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LOCAL GOVERNMENT

Administration

Local Government Department

General

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 1968 to 30 June 1969 no new municipalities were created, but the Shire of Altona was proclaimed a City from 21 December 1968.

Valuer-General and Valuers' Qualification Board

A Valuer-General was first appointed in Victoria under the *Valuation of Land Act* 1960. The purpose of this legislation is the co-ordination of rating valuations for municipalities and other rating authorities and the improvement of the standard of valuations in Victoria. Municipalities are now the only rating authorities making valuations in the State, and each attends to the special rating valuation requirements of other authorities in its municipal district.

The Valuer-General's Office confers with the valuers appointed to make the valuation and with councils on the general levels of values to be used, and is available to give advice during the valuation or subsequently. The Valuer-General is empowered to make valuations on request for all Government Departments and public authorities, for probate duty and stamp duty and, by agreement, for settling disputes as to the value of property.

The Valuers' Qualification Board may either conduct examinations of persons desiring to qualify as valuers or prescribe examinations or qualifications which it is prepared to accept for the purpose. A four year certificate course is conducted by the Royal Melbourne Institute of Technology. Successful candidates must also have four years' practical work within six years prior to their application in order to obtain a certificate.

Land Valuation Boards of Review

Land Valuation Boards of Review were provided for by the *Valuation of Land (Valuations) Act* 1964. The purpose of the legislation was the provision of an informal and inexpensive means of determining disputes as to the valuation of real property whether for rating or taxing purposes or in respect of compulsory acquisitions.

In rating and taxing matters appeals are heard by a Board 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 those cases the appellant may have the appeal heard by a Board or the Supreme Court, at his option.

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

Each Board of Review is composed of a chairman and two valuers. The latter are selected from a panel having regard to the location and use of the land.

Town Planning Appeals Tribunal

This body was provided for by the *Town and Country Planning (Amendment) Act* 1968. The Tribunal hears and determines all appeals against responsible authorities with respect to applications for permits under interim development orders and planning schemes. It comprises three persons one of whom—the chairman—is required to be a barrister and solicitor. The members of the Tribunal are not officers of the Department. Appeals must be lodged with the Registrar of Town Planning Appeals. He and his staff are officers of the Department under the Public Service Act.

Weights and Measures

The administration of the Victorian Weights and Measures Act is divided into central and local administration. The Weights and Measures Branch under the Superintendent of Weights and Measures is responsible for central administration. Local administration is carried out by municipal councils or groups of councils known as Weights and Measures Unions. The *Commonwealth (Weights and Measures) National Standards Act 1960* also affects administration in Victoria. That Act established a National Standards Commission which is responsible for national standards and also examines and approves patterns of weighing and measuring instruments proposed to be used for trade.

Inspection of Scaffolding

The Local Government Act makes municipal councils responsible for the inspection of scaffolding erected to support workmen engaged in the construction of buildings or in carrying out other works. Councils administer the Scaffolding Regulations made by the Governor in Council. Draft regulations are prepared by a Scaffolding Regulations Committee comprising representatives from Government Departments, the Municipal Association, the Master Builders' Association, the Trades Hall Council, and the Australian Institute of Building Surveyors. The work of councils in this field is supervised by a Supervisor of Scaffolding Inspection and Assistant Supervisors who are officers of the Local Government Department. There is a Municipal Scaffolding Inspectors' Board which examines and issues certificates of qualification to municipal scaffolding inspectors. The Board is also empowered to issue certificates of competency to scaffolders. From January 1971, it will be 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 concerned 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. Legislation is referred to on page 224 of the *Victorian Year Book 1968*.

Municipalities*General*

At 30 June 1969, 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	..	..	..	60
Towns	..	..	..	5
Boroughs	..	..	..	8
Shires	..	..	..	137
				<u>210</u>

The only unincorporated areas of the State are French Island (65 sq miles) in Westernport Bay, Lady Julia Percy Island (1·02 sq miles) off Port Fairy, Bass Strait Islands (1·51 sq miles), Gippsland Lakes (Part) (128 sq miles), and Tower Hill Lake Reserve (2·28 sq 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 known as 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 moneys 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 a net annual value of less than \$25, unless there is a house on such property and the person resides there.

Plural voting was abolished by legislation enacted in 1969. Each person enrolled on the municipal roll now receives only one vote. A person may, however, be enrolled in more than one subdivision of a municipality and may vote once at any election of councillors for each such subdivision. In the case of polls under Part II of the Local Government Act (i.e., on severances, re-subdivisions, and the constitution of new municipalities, etc.), polls on changes in the basis of rating, and polls on proposed borrowings, each voter has only one vote whether enrolled in more than one subdivision or not.

Voting is compulsory in 67 municipalities.

Officers

Each council must appoint a municipal clerk (he is known as the town clerk in a city, town, or borough, and the 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 260-1). 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 outside the metropolitan area, 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 271-6). 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 1969, only 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 override 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. 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. Subsequent to 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.

Legislation enacted in 1969 to amend the Town and Country Planning Act provided for a State Planning Council and for the establishment of regional planning authorities. The State Planning Council will co-ordinate planning by State instrumentalities and semi-government authorities for future works and development and will act as a consultant and advisor to the Town and Country Planning Board on planning at the State level. Regional planning authorities may be constituted for the purpose of preparing planning schemes for areas extending beyond the boundary of one municipal district and may also subsequently administer such schemes. The same legislation also made substantial additions to the Melbourne metropolitan area to enable the Melbourne and Metropolitan Board of Works to prepare a planning scheme for the extended area.

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 1968 :

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 \$70,400.

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 1967 municipal year, the combined turnover of these undertakings was approximately \$51m.

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.

Metropolitan municipalities which have at least one whole subdivision subject to any rate made by the Melbourne and Metropolitan Board of Works must have valuations at not more than four-year intervals. In other municipalities valuations must be made 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 proportions are fixed when the system is adopted.

The amending legislation which provides for a combination rate also provides 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 1968, 153 were rating on net annual value and fifty-seven 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, since the Second World War, an amount (currently \$500,000) is 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. Subsequent legislation increased this amount in 1959 to \$300,000, in 1961 to \$400,000, and in 1967 to \$500,000.

For the year ended 30 June 1968, subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to \$417,385, while, for the same period, the amount contributed to the Country Fire Authority was \$953,338.

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 258.)

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 pages 719–721.)

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 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. Before 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 before 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.

Before 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 1963-64 to 1967-68 are given in the following table :

**VICTORIA—LOCAL AUTHORITIES SUPERANNUATION
BOARD : BENEFIT CONTRACTS ACCOUNT**
(£'000)

Particulars	1963-64	1964-65	1965-66	1966-67	1967-68
INCOME					
Premium Income	1,867	1,906	2,094	2,502	2,807
Interest, Dividends and Rents	531	610	712	828	955
Total	2,398	2,516	2,806	3,329	3,761
EXPENDITURE					
Contributions, Refunds, Death and Withdrawal Benefits	485	688	736	1,168	1,318
Contributions to Management	98	145	168	198	210
Total	583	833	904	1,366	1,528
Operating Surplus for Year	1,815	1,683	1,902	1,963	2,234
Accumulated Funds at End of Year	9,102	10,785	12,686	14,649	16,883

The accumulated funds at 29 February 1968 consisted of investments in semi-governmental and local government loans and cash deposits.

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 1967-68) of \$42.6m, rate income of \$6.2m, other revenue of \$22.4m, 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 resident population of 76,200 at 30 June 1968 ranked only eighth among 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 2,079 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, 108,000kW. 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 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, while 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, while 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, Gardens and Recreations, 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, Gardens and Recreations Department
Building and Town Planning Committee	Building Surveyor's Department
Town Hall and Properties Committee	No specific links. Departmental services available as required.

* Abattoirs leased to private enterprise in 1969

Further References, 1961 to 1969

Financing of Major Works

Since 1954, the Melbourne City Council has undertaken capital works for the community's benefit to the extent of \$47.6m. This commitment has extended the resources of the Council. New loan money has been about \$2m per annum, so that other internal funds

have had to be fully utilised. Loan monies are obtained by private treaty rather than by public subscription and are repayable over thirty years, usually by means of a 1.5 per cent cumulative sinking fund. On 30 September 1968, the Council's loan indebtedness amounted to \$47.5m offset by a sinking fund of \$9.3m.

In essence, the Australian Loan Council, through the State Treasury, exercises control over the extent of the Council's loan raising and, therefore, controls the rate of growth of the municipality. This is done by yearly allocation. In an endeavour to bring the concept of long term planning into the capital works programme, the Council's works schedule is prepared on a three year basis, necessitating the preparation of a capital budget for the period. This involves assessment of proposed projects, the allocation of priorities to them, and a determination of financial resources, i.e., what funds will be available from what sources. Control over the programme is exercised by the Council's Finance Committee, which places a limit over each Committee's loan expenditure for each year of the three year period, such limit being reviewed annually in the light of changing circumstances, particularly the amount of the allocation by Loan Council.

The Council's capital works programme for the year 1968-69 covered an expenditure of \$9.1m, which was in addition to the above total figures. A broad analysis of the expenditure indicates the following major works undertaken or areas of emphasis given to the various community needs.

Among the major works undertaken by the Council, and possibly the most expensive project to date, was the new Melbourne Wholesale Fruit and Vegetable Market. Standing on a 54 acre site in Footscray Road, West Melbourne, the market replaces the present 16.5 acre Victoria Market site in North Melbourne. When opened for business in August 1969, the new market will have cost approximately \$10m. This is closely followed by the development of the civic square on the block bounded by Swanston Street, Collins Street, Regent Place, and Flinders Lane, to provide an uninterrupted vista between the Town Hall and St Paul's Cathedral as well as a "breathing space" in the heart of the City. This will cost over \$6m when all properties have been purchased.

The problems of traffic have also involved the Council in heavy expenditure. Since 1954, a sum of \$15.2m has been spent on roads, bridges, and traffic control devices. The new Dynon Bridge, adjacent to the North Melbourne Railway Station, was built to replace the old narrow 2-lane bridge with a 4-lane, 22-span bridge on an improved alignment, and was officially opened to traffic on 8 August 1968, at a cost of approximately \$2m. Off-street car parking has also been a major item of investment. With a total expenditure to date of approximately \$4m on the purchase of suitable sites, the Council has provided, in association with private enterprise, off-street parking space for nearly 13,000 vehicles in the central city area alone. Several sites on the fringe of this area have been reserved for future development.

A town planning project currently being undertaken is the widening of Flinders Lane between Spencer and William Streets. Following the construction of the Flinders Street overpass, which reduced Flinders Street, for the length of the overpass, to the status of a rear access lane, the Council resolved to redevelop the area bounded by Spencer, Flinders, William, and Collins Streets, by constructing an alternative thoroughfare of such width as would provide an attractive frontage for development. The estimated cost of this project is \$1.8m. Altogether some \$5.8m has been expended on town planning matters.

In the field of health, social services, and recreational needs, approximately \$3.7m has been absorbed. This covers establishment of baby health centres, crèches, kindergartens, playgrounds, elderly citizens' clubs, libraries, community recreation centres, and playing arenas for almost all types of organised sport.

Improvements and developments in the supply and reticulation of electrical power cost about \$21m since 1954.

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 1966-67 which follow, municipalities have been divided as follows:

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 131 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 1967, in municipalities throughout the State, there were 2,313 councillors, namely, 33 in the City of Melbourne, 645 in 54 other municipalities in the Melbourne Statistical Division, and 1,635 in 155 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 and expenditure of all funds, and the amount of loans outstanding, are shown for each of the years 1962-63 to 1966-67. 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 Properties Rated	Value of Rateable Property		Receipts All Funds	Expenditure All Funds	Loans Out- standing
		Net Annual Value	Estimated Capital Improved Value			
	'000	\$'000				
1963 ..	1,231	370,135	7,364,185	189,763	182,346	125,506
1964 ..	1,252	393,462	7,786,666	201,416	200,919	140,357
1965 ..	1,290	559,247	10,995,815	227,146	225,849	156,012
1966 ..	1,306	593,250	11,716,929	235,206	240,932	169,060
1967 ..	1,344	634,352	12,373,547	262,161	256,839	189,147

Municipal Revenue and Expenditure

The following table shows for each of the years ended 30 September 1963 to 1967 the general revenue and expenditure of municipalities in Victoria on account of ordinary services, together with similar details for the business undertakings under municipal control.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES, BUSINESS UNDERTAKINGS :
REVENUE AND EXPENDITURE**

(\$'000)

Year Ended 30 September—	Ordinary Services		Business Undertakings	
	Revenue	Expenditure	Revenue	Expenditure
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
1967	124,354	124,307	50,884	50,963

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 toward 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 1967 are given below:

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1966-67
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Taxation—				
Rates (Net)	5,896	48,210	26,698	80,804
Penalties	6	238	87	331
Licences—				
Dog	4	234	119	358
Other	16	104	41	160
Total Taxation	5,922	48,786	26,945	81,653
Public Works and Services—				
Roads, Streets, Bridges, Drains	135	2,098	2,487	4,720
Council Properties—				
Parks, Gardens, Baths, and				
Other Recreational Facilities	150	1,059	1,045	2,254
Markets	1,025	327	494	1,846
Halls	56	330	266	652
Libraries	3	34	54	92
Sale of Materials	2	104	598	705
Plant Hire .. .. .	..	1,970	5,416	7,386
Rents, n.e.i.	588	246	289	1,123
Other	26	642	446	1,115
Health—				
Sanitary and Garbage ..	143	2,323	1,127	3,594
Other	34	752	252	1,037
Other Works and Services—				
Car Parking	727	203	517	1,447
Building Fees	106	796	191	1,094
Supervision of Private Streets	..	1,162	139	1,300
Other	26	448	394	868
Total Public Works and Services	3,022	12,495	13,717	29,233
Government Grants—				
Roads, etc.	13	240	461	714
Parks, Gardens, etc .. .. .	..	243	831	1,075
Infant Welfare	25	424	216	665
Pre-school	46	189	212	448
Home Help	21	535	144	699
Libraries	30	613	365	1,009
Other	26	240	462	729
Total Government Grants	162	2,485	2,692	5,339
Transfers from Business Under-				
takings	90	558	135	783
Transfers from Other Council Funds	1,602	1,833	1,367	4,802
Interest on Investments, etc. ..	205	295	81	581
Fines (Traffic, etc.)	752	408	76	1,236
Other Revenue	129	336	262	727
Total Revenue	11,883	67,196	45,276	124,354

* See definition on page 244.

After exclusion of \$4,802,000 transferred from other funds, the net General Account income during 1966-67 was \$119,552,000. Of this total 68.3 per cent was derived from taxation (67.9 per cent from rates and penalties, and 0.4 per cent from licences); 24.4 per cent from public works and services; 0.7 per cent from transfers from business undertakings; 4.5 per cent from Government grants; and 2.1 per cent from other sources. The total amount collected from taxation (\$81,653,000) was equivalent to \$25.02 per head of population.

Details of the principal items of expenditure from the General Account during the year ended 30 September 1967 are set out below:

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1966-67
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
General Administration	1,591	8,628	6,121	16,340
Debt Charges (Excluding Business Undertakings)—				
Interest—				
Loans	1,832	3,336	1,653	6,820
Overdraft .. .. .	..	316	228	543
Redemption	201	4,338	3,140	7,679
Sinking Fund	374	353	86	813
Other	4	77	6	87
Total Debt Charges	2,409	8,419	5,113	15,941
Public Works and Services—				
Roads, Streets, Bridges, Drains—				
Construction, Maintenance, Plant, etc.	813	14,777	17,057	32,646
Cleaning and Watering	515	2,315	464	3,294
Street Lighting	†	1,924	480	2,404
Other	13	1,066	188	1,267
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities..	1,177	5,249	3,251	9,677
Markets	456	184	342	981
Halls	294	1,321	812	2,427
Libraries	106	1,845	847	2,798
Land, Property Purchases, n.e.i. Materials .. .. .	..	814	178	992
Plant (Excluding Road Plant) ..	197	21	132	153
Elderly Citizens' Centres	9	1,129	177	1,504
Other	167	309	105	423
Health—				
Sanitary and Garbage Services	442	984	947	2,098
Infant Welfare	90	4,872	1,490	6,804
Pre-school	134	1,176	582	1,848
Home Help	36	392	313	839
Other	101	1,152	249	1,437
Other Works and Services—				
Car Parking	687	1,236	503	1,840
Building Inspection	26	1,255	430	2,372
Other	18	550	77	653
Total Public Works and Services	5,283	1,294	506	1,818
	5,283	43,863	29,130	78,276

* See definition on page 244.

† Cost of street lighting is charged to Electricity Undertaking.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY
SERVICES : EXPENDITURE, 1966-67—*continued*
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board .. .. .	..	707	1,056	1,763
Metropolitan Fire Brigades	203	1,606	..	1,809
Hospitals and Other Charities	65	151	136	352
Superannuation	113	746	532	1,391
Other	313	145	76	535
Total Grants	695	3,355	1,800	5,850
Transfers to Other Council Funds	1,186	1,920	1,448	4,553
Pay-roll Tax	122	616	371	1,108
Insurances	177	892	767	1,836
Miscellaneous .. .. .	..	230	173	403
Total Expenditure	11,463	67,922	44,922	124,307

* See definition on page 244.

Excluding \$4,553,000 transferred to other funds, the net General Account expenditure during 1966-67 was \$119,754,000. Of this total 13·6 per cent was for administration ; 13·3 per cent for debt charges ; 10·7 per cent for health services ; 17·6 per cent for parks, gardens and other council properties ; 33·1 per cent for roads, streets, etc. ; 4·0 per cent for other public works and services ; 4·9 per cent for grants and contributions ; and 2·8 per cent for miscellaneous items.

Municipal Administrative Costs

Particulars of the principal items of expenditure during each of the years ended 30 September 1963 to 1967, in respect of general municipal administration, are given in the following table:

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

Particulars	Year Ended 30 September—				
	1963	1964	1965	1966	1967
Salaries*	8,325	9,324	10,021	11,773	12,747
Mayoral and Presidential Allowances	242	257	271	289	317
Audit Expenses	89	92	111	120	129
Dog Registration Expenses	162	167	190	195	210
Election Expenses	69	92	113	107	112
Legal Expenses	244	264	311	316	356
Printing, Advertising, Postage, Telephone, etc.	1,254	1,375	1,539	1,772	1,837
Other	211	228	346	509	632
Total	10,597	11,800	12,900	15,079	16,340

* 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 1966-67, fourteen 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 260.

The tables which follow show, for the year ended 30 September 1967, revenue and expenditure of the various types of local authority business undertakings :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : REVENUE, 1966-67
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Water Supply— Rates, Sale of Water, etc. ..	..	82	575	657
Electricity— Charges for Services and Sales of Products, etc.	15,251	31,894	633	47,778
Abattoirs— Charges for Services and Sales of Products, etc.	703	226	477	1,406
Other †— Charges for Services and Sales of Products, etc.	37	429	576	1,042
Total Revenue ..	15,991	32,631	2,261	50,884

* See definition on page 244.

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

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : EXPENDITURE, 1966-67
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Water Supply— Working Expenses	67	400	467
Depreciation	1	54	56
Debt Charges	6	131	137
Other Expenditure	2	1	3
Total Water Supply	77	586	663

* See definition on page 244.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS
UNDERTAKINGS : EXPENDITURE, 1966-67—*continued*
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Electricity—				
Working Expenses	13,835	29,466	487	43,789
Depreciation	764	664	5	1,432
Debt Charges	453	1,193	75	1,720
Other Expenditure	90	512	102	704
Total Electricity	15,142	31,836	668	47,645
Abattoirs—				
Working Expenses	686	125	404	1,215
Depreciation	28	35	13	76
Debt Charges	86	..	112	197
Other Expenditure	81	56	21	157
Total Abattoirs	880	216	550	1,646
Other†—				
Working Expenses	42	336	476	854
Depreciation .. ..	..	..	29	29
Debt Charges .. ..	..	..	32	32
Other Expenditure .. ..	..	79	15	94
Total Other	42	415	552	1,009
Total Expenditure	16,064	32,544	2,356	50,963

* See definition on page 244.

† 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 1962-63 to 1966-67. The second table details the loan raisings for ordinary services and business undertakings during the year ended 30 September 1967, 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 Under- takings	Other (Non- works)	Total
	Ordinary Services	Business Under- takings						
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
1967	23,136	3,032	2,318	28,486	19,855	4,013	192	24,060

* Included with Ordinary Services.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES:
 LOAN RECEIPTS, 1966-67
 (Excluding Redemption Loans and Private Street Loans)
 (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Loan Raisings for—				
Ordinary Services	5,450	10,922	6,764	23,136
Business Undertakings—				
Water Supply .. .. .	..	5	201	206
Electricity .. .. .	..	2,060	260	2,320
Abattoirs .. .. .	..	..	495	495
Pipe Works .. .. .	..	..	11	11
Other Receipts (Government Grants, Recoups, etc., to Loan Fund) ..	1,052	747	519	2,318
Total Receipts	6,502	13,734	8,250	28,486

* See definition on page 244.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES:
 LOAN EXPENDITURE, 1966-67
 (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, Bridges, Drains ..	1,171	4,757	3,403	9,330
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	129	2,315	753	3,196
Halls	4	1,259	1,092	2,355
Plant†	105	185	131	421
Markets	393	6	273	672
Libraries	47	333	60	440
Land, Property Purchase, n.e.i.	127	352	326	805
Other	124	497	493	1,114
Infant Welfare, Pre-school	‡	231	72	303
Off-Street Parking	130	915	63	1,107
Other	1	15	95	111
Total Ordinary Services	2,232	10,863	6,760	19,855
Business Undertakings—				
Water Supply .. .. .	..	5	245	250
Electricity	1,198	1,676	273	3,148
Abattoirs .. .. .	..	..	591	591
Other .. .. .	..	..	24	24
Total Business Undertakings	1,198	1,681	1,134	4,013
Other (Non-works) .. .. .	..	153	38	192
Total Expenditure	3,431	12,697	7,932	24,060

* See definition on page 244.

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

‡ Under \$500.

At 30 September 1967, there were unexpended balances in Loan Accounts amounting to \$20.8m.

Municipal Loan Liability

The loan liability of the municipalities in Victoria, at the end of each of the five years 1962-63 to 1966-67, 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	Accumulated Sinking Funds	Net Loan Liability	
	Government	Public			Amount	Per Head of Population
			\$'000			\$
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
1967 ..	5,705	183,442	189,147	11,836	177,311	53.94

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 forty or, if the council so directs, sixty 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 1967, 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., 1966-67 (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*	Municipalities outside Melbourne Statistical Division	Total
Receipts—			
Loans	5,319	243	5,562
Bank Overdraft (Increase)	1,796	353	2,149
Owners' Contributions	15,457	1,779	17,237
Other	495	169	664
Total	23,068	2,544	25,612
Expenditure—			
Works	15,874	1,496	17,370
Bank Overdraft (Decrease)	1,306	219	1,525
Debt Charges—			
Interest—			
Loans	1,075	106	1,182
Overdraft	573	45	618
Redemption	2,148	278	2,426
Sinking Fund	166	14	180
Other	1,168	216	1,383
Total	22,309	2,375	24,684
Cash in Hand or in Bank at 30 September 1967	4,918	550	5,469
Bank Overdraft at 30 September 1967	10,736	1,604	12,340
Loan Liability at 30 September 1967	21,673	2,089	23,762

* See definition on page 244.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years 1962-63 to 1966-67 are shown in the following table :

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

Particulars	Year Ended 30 September—				
	1963	1964	1965	1966	1967
Receipts—					
Loans	5,068	5,111	2,901	2,812	5,562
Bank Overdraft (Increase) .. .. .	..	15	2,371	2,130	624
Owners' Contributions	11,174	14,066	16,025	17,235	17,237
Other	354	388	514	652	664
Total	16,596	19,580	21,811	22,829	24,087
Expenditure—					
Works	11,212	14,159	17,935	19,514	17,370
Bank Overdraft (Decrease)	331	..	..	..	..
Debt Charges—					
Interest—					
Loans	799	1,086	1,112	1,207	1,182
Overdraft	155	154	125	365	618
Redemption	1,236	1,624	1,894	2,123	2,426
Sinking Fund	79	121	166	138	180
Other	880	1,176	1,144	749	1,383
Total	14,692	18,320	22,377	24,097	23,159
Loan Liability at 30 September	15,482	18,970	19,950	20,626	23,762

Country Roads Board Account

Financing of works on main roads and unclassified roads carried out by municipalities on behalf of the Country Roads Board is done by means of a Country Roads Board bank account. Expenditure is made initially from overdraft, claims subsequently being made on the Board for recovery of funds expended. With the exception of any disallowances by the Board, the full amount expended on main roads is recoverable from the Board and credited to the Country Roads Board Account, with the council later making an annual payment from General Revenue to the Country Roads Board for the council's share of the cost. The Country Roads Board assists municipal councils financially to carry out construction and maintenance works on approximately 20,000 miles of unclassified roads each year. Funds expended by councils on these roads, after deduction of council's proportion of the cost (which is charged to General Account), are also recoverable from the Country Roads Board. Direct payments by the Country Roads Board itself on works, or for supply of materials, etc., for works, are included on both sides of the Country Roads Board Account so that the full amount of the expenditure on relevant roads may be shown in the Account for the year concerned. Expenditure by a council on State highways, by-pass roads, tourists' roads, and forest roads, is charged to the Country Roads Board Account and is fully recoverable from the Country Roads Board.

The following table summarises the receipts and expenditure of the Country Roads Board Account of Victorian municipalities for the year ended 30 September 1967 :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
COUNTRY ROADS BOARD ACCOUNT, 1966-67
 (\$'000)

Particulars	Municipalities in Melbourne Statistical Division*	Municipalities outside Melbourne Statistical Division	Total
Receipts—			
Refunds from Country Roads Board ..	7,725	14,801	22,526
Direct Payment by Country Roads Board ..	941	4,711	5,652
Council's Proportion of Works on Unclassified Roads	1,354	2,235	3,589
Bank Overdraft (Increase)	506	531	1,037
Other	17	5	22
Total	10,542	22,283	32,825
Expenditure—			
Main Roads	5,556	9,826	15,382
Unclassified Roads	4,367	11,858	16,225
Other Roads (State Highways, etc.) ..	362	341	702
Bank Overdraft (Decrease)	150	239	389
Other	107	20	127
Total	10,542	22,283	32,825
Bank Overdraft at 30 September 1967 ..	801	1,581	2,382

* See definition on page 244.

Length of Roads and Streets

The following table shows the estimated length of all roads and streets open for general traffic in the State in 1968. The mileages of State highways, by-pass roads, main roads, tourists' roads, and forest roads, were 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 1968 (Miles)

Type of Road or Street	State Highways, By-pass Roads	Main Roads	Tourists' Roads, Forest Roads	Other Roads and Streets	Total
Portland Cement, Concrete, etc. ..	3	2	..	214	219
Bituminous Seal	4,270	8,099	509	16,268	29,146
Water-bound Macadam, Gravel, Sand, and Hard Loam Pavements Formed, but Not Otherwise Paved	227	967	435	27,989	29,618
Surveyed Roads (Not Formed) Which Are Open for General Traffic ..	..	22	..	20,584	20,606
	..	7	..	21,326	21,333
Total	4,500	9,097	944	86,381	100,922

Semi-Governmental Authorities*

Country Roads Board

Introduction

The Country Roads Board was constituted under the *Country Roads Act* 1912 and commenced operations in 1913. There are now about 100,000 miles of trafficable public roads in Victoria of which 14,541 miles constitute the State's principal system of Country Roads Board declared and proclaimed roads.

Under the Country Roads Act, any road in Victoria may be declared or proclaimed 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 districts through which they pass as arterial routes also carry much long distance traffic. By-pass roads are controlled access roads which normally have no "at grade" intersections. 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 borne partly by municipal councils, form what may be described as the

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

secondary system of important roads in the State. In addition, there is a vast network of unclassified roads, 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 road system at 30 June 1968 comprised 4,460 miles of State highways, 40 miles of by-pass roads, 483 miles of tourists' roads, 461 miles of forest roads, and 9,097 miles of main roads.

Balanced Road System

One of the principal functions of the Country Roads Board is the development of a balanced system of primary, secondary, and tertiary roads throughout the State. The needs of the State as a whole are, therefore, taken into consideration by the Board in apportioning its resources.

When the Country Roads Bill was introduced in the Legislative Assembly in 1912, the Board's duties were outlined, including its first duty which would be "to make a thorough investigation into existing highways so that it may have the materials on which to exercise sound judgement". The investigation revealed that a wide diversity of constructional methods operated throughout the State and that the design standard varied from shire to shire. One of the main needs was to provide a network of roads to carry traffic between towns and from one district to another and from rural production areas to the railway.

Over the years the demands on the road system have changed. Roads are now required to cater for access to tourist areas, including snow resorts, heavy over-dimensional loads for industrial purposes, the expanding urban population, and, above all, the very marked increase in the number and speed of vehicles using the roads.

One of the most significant developments in recent years to meet the increased demands on the road system has been the construction of dual carriageways on substantial lengths of the State highways radiating from Melbourne. 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.

During the financial year 1967-68, the Board opened to traffic 4.5 miles of the Tullamarine Freeway between Lancefield Road at the north-west of Essendon Airport to the Melbourne (Tullamarine) Airport entrance and constructed a total of 30 miles of dual carriageways including :

Hume Highway—Construction of 4.1 miles from Kalkallo to Beveridge.

Nepean Highway—Construction of 2.0 miles between Old Mornington Road, Frankston City and Woralla Drive, Mornington Shire.

Burwood Highway—Construction of 2.1 miles from east of Blackburn Road to Morack Road, Nunawading City.

Maroondah Highway—Construction of 2·3 miles between Mt Dandenong Road and Stirling Road, North Croydon.

Western Highway—Construction of 3·0 miles from Rockbank to Melton East.

In each financial year work commences on the construction of about 150 new bridges under the supervision of the Board's staff or municipal staff.

Over fifty of the more important railway level crossings in the State have been eliminated over the past ten years.

Bituminous surfacing is an important feature of the Board's work and, during 1967-68, 3,078 miles of road were surfaced at a total cost of \$9.6m. The work included 343 miles of widening existing pavements, 30 miles of dual carriageways, 472 miles of restoration of seal coats on reconstructed sections, 1,292 miles of maintenance retreatment, and 120 miles sealed on behalf of other authorities.

The design standards used by the Board have been developed to provide uniform conditions for the various manoeuvres which may be required of drivers. For example, if the curvature of a road is designed to enable vehicles to negotiate a curve at, say, 60 mph, the other elements such as visibility for emergency stopping are designed consistently with this.

Finance

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

- (1) Motor registration fees less cost of collection. (Bus registration fees and the specified proportion of registration fees paid to the Roads (Special Projects) Fund 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) One half of driving instructors' licence fees, less one half cost of collection.
- (7) Examiners' licence fees—motor car roadworthiness examinations.
- (8) All fees on the issue of authorised commercial vehicle drivers log books, less cost of collection.
- (9) All moneys received under Part II of the Commercial Goods Vehicles Act (ton mile tax).
- (10) Municipal repayments on account of main road works.

(11) Government Special Grant.

(12) 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 a specified proportion of each motor registration fee and each trailer registration fee. 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 is allotted to the Board for road works in rural areas. Amounts expended by the Board on behalf of the State Treasurer since the establishment of the fund are as follows :

	\$
1965-66	1,654,000
1966-67	3,311,000
1967-68	2,652,000

Receipts and Expenditure

Receipts and expenditure covering the operations of the Board for each of the years 1963-64 to 1967-68 are as follows :

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

Particulars	Year Ended 30 June—				
	1964	1965	1966	1967	1968
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)*	23,427	23,378	24,690	25,866	26,784
Municipalities Contributions—Permanent Works and Maintenance—Main Roads	1,579	1,690	1,691	1,824	1,845
Commonwealth Aid Roads Acts	22,431	25,182	27,175	29,050	30,895
Roads (Special Projects) Fund .. .. .	..	..	1,654	3,311	2,652
Proceeds from Commercial Goods Vehicles Act	5,638	5,926	6,379	6,732	7,248
State Loan Funds	666	762	1,020	834	987
Grants under Public Works Loan Application Act .. .. .	..	700	768	715	700
Other Receipts	223	889	971	464	402
Total	53,964	58,527	64,348	68,796	71,513

* 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, and in 1967-68 was \$768,000.

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

Particulars	Year Ended 30 June—				
	1964	1965	1966	1967	1968
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	49,041	50,556	53,076	57,503	61,078
Traffic Line Marking and Traffic Lights	150	196	238	252	240
Plant Purchases	1,193	697	1,149	1,388	1,234
Interest and Sinking Fund Payments	1,950	1,988	2,056	2,140	2,190
Payment to Tourist Fund	427	469	468	494	517
Payment to Transport Regulation Board .. .. .	..	..	178	383	404
General Expenditure*	3,996	4,619	6,113	5,416	6,780
Total	56,758	58,525	63,278	67,575	72,443

*Includes expenditure on erection of office buildings, etc., at Kew: \$378,000 in 1963-64; \$71,000 in 1964-65; \$12,000 in 1965-66; \$31,000 in 1966-67; and \$8,000 in 1967-68.

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 1963-64 to 1967-68 :

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

Particulars	Year Ended 30 June—				
	1964	1965	1966	1967	1968
State Highways—					
Construction	15,225	13,000	13,408	14,984	13,654
Maintenance	3,925	4,080	4,296	4,689	5,349
By-pass Roads—					
Construction	2,626	4,805	3,690	5,059	7,840
Maintenance	15	48	55	112	129
Main Roads—					
Construction	11,419	11,490	12,301	12,416	12,303
Maintenance	3,471	3,699	4,268	4,350	4,466
Unclassified Roads—					
Construction	8,451	9,366	10,654	10,892	11,550
Maintenance	1,656	1,764	2,055	1,907	2,189
Tourists' Roads—					
Construction	1,021	959	911	1,753	2,430
Maintenance	404	463	599	559	427
Forest Roads—					
Construction	500	486	408	442	424
Maintenance	242	227	291	295	234
River Murray Bridges and Punts—					
Maintenance	87	167	140	45	82
Total Construction	39,241	40,107	41,372	45,547	48,202
Total Maintenance	9,800	10,449	11,704	11,956	12,876
Total Expenditure	49,041	50,556	53,076	57,503	61,078

Further References, 1962 to 1968

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 30 June 1968 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 (175)	
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	
West Moorabool Water Board .. .. .		West Moorabool Water Board Act

The West Moorabool Water Board was constituted in May 1968 for the purpose of constructing and operating water storage works on the West Moorabool River. Its general expenses are reimbursed by the Ballarat Water Commissioners and the Geelong Waterworks and Sewerage Trust in the proportions of one third from the former and two thirds from the latter.

Information about the activities of the State Rivers and Water Supply Commission will be found on pages 297 to 302. 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 649, 650, and 670 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 responsible 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 for a four-year term. This appointment, formerly made by the Board, is to be made in future (under an amendment of the Melbourne and Metropolitan Board of Works Act dated December 1968) by the Governor in Council after consultation between the Minister and a committee appointed by the Board.

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: water supply, 485 sq miles; sewerage, 453 sq miles; drainage and river improvements, 437 sq miles. Its town planning commitment extends over 1,942 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, forty-seven service reservoirs and elevated tanks with a total capacity of 369 mill. gals, and 6,791 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 1963-64 to 1967-68, together with the total expenditure (less depreciation) to 30 June 1968 :

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

Particulars	Year Ended 30 June—					Total Cost to 30 June 1968
	1964	1965	1966	1967	1968	
Yan Yean System ..	Cr. 74	6	3	4	48	1,805
Maroondah System ..	13	19	120	946	263	4,920
O'Shannassy, Upper Yarra, and Silvan Systems ..	4,017	1,146	146	117	2,868	51,496
Service Reservoirs ..	108	220	268	359	616	5,827
Large Mains	2,113	2,669	3,689	2,309	1,438	51,687
Reticulation	2,800	4,130	3,562	3,683	3,977	46,583
Afforestation	35	4	2	2	10	666
Investigations, Future Works	16	32	42	22	161	381
Total Outlay	9,028	8,226	7,832	7,442	9,380	163,363

Output of Water

Output of water from the Board's storages rose gradually from 44,000 mill. gals in 1956-57 to 69,000 mill. gals in 1966-67. However, there was a substantial fall in output in 1967-68. This was due to extreme drought conditions experienced during that year and consequent restrictions on consumption by all users.

The total output of water from the various sources of supply for each of the years 1963-64 to 1967-68 was as follows :

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

Particulars	Year Ended 30 June—				
	1964	1965	1966	1967	1968
Yan Yean Reservoir	4,726	2,786	4,130	5,650	2,461
Maroondah Reservoir	13,650	15,496	12,953	13,245	9,788
O'Shannassy River, Upper Yarra, and Silvan Reservoirs ..	41,233	43,150	48,117	49,929	38,628
Total Output	59,609	61,432	65,200	68,824	50,877

Consumption of Water

During the year ended 30 June 1968, the maximum consumption of water in Melbourne and suburbs on any one day was 198·8 mill. gals on 19 February 1968, and the minimum consumption was 88·5 mill. gals on 30 December 1967.

The following table shows, for each of the years 1963-64 to 1967-68, 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 served :

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
1963-64	572,431	443,291	59,621	162.90	80.60
1964-65	595,727	453,078	61,409	168.24	80.93
1965-66	612,844	467,705	65,218	178.68	84.28
1966-67	626,690	484,798	68,815	188.53	87.98
1967-68	642,039	509,185	50,876	139.00	64.06

Sewerage System

There are now one major and five minor systems collecting, purifying, and disposing of wastewater 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 2.25 miles through a 9 ft 3 in diameter trunk sewer which terminates at the Brooklyn Pumping Station.

At the Pumping Station, the wastewater 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 wastewater 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 has been extended north to include Monash University

and adjacent areas. The treatment process includes sedimentation of the wastewater 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.

South-Eastern Sewerage System

Since 1834, the population of metropolitan Melbourne has risen to 2.3 million persons and is likely to double within the next 25 years. The increase during the last decade alone has been some 600,000 persons. To cater for this growth the Melbourne and Metropolitan Board of Works has under construction the south-eastern sewerage system, the first major extension to the disposal facilities, for the Melbourne sewerage system, since the 1890s.

This new scheme will virtually permit the division of the metropolitan area into a western system and an eastern system for sewerage purposes. The former will continue to collect and convey wastes to the Board's Farm at Werribee; the latter will relieve the existing systems by the interception of wastewater flow at eighteen different points and will also serve the rapidly developing eastern and south-eastern areas of metropolitan Melbourne. The three major components of the south-eastern scheme are the collecting system, the purification plant, and an outfall.

The collecting system comprises several major pumping stations to be developed in stages, and intercepting sewers connecting to the main trunk sewer, which extends for more than 20 miles from Kew to Carrum and will range in diameter from 8 ft 6 in to 13 ft.

The purification plant is located 3 miles east of Port Phillip Bay, near Carrum, within a tree-edged 1,400 acre site. It will employ the activated sludge process and will be constructed in two stages, capacity at the first stage being 64 mill. gals average dry flow a day. The plant could be extended, in due course, to serve the whole of the Dandenong Valley and relieve the present Dandenong plant, the proposed Rowville plant, and the Chelsea/Frankston plant.

Wastewater will reach the plant in the trunk sewer some 40 ft below ground level and will be lifted by pumps to the treatment units. The wastewater, after passing through fine screens, will flow to pre-aeration and grit removal tanks, and then into the primary sedimentation tanks. Grit and material from the removal tanks will be incinerated and disposed of as land fill. Settled sludge from the bottom of the primary sedimentation tanks will be pumped to the digestion tanks. Effluent from the primary sedimentation tanks will be introduced into aeration tanks where it will be in contact with the biological organisms which make up the activated sludge (i.e., activated with oxygen). In the presence of an adequate supply of oxygen blown into the tanks, these organisms utilise organic material in the wastewater effluent as a food or cell building material, and settle readily in quiescent water. Flow from the aeration tanks will pass to the secondary sedimentation tanks where the activated sludge will settle and be drawn off from the bottom of the tanks—part to be returned to the aeration tanks for mixing with

incoming effluent from the primary sedimentation tanks and part to thickening tanks before being pumped to the digestion tanks. Clear water, drawn off from the top of the secondary sedimentation tanks, will be chlorinated to a residual, and is then reconditioned water, ready to be discharged from the plant, or to be reclaimed by tertiary treatment processes, for which its quality is well suited. The reconditioned water would not contain more than 20mg/litre suspended solids and have a Bio-chemical Oxygen Demand of 15 mg/litre.

Methane gas produced in the sludge digestion tanks will be used for the generation of electric power at the plant. Waste heat from this power generation will be used to provide heat for the digesters and to other points where required in the plant. For maximum reliability a connection will also be made to the supply system of the State Electricity Commission of Victoria. Sludge, after digestion, is an inert and innocuous material. It will be pumped to holding lagoons whence the residual material could be used for soil conditioning.

Effluent balancing ponds are included at the site to regulate, if necessary, the rate of discharge of purified wastewater. In the case of extreme emergency these can be used to store inadequately treated wastewater temporarily. In this event the partially treated wastewater would be returned to the incoming trunk sewer for further treatment.

A fully equipped chemical and biological laboratory will be established at the plant with resident chemists and bacteriologists. The laboratory will be used for routine process control and testing, for the supervision of industrial wastes entering the system, and will be used in developing the optimum operating conditions.

The outfall planned for the scheme is to Bass Strait near Boag's Rocks, west of Cape Schanck, some 35 miles south of the plant.

Cost of the Sewerage System

The cost of sewerage works during each of the years 1963-64 to 1967-68, and the total cost (less depreciation) to 30 June 1968 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 1968
	1964	1965	1966	1967	1968	
Farm Purchase and Preparation	337	457	388	416	464	10,776
Treatment Works	31	291	909	1,829	1,667	5,737
Outfall Sewers and Rising Mains	287	101	158	185	164	3,887
Pumping Stations, Buildings, and Plant	672	406	1,297	686	184	14,490
Main and Branch Sewers	10,077	10,950	9,643	10,533	12,584	80,304
Reticulation Sewers	4,915	4,672	6,418	5,306	7,828	83,532
Cost of House Connections Chargeable to Capital	..	..	..	..	..	794
Sanitary Depots	*	14	6	..	Cr. 24	766
Investigations	21	51	72	71	137	659
Total Outlay	16,341	16,941	18,893	19,026	23,004	200,945

* Under \$500.

Board of Works Farm at Werribee

Ideally, the minerals and organic matter contained in a city's domestic and industrial wastewaters 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 up to \$500,000 a year. The revenue from the sale of livestock is set off against the cost of wastewater purification and results in the imposition of a lower sewerage rate than would otherwise be necessary.

Statistical data for the year ended 30 June 1968 are as follows :

Total area of farm	26,809 acres
Area used for wastewater disposal	16,991 acres
Average rainfall over 75 years	18.94 inches
Net cost of wastewater purification per head of population served	67c
Profit on cattle and sheep	\$415,748

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 1967-68, working expenses were \$123,174 and interest \$39,129, making a total of \$162,303. Revenue was \$177,113, giving a surplus of \$14,810.

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, 1969

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30 June 1968 was \$33m. The length of main drains under the control of the Board at 30 June 1968 was 240 miles.

Assessed Value of Property

The net annual value of property in 1967-68 for the purpose of the Board's rating was as follows :

	\$m
Water Rate	379.3
Metropolitan General Rate (for sewerage services) ..	315.5
Metropolitan Drainage and River Improvement Rate	355.8
Metropolitan Improvement Rate (for planning purposes)	390.6

Finance For 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.

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 1968 was \$385m. All money borrowed is charged and secured upon the Board's revenues.

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 1963-64 to 1967-68. The Board keeps a separate account of its financial activities as Metropolitan Planning Authority. These activities are summarised in the table on page 270.

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

Particulars	1963-64	1964-65	1965-66	1966-67	1967-68
REVENUE					
Water Supply— Water Rates and Charges (Including Revenue from Water Supplied by Measure)	11,674	12,160	13,701	14,559	14,957
Sewerage— Sewerage Rates	9,802	10,160	12,736	13,378	15,167
Trade Waste Charges	517	554	789	1,212	1,170
Sanitary Charges	203	212	232	241	253

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

Particulars	1963-64	1964-65	1965-66	1966-67	1967-68
<i>REVENUE—continued</i>					
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, etc. ..	13	10	9	8	7
Balance, Live Stock Account ..	461	468	569	526	416
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	1,690	1,729	2,112	2,170	3,600
River Water Charges	14	14	14	17	17
Total	24,373	25,307	30,165	32,111	35,588
<i>EXPENDITURE</i>					
Water Supply—					
Management and Incidental Expenses	1,512	1,540	1,790	1,830	2,096
Maintenance	2,286	2,384	2,682	2,829	3,409
Water Supply Works .. ..	..	..	..	..	1,421
Sewerage—					
Management and Incidental Expenses	1,191	1,186	1,451	1,532	1,780
Maintenance	1,284	1,480	1,792	2,051	2,217
Metropolitan Farm—					
Administrative Expenses	84	84	93	99	110
Maintenance	731	760	831	845	882
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	219	210	270	275	318
Maintenance	197	178	267	365	507
Drainage Works .. ..	..	..	..	..	355
Pensions and Allowances	238	313	264	297	267
Loan Flotation Expenses	132	263	303	457	333
Interest (Including Exchange)	13,342	14,856	16,526	17,835	19,258
Contribution to—					
Sinking Fund	928	971	1,046	1,131	1,206
Loans Redeemed Reserve	765	988	1,228	1,420	1,479
Renewals Fund	551	610	663	968	749
Depreciation	84	82	77	352	59
Superannuation Account	150	152	201	285	336
Municipalities—					
For Road Maintenance	34	34	34	..	..
Valuations .. ..	..	33	44	96	101
Rates Equalisation Reserve	620	Cr. 817	600	Cr. 609	Cr. 1,278
Other .. ..	..	..	..	50	50
Total	24,350	25,307	30,162	32,111	35,655
Net Surplus (+) or Deficit (—) ..	(+) 23	..	(+) 3	..	(—) 67
Capital Outlay at 30 June—					
Water Supply	130,482	138,708	146,540	153,983	163,363
Sewerage	123,082	140,023	158,915	177,941	200,945
Drainage and River Improvement Works	22,289	24,983	27,964	31,436	33,149

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, 1966.

Highways, Bridges, and Freeways

A complete network of highways and freeways 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; St Kilda Junction improvements; and the Tullamarine Freeway. The second section of the South-Eastern Freeway extending from Burnley to Toorak Road, Malvern, is scheduled for completion in 1970.

The Board proposes to build the Eastern Freeway from Alexandra Parade and Hoddle Street, Collingwood, to Thompsons Road, North Balwyn, to serve the rapidly developing eastern suburbs. The 5.4 mile long freeway will have six lanes as far as the Chandler Highway and four lanes to Thompsons Road. These will be expanded to eight lanes throughout as traffic demand increases. The freeway is planned for completion in 1973 at an estimated cost of \$24m. Provision has been made for a railway to be built in the freeway's central median.

Further References, 1967 to 1969

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 1963-64 to 1967-68 :

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS : PLANNING AND HIGHWAYS ACCOUNT, ETC.

(\$'000)

Particulars	1963-64	1964-65	1965-66	1966-67	1967-68
REVENUE					
Metropolitan Improvement and Sundry Rate and Income	3,703	3,909	4,914	5,136	6,022
EXPENDITURE					
Management	630	553	623	633	721
Maintenance	72	60	66	67	108
Interest	48	50	51	51	52
Contributions to Sinking Fund ..	24	24	24	24	24
Transfer to Planning and Highways Reserve	2,929	3,188	4,114	4,311	5,064
Other .. ..	..	34	36	51	53
Total	3,703	3,909	4,914	5,136	6,022
Capital Outlay at 30 June ..	13,118	15,131	19,598*	26,724*	38,152*

* Includes contributions by the Treasurer of Victoria from the Roads (Special Projects) Fund : \$1,346,000 in 1965-66, \$3,639,000 in 1966-67, and \$7,098,000 in 1967-68.

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 supplying 75,000 persons in fifteen centres. 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 ninety-six centres which had operated through local authorities now came under the general supervision of the Commission. Of these local authorities, one quarter were within the Wimmera-Mallee Waterworks 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.

Today, the commission directly administers the water supply to 148 towns with a population of 225,000. The major urban systems directly involving 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, with 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 most of the urban population in these areas is served by local authorities taking bulk supply from the Commission.

At 30 June 1968, local authorities constituted for the administration of town water supplies numbered 194, of which 190 had works in operation serving 252 towns. The remaining authorities had works under construction. In all, about 653,000 persons in 252 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 as 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 1968 was: water supply \$17.92m; sewerage \$12.66m; and sewerage installation, \$1.20m, of which \$0.18m was outstanding. The revenue for the year ended 30 June 1968 was \$1.66m on account of waterworks and \$1.08m 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 1968, the amount so appropriated was \$1.81m and, of this sum, \$0.96m had been used to redeem maturing loans.

At 30 June 1968, the population served was estimated by the Trust at 115,094, the number of buildings within the drainage area was 32,016, and the number of buildings within sewered areas was 28,497.

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 15,000 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 1968, the sewerage system consisted of 338·4 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.

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, Traralgon, and 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 inch pipeline.

The capital cost of construction of waterworks was \$11.43m to 30 June 1968. Liabilities amounted to \$12.02m at 30 June 1968, including loans due to the Government totalling \$11.34m. The income for the year 1967-68 was \$0.72m and expenditure during the year amounted to \$0.59m, including interest on loans \$0.34m. Redemption payments made during the year absorbed \$0.11m.

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 1968 totalled 10,814 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 1967-68, sewerage construction works were confined mainly to the township of Yallourn North. The total capital cost of sewerage construction works to 30 June 1968 was \$6.65m.

The scheme is financed by Government loan, the liabilities on account of loans at 30 June 1968 totalling \$5.92m. Income during 1967-68 was \$0.33m and expenditure, which included interest on loans of \$0.11m, was \$0.42m. Redemption payments made during the year amounted to \$0.06m.

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.

The 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 65 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, the Miners Rest Waterworks Trust, the Smythesdale-Scarsdale Waterworks Trust, and to the Bungaree-Wallace Waterworks Trust. The total estimated population supplied is 63,000. 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 21,255 tenements.

The total consumption of water for the year 1968 was 1,837 mill. gals, and the average per capita consumption was 71·8 gal per day. Approximately 83 per cent of the properties supplied are metered.

To 31 December 1968, the capital cost of construction was \$6.25m, and loans outstanding (including private loans) were \$3.90m. During 1968, revenue amounted to \$0.49m and expenditure to \$0.52m.

Further Reference, 1961

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 1968, there were 20,654 assessments in the sewerage districts and 18,543 in declared sewerage areas, where 15,926 tenements were connected.

The capital cost of sewerage construction works to 31 December 1968 was \$5.53m. Construction is financed by debenture issue loans from various financial institutions. The liabilities on account of loans secured for construction at 31 December 1968 amounted to \$4.74m; redemption payments at that date totalled \$0.93m. Revenue during 1968 amounted to \$0.49m, and expenditure, which included \$0.32m on interest and redemption, was \$0.49m. During 1968, 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 ninety-two local sewerage authorities constituted at 30 June 1968 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), sixty-six authorities had systems in operation. A further eleven authorities had systems under construction.

The following table shows particulars 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 1963 to 1967 :

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

Particulars	1963	1964	1965	1966	1967
No. of Systems in Operation ..	54	56	57	61	63
No. of Systems under Construction	3	2	6	6	5
Estimated Population Served (At End of Year)	457,471	495,785	522,885	544,248	572,001
No. of Properties Connected to Sewers (At End of Year) ..	125,860	138,654	147,537	156,863	167,071
Income—	\$'000				
Rates	3,069	3,392	3,666	4,061	4,556
Other	1,351	1,568	1,810	1,923	1,963
Total	4,420	4,960	5,476	5,984	6,519
Expenditure—					
Working Expenses	1,444	1,593	1,841	2,077	2,192
Other	2,911	3,356	3,516	3,844	4,290
Total	4,355	4,949	5,357	5,922	6,482
Loan Account—					
Receipts	7,177	4,902	4,818	7,165	10,783
Expenditure	5,885	4,362	4,989	7,038	12,631
Loan Liability (At End of Year) ..	43,788	47,990	51,677	56,844	65,612

Metropolitan Fire Brigades Board

Municipalities within the Metropolitan Fire District contribute one third, and fire insurance companies transacting business in the same area, provide two thirds of the amount required to maintain metropolitan fire brigades. During 1967-68, contributions by municipalities were equivalent to 56 cents in the \$1 of the annual value of property amounting to \$360m, while fire insurance companies contributed at a rate of \$17.75 for every \$100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1966 amounted to \$22.7m.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1963-64 to 1967-68 are as follows :

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

Particulars	1963-64	1964-65	1965-66	1966-67	1967-68
REVENUE					
Statutory Contributions—					
Municipalities	1,293	1,421	1,569	1,734	2,026
Insurance Companies ..	2,587	2,843	3,139	3,468	4,027
Charges for Services ..	465	487	510	515	527
Interest and Sundries ..	512	300	301	350	324
Total	4,857	5,051	5,519	6,066	6,904
EXPENDITURE					
Salaries	3,012	3,261	3,710	4,117	4,345
Administrative Charges, etc.	513	509	612	704	646
Partially-paid Firemen and Special Service Staff Allowances	240	268	294	306	313
Plant—Purchase and Repairs	299	349	330	416	532
Interest	38	37	36	35	34
Repayment of Loans ..	21	22	23	24	25
Superannuation Fund ..	184	196	213	229	243
Motor Replacement Reserve	82	86	91	96	103
Pay-roll Tax	86	93	105	115	122
Miscellaneous	221	66	320	111	98
Total	4,696	4,887	5,734	6,153	6,461
Net Surplus (+) or Deficit (—)	(+) 161	(+) 164	(—) 215	(—) 87	(+) 443
Loan Indebtedness (At 30 June)	691	669	646	622	597

The following table shows particulars of the number of fire stations operated by the Metropolitan Fire Brigades Board and the number of staff employed at 30 June in each of the years 1964 to 1968 :

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

Particulars	At 30 June—				
	1964	1965	1966	1967	1968
Fire Stations	45	45	44	45	45
Staff Employed*—					
Fire Fighting	1,052	1,051	1,088	1,124	1,153
Partially-paid Firemen and Special Service Staff ..	98	114	113	104	105

* Excluding clerical staff.

Further Reference, 1961

Country Fire Authority

The headquarters of the Authority are situated in Malvern where an Operations Centre is in direct radio contact with every fire control region throughout the State. At 30 June 1968, there were sixty-seven permanent firemen employed in brigades at Ballarat, Bendigo, Geelong, and Dandenong, with a total of fifty-one permanent brigade officers at

these stations and Chelsea, Doveton, Frankston, North Geelong, Geelong West, Mildura, Morwell, Norlane, Shepparton, Springvale, Wangaratta, and Warrnambool. Early in 1969, permanent officers were appointed to the Traralgon Fire Brigade.

With the establishment of a Training Wing in 1967, increased emphasis on training is now placed on study periods attended by selected officers who in their turn pass on the experience gained to other brigade members at regional schools of instruction. Study periods are held for officers of urban brigades, officers of rural brigades, and for group communications officers. Permanent officers of the Authority are given courses in teacher training.

The revenue of the Country Fire Authority consists mainly of statutory contributions, in the proportion of one third from the Victorian Treasury and two thirds from insurance companies underwriting fire risks in the country area of the State. There were 191 insurance companies so contributing during the year 1967-68.

Up to 30 June 1968, the Authority had raised sixty-five loans, representing a total of \$4.34m, which had been used for the provision of buildings and equipment for brigades.

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority, for each of the years 1963-64 to 1967-68, are shown in the first of the following tables. The second table gives details of the number of fire brigades, personnel, and motor vehicles for the same years.

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

Particulars	1963-64	1964-65	1965-66	1966-67	1967-68
REVENUE					
Statutory Contributions—					
Municipalities Assistance Fund	522	568	691	835	953
Insurance Companies ..	1,045	1,136	1,382	1,669	1,907
Other	64	69	67	77	93
Total	1,631	1,773	2,140	2,581	2,953
EXPENDITURE					
Salaries and Wages ..	623	658	823	995	1,101
Depreciation	73	78	85	102	115
Insurance	52	73	92	99	108
Interest	84	87	94	116	136
Maintenance	232	247	408	482	640
Motor Replacement Fund ..	154	168	184	208	229
Other	270	293	272	342	435
Total	1,488	1,604	1,958	2,344	2,764
Net Surplus	142	169	182	236	189
Loan Expenditure	122	243	431	433	554
Loan Indebtedness (At 30 June)	1,665	1,719	1,870	2,286	2,630

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

Particulars	At 30 June—				
	1964	1965	1966	1967	1968
Fire Brigades—					
Urban	205	205	206	208	208
Rural	1,040	1,043	1,048	1,051	1,048
Personnel—					
Professional	139	147	162	169	180
Volunteer	109,420	111,599	112,984	114,730	117,333
Motor Vehicles—					
Transport	55	59	63	67	70
Fire Service	934	958	996	1,036	1,079

Further Reference, 1969

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

In the following statement, particulars are given of the new money loan raisings for capital works, during each of the years 1964–65 to 1967–68, by local government, semi-governmental, and other public bodies in Victoria :

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

Particulars	Year Ended 30 June—			
	1965	1966	1967	1968
LOCAL GOVERNMENT				
Due to Government	147	261	279	436
Due to Public Creditor	23,269	23,207	28,926	31,955
Total Local Government	23,416	23,467	29,205	32,391
SEMI-GOVERNMENTAL, ETC.				
Due to Government*	48,728	45,614	43,763	53,317
Due to Public Creditor	100,452	93,793	101,210	102,617
Total Semi-Governmental, etc.	149,180	139,408	144,973	155,934
ALL AUTHORITIES				
Due to Government*	48,875	45,874	44,042	53,753
Due to Public Creditor	123,721	117,000	130,135	134,572
Total	172,596	162,875	174,178	188,325

*Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement : \$26,260,000 in 1964-65, \$24,229,000 in 1965-66, \$23,354,000 in 1966-67, and \$23,866,000 in 1967-68.

Port Phillip Authority

The Port Phillip Authority was created by an Act of Parliament in 1966 to co-ordinate control over the Port Phillip area. The Authority became effective in September 1967 when the *Port Phillip Authority Act 1966* was proclaimed. It comprises a chairman and representatives of four Government departments concerned with the administration of the Port Phillip area. Its jurisdiction extends over a belt approximately 40 chains wide around the foreshores of Port Phillip Bay and a small part of the Bass Strait beach frontages. These areas mainly comprise broad sandy beaches on the eastern side, interspersed with sand dunes and rock cliffs, and the few sandy beaches on the western shores, which tend to be narrower and more shallow.

The necessity to preserve and improve the foreshores of Port Phillip Bay has arisen from the pressure of population increases in the metropolitan area, the increasing mobility of the population, and the greater leisure time available to residents. Before the creation of the Port Phillip Authority, various bodies with statutory powers administered specific parts of the Bay or foreshore, and the task of the Authority is to co-ordinate these various activities. This entails advice to the Minister for Lands on correct land use, planned conservation and preservation of all natural assets, and plans for the improvement and development of the foreshore areas. Within this policy framework, the Authority plans to study means to prevent further deterioration of foreshore areas, pollution of all types, problems related to parking of motor vehicles, proposals for the zoning of inshore waters, and the use of foreshore land for building and recreational purposes.

To further this policy, a Joint Committee was formed in 1968 to investigate solutions to the pollution problems in the West St Kilda area. Recommendations were also made by the Authority on possible uses of treated effluent and the desirability of its discharge into Port Phillip Bay. A consultative committee comprising members of the Port Phillip Authority and representatives of other interested bodies, investigated the extent of existing structures on the Port Phillip foreshore, and recommended the restriction of further building, particularly of private bathing boxes and boat sheds. The Minister for Lands decided that building applications should be considered in the light of overall public benefit and facilities afforded. A further study by the Sub-Committee into the problem of parking facilities on, or in the vicinity of, the foreshores is proceeding.

During 1967-68 the Port Phillip Authority granted fifty-four consents for various types of works and denied a further twelve consents. The Authority also considered and approved plans for the first stage of a boat marina and restaurant on the St Kilda foreshore.

State Development and Regional Planning, 1966, 1969