

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 23 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 Contracts Act
- Town and Country Planning Act
- Tramways Act
- Valuation of Land Act
- Weights and Measures 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. Before any area of land in Victoria may be constituted a shire it must contain rateable property having a net annual value of not less than \$400,000 which yielded not less than \$60,000 in general and extra rates for the last completed municipal year.

2. To constitute new boroughs, towns, or cities. Any area of land in Victoria may be constituted a borough provided such area :
 - (i) Is substantially urban in character;
 - (ii) has a population of at least 4,000 inhabitants;
 - (iii) contains rateable property having a net annual value of at least \$400,000; and
 - (iv) contains rateable property which yielded a revenue of at least \$60,000 from general and extra rates for the last completed municipal year.

To be constituted a town or city the area must meet the appropriate requirements set out in (6) below.

3. To unite two or more municipalities whose municipal districts form one continuous area.
4. To sever part of one municipality and annex such part to another municipality.
5. To subdivide or re-subdivide any municipality or to alter the boundaries of or abolish the sub-divisions of any municipal district. (The sub-divisions of a city, town, or borough are called "wards" and those of a shire "ridings". The maximum number of sub-divisions permitted in any municipality except the City of Melbourne, is eight. Melbourne has eleven wards. Most Victorian municipalities are sub-divided).
6. To proclaim municipalities which are substantially urban in character to be boroughs, towns, or cities. Any such shire which satisfies the requirements set out in (2) above may be proclaimed a borough. Any such municipality which has a population of at least 5,000 inhabitants and yielded a revenue of at least \$80,000 from general and extra rates in the last completed municipal year may be proclaimed a town. Any such municipality which has a population of at least 10,000 inhabitants and yielded a revenue from general and extra rates of not less than \$160,000 in the last completed municipal year may be proclaimed a city.

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

During the period 1 July 1967 to 30 June 1968 no new municipalities were created and there were no changes in the status of existing municipalities.

Valuer-General and Valuers' Qualification Board

The purpose of the *Valuation of Land Act* 1960 (to which amendments affecting valuation matters have been made in 1961, 1964, and 1965) 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. Progress has been made towards each of these objectives and municipalities are now the only rating authorities making valuations in the State, each attending to the special rating valuation requirements of other authorities.

Valuations will continue to be carried out by municipalities, 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.

The legislation provided for appointment of a Valuer-General, a Deputy Valuer-General, and other necessary officers who are 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 for 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 14 December 1961 and who were practising as valuers when the legislation was enacted in 1960.) The Board can also 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. As from 1 January 1966, the subjects of examination comprise a four-year certificate course conducted by the Royal Melbourne Institute of Technology. Any candidate successful at these examinations must also have had a period of practical experience in valuation work aggregating in all not less than four years within six years prior to his application for a certificate. Admission to the Commonwealth Institute of Valuers as an Associate Member will qualify a candidate for a certificate, but unless he has passed all alternative subjects, both rural and urban, the certificate of qualification is likely to be appropriately restricted. The subjects of examination referred to correspond with those required to gain entry to the Commonwealth Institute of Valuers.

Land Valuation Boards of Review

On 1 December 1965, the Valuation of Land (Appeals) Act came into operation. This Act overhauls the procedures for determining all disputes on the valuation of property, either for rating or taxing purposes or in respect of the compulsory acquisition of land.

In rating and taxing matters, appeals will be heard and decided by a Land Valuation Board of Review, except where the appeal is against a capital improved value of \$10,000 or more, a net annual valuation of \$500 or more, or an unimproved capital value of \$2,000, in which case the appellant may have it determined by a Board or by the Supreme Court at his option.

In disputes on land acquisition, the hearing will be before a Board of Review where the claim does not exceed \$10,000 unless the Supreme Court decides on an application by either party that the issues involved warrant a Court hearing. Where the claim exceeds \$10,000, the hearing may be either before the Court or a Board at the option of the claimant.

These Boards of Review are intended to operate in a relatively informal and inexpensive way. Each Board is composed of a Chairman and two valuers, the latter selected from a panel having regard to the location and use of the land. Neither the objector nor the Council need have legal representation, though an appellant is entitled to engage a valuer to give evidence on his behalf and also to engage legal representation should he so desire.

Inspection of Scaffolding

A Municipal Scaffolding Inspectors Board was appointed in 1967. The Board examines and issues certificates of qualification to municipal scaffolding inspectors. It is also empowered to issue certificates of competency to scaffolders. From January 1971 it will become necessary for every person who erects, alters or demolishes certain types of scaffolding to hold either a certificate of competency or a permit to work under the supervision of a qualified scaffolder. The scaffolding affected is cantilever scaffolding, suspended scaffolding, bracket scaffolding from which a person could fall a greater distance than 14 ft or any other scaffolding (not being a ladder), the working platform of which has a height greater than 14 ft above the supporting surface. Previous legislation is referred to on page 224 of the 1968 *Victorian Year Book*.

Municipalities

General Description

At 30 June 1968, Victoria was divided, for local government purposes, into 210 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 210 municipalities comprised :

Cities	59
Towns	5
Boroughs	8
Shires	138
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				210
				<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 twenty-four (except the City of Melbourne, which has thirty-three councillors). Subdivided municipalities have three councillors for each subdivision.

Any person who is the owner or occupier of property of a rateable 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 retires 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 naturalised subject of Her Majesty, and be liable to be rated on rateable property in the municipality. By an amendment to the Local Government Act in December 1966 the following persons may also be enrolled on the voters' roll :

(1) The spouse of a person entitled to be enrolled in respect of property within a municipal district upon which that person and his or her spouse reside if the said spouse is not liable to be rated in respect of such property; and provided that the spouse shall make written application for enrolment to the council.

(2) The owner of any rateable property in respect of which some other person is liable to be rated as occupier.

If a corporation owns or occupies rateable property it must appoint some person to be enrolled in its place. In the case of public statutory

corporations however, this is optional. No person is entitled to be enrolled for property which has an annual value of less than \$25, unless there is a house on such property and the person resides there.

Plural voting is provided for, up to a maximum of three votes per person, according to the value of the rateable property for which the enrolment is made.

Voting is compulsory in 65 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), an engineer, and such other officers as may be necessary. The other officers usually include a building surveyor, 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, tourists' 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 262-3). 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 273-8). 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 30 June 1968, only one borough and eleven 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. The Uniform Building Regulations are made on the recommendation of the Building Regulations Committee. The members of this body are appointed by the Governor in Council and include representatives of Government Departments, the municipalities, the Royal Victorian Institute of Architects, the Institution of Engineers (Australia), and the Master Builders' Association of Victoria. In addition to its function of preparing draft regulations, the Committee acts as a referee to determine disputes arising out of the regulations and may also, on the application of any party concerned, modify or vary the regulations in special cases.

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 scheme—the Melbourne Metropolitan Planning Scheme—was approved on 30 April 1968 and

came into operation on 22 May 1968. On approval of the scheme the Board delegated to municipal councils in the planning area certain of its powers, authorities and responsibilities in relation to the administration, enforcement and carrying out of the scheme. Local planning schemes and interim development orders will continue to operate for a period not in any case exceeding two years. This is to permit any desirable features of the local schemes to be incorporated in the Metropolitan Scheme by way of amendment.

The Town and Country Planning Act was amended and consolidated in 1961. The new legislation which came into force in February 1962 was substantially amended in 1968.

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 this field in conjunction with the Housing Commission.

Under financial agreements between certain councils and the Housing Commission for the purpose of slum reclamation, the following amounts have been provided by councils up to 30 June 1967 :

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, City of St. Kilda \$20,000, 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 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 rateable property in each municipal district.

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

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

Some municipalities also operate business undertakings, such as electric supply, abattoirs, pipe works, quarries, and waterworks, and, for the 1966 municipal year, the combined turnover of these undertakings was approximately \$48m.

Rating of Land and Property

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

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

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

The *Valuation of Land (Amendment) Act* 1961 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 30 September 1964, such valuation to be assessed at the level of general value current at 31 December 1961, unless the valuation in force at that latter date fulfilled these 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 rateable property unless, at the instance of the council, or as the result of a poll of its ratepayers, it has decided to rate on unimproved capital value or (since 1 June 1968) partly on net annual value and partly on unimproved capital value. Under the latter system a proportion of the required revenue is obtained by levying an appropriate rate on the net annual value of rateable property and the balance from an appropriate rate on the unimproved capital value of the rateable property.

The amending legislation which provides for a combination rate also provided for the gradual replacement of unimproved capital value as a basis of rating by a modified form of unimproved capital value known as site value. Replacement will be effected gradually as valuations are made on the new bases throughout the State.

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 realise 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.

Site value differs from unimproved capital value in that the valuer is not required to notionally restore the land to its primitive condition. Instead, the improvements which are to be imagined as not existing are those which can be seen, i.e., buildings, fences, sown pastures, etc., and including works undertaken on the land such as the removal of timber or stones, draining or filling of the land, erosion works, etc., which have been made within the 15 years last preceding the valuation.

Of the 210 municipalities in Victoria at 30 September 1967, 158 were rating on net annual value and fifty-two on unimproved capital value. 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 shall not exceed 20c in the \$1 or be less than 3c in the \$1 of the net annual value of the rateable property. For certain special purposes, however, a municipality may raise its general rate above the limitation imposed by the Local Government Act.

Before making a general rate, a municipality must prepare an estimate of the amount required to defray the expenditure of the council for the period to be covered by the rate, and 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 rateable property. An extra rate may be made for a period not exceeding one year or less than three months, as the council thinks fit.

A ratepayer may elect to pay any general or extra rate made for a period of one year in four equal instalments on or before the last day of December, February, May, and August, respectively. If the rate notice is posted on or after 18 December, the first instalment may be paid within fourteen days of the date of posting of the rate notice.

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 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, immunisation, 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. 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 1 January 1951.

From 1 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, first, towards the cost of works of municipalities and other public bodies, and second, 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 subsidised 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* 1967 increased this to \$500,000.

For the year ended 30 June 1967, subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to \$415,090, while, for the same period, the amount contributed to the Country Fire Authority was \$834,526.

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. (See page 257.)

Expenditure

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

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

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

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

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

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

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

- (1) Temporary accommodation on current account ;
- (2) private street construction ;
- (3) works carried out under the Country Roads and Commonwealth Aid Roads Acts ; or
- (4) purchase and acquisition of land, or the payment of compensation in connection 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 authorised 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 (See also page 721.)

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. Authorised 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 30 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 was founded in 1879 and 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 organisation, 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 insurance organisations. Most permanent employees were required to effect, with an approved insurer, policies of endowment insurance maturing on retirement 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 at 30 June, whereas the premium and contribution year closed at the end of February. Since 1962, the Board has 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 for the years 1962-63 to 1966-67 are given in the following table :

VICTORIA—LOCAL AUTHORITIES SUPERANNUATION
BOARD : BENEFIT CONTRACTS ACCOUNT

(\$'000)

Particulars	1962-63	1963-64	1964-65	1965-66	1966-67
INCOME					
Premium and Investment Income ..	1,899	2,398	2,516	2,806	3,329
Other	1	..	..	..	..
Total	1,899	2,398	2,516	2,806	3,329
EXPENDITURE					
Contributions, Refunds, Death and Withdrawal Benefits	373	485	688	736	1,168
Contributions to Management ..	48	98	145	168	198
Total	421	583	833	904	1,366
Operating Surplus for Year ..	1,479	1,815	1,683	1,902	1,963
Accumulated Funds at End of Year	7,287	9,102	10,785	12,686	14,649

The accumulated funds at 28 February 1967 consisted of investments in semi-governmental and local government loans and cash deposits.

History of Local Government Administration. 1961

Melbourne City Council

Organisation and Functions

Melbourne has 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 city by Letters Patent of Queen Victoria dated 25 June 1847.

The City of Melbourne still operates under sections of the 1842 Act and its amendments. All other municipalities (with the exception of Geelong which was given local government in 1849 by an extension of the 1842 Act) 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, Summary Offences, Petrol Pumps, Motor Car, Electric Light and Power, and Markets.

With a net annual value (for the year 1966-67) of \$40.9m, rate income of \$5.9m, other revenue of \$20.7m, and a work force of approximately 2,800 employees, it is the foremost municipality in the State. Though its daily influx of population is high, its population of 75,900 at 30 June 1967 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 thirty-three members. Elections are held annually and one member from each ward retires in rotation, 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 2,081 acres are parklands and reserves. On those parklands and reserves under its control, the City Corporation annually expends more than \$1m.

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, 120,000kW. It is expected, as the generating capacity of the State Electricity Commission increases, that the Council's power generation will decrease until the power station is closed down and held as a reserve capacity.

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 organisation is effective and achieves all the desirable advantages which spring from the division of labour.

Of the nine permanent 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 Organisation

The work force is organised on a departmental basis, but no precise pattern of organisation has emerged. Broadly, the departments are either organised by major process or by purpose, but, in some cases, a hybrid of these two forms has been brought about. There are eleven departments comprised of 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 organised by committees and the administrative staff as organised 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

organised 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.

Further References, 1961 to 1968

Re-development in the Central Business Area

The central business area of Melbourne presents a special problem in urban re-development. It is both costly and difficult and, of necessity, must be comprehensive in its nature. The whole of a selected area must be planned and this means that existing buildings and land subdivisional patterns are eliminated, and a completely new development takes place. Invariably, because of the problem of assembling the land ownership, public authorities must participate, though the development itself may still be left to private enterprise.

The Melbourne City Council is at present planning a comprehensive re-development of a section of the central business area which envisages the provision of hotel and office accommodation, a retail complex, and extensive car parking facilities. The section concerned embraces a complete city block bounded by Lonsdale, Elizabeth, La Trobe, and Swanston Streets, and comprises an area of 8 acres. The area was chosen because of the indifferent real estate development which reflected itself in the land values. Although only one block removed from the central block of the city, where the land values average \$120 per ft and above, half of this block (north of Little Lonsdale Street) averages less than \$20 per ft and the other half (south of

Little Lonsdale Street) \$20 to \$49 per ft. Within the area is a wasteful tangle of badly planned lanes embracing a little more than 2 acres of land. The remainder of the land is divided into eighty separate land holdings.

The problem has been examined by analysing the whole central business area's economic, market, and civic potential. This embraced a study of population growth, commercial and developmental trends, and needs in relation to office space, retail space, residential space (including hotels and apartments), parking facilities, and transport patterns. The specific site was then studied to establish the pattern of property holdings and market values, transport and traffic, topographical features, and underground services. From these two studies the potential plan of development of the area was deduced from the growth factors disclosed in the general study of central business area. To test the feasibility of the plan an economic analysis was made of the disclosed alternative proposals for the site. This analysis included costs of acquisition, revenue, and market potential for various forms of development related to the market needs of the central business area, building costs, economic returns and likely future values. The study has brought together various sources of information to give a profile of the city which previously had not been available in this form. Certain aspects of it, very vital to the planning, are also of general interest.

The present daily influx of population in the central business area is 250,000, of which the work force accounts for 58 per cent (145,000), additional shoppers 15 per cent (37,000), business visitors 15 per cent (37,000), and the remainder (recreation, entertainment, education, etc.) 12 per cent (31,000). It is estimated this daily influx will increase within the next 20 years to 360,000, of which the work force will comprise 225,000 (62.5 per cent). Almost 60 per cent of this work force is employed in offices which at present account for 40 per cent of the city's total floor space. This proportion is expected to increase and the present yearly absorption rate of 600,000 sq ft of office space should rise to 750,000 sq ft within ten years.

The retail section of the central area employs almost 20 per cent of the work force and occupies more than 6 mill. sq ft of floor space. Slightly more than 20 per cent of the total volume of metropolitan sales is done in the central area, and even allowing for the proportion of total metropolitan retail volume to fall as low as 14–15 per cent, the total yearly sales should increase to \$350m within the next 10 years.

Another growth factor will be hotel accommodation. The volume of domestic air travel alone is likely to treble in 20 years, and overseas visitor traffic should increase four-fold in the next 10 years. The national demand for hotel space should increase by 46,000 rooms, of

which it is estimated metropolitan Melbourne will need an additional 8,000. Even on a conservative view this would mean 4,000 within the next 10 years, and one half of these (2,000) could be expected in or around the central area.

These aspects, being the major growth factors, naturally point the direction for the proposed re-development. From a location viewpoint, the area adjoins the heart of the retail centre and is adjacent to one of the world's largest department stores, with the main commercial offices on one side and the theatre, entertainment, hotel, and government offices on the other. The northern side is adjacent to the site of a proposed underground railway station and is in proximity to the main domestic air terminals. The proposal is for a scheme involving a retail complex, hotel, office block and extensive car parking facilities to be developed by private enterprise and involving the Melbourne City Council in an initial outlay of some \$5m. The proposal has not yet been adopted by the Council.

Statistics of Local Government

General

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

In tables for the year 1965-66 which follow, municipalities have been divided into the following classes :

City of Melbourne ;

Other Municipalities in Melbourne Statistical Division ; and

Municipalities outside Melbourne Statistical Division.

The municipal areas which comprise the Melbourne Statistical Division are set out on page 133 of this *Year Book*. Three of these areas are parts only of the Shires of Berwick, Cranbourne, and Healesville, but because it is not practicable to dissect the finances of municipalities for statistical purposes, the whole of each of these shires has been treated in the tables which follow as being within the Melbourne Statistical Division.

At 30 September 1966, in municipalities throughout the State, there were 2,304 councillors, namely, 33 in the City of Melbourne, 642 in 54 other municipalities in the Melbourne Statistical Division, and 1,629 in 154 municipalities in the remaining Statistical Divisions.

Properties Rated, Loans Outstanding, etc.

In the following table, the number of properties rated, the value of rateable property, receipts of all funds, the amount of loans outstanding, etc., are shown for each of the years 1961-62 to 1965-66. The large increase in the value of rateable properties in the year 1964-65 was due to the implementation of the *Valuation of Land (Amendment) Act* 1961 which required all Metropolitan municipalities

and certain major country cities and towns to arrange a valuation to be returned by 30 September 1964 and assessed at the general value current at 31 December 1961.

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

Year Ended 30 September—	Number of Rate- payers	Number of Properties Rated	Value of Rateable Property		Receipts All Funds	Loans Out- standing
			Net Annual Value	Estimated Capital Improved Value		
	'000	'000	\$'000	\$'000	\$'000	\$'000
1962	1,229	1,213	340,128	6,748,251	147,111	108,315
1963	1,278	1,231	370,135	7,364,185	163,404	125,506
1964	1,327	1,252	393,462	7,786,666	172,199	140,357
1965	1,378	1,290	559,247	10,995,815	195,666	156,012
1966	1,433	1,306	593,250	11,716,929	205,177	169,060

Municipal Revenue and Expenditure

The following table shows for each of the years ended 30 September 1962 to 1966, the revenue and expenditure of municipalities in Victoria.

Included in the table are particulars of income and expenditure on account of the ordinary services provided by municipalities together with similar details for the business undertakings under municipal control.

Particulars relating to Loan Accounts and Private Street Accounts are excluded.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES, BUSINESS UNDERTAKINGS :
REVENUE AND EXPENDITURE
(\$'000)**

Year Ended 30 September—	Ordinary Services		Business Undertakings	
	Revenue	Expenditure	Revenue	Expenditure
1962	80,722	80,333	35,424	35,353
1963	86,486	86,050	38,305	37,982
1964	92,008	92,925	40,067	39,883
1965	102,995	103,187	45,352	45,117
1966	110,726	112,661	47,604	47,962

General Account

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

Details of the principal items of revenue received during the year ended 30 September 1966 are given below :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1965-66
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Taxation—				
Rates (Net)	5,405	42,373	24,123	71,901
Penalties	7	212	69	287
Licences—				
Dog	4	216	116	337
Other	16	103	40	158
Total Taxation	5,432	42,903	24,347	72,682
Public Works and Services—				
Roads, Streets, Bridges, Drains ..	134	2,103	2,145	4,381
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities ..	138	880	822	1,840
Markets	1,027	313	445	1,786
Halls	52	326	278	656
Libraries	2	43	38	82
Weighbridges	23	7	27	56
Sale of Materials	1	157	575	734
Plant Hire .. .. .	..	1,710	4,954	6,664
Other	557	715	548	1,820
Health—				
Sanitary and Garbage	89	1,990	1,051	3,130
Other	28	686	226	941
Other Works and Services—				
Car Parking Fees	718	194	407	1,319
Building Fees	82	717	178	977
Supervision of Private Streets ..	..	1,304	147	1,451
Other	20	425	269	714
Total Public Works and Services	2,871	11,571	12,110	26,552
Government Grants—				
Roads, etc.	13	225	495	733
Parks, Gardens, etc. .. .. .	..	171	879	1,050
Infant Welfare	24	366	235	624
Pre-school	45	158	117	321
Home Help	22	541	122	686
Libraries	47	517	312	876
Other	24	217	485	727
Total Government Grants	175	2,195	2,646	5,016
Transfers from Business Undertakings	90	907	88	1,085
Transfers from Other Council Funds	244	1,775	1,180	3,199
Interest on Investments, etc.	189	286	87	563
Fines	599	364	64	1,027
Other Revenue	125	327	148	600
Total Revenue	9,725	60,329	40,672	110,726

* See definition on page 247.

After exclusion of \$3,199,000 transferred from other funds, the net General Account income during 1965-66 was \$107,527,000. Of this total, 67.6 per cent was derived from taxation (67.1 per cent from rates and penalties, and 0.5 per cent from licences); 24.7 per cent from public works and services; 1.0 per cent from transfers from business undertakings; 4.7 per cent from Government grants; and 2.0 per cent from other sources. The total amount collected from taxation (\$72,682,000) was equivalent to \$22.66 per head of population or to \$50.70 per ratepayer.

Details of the principal items of expenditure from the General Account during the year ended 30 September 1966 are set out below:

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1965-66
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
General Administration	1,456	7,891	5,733	15,079
Debt Charges (Excluding Business Undertakings)—				
Interest—				
Loans	1,509	3,032	1,446	5,987
Overdraft .. .. .	.. .. .	251	224	475
Redemption	166	3,940	2,895	7,001
Sinking Fund.. .. .	364	341	79	784
Other	†	70	6	76
Total Debt Charges	2,039	7,634	4,650	14,323
Public Works and Services—				
Roads, Streets, Bridges, Drains—				
Construction, Maintenance, Plant, etc.	730	13,685	15,697	30,112
Cleaning and Watering	463	2,134	403	2,999
Street Lighting	‡	1,742	457	2,199
Other	10	982	177	1,170
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	1,085	4,688	3,075	8,848
Markets	410	133	294	836
Halls	262	1,318	663	2,243
Libraries	96	1,633	686	2,416
Weighbridges	3	6	14	23
Materials .. .. .	.. .. .	17	187	204
Plant (Excluding Road Plant)	173	1,105	197	1,476
Elderly Citizens' Centres	9	243	82	334
Other	60	1,763	986	2,809
Health—				
Sanitary and Garbage Services	396	4,360	1,373	6,129
Infant Welfare	94	959	536	1,589
Pre-school	124	341	171	636
Home Help	31	1,101	232	1,364
Other	93	1,114	447	1,654
Other Works and Services—				
Car Parking	594	1,391	257	2,242
Building Inspection	27	484	59	571
Other	17	1,074	469	1,560
Total Public Works and Services	4,678	40,272	26,463	71,413

*See definition on page 247. †Under \$500. ‡Cost of street lighting is charged to Electricity Undertaking

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES : EXPENDITURE, 1965-66—*continued*
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board .. ..	..	631	1,096	1,727
Metropolitan Fire Brigades ..	183	1,431	..	1,615
Hospitals and Other Charities ..	64	120	93	277
Superannuation	105	635	448	1,188
Other	284	109	76	468
Total Grants	636	2,926	1,713	5,275
Transfers to Other Council Funds ..	1,038	1,203	1,079	3,320
Pay-roll Tax	103	559	330	993
Insurances	206	820	724	1,750
Miscellaneous .. ..	..	342	167	509
Total Expenditure	10,157	61,646	40,859	112,661

* See definition on page 247.

Excluding \$3,320,000 transferred to other funds, the net General Account expenditure during 1965-66 was \$109,342,000. Of this total, 13·8 per cent was for administration; 13·1 per cent for debt charges; 10·4 per cent for health services; 17·5 per cent for parks, gardens and other council properties; 33·4 per cent for roads, streets, etc.; 4·0 per cent for other public works and services; 4·8 per cent for grants and contributions; and 3·0 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 30 September 1962 to 1966, in respect of general municipal administration, are given in the following table :

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

Particulars	Year Ended 30 September—				
	1962	1963	1964	1965	1966
Salaries*	7,917	8,325	9,324	10,021	11,773
Mayoral and Presidential Allowances	215	242	257	271	289
Audit Expenses	85	89	92	111	120
Dog Registration Expenses ..	153	162	167	190	195
Election Expenses	69	69	92	113	107
Legal Expenses	205	244	264	311	316
Printing, Stationery, Advertising, Postage, Telephone ..	1,169	1,254	1,375	1,539	1,772
Other	186	211	228	346	509
Total	9,999	10,597	11,800	12,900	15,079

* 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 1965-66, fifteen 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 262.

The tables which follow show, for the year ended 30 September 1966, revenue and expenditure of the various types of local authority business undertakings :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : REVENUE, 1965-66 (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Water Supply— Rates, Sale of Water, etc. ..	..	91	567	658
Electricity— Charges for Services and Sales of Products, etc.	14,119	30,003	643	44,764
Abattoirs— Charges for Services and Sales of Products, etc.	842	222	555	1,619
Other†— Charges for Services and Sales of Products, etc.	56	110	397	563
Total Revenue ..	15,016	30,426	2,163	47,604

* See definition on page 247.

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

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : EXPENDITURE, 1965-66 (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Water Supply— Working Expenses	68	389	458
Depreciation	1	53	54
Debt Charges	20	128	148
Other Expenditure	5	2	7
Total Water Supply	95	572	666

* See definition on page 247.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : EXPENDITURE, 1965-66—continued (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Electricity—				
Working Expenses	12,985	27,800	462	41,247
Depreciation	525	624	4	1,153
Debt Charges	441	1,094	83	1,618
Other Expenditure	90	837	29	955
Total Electricity	14,042	30,354	578	44,973
Abattoirs—				
Working Expenses	749	127	394	1,270
Depreciation	28	34	14	75
Debt Charges	75	..	158	233
Other Expenditure	82	80	51	213
Total Abattoirs	934	241	618	1,792
Other†—				
Working Expenses	54	63	298	416
Depreciation .. ..	..	5	23	28
Debt Charges .. ..	..	..	28	28
Other Expenditure .. ..	..	41	18	59
Total Other	54	110	367	530
Total Expenditure	15,030	30,799	2,133	47,962

* See definition on page 247.

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

Municipal Loan Finance

Municipal Loan Receipts and Expenditure

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

The first table shows total loan receipts and expenditure for each of the years 1961-62 to 1965-66. The second table details the loan raisings for ordinary services and business undertakings during the year ended 30 September 1966, and the third table details the principal items of expenditure from loan funds during the year.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN RECEIPTS, LOAN EXPENDITURE (Excluding Redemption Loans and Private Street Loans) (\$'000)

Year Ended 30 September—	Receipts				Expenditure			
	Loans for—		Other	Total	Ordinary Services	Business Undertakings	Other (Non-works)	Total
	Ordinary Services	Business Undertakings						
1962	12,283	2,084	2,399	16,767	10,919	3,605	*	14,523
1963	15,640	3,573	1,684	20,897	12,478	3,665	*	16,143
1964	15,196	2,516	1,716	19,428	15,944	3,513	*	19,457
1965	19,521	2,851	2,105	24,477	19,151	3,508	*	22,659
1966	18,879	1,842	2,352	23,073	21,468	3,570	199	25,237

* Included with Ordinary Services.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS, 1965–66
(Excluding Redemption Loans and Private Street Loans)
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division*		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Loan Raisings for—				
Ordinary Services	3,650	9,251	5,978	18,879
Business Undertakings—				
Water Supply .. ..	..	19	142	161
Electricity .. ..	..	1,247	55	1,302
Abattoirs .. ..	..	..	360	360
Quarry .. ..	..	..	19	19
Other Receipts (Government Grants, Recoups, etc., to Loan Fund) ..	1,228	783	341	2,352
Total Receipts	4,878	11,300	6,895	23,073

* See definition on page 247.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE, 1965–66
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division*		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, Bridges, Drains ..	905	5,013	2,901	8,819
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	3,366	2,665	565	6,597
Halls	84	1,386	812	2,281
Plant †	8	240	76	325
Markets	27	44	86	157
Other	69	1,358	900	2,327
Infant Welfare Centres	1	147	7	154
Pre-school (Crèches, etc.)	33	194	14	241
Other	32	310	226	568
Total Ordinary Services	4,525	11,357	5,586	21,468
Business Undertakings—				
Water Supply .. ..	..	19	194	213
Electricity	1,212	1,146	235	2,594
Abattoirs	55	..	688	742
Quarry .. ..	..	..	21	21
Total Business Under- takings	1,267	1,165	1,138	3,570
Other (Non-Works) .. ..	..	156	43	199
Total Expenditure	5,792	12,678	6,767	25,237

* See definition on page 247.

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

At 30 September 1966, there were unexpended balances in Loan Accounts amounting to \$16.4m.

Municipal Loan Liability

The loan liability of the municipalities in Victoria, at the end of each of the five years 1961–62 to 1965–66, 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 30 September—	Due to—		Gross Loan Liability	Accumu- lated Sinking Funds	Net Loan Liability	
	Govern- ment	Public			Amount	Per Head of Population
			\$'000			\$
1962 ..	4,991	103,324	108,315	6,690	101,625	33.93
1963 ..	5,446	120,060	125,506	6,633	118,874	38.92
1964 ..	5,404	134,952	140,357	7,854	132,503	42.49
1965 ..	5,601	150,412	156,012	8,765	147,247	46.34
1966 ..	5,644	163,416	169,060	10,207	158,853	49.15

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, etc., for the year ended 30 September 1966, 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., 1965-66 (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*	Municipalities outside Melbourne Statistical Division	Total Victoria
Receipts—			
Loans	2,702	110	2,812
Bank Overdraft (Increase)	2,568	508	3,075
Owners' Contributions	15,584	1,652	17,235
Other	586	67	652
Total	21,438	2,336	23,774
Expenditure—			
Works	17,805	1,710	19,514
Bank Overdraft (Decrease)	774	171	945
Debt Charges—			
Interest—			
Loans	1,104	103	1,207
Overdraft	343	22	365
Redemption	1,880	243	2,123
Sinking Fund	124	14	138
Other	615	135	749
Total	22,644	2,397	25,041
Cash in Hand or in Bank at 30 September 1966	4,160	381	4,541
Bank Overdraft at 30 September 1966	10,245	1,470	11,716
Loan Liability at 30 September 1966	18,502	2,124	20,626

* See definition on page 247.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years 1961-62 to 1965-66 are shown in the following table :

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

Particulars	Year Ended 30 September—				
	1962	1963	1964	1965	1966
Receipts—					
Loans	3,106	5,068	5,111	2,901	2,812
Bank Overdraft (Increase)	819	..	15	2,371	2,130
Owners' Contributions	9,311	11,174	14,066	16,025	17,235
Other	446	354	388	514	652
Total	13,682	16,596	19,580	21,811	22,829
Expenditure—					
Works	11,404	11,212	14,159	17,935	19,514
Bank Overdraft (Decrease) .. .. .	..	331	..	..	..
Debt Charges—					
Interest—					
Loans	598	799	1,086	1,112	1,207
Overdraft	171	155	154	125	365
Redemption	882	1,236	1,624	1,894	2,123
Sinking Fund	71	79	121	166	138
Other	777	880	1,176	1,144	749
Total	13,903	14,692	18,320	22,377	24,097
Loan Liability at 30 September	11,650	15,482	18,970	19,950	20,626

Length of Roads and Streets

The following table shows the estimated length of all roads and streets open for the general traffic in the State in 1967. 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 municipal and other authorities.

VICTORIA—LENGTH OF ALL ROADS AND STREETS OPEN FOR GENERAL TRAFFIC AT 30 JUNE 1967 (Miles)

Type of Road or Street	State Highways, By-pass Roads	Main Roads	Tourists' Roads, Forest Roads	Other Roads and Streets	Total
Wood or stone .. .. .	..	..	..	72	72
Portland cement concrete ..	3	2	..	131	136
Asphaltic concrete and sheet asphalt	37	167	..	1,514	1,718
Tar or bitumen surface seal over tar or bitumen penetrated or water-bound pavements	4,226	7,836	477	13,755	26,294
Water-bound macadam, gravel, sand, and hard loam pavements ..	234	1,058	429	27,971	29,692
Formed, but not otherwise paved	..	23	..	20,752	20,775
Surveyed roads (not formed) which are open for general traffic ..	..	7	..	22,270	22,277
Total	4,500	9,093	906	86,465	100,964

Semi-Governmental Authorities*

Country Roads Board

Introduction

The Country Roads Board was constituted under the *Country Roads Act* 1912 and commenced its operations in 1913. There are about 101,000 miles of public roads in Victoria of which 14,499 constitute the State's principal system of Country Roads Board declared roads. Under the Country Roads Act, any road in Victoria may be declared or proclaimed by the Board to be a State highway, a by-pass road, a tourists' road, a forest road, or a main road.

Works to cater for the needs of through traffic on State highways, by-pass roads, tourists' roads, and forest roads are financed wholly from funds available to the Board. State highways and by-pass roads, while serving the immediate district through which they pass as arterial routes, also carry much long-distance traffic. Tourists' roads and forest roads generally pass through areas where little or no rate revenue is available to the local municipality. Main roads, the construction and maintenance costs of which are partly borne by local municipal councils, form what may be described as the secondary system of important roads in the State. In addition, there is a vast network of unclassified roads,

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

many of which carry considerable traffic and which, within the limits of available finance, are subsidised by the Board as needs and priorities warrant.

The Board's system of declared and proclaimed roads as at 30 June 1967 comprised 4,460 miles of State highways, 40 miles of by-pass roads, 445 miles of tourists' roads, 461 miles of forest roads, and 9,093 miles of main roads.

Recent Developments

Dual Carriageways

The most significant recent development in road construction has been the steady increase in the provision throughout the State of dual carriageways separated by a central section on State highways and by-pass roads and other sections of roads with heavy traffic. Where dual carriageways are combined with outer separators and service roads, through traffic is separated from local traffic, thus providing safer conditions for the travelling public. In some cases dual carriageways form part of freeway-type roads on which all crossing movements at grade are eliminated by the provision of grade-separated intersections with on and off ramps to permit traffic to join and leave the main traffic stream. Dual carriageways have been constructed on many of the State highways which provide the main arterial connections with the Melbourne Metropolitan Area.

The Board has a long term programme of such works which includes the provision of dual carriageways between Melbourne and Seymour on the Hume Highway, between Melbourne and Ballarat on the Western Highway, and further extensions and improvements on the Maroondah Highway, the Burwood Highway, the Princes Highway East, and the Nepean Highway.

Roadside Development

Another recent development has been the special attention being given to that portion of the road reserve outside the carriageway. When the Board was constituted the State road system was so poor that the main objective was to provide good traffic-carrying roads as quickly as possible. Although the aesthetic aspects of road design were kept in mind, it has been possible only in recent years to place more emphasis on the treatment of roadsides and median strips. The need for correct horticultural treatment and selection of the most suitable trees and shrubs for the roadside has led to the appointment of a horticultural officer on the Board's staff.

Tourism

Interest in tourism and roads to serve the holiday maker have increased over the years. Roads following the coastline have always been a great tourist attraction and, in the early 1920s, requests were made for certain roads to the snowfields to be treated as special roads for tourists. It was not until 1936, however, that statutory recognition

was given to the demand and, under the Tourists' Roads Act, the Board was authorised to declare suitable roads as tourists' roads and thereafter accept full responsibility for their construction and maintenance. Four hundred and forty-five miles of tourists' roads have been developed to open up areas with natural attractions including the snowfields of the Victorian Alps.

Each year 2 per cent of the Board's revenue from receipts under the Motor Car Act is paid into the Tourist Fund. This fund is administered by the Tourist Development Authority and expended on the provision and improvement of facilities for tourists throughout the State. In addition, the Government has for some years provided additional funds for the construction of roads of tourist interest as recommended by the Tourist Development Authority in conjunction with the Board. Under this scheme access roads to beaches, waterfalls and other attractive areas have been constructed, including the road over the Bogong High Plains between Rocky Valley Reservoir and the Omeo Highway.

Bituminous Sealing

In 1913, tarred surfacing of roads was considered to be impracticable in rural areas because of the cost involved and the steel tyred traffic using the roads. Since then, however, 87·9 per cent. of the Board's declared road mileage has been sealed. Approximately 3,000 miles of sealing work on roads of all categories is carried out each year by the Board's twenty-four mobile bituminous surfacing units, and plant owned by municipal councils and contractors.

Finance

To enable the Board to carry out its responsibilities, two main sources of finance are available: State and Commonwealth funds. Funds derived from State sources are:

- (1) Motor registration fees, less cost of collection. (Bus registration fees and increased fees imposed under the *Roads (Special Projects) Act 1965* are excluded.)
- (2) Two-thirds of additional motor registration fees levied on first registration and subsequent change of ownership, less total cost of collection.
- (3) Trailer registration fees less cost of collection other than the amount paid to the Roads (Special Projects) Fund.
- (4) One-quarter drivers' licence fees, less one-quarter cost of collection.
- (5) Drivers' licence testing fees, less cost of collection.
- (6) Examiners' licence fees—motor car roadworthiness examinations.

- (7) All moneys received under Part II of the Commercial goods Vehicles Act.
- (8) Municipal repayments on account of main road works.
- (9) Since the diversion of revenue from fines under the Motor Car Act from the Country Roads Board Fund to Consolidated Revenue, an additional grant of \$700,000 has been made available to the Board each financial year from the State Loan Fund.
- (10) Loan money.

From Commonwealth sources, money is provided to the State under the Commonwealth Aid Roads Act.

Roads (Special Projects) Act 1965

Following the enactment of the *Roads (Special Projects) Act 1965*, a special fund was established into which is paid additional revenue from the increases in motor registration fees imposed as from 1 July 1965. This fund, called the Roads (Special Projects) Fund, is administered by the State Treasurer for the purpose of providing finance for special road projects throughout the State. Approximately one-third of the moneys paid into the fund are allotted to the Board for roadworks in rural areas.

Receipts and Expenditure

Receipts and expenditure, covering the operations of the Board for each of the years 1962-63 to 1966-67 are as follows :

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

Particulars	Year Ended 30 June—				
	1963	1964	1965	1966	1967
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)*	21,366	23,427	23,378	24,690	25,866
Municipalities Contributions—Permanent Works and Maintenance—Main Roads	1,764	1,579	1,690	1,691	1,824
Commonwealth Aid Roads Acts	21,351	22,431	25,182	27,175	29,050
Roads (Special Projects) Fund .. .. .	..	..	..	1,654	3,311
Proceeds from Commercial Goods Vehicles Act	4,919	5,638	5,926	6,379	6,732
State Loan Funds	602	666	762	1,020	834
Grants under Public Works Loan Application Act .. .. .	..	..	700	768	715
Other Receipts	168	223	889	971	464
Total	50,170	53,964	58,527	64,348	68,796

* From 1 July 1964, revenue from fines was paid to the Consolidated Revenue Fund and replaced by a grant under the Public Works Loan Application Act.

Commencing with the year 1964-65, an additional amount was charged to the cost of collection to recoup the State Loan Fund for the cost of construction of a new office building at Carlton. The amount charged in each of the years 1964-65, 1965-66, and 1966-67 was \$553,000.

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

Particulars	Year Ended 30 June—				
	1963	1964	1965	1966	1967
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	38,867	49,041	50,556	53,076	57,503
Traffic Line Marking and Traffic Lights	111	150	196	238	252
Plant Purchases	1,832	1,193	697	1,149	1,388
Interest and Sinking Fund Payments	1,930	1,950	1,988	2,056	2,140
Payment to Tourist Fund	395	427	469	468	494
Payment to Transport Regulation Board				178	383
General Expenditure*	4,243	3,996	4,619	6,113	5,416
Total	47,378	56,758	58,525	63,278	67,575

*Includes expenditure on erection of office buildings, etc., at Kew: \$542,000 in 1962-63; \$378,000 in 1963-64; \$71,000 in 1964-65; \$12,000 in 1965-66; and \$31,000 in 1966-67.

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 1962-63 to 1966-67 :

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

Particulars	Year Ended 30 June—				
	1963	1964	1965	1966	1967
State Highways—					
Construction	9,869	15,225	13,000	13,408	14,984
Maintenance	3,341	3,925	4,080	4,296	4,689
By-pass Roads—					
Construction	850	2,626	4,805	3,690	5,059
Maintenance	13	15	48	55	112
Main Roads—					
Construction	10,205	11,419	11,490	12,301	12,416
Maintenance	3,290	3,471	3,699	4,268	4,350
Unclassified Roads—					
Construction	7,917	8,451	9,366	10,654	10,892
Maintenance	1,751	1,656	1,764	2,055	1,907
Tourists' Roads—					
Construction	468	1,021	959	911	1,753
Maintenance	471	404	463	599	559
Forest Roads—					
Construction	306	500	486	408	442
Maintenance	247	242	227	291	295
River Murray Bridges and Punts—					
Maintenance	139	87	167	140	45
Total Construction	29,615	39,241	40,107	41,372	45,547
Total Maintenance	9,252	9,800	10,449	11,704	11,956
Total Expenditure	38,867	49,041	50,556	53,076	57,503

Further References, 1962 to 1968

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 30 June 1967 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 (173)	
Local Governing Bodies—	
Ballarat Water Commissioners	
Municipal Councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Creswick Shire	
Korong Shire	
Kyabram Borough	
Stawell Town	
Talbot and Clunes Shire	
Walpeup Shire	
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 304 to 310. 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 650, 651, and 673 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 18 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 fifty-two 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 areas over which the Board exercises its several functions are now as follows :

Water supply, 485 sq miles ; sewerage, 453 sq miles ; drainage and river improvements, 437 sq miles.

Its town planning commitment extends over 688 sq miles.

Melbourne's Water Supply

At 30 June 1967, 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. gals, 45 service reservoirs and elevated tanks with a total capacity of 366 mill. gals, and 6,517 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. 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 1962-63 to 1966-67, together with the total expenditure (less depreciation) to 30 June 1967 :

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

Particulars	Year Ended 30 June—					Total Cost to 30 June 1967
	1963	1964	1965	1966	1967	
Yan Yean System ..	32	Cr. 74	6	3	4	1,757
Maroondah System ..	19	13	19	120	946	4,657
O'Shannassy, Upper Yarra, and Silvan Systems ..	1,245	4,017	1,146	146	117	48,628
Service Reservoirs ..	279	108	220	268	359	5,211
Large Mains ..	5,853	2,113	2,669	3,689	2,309	50,249
Reticulation ..	2,623	2,800	4,130	3,562	3,683	42,606
Afforestation ..	66	35	4	2	2	656
Investigations, Future Works ..	21	16	32	42	22	220
Total Outlay ..	10,138	9,028	8,226	7,832	7,442	153,983

Output of Water

The total output of water from the various sources of supply for each of the years 1962-63 to 1966-67 was as follows :

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

Particulars	Year Ended 30 June—				
	1963	1964	1965	1966	1967
Yan Yean Reservoir ..	3,778	4,726	2,786	4,130	5,650
Maroondah Reservoir ..	11,415	13,650	15,496	12,953	13,245
O'Shannassy River, Upper Yarra, and Silvan Reservoirs ..	40,087	41,233	43,150	48,117	49,929
Total Output ..	55,280	59,609	61,432	65,200	68,824

Consumption of Water

During the year ended 30 June 1967, the maximum consumption of water in Melbourne and suburbs on any one day was 442.5 mill. gals on 6 February 1967, and the minimum consumption was 113.3 mill. gals on 17 July 1966.

The following table shows, for each of the years 1962-63 to 1966-67, 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 CONNECTIONS

Year	Properties Supplied with Water at 30 June	Properties for Which Sewers Were Provided at 30 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. gals	mill. gals	gal
1962-63	547,123	422,899	55,225	151·30	76·38
1963-64	572,431	443,291	59,621	162·90	78·62
1964-65	595,727	453,078	61,409	168·24	78·00
1965-66	612,844	467,705	65,218	178·68	80·56
1966-67	626,690	484,798	68,815	188·53	83·09

Sewerage System

There are now one major and five minor systems collecting, purifying and disposing of waste water from the metropolis. These are the Farm System (major), and Braeside, Kew, Watsonia, Maribyrnong, and Laverton 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 ft to the head of the 11 ft 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 22 May 1940, and since has 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, Maribyrnong, and Laverton 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 1962-63 to 1966-67, and the total cost (less depreciation) to 30 June 1967, are shown in the following table :

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

Particulars	Year Ended 30 June—					Total Cost to 30 June 1967
	1963	1964	1965	1966	1967	
Farm Purchase and Preparation	351	337	457	388	416	10,312
Treatment Works	26	31	291	909	1,829	4,070
Outfall Sewers and Rising Mains	587	287	101	158	185	3,724
Pumping Stations, Buildings, and Plant	1,904	672	406	1,297	686	14,306
Main and Branch Sewers	3,012	10,077	10,950	9,643	10,533	67,720
Reticulation Sewers	5,340	4,915	4,672	6,418	5,306	75,704
Cost of House Connections Chargeable to Capital .. .. .	..	..	..	..	..	794
Sanitary Depots	Cr. 4	*	14	6	..	790
Investigations	48	21	51	72	71	523
Total Outlay	11,264	16,341	16,941	18,893	19,026	177,941

* 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 profitable 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 \$500,000 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 30 June 1967 are as follows :

Total area of farm .. .. .	..	..	..	26,809 acres
Area used for sewage disposal .. .. .	..	..	..	16,920 acres
Average rainfall over 74 years .. .. .	..	..	..	19.05 inches
Net cost of sewage purification per head of population served .. .. .	..	..	..	59c
Profit on cattle and sheep .. .. .	..	..	..	\$525,900

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 by legislation in 1922. By agreement, each council pays to the Board a prescribed amount per annum to offset the cost of the service, etc. For the year 1966-67, working expenses were \$133,229 and interest \$49,813, making a total of \$183,042. Revenue was \$142,872, leaving a deficiency of \$40,170.

Stormwater Drainage and River Improvements

In 1923 the Board was made responsible, by Act of Parliament, for the drainage of surface and storm water that flowed through two or more municipalities. 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 rateable property in the metropolis since 1 July 1927. The costs of maintenance and operation, as well as interest charges, are also met from this annual rate.

Besides being responsible for 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.

Metropolitan Rivers and Streams

Under the Melbourne and Metropolitan Board of Works Act of 1890 "the bed, soil and banks of the Yarra River and all the other public rivers, creeks and watercourses within the metropolis" were vested in the newly created Board for, among other purposes, "the commerce and recreation of the inhabitants of the metropolis". At the time of the Board's inauguration, the "metropolis" included all the land (excluding the Harbor Trust and Railways areas) within a 10-mile radius of the G.P.O. In 1920, the radius was extended to 13 miles, thus increasing the length of the rivers and streams under the Board's control.

It was not until 1923, however, that the Metropolitan Drainage and Rivers Act widened the Board's powers and enabled it to embark on extensive river and creek improvements. At that time the Board's metropolitan responsibility with regard to the Yarra extended from Queens Bridge to the 13-mile radius. In recent years the Board has also been given control of the portion of the river between Queens Bridge and Spencer Street Bridge. Downstream of Spencer Street Bridge, the river is still under control of the Melbourne Harbor Trust.

Until the Act of 1923, obstruction impeded the river's flow in time of flood and made the lower reaches hazardous for river craft. In 1927, therefore, the Board launched a snagging programme extending from Queens Bridge to Templestowe. Between 1927 and 1929, sloping and beaching of the banks was carried out between Princes Bridge and Heyington. At the same time, sloping and beaching of the banks of the Maribyrnong River between Footscray and Braybrook was in progress and the cliffs just above Maribyrnong Road, Essendon, were being terraced. The late 1920s also saw the commencement of extensive works on the downstream portions of the major metropolitan creeks—the Elster, Gardiner's, Merri, and Moonee Ponds—to control erosion and minimise flooding.

In 1940, as an unemployment relief project, Gardiner's Creek was straightened, widened, and lined with pitchers up to Toorak Road.

Since 1956, as part of the Board's current drainage programme, attention has again been focused on metropolitan creeks. Due to extensive development in the upper parts of the Elster Creek catchment, flooding in areas adjacent to its lower reaches became increasingly more frequent. Remedial action has necessitated the construction of a three-cell rectangular concrete underground diversion drain cutting through Elsternwick Park below New Street; widening, deepening, and lining the open channel between New Street and the Brighton Railway; and providing a 30 ft by 9 ft deep waterway—partly open and partly covered—between the Railway and Clonaig Street, Brighton.

Serious erosion of its banks at West Brunswick and Essendon and periodic flooding in the Macaulay area have also made it necessary to carry out extensive works on the Moonee Ponds Creek since 1956. These have included straightening and widening, and the provision of either a concrete or pitched invert to carry the normal flow.

As a means of controlling storm discharges and eliminating flooding, retarding basins are now being constructed at suitable places along the courses of many of the metropolitan creeks, particularly in the outer suburban areas. Retarding basins are shallow storages formed by building earth banks across watercourses. They enable flood waters to be held back temporarily and released at a controlled rate. Since 1956, thirteen of these have been constructed by the Board.

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30 June 1967 was \$31m. The length of main drains under the control of the Board at 30 June 1967 was 233 miles.

Assessed Value of Property

The net annual value of property in 1966–67 for the purpose of the Board's rating was as follows :

	\$m
Water Rate	366.5
Metropolitan General Rate (for sewerage services) ..	297.5
Metropolitan Drainage and River Improvement Rate	343.1
Metropolitan Improvement Rate (for planning purposes)	375.2

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 and Loan Liability

The amount that the Board is empowered to borrow was increased from \$400m to \$500m on 7 May 1968 and is exclusive of loans amounting to \$4.8m 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 1 July 1891. The Board's total loan liability at 30 June 1967 was \$352m.

Revenue, Expenditure, etc.

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 1962-63 to 1966-67. The Board keeps a separate account of its financial activities as Metropolitan Planning Authority. These activities are summarised in the table on page 272.

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

(\$'000)

Particulars	1962-63	1963-64	1964-65	1965-66	1966-67
REVENUE					
Water Supply--					
Water Rates and Charges (Including Revenue from Water Supplied by Measure)	11,147	11,674	12,160	13,701	14,559
Sewerage—					
Sewerage Rates	9,496	9,802	10,160	12,736	13,378
Trade Waste Charges	499	517	554	789	1,212
Sanitary Charges	187	203	212	232	241
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, etc. ..	15	13	10	9	8
Balance, Live Stock Account	412	461	468	569	526
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	1,660	1,690	1,729	2,112	2,170
River Water Charges	13	14	14	14	17
Total	23,429	24,373	25,307	30,165	32,111

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

(\$'000)

Particulars	1962-63	1963-64	1964-65	1965-66	1966-67
EXPENDITURE					
Water Supply—					
Management and Incidental Expenses	1,364	1,512	1,540	1,790	1,830
Maintenance	2,207	2,286	2,384	2,682	2,829
Sewerage—					
Management and Incidental Expenses	1,033	1,191	1,186	1,451	1,532
Maintenance	1,146	1,284	1,480	1,792	2,051
Metropolitan Farm—					
Administrative Expenses	80	84	84	93	99
Maintenance	710	731	760	831	845
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	188	219	210	270	275
Maintenance	174	197	178	267	365
Main Drainage Works	830	..	..	..	..
Pensions and Allowances	227	238	313	264	297
Loan Flotation Expenses	319	132	263	303	457
Interest (Including Exchange)	11,840	13,342	14,856	16,526	17,835
Contribution to—					
Sinking Fund	880	928	971	1,046	1,131
Loans Redeemed Reserve	614	765	988	1,228	1,420
Renewals Fund	474	551	610	663	968
Depreciation	50	84	82	77	352
Superannuation Account	133	150	152	201	285
Municipalities—					
For Road Maintenance	34	34	34	34	..
Valuations .. .. .	..	..	33	44	96
Rates Equalisation Reserve	1,100	620	Cr.817	600	Cr.609
Other .. .. .	..	..	..	..	50
Total	23,403	24,350	25,307	30,162	32,111
Net Surplus (+) or Deficit (—) ..	(+) 26	(+) 23	..	(+) 3	..
Capital Outlay at 30 June—					
Water Supply	121,454	130,482	138,708	146,540	153,983
Sewerage	106,741	123,082	140,023	158,915	177,941
Drainage and River Improvement Works	20,049	22,289	24,983	27,964	31,436

Town Planning

Like most cities, Melbourne has suffered from unco-ordinated and uncontrolled development. As a remedial step, the Government in 1949 requested the Board to prepare a Planning Scheme for the whole area of the metropolis.

Accordingly, the Board made a survey that provided data for detailed basic plans showing the state of the metropolis in 1949, and these plans were used as a framework for the Master Plan which was made public in 1954. Shortly after this the Board was made the permanent metropolitan planning authority.

Between 1 March 1955 and 22 May 1968 the development of the Melbourne Metropolitan Area was controlled by the Board under an Interim Development Order, and on the latter date the Planning Scheme, as finally approved by the Governor in Council, became operative.

The advantages of an overall metropolitan development policy, as expressed by the Scheme, are now evident—particularly in the more orderly development of the newer suburbs. The proposals for public development in the form of roads, schools, hospitals and parks act as a framework or guide to private development which is continuously taking place within the various land-use zones.

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 to 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 recognised 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; the first section of the South-Eastern Freeway from Batman Avenue to Grange Road Bridge; and St. Kilda Junction improvements. Works under construction consist of the Tullamarine Freeway; and the second section of the South-Eastern Freeway extending from Burnley to Toorak Road, Malvern.

Further Reference. 1967

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, etc.

The following table summarises the revenue, expenditure, and capital outlay of the Board in connection with its functions as Metropolitan Planning Authority during the period 1962-63 to 1966-67 :

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

Particulars	1962-63	1963-64	1964-65	1965-66	1966-67
REVENUE					
Metropolitan Improvement and Sundry Income	3,585	3,703	3,909	4,914	5,136
EXPENDITURE					
Management	504	630	553	623	633
Maintenance	64	72	60	66	67
Interest	49	48	50	51	51
Contributions to Sinking Fund ..	24	24	24	24	24
Transfer to Planning and Highways Reserve	2,944	2,929	3,188	4,114	4,311
Other .. .. .	..	..	34	36	51
Total	3,585	3,703	3,909	4,914	5,136
Capital Outlay at 30 June ..	11,692	13,118	15,131	19,598*	26,724*

* Includes contributions by the Treasurer of Victoria from the Roads (Special Projects) Fund : \$1,346,000 in 1965-66 and \$4,985,209 in 1966-67.

Freeways in Melbourne

Melbourne's Master Plan envisages the provision of a new road network superimposed on the existing one to provide for the rapidly increasing number of vehicles anticipated on the roads in future years.

The main part of this network will be a system of "freeways" which are roads designed for high speed and maximum safety, and having a greatly increased capacity over the present type of road. Intersections will be comparatively few and, where these occur, special design

provides for separation of grades and separation between opposing vehicles. Following the passing of the *Roads (Special Projects) Act 1965*, further funds have been made available for Metropolitan freeway projects.

The first part of this network, namely, the section of the South-Eastern Freeway between Batman Avenue and Grange Road Bridge, was completed by the Board in 1962. While not built to complete freeway standards, it has achieved a significant record of safety during its period of operation and has considerably eased the flow of traffic in this area.

In 1969, the second section of this freeway between Burnley and Toorak Road will be almost complete. This will be built to the highest freeway standards and will contain a number of special features necessitated by its passage through a highly built-up area. It will pass under the MacRobertson Bridge, crossing the River Yarra at Gardiner's Creek on a new bridge and will proceed along the route of the Gardiner's Creek on a completely elevated section between Scotch College and St. Kevin's College. A diversion of the River Yarra itself is made in order to avoid undue interference with Burnley Park. After crossing Glenferrie Road near the Kooyong Tennis Stadium, this stage will terminate at Toorak Road, offering a new route to traffic from the south-easterly direction. The total length of this new section is approximately 2.6 miles and it will contain two carriage-ways in each direction separated by a continuous median strip with suitable stopping lanes for breakdown vehicles.

On the north-east side of the City the Board has almost completed the construction of a 3.6 mile section of the Tullamarine freeway from Flemington Railway Bridge to Bell Street, where it will join the section of this freeway running to Tullamarine Airport. (The constructing authority for this latter section is the Country Roads Board.) This freeway will be designed to take vehicles travelling at up to 70 miles per hour, with two carriage-ways in each direction separated by a continuous median strip and with stopping lanes on each side.

Access by vehicles to these freeways will be limited to points at Ormond Road and Moreland Road ; all other important cross-connecting roads pass either over the top or underneath. The construction of this section of freeway has involved the building of fourteen bridges—some of them substantial projects.

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

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 forty small towns in the Wimmera-Mallee and twenty-two 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 144 towns with a population of about 215,000.

At 30 June 1967, local authorities constituted for the administration of town water supplies numbered 191, of which 183 had works in operation serving 238 towns. The remaining authorities had works under construction. In all, about 618,000 persons in 250 towns 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 nearly treble the population supplied from schemes directly managed by the Commission.

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 25 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). An amendment in December 1966 provided that there shall be six commissioners comprising the chairman and a representative from each of five electoral districts.

The amount of loans which may be raised is limited to \$30m for water supply, \$20m for sewerage works, and \$1.22m for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30 June 1967 was: Water supply \$16.07m; sewerage \$10.26m; and sewerage installation, \$1.18m, of which \$0.22m was outstanding. The revenue for the year ended 30 June 1967 was \$1.55m on account of waterworks and \$0.87m 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 30 June 1967, the amount so appropriated was \$1.64m and of this sum, \$0.79m had been used to redeem maturing loans.

At 30 June 1967, the population served was estimated by the Trust at 112,528, the number of buildings within the drainage area was 31,332, and the number of buildings within sewered areas was 27,689.

To provide for additional storages a report entitled "Water Resources Development" has been placed before the Government for study, having regard to the needs of other communities who use the waters of the streams mentioned.

Water Supply

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 4,318 mill. gals.

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 are two storage reservoirs and six service basins.

The total storage of the reservoirs and service basins of the Barwon System is 8,974 mill. gals. The Trust is required to supply up to 700 mill. gals 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 30 June 1967, the sewerage system consisted of 326.18 miles of reticulation sewers and a main outfall sewer, 13 miles in length, from Geelong to the ocean at Black Rock, a direct distance of about 9 miles. A project to duplicate the outfall sewer was completed in 1968 at a cost of \$5.5m.

Latrobe Valley Water and Sewerage Board

The Latrobe Valley Water and Sewerage Board was constituted on 1 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 791-7 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 industrialised area, particularly around the towns of Morwell and Traralgon and the new township of Churchill.

The Board has constructed a storage of 7,000 mill. gals capacity on the Upper Tyers River. From this storage, water is conveyed a distance of approximately 10 miles through a 60 in pipeline.

The capital cost of construction of waterworks was \$11.15m to 30 June 1967. Liabilities amounted to \$11.79m at 30 June 1967, including loans due to the Government totalling \$11.15m. The income for the year 1966-67 was \$0.73m and expenditure during the year amounted to \$0.60m, including interest on loans amounting to \$0.33m. Redemption payments made during the year amounted to \$0.08m.

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

Water supplied during the year ended 30 June 1967 totalled 11,249 mill. gals.

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.

During 1966-67, sewerage construction works were confined to the township of Churchill. The total capital cost of sewerage construction works to 30 June 1967 amounted to \$6.38m.

The scheme is financed by Government loan, the liabilities on account of loans at 30 June 1967 amounting to \$5.84m. Income during 1966-67 amounted to \$0.30m and expenditure, which included interest on loans \$0.11m, amounted to \$0.39m. Redemption payments made during the year amounted to \$0.13m.

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 1 July 1880 by the Waterworks Act of that year.

The water supply district of The Ballarat Water Commissioners covers an area of approximately 62 sq 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 62,000. The works comprise seven reservoirs, which have a total storage capacity of 5,435 mill. gals. The catchment area is 24,182 acres. The Commissioners supply water to 21,031 tenements.

The total consumption of water for the year 1967 was 2,116 mill. gals and the average *per capita* consumption was 101.2 gal per day. Approximately 83 per cent of the properties supplied are metered.

To 31 December 1967, the capital cost of construction was \$6.15m, and loans outstanding (including private loans) were \$3.78m. During 1967, revenue amounted to \$0.61m, and expenditure to \$0.63m.

Ballarat Sewerage Authority

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

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

At 31 December 1967, there were 20,459 assessments in the sewerage district and 17,847 in declared sewerage areas, where 15,557 tenements were connected.

The capital cost of sewerage construction works to 31 December 1967 was \$5.01m. Construction is financed by debenture issue loans from various financial institutions. The liabilities on account of loans secured for construction at 31 December 1967 amounted to \$4.21m; redemption payments at that date totalled \$0.89m. Revenue during

1967 amounted to \$0.48m and expenditure, which included \$0.21m on interest and redemption, was \$0.46m. During 1967, 117 contracts were completed under the Deferred Payments System, the amount outstanding at 31 December being \$0.18m.

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 eighty-seven local sewerage authorities constituted at 30 June 1967 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), sixty-three authorities had systems in operation. A further seven 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 1962 to 1966 :

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

Particulars	1962	1963	1964	1965	1966
No. of Systems in Operation ..	50	54	56	57	61
No. of Systems under Construction ..	7	3	2	6	6
Estimated Population Served (At End of Year)	424,648	457,471	495,785	522,885	544,248
No. of Properties Connected to Sewers (At End of Year) ..	115,096	125,860	138,654	147,537	156,863
			\$'000		
Income—					
Rates	2,767	3,069	3,392	3,666	4,061
Other	1,121	1,351	1,568	1,810	1,923
Total	3,888	4,420	4,960	5,476	5,984
Expenditure—					
Working Expenses	1,345	1,444	1,593	1,841	2,077
Other	2,501	2,911	3,356	3,516	3,844
Total	3,846	4,355	4,949	5,357	5,922
Loan Account—					
Receipts	6,419	7,177	4,902	4,818	7,165
Expenditure	6,830	5,885	4,362	4,989	7,038
Loan Liability (At End of Year) ..	37,666	43,788	47,990	51,677	56,844