

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". Most Victorian municipalities are subdivided. The maximum number of subdivisions permitted in any municipality, except the City of Melbourne, is eight. Melbourne has eleven wards.
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 1972 to 30 June 1973 changes in the status, etc., of municipalities were proclaimed as follows :

13 February 1973. The City of Berwick was constituted by severance from the Shire of Berwick ; effective from 1 October 1973.

14 March 1973. The Shire of Wodonga was proclaimed the Rural City of Wodonga ; effective from 30 March 1973.

12 June 1973. The Borough of Kyabram was proclaimed the Town of Kyabram ; effective from 4 July 1973.

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 Australian *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 Australia's system of weights and measures is to be converted 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.

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 1973 Victoria was divided, for local government purposes, into 210 municipal districts and the Yallourn Works Area, which 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	63
Towns	5
Boroughs	8
Shires	134
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	210
	<hr/>

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 Australian citizen 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 75 municipalities.

Officers

Each council must appoint a municipal clerk (who 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 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 252-7). 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 251-2). 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. From 1 December 1972 these regulations have applied to all municipalities in Victoria.

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, 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 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 made responsible for 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 adviser 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 two divisions, each comprising a chairman, who is required to be a barrister and solicitor, and two other members, one being an experienced town planner and the other having knowledge of public administration, commerce, or industry.

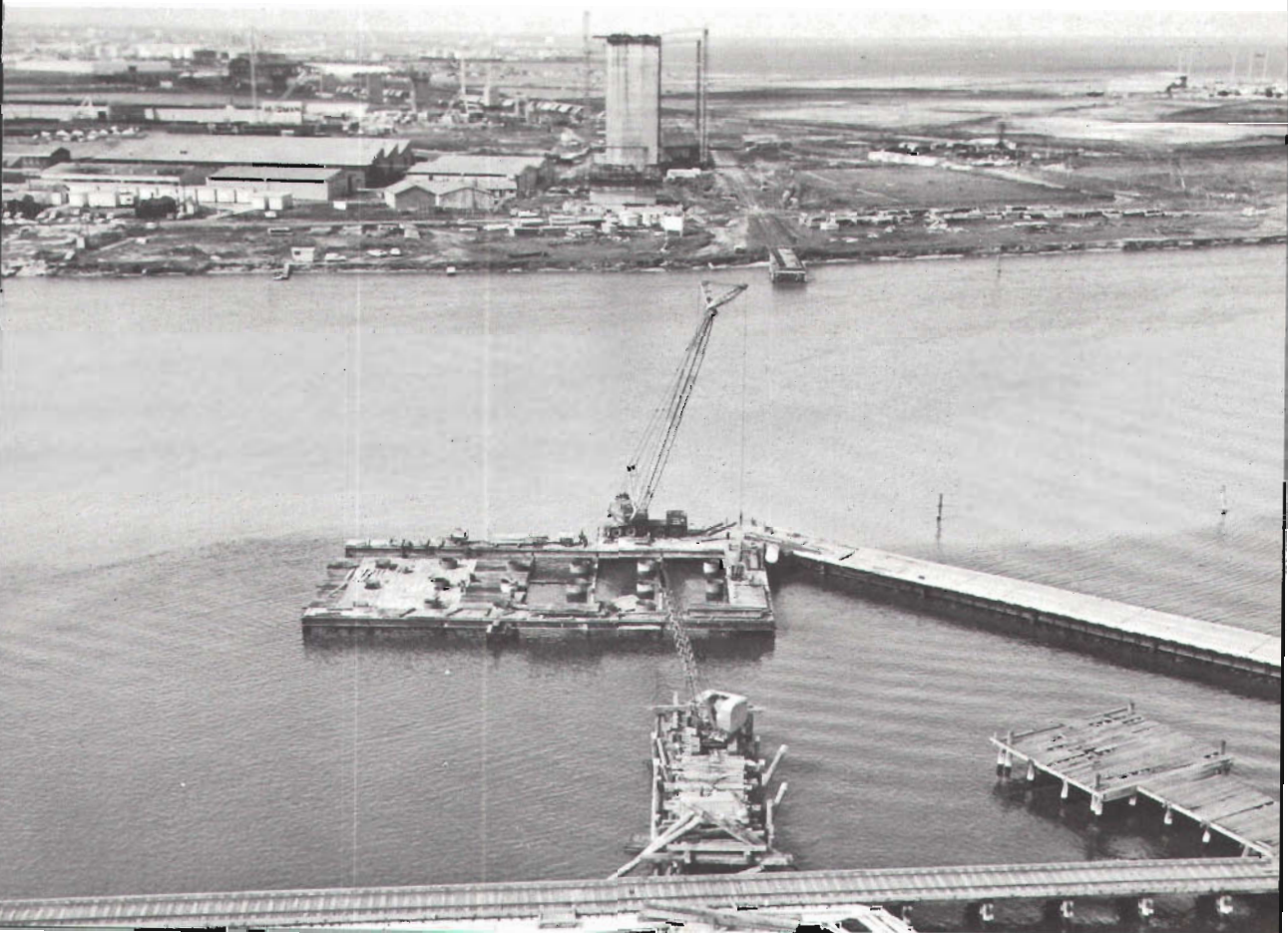
The Tribunal hears and determines appeals by applicants for a permit under interim development orders and planning schemes against the refusal or failure of the responsible authority to grant a permit or against any unacceptable condition in a permit; also appeals by objectors



The West Gate Bridge in March 1970 showing piers under construction, a pre-casting factory, pre-cast units alongside bridge, and an erection truss.

Pier 12 is sited in the Yarra River. Eighteen 5 ft diameter cylinder foundations were constructed with depths up to 190 ft.

Lower Yarra Crossing Authority

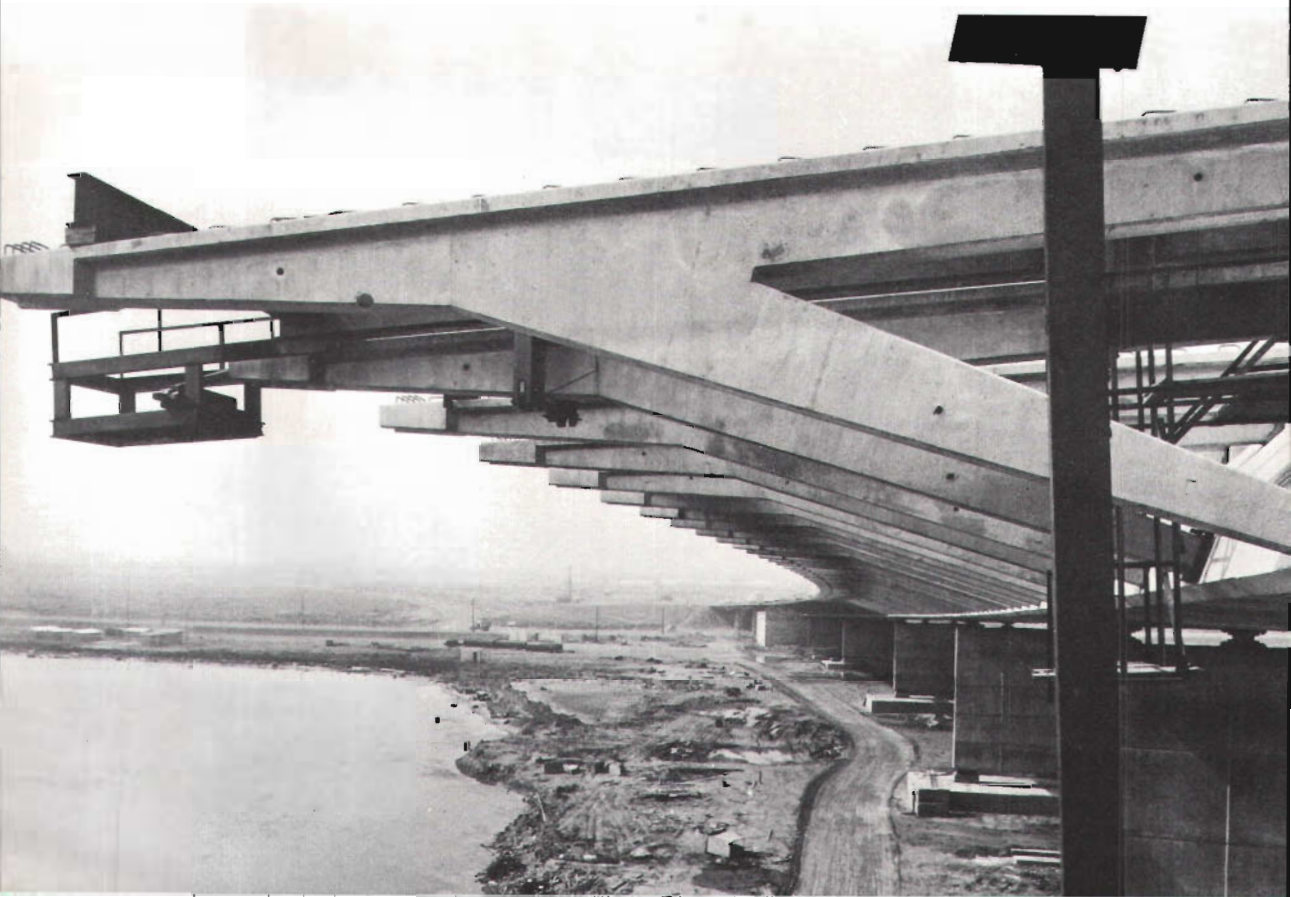




The special erection truss used in the assembly of pre-cast spine beam units on piers in the approach viaducts. The units are stressed together using high tension steel cables.

Pre-cast cantilever units are being installed on the spine beam units in the approach viaducts.

Lower Yarra Crossing Authority

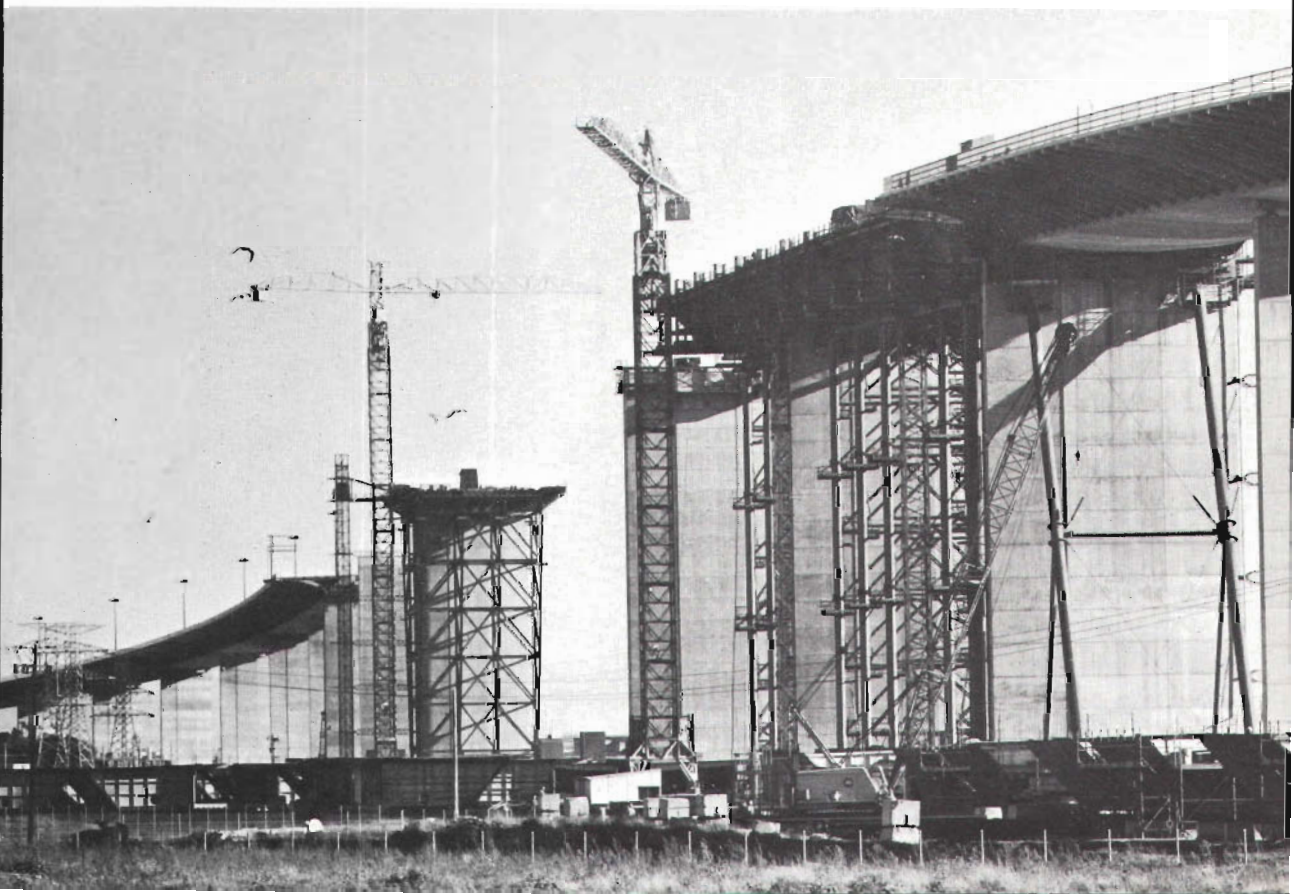


On 15 October 1970, a steel span between piers 10 and 11 on the west side collapsed, bringing down column 11. Thirty-five lives were lost in the accident.



By August 1973 column 11 had been rebuilt, and staging was also placed under the steelwork on the east side.

Lower Yarra Crossing Authority





Replacement of top deck panels and strengthening of erected steelwork on the east side. The substantially complete East Approach Viaduct and the Toll Plaza are shown in the background.

Lower Yarra Crossing Authority

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 1972 : 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 1971 municipal year the combined turnover of these undertakings was approximately \$64m.

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, 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 basis 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.

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 preceding the valuation.

Of the 210 municipalities in Victoria at 30 September 1971, 151 were rating on net annual value, 58 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 Account, part of the general fund of the municipality known as the Municipal Fund.

Where a municipality is subdivided into wards or ridings, the council may levy differing rates on the various subdivisions in accordance with services provided. Such differential general rates, however, apply equally to all rateable property within the subdivisions concerned.

The general rate must be made at least once in each municipal year, and in any one year shall not exceed 20c in the \$1 or be less than 3c in the \$1 of the net annual value of the rateable property. For certain special purposes, however, a municipality may raise its general rate above the limitation imposed by the Local Government Act.

Before making a general rate, a municipality must prepare an estimate of the amount required to defray the expenditure of the council for the period to be covered by the rate, and then to strike a rate that will be sufficient to raise the money so required. In a subdivided municipality, an extra rate may be made by the Council, in any subdivision or any part of it, on the request of not less than two thirds of the councillors of the subdivision in which it is to be raised. In certain circumstances, an extra rate may also be made and levied in a municipality which is not subdivided.

Except for the special purposes mentioned above, the aggregate amount of general and extra rates levied in any subdivision is not to exceed 20c in the \$1 of the net annual value of the rateable property. An extra rate may be made for a period 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 services, 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 1930s 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 to the Fund by the Treasury is 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 1972 subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to \$576,970, while, for the same period, the amount contributed to the Country Fire Authority was \$1,497,930.

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, municipalities also receive grants from the Country Roads Board from funds provided by the Australian Government under the provisions of the Commonwealth Aid Roads Acts. (See page 250.)

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.

Pay-roll tax

The relinquishing of pay-roll taxation powers by the Australian Government to the States enabled the passing of an Act in October 1971 by the Victorian Parliament, one consequence of which was the exemption of municipalities from the payment of pay-roll tax, except on the operations of their business undertakings.

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, electricity, water supply, 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. private street construction ;
2. works carried out under the Country Roads and Commonwealth Aid Roads Acts ; or
3. 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.

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 1967-68 to 1971-72 are given in the following table :

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

Particulars	Year ending February—				
	1968	1969	1970	1971	1972
Income—					
Premium income	2,807	2,998	3,362	3,627	5,401
Interest, dividends, and rents	955	1,106	1,254	1,430	1,751
Total income	3,761	4,104	4,615	5,057	7,152
Expenditure—					
Contributions, refunds, and death and withdrawal benefits	1,318	1,423	1,814	1,793	2,140
Contributions to management	210	246	276	302	422
Total expenditure	1,528	1,669	2,091	2,096	2,562
Operating surplus for year	2,234	2,434	2,525	2,961	4,590
Accumulated funds at end of year	16,883	19,317	21,842	24,803	29,393

The accumulated funds at 29 February 1972 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 1971-72) of \$59.9m, rate income of \$9.7m, other revenue of \$28.0m, and a work force of approximately 3,000 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 1972 ranked only ninth 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 annually spends over \$1.8m.

The Council 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 or 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 namely 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 for 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 associated with 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 :

MELBOURNE CITY COUNCIL—ADMINISTRATIVE ORGANISATION

Committee	Department
Public Works and Traffic	City Engineer's
Health and Social Services	Health
Finance	City Treasurer's
	City Valuer's
Electric Supply	Electric Supply
General Purposes	Town Clerk's
	City Architect's
Abattoirs and Markets	Abattoirs (a) and Markets (cattle, fruit, vegetables, and fish)
Parks, Gardens, and Recreations	Parks, Gardens, and Recreations
Building and Town Planning	Building Surveyor's

(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 \$67.7m. This commitment has extended the resources of the Council. New loan money has been about \$3m 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 1972 the Council's loan indebtedness amounted to \$58.7m offset by a sinking fund of \$10.2m.

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 identification of financial resources. 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 1972-73 covered an expenditure of \$6m 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 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. Buildings on this block have been purchased and demolished and a plaza established. In addition, adjoining properties have been purchased to ensure that their subsequent redevelopment harmonises with the civic square. Total cost to date is \$11m.

The problems of traffic have also involved the Council in heavy expenditure. Since 1954 a sum of \$16.5m 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 1972 of \$376,000 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, the Council's contribution to 1972 being \$300,000.

Off-street car parking has also been a major item of investment, with a total expenditure to 1972 of approximately \$4.2m on the purchase of suitable sites. The 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 \$125,000 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 \$2.25m. Altogether some \$7m has been expended on town planning.

For health, social services, and recreational needs, approximately \$4.25m has been spent. This covers establishment of baby health centres, crèches, kindergartens, playgrounds, elderly citizens clubs, libraries, community recreation centres, and playing arenas for almost all types of organised sport.

Improvements and developments in the supply and reticulation of electrical power have cost about \$26.6m since 1954.

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 1970-71 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 page 129 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 1971, in municipalities throughout the State, there were 2,337 councillors, namely, 33 in the City of Melbourne, 654 in 54 other municipalities in the Melbourne Statistical Division, and 1,650 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 ended 30 September 1967 to 1971 :

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

Year ended 30 September—	Number of rateable properties	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
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
1970	1,442	829,184	15,486,346	305,335	304,094	229,100
1971	1,468	889,595	16,497,122	329,245	326,158	240,968

Municipal revenue and expenditure

The following table shows for each of the years ended 30 September 1967 to 1971 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
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
1970	155,307	156,546	60,506	59,706
1971	171,930	171,631	63,635	63,594

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.

After exclusion of \$6,699,000 transferred from other funds, the net General Account income during 1970–71 was \$165,231,000. Of this total 67.7 per cent was derived from taxation (67.2 per cent from rates and penalties and 0.5 per cent from licences) ; 23.7 per cent from public works and services ; 0.4 per cent from transfers from business undertakings ; 4.9 per cent from government grants ; and 3.3 per cent from other sources. The total amount collected from taxation (\$111,754,000) was equivalent to \$32.14 per head of population.

Details of the principal items of revenue received during the year ended 30 September 1971 are given below :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: ORDINARY SERVICES:
REVENUE, YEAR ENDED 30 SEPTEMBER 1971
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Taxation—				
Rates (net)	8,248	67,936	34,239	110,424
Penalties	15	419	142	577
Licences—				
Dog	6	357	154	517
Other	21	154	62	237
Total taxation	8,291	68,866	34,597	111,754

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES :
REVENUE, YEAR ENDED 30 SEPTEMBER 1971—*continued*
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Public works and services—				
Roads, streets, bridges, drains	302	2,567	2,044	4,913
Health and welfare—				
Sanitary and garbage	175	3,300	1,422	4,898
Other	173	1,085	573	1,831
Council properties, sundry income—				
Parks, gardens, baths, and other recreational facilities	226	1,739	1,390	3,356
Markets	2,138	413	644	3,195
Halls	57	549	348	954
Libraries, museums, art galleries	3	147	172	322
Plant operating (surplus)	34	1,488	3,506	5,027
Rents, n.e.i.	770	494	321	1,584
Other	47	636	1,001	1,684
Council properties, sale of capital assets—				
Plant, furniture, etc.	..	268	264	532
Land and buildings, etc.	..	2,847	209	3,056
Other works and services—				
Car parking fees and fines	1,896	1,356	722	3,975
Building and scaffolding fees	113	1,029	201	1,343
Supervision of private streets	..	912	122	1,034
Other	41	1,148	319	1,509
Total public works and services	5,975	19,979	13,259	39,214
Government grants—				
Roads, etc.	..	183	633	816
Parks, gardens, etc.	..	140	1,159	1,299
Infant welfare	31	582	257	869
Pre-school	74	396	317	787
Home help	27	550	176	754
Libraries, etc.	31	879	797	1,706
Other	31	704	1,159	1,894
Total government grants	194	3,433	4,498	8,125
Transfers from business undertakings	90	521	71	682
Transfers from other council funds	1,123	3,346	2,230	6,699
Oncost (C.R.B., private streets, etc.)	20	1,199	1,548	2,767
Interest on investments	196	914	285	1,394
Other revenue	109	724	461	1,295
Total revenue	15,998	98,983	56,949	171,930

(a) See list on page 129.

Excluding \$9,032,000 transferred to other funds, the net General Account expenditure during 1970-71 was \$162,599,179. Of this total 26.0 per cent was for roads, streets, etc.; 11.8 per cent for health and welfare; 15.5 per cent for maintenance and operating expenses of parks, gardens, and other council properties; 7.2 per cent for capital expenditure on council properties; 5.1 per cent for other public works and services; 13.0 per cent for debt charges; 2.5 per cent for grants and contributions; 18.5 per cent for administration; and 0.4 per cent for miscellaneous items.

Details of the principal items of expenditure from the General Account during the year ended 30 September 1971 follow :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES :
EXPENDITURE, YEAR ENDED 30 SEPTEMBER 1971
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipalities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Public works and services—				
Roads, streets, bridges, drains—				
Construction and maintenance	1,198	13,392	11,947	26,537
C.R.B. (main roads maintenance)	3	779	1,080	1,861
C.R.B. (other works)	1	844	2,895	3,740
Cleaning and watering	648	3,174	739	4,561
Other	389	1,658	412	2,460
Street lighting	(b)	2,486	662	3,148
Health and welfare—				
Sanitary and garbage services	428	7,024	1,922	9,374
Infant welfare (maintenance)	115	1,627	811	2,554
Pre-school (maintenance)	265	601	356	1,223
Home help	76	1,546	393	2,015
Elderly citizens	28	540	231	800
Other	338	2,022	791	3,151
Council properties (maintenance and operating expenses)—				
Parks, gardens, baths, and other recreational facilities	1,434	7,084	3,842	12,360
Markets	1,056	209	424	1,689
Halls	299	1,579	782	2,660
Libraries, museums, art galleries	164	3,339	1,294	4,797
Workshops and depots	133	736	249	1,118
Other	273	1,056	1,330	2,659
Council properties (capital expenditure)—				
Plant, furniture, etc., purchase	60	2,294	2,135	4,489
Land and buildings purchase	37	2,015	168	2,221
Buildings (capital works)	45	1,902	1,574	3,520
Other capital works	..	771	682	1,452
Other works and services—				
Car parking	914	982	321	2,217
Building and scaffolding inspection	191	1,149	234	1,574
Supervision of private streets	..	797	44	841
Dog Act expenses	9	224	122	355
Other	64	2,451	828	3,343
Total public works and services	8,169	62,281	36,269	106,719
Debt charges (excluding business undertakings)—				
Interest—				
Loans	2,188	4,945	2,663	9,795
Overdraft	7	180	316	503
Redemption	387	5,385	3,669	9,441
Sinking fund	458	439	125	1,023
Other	153	169	13	335
Total debt charges	3,193	11,118	6,786	21,097
Grants—				
Fire brigades	349	2,723	10	3,083
Hospitals and other charities	40	188	127	355
Other	195	347	118	660
Total grants	584	3,258	255	4,098

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES :
EXPENDITURE, YEAR ENDED 30 SEPTEMBER 1971—*continued*
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
General administration	2,361	16,823	10,916	30,100
Transfers to other council funds	1,044	5,314	2,674	9,032
Miscellaneous	(c)	349	236	585
Total expenditure	15,351	99,143	57,136	171,631

(a) See list on page 129.

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

(c) Under \$500.

Municipal administrative costs

Particulars of the principal items of expenditure during each of the years ended 30 September 1967 to 1971, in respect of general municipal administration, are given in the following table :

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

Particulars	Year ended 30 September—				
	1967	1968	1969	1970	1971
Salaries (a)	12,747	13,319	15,074	16,604	19,366
Mayoral and presidential allowances	317	341	349	366	399
Audit expenses	129	153	159	174	226
Election expenses	112	127	123	140	140
Legal expenses	356	426	279	363	419
Printing, advertising, postage, tele- phone, etc.	1,837	2,070	2,160	2,405	2,731
Insurances, n.e.i.	1,836	1,943	1,923	1,814	2,112
Pay-roll tax, n.e.i.	1,108	1,186	1,225	1,301	1,399
Superannuation, n.e.i.	1,391	1,444	1,608	1,722	2,096
Long service leave, n.e.i.	(b)	(b)	729	725	750
Other	632	815	281	450	461
Total	20,465	21,826	23,909	26,063	30,100

(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 1970–71 eleven 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 can be found on page 252.

The tables which follow show, for the year ended 30 September 1971, revenue and expenditure of the various types of local authority business undertakings :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS
UNDERTAKINGS, YEAR ENDED 30 SEPTEMBER 1971
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
REVENUE				
Water supply—				
Rates, sale of water, etc.	..	110	795	905
Electricity—				
Charges for services and sales of products, etc.	19,778	41,159	..	60,937
Abattoirs—				
Charges for services and sales of products, etc.	..	334	573	906
Other (b)—				
Charges for services and sales of products, etc.	..	174	713	887
Total revenue	19,778	41,776	2,080	63,635
EXPENDITURE				
Water supply—				
Working expenses	..	109	571	680
Depreciation	..	4	64	68
Debt charges	..	6	152	158
Other expenditure	..	..	2	2
Total water supply	..	119	788	907
Electricity—				
Working expenses	18,493	38,255	..	56,748
Depreciation	835	806	..	1,640
Debt charges	540	1,388	..	1,927
Other expenditure	90	601	..	691
Total electricity	19,957	41,050	..	61,007
Abattoirs—				
Working expenses	..	197	470	667
Depreciation	..	24	11	35
Debt charges	..	18	43	62
Other expenditure	..	48	18	66
Total abattoirs	..	288	542	830
Other (b)—				
Working expenses	..	151	545	696
Depreciation	..	5	53	58
Debt charges	..	..	25	25
Other expenditure	..	16	55	71
Total other	..	172	678	850
Total expenditure	19,957	41,629	2,008	63,594

(a) See list on page 129.

(b) Consists of quarries, iceworks, and reinforced concrete pipe and culvert works.

Municipal loan finance*Municipal loan account receipts and expenditure*

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

The first table shows total loan account receipts and expenditure for each of the years ended 30 September 1967 to 1971, the second table details the loan raisings for ordinary services and business undertakings during the year ended 30 September 1971, and the third table details the principal items of expenditure from loan funds during the year.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: LOAN ACCOUNT RECEIPTS AND EXPENDITURE

(Excluding redemption, private street, and separate rate 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						
1967	23,136	3,032	2,318	28,486	19,855	4,013	192	24,060
1968 (a)	20,405	2,691	1,792	24,887	21,158	3,940	217	25,315
1969 (a)	22,622	1,394	2,102	26,118	24,641	3,332	83	28,057
1970 (a)	22,764	1,298	2,372	26,434	21,005	3,264	146	24,416
1971 (a)	23,175	1,578	2,603	27,357	21,089	3,319	154	24,562

(a) Excludes separate rate loans.

At 30 September 1971 there were unexpended balances in loan accounts amounting to \$21.5m.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: LOAN ACCOUNT RECEIPTS, YEAR ENDED 30 SEPTEMBER 1971

(Excluding redemption, 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	3,053	13,567	6,555	23,175
Business undertakings—				
Water supply	..	..	488	488
Electricity	..	1,070	..	1,070
Quarry	..	..	20	20
Other receipts (government grants, recoups, etc.)	1,965	350	289	2,603
Total receipts	5,018	14,987	7,352	27,357

(a) See list on page 129.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: LOAN ACCOUNT
EXPENDITURE, YEAR ENDED 30 SEPTEMBER 1971
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipal- ities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Ordinary services—				
Roads, streets, bridges, and drains	325	4,969	1,997	7,291
Health and welfare	33	610	142	785
Property construction—				
Parks, gardens, baths, and other recreational facilities	96	2,669	693	3,458
Halls	512	904	1,160	2,576
Markets	167	17	87	272
Libraries, etc.	12	354	276	642
Other	12	427	246	685
Plant, furniture, etc., purchase	53	298	1,061	1,411
Land and buildings purchase	429	1,700	570	2,698
Off-street parking	139	156	431	726
Other	..	44	501	544
Total ordinary services	1,779	12,147	7,163	21,089
Business undertakings—				
Water supply	..	(b)	468	468
Electricity	1,880	947	..	2,827
Abattoirs	..	..	4	4
Quarry	..	..	20	20
Total business undertakings	1,880	947	492	3,319
Other (non-works)	..	149	4	154
Total expenditure	3,659	13,244	7,660	24,562

(a) See list on page 129.

(b) Under \$500.

Municipal loan liability

The loan liability of the municipalities in Victoria at the end of each of the five years ended 30 September 1967 to 1971 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—	Gross loan liability due to—			Accumu- lated sinking funds	Net loan liability	
	Government	Public	Total		Amount	Per head of population
	\$'000	\$'000	\$'000	\$'000	\$'000	\$
1967	2,836	183,442	186,278	11,836	174,442	53.10
1968	2,989	200,295	203,284	13,720	189,565	56.81
1969	3,117	213,581	216,698	13,604	203,093	59.75
1970	3,120	225,980	229,100	15,017	214,083	61.92
1971	3,459	237,509	240,968	16,286	224,682	63.82

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 1971, 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.,
YEAR ENDED 30 SEPTEMBER 1971
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division (a)	Municipalities outside Melbourne Statistical Division	Total
Receipts—			
Loans	2,075	166	2,241
Bank overdraft (increase)	1,221	160	1,381
Owners' contributions	15,721	1,977	17,698
Other	513	20	534
Total	19,530	2,324	21,854
Expenditure—			
Works	11,416	1,426	12,841
Bank overdraft (decrease)	1,582	397	1,979
Debt charges—			
Interest—			
Loans	1,461	114	1,575
Overdraft	246	44	290
Redemption	2,949	308	3,257
Sinking fund	345	7	352
Other	239	10	250
Other	1,024	195	1,219
Total	19,263	2,500	21,763
Cash in hand or in bank at 30 September 1971	5,300	295	5,596
Bank overdraft at 30 September 1971	9,743	1,317	11,060
Loan liability at 30 September 1971	22,839	1,889	24,728

(a) See list on page 129.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years ended 30 September 1967 to 1971 are shown in the following table :

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

Particulars	Year ended 30 September—				
	1967	1968	1969	1970	1971
Receipts—					
Loans	5,562	5,633	3,794	2,357	2,241
Bank overdraft (increase)	624	..	..	426	..
Owners' contributions	17,237	18,452	18,746	18,584	17,698
Other	664	827	672	569	534
Total	24,087	24,913	23,212	21,936	20,473
Expenditure—					
Works	17,370	15,189	17,454	14,600	12,841
Bank overdraft (decrease)	..	758	615	..	598
Debt charges—					
Interest—					
Loans	1,182	1,339	1,589	1,603	1,575
Overdraft	618	662	460	382	290
Redemption	2,426	2,805	3,036	3,251	3,257
Sinking fund	176	249	411	434	352
Other	4	8	17	196	250
Other	1,383	1,549	2,008	1,644	1,219
Total	23,159	22,559	25,589	22,111	20,381
Loan liability at 30 September	23,762	26,597	27,305	26,356	24,728

Country Roads Board Account

Works carried out by municipalities on main roads and unclassified roads 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 the 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, tourist 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 1971 :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES : COUNTRY ROADS
BOARD ACCOUNT, YEAR ENDED 30 SEPTEMBER 1971
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Receipts—				
Refunds from Country Roads Board	263	10,797	17,458	28,518
Direct payment by Country Roads Board	..	2,474	5,440	7,914
Council's proportion of works on unclassified roads	72	1,903	2,766	4,742
Bank overdraft (increase)	21	813	646	1,481
Other	..	200	99	298
Total	357	16,186	26,410	42,953
Expenditure—				
Main roads	4	8,613	11,003	19,620
Unclassified roads	327	6,517	14,336	21,180
Other roads (State highways, etc.)	25	525	592	1,142
Bank overdraft (decrease)	..	384	414	798
Other	1	148	65	214
Total	357	16,186	26,410	42,953
Bank overdraft at 30 September 1971	170	1,843	2,259	4,272

(a) See list on page 129.

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 ended 30 September 1967 to 1971 are shown in the following table :

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

Particulars	Year ended 30 September—				
	1967	1968	1969	1970	1971
Receipts—					
Refunds from Country Roads Board	22,526	23,105	23,858	25,475	28,518
Direct payment by Country Roads Board	5,652	6,556	6,029	6,395	7,914
Council's proportion of works on unclassified roads	3,589	3,928	3,796	4,448	4,742
Bank overdraft (increase)	648	..	686	589	683
Other	22	71	44	332	298
Total	32,436	33,659	34,413	37,239	42,155
Expenditure—					
Main roads	15,382	16,098	16,761	17,110	19,620
Unclassified roads	16,225	16,837	16,894	19,084	21,180
Other roads (State highways, etc.)	702	629	636	916	1,142
Bank overdraft (decrease)	..	38	..	..	..
Other	127	56	121	128	214
Total	32,436	33,659	34,413	37,239	42,155
Bank overdraft at 30 September	2,382	2,344	2,998	3,583	4,272

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 1972. 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 1972 (miles)

Type of road or street	State highways, freeways (a)	Main roads	Tourist roads, forest roads	Other roads and streets	Total
Bituminous seal	4,347	8,346	610	19,721	33,024
Cement, concrete, etc.	..	..	..	213	213
Water-bound macadam, gravel, sand, and hard loam pavements	159	707	519	27,542	28,927
Formed, but not otherwise paved	..	23	..	19,580	19,603
Not formed but open for general traffic	..	..	..	17,310	17,310
Total	4,506	9,076	1,129	84,366	99,077

(a) Includes 78 miles of freeways consisting of 70 miles of extra-metropolitan freeways (by-pass roads) and 8 miles of metropolitan freeways.

SEMI-GOVERNMENTAL AUTHORITIES *

Country Roads Board

The Country Roads Board, constituted under the *Country Roads Act* 1912, commenced operations in 1913.

There are now about 101,000 miles of public roads in Victoria, of which some 14,700 miles comprise the principal system of Country Roads Board declared or proclaimed 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. It also may recommend that any road be proclaimed a tourist road or a forest road. The Board's system of declared or proclaimed roads at 30 June 1972 comprised 4,428 miles of State highways, 70 miles of freeways, 484 miles of tourist roads, 9,076 miles of main roads, and 646 miles of forest roads.

Highways

State highways, the principal road arteries forming interstate connections and links between large centres of population in the State, also form part of the national route system of interstate highways. With the passing of the *Highways and Vehicles Act* 1924, municipal councils were relieved of the responsibility of providing for long distance traffic on routes through their municipalities, the full cost of constructing and maintaining State highways for use by "through" traffic being charged to the Board's funds. The characteristics and functions of a State highway vary according to the types of traffic using it between the centres it serves. For example, it may commence as a busy urban artery of dual carriageways used by commuters and commercial traffic, then become a single carriageway carrying weekend tourist traffic through the countryside, and finally become a rural highway providing access to towns which serve pastoral districts.

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

Freeways

Freeways are roads with dual carriageways with no direct access from adjoining properties or side roads ; all crossings are by means of overpass or underpass structures, and all traffic enters or leaves by carefully designed junctions. The Board was first empowered to construct by-pass roads (freeways) in 1956, and it meets the full cost of all such works. The construction of strategically located freeways is a vital requirement in the achievement of an efficient, safe road system. For each lane, freeways have three times the capacity of ordinary arterial roads, and enable large volumes of traffic to travel faster with increased safety and economy.

Tourist roads

Tourist roads are roads which are so proclaimed and mainly carry traffic to places of tourist interest both in winter and summer. Under the provisions of the *Country Roads (Tourists' Roads) Act 1936* (since incorporated in the *Country Roads Act*) the Governor in Council may, on the recommendation of the Board, proclaim any road of sufficient interest to be a tourist road. The Board meets the full cost of works required for through traffic, and in general carries out these works.

Forest roads

Forest roads are roads so proclaimed and are in or adjacent to any State forest, or in areas which are considered by the Board to be timbered, mountainous, or undeveloped. Under the provisions of the *Country Roads (Forest Roads and Stock Routes) Act 1943* (since incorporated in the *Country Roads Act*) the Governor in Council may proclaim a road to be a forest road. The Board bears the full cost of works required ; about half the work is undertaken by municipal councils on behalf of the Board.

Main roads

Main roads are roads linking centres of population with other centres or with areas of settlement. The *Country Roads Act 1912* required the cost of maintaining main roads to be shared equally by the Board and the municipalities ; municipalities were also to repay half the expenditure incurred on permanent works. In 1924 the *Highways and Vehicles Act* reduced the statutory contribution from municipalities on maintenance to a maximum of one third. The *Country Roads Act* also provides that the amount apportioned to a municipality in respect of expenditure charged to the *Country Roads Board Fund* may be reduced where the cost of maintenance is excessive, due to motor traffic not of local origin or to timber traffic. The revenue, valuation, and rating of the municipality, and its financial obligations for loan expenditure on permanent works are taken into account in deciding the level of contribution by the municipality. Board contributions to main road expenditure have increased in recent years to about nine tenths of the expenditure incurred. Generally, main roads are constructed and maintained by municipalities on behalf of the Board, but in some cases the Board itself undertakes this work.

Unclassified roads

Roads which are not included in the Board's declared or proclaimed road system are referred to as unclassified roads. These roads are the responsibility of the local councils, but each year the Board provides financial assistance towards the cost of construction and maintenance works on unclassified roads, generally in accordance with priorities allotted by municipal councils. Municipal contributions are determined at the time the allocation is made, and are based on factors including the nature, extent, and location of the particular work, and the financial position of the municipality concerned. Generally, municipal contributions average less than one fifth of the total expenditure.

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

The Board's two main sources of finance are State and Australian Government 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, less cost of collection, 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 of drivers licence fees, less cost of collection.
5. Seven eighths of 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—less cost of collection.
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. Loans from the Works and Services Account.
13. Special Government grants.

Moneys provided by the Australian Government to Victoria under the provisions of the Commonwealth Aid Roads Act are paid to the Board. In 1971-72 total receipts from this source amounted to \$45.3m.

Total funds available to the Board in 1971-72, including unexpended balance of \$78,000 brought forward from 1970-71, amounted to \$99.8m.

Receipts and expenditure

Receipts and expenditure covering the operations of the Board for each of the years 1967-68 to 1971-72 are as follows:

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

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72
RECEIPTS					
Fees—Motor Car Act (less cost of collection)	26,805	28,888	30,868	32,895	34,296
Municipalities contributions—Permanent works and maintenance—Main roads	1,845	1,931	1,904	2,018	2,190
Commonwealth Aid Roads Acts	30,895	32,723	38,160	41,425	45,300
Roads (Special Projects) Fund	2,652	3,055	3,533	7,761	6,721
Proceeds from Commercial Goods Vehicles Act	7,248	7,842	8,555	8,903	9,136
Loans from State Government	987	3,389	900	388	400
Grants from State Government	700	784	849	783	983
Other receipts	380	520	498	543	713
Total	71,513	79,132	85,267	94,715	99,739
EXPENDITURE					
Construction and maintenance of roads and bridges	61,078	64,776	73,678	79,559	80,938
Traffic line marking and traffic lights	240	270	319	413	515
Plant purchases	1,234	1,583	1,818	1,956	2,060
Buildings, workshops, etc.	746	611	618	599	331
Interest and sinking fund payments	2,190	2,306	2,443	2,504	2,584
Payment to Tourist Fund	517	536	578	617	658
Payment to Transport Regulation Board	404	435	471	513	534
Payment to Traffic Authority Fund	30	271	289	309	329
Payment to Melbourne and Metropolitan Tramways Board					200
General expenditure	6,004	6,664	6,901	9,367	11,535
Total	72,443	77,452	87,115	95,838	99,685

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 1967-68 to 1971-72:

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

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72
State highways—					
Construction	13,654	12,714	15,946	14,081	15,581
Maintenance	5,349	5,635	6,132	6,384	6,531
Freeways—					
Construction	7,840	11,570	13,288	18,515	17,875
Maintenance	129	113	151	354	471
Main roads—					
Construction	12,303	12,198	12,585	13,720	14,217
Maintenance	4,466	4,742	5,198	5,653	6,155
Unclassified roads—					
Construction	11,550	12,001	13,843	14,425	13,737
Maintenance	2,189	2,247	2,512	2,792	3,110
Tourists roads—					
Construction	2,430	2,229	2,509	1,991	1,566
Maintenance	427	564	603	674	717
Forest roads—					
Construction	424	423	507	556	380
Maintenance	234	255	291	347	478
River Murray bridges and punts—					
Maintenance	82	86	112	69	120
Total construction	48,202	51,134	58,678	63,287	63,356
Total maintenance	12,876	13,642	14,999	16,272	17,582
Total expenditure	61,078	64,776	73,678	79,559	80,938

Water supply authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 30 June 1972 are listed on page 252.

Information about the activities of the State Rivers and Water Supply Commission can be found on pages 263-4 and 292-9. The finances of the Commission are included in tables in Part 9 of this *Year Book*.

VICTORIA—WATER SUPPLY AUTHORITIES AT 30 JUNE 1972

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 (185)	
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 Water and Sewerage Board	Latrobe Valley Act
Mildura Urban Water Trust	Mildura Water Trust Act
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-three 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, 857 sq miles ; sewerage, 724 sq miles ; drainage and river improvements, 513 sq miles. Its town planning commitment extends over 1,947 sq miles.

At 30 June 1972 Melbourne's water supply system consisted of six storage reservoirs (Yan Yean, Maroondah, O'Shannassy, Silvan, Upper Yarra, and Greenvale), with an available storage capacity of 74,753 million gallons, fifty-seven service reservoirs and elevated tanks with a total capacity of 409 million gallons, and 7,464 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, then 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 diverts some 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, has a capacity of 60,000 million gallons, almost doubling Melbourne's existing storages. Cardinia was completed and ready to store water in 1973 ; it is well suited to meet the demands of the rapidly developing southern and south-eastern suburbs. The reservoir is supplied with water by the 84 inch/68 inch diameter 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 not only conserves winter flows from unregulated creeks and streams, e.g., McMahons, Starvation, Cement, and Armstrong Creeks, for use during summer, but also provides substantial reserves for use during extremely dry or drought periods.

Greenvale Reservoir is 13 miles north of Melbourne on a branch of the Moonee Ponds Creek in the Shire of Bulla. With a capacity of 6,048 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 was 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 1967-68 to 1971-72, together with the total expenditure (less depreciation) to 30 June 1972:

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

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72	Total cost to 30 June 1972
Yan Yean System (including Greenvale)	432	2,618	5,362	2,440	1,293	14,252
Maroondah System	263	833	238	37	44	6,072
O'Shannassy, Upper Yarra, and Thomson System (including Silvan)	2,868	3,385	6,551	7,824	14,202	83,457
Service reservoirs	232	940	937	1,680	895	9,543
Large mains	1,438	1,332	3,010	5,401	7,027	68,456
Reticulation	3,977	4,146	4,127	4,666	4,412	63,934
Afforestation	10	4	20	5	8	702
Investigations, future works	40	37	68	148	209	722
Total outlay	9,260	13,294	20,313	22,201	28,089	247,138

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 1967-68 to 1971-72 was as follows:

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

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72
Yan Yean Reservoir	2,461	4,477	3,874	5,090	5,508
Maroondah Reservoir	9,788	15,961	13,444	17,265	18,229
O'Shannassy, Upper Yarra, and Silvan Reservoirs	38,628	42,856	49,732	50,804	49,158
Total output	50,877	63,293	67,050	73,159	72,896

Consumption of water

During the year ended 30 June 1972 the maximum consumption of water in Melbourne and suburbs on any one day was 427.3 million gallons

on 11 February 1972, and the minimum consumption was 124.9 million gallons on 8 November 1971.

The following table shows, for each of the years 1967-68 to 1971-72, 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	Total annual consumption of water	Consumption of water on any one day		Daily average of annual consumption of water	Daily consumption of water per head of population served	Properties for which sewers were provided at 30 June
			Maximum	Minimum			
	number	million gallons	million gallons	million gallons	million gallons	gallons	number
1967-68 (a)	642,039	50,876	198.7	88.5	139.01	64.06	509,185
1968-69	658,944	63,288	386.6	100.0	173.39	77.86	528,983
1969-70	676,111	67,063	396.8	112.4	183.73	80.41	543,870
1970-71	698,024	73,141	409.9	110.5	200.38	84.95	559,000
1971-72	724,071	72,912	427.3	124.9	199.21	81.41	575,221

(a) Due to extreme drought conditions, restrictions on the consumption of water were imposed.

Sewerage system

There are now one major and seven minor systems collecting, purifying, and disposing of wastewater from the metropolis. These are the farm system (major) and Braeside, Kew, Maribyrnong, Heatherton, Lower Plenty, Altona, and Chelsea systems (minor).

The farm system serves approximately 98 per cent of the sewered areas of the metropolis. Except for wastes from the greater part of the municipality of Sunshine, which are discharged directly into the main outfall sewer, and from Williamstown, which enter the main system at Spotswood, all wastes collected by the farm system flow by gravity through two main sewers—the North Yarra and the 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 northwards 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, Heatherton, Lower Plenty, Altona, and Chelsea 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 \$64m purification plant at Carrum Downs is under construction, as 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 1967-68 to 1971-72, and the total cost (less depreciation) to 30 June 1972 are shown in the following table:

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

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72	Total cost to 30 June 1972
Farm purchase and preparation	464	526	429	488	519	12,738
Treatment works	1,667	2,182	1,925	4,671	10,760	25,275
Outfall sewer and rising mains	164	61	1,213	5,911	15,012	26,084
Pumping stations, buildings, and plant	184	521	1,943	1,784	2,750	21,487
Main and branch sewers	12,584	10,853	15,020	12,633	11,853	130,663
Reticulation sewers	7,828	6,187	9,618	5,632	5,979	110,948
Cost of house connections chargeable to capital						794
Sanitary depots	Cr. 24	Cr. 18	5	Cr. 1	2	754
Investigations	137	244	356	220	220	1,699
Total outlay	23,004	20,557	30,507	31,338	47,095	330,443

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 \$300,000 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 1972 are as follows :

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS :
FARM AT WERRIBEE, 1971-72

Total area of farm	26,809 acres
Area used for wastewater disposal	17,722 acres
Average rainfall over 79 years	19.02 inches
Net cost of wastewater purification per head of population served	\$1.11
Profit on cattle and sheep	\$278,949

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 1971-72 working expenses were \$155,942 and interest \$34,961, making a total of \$190,903. Revenue was \$331,069, giving a surplus of \$140,166.

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.

The total cost of drainage and river improvement works (less depreciation) to 30 June 1972 was \$42m. The length of main drains under the control of the Board at 30 June 1972 was 265 miles.

Assessed value of property

The net annual value of property in 1971-72 for the purpose of the Board's rating was as follows :

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS :
 ASSESSED VALUE OF PROPERTY RATED, 1971-72
 (\$m)

Rate	Net annual value of property
Water rate	544.5
Metropolitan general rate (for sewerage services)	453.7
Metropolitan drainage and river improvement rate	486.8
Metropolitan improvement rate	567.3

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 \$500m to \$750m on 3 November 1971 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 1972 was \$569m. All moneys borrowed are charged and secured upon the Board's revenues.

Revenue, expenditure, etc.

The table on page 259 shows 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 1967-68 to 1971-72. The Board keeps a separate account of its financial activities as the Metropolitan Planning Authority. These activities are summarised in the table on page 263.

Metropolitan planning

In 1949 the Board of Works, the metropolitan authority for water supply, sewerage, and drainage, was given the task of preparing a metropolitan planning scheme for Melbourne. The scheme was placed on public exhibition in 1954, subsequently amended in part as a result of objections lodged to its proposals, and finally submitted for the approval of the Governor in Council in 1959. However, it did not receive final approval until May 1968. This scheme, which covered a statutory area of 688 square miles (roughly 15 miles radius from the G.P.O.), established land use controls by means of zones for various urban purposes, and provided reservations for public purposes such as parks, schools, and highways. The outer areas were included in a rural zone, parts of which were later rezoned to permit urban development as the need arose. A green belt or rural zone of a permanent nature was never intended as part of this original scheme. During the period

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

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72
REVENUE					
Water supply—					
Water rates and charges (including revenue from water supplied by measure)	14,957	16,007	20,266	22,785	26,934
Sewerage—					
Sewerage rates	15,167	18,541	20,626	24,925	30,648
Trade waste charges	1,170	2,013	2,705	2,864	3,126
Sanitary charges	253	367	550	571	609
Metropolitan farm—					
Grazing fees, rents, pastures, etc.	7	9	5	5	4
Balance, livestock account	416	573	371	256	279
Metropolitan drainage and rivers—					
Drainage and river improvement rate	3,600	4,450	4,540	5,937	6,139
River water charges	17	21	33	22	18
Total	35,588	41,981	49,096	57,365	67,757
EXPENDITURE					
Water supply—					
Management	2,096	2,438	2,831	3,603	3,529
Maintenance	3,409	3,793	3,969	4,798	5,899
Water supply works	1,421	200	910	860	1,400
Sewerage—					
Management	1,780	2,069	2,340	2,915	3,401
Maintenance	2,217	2,638	3,269	3,757	4,101
Sewerage works	..	1,200	1,700	1,700	2,600
Metropolitan farm—					
Management	110	132	161	212	256
Maintenance	882	951	1,077	1,308	1,296
Metropolitan drainage and rivers—					
Management	318	381	462	647	709
Maintenance	507	589	726	1,321	1,539
Drainage works	355	934	990	990	1,000
Pensions and allowances	267	436	504	418	544
Loan flotation expenses	333	589	471	474	369
Interest (including exchange)	19,258	21,184	23,668	26,701	30,699
Contributions to—					
Sinking fund	1,206	1,315	1,380	1,468	1,677
Loans redeemed reserve	1,479	1,924	2,063	2,384	2,840
Renewals fund	749	771	904	1,004	1,148
Depreciation	59	53	57	251	329
Superannuation account	336	441	1,210	1,641	2,733
Municipalities—					
For road maintenance	..	49	49	63	59
Valuations	101	97	130	129	133
Rates equalisation reserve	Cr. 1,278	Cr. 202	Cr. 299	718	1,493
Special reserve	..	..	500	..	..
Other	50	..	25	3	3
Total	35,655	41,981	49,096	57,365	67,757
Net deficit (—)	— 67	..	..	..	..
Capital outlay at 30 June—					
Water supply	163,363	177,613	198,817	220,191	247,138
Sewerage	200,945	221,502	252,009	283,348	330,443
Drainage and river improvement works	33,149	35,654	37,594	39,802	41,657

between 1955 and final approval in 1968, control of land use in accordance with the proposals was exercised through the operation of a series of interim development orders.

Rapid urban expansion occurred within the metropolitan area and adjoining areas in the late 1950s and early 1960s and it was predicted that the population of metropolitan Melbourne was likely to double by the end of the century. In recognition of these factors the Minister for Local Government in 1966 sought the views of the Board of Works as the metropolitan planning authority and the Town and Country Planning Board as the State planning authority on the nature and shape of Melbourne's future growth and the planning policies and administration considered necessary to guide this growth.

Both Boards submitted reports to the Government in 1967. The Town and Country Planning Board proposed a major recasting of the structure for planning organisations within the State, including the creation of a number of regional authorities in the Port Phillip area and the concentration of further urbanisation in the east and south-east in the form of corridors of "metrotowns". The Board of Works' report was based on an expectation of a further three million people in Melbourne in the ensuing 30 years and concluded that while part of this increase could be accommodated through redevelopment, the major part would have to be through new development on the periphery of the existing built-up area. The report examined a number of possible growth patterns, but recommended a pattern consisting of urban corridors based on the axes of the main transportation routes separated by permanent wedges of non-urban land. Encouragement for the re-direction of growth to the north and west of Melbourne, possibly in the form of satellite cities was also recommended. The need for an expanded metropolitan planning area and an improved administrative structure for planning in Victoria was emphasised.

In 1968 amendments were made to the Town and Country Planning Act to provide for a three tier structure for planning administration. The Town and Country Planning Board was given an expanded role in preparing statements of planning policy for government approval, establishing guidelines, and co-ordinating all planning activities. The State Planning Council was formed, comprising representatives from all major State authorities, to advise the Town and Country Planning Board and to co-ordinate the works of the State instrumentalities and semi-government authorities. Provision was made for establishing regional planning authorities throughout the State; the Board of Works was already operating for the metropolitan region. Municipal councils were to be given planning responsibilities at the local level by delegation from the regional authorities. In the same year the Government expanded the metropolitan planning area under the Board of Works from 688 to 1,947 square miles and established new regional authorities for the Western Port and Geelong regions. The Government indicated agreement in principle to the recommended urban corridor-green wedge proposal for Melbourne's future growth and also to the possible satellite city development in the northern and western parts of the Melbourne region if this were found practicable.

In the following three years the Board of Works undertook a detailed programme of research and investigation in the preparation of a major report

entitled *Planning Policies for the Melbourne Metropolitan Region*, which was released in December 1971. At the same time two amending planning schemes, amending the Metropolitan Planning Scheme and extending it over the expanded planning area, were placed on statutory exhibition for a period of seven months for the lodging of objections. The report described the investigation and planning process and recommended a long term planning policy for Melbourne. The amending schemes, prepared within the long term policy, covered a shorter time period. Together the amending schemes provided a margin for urban growth of about 20 years. By defining the corridors as the only areas where future urban growth would be permitted and the non-urban wedges within which this type of growth would be prohibited, the proposals were considered to provide the necessary guidance for future private development and public authority works and servicing.

The definition of areas suitable for inclusion in urban corridors or non-urban areas involved the detailed examination of many elements and a number of authorities participated with the Board of Works in this process. The investigations included, as factors which helped determine the availability of land for urban purposes, areas already committed for major public uses ; those worthy of conservation because of landscape or natural flora or fauna ; or those requiring control because of flooding or to preserve water quality or to minimise pollution. Also considered were the feasibility of the provision of utility services ; the preservation of mineral resources ; terrain characteristics affecting development, such as catchment boundaries, land slope, and soil types ; transportation systems ; drainage catchments and subcatchments relevant to pollution controls ; and miscellaneous constraints such as building heights, noise levels in the vicinity of airports, and electricity transmission lines. From these investigations a framework plan was produced as the basis of long-term policy and suitable for a statement of planning policy by the Government.

In the planning region 911 square miles was zoned under existing planning schemes and the amending schemes for urban or potential urban use, including 94 square miles of additional urban zones and 284 square miles in corridor zones. The balance of 1,031 square miles was proposed to be retained permanently in its non-urban character. The five different types of zone, each with varying controls depending on the characteristics of the area, proposed for the non-urban areas comprised conservation, landscape interest, special extractive, intensive agricultural, and general farming zones. Areas shown as urban corridors in the plan will contain all future outward urban expansion of the city but not necessarily the whole of each corridor will be developed. Planning permission will be required for subdivision and development in most new urban zones and the provision of full services will be obligatory. Development levies on an acreage basis are to be applied to land developers in the provision of basic water supply and sewerage, and possibly also to main drainage works.

Land designated for various urban purposes will be progressively released in accordance with a 15 year works programme; a relatively firm programme covering the first five years with yearly review. The wedges of non-urban land between the corridors contain areas of outstanding landscape of historic and scientific interest, areas supporting significant bird, animal, and plant life, and major agricultural resources and water catchments. New major open spaces totalling 13.3 square miles were reserved in the

planning schemes to meet anticipated community requirements for recreation in the future.

The report also advocated policies for the protection and conservation of the region's two most significant physical features, the Yarra valley and the Dandenong Ranges, both the subject of statements of planning policy promulgated by the Government in 1971. Although some additional urbanisation was proposed for part of the Yarra valley, stringent pollution controls and flood mitigation measures were to be applied as well as provision being made for water supply and environmental and recreational aspects. The attraction of the Dandenong Ranges was intended to be preserved by the inclusion of large areas of landscape interest, conservation significance, and horticultural value within appropriate non-urban zones.

Further reference, 1966

Highways, freeways, and bridges

In 1956 Parliament amended the Melbourne and Metropolitan Board of Works Act, extending the Board's authority to cover the planning, design, construction, and maintenance of particular metropolitan highways and bridges as approved and declared by the Governor in Council from time to time.

Traffic congestion and costly delays were increasingly evident in and around the central area of Melbourne and the Board formulated a programme of improvements to existing main roads and a number of new highway and freeway works to facilitate traffic flows between the City and suburbs. Although initially the only available finance for the whole of the Board's planning and highways commitments came from the Metropolitan Improvement Rate levied on metropolitan ratepayers, by 1962 several important projects had been completed, including the widening of High Street, Kew, the building of Kingsway as an eight lane highway, and the first stage of the South-Eastern Freeway.

By 1965 additional funds were made available from increased motor registration fees under the Roads (Special Projects) Act and were matched with those from the Metropolitan Improvement Rate on a three for one basis, and in 1970-71 a further source of finance was established under the provisions of the *Commonwealth Aid Roads Act* 1969. An expanded programme was implemented and projects such as the Tullamarine Freeway from Flemington Road to Bell Street, Coburg, the second section of the South-Eastern Freeway from Burnley to Toorak Road, Malvern, the St Kilda Junction and Queens Road improvements, and the St Kilda Road Underpass were all completed by 1972, and the widening of High Street, St Kilda, and associated works were commenced.

The most recent major freeway project of the Board is the Eastern Freeway of 5.4 miles from Alexandra Parade, Collingwood to Thompsons Road, Bulleen. Commenced in 1971 and scheduled for completion in 1975, the eight lane route, estimated to cost \$50m, is designed with a median to accommodate a planned future railway to serve the north-eastern suburbs; the widening of Hoddle Street, Collingwood, associated with this freeway, is also in progress.

Further references, 1967 to 1972

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 1967-68 to 1971-72 :

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS :
METROPOLITAN IMPROVEMENT FUND: REVENUE ACCOUNT
AND CAPITAL OUTLAY
(\$'000)

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72
Revenue—					
Metropolitan improvement rate and sundry income	6,022	6,223	7,570	8,437	8,682
Expenditure—					
Management	721	904	1,213	1,534	1,720
Maintenance	108	140	217	345	900
Interest	52	54	56	57	59
Contributions to sinking fund	24	24	24	24	24
Transfers to planning and highways reserve	5,064	5,032	5,978	6,388	(a)
Compensation for reserved land and acquisitions (b)	..	..	..	..	4,938
Road and foreshore works (b)	..	..	..	..	4,252
Transfer to rates equalisation fund (b)	..	..	..	..	Cr. 3,417
Other	53	70	83	88	207
Total expenditure	6,022	6,223	7,570	8,437	8,682
Capital outlay at 30 June (c)	38,152	54,172	70,721	82,262	103,370

(a) Planning and highways reserve was discontinued at 30 June 1971.

(b) Replaces planning and highways reserve expenditure. See footnote (a).

(c) Includes expenditure of the following amounts paid from the Roads (Special Projects) Fund : 1967-68, \$7,098,000 ; 1968-69, \$9,387,000 ; 1969-70, \$9,141,000 ; 1970-71, \$7,039,000 and 1971-72, \$7,813,000. Also includes expenditure of the following amounts paid from the Commonwealth Aid Roads Fund : 1970-71, \$443,000 and 1971-72, \$4,106,000.

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, with a total population of 261,000. The Commission assumed direct responsibility for supplying 75,000 persons in fifteen centres. These centres included the mining towns of Bendigo and Castlemaine and the sea port of Geelong (now served by the Geelong Waterworks and Sewerage Trust System).

The other ninety-six centres which had operated through local authorities now came under the general supervision of the Commission. Of these local authorities, one quarter were within the Wimmera-Mallee Waterworks Districts, a similar number along the route from Melbourne to Wodonga, and the rest were concentrated in the Ballarat area, 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 1971-72 the Commission directly administered the water supply to 150 towns with a population of 312,610. 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 1919 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 1972 local authorities constituted for the administration of town water supplies numbered 203, of which 199 had works in operation serving 274 towns. The remaining authorities had works under construction. In all, about 700,000 persons in 298 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 more than twice 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 1972 was : water supply \$21.95m ; sewerage \$15.60m ; and sewerage installation \$1.22m, of which \$0.10m was outstanding. The revenue for the year ended 30 June 1972 was \$2.27m on account of waterworks and \$1.55m on account of sewerage. Since 1913 the Trust has appropriated and set apart sums out of revenue for the creation of a sinking

fund to redeem loans. To 30 June 1972 the amount so appropriated was \$2.61m and of this sum \$1.62m had been used to redeem maturing loans.

At 30 June 1972 the population served was estimated by the Trust at 122,115, the number of buildings within the drainage area was 34,914, and the number of buildings within sewered areas was 32,315.

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 4,310 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 26,932 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 1972 the sewerage system consisted of 396.1 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 eight members : the chairman, appointed by the Governor in Council ; four members elected by municipalities and water supply, sewerage, and river improvement authorities within the Board's area ; one member representing the State Electricity Commission of Victoria ; one member representing private industry in the La Trobe valley ; and a manager appointed by the Governor in Council.

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 the towns of Morwell, Traralgon, and Churchill. Water supply was recently extended 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 \$10.78m to 30 June 1972. The income for the year 1971-72 was \$0.87m and expenditure during the year amounted to \$0.72m, including interest on loans \$0.31m.

No redemption payments were made during the year. 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 1972 totalled 14,228 million gallons.

Sewerage

The Board has constructed an outfall sewer 52 miles long 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.

The total capital cost of sewerage construction works to 30 June 1972 was \$6.13m. Works are financed by government loan. Income during 1971-72 was \$0.45m and expenditure, which included interest on loans of \$0.12m, was \$0.45m.

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.

Total loan liability of the Board at 30 June 1972 was \$17.14m, consisting of \$17.04m due to the Government and \$0.10m due to the Rural Finance and Settlement Commission.

Laboratory

The services of the new Chemical-Biological Laboratories, which were opened in March 1969, have been extensively used by industry, municipalities, water trusts, sewerage authorities, and individuals throughout Gippsland. The work covers mainly pollution control, domestic water quality supply testing for towns not using Moondarra water, suspected stream and farm drain pollution, sewerage and treatment plant efficiency determinations, and studies of storage characteristics in relation to water treatment works.

The Board is a delegated agency of the Environment Protection Authority, pursuant to section 68 of the *Environment Protection Act 1970*. The area delegated to the Board's control extends from Warragul to the New South Wales border, including all river catchments flowing south from the Great Dividing Range, and the Gippsland lakes. The Board is delegated to license, monitor, and analyse all discharges to air, water, and land, and to generally administer the Act within its area.

The Board's laboratory is registered by the National Association of Testing Authorities.

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, the Bungaree-Wallace Waterworks Trust, and the Linton Waterworks Trust. The total estimated population supplied is 64,500. 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 22,501 tenements.

The total consumption of water for the year 1972 was 2,521 million gallons, and the average per capita consumption was 107 gallons per day. Approximately 95 per cent of the properties supplied are metered.

To 31 December 1972 the capital cost of construction was \$6.60m and loans outstanding (including private loans) were \$4.54m. During 1972 revenue amounted to \$0.68m and expenditure to \$0.68m.

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 1972 there were 22,160 assessments in the sewerage district and 20,656 in declared sewerage areas, where 17,906 tenements were connected.

The capital cost of sewerage construction works to 31 December 1972 was \$6.89m. Construction is financed by debenture issue loans from various financial institutions. Loan liability at 31 December 1972 amounted to \$5.87m; redemption payments at that date totalled \$1.13m. Revenue during 1972 amounted to \$0.75m, and expenditure, which included \$0.38m on interest and redemption, was \$0.75m. During 1972, 52 contracts were completed under the deferred payments system, the amount outstanding at 31 December being \$0.14m.

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.

Under its Act, the Board may also supply water by agreement to persons or authorities in a position to divert or pump water from the river below the reservoir.

The reservoir, completed in 1972, is known as the Lal Lal Reservoir, and has a capacity of 13.1 million gallons and a regulated annual output of 4,950 million gallons. The reservoir is contained by an earth-core, rock-fill embankment, known as the Bungal Dam, 160 feet in height and

770 feet in length. The dam was constructed by contract at a total cost of \$4.8m.

Finance for construction works was by private borrowings, the Board having raised \$4.56m in this way by 30 June 1972.

Under the Act, all Board expenditure is to 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 was permitted to meet loan interest and redemption payments from loan funds until such time as the project should be completed and producing revenue. This stage was reached by the end of December 1972. From this date the Ballarat and Geelong authorities will provide contributions to meet the Board's annual expenses.

The Board has also reached an agreement with the Bannockburn District Waterworks Trust whereby the Board will release water when necessary to augment the supply available for pumping to the Trust's service basin.

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 eleven local sewerage authorities constituted at 30 June 1972 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), eighty-five authorities had systems in operation. A further nine authorities had systems under construction.

The following table shows particulars of all country sewerage systems that were in operation or in course of construction (with the exception of those controlled by the State Electricity Commission), for each of the years 1967 to 1971 :

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

Particulars	1967	1968	1969	1970	1971
Number of systems in operation	63	67	72	78	83
Number of systems under construction	5	11	11	11	12
Estimated population served (at end of year)	572,001	612,633	634,711	664,089	698,886
Number of properties connected to sewers (at end of year)	167,071	176,964	186,319	196,205	207,858
	\$'000	\$'000	\$'000	\$'000	\$'000
General revenue account—					
Income—					
Rates	4,556	5,221	5,796	6,134	6,815
Other	1,963	2,362	2,634	2,967	3,316
Total	6,519	7,583	8,430	9,101	10,131
Expenditure—					
Working expenses	2,192	2,587	2,980	2,963	3,608
Other	4,290	4,811	5,617	5,902	6,336
Total	6,482	7,397	8,597	8,864	9,945
House connections account—					
Receipts	1,558	1,537	2,075	1,965	1,729
Expenditure	1,662	1,591	1,991	1,943	1,698
Loan account—					
Receipts	10,783	12,254	10,785	10,087	8,794
Expenditure	12,631	11,157	10,210	9,251	10,513
Loan liability (at end of year)	65,612	75,880	84,331	88,657	94,228

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 1971-72 contributions by municipalities were equivalent to 0.64 cents in the dollar of the annual value of property amounting to \$494m, while fire insurance companies contributed at a rate of \$18.79 for every

\$100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1970 amounted to \$33.5m.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1967-68 to 1971-72 are as follows :

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

Particulars	1967-68	1968-69	1969-70	1970-71	1971-72
REVENUE					
Statutory contributions—					
Municipalities	2,026	2,065	2,402	3,037	3,149
Insurance companies	4,027	4,156	4,803	6,070	6,299
Brokers and owners				65	170
Charges for services	527	688	731	779	858
Interest and sundries	324	376	371	421	527
Total	6,904	7,285	8,307	10,371	11,003
EXPENDITURE					
Salaries	4,345	5,082	5,585	6,424	7,800
Administrative charges, etc.	646	759	827	1,068	943
Allowances to partially-paid firemen and special service staff	313	388	430	486	552
Plant purchase and repairs	532	568	618	720	523
Interest	34	33	32	31	48
Repayment of loans	25	21	22	17	21
Superannuation fund	243	287	389	568	670
Motor replacement reserve	103	120	141	154	164
Pay-roll tax	122	143	158	180	289
Miscellaneous	98	446	186	447	256
Total	6,461	7,847	8,386	10,095	11,266
Net surplus (+) or deficit (-)	+ 443	- 561	- 80	+ 277	- 264
Loan indebtedness at 30 June	597	576	554	537	1,717

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 1968 to 1972 :

**VICTORIA—METROPOLITAN FIRE BRIGADES BOARD : NUMBER
OF FIRE STATIONS AND STAFF EMPLOYED AT 30 JUNE**

Particulars	1968	1969	1970	1971	1972
Fire stations	45	45	45	46	46
Staff employed—					
Fire fighting	1,153	1,175	1,166	1,242	1,226
All other	241	261	269	271	250

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 1972 there were seventy-six permanent firemen employed in brigades at Ballarat, Bendigo, Geelong, Geelong West, and Dandenong, with a total of sixty-three permanent brigade officers at these stations and at Boronia, Chelsea, Doveton, Frankston, North Geelong, Mildura, Morwell, Norlane, Shepparton, Springvale, Traralgon, Wangaratta, and Warrnambool.

The Authority has established a training centre at Fiskville where teaching facilities and accommodation are provided. Emphasis on training remains at group and brigade level with teacher training given by the Training Wing to selected volunteers. In-service training has been developed at Fiskville for permanent officers and firemen. Volunteer representatives of urban and rural brigades receive instruction at weekend schools and training committees organise local training sessions.

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 157 insurance companies so contributing during 1971-72.

Up to 30 June 1972 the Authority had raised 90 loans, representing a total of \$6.76m, 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 1967-68 to 1971-72, 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	1967-68	1968-69	1969-70	1970-71	1971-72
REVENUE					
Statutory contributions—					
Municipalities Assistance Fund	953	1,038	1,225	1,309	1,498
Insurance companies	1,907	2,075	2,451	2,618	2,996
Other	93	101	117	184	103
Total	2,953	3,213	3,793	4,111	4,597
EXPENDITURE					
Salaries and wages	1,101	1,300	1,486	1,781	2,009
Depreciation	115	130	152	139	157
Insurance	108	113	118	225	164
Interest	136	161	189	224	260
Maintenance	640	567	526	641	491
Motor replacement fund	229	257	287	316	342
Other	435	526	685	589	871
Total	2,764	3,054	3,443	3,915	4,294
Net surplus	189	159	350	196	303
Loan expenditure	554	606	506	628	668
Loan indebtedness (at 30 June)	2,630	3,034	3,521	3,897	4,275

VICTORIA—COUNTRY FIRE AUTHORITY : NUMBER OF FIRE BRIGADES,
PERSONNEL, AND MOTOR VEHICLES AT 30 JUNE

Particulars	1968	1969	1970	1971	1972
Fire brigades—					
Urban	208	209	211	212	212
Rural	1,048	1,050	1,050	1,052	1,049
Personnel—					
Permanent	267	275	289	311	319
Volunteer	117,333	118,569	111,635	112,730	113,221
Motor vehicles—					
Transport	70	75	76	79	83
Fire service	1,079	1,134	1,190	1,241	1,304

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 1967–68 to 1971–72, 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	1967–68	1968–69	1969–70	1970–71	1971–72
LOCAL GOVERNMENT					
Due to government	396	340	174	458	277
Due to public creditor	31,995	28,515	26,687	26,155	37,248
Total	32,391	28,855	26,860	26,613	37,525
SEMI-GOVERNMENTAL, ETC.					
Due to government(a)	53,425	55,236	54,976	55,940	50,204
Due to public creditor	102,808	124,797	117,961	141,113	158,458
Total	156,233	180,033	172,937	197,053	208,662
ALL AUTHORITIES					
Due to government(a)	53,822	55,576	55,150	56,398	50,481
Due to public creditor	134,802	153,312	144,648	167,268	195,706
Total	188,624	208,887	199,798	223,666	246,187

(a) Including the following advances by the Australian Government under Commonwealth-State Housing Agreements : \$23,866,000 in 1967–68; \$25,688,000 in 1968–69; \$25,883,000 in 1969–70; \$29,098,000 in 1970–71 and \$1,165,000 in 1971–72.

Town and country planning

Statutory town and country planning was first introduced into Victoria by the passing of the *Town and Country Planning Act* 1944. Major consolidations and amendments of the legislation occurred in 1961 and 1968. Under the Act, the Town and Country Planning Board is to promote and co-ordinate town and country planning within the State and its main functions are : to prepare statements of planning policy ; to convene the State Planning Council and supply services to it ; to review and report on planning schemes submitted for the approval of the Governor in Council ; to prepare planning schemes for areas or projects of State significance, where the local authority has not the resources, or as directed by the Minister ; and to advise the Minister on planning matters.

Statements of planning policy provide physical planning authorities with a predetermined co-ordinated outline of government policy as the basis for the formulation of detailed planning proposals. The Board, in consultation with the State Planning Council, prepares these statements, which come into effect when approved by the Governor in Council. Every responsible authority, in preparing or amending a planning scheme, must have due regard to any approved statement of planning policy which affects its planning area. By 1972 statements of planning policy had been approved for Western Port, the Mornington Peninsula, the Dandenong Ranges, and the Yarra River. Others were in the course of preparation.

The State Planning Council, inaugurated in October 1968, comprises the Chairman, Town and Country Planning Board, as Chairman, and senior representatives of the State Rivers and Water Supply Commission, Country Roads Board, State Electricity Commission, Victorian Railways Board, Premier's Department, Public Works Department, Housing Commission of Victoria, Melbourne and Metropolitan Board of Works, and the Soil Conservation Authority, together with the Under Secretary, and the Director-General of Education.

Its functions are to co-ordinate planning by State instrumentalities and semi-government authorities of future work and developments for which they are responsible, and to act as consultant and adviser to the Town and Country Planning Board with respect to the preparation and adoption of any statement of planning policy. In effect the authorities represented on the Council, while continuing to be responsible for planning and execution in their own specialised fields, become direct participants in broad policy planning at government level.

Under the 1968 amendment to the Act a regional planning authority may be established to prepare a planning scheme for any specified area extending beyond the boundaries of any one municipality, and to enforce and carry out that scheme. A regional planning authority has representatives of every municipality within the region and may also include other approved specially qualified persons. Finance is provided by the participating municipalities on an agreed basis, and the authority is a body corporate with powers to acquire and dispose of land. It has the power to appoint its own staff and technical advisory committees and it can become the sole responsible authority for any interim development order or planning scheme in operation in the region. It can also delegate to the council of a municipality within the region such powers as it thinks fit and which are capable of being delegated. Two regional planning authorities have been established under the Act.

Port Phillip Authority

The Port Phillip Authority, comprising a full-time chairman and four part-time members representing various authorities, is a statutory government body appointed under the provisions of the *Port Phillip Authority Act 1966*, which became operative on 7 September 1967 with powers to control works, structures, and the removal of vegetation within the foreshore areas and inshore waters of Port Phillip Bay. On the Victorian ocean coastline this power extends from Cape Schanck in the east to Barwon Heads in the west.

The primary role of the Authority is to recommend to the Government methods of preserving beaches and the natural beauty of the foreshore areas

and co-ordinating improvements and development within the foreshore and water area for the recreational enjoyment of the people, using remedial measures, experiments, and the conduct of surveys to achieve these ends. The Authority, in exercising its powers concerning the erection of structures or other works including the removal of vegetation, considers the future use of the areas concerned, its effect on the public interest, and its aesthetic acceptability.

A number of basic data studies have been carried out by the Authority and others have been arranged through various government agencies, and currently a study is being conducted with the purpose of identifying areas which should be managed specifically from the viewpoint of either nature conservation or scenic preservation. From this study a conservation plan will be prepared.

Plans and maps, including aerial photographs, of the entire coastal area are being prepared and collected by the Authority and will be used to record most of the data being gathered.

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.

Two industrial complexes, the BP Western Port refinery and the Esso fractionation plant, had permission to establish prior to the formation of the Authority.

The Authority has defined an area of 16,400 acres to which it is applying policies which will ensure the long-term availability of suitable land for water-orientated industry; its policies also require stringent environmental controls. The Authority has issued permits to John Lysaght (Aust.) Ltd for the construction of a large steel rolling complex in accordance with an agreement made by the State Government, and to the Independent Oil Company for the construction of an oil refinery.

Geelong Regional Planning Authority

The Authority was established in July 1969, following the introduction of the *Town and Country Planning (Amendment) Act 1968*, to plan areas having a high degree of physical, social, and economic unity, and which extend beyond the boundaries of any of the member municipalities (the Cities of Geelong, Geelong West, and Newtown, the Borough of Queenscliffe, and the Shires of Corio, Bannockburn, Barrabool, Bellarine, and South Barwon). The area concerned (973 square miles) embraces Corio Bay, part of the western shore of Port Phillip Bay, the Bellarine Peninsula, and over 40 miles of the Bass Strait coastline. The Authority is financed by member municipalities and provides a forum at which representatives of municipalities participate in the decisions governing the orderly development of the wider area. The level of regional planning is interlocked with State planning by way of statements of planning policy handed down as government policy to the Authority for translation into identifiable planning proposals.

Functions of the Authority include the evaluation of the future importance of the Geelong region in the development of Victoria, particularly in respect of the Port Phillip Bay district; the estimation of the future population and growth potential to the end of this century; and the determination of the future urban distribution pattern within the region, taking into account contiguous extensions to Geelong, the expansion of other centres, and the desirability of new towns being established.

These functions entail the preparation of a regional planning scheme

for the whole of the Geelong region and the review of the Geelong Planning Scheme 1959 and other planning schemes in the region, the redevelopment of obsolete planning in order to obtain an amalgamation of allotments, a redesign of the street pattern, a fundamental change in the type of land use, and subdivisional control in rural areas, particularly of five acre subdivisions, which have little relationship to the primary production capacity of the land.

Review of regional open space provision as increasing population and an anticipated extension of tourism and recreational activity will generate a need for open space of regional significance. Environmental and landscape planning will counter such problems as air and water pollution, sub-standard development, and insufficient action to improve urban and rural environments. Traffic and car parking planning will ensure that road systems adequately serve the needs of land use development with a minimum of adverse effect upon the amenity and appearance of the landscape, and will include involvement with the Country Roads Board in the Geelong Transportation Study to assess the transport requirements of the study area for the period up to 1991.

Port Phillip Bay pollution study

Two and a half million people, nearly one fifth of the Australian population, live in an area of about 4,000 sq miles surrounding Port Phillip Bay. The bay is used for fishing, boating, water skiing, and swimming, and as a commercial shipping lane it provides the link for Melbourne in the chain of world ocean trade. Although the bay is a place of pleasure it is also, by virtue of its location, the final destination for all types of waste flowing from rivers, creeks, and drains in its surrounding areas.

The Melbourne and Metropolitan Board of Works has had the responsibility for Melbourne's sewerage system since 1891, and for years the Werribee farm system treated and disposed of Melbourne's waste. With the passing of time, the existing system became overburdened and the south-eastern sewerage scheme was designed to reduce the load on the Werribee farm, and at the same time cater for the ever-increasing sewerage demands of the eastern and south-eastern suburbs. The scheme originally provided for a main trunk sewer from Kew to a purification plant at Carrum, and an effluent discharge into the bay about two miles offshore from the Patterson River estuary.

Although it was believed that the discharge of purified wastewater near the Patterson River would have few short-term effects on the bay, the Board and the Fisheries and Wildlife Department jointly agreed to conduct a comprehensive study of the bay and its tributary region. The aim of the study was to determine the ecological relationships in the bay and to collect data in the vicinity of the proposed outfall. The data was to be combined with results of monitoring tests on the discharge from the purification plant, giving an early warning of any undesirable changes in the characteristics of the bay.

The study of the bay began in 1968, but in 1969 the Government directed that the Bass Strait outfall be built as part of the initial system. This meant that the effluent from the purification plant would now be discharged in Bass Strait, and in effect cancel the need for the study in

relation to the purification plant at Carrum. The Board and the Fisheries and Wildlife Department, however, recognised the long-term value of a full study.

The study was designed in two phases, the first of which was completed in 1971 at a cost of \$1m; its findings have been made public. In the early stages of the first phase the Board provided the bulk of the finance needed for equipping and conducting the study, but since 1970 the Victorian Government and the Board have provided joint finance. However, the Fisheries and Wildlife Department is assuming the major burden of the cost as the biological studies of the second phase of the study occupy a greater proportion of the work. Other bodies engaged in the study are the Port Phillip Authority, the Health Department, the Ports and Harbors Division of the Public Works Department, the University of Melbourne and Monash University, and a firm of consulting engineers. Because neither the Board nor the Fisheries and Wildlife Department had sufficient specialists with the necessary qualifications for such a comprehensive study, two years of recruiting were necessary, both in Australia and overseas, to assemble the study team.

The study of Port Phillip Bay has been pursued along three lines of investigation and assessment: to ascertain the present physical, chemical, and biological characteristics of the bay in all seasons and under various conditions of tide, wind, and fresh-water inflow; to correlate these conditions with discharges entering the bay (with particular reference to those under the jurisdiction of the Board) and to establish, as far as possible, their effects; and to determine whether it is possible to deduce, from the data collected, future changes in the bay. The overall aim is to obtain accurate information on which to base proper management and environmental policies for the bay. The first phase of the study has provided a broad review of conditions within the bay, which can be used as data in the second phase of the study and for other future special purpose studies; detailed results are now available of physical, chemical, and biological observations and analyses.

The present study is not the first to have been made of the bay, but it is the most comprehensive and costly. Prior to the present study, limited surveys of some aspects of plant and animal life had been made by a number of individual researchers and institutions, the most notable being by the Fisheries and Wildlife Department and the National Museum of Victoria. With the assistance of scientists and amateur groups from Melbourne and other parts of Australia, these bodies carried out a survey on the flora and fauna of the bay and a general study of the bay's chemical and physical characteristics between 1957 and 1963. Because of inherent difficulties in scope, coverage, techniques, and methods of reporting, it is possible in only a few instances to make direct comparisons of information collected in that work and in the present study.

The first phase of the current survey has given a detailed picture of the bay—its winds, tides and currents, animal and plant species, waste inputs from streams and other sources, and the complicated relationships between these factors. A major finding is that the bay “is at present a relatively unpolluted body”, but that there are some near-shore concentrations of pollution, notably at the estuaries of the Yarra and

Patterson Rivers and Mordialloc Creek, where waste discharges are prominent. The report concludes that these areas are localised and extensive dilution occurs rapidly within a short distance of the point of discharge.

The report also states that phosphates are at a level consistent with polluted bays elsewhere in the world, but the nitrogen level is much lower. While the levels of phosphorous—phosphates originate from human excreta, detergents, some industrial wastes, and a small amount from agricultural activities—are high, there is no discernible adverse effect on the bay. If the total level of nitrogen was increased, it might have a deleterious effect on the bay by stimulating an excess of animal and plant life. The first phase of the study also found that water in the bay moves about a mile during each 25 hour tidal cycle and that wastes entering the bay take about a year to pass through it. Despite this relatively slow water movement, there is no evidence that the bay as a whole is gravely polluted.

The first phase of the study has revealed that the bay can be divided into nine environmental zones, each having distinctive physical, chemical, and biological characteristics; this information is of major importance in determining future waste treatment programmes which may affect any one or more of the zones.

The second phase of the study, involving several years further work, is in progress. It includes continuation of some of the previous activities as well as detailed studies of effects which changes in the management of water resources might have on the bay and its flora and fauna. When completed the study is expected to give the responsible government organisations information to ensure that the bay's water quality and plant and animal life remain assets for the State.