

5

LOCAL GOVERNMENT

ADMINISTRATION

Local Government Department

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, 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

Country Roads Act

Cultural and Recreational Lands Act

Dog Act

Drainage Areas Act

Hawkers and Pedlars 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 subdivisions of any municipal district. (The subdivisions of a city, town, or borough are called "wards" and those of a shire "ridings". The maximum number of subdivisions permitted in any municipality except the City of Melbourne, is eight. Melbourne has eleven wards. Most Victorian municipalities are subdivided.)

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 1970 to 30 June 1971 no new municipalities were created, but the Shire of Croydon was proclaimed a City from 22 May 1971.

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 two year (four year part-time) diploma course is conducted by the Royal Melbourne Institute of Technology. Successful candidates must also complete four years of practical work within six years prior to their application in order to obtain a certificate.

Municipal Fees Committee

The Municipal Fees Committee was constituted to provide on request a minimum valuation contract fee for municipalities wishing to carry out a general revaluation.

Previously a contract valuer could not be appointed to value rateable property in a municipality unless the Valuer-General certified that the remuneration and the other conditions of employment would enable a satisfactory valuation to be made. The Municipal Fees Committee provides an alternative for a council which may elect to have the minimum fee fixed by the Committee and then appoint a qualified valuer at such fee.

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.

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.

As it is intended to convert Australia's weights and measures to the metric system, an interdepartmental committee with the Superintendent as chairman has been formed to contribute to the necessary planning.

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. Since January 1971 it has been 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.

The *Scaffolding Act* 1971 provides for the transfer of the administration of the supervision of scaffolding inspection to the Department of Labour and Industry and the setting up of an Inspectorate in that Department to inspect scaffolding within seven municipalities (the central metropolitan area). The administration of scaffolding will remain with municipalities

(except the central area) while the supervision will transfer to the Department of Labour and Industry.

Municipalities

At 30 June 1971 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 | 62 |
| Towns | 5 |
| Boroughs | 8 |
| Shires | 135 |
| | <hr/> |
| | 210 |

The only unincorporated areas of the State are French Island (65 sq miles) in Western Port, 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.

A councillor who has any direct or indirect pecuniary interest in any contract or proposed contract with the municipality or in any other matter in which the municipality is concerned, and is present at any meeting of the council at which the contract or other matter is being considered must disclose his interest and is not permitted to remain in the room where the meeting is being held during discussion of or voting on the contract or other matter. Councillors are 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 a person

is entitled to be enrolled on the voters' roll of any municipality if he or she is a natural born or naturalised subject of Her Majesty and has attained the age of 18 years (an amendment of the Local Government Act in April 1970 reduced the age provision from 21 to 18 years) and :

(a) is liable to be rated in respect of property within a municipal district ;
(b) is the spouse of a person entitled to be enrolled in respect of property within the 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 ;

(c) is 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 73 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, freeways, 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 253–8). 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 La Trobe 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 252–3). 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 1970 only seven 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 were continued in operation to permit any desirable features of the local schemes to be incorporated in the metropolitan scheme by way of amendment. This is now being done and local schemes and interim development orders have been or will in due course be revoked.

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.

Town Planning Appeals Tribunal

This body was initially provided for by the *Town and Country Planning (Amendment) Act* 1968. It currently consists of six persons and sits in divisions each of which is composed of a chairman, who is required to be a barrister and solicitor, and two members being, respectively, persons with a knowledge of town planning and of public administration, commerce, or industry.

The Tribunal hears and determines appeals by applicants for a permit under interim development orders and planning schemes against the refusal or failure of the responsible authority to grant a permit or against any unacceptable condition in a permit; also appeals by objectors against the determination of the responsible authority to grant a permit. 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.

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 1970 : 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 municipalities operating gasworks and only the City of Melbourne generates electricity. 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 1969 municipal year the combined turnover of these undertakings was approximately \$58m.

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 stone, 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 1970, 156 were rating on net annual value, 53 on unimproved capital value, and one, the City of Caulfield, partly on net annual value and partly on unimproved capital value.

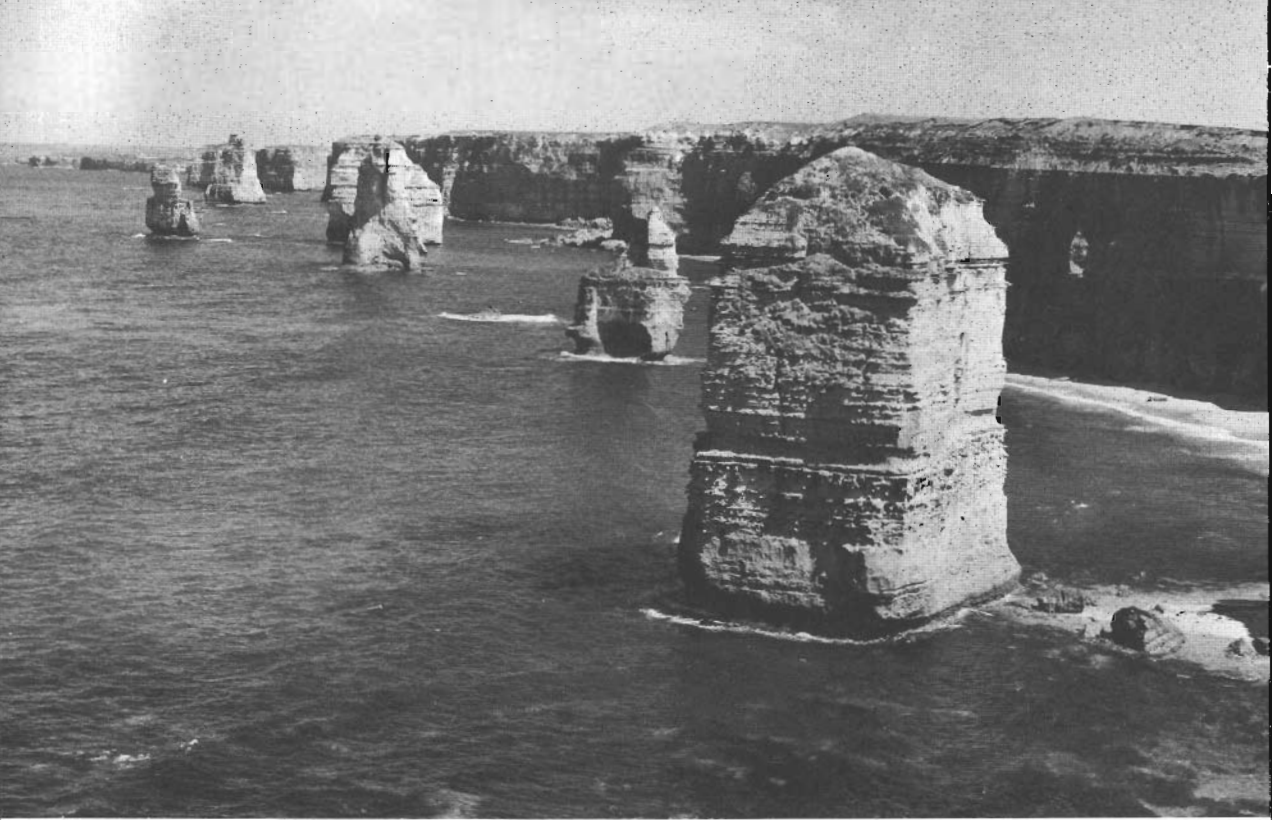
The principal rate levied by a municipality is the general rate. This is made for the purpose of defraying the ordinary expenditure of the council, and is paid into the general fund of the municipality known as the Municipal Fund.

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



South East Point on Wilsons Promontory in late December.

Dr L. H. Smith



The Twelve Apostles near Port Campbell.
Dr L. H. Smith



Loch Ard Gorge near Port Campbell.
Dr L. H. Smith

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 of not less than three months but not exceeding one year, 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 is payable 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 \$600,000) 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 Assistance Fund was established in 1951 and derives its income from a proportion of motor drivers' licence fees and motor driving instructors' licence fees, less cost of collection in both cases; a contribution by the Treasury to the Fund being made should the Fund be insufficient to meet its authorised payments.

From 1 January 1971 the fee for a motor driver's licence was increased from \$6 to \$12 (licence current for a three year period) by the *Motor Car (Fees) Act* 1970. The proportion of the amount collected from such fees, less cost of collection, payable to the Municipalities Assistance Fund is currently one quarter. The Act reduced from one half to one quarter the proportion of the amount of all motor driving instructors' licence fees, less cost of collection, to be paid into 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, in 1967 to \$500,000, and in 1971 to \$600,000.

For the year ended 30 June 1970 subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to \$499,998, while, for the same period, the amount contributed to the Country Fire Authority was \$1,225,416.

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, however, is required 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 251.)

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 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 686-8.)

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 1965-66 to 1969-70 are given in the following table :

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

| Particulars | Year ending February— | | | | |
|---|-----------------------|--------------|--------------|--------------|--------------|
| | 1966 | 1967 | 1968 | 1969 | 1970 |
| INCOME | | | | | |
| Premium income | 2,094 | 2,502 | 2,807 | 2,998 | 3,362 |
| Interest, dividends, and rents | 712 | 828 | 955 | 1,106 | 1,254 |
| Total | 2,806 | 3,329 | 3,761 | 4,104 | 4,615 |
| EXPENDITURE | | | | | |
| Contributions, refunds, death and withdrawal benefits | 736 | 1,168 | 1,318 | 1,423 | 1,814 |
| Contributions to management | 168 | 198 | 210 | 246 | 276 |
| Total | 904 | 1,366 | 1,528 | 1,669 | 2,091 |
| Operating surplus for year | 1,902 | 1,963 | 2,234 | 2,434 | 2,525 |
| Accumulated funds at end of year | 12,686 | 14,649 | 16,883 | 19,317 | 21,842 |

The accumulated funds at 28 February 1970 consisted of investments in semi-governmental and local government loans and cash deposits.

The *Local Authorities Superannuation (Disability Benefits) Act 1970* introduced a scheme to provide benefits for permanent employees who are forced into premature retirement by becoming permanently incapacitated. This Act also provided that no further contributions shall be paid into the Provident Fund and that all permanent employees shall be brought within the provisions of the internal retirement and death benefits fund.

History of local government administration, 1961

Melbourne City Council

Organisation and functions

Melbourne has the distinction of being the oldest municipality in Victoria. Incorporated as a town by Act of the New South Wales Governor and Legislative Council in 1842, it was raised to the status of city by Letters Patent of Queen Victoria dated 25 June 1847.

The City of Melbourne still operates under sections of the 1842 Act and its amendments. All other municipalities (with the exception of Geelong which was given local government in 1849 by an extension of the 1842 Act) receive their enabling powers from the Local Government Act of Victoria. Parts only of this general Act apply to Melbourne. As regards other Acts of Parliament, there is no such nice distinction, and in common with other municipalities, Melbourne derives powers from or administers such Acts as Health, Pounds, Dog, Country Roads, Road Traffic, Weights and Measures, Town and Country Planning, Summary Offences, Petrol Pumps, Motor Car, Electric Light and Power, and Markets.

With a net annual value (for the year 1969–70) of \$55.7m, rate income of \$7.8m, other revenue of \$26.4m, 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 76,900 at 30 June 1970 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 \$1.8m.

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, 90,000kW. 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 eight, 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 eight 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 ten 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 Markets (cattle, fruit, vegetable, and fish), and Health and Social Services. 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 |
| Health and Social Services 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 |
| | City Architect's Department |
| Abattoirs and Markets Committee | Abattoirs (a) and Markets (cattle, fruit, vegetables, and fish) Department |
| Parks, Gardens, and Recreations Committee | Parks, Gardens, and Recreations Department |
| Building and Town Planning Committee | Building Surveyor's Department |

(a) Abattoirs leased to private enterprise in 1969.

Further references, 1961 to 1971

Financing of major works

Since 1954 the Melbourne City Council has undertaken capital works for the community to the extent of \$61.7m. 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 moneys 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. At 30 September 1970 the Council's loan indebtedness amounted to \$52.3m offset by a sinking fund of \$8.3m.

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 the Loan Council. The Council's capital works programme for the year 1970-71 covered an expenditure of \$4.9m in addition to the above total figures.

Among the major works undertaken by the Council in recent years 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 officially opened on 1 December 1969 the new market had cost \$11m. A further project of major dimensions is 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 \$8.3m when all properties have been purchased.

The problems of traffic have also involved the Council in heavy expenditure. Since 1954 a sum of \$16m has been spent on roads, bridges, and traffic control devices. The Dynon Bridge, adjacent to the North Melbourne Railway Station, was completed in 1968 at a cost of approximately \$2m. In addition, work has been undertaken in conjunction with the Country Roads Board in the duplication of Footscray Road at a cost to 1971 of \$340,000 and also, in conjunction with the Country Roads Board and the Footscray City Council, the rebuilding and duplication of Hopetoun Bridge over the Maribyrnong River at Dynon Road, Council's contribution to 1971 being \$248,000.

Off-street car parking has also been a major item of investment, with a total expenditure to 1971 of approximately \$4m on the purchase of suitable sites. Council has provided, in association with private enterprise, off-street parking space for nearly 15,000 private vehicles in the central city area alone. Several sites on the fringe of this area have been reserved for future development and \$69,000 has been spent on the acquisition of properties to provide for off-street parking for the shopping area in Lygon Street, Carlton.

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 \$6.5m has been expended on town planning.

For health, social services, and recreational needs, approximately \$4m has been spent. This covers establishment of baby health centres, crèches, kindergartens, playgrounds, elderly citizen's 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 has cost about \$24.4m since 1954.

Redevelopment of Queen Victoria Market site

The decision by the City Council to re-establish the main Victorian centre for the wholesaling of fruit and vegetables at a new site off Footscray Road, West Melbourne, enabled redevelopment to be planned for the old wholesale market site known as the Queen Victoria Market. This area of some sixteen acres has been used for market purposes for many years and its location on the north-western fringe of the Central Business District made it a most appropriate and desirable area for redevelopment.

Because the old market site is primarily Crown land it was necessary for the Council to co-operate closely with the Victorian State Government in future planning. However, when given an undertaking by the State Government that the Council would be made responsible for the administration of the redeveloped area, the Council, in December 1968, decided that a feasibility study should be undertaken to determine the most appropriate forms of redevelopment. A consortium of leading town planners, real estate managers, and architects was commissioned by Council to undertake this project and a special committee of the Council was appointed to direct and further the study.

The programme of work laid down by the Council was designed to establish a comprehensive plan for the redevelopment of the Victoria Market site and adjacent areas which would enable the Council to invite competitive submissions for the development of buildings, having a variety of uses, together with other related facilities. The stages of work undertaken by the consultants in order to develop a concept included a statement on the role of the central sector and, in particular, the City of Melbourne, within the metropolitan context; a review of present growth patterns for the City of Melbourne and consideration of policies for future growth as they affect the Victoria Market site; consideration of the present pattern of influence of the Victoria Markets (wholesale and retail) upon the surrounding area leading to a determination of the boundaries within which the study should be carried out; studies of existing conditions within the boundaries of the planning area; consideration of State civic and community uses for the City of Melbourne which might appropriately be included in the Victoria Market site; consideration of possible future private uses for establishment in the planning area together with the determination of design criteria for these uses; examination of alternative combinations of uses in differing proportions and the application of transport, economic, and environmental tests; a study of tendering and leasing procedures; a determination of the recommended design concept; and a statement of guide lines for development tendering including recommendations of staging the development and the basis of tendering.

The results of this intensive study were presented to the Council in the form of a report recommending three concepts for an expanded area of 22 acres. Although similar in character each concept contained different elements and in total covered the whole field of land utilisation and development. Even though it has indicated a preference for one particular concept, the Council has felt that its approach should be flexible because of the magnitude and long term nature of the project. The Council has therefore established guide lines for the development and authorised an expert redevelopment committee to determine matters of detail. The concept favoured by the Council provides for the utilisation of a total floor space of 5,897,170 sq ft on a net site area of 964,000 sq ft. The development has an estimated value in excess of \$100m and includes prestige offices, general offices, a convention centre, a major hotel, a hotel/motel, apartments, town houses, a retail "spine" building, and car parks for 5,600 vehicles. In addition extensive open space will be built into the plan which has an estimated plot ratio of 6 : 1.

The potential of the area and its unquestionable effect on the City required planning to be on the broadest terms possible and the depth of the study undertaken is evidence of the importance of this project to the future of Melbourne.

STATISTICS OF LOCAL GOVERNMENT

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

In tables for the year 1968–69 which follow, municipalities have been divided into City of Melbourne, other municipalities in the Melbourne Statistical Division, and municipalities outside the Melbourne Statistical Division.

The municipal areas which comprise the Melbourne Statistical Division are set out on pages 124–5 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 1969, in municipalities throughout the State, there were 2,325 councillors, namely, 33 in the City of Melbourne, 648 in 54 other municipalities in the Melbourne Statistical Division, and 1,644 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 1964–65 to 1968–69:

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 | \$'000 | \$'000 | \$'000 | \$'000 |
| 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 |
| 1968 | 1,383 | 673,662 | 13,141,234 | 278,893 | 274,182 | 206,080 |
| 1969 | 1,400 | 791,141 | 14,929,094 | 289,451 | 292,630 | 219,435 |

Municipal revenue and expenditure

The following table shows for each of the years ended 30 September 1965 to 1969 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
AND BUSINESS UNDERTAKINGS : REVENUE AND EXPENDITURE
(\$'000)**

| Year ended 30 September— | Ordinary services | | Business undertakings | |
|-----------------------------|-------------------|-------------|-----------------------|-------------|
| | Revenue | Expenditure | Revenue | Expenditure |
| 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 |
| 1968 | 137,922 | 135,645 | 55,251 | 54,739 |
| 1969 | 143,104 | 142,771 | 58,262 | 57,963 |

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 1969 are given below :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1968-69
(\$'000)**

| Particulars | Municipalities in Melbourne Statistical Division(a) | | Municipali- ties outside Melbourne Statistical Division | Total |
|---|---|--------|---|--------|
| | City of Melbourne | Other | | |
| Taxation— | | | | |
| Rates (net) | 7,279 | 56,309 | 30,057 | 93,646 |
| Penalties | 21 | 364 | 129 | 514 |
| Licences— | | | | |
| Dog | 4 | 257 | 130 | 391 |
| Other | 24 | 158 | 58 | 240 |
| Total taxation | 7,328 | 57,088 | 30,374 | 94,790 |
| Public works and services— | | | | |
| Roads, streets, bridges, drains | 171 | 2,172 | 1,603 | 3,947 |
| Council properties, sundry income— | | | | |
| Parks, gardens, baths, and other recreational facilities | 182 | 1,228 | 1,069 | 2,478 |
| Markets | 1,092 | 368 | 552 | 2,012 |
| Halls | 57 | 414 | 345 | 815 |
| Libraries | 4 | 83 | 73 | 161 |
| Plant operating (surplus) | 2 | 1,308 | 3,214 | 4,523 |
| Rents, n.e.i. | 727 | 312 | 322 | 1,361 |
| Other | 47 | 513 | 871 | 1,431 |
| Council properties, sale of capital assets— | | | | |
| Plant, furniture, etc. | .. | 201 | 231 | 432 |
| Land and buildings, etc. | .. | 610 | 256 | 865 |
| Health and welfare— | | | | |
| Sanitary and garbage | 155 | 2,782 | 1,206 | 4,143 |
| Other | 112 | 905 | 409 | 1,425 |

(a) See definition on page 235.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1968-69—*continued*
(\$'000)

| Particulars | Municipalities in Melbourne Statistical Division(a) | | Municipali- ties outside Melbourne Statistical Division | Total |
|--|---|--------|---|---------|
| | City of Melbourne | Other | | |
| Other works and services— | | | | |
| Car parking fees and fines | 1,576 | 539 | 644 | 2,759 |
| Building fees | 86 | 957 | 196 | 1,239 |
| Supervision of private streets | .. | 1,101 | 93 | 1,194 |
| Other | 28 | 1,409 | 275 | 1,712 |
| Total public works and services | 4,240 | 14,900 | 11,357 | 30,496 |
| Government grants— | | | | |
| Roads, etc. | 10 | 234 | 555 | 798 |
| Parks, gardens, etc. | .. | 115 | 848 | 963 |
| Infant welfare | 35 | 512 | 267 | 815 |
| Pre-school | 61 | 246 | 200 | 507 |
| Home help | 30 | 534 | 159 | 723 |
| Libraries | 30 | 746 | 435 | 1,212 |
| Other | 28 | 420 | 932 | 1,379 |
| Total government grants | 194 | 2,807 | 3,395 | 6,397 |
| Transfers from business undertakings | 90 | 642 | 116 | 849 |
| Transfers from other council funds | 1,655 | 3,321 | 1,615 | 6,591 |
| Oncost (C.R.B., private streets, etc.) | 1 | 919 | 1,107 | 2,027 |
| Fines and costs (police court) | 5 | 226 | 46 | 277 |
| Interest on investments | 122 | 483 | 147 | 752 |
| Other revenue | 68 | 508 | 348 | 924 |
| Total revenue | 13,703 | 80,895 | 48,506 | 143,104 |

(a) See definition on page 235.

After exclusion of \$6,591,000 transferred from other funds, the net General Account income during 1968-69 was \$136,512,000. Of this total 69.4 per cent was derived from taxation (69.0 per cent from rates and penalties, and 0.4 per cent from licences); 22.3 per cent from public works and services; 0.6 per cent from transfers from business undertakings; 4.7 per cent from government grants; and 3.0 per cent from other sources. The total amount collected from taxation (\$94,790,000) was equivalent to \$28.12 per head of population.

Excluding \$6,581,000 transferred to other funds, the net General Account expenditure during 1968-69 was \$136,190,000. Of this total 17.6 per cent was for administration; 13.8 per cent for debt charges; 11.1 per cent for health services; 15.0 per cent for maintenance and operating expenses of parks, gardens, and other council properties; 7.2 per cent for capital expenditure on council properties; 28.4 per cent for roads, streets, etc.; 4.2 per cent for other public works and services; 2.3 per cent for grants and contributions; 0.4 per cent for miscellaneous items.

Details of the principal items of expenditure from the General Account during the year ended 30 September 1969 follow:

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1968-69
(\$'000)**

| Particulars | Municipalities in Melbourne Statistical Division(a) | | Municipalities outside Melbourne Statistical Division | Total |
|--|---|--------|---|--------|
| | City of Melbourne | Other | | |
| General administration | 2,151 | 12,884 | 8,875 | 23,909 |
| Debt charges (excluding business undertakings)— | | | | |
| Interest— | | | | |
| Loans | 2,365 | 4,091 | 2,138 | 8,594 |
| Overdraft | 27 | 169 | 249 | 445 |
| Redemption | 329 | 4,911 | 3,394 | 8,634 |
| Sinking fund | 458 | 418 | 99 | 975 |
| Other | 1 | 62 | 25 | 88 |
| Total debt charges | 3,180 | 9,651 | 5,905 | 18,736 |
| Public works and services— | | | | |
| Roads, streets, bridges, drains— | | | | |
| Construction and maintenance | 868 | 12,864 | 11,582 | 25,314 |
| C.R.B. (main roads maintenance) | (b) | 699 | 1,032 | 1,731 |
| C.R.B. (other works) | .. | 718 | 2,490 | 3,208 |
| Cleaning and watering | 549 | 2,507 | 534 | 3,590 |
| Other | 450 | 1,337 | 246 | 2,034 |
| Street lighting | (c) | 2,257 | 584 | 2,841 |
| Council properties (maintenance and operating expenses)— | | | | |
| Parks, gardens, baths, and other recreational facilities | 1,294 | 5,643 | 3,109 | 10,046 |
| Markets | 533 | 176 | 320 | 1,028 |
| Halls | 285 | 1,393 | 714 | 2,392 |
| Libraries | 136 | 2,392 | 1,018 | 3,546 |
| Plant operating (deficit) | .. | 110 | 14 | 124 |
| Other | 360 | 1,460 | 1,514 | 3,334 |
| Council properties—capital expenditure— | | | | |
| Plant, furniture, etc., purchase | 85 | 1,971 | 1,645 | 3,701 |
| Land and buildings purchase | 44 | 1,301 | 274 | 1,619 |
| Buildings—capital works | 8 | 1,927 | 886 | 2,821 |
| Other capital works | (b) | 1,274 | 440 | 1,714 |
| Health and welfare— | | | | |
| Sanitary and garbage services | 364 | 5,685 | 1,775 | 7,824 |
| Infant welfare (maintenance) | 101 | 1,233 | 609 | 1,943 |
| Pre-school (maintenance) | 146 | 378 | 209 | 733 |
| Home help | 58 | 1,262 | 314 | 1,634 |
| Elderly citizens | 18 | 360 | 116 | 494 |
| Other | 269 | 1,549 | 640 | 2,458 |
| Other works and services— | | | | |
| Car parking | 684 | 786 | 340 | 1,810 |
| Building inspection | 38 | 815 | 158 | 1,011 |
| Supervision of private streets | .. | 590 | 21 | 612 |
| Dog Act expenses | 8 | 155 | 103 | 266 |
| Other | 10 | 1,532 | 501 | 2,043 |
| Total public works and services | 6,308 | 52,373 | 31,186 | 89,867 |

(a) See definition on page 235.

(b) Under \$500.

(c) Cost of street lighting is charged to electricity undertaking.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1968-69—continued
(\$'000)

| Particulars | Municipalities in Melbourne Statistical Division(a) | | Municipalities outside Melbourne Statistical Division | Total |
|----------------------------------|---|--------|--|---------|
| | City of Melbourne | Other | | |
| Grants— | | | | |
| Metropolitan Fire Brigades Board | 244 | 1,902 | | 2,146 |
| Hospitals and other charities | 35 | 169 | 150 | 354 |
| Other | 258 | 250 | 88 | 597 |
| Total grants | 537 | 2,322 | 238 | 3,097 |
| Transfers to other council funds | 1,328 | 2,977 | 2,275 | 6,581 |
| Miscellaneous | 34 | 308 | 239 | 581 |
| Total expenditure | 13,538 | 80,515 | 48,718 | 142,771 |

(a) See definition on page 235.

Municipal administrative costs

Particulars of the principal items of expenditure during each of the years ended 30 September 1965 to 1969, in respect of general municipal administration, are given in the following table :

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

| Particulars | Year ended 30 September— | | | | |
|---|--------------------------|--------|--------|--------|--------|
| | 1965 | 1966 | 1967 | 1968 | 1969 |
| Salaries(a) | 10,021 | 11,773 | 12,747 | 13,319 | 15,074 |
| Mayoral and presidential allowances | 271 | 289 | 317 | 341 | 349 |
| Audit expenses | 111 | 120 | 129 | 153 | 159 |
| Election expenses | 113 | 107 | 112 | 127 | 123 |
| Legal expenses | 311 | 316 | 356 | 426 | 279 |
| Printing, advertising, postage, telephone, etc. | 1,539 | 1,772 | 1,837 | 2,070 | 2,160 |
| Insurances, n.e.i. | 1,289 | 1,750 | 1,836 | 1,943 | 1,923 |
| Pay-roll tax, n.e.i. | 906 | 993 | 1,108 | 1,186 | 1,225 |
| Superannuation, n.e.i. | 1,036 | 1,188 | 1,391 | 1,444 | 1,608 |
| Long service leave, n.e.i. | (b) | (b) | (b) | (b) | 729 |
| Other | 346 | 509 | 632 | 815 | 281 |
| Total | 15,941 | 18,816 | 20,465 | 21,826 | 23,909 |

(a) Including cost of valuations and travelling expenses, but excluding health officers' salaries which are included under "Health and welfare—other" on previous page.

(b) Included in "Other".

Municipal business undertakings

In Victoria during 1968-69 twelve municipal councils conducted electricity supply undertakings. These constituted the principal trading activities of municipalities. Other trading activities included water supply, abattoirs, 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 253.

The tables which follow show, for the year ended 30 September 1969, revenue and expenditure of the various types of local authority business undertakings :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS, 1968-69
(\$'000)**

(4000)

| Particulars | Municipalities in Melbourne Statistical Division(a) | | Municipalities outside Melbourne Statistical Division | Total |
|---|---|--------|--|--------|
| | City of Melbourne | Other | | |
| REVENUE | | | | |
| Water supply— | | | | |
| Rates, sale of water, etc. | .. | 87 | 659 | 747 |
| Electricity— | | | | |
| Charges for services and sales of products, etc. | 18,110 | 37,355 | 268 | 55,733 |
| Abattoirs— | | | | |
| Charges for services and sales of products, etc. | 191 | 236 | 413 | 839 |
| Other(b)— | | | | |
| Charges for services and sales of products, etc. | .. | 370 | 573 | 943 |
| Total revenue | 18,302 | 38,048 | 1,913 | 58,262 |
| EXPENDITURE | | | | |
| Water supply— | | | | |
| Working expenses | .. | 78 | 430 | 507 |
| Depreciation | .. | 2 | 56 | 58 |
| Debt charges | .. | 15 | 149 | 164 |
| Other expenditure | .. | .. | 8 | 8 |
| Total water supply | .. | 95 | 642 | 737 |
| Electricity— | | | | |
| Working expenses | 16,595 | 34,441 | 185 | 51,221 |
| Depreciation | 816 | 690 | .. | 1,506 |
| Debt charges | 470 | 1,335 | 38 | 1,843 |
| Other expenditure | 90 | 548 | 47 | 685 |
| Total electricity | 17,972 | 37,013 | 270 | 55,255 |
| Abattoirs— | | | | |
| Working expenses | 235 | 165 | 379 | 778 |
| Depreciation | 9 | 24 | 28 | 61 |
| Debt charges | 27 | .. | 37 | 64 |
| Other expenditure | .. | 116 | 28 | 143 |
| Total abattoirs | 271 | 305 | 472 | 1,047 |
| Other(b)— | | | | |
| Working expenses | .. | 279 | 460 | 739 |
| Depreciation | .. | 5 | 36 | 41 |
| Debt charges | .. | .. | 32 | 32 |
| Other expenditure | .. | 63 | 49 | 112 |
| Total other | .. | 347 | 577 | 924 |
| Total expenditure | 18,242 | 37,760 | 1,961 | 57,963 |

(a) See definition on page 235.

(b) Includes 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 1964–65 to 1968–69, the second table details the loan raisings for ordinary services and business undertakings during the year ended 30 September 1969, 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 | | | | | | |
| 1965 | 19,521 | 2,851 | 2,105 | 24,477 | 19,151 | 3,508 | (a) | 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 |
| 1968 (b) | 20,405 | 2,691 | 1,792 | 24,887 | 21,158 | 3,940 | 217 | 25,315 |
| 1969 (b) | 22,622 | 1,394 | 2,102 | 26,118 | 24,641 | 3,332 | 83 | 28,057 |

(a) Included with ordinary services.

(b) Excludes separate rate loans.

At 30 September 1969 there were unexpended balances in loan accounts amounting to \$16.5m.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES:
LOAN RECEIPTS, 1968–69**

(Excluding redemption loans, private street, and separate rate loans)
(\$'000)

| Particulars | Municipalities in Melbourne Statistical Division (a) | | Municipali- ties outside Melbourne Statistical Division | Total |
|--|--|---------------|---|---------------|
| | City of Melbourne | Other | | |
| Loan raisings for— | | | | |
| Ordinary services | 4,359 | 11,029 | 7,234 | 22,622 |
| Business undertakings— | | | | |
| Water supply | .. | 2 | 252 | 254 |
| Electricity | .. | 1,140 | .. | 1,140 |
| Other receipts (Government grants, recoups, etc., to loan fund) | 1,578 | 339 | 185 | 2,102 |
| Total receipts | 5,937 | 12,510 | 7,671 | 26,118 |

(a) See definition on page 235.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES:
LOAN EXPENDITURE, 1968–69
(\$'000)**

| Particulars | Municipalities in Melbourne Statistical Division (a) | | Municipalities outside Melbourne Statistical Division | Total |
|--|--|--------|---|--------|
| | City of Melbourne | Other | | |
| Ordinary services— | | | | |
| Roads, streets, bridges, and drains | 446 | 4,430 | 2,254 | 7,130 |
| Property construction— | | | | |
| Parks, gardens, baths, and other recreational facilities | 42 | 1,809 | 901 | 2,752 |
| Halls | .. | 1,317 | 1,161 | 2,479 |
| Markets | 5,326 | .. | 109 | 5,435 |
| Libraries | .. | 312 | 265 | 577 |
| Other | .. | 247 | 369 | 616 |
| Plant purchase | 39 | 371 | 1,421 | 1,831 |
| Land, buildings purchase | 1,182 | 1,286 | 310 | 2,778 |
| Health and welfare | 163 | 356 | 128 | 647 |
| Off-street parking | .. | 161 | 15 | 176 |
| Other | .. | 46 | 175 | 221 |
| Total ordinary services | 7,197 | 10,336 | 7,108 | 24,641 |
| Business undertakings— | | | | |
| Water supply | .. | 81 | 233 | 314 |
| Electricity | 1,570 | 1,406 | (b) | 2,975 |
| Abattoirs | .. | .. | 36 | 36 |
| Other | .. | .. | 7 | 7 |
| Total business undertakings | 1,570 | 1,487 | 276 | 3,332 |
| Other (non-works) | .. | 66 | 17 | 83 |
| Total expenditure | 8,767 | 11,889 | 7,401 | 28,057 |

(a) See definition on page 235.

(b) Under \$500.

Municipal loan liability

The loan liability of the municipalities in Victoria at the end of each of the five years 1964–65 to 1968–69 is given below. Liability of municipalities for private street construction and separate rate loans 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 | | Average rate of interest payable |
|------------------|------------|---------|----------------------|---------------------------|--------------------|------------------------|----------------------------------|
| | Government | Public | | | Amount | Per head of population | |
| | \$'000 | \$'000 | \$'000 | \$'000 | \$'000 | \$ | per cent |
| 1965 | 5,601 | 150,412 | 156,012 | 8,765 | 147,247 | 46.34 | 5.26 |
| 1966 | 5,644 | 163,416 | 169,060 | 10,207 | 158,853 | 49.16 | 5.32 |
| 1967 | 5,705 | 183,442 | 189,147 | 11,836 | 177,311 | 53.97 | 5.39 |
| 1968 | 5,785 | 200,295 | 206,080 | 13,720 | 192,360 | 57.65 | 5.46 |
| 1969 | 5,854 | 213,581 | 219,435 | 13,604 | 205,830 | 60.56 | 5.53 |

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 1969, 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., 1968-69
(\$'000)

| Particulars | Municipalities in Melbourne Statistical Division (a) | Municipalities outside Melbourne Statistical Division | Total |
|--|--|---|---------------|
| Receipts— | | | |
| Loans | 3,494 | 300 | 3,794 |
| Bank overdraft (increase) | 1,414 | 336 | 1,749 |
| Owners' contributions | 16,731 | 2,015 | 18,746 |
| Other | 563 | 109 | 672 |
| Total | 22,202 | 2,760 | 24,962 |
| Expenditure— | | | |
| Works | 15,508 | 1,946 | 17,454 |
| Bank overdraft (decrease) | 2,138 | 226 | 2,365 |
| Debt charges— | | | |
| Interest— | | | |
| Loans | 1,443 | 146 | 1,589 |
| Overdraft | 411 | 49 | 460 |
| Redemption | 2,693 | 343 | 3,036 |
| Sinking fund | 403 | 8 | 411 |
| Other | 17 | .. | 17 |
| Other | 1,812 | 196 | 2,008 |
| Total | 24,426 | 2,913 | 27,338 |
| Cash in hand or in bank at 30 September 1969 | 5,206 | 534 | 5,740 |
| Bank overdraft at 30 September 1969 | 9,488 | 1,761 | 11,248 |
| Loan liability at 30 September 1969 | 25,092 | 2,213 | 27,305 |

(a) See definition on page 235.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years 1964-65 to 1968-69 are shown in the following table :

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

| Particulars | Year ended 30 September— | | | | |
|---------------------------------------|--------------------------|---------------|---------------|---------------|---------------|
| | 1965 | 1966 | 1967 | 1968 | 1969 |
| Receipts— | | | | | |
| Loans | 2,901 | 2,812 | 5,562 | 5,633 | 3,794 |
| Bank overdraft (increase) | 2,371 | 2,130 | 624 | .. | .. |
| Owners' contributions | 16,025 | 17,235 | 17,237 | 18,452 | 18,746 |
| Other | 514 | 652 | 664 | 827 | 672 |
| Total | 21,811 | 22,829 | 24,087 | 24,913 | 23,212 |
| Expenditure— | | | | | |
| Works | 17,935 | 19,514 | 17,370 | 15,189 | 17,454 |
| Bank overdraft (decrease) | .. | .. | .. | 758 | 615 |
| Debt charges— | | | | | |
| Interest— | | | | | |
| Loans | 1,112 | 1,207 | 1,182 | 1,339 | 1,589 |
| Overdraft | 125 | 365 | 618 | 662 | 460 |
| Redemption | 1,894 | 2,123 | 2,426 | 2,805 | 3,036 |
| Sinking fund | 166 | 138 | 176 | 249 | 411 |
| Other | .. | (a) | 4 | 8 | 17 |
| Other | 1,144 | 749 | 1,383 | 1,549 | 2,008 |
| Total | 22,377 | 24,097 | 23,159 | 22,559 | 25,589 |
| Loan liability at 30 September | 19,950 | 20,626 | 23,762 | 26,597 | 27,305 |

(a) Under \$500.

Country Roads Board Account

Works on main roads and unclassified roads carried out by municipalities on behalf of the Country Roads Board are financed by means of a separate municipal 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 councils' 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. Any expenditure by a council on State highways, freeways, 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 1969 :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES: COUNTRY ROADS
BOARD ACCOUNT, 1968-69
(\$'000)**

| Particulars | Municipalities in Melbourne Statistical Division (a) | Municipalities outside Melbourne Statistical Division | Total |
|---|--|---|---------------|
| Receipts— | | | |
| Refunds from Country Roads Board | 8,619 | 15,239 | 23,858 |
| Direct payment by Country Roads Board | 1,265 | 4,765 | 6,029 |
| Council's proportion of works on unclassified roads | 1,452 | 2,345 | 3,796 |
| Bank overdraft (increase) | 485 | 793 | 1,278 |
| Other | 19 | 24 | 44 |
| Total | 11,840 | 23,165 | 35,005 |
| Expenditure— | | | |
| Main roads | 6,649 | 10,112 | 16,761 |
| Unclassified roads | 4,608 | 12,286 | 16,894 |
| Other roads (State highways, etc.) | 150 | 486 | 636 |
| Bank overdraft (decrease) | 354 | 238 | 593 |
| Other | 79 | 42 | 121 |
| Total | 11,840 | 23,165 | 35,005 |
| Bank overdraft at 30 September 1969 | 1,052 | 1,946 | 2,998 |

(a) See definition on page 235.

Details of receipts and expenditure of the Country Roads Board Account including the net increase or decrease in bank overdraft, during each of the years 1964-65 to 1968-69 are shown in the following table :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES: COUNTRY ROADS
BOARD ACCOUNT
(\$'000)**

| Particulars | Year ended 30 September— | | | | |
|---|--------------------------|---------------|---------------|---------------|---------------|
| | 1965 | 1966 | 1967 | 1968 | 1969 |
| Receipts— | | | | | |
| Refunds from Country Roads Board | 20,620 | 20,345 | 22,526 | 23,105 | 23,858 |
| Direct payment by Country Roads Board | 6,523 | 5,765 | 5,652 | 6,556 | 6,029 |
| Council's proportion of works on unclassified roads | 3,397 | 3,428 | 3,589 | 3,928 | 3,796 |
| Bank overdraft (increase) | 468 | .. | 648 | .. | 686 |
| Other | 35 | 44 | 22 | 71 | 44 |
| Total | 31,044 | 29,583 | 32,436 | 33,659 | 34,413 |
| Expenditure— | | | | | |
| Main roads | 14,893 | 14,294 | 15,382 | 16,098 | 16,761 |
| Unclassified roads | 14,828 | 13,827 | 16,225 | 16,837 | 16,894 |
| Other roads (State highways, etc.) | 1,220 | 1,060 | 702 | 629 | 636 |
| Bank overdraft (decrease) | .. | 265 | .. | 38 | .. |
| Other | 103 | 136 | 127 | 56 | 121 |
| Total | 31,044 | 29,583 | 32,436 | 33,659 | 34,413 |
| Bank overdraft at 30 September | 1,999 | 1,733 | 2,382 | 2,344 | 2,998 |

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 1970. The mileages were supplied by the Country Roads Board, the Melbourne and Metropolitan Board of Works, municipal councils, and other authorities.

VICTORIA—LENGTH OF ALL ROADS AND STREETS OPEN FOR
GENERAL TRAFFIC AT 30 JUNE 1970
(miles)

| Type of road or street | State highways, freeways (a) | Main roads | Tourists roads, forest roads | Other roads and streets | Total |
|--|------------------------------|------------|------------------------------|-------------------------|---------|
| Bituminous seal | 4,329 | 8,248 | 552 | 18,078 | 31,207 |
| Cement, concrete, etc. | 3 | 2 | .. | 209 | 214 |
| Water-bound macadam, gravel, sand, and hard loam pavements | 182 | 788 | 509 | 27,278 | 28,757 |
| Formed, but not otherwise paved | .. | 28 | .. | 20,676 | 20,704 |
| Not formed but open for general traffic | .. | .. | .. | 20,170 | 20,170 |
| Total | 4,514 | 9,066 | 1,061 | 86,411 | 101,052 |

(a) Includes 74 miles of freeways consisting of 66 miles of extra-metropolitan freeways (by-pass roads) and 8 miles of metropolitan freeways.

SEMI-GOVERNMENTAL AUTHORITIES*

Country Roads Board

There are about 101,000 miles of public roads in Victoria of which some 14,600 miles comprise the State's principal system of Country Roads Board declared roads. Under the provisions of the Country Roads Act the Board may, subject to the confirmation of the Governor in Council, declare any road to be a State highway, a freeway, or a main road. The Board also has power to recommend to the Governor in Council that any road be proclaimed as a tourists road or a forest road.

The Board meets the full cost of works required to cater for the needs of through traffic on State highways, freeways, tourists roads, and forest roads. State highways and freeways, while serving the immediate district through which they pass as arterial routes, also carry much long distance traffic. Tourists roads and forest roads generally pass through areas where little or no rate revenue is available to the local municipality. Main roads, the construction and maintenance costs of which are partly borne by local municipal councils, form what may be described as a 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 system of classified or declared roads as at 30 June 1970 comprised 4,440 miles of State highways, 66 miles of freeways, 483 miles of tourists roads, 578 miles of forest roads, and 9,066 miles of main roads.

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

Freeways

A freeway is a road offering the highest standards of safety and traffic capacity. A distinguishing feature of freeways is that access is controlled and restricted to properly designed interchanges. Traffic crossing a freeway is taken directly over or under the through carriageways.

The construction of strategically located freeways in both urban and rural areas is a vital requirement in the achievement of an efficient road system. In rural areas freeways allow through traffic to by-pass centres of population and in urban areas specially designed interchanges connecting with the surface street system permit fast and safe travel through populated areas. Quicker movement of goods reduces rising freight costs and commercial areas free from the dangers of heavy volumes of through traffic grow stronger and more efficient.

In Victoria freeways are a comparatively new form of road construction and up to 30 June 1970, 66 miles of freeways had been completed. In addition, construction plans were completed for 24.5 miles of new freeways and detailed planning was proceeding for a further 31.6 miles. On 3 February 1970 the Premier of Victoria officially opened the 11 mile long Tullamarine Freeway. The Country Roads Board constructed the 2 mile long east-west Strathmore section from Bell Street, Pascoe Vale South, to the southern boundary of the Essendon Airport and the 5 mile long north-south section from Essendon Airport to Melbourne (Tullamarine) Airport at a total cost of \$14.94m. The freeway provides a fast and safe route, of the most modern design standards, connecting the city area with the Melbourne (Tullamarine) Airport and a much needed east-west crossing over the Moonee Ponds Creek and the railway line between the north-eastern and north-western suburbs of Melbourne. Provision has also been made for additional lanes to be constructed in the future.

The project included the Bell Street interchange and the construction of thirteen other bridges. The 3.5 mile section from Flemington Bridge to the Bell Street interchange was built by the Melbourne and Metropolitan Board of Works. The Bell Street interchange is a relatively complex feature providing for the connection of both Bell Street and Pascoe Vale Road to the freeway and to each other. This interchange contains six bridges of a combined length of half a mile. The longest bridge is 650 ft in length and carries the west-bound traffic over both freeway carriageways and a railway line. There are also two 250 ft long bridges with 70 ft spans which carry the freeway carriageways and the collector-distributor roads over Pascoe Vale Road.

Other freeways completed by the Board by 1970 were the sections of the Hume Freeway at Tallarook, Beveridge, Chiltern, and Barnawartha and of the Princes Freeway at Moe and Werribee.

The Western Freeway is being constructed in several sections and when completed will join the east of Bacchus Marsh to the east of Ballarat—a distance of 35 miles. The Bacchus Marsh section will by-pass the township of Bacchus Marsh to the north, leaving the existing Western Highway at Coimadai Creek and rejoining it at Korkuperrimul Creek. The northern by-pass of Gordon township will eliminate a poorly aligned section of the highway and reduce the present route by almost 1 mile. The

remaining sections are the Pentland Hills section, the two by-passes of the townships Myrniong and Ballan, and the Wallace-Bungaree section which will eliminate two railway level crossings.

In 1963 the Board constructed a single carriageway by-pass of Frankston joining Wells Road with the Frankston-Flinders Road. Work commenced in 1970 on the provision of a second carriageway and grade separation with the Dandenong-Frankston Road. When completed in 1973 the Frankston Freeway will provide 4.5 miles of dual carriageway freeway between Eel Race Road, Seaford, and the Frankston-Flinders Road. Work also commenced in 1970 on the five mile long Dromana section of the Mornington Peninsula Freeway. The Mornington Peninsula Freeway will extend 43 miles from the vicinity of the Dingley Freeway to Canterbury Jetty Road, south of Sorrento. It will provide a fast and safe link between Melbourne and bayside holiday resorts as well as alleviating much traffic congestion, especially during the summer months.

The Mulgrave Freeway will cover 13.5 miles from Waverley Road, Chadstone to the Princes Highway at Hallam. The construction of 3.9 miles of dual carriageways of the Mulgrave Freeway and the Eumemmerring Freeway between Stud Road, Dandenong North and the Princes Highway commenced in 1970. The Eumemmerring Freeway will provide a north-south connection between the Mulgrave Freeway and the South Gippsland Highway. The Lower Yarra Freeway, consisting of four miles of freeway between the Princes Highway and Williamstown Road, will provide the main western approach to the West Gate Bridge.

Other freeways which were investigated in 1970 included the Scoresby Freeway (13 miles) to connect the bayside suburbs with the eastern suburbs; the Healesville Freeway to provide an important link from Melbourne to the east; the Dingley Freeway (12 miles) to connect South Road, Moorabbin, and other important arterial roads with the Mornington Peninsula Freeway and the proposed Scoresby and Latrobe Valley Freeways; the Hume Highway (Wallan to Broadford section) to cross the Great Dividing Range to the east of the present Hume Highway and Pretty Sally Hill at an elevation 400 ft lower than at present; the Latrobe Valley Freeway to by-pass Drouin and Warragul; the connection of the Tullamarine Freeway and the Calder Highway; and the construction of Freeway F2 through the northern suburbs to Craigieburn to alleviate traffic congestion in this corridor.

Highways

Under legislation passed in 1924, a "State highway" in Victoria has a specific meaning. It is a road declared as such by the Board with the confirmation of the Governor in Council. State highways are the principal road arteries forming interstate connections and links between important provincial centres. The more important State highways also form part of the national route system of interstate highways. At 30 June 1970 there

were 4,440 miles of State highways, 4,258 miles of which have a sealed surface.

State highways providing links between interstate centres are the Princes Highway, Hume Highway, Western Highway, and Sturt Highway. The Princes Highway, National Route 1, runs from the South Australian border to New South Wales passing through Warrnambool, Geelong, Melbourne, Warragul, Sale, Bairnsdale, and Orbost. Melbourne is linked with Sydney by the Hume Highway which runs through Seymour, Wangaratta, and Wodonga. The Western Highway provides another route between Melbourne and Adelaide and passes through Ballarat, Horsham, and Nhill, while the Sturt Highway crosses the north-west corner of Victoria on the direct route from Sydney to Adelaide via Mildura.

The Calder Highway, named after the first Chairman of the Board, joins Melbourne with the important provincial centres of Bendigo and Mildura. Important agricultural settlements are joined by the Murray Valley Highway which runs from Corryong in north-eastern Victoria to Hattah in the north-west; while the picturesque Omeo Highway passes through the mountainous country from Tallangatta in the north-east to Bairnsdale in the south-east.

Tourists roads

The *Tourists' Roads Act* 1936 empowered the Board to carry out permanent works on and maintain tourists roads which are proclaimed as such by the Governor in Council. Of the 483 miles of tourists roads, the best known is the Ocean Road between Torquay and Peterborough. The Ocean Road was proclaimed in 1936 and is believed to be the only memorial road in Australia. It was built by the Board for the Great Ocean Road Trust to give employment to returned soldiers and sailors and as a memorial to their fallen comrades.

Other tourists roads have been built to provide access to places of interest such as the Grampians and the various alpine ski resorts at Mount Hotham, Mount Buffalo, Mount Buller, and Falls Creek.

Forest roads

Forest roads are proclaimed or constructed in those areas of the State within or adjacent to any State forest area or those which the Board considers to be timbered, mountainous, or undeveloped areas. Under the *Forest Roads and Stock Routes Act* 1943, municipalities are relieved of all costs of construction and maintenance of such roads. At 30 June 1970 there were 578 miles of forest roads.

In 1969 the Board completed the link between Jamieson and Licola with the construction of 10.6 miles of new road. The road between Jamieson and Heyfield was then proclaimed the Heyfield-Jamieson forest road and it provides an additional link between Gippsland and northern Victoria for tourist, logging, and commercial traffic.

Main roads

The Board is empowered under the Country Roads Act to declare as a main road any road which in its opinion is of sufficient importance. Main roads are generally roads linking centres of industry, commerce, or settlement. At 30 June 1970 there were 9,066 miles of main roads.

At 30 June 1970 the mileage of declared roads in each classification, and the mileage with bituminous surface were as follows :

VICTORIA—MILEAGE OF DECLARED ROADS
AT 30 JUNE 1970

| Classification | Mileage | Mileage sealed |
|----------------|---------|----------------|
| State highways | 4,440 | 4,258 |
| Freeways | 66 | 66 |
| Tourists roads | 483 | 306 |
| Forest roads | 578 | 246 |
| Main roads | 9,066 | 8,250 |
| Total | 14,632 | 13,126 |

Roadside development

Roads are among the most permanent structures, and once built they cannot be considered apart from their surroundings. In recent years the Board has furthered the development of what is termed the complete highway to provide a balanced combination of safety, utility, economy, and beauty. Such factors as the preservation of flora, conservation of landscape features, rehabilitation of cleared areas, and erosion control are important aspects of the Board's road design practices. Some 60,000 trees and shrubs are planted annually on declared road reserves. The Board is also developing roadside stopping places for motorists' convenience. They include rest areas with water and toilet facilities, wayside stops, scenic view points, and parking areas.

Finance

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

Funds derived from State sources are :

1. Motor registration fees less cost of collection. (Metropolitan bus registration fees and the specified proportion of registration fees paid to the Roads (Special Projects) Fund of which the Board derives a share are not included here—see item 9 below.)
2. Two thirds of additional motor registration fees levied on first registration and subsequent change of ownership.
3. Trailer registration fees less cost of collection other than the amount paid to the Roads (Special Projects) Fund.
4. One eighth drivers' licence fees, less cost of collection.

5. Drivers' licence testing fees, less cost of collection.
6. One quarter of driving instructors' licence fees, less cost of collection.
7. Examiners' licence fees—motor car roadworthiness examinations.
8. All fees from the issue of authorised log books, less cost of collection.
9. Receipts from the Roads (Special Projects) Fund.
10. All moneys received under Part II of the Commercial Goods Vehicles Act (ton mile tax).
11. Municipal contributions on account of main road works.
12. State Loan Fund money.

Moneys provided by the Commonwealth to Victoria under the provisions of the Commonwealth Aid Roads Act are paid to the Board. In 1969–70 total receipts from this source amounted to \$38.2m.

Total funds available to the Board in 1969–70, including unexpended balance brought forward from 1968–69 (\$3.0m), amounted to \$89.1m.

Receipts and expenditure

Receipts and expenditure covering the operations of the Board for each of the years 1965–66 to 1969–70 are as follows :

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

| Particulars | 1965–66 | 1966–67 | 1967–68 | 1968–69 | 1969–70 |
|---|---------------|---------------|---------------|---------------|---------------|
| RECEIPTS | | | | | |
| Fees—Motor Car Act (less cost of collection) | 24,690 | 25,871 | 26,805 | 28,888 | 30,868 |
| Municipalities contributions—Permanent works and maintenance—Main roads | 1,691 | 1,824 | 1,845 | 1,931 | 1,904 |
| Commonwealth Aid Roads Acts | 27,175 | 29,050 | 30,895 | 32,723 | 38,160 |
| Roads (Special Projects) Fund | 1,654 | 3,311 | 2,652 | 3,055 | 3,533 |
| Proceeds from Commercial Goods Vehicles Act | 6,379 | 6,732 | 7,248 | 7,842 | 8,555 |
| State loan funds | 1,020 | 834 | 987 | 3,389 | 900 |
| Grants under Public Works Loan Application Act | 768 | 715 | 700 | 784 | 849 |
| Other receipts | 971 | 459 | 380 | 520 | 498 |
| Total | 64,348 | 68,796 | 71,513 | 79,132 | 85,267 |
| EXPENDITURE | | | | | |
| Construction and maintenance of roads and bridges | 53,076 | 57,503 | 61,078 | 64,776 | 73,678 |
| Traffic line marking and traffic lights | 238 | 252 | 240 | 270 | 319 |
| Plant purchases | 1,149 | 1,388 | 1,234 | 1,583 | 1,818 |
| Interest and sinking fund payments | 2,056 | 2,140 | 2,190 | 2,306 | 2,443 |
| Payment to Tourist Fund | 468 | 494 | 517 | 536 | 578 |
| Payment to Transport Regulation Board | 178 | 383 | 404 | 435 | 471 |
| Payment to Traffic Commission Fund | | | 30 | 271 | 289 |
| General expenditure | 6,113 | 5,416 | 6,750 | 7,275 | 7,519 |
| Total | 63,278 | 67,575 | 72,443 | 77,452 | 87,115 |

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 1965-66 to 1969-70 :

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

| Particulars | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 |
|---------------------------------|---------|---------|---------|---------|---------|
| State highways— | | | | | |
| Construction | 13,408 | 14,984 | 13,654 | 12,714 | 15,946 |
| Maintenance | 4,296 | 4,689 | 5,349 | 5,635 | 6,132 |
| Freeways— | | | | | |
| Construction | 3,690 | 5,059 | 7,840 | 11,570 | 13,288 |
| Maintenance | 55 | 112 | 129 | 113 | 151 |
| Main roads— | | | | | |
| Construction | 12,301 | 12,416 | 12,303 | 12,198 | 12,585 |
| Maintenance | 4,268 | 4,350 | 4,466 | 4,742 | 5,198 |
| Unclassified roads— | | | | | |
| Construction | 10,654 | 10,892 | 11,550 | 12,001 | 13,843 |
| Maintenance | 2,055 | 1,907 | 2,189 | 2,247 | 2,512 |
| Tourists roads— | | | | | |
| Construction | 911 | 1,753 | 2,430 | 2,229 | 2,509 |
| Maintenance | 599 | 559 | 427 | 564 | 603 |
| Forest roads— | | | | | |
| Construction | 408 | 442 | 424 | 423 | 507 |
| Maintenance | 291 | 295 | 234 | 255 | 291 |
| River Murray bridges and punts— | | | | | |
| Maintenance | 140 | 45 | 82 | 86 | 112 |
| Total construction | 41,372 | 45,547 | 48,202 | 51,134 | 58,678 |
| Total maintenance | 11,704 | 11,956 | 12,876 | 13,642 | 14,999 |
| Total expenditure | 53,076 | 57,503 | 61,078 | 64,776 | 73,678 |

Further references, 1962 to 1971

Water supply authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 30 June 1970 are listed on page 253.

Information about the activities of the State Rivers and Water Supply Commission will be found on pages 288-96. 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 621, 622, and 641 in Part 9 of the *Year Book*.

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 | |
| Waterworks Trusts (181) | } |
| Local governing bodies— | |
| Ballarat Water Commissioners | |
| Municipal councils— | |
| Ararat City | |
| Bacchus Marsh Shire | |
| Beechworth Shire | |
| Bet Bet Shire | |
| Camperdown Town | |
| Creswick Shire | |
| Korong Shire | |
| Kyabram Borough | |
| Stawell Town | |
| Talbot and Clunes Shire | |
| Walpeup Shire | |
| Warrnambool City | |
| Werribee Shire | |
| Sale City | |
| Geelong Waterworks and Sewerage Trust | Local Government Act Geelong Waterworks and Sewerage Act Latrobe Valley Act Mildura Irrigation and Water Trusts Act |
| Latrobe Valley Water and Sewerage Board | |
| First Mildura Irrigation Trust | |
| Mildura Urban Water Trust | |
| West Moorabool Water Board | West Moorabool Water Board Act |
| | |

Melbourne and Metropolitan Board of Works

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; in 1949 it 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 then 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 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 now made (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, 705 sq miles; sewerage, 482 sq miles; drainage and river improvements, 456 sq miles. Its town planning commitment extends over 1,942 sq miles.

At 30 June 1970 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 million gallons, forty-nine service reservoirs and elevated tanks with a total capacity of 373 million gallons, and 7,176 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.

Further reference, 1964

Thomson-Yarra development scheme

In recent years the Board has undertaken a major scheme to amplify the city's water supply system. The first stage of the Thomson River Development Scheme is a 12 mile tunnel through the Thomson-Yarra Divide which when completed in 1973 will divert initially 20,000 million gallons of water a year from the Thomson River into the Upper Yarra catchment.

An integral part of this project is the construction of two "off-river" storages, Cardinia and Greenvale Reservoirs, located relatively close to Melbourne. Cardinia Reservoir, south of the township of Emerald, and 27 miles east of Melbourne, will have a capacity of 60,000 million gallons and will almost double Melbourne's existing storages. Cardinia will begin storing water in 1972 and be completed in 1973; it is well suited to

meet the demands of the rapidly developing southern and south-eastern suburbs. The reservoir will be supplied with water by the 84 inch/68 inch Silvan-Cardinia conduit from Silvan Reservoir, enabling the surplus waters from the O'Shannassy and Upper Yarra Reservoirs to be stored and thus further regulate those systems. The storage will not only conserve winter flows from unregulated creeks and streams, e.g., McMahons, Starvation, Cement, and Armstrong Creeks, for use during summer but also provide a substantial "bank" for use during extremely dry or drought periods.

Greenvale Reservoir is on a branch of the Moonee Ponds Creek in the Shire of Bulla and 13 miles north of Melbourne. Construction was completed late in 1971. With a capacity of 6,000 million gallons, Greenvale Reservoir is supplied with water by pipeline from either the Yan Yean or Silvan Reservoir systems. It is used as a "balancing" reservoir to supply the northern and western areas of the metropolis and is the first large dam to be built by the Board since the Upper Yarra Reservoir was completed in 1957.

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 1965-66 to 1969-70, together with the total expenditure (less depreciation) to 30 June 1970 :

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

| Particulars | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 | Total cost to 30 June 1970 |
|---|---------|---------|---------|---------|---------|----------------------------|
| Yan Yean System (including Greenvale) | 69 | 288 | 432 | 2,618 | 5,362 | 10,519 |
| Maroondah System | 120 | 946 | 263 | 833 | 238 | 5,991 |
| O'Shannassy, Upper Yarra, and Thomson System (including Silvan) | 146 | 117 | 2,868 | 3,385 | 6,551 | 61,431 |
| Service reservoirs | 202 | 75 | 232 | 940 | 937 | 6,969 |
| Large mains | 3,689 | 2,309 | 1,438 | 1,332 | 3,010 | 56,028 |
| Reticulation | 3,562 | 3,683 | 3,977 | 4,146 | 4,127 | 54,856 |
| Afforestation | 2 | 2 | 10 | 4 | 20 | 689 |
| Investigations, future works | 42 | 22 | 161 | 993 | 960 | 2,334 |
| Total outlay | 7,832 | 7,442 | 9,380 | 14,250 | 21,205 | 198,817 |

Output of water

Output of water from the Board's storages rose gradually from 44,000 million gallons in 1956-57 to 69,000 million gallons in 1966-67. There was a substantial fall in output in 1967-68 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 1965-66 to 1969-70 was as follows :

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS:
OUTPUT OF WATER
(million gallons)

| Particulars | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 |
|--|---------|---------|---------|---------|---------|
| Yan Yean Reservoir | 4,130 | 5,650 | 2,461 | 4,477 | 3,874 |
| Maroondah Reservoir | 12,953 | 13,245 | 9,788 | 15,961 | 13,444 |
| O'Shannassy River, Upper Yarra, and Silvan Reservoirs | 48,117 | 49,929 | 38,628 | 42,856 | 49,732 |
| Total output | 65,200 | 68,824 | 50,877 | 63,293 | 67,050 |

Consumption of water

During the year ended 30 June 1970 the maximum consumption of water in Melbourne and suburbs on any one day was 396.8 million gallons on 9 February 1970, and the minimum consumption was 112.4 million gallons on 22 September 1969.

The following table shows, for each of the years 1965-66 to 1969-70, 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 |
|---------|--|--|--|--|---|
| | number | number | million gallons | million gallons | gallons |
| 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 |
| 1968-69 | 658,944 | 528,983 | 63,288 | 173.39 | 77.86 |
| 1969-70 | 676,111 | 543,870 | 67,063 | 183.73 | 80.41 |

Sewerage system

There are now one major and six minor systems collecting, purifying, and disposing of wastewater from the metropolis. These are the Farm System (major) and Braeside, Kew, Watsonia, Heatherton, Lower Plenty, and Western No. 2 (at Altona) 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



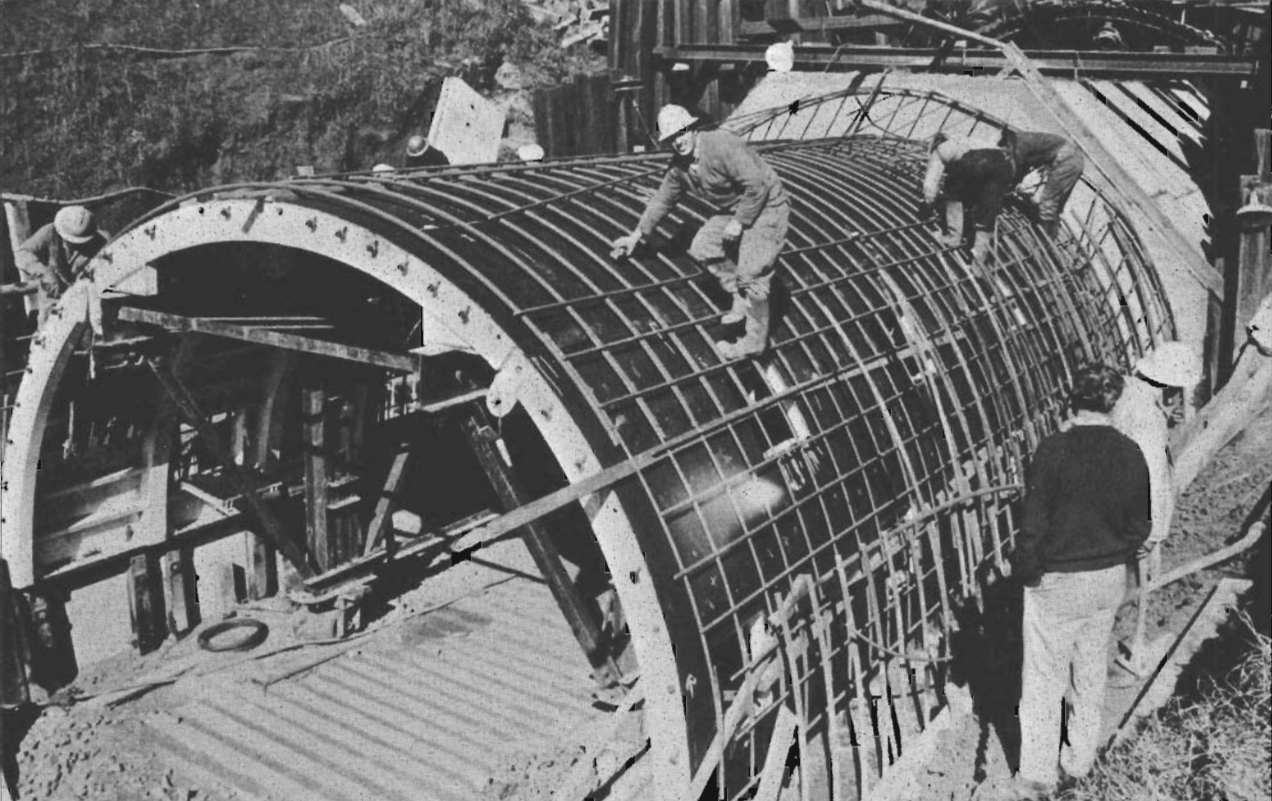
Interior of the old Royal Mint, Melbourne, now used by State Registrars for performing civil marriages.

Public Works Department

The careers centre, an advisory bureau for young people conducted by the Commonwealth Employment Service in Melbourne.

The Herald and Weekly Times Ltd



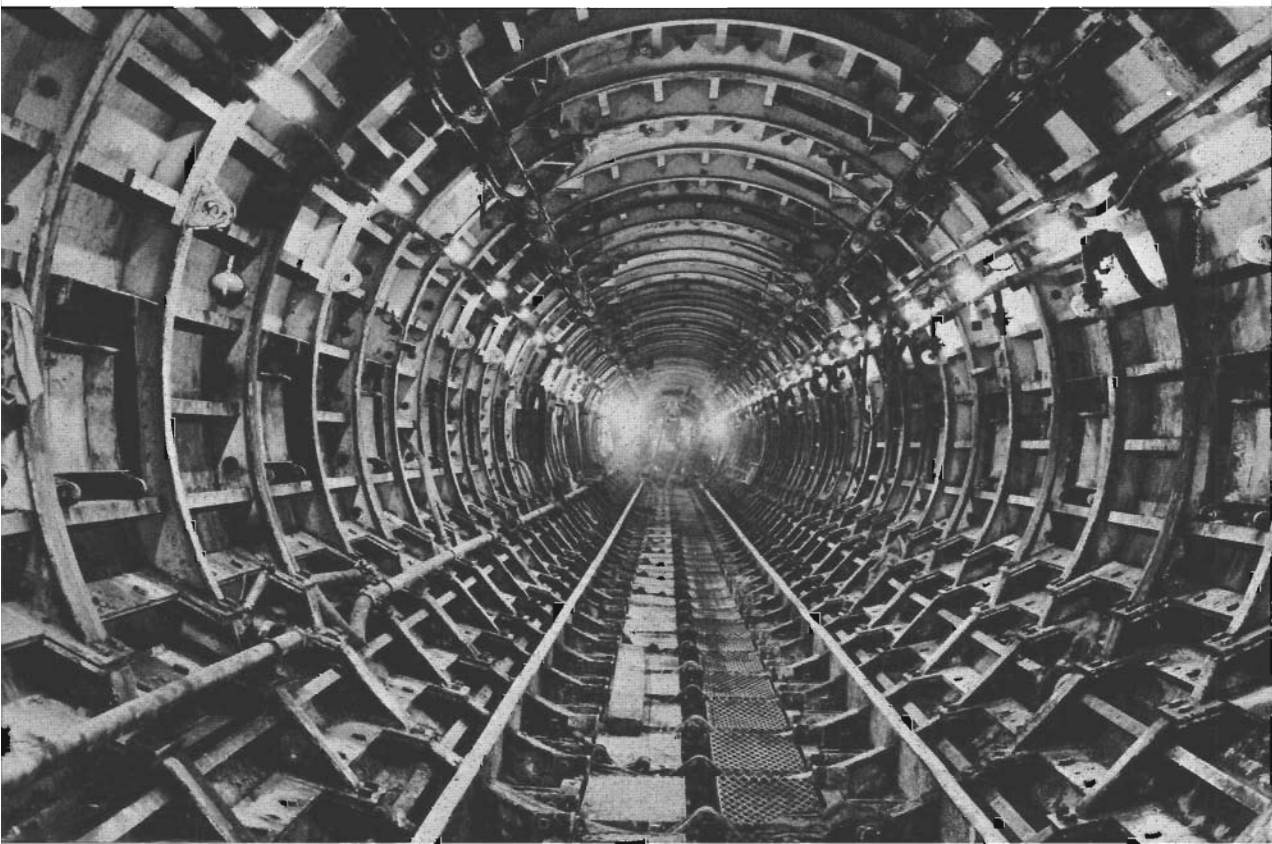


Internal formwork and reinforcing at the north portal of the Emerald Tunnel. This will be part of the connecting link between the Silvan and Cardinia reservoirs.

Melbourne and Metropolitan Board of Works

View inside steel formwork for lining the South-eastern Trunk Sewer at East Malvern. This huge sewer extends from Kew to Carrum and is part of the South-eastern Sewerage System being constructed to cope with Melbourne's increasing sewage load.

Melbourne and Metropolitan Board of Works



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 Hobsons Bay main sewers—which unite at Spotswood. The combined flow then continues for 2.25 miles through a 9 ft 3 inch 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, Heatherton, Lower Plenty, and Western No. 2 Systems serve small areas that could not be connected economically with the farm system. Purification is biological as at Braeside.

South-Eastern Sewerage System

In November 1964 the Board authorised the construction of the South-Eastern Sewerage System to relieve the existing Werribee farm system by intercepting wastewater flow in various main sewers and to provide a main sewer to service the rapidly developing areas to the east and south-east of Melbourne.

By August 1970 Board tunnellers had excavated the 20 mile long trunk sewer tunnel between Kew and Carrum. The \$43m purification plant at Carrum Downs is under construction, as also is the 35 mile long outfall sewer from Carrum to enable the discharge of purified effluent into Bass Strait at a point near Boag's Rocks west of Cape Schanck.

When complete, the South-Eastern System will virtually permit the division of the metropolitan area for sewerage purposes into two zones, eastern and western. The western zone will continue to be served by the farm system.

Cost of the sewerage system

The cost of sewerage works during each of the years 1965–66 to 1969–70, and the total cost (less depreciation) to 30 June 1970 are shown in the following table:

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

| Particulars | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 | Total cost to 30 June 1970 |
|--|---------|---------|---------|---------|---------|----------------------------------|
| Farm purchase and preparation | 388 | 416 | 464 | 526 | 429 | 11,730 |
| Treatment works | 909 | 1,829 | 1,667 | 2,182 | 1,925 | 9,844 |
| Outfall sewer and rising mains | 158 | 185 | 164 | 61 | 1,213 | 5,162 |
| Pumping stations, buildings, and plant | 1,297 | 686 | 184 | 521 | 1,943 | 16,953 |
| Main and branch sewers | 9,643 | 10,533 | 12,584 | 10,853 | 15,020 | 106,177 |
| Reticulation sewers | 6,418 | 5,306 | 7,828 | 6,187 | 9,618 | 99,337 |
| Cost of house connections chargeable to capital | .. | .. | Cr. 24 | Cr. 18 | .. 5 | 794 |
| Sanitary depots | 6 | .. | Cr. 24 | Cr. 18 | .. 5 | 753 |
| Investigations | 72 | 71 | 137 | 244 | 356 | 1,259 |
| Total outlay | 18,893 | 19,026 | 23,004 | 20,557 | 30,507 | 252,009 |

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 1970 are as follows :

| | |
|--|--------------|
| Total area of farm | 26,809 acres |
| Area used for wastewater disposal | 17,065 acres |
| Average rainfall over 77 years | 18.98 inches |
| Net cost of wastewater purification per head of population served | 86c |
| Profit on cattle and sheep | \$371,497 |

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 1969-70 working expenses were \$125,146 and interest \$36,088, making a total of \$161,234. Revenue was \$221,030, giving a surplus of \$59,796.

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.

The total cost of drainage and river improvement works (less depreciation) to 30 June 1970 was \$38m. The length of main drains under the control of the Board at 30 June 1970 was 255 miles.

Metropolitan rivers and streams, 1969

Assessed value of property

The net annual value of property in 1969-70 for the purpose of the Board's rating was as follows:

| | \$m |
|---|-------|
| Water rate | 499.4 |
| Metropolitan general rate (for sewerage services) | 416.3 |
| Metropolitan drainage and river improvement rate | 451.1 |
| Metropolitan improvement rate | 497.1 |

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 1970 was \$450m. All moneys borrowed are 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 1965-66 to 1969-70. The Board keeps a separate account of its financial activities as the Metropolitan Planning Authority. These activities are summarised in the table on page 262.

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

| Particulars | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 |
|--|---------------|---------------|---------------|---------------|---------------|
| REVENUE | | | | | |
| Water supply— | | | | | |
| Water rates and charges (including revenue from water supplied by measure) | 13,701 | 14,559 | 14,957 | 16,007 | 20,266 |
| Sewerage— | | | | | |
| Sewerage rates | 12,736 | 13,378 | 15,167 | 18,541 | 20,626 |
| Trade waste charges | 789 | 1,212 | 1,170 | 2,013 | 2,705 |
| Sanitary charges | 232 | 241 | 253 | 367 | 550 |
| Metropolitan farm— | | | | | |
| Grazing fees, rents, pastures, etc. | 9 | 8 | 7 | 9 | 5 |
| Balance, livestock account | 569 | 526 | 416 | 573 | 371 |
| Metropolitan drainage and rivers— | | | | | |
| Drainage and river improvement rate | 2,112 | 2,170 | 3,600 | 4,450 | 4,540 |
| River water charges | 14 | 17 | 17 | 21 | 33 |
| Total | 30,162 | 32,111 | 35,588 | 41,981 | 49,096 |
| EXPENDITURE | | | | | |
| Water supply— | | | | | |
| Management | 1,790 | 1,830 | 2,096 | 2,438 | 2,831 |
| Maintenance | 2,682 | 2,829 | 3,409 | 3,793 | 3,969 |
| Water supply works | .. | .. | 1,421 | 200 | 910 |
| Sewerage— | | | | | |
| Management | 1,451 | 1,532 | 1,780 | 2,069 | 2,340 |
| Maintenance | 1,792 | 2,051 | 2,217 | 2,638 | 3,269 |
| Sewerage works | .. | .. | .. | 1,200 | 1,700 |
| Metropolitan farm— | | | | | |
| Management | 93 | 99 | 110 | 132 | 161 |
| Maintenance | 831 | 845 | 882 | 951 | 1,077 |
| Metropolitan drainage and rivers— | | | | | |
| Management | 270 | 275 | 318 | 381 | 462 |
| Maintenance | 267 | 365 | 507 | 589 | 726 |
| Drainage works | .. | .. | 355 | 934 | 990 |
| Pensions and allowances | 264 | 297 | 267 | 436 | 504 |
| Loan flotation expenses | 303 | 457 | 333 | 589 | 471 |
| Interest (including exchange) | 16,526 | 17,835 | 19,258 | 21,184 | 23,668 |
| Contributions to— | | | | | |
| Sinking fund | 1,046 | 1,131 | 1,206 | 1,315 | 1,380 |
| Loans redeemed reserve | 1,228 | 1,420 | 1,479 | 1,924 | 2,063 |
| Renewals fund | 663 | 968 | 749 | 771 | 904 |
| Depreciation | 77 | 352 | 59 | 53 | 57 |
| Superannuation account | 201 | 285 | 336 | 441 | 1,210 |
| Municipalities— | | | | | |
| For road maintenance | 34 | .. | .. | 49 | 49 |
| Valuations | 44 | .. 96 | .. 101 | 97 | 130 |
| Rates equalisation reserve | 600 | Cr. 609 | Cr. 1,278 | Cr. 202 | Cr. 299 |
| Special reserve | .. | .. | .. | .. | 500 |
| Other | .. | .. 50 | .. 50 | .. | 25 |
| Total | 30,162 | 32,111 | 35,655 | 41,981 | 49,096 |
| Net surplus (+) or deficit (—) | + 3 | .. | — 67 | .. | .. |
| Capital outlay at 30 June— | | | | | |
| Water supply | 146,540 | 153,983 | 163,363 | 177,613 | 198,817 |
| Sewerage | 158,915 | 177,941 | 200,945 | 221,502 | 252,009 |
| Drainage and river improvement works | 27,964 | 31,436 | 33,149 | 35,654 | 37,594 |

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 a series of interim development orders, 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 twenty to thirty 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 (renamed Kings Way), South Melbourne; the first section of the South-Eastern Freeway from Batman Avenue to Grange Road Bridge; St Kilda Junction improvements; the Tullamarine Freeway; and the second section of the South-Eastern Freeway extending from Burnley to Toorak Road, Malvern.

Eastern Freeway

One of the next major projects of the Board is the construction of 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 eight lanes as far as the Chandler Highway and four lanes to Thompsons Road. The latter will be expanded to eight lanes as traffic demand increases. The freeway is estimated to cost \$27m. Provision has been made for a railway to be built in the freeway's central median. Details of the route to be followed by the freeway have been finalised, contracts for the project let, and work has commenced.

Further references, 1967 to 1971

Revenue, expenditure, etc.

The following table summarises the revenue, expenditure, and capital outlay of the Board in connection with its functions as the Metropolitan Planning Authority during the period 1965-66 to 1969-70 :

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

| Particulars | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 |
|---|--------------|--------------|--------------|--------------|--------------|
| REVENUE | | | | | |
| Metropolitan improvement rate and sundry income | 4,914 | 5,136 | 6,022 | 6,223 | 7,570 |
| EXPENDITURE | | | | | |
| Management | 623 | 633 | 721 | 904 | 1,213 |
| Maintenance | 66 | 67 | 108 | 140 | 217 |
| Interest | 51 | 51 | 52 | 54 | 56 |
| Contributions to sinking fund | 24 | 24 | 24 | 24 | 24 |
| Transfer to planning and highways reserve | 4,114 | 4,311 | 5,064 | 5,032 | 5,978 |
| Other | 36 | 51 | 53 | 70 | 83 |
| Total | 4,914 | 5,136 | 6,022 | 6,223 | 7,570 |
| Capital outlay at 30 June (a) | 19,598 | 26,724 | 38,152 | 54,172 | 70,721 |

(a) Includes expenditure of the following amounts paid from the Roads (Special Projects) Fund; 1965-66, \$1,346,000; 1966-67, \$3,630,000; 1967-68, \$7,098,000; 1968-69, \$9,387,000; 1969-70, \$9,141,000.

Foreshores

The Board is responsible for the protection and improvement of 60 miles of the foreshore of Port Phillip Bay, from Werribee 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 are 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.

Water supply and sewerage in country towns

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 Castle-

maine 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 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.

During 1969-70 the Commission directly administered the water supply to 148 towns with a population of 248,220. 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 the latter areas is served by local authorities taking bulk supply from the Commission.

At 30 June 1970 local authorities constituted for the administration of town water supplies numbered 201, of which 193 had works in operation serving 259 towns. The remaining authorities had works under construction. In all, about 680,000 persons in 278 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 \$1.32m for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30 June 1970 was : water supply \$19.89m ; sewerage \$14.20m ; and sewerage installation \$1.27m, of which \$0.15m was outstanding. The

revenue for the year ended 30 June 1970 was \$1.96m on account of water-works and \$1.23m 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 1970 the amount so appropriated was \$2.18m and of this sum \$1.23m had been used to redeem maturing loans.

At 30 June 1970 the population served was estimated by the Trust at 120,260, the number of buildings within the drainage area was 33,241, and the number of buildings within sewered areas was 30,272.

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 in area. 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 million gallons.

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 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 million gallons. The Trust is required to supply up to 700 million gallons per year to the State Rivers and Water Supply Commission's Bellarine Peninsula System.

Sewerage

The sewerage area, which is 21,220 acres, includes the Cities of Geelong, Geelong West, and Newtown, and suburban areas in the Shires of Corio, South Barwon, and Bellarine. At 30 June 1970 the sewerage system consisted of 366.2 miles of reticulation sewers and two main sewers extending from Geelong for six miles to join a single main outfall sewer seven miles in length reaching the ocean at Black Rock.

Further reference, 1961

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 La Trobe Valley; one member representing the State Electricity Commission of Victoria; one member representing private industry in the La Trobe Valley; and one member appointed by the Governor in Council as a government nominee. Further information about the La Trobe 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 La Trobe 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. Water supply will be extended in the near future to the townships of Tyers, Glengarry, and Rosedale.

The Board has constructed a storage of 7,000 million gallons capacity on

the Upper Tyers River. From this storage water is conveyed a distance of approximately 13 miles through pipelines of 60 inches and 42 inches diameter.

The capital cost of construction of waterworks was \$11.60m to 30 June 1970. Liabilities amounted to \$13.80m at 30 June 1970, including loans due to the Government totalling \$11.22m. The income for the year 1969-70 was \$0.83m and expenditure during the year amounted to \$0.64m, including interest on loans \$0.31m. 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 1970 totalled 14,200 million gallons.

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, together with small quantities of domestic sewage.

During 1969-70 sewerage works were confined mainly to the construction of a sewer to convey salt water effluent from Hazelwood Power Station to the Board's outfall sewer. The total capital cost of sewerage construction works to 30 June 1970 was \$6.98m.

The scheme is financed by government loan, the liabilities on account of loans at 30 June 1970 totalling \$6.22m. Income during 1969-70 was \$0.43m and expenditure, which included interest on loans of \$0.10m, was \$0.41m.

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.

Further reference, 1961

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 67,000. The works comprise seven reservoirs, which have a total storage capacity of 5,435 million gallons. The catchment area is 25,082 acres. The Commissioners supply water to 21,517 tenements.

The total consumption of water for the year 1970 was 2,217 million gallons, and the average per capita consumption was 90 gallons per day. Approximately 85 per cent of the properties supplied are metered.

To 31 December 1970 the capital cost of construction was \$6.37m and loans outstanding (including private loans) were \$4.10m. During 1970 revenue amounted to \$0.55m and expenditure to \$0.55m.

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, Buninyong, Bungaree, and Grenville.

At 31 December 1970 there were 20,907 assessments in the sewerage districts and 19,431 in declared sewerage areas, where 16,906 tenements were connected.

The capital cost of sewerage construction works to 31 December 1970 was \$6.12m. Construction is financed by debenture issue loans from various financial institutions. Loan liability at 31 December 1970 amounted to \$5.19m; redemption payments at that date totalled \$1.03m. Revenue during 1970 amounted to \$0.57m, and expenditure, which included \$0.37m on interest and redemption, was \$0.57m. During 1970, 101 contracts were completed under the deferred payments system, the amount outstanding at 31 December being \$0.17m.

Further reference, 1961

West Moorabool Water Board

The Board was constituted in May 1968 under the provisions of the West Moorabool Water Board Act and consists of five members: an independent chairman, nominees of the State Rivers and Water Supply Commission and the State Treasury, and the current chairmen of the Ballarat Water Commissioners and the Geelong Waterworks and Sewerage Trust.

The Board was formed to avoid any conflict of interests between the Ballarat Water Commissioners and the Geelong Waterworks and Sewerage Trust in the construction and operation of a reservoir located on the West Moorabool River about 16 miles south-east of Ballarat. The regulated flow from the reservoir will be apportioned between the Ballarat and Geelong authorities to supplement the supplies to their respective districts.

The intended reservoir, to be called the Lal Lal Reservoir, will have a capacity of 13.1 million gallons and a regulated annual output of 5,000 million gallons. The reservoir will be contained by an earth-core, rock-fill, dam, known as the Bungal Dam, 155 feet in height and 770 feet in length. Work on the dam is proceeding, and is expected to be completed in 1972 at an estimated cost of \$4.8m.

Finance for construction works is by private borrowings, the Board having raised \$3.2m in this way by 30 June 1971.

Under the Act, all Board expenditure shall be reimbursed by the Ballarat Water Commissioners and the Geelong Waterworks and Sewerage Trust who, in turn, are entitled to allocations of water from the reservoir in proportion to their contributions.

By an amending Act passed in April 1969, the Board has been permitted to meet loan interest and redemption payments from loan funds until such

time as the Minister of Water Supply declares the project completed and producing revenue.

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 one hundred and two local sewerage authorities constituted at 30 June 1970 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), seventy-seven authorities had systems in operation. A further ten 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 1965 to 1969 :

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

| Particulars | 1965 | 1966 | 1967 | 1968 | 1969 |
|---|---------|---------|---------|---------|---------|
| Number of systems in operation | 57 | 61 | 63 | 67 | 72 |
| Number of systems under construction | 6 | 6 | 5 | 11 | 11 |
| Estimated population served (at end of year) | 522,885 | 544,248 | 572,001 | 612,633 | 634,711 |
| Number of properties connected to sewers (at end of year) | 147,537 | 156,863 | 167,071 | 176,964 | 186,319 |
| | \$'000 | \$'000 | \$'000 | \$'000 | \$'000 |
| General revenue account— | | | | | |
| Income— | | | | | |
| Rates | 3,666 | 4,061 | 4,556 | 5,221 | 5,796 |
| Other | 1,810 | 1,923 | 1,963 | 2,362 | 2,634 |
| Total | 5,476 | 5,984 | 6,519 | 7,583 | 8,430 |
| Expenditure— | | | | | |
| Working expenses | 1,841 | 2,077 | 2,192 | 2,587 | 2,980 |
| Other | 3,516 | 3,844 | 4,290 | 4,811 | 5,617 |
| Total | 5,357 | 5,922 | 6,482 | 7,397 | 8,597 |
| House connections account— | | | | | |
| Receipts | 1,882 | 1,812 | 1,558 | 1,537 | 2,075 |
| Expenditure | 1,972 | 1,926 | 1,662 | 1,591 | 1,991 |
| Loan account— | | | | | |
| Receipts | 4,818 | 7,165 | 10,783 | 12,254 | 10,785 |
| Expenditure | 4,989 | 7,038 | 12,631 | 11,157 | 10,210 |
| Loan liability (at end of year) | 51,677 | 56,884 | 65,612 | 75,880 | 84,331 |

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 1969-70 contributions by municipalities were equivalent to 0.53 cents in the dollar of the annual value of property amounting to \$450m, while fire insurance companies contributed at a rate of \$17.60 for every \$100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1968 amounted to \$27.3m.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1965-66 to 1969-70 are as follows :

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

| Particulars | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 |
|---|--------------|--------------|--------------|--------------|--------------|
| REVENUE | | | | | |
| Statutory contributions— | | | | | |
| Municipalities | 1,569 | 1,734 | 2,026 | 2,065 | 2,402 |
| Insurance companies | 3,139 | 3,468 | 4,027 | 4,156 | 4,803 |
| Charges for services | 510 | 515 | 527 | 688 | 731 |
| Interest and sundries | 301 | 350 | 324 | 376 | 371 |
| Total | 5,519 | 6,067 | 6,904 | 7,285 | 8,307 |
| EXPENDITURE | | | | | |
| Salaries | 3,710 | 4,117 | 4,345 | 5,082 | 5,585 |
| Administrative charges, etc. | 612 | 704 | 646 | 759 | 827 |
| Partially-paid firemen and special service staff allowances | 294 | 306 | 313 | 388 | 430 |
| Plant, purchase and repairs | 330 | 416 | 532 | 568 | 618 |
| Interest | 36 | 35 | 34 | 33 | 32 |
| Repayment of loans | 23 | 24 | 25 | 21 | 22 |
| Superannuation fund | 213 | 229 | 243 | 287 | 389 |
| Motor replacement reserve | 91 | 96 | 103 | 120 | 141 |
| Pay-roll tax | 105 | 115 | 122 | 143 | 158 |
| Miscellaneous | 320 | 111 | 98 | 446 | 186 |
| Total | 5,734 | 6,153 | 6,461 | 7,847 | 8,386 |
| Net surplus (+) or deficit (-) | - 215 | - 87 | + 443 | - 561 | - 80 |
| Loan indebtedness at 30 June | 646 | 622 | 597 | 576 | 554 |

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 1966 to 1970 :

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

| Particulars | At 30 June— | | | | |
|--|-------------|-------|-------|-------|-------|
| | 1966 | 1967 | 1968 | 1969 | 1970 |
| Fire stations | 44 | 45 | 45 | 45 | 45 |
| Staff employed (a)— | | | | | |
| Fire fighting | 1,088 | 1,124 | 1,153 | 1,175 | 1,166 |
| Partially-paid firemen and special service staff | 113 | 104 | 105 | 112 | 113 |

(a) 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 1970 there were seventy-one permanent firemen employed in brigades at Ballarat, Bendigo, Geelong, Geelong West, and Dandenong, with a total of fifty-five permanent brigade officers at these stations and at Chelsea, Doveton, Frankston, North Geelong, Mildura, Morwell, Norlane, Shepparton, Springvale, Traralgon, Wangaratta, and Warrnambool.

Volunteer representatives of urban and rural training committees attend briefing schools annually to receive instruction on the current syllabus for the purpose of organising local training sessions. Teacher training is given by the Training Wing in the field to selected volunteers. In this way emphasis on training has moved to group and brigade level with a much wider field of effectiveness than was possible with regional schools.

The revenue of the Country Fire Authority consists mainly of statutory contributions, in the proportion of one third from the Victorian Treasury's Municipalities Assistance Fund and two thirds from insurance companies underwriting fire risks in the country area of the State. There were 188 insurance companies so contributing during 1969-70.

Up to 30 June 1970 the Authority had raised eighty loans, representing a total of \$5.53m, 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 1965-66 to 1969-70, 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 | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 |
|--------------------------------|--------------|--------------|--------------|--------------|--------------|
| REVENUE | | | | | |
| Statutory contributions— | | | | | |
| Municipalities Assistance Fund | 691 | 835 | 953 | 1,038 | 1,225 |
| Insurance companies | 1,382 | 1,669 | 1,907 | 2,075 | 2,451 |
| Other | 67 | 77 | 93 | 101 | 117 |
| Total | 2,140 | 2,581 | 2,953 | 3,213 | 3,793 |
| EXPENDITURE | | | | | |
| Salaries and wages | 823 | 995 | 1,101 | 1,300 | 1,486 |
| Depreciation | 85 | 102 | 115 | 130 | 152 |
| Insurance | 92 | 99 | 108 | 113 | 118 |
| Interest | 94 | 116 | 136 | 161 | 189 |
| Maintenance | 408 | 482 | 640 | 567 | 526 |
| Motor replacement fund | 184 | 208 | 229 | 257 | 287 |
| Other | 272 | 342 | 435 | 526 | 685 |
| Total | 1,958 | 2,344 | 2,764 | 3,054 | 3,443 |
| Net surplus | 182 | 236 | 189 | 159 | 350 |
| Loan expenditure | 431 | 433 | 554 | 606 | 506 |
| Loan indebtedness (at 30 June) | 1,870 | 2,286 | 2,630 | 3,034 | 3,521 |

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

| Particulars | At 30 June— | | | | |
|-----------------|-------------|---------|---------|---------|---------|
| | 1966 | 1967 | 1968 | 1969 | 1970 |
| Fire brigades— | | | | | |
| Urban | 206 | 208 | 208 | 209 | 211 |
| Rural | 1,048 | 1,051 | 1,048 | 1,050 | 1,050 |
| Personnel— | | | | | |
| Professional | 162 | 169 | 180 | 185 | 191 |
| Volunteer | 112,984 | 114,730 | 117,333 | 118,569 | 111,635 |
| Motor vehicles— | | | | | |
| Transport | 63 | 67 | 70 | 75 | 76 |
| Fire service | 996 | 1,036 | 1,079 | 1,134 | 1,190 |

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 1965-66 to 1969-70, 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 | 1965-66 | 1966-67 | 1967-68 | 1968-69 | 1969-70 |
|--------------------------------------|----------------|----------------|----------------|----------------|----------------|
| LOCAL GOVERNMENT | | | | | |
| Due to government | 261 | 279 | 396 | 340 | 174 |
| Due to public creditor | 23,207 | 28,926 | 31,995 | 28,515 | 26,837 |
| Total local government | 23,467 | 29,205 | 32,391 | 28,855 | 27,010 |
| SEMI-GOVERNMENTAL, ETC. | | | | | |
| Due to government (a) | 45,614 | 43,763 | 53,425 | 55,236 | 58,476 |
| Due to public creditor | 93,793 | 101,210 | 102,617 | 124,269 | 119,869 |
| Total semi-governmental, etc. | 139,408 | 144,973 | 156,042 | 179,505 | 178,345 |
| ALL AUTHORITIES | | | | | |
| Due to government (a) | 45,874 | 44,042 | 53,822 | 55,576 | 58,650 |
| Due to public creditor | 117,000 | 130,135 | 134,611 | 152,784 | 146,705 |
| Total | 162,875 | 174,178 | 188,433 | 208,359 | 205,355 |

(a) Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement : \$24,229,000 in 1965-66, \$23,354,000 in 1966-67, \$23,866,000 in 1967-68, \$25,688,000 in 1968-69, and \$25,883,000 in 1969-70.

Port Phillip Authority

The Port Phillip Authority is a statutory body which was appointed pursuant to the provisions of the *Port Phillip Authority Act* 1966. The Act was proclaimed to come into operation from 7 September 1967.

Port Phillip Bay covers an area of about 735 sq miles and its total coastline measures approximately 164 miles. The eastern shores mostly comprise long stretches of broad sandy beaches alternating with some relatively high rocky cliffs. The western shores are comparatively narrow and shallow with few cliff areas.

The Authority's jurisdiction extends in a strip approximately 10 chains to landward and 30 chains to seaward of the shoreline around the foreshores of Port Phillip and also to a part of the Bass Strait beach frontages from Cape Schanck to Ocean Grove.

The Authority's primary responsibility is to advise the Minister of Lands on matters relating to the preservation and improvement of the foreshores and the beaches around the Bay for the full use and enjoyment of the public. To assist the Authority in determining a balanced approach towards the development of the foreshore, whilst at the same time preserving

the natural beauty and assets of the area for future public needs, the Authority has conducted a number of basic surveys relating to foreshore utilisation, structures, and parking on the foreshore. The Authority is also participating in an environmental study of the physical, chemical, and biological characteristics of the Bay with the Fisheries and Wildlife Branch and the Melbourne and Metropolitan Board of Works.

Further surveys and investigations relating to the existing conditions in and around the Bay have been planned and when completed, it is proposed to use the information as a basis for the preparation of a master plan for the whole of the Port Phillip area. This plan will set out in broad terms the desirable usage and condition of all sections of the Bay's foreshores and inshore waters for the continued enjoyment of the present and future generations.

Western Port Regional Planning Authority

The Western Port Regional Planning Authority was constituted on 25 February 1969 by Order of the Governor in Council, under the provisions of section 12 of the *Town and Country Planning Act* 1961. The Town and Country Planning Act was amended in 1968 to provide for the establishment of regional planning authorities in Victoria, and the Western Port Regional Planning Authority was the first to be established.

The area of the Region is 648 sq miles, which contains a population of about 50,000. It has a varied topography, ranging from the hilly, undulating country of the Mornington Peninsula, through the flat coastal areas of Western Port, the former Koo-Wee-Rup swamps to the foothills of the Strzelecki Ranges, and the islands of Western Port. The shores of Western Port are of particular ecological interest because of the existence of salt marshes and mangrove swamps.

The Authority is composed of twelve members representing the six municipalities within the Region. These municipalities are the Shire of Flinders, Shire of Hastings, Shire of Mornington, Shire of Phillip Island, and part of the Shire of Bass and of the Shire of Cranbourne. Each municipality nominates two members to the Authority. French Island is also included within the Region, but because it is not incorporated in any municipality, it is not represented on the Authority. The Authority elects a chairman from its members, and he holds office for a period of 12 months. The Authority employs a small staff of professional officers headed by a director. It has the statutory obligation to prepare and submit a planning scheme for the Region, and to enforce and carry out this planning scheme. The operating costs of the Authority are met by the member councils in agreed proportions.

The area has great industrial potential as well as potential for residential, tourist, and recreational development. The industrial potential has been highlighted by the availability of the deep water harbour of Western Port suitable for large ships and by the south-easterly growth of the Melbourne complex. The recreational and tourist facilities of the Region are already very popular, and are capable of considerable expansion.

In 1967 the State Government brought down Statement of Planning Policy No. 1 (Western Port) which lays down guidelines for the regional

planning necessary for the expected port and industrial development in the Western Port area on both the mainland and French Island. At the same time the value of the Mornington Peninsula for conservation, recreation, and scientific interests, was recognised in Statement of Planning Policy No. 2 (Mornington Peninsula) which lays down guidelines for the regional planning necessary to conserve and preserve the natural resources of the area. Both statements of planning policy oblige the Authority to protect the Region from all types of pollution.

In order to implement these policies, and to plan development in a logical, orderly manner, prior to the approval of the Regional Planning Scheme, the Regional Authority made an interim development order over the whole Region, which was gazetted on 7 October 1970. This order divides the Region into areas of urban, non-urban, and special significance.