—					
Fire Fighting	883	924	1,024	1,055	1,052
Special Service and Partially- paid Firemen	93	103	107	108	98

* Excluding clerical staff.

Further Reference, 1961

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. Since 1963 the Authority has also controlled the fire services in the City of Dandenong. 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, 1964, there were 43 permanent fire officers and 67 firemen in the Authority's service with permanent officers at Norlane, Springvale, Morwell, North Geelong, Frankston, Doveton, Mildura, Warrnambool, Wangaratta, 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's revenue when it was created in 1944, in 1964, 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 \$0.15 mill. in the first year to \$1.49 mill. in 1964.

In December, 1959, statutory provision was made for the recognition of groups of fire brigades and, since that time, 120 groups had been formed up to the end of 1964. The State is now divided into five 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, 1964, the Authority had raised 44 loans, representing a total of \$2.75 mill., which had been used for the provision of buildings and equipment. In August, 1951, the limit of borrowing was raised from \$0.4 mill. to \$1 mill., and was further increased to \$2 mill. in October, 1955. Loan indebtedness at 30th June, 1964, amounted to \$1.67 mill.

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority, for each of the years 1959-60 to 1963-64, 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	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Statutory Contributions—					
Municipalities Assistance					
Fund	365	402	441	489	522
Insurance Companies	729	804	882	979	1,045
Other	46	47	58	68	64
Total	1,140	1,253	1,381	1,536	1,631
EXPENDITURE					
Salaries and Wages	415	459	498	570	623
Depreciation	56	60	63	68	73
Insurance	42	37	46	46	52
Interest	69	72	74	81	84
Maintenance	181	157	237	197	232
Motor Replacement Fund	98	108	117	135	154
Other	190	219	234	252	270
Total	1,051	1,112	1,269	1,349	1,488
Net Surplus	89	141	112	187	142
Loan Expenditure	262	186	218	200	122
Loan Indebtedness (At 30th June)	1,382	1,439	1,493	1,573	1,665

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

Particulars	At 30th June—				
	1960	1961	1962	1963	1964
Fire Brigades—					
Urban	205	206	207	206	205
Rural	1,031	1,035	1,037	1,041	1,040
Personnel—					
Professional	109	109	120	135	139
Volunteer	100,865	102,620	106,783	107,581	109,420
Motor Vehicles—					
Transport	45	46	48	55	55
Fire Service	833	859	883	900	934

Further Reference, 1961

Civil Defence and the State Disaster Plan

Civil Defence is defined as preparation of the public for survival after enemy attack or peace-time disaster.

The State Civil Defence Planning Committee which functioned during the Second World War was reconstituted in 1946 under the chairmanship of the Secretary, Premier's Department. Government departments and instrumentalities and major voluntary organizations concerned in disaster operations are represented on the Committee.

In 1958 a Co-ordinator of Civil Defence was appointed in order to develop blue-print planning of civil defence in Victoria, and, in 1961, following advice that Commonwealth policy was to build progressively civil defence organizations and preparations on a sound basis, two additional civil defence officers were appointed and a State Civil Defence Office created within the Premier's Department.

A committee under the Chairman of the Hospitals and Charities Commission prepared a Major Disaster Plan in 1961, designed to handle a disaster of major proportions within 50 miles of Melbourne.

Since the bushfires of January, 1962, the State Civil Defence Officers have co-operated with the Chief Commissioner of Police in instituting a State Disaster Plan designed to handle all types of peace-time disasters, irrespective of magnitude, anywhere in the State, and including those covered by the Major Disaster Plan of 1961.

The basic principles of the State Disaster Plan are :—

- (1) Co-ordination of administrative arrangements in support of the Authority which has the prime statutory responsibility for coping with the particular type of disaster ; and
- (2) no interference with the command functions and operations of that responsible Authority.

Responsibility for the overall co-ordination of administrative support has been delegated to the Chief Commissioner of Police. Accordingly, this support effort is co-ordinated by the Police Officer-in-Charge of the affected Police District or his representative at the scene of the disaster.

The plan is essentially one of co-ordination of activity of all organizations involved, both of permanent services such as police, fire authorities, medical services, public utilities, and of all the voluntary

organizations which have offered for service, such as St. John Ambulance Brigade, Wireless Institute of Australia, Red Cross Society, and many others.

Municipalities throughout the State are being encouraged to set up civil defence organizations, in which service will be in an honorary and voluntary capacity. These bodies are designed initially to assist the statutory authorities in coping with major disasters in or near their municipal districts in peace-time, thus providing a municipal contribution to the total effort under the State Disaster Plan. They are so framed as to be capable of expansion to meet the requirements of war.

Government departments and instrumentalities and major voluntary organizations concerned in civil defence and disaster planning have directed their representatives concerned to co-operate with local government authorities in local planning and organization.

Considerable progress has been made in the development of the State Disaster Plan and a series of exercises has been conducted both in the metropolitan and in country areas.

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 1960-61 to 1963-64, 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—			
	1961	1962	1963	1964
LOCAL GOVERNMENT				
Due to Government	545	522	316	336
Due to Public Creditor	13,545	18,892	24,400	23,657
Total Local Government	14,090	19,414	24,716	23,993
SEMI-GOVERNMENTAL*, &c.				
Due to Government*	38,259	41,662	43,301	43,223
Due to Public Creditor	65,969	89,351	104,126	103,599
Total Semi-Governmental, &c. ..	104,228	131,013	147,427	146,822
ALL AUTHORITIES				
Due to Government*	38,804	42,184	43,617	43,559
Due to Public Creditor	79,514	108,243	128,526	127,257
Total	118,318	150,427	172,143	170,815

* Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement :—\$15·12 mill. in 1960-61, \$19·88 mill. in 1961-62, \$18·89 mill. in 1962-63, and \$18·13 mill. in 1963-64.

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. The main incentives are set out on pages 554-555.

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 resources and 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 \$2 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. More recent inquiries include an investigation into the extractive industries of the State, Millewa land settlement, and the development of Westernport Bay.