

Part 5

LOCAL GOVERNMENT

Administration

Local Government Department

Historical Development

The history of Victorian local government has its beginnings in New South Wales. In 1840 the colonial legislature enacted the Parish Roads Act providing for establishment of elective road trusts and one such trust was established at Warringal (Heidelberg) in 1841. By further Acts of the New South Wales legislature, the Town of Melbourne was incorporated in 1842 and the Town of Geelong in 1849. An *Imperial Act* 1842 empowered the Governor of New South Wales to establish elective district councils. Similar provisions were included in the *Imperial Act* 1850 which separated Victoria from New South Wales, but district councils did not prove successful in Victoria and were abandoned in 1852.

In 1851, Victoria was separated from New South Wales and in 1853 the Victorian legislature passed the first of the Acts which were the forerunners of the present Local Government Act. An outline of this legislation is given below :—

- 1853 An Act for Making and Improving Roads in the Colony of Victoria. Amended 1854.
- 1854 An Act for the Establishment of Municipal Institutions in Victoria. Amended 1855, 1856, and 1860.
- 1863 An Act to Establish Road Districts and Shires and Generally to Provide for the Administration of Local Affairs without the Limits of Boroughs. This repealed and replaced the 1853 Act.
- 1863 An Act to Consolidate and Amend the Laws Relating to Municipal Institutions. This repealed and replaced the 1854 Act.
- 1869 The Shires Statute. This repealed and replaced the *Road Districts and Shires Act* 1863. Amended 1870 and 1871.
- 1869 The Boroughs Statute. This repealed and replaced the 1863 Act dealing with Municipal Institutions. Amended 1870.
- 1874 The *Local Government Act* 1874. This consolidated the Boroughs and Shire Statutes. It has been considerably amended and consolidated in 1890, 1903, 1915, 1928, 1946, and 1958.

The Act of 1853 provided for the creation of a Central Roads Board and for the proclamation of road districts. Some shires still existing originated as road districts established under this legislation. The

Central Roads Board was responsible for work on main roads outside the limit of townships. The Board came under the jurisdiction of the Colonial Secretary for policy and under the Treasurer for financial administration, while the Surveyor-General co-ordinated its works programme with other public works and exercised supervisory control over the standard of road engineering. The Board was the forerunner of the Roads and Bridges Branch of the Public Works Department which ultimately became the Local Government Branch. It was abolished in 1857 with the establishment of the Board of Land and Works. This latter Board was vested with the powers of the Commissioner of Public Works, the Surveyor-General (whose title was changed to Commissioner of Crown Lands and Survey) and subsequently, in 1862, the Commissioner of Railways and Roads.

The office of Commissioner of Public Works had been created on the establishment of responsible government in 1855.

The Act of 1854 provided for the establishment of municipal institutions (subsequently called boroughs). Petitions for the exercise of the powers conferred on the Lieutenant-Governor by the Act were lodged with the Colonial Secretary.

In 1862, the office of Commissioner of Railways and Roads was instituted. The Commissioner was appointed a Vice-President of the Board of Land and Works and administered local government legislation until 1877, when a Roads and Bridges Branch was formed in the Public Works Department. After this, the Commissioner of Public Works administered local government legislation. Responsibility of the Board of Land and Works for roads and bridges ceased with the creation of the Country Roads Board in 1913, but the Commissioner of Public Works continued to administer local government legislation until the establishment of the Local Government Department.

General Description

At 31st March, 1960, Victoria was divided, for local government purposes, into 205 municipal districts and the Yallourn Works Area. This latter was severed from the municipal districts of which it then formed part by the *State Electricity Commission (Yallourn Area) Act 1947*. For certain purposes it is deemed to be a borough and municipal administration is the responsibility of the Commission, assisted by an Advisory Council. The 205 municipalities comprised :—

Cities	..	..	..	47
Towns	..	..	..	5
Boroughs	..	..	..	15
Shires	..	..	..	138
				—
				205
				—

The only unincorporated areas of the State are French Island (65 square miles) in Westernport Bay, Lady Julia Percy Island (1.02 square miles) off Port Fairy, Bass Strait Islands (1.51 square miles), Gippsland Lakes (Part) (128 square miles), and Tower Hill Lake Reserve (2.28 square miles) adjacent to the Borough of Koroit.

The *Local Government Department Act* 1958 constituted a department called the Local Government Department "for the better administration of the laws relating to local government in Victoria". The legislation was brought into operation on 23rd December, 1958, by a proclamation of the Governor in Council published in the Government Gazette on that date. Officers and employees of the Local Government Branch of the Public Works Department were, as a result of this, transferred and attached to the new Department and the Minister for Local Government assumed responsibility for administration of the following Acts of Parliament :—

Local Government Act

Acts relating to local government in the Cities of Melbourne and Geelong

Town and Country Planning Act

Melbourne and Metropolitan Board of Works Act

Local Authorities Superannuation Act

Petrol Pumps Act

Drainage Areas Act

Pounds Act

Dog 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 must be created from the territories of existing ones. Any portion of Victoria containing rateable property of a net annual value of at least £60,000 may be constituted a shire.
2. To constitute new boroughs. Any portion of Victoria may be constituted a borough provided that it—
 - (a) does not exceed nine square miles in area. (Special Acts of Parliament have been passed to permit larger areas to become boroughs, towns, or cities, and any existing city, town, or borough may annexe additional territory even though its area is, as a result, increased beyond nine square miles. Twelve cities, two towns, and one borough do exceed nine square miles);

- (b) has no point within its area distant more than six miles from any other point ;
 - (c) contains a population of at least 500 inhabitant householders ;
 - (d) contains rateable property of a net annual value of at least £40,000 ; and
 - (e) does not comprise portions of different boroughs.
3. To sever parts of one municipality and annexe such parts to another.
 4. To subdivide or re-subdivide any municipality. (The subdivisions of a city, town, or borough are called *wards* and those of a shire, *ridings*. The maximum number of subdivisions permitted in any municipality, except the City of Melbourne, is eight. Melbourne has eleven wards. Twenty-seven municipalities, including five shires, are not subdivided.)
 5. To declare boroughs, cities, or towns. If its revenue from general and extra rates in the preceding year is not less than £15,000, a borough may be declared a town. If the revenue is not less than £30,000 it may be declared a city.

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

Changes in the names of municipalities during the period 1st January, 1959 to 31st March, 1960, were as follows:—

1959—The Borough of Camperdown was created Town of Camperdown on 21st February, 1959.

The Shire of Dandenong was created City of Dandenong on 13th March, 1959.

The Borough of Wangaratta was created City of Wangaratta on 8th April, 1959.

1960—The Town of Colac was created City of Colac on 26th January, 1960.

The Borough of Ringwood was created City of Ringwood on 19th March, 1960.

Municipal Councils

The powers vested in municipal corporations are exercised by councils elected by persons who are enrolled on the municipal voters' rolls. The number of councillors for each municipality must be some

multiple of three, not less than six, nor more than 24 (except the City of Melbourne, which has 33 councillors). Subdivided municipalities have three councillors for each subdivision.

Any person who is the owner or occupier of property of a rateable value of at least £20, is eligible to stand for election as a councillor of the municipality in which the property is situated. Councillors serve in an honorary capacity. They must elect one of their number to be chairman. In a city, town, or borough the chairman is called the Mayor (the Lord Mayor in the case of the City of Melbourne) and in a shire, the President. Councillors hold office for three years, and each year one-third of the total number allotted to each municipality retire in rotation.

Generally speaking, councillors may not, at a council meeting, discuss or vote on any matter in which they have a pecuniary interest and they may become incapable of being or continuing as councillors if they are in any way concerned in a contract with the municipality. A councillor who acts while incapacitated may be subjected to heavy penalties. Councillors are also liable for heavy penalties if moneys are wrongfully borrowed or expended and may have to repay the money so borrowed or expended.

Elections

Municipal elections are held annually in August. Extraordinary elections may be held to fill vacancies occurring between annual elections. To be enrolled on the voters' roll for any municipality a person must have reached the age of 21, be a natural born or naturalized subject of Her Majesty, and be liable to be rated on rateable property in the municipality. No person is entitled to be enrolled for property which has an annual value of less than £5, unless there is a house on such property and the person resides there. An occupier of rateable property is entitled to be enrolled instead of the owner. Plural voting is provided for, up to a maximum of three votes per person, according to the value of the rateable property for which the enrolment is made.

Voting is compulsory in 45 municipalities.

Officers

Every council must appoint a municipal clerk (he is called a town clerk in a city, town, or borough and a shire secretary in a shire), a treasurer and an engineer, together with such other officers as may be necessary. The other officers usually include a valuer, a rate collector, a medical officer of health, and a health inspector. The Local Government Act requires that certain officers must obtain special qualifications from examining Boards constituted under the Act. The officers who must hold these special qualifications before appointment are municipal clerks, engineers, electrical engineers, and building surveyors. The Health Act requires that medical officers of health shall be duly qualified medical practitioners, and that every health inspector shall hold a prescribed Certificate of Competency.

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 and 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, tourist roads, and forest roads, and shares the cost of maintaining main roads with local councils. 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

Under certain circumstances, councils may construct private streets and charge the cost or part of the cost to the owners of the land abutting on the street. For this purpose "private street" means, broadly speaking, a street set out on privately owned land as opposed to a street set out on land of the Crown or a public authority.

When constructed, the street is the responsibility of the council. Streets which are not "private streets" may not be so constructed, but councils may charge abutting owners half the cost of making the footpath and kerb.

Sewers, Drains, and Water-Courses

With certain exceptions, every council has vested in it responsibility for all public sewers and drains within its municipal district, or of which it has the management and control, and all sewers and drains, whether public or not, in and under the streets of such municipal district. The exceptions to this rule are sewers and drains vested in any other municipality, the Board of Land and Works, 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 benefited 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 380-390). The members of the Board are municipal councillors nominated by the councils in the Metropolitan Area. Outside the Metropolitan Area, the special water and sewerage needs of the Geelong district and the Latrobe Valley are served by the Geelong Waterworks and Sewerage Trust and the Latrobe Valley Water and Sewerage Board respectively. Elsewhere in the Extra-Metropolitan Area of the State, the Governor in Council may constitute Waterworks Trusts and Sewerage Authorities, under the provisions of the Water Act and the Sewerage Districts Act, respectively (See page 391). 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. Some councils operate waterworks under powers provided in the Local Government Act and, in addition, twelve 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 Victorian municipalities has been subject to a building code, known as the Uniform Building Regulations, which is administered by municipal councils. These regulations apply in cities and towns and may be applied in the whole or any part of any other municipality, if the council so desires. By the end of 1959, only one borough and 26 shires had not adopted the regulations.

Municipalities have power to make by-laws regulating buildings, but the Uniform Building Regulations, in the municipalities where they apply, would over-ride any provisions of such by-laws. The regulations leave certain matters to be determined by councils which are empowered to make by-laws for the purpose. These by-laws are subject to approval by the Governor in Council.

Town and Country Planning

Councils have power under the Local Government Act to make by-laws prescribing areas as residential or business and by this means may achieve a degree of town planning. Since 1944, however, councils

have had power to prepare planning schemes to regulate the use of land in the whole or any part of their municipal districts and may join with other councils to prepare a joint planning scheme. When a council has commenced preparation of a planning scheme, it may make an Interim Development Order to control use of land in the planning area, until a scheme is in force. Both the Interim Development Order and the planning scheme are subject to the approval of the Governor in Council. The Town and Country Planning Board, constituted under the Town and Country Planning Act, makes reports and recommendations to the Minister on planning schemes and town planning matters generally. The Board may itself prepare a planning scheme for a particular area at the direction of the Minister. By legislation enacted in 1949, the Melbourne and Metropolitan Board of Works was charged with the duty of preparing a planning scheme for the Melbourne Metropolitan Area. Some municipal councils in this area already have planning schemes in force or are preparing schemes.

Other Powers and Duties

Some of the powers available to municipal councils have rarely been used or are now falling into disuse. Councils may prepare housing schemes to provide dwellings for persons of small means, but this power has rarely been exercised. They may operate gasworks or generate electricity, but there are now no municipal gasworks and the number of municipalities generating electricity (at present nine) is steadily dwindling. However, a number still purchase electricity in bulk and retail it. Some of the other more usual functions of municipalities are :—

- (1) Supervision of land subdivision and the laying out of streets on private property;
- (2) removal and disposal of household and trade waste;
- (3) sweeping, cleansing, and watering of streets;
- (4) supervision of boarding houses, lodging houses, and eating houses;
- (5) provision and maintenance of parks, gardens, recreation reserves, libraries, and museums;
- (6) registration of dogs under the Dog Act;
- (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; and
- (10) supervision of weights and measures.

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 1958 municipal year, the combined turnover of these undertakings exceeded £13,000,000.

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, and by certain public bodies, and charitable organizations.

The council of every municipality is required from time to time, to have a valuation made of all rateable property within the municipal district, and this must be done at least once in every six years. An extension of this period may be approved by the Governor in Council in certain circumstances. Valuations are required to be carried out by a competent person or persons appointed by the council.

In any newly constituted municipality, a valuation is required within three months after constitution.

In Victoria, a municipality is required to rate on the net annual value of the rateable property unless, at the instance of the council, or as the result of a poll of its ratepayers, it has adopted the provisions of Part XI. of the Local Government Act for the purpose of rating on unimproved capital valuations.

The net annual value of a property is the rental it might be expected to earn from year to year if let, after deducting expenses such as rates, taxes, and insurances, but shall not be less than 5 per cent. of the capital value.

The unimproved capital value, however, is the amount a property might be expected to realize if sold in an unimproved state. It is the amount a purchaser might reasonably expect to pay for land, assuming that no improvements had been effected to it.

Of the 205 Victorian municipalities at 30th September, 1958, 166 were rating on net annual values and 39 on unimproved capital values. The principal rate levied by a municipality is the general rate. This is made for the purpose of defraying the ordinary expenditure of the council, and is paid into the general fund of the municipality known as the Municipal Fund.

The general rate must be made at least once in each municipal year, and in any one year is limited to 4s. 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 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 4s. in the £1 of the net annual value of the rateable property. An extra rate may be made for a period not exceeding one year or less than three months, as the council thinks fit.

Apart from general and extra rates, a municipality, in certain circumstances, may levy a separate rate (or make a special improvement charge) on a section of the municipality, for the purpose of defraying the cost of special works or undertakings which benefit the ratepayers in that particular area.

Other types of rates, which may be levied by municipalities, include a sanitary rate (or sanitary charge) under the provisions of the Health Act, for the purpose of providing for the disposal of refuse, rubbish, or nightsoil, and a rate under the provisions of the Country Roads Act for the purpose of raising certain moneys payable by the council to the Country Roads Board.

Government Grants

Although Government grants (apart from those allocated through the Country Roads Board), form only a small part of municipal revenue, the special purposes for which they may be obtained have tended to increase. Subsidies are now paid, in certain circumstances, for infant welfare centres, pre-natal centres, pre-school centres, free kindergartens, crèches, maintenance and treatment of persons suffering from infectious diseases, libraries, vermin destruction bonuses, public halls, swimming pools, main drains in country centres and drainage works in drainage areas. Since 1884, when the Government took over the collection of fees under the Licensing Act, a licence equivalent has been paid to municipalities. It is the equivalent of the amount collected in that year. For the year ended 30th June, 1958, the amount paid to municipalities from the Licensing Fund was £58,116. (A statement of receipts and expenditure of the Licensing Fund appears on page 311.) Municipal endowment for the more needy municipalities was paid almost from the inception of local government in Victoria until the onset of the depression. Subsequently, unemployment relief grants were made available annually for a number of years for various municipal works, and after the Second World War, an amount of £100,000 was provided annually towards the cost of works of municipalities and other public bodies. In 1950, the Municipalities and Other Authorities Finances Act put this arrangement on a permanent basis.

Municipalities Assistance Fund

Under the *Municipalities and Other Authorities Finances Act 1950* (legislation which is now incorporated in part in the *Local Government Act 1958*), the amount of the fee for a motor driver's licence was increased from 5s. to 10s., and it was provided that the additional revenue, less the cost of collection, should be paid to the Municipalities Assistance Fund. Payments are made from the fund, firstly, towards the cost of works of municipalities and other public bodies, and secondly, towards the annual cost of the Country Fire Authority, in order to relieve country municipalities of the contributions to that body which they were formerly required to make. The municipal works, usually subsidized from the fund, are the establishment and improvement of recreation reserves (including toilet blocks, dressing sheds, and fencing), children's playgrounds, and public comfort stations. The amount which may be allocated by the Minister from the fund, in any one financial year, for subsidies towards the cost of works of municipalities and other public bodies was originally fixed at £100,000. The *Local Government (Municipalities Assistance Fund) Act 1959*, increased this to £150,000.

For the year ended 30th June, 1958, subsidies paid to various municipalities for works, from the Municipalities Assistance Fund, amounted to £100,104, while, for the same period, the amount contributed to the Country Fire Authority was £166,292.

Country Roads Board Recoups and Grants

Municipalities throughout Victoria undertake construction and maintenance work on main roads within their boundaries, on behalf of the Country Roads Board, under the provisions of the Country Roads Act. Expenditure on this work is incurred in the first instance by the municipalities, but, subject to adherence to prescribed conditions and satisfactory performance of the work, this expenditure is refunded to the municipalities by the Board. Each municipality undertaking main road maintenance work is required, however, to make an annual contribution to its cost and this is calculated by the Board, as a proportion of the total maintenance expenditure on each road for the particular year. The proportion payable varies according to the capacity of the municipality to pay and the extent to which it has benefited from the work done.

For the purpose of making and maintaining certain rural roads (known as unclassified roads), municipalities also receive grants from the Country Roads Board from funds provided by the Commonwealth Government under the provisions of the Commonwealth Aid Roads Act.

Expenditure

The ordinary revenue of a municipality is applied in providing works and services for its ratepayers. These works and services comprise construction and maintenance of roads, streets, and bridges, provision of sanitary, garbage, and other health services, the provision and maintenance of parks, gardens, and other council properties, repayment of moneys borrowed for permanent works and undertakings, and other sundry works and services.

Borrowing Powers

Extensive borrowing powers are conferred on municipalities by the Local Government Act to enable them to undertake large scale works, or purchase expensive equipment in circumstances where it is advisable, on economic grounds, for the costs to be spread over a number of years. In practice, municipalities seldom borrow to the limit of their powers, and their capacity to borrow is limited by the general allocation of loan funds and the state of the loan market.

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

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

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

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

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

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

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

- (a) Temporary accommodation on current account ;
- (b) private street construction ;
- (c) works carried out under the Country Roads and Commonwealth Aid Roads Acts ; or
- (d) purchase and acquisition of land, or the payment of compensation in connexion with certain specified schemes.

Accounts

Every municipality is required to keep proper books of account in the form prescribed for use by all Victorian municipalities and these must be balanced to the 30th September, in each year. The accounts must be audited by an auditor qualified in terms of the Local Government Act, and appointed by the Governor in Council.

Municipal Association of Victoria

All Victorian municipalities are members of the Municipal Association which began its existence in 1879 and was given statutory recognition by the *Municipal Association Act* 1907. The Association was established—to quote the preamble to that Act—“for the purpose of promoting the efficient carrying out of municipal government throughout the State of Victoria and of watching over and protecting the interests, rights, and privileges of Municipal Corporations”. The State Government has also found the Association a valuable organization, because it simplifies its task of dealing with the municipalities. The annual conference, which determines Association policy, is held in October. The Association also operates the Municipal Officer's Fidelity Guarantee Fund.

Melbourne City Council

Organization and Functions

Melbourne shares with Geelong the distinction of being the oldest municipality in Victoria. Incorporated as a town by Act of the New South Wales Governor and Legislative Council in 1842, it was raised to the status of a city by Letters Patent of Queen Victoria dated 25th June, 1847. This royal action arose from the desire to establish a bishop's see of the Church of England and this required the establishment of a cathedral city. Melbourne became the cathedral city. On the separation of Victoria from New South Wales in 1851, Melbourne became the capital of the colony.

The City of Melbourne still operates under sections of the 1842 Act and its amendments, although all other municipalities created subsequent to 1842 receive their enabling powers from the Local Government Act of Victoria. Parts only of this general Act apply to Melbourne. As regards other Acts of Parliament there is no such nice distinction, and in common with other municipalities, Melbourne derives powers from or administers such Acts as Health, Pounds, Dog, Country Roads Board, Road Traffic, Weights and Measures, Building Regulations, Town and Country Planning, Police Offences, Petrol Pumps, Labour and Industry, and Wrongs.

The Corporation of the City of Melbourne has an area of 7,765 acres. With a net annual value for the year 1959-60 of £12,031,164, rate income of £1,754,545 per annum, a yearly revenue of £8,125,000, and a work force of approximately 2,600 employees, it is the foremost municipality in the State. Though its daily influx of population is high, its fixed population of 90,000 ranks below that of both Camberwell and Moorabbin. 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 annually, a member thus holding office for three years.

Melbourne is distinctively a garden city. Of its total area of 7,765 acres, no less than 1,752 acres are parklands and reserves. On those reserves under its control the City Corporation annually expends some £350,000. The larger reservations are Royal Park 456 acres, Yarra Park 123 acres, Prince's Park 97 acres, Fawcner Park 101 acres, University and College grounds 95 acres, Botanical gardens 87 acres, Zoological gardens 50 acres, Alexandra gardens 58 acres, Fitzroy gardens 94 acres, King's Domain 79 acres, and Carlton gardens 19 acres.

The Corporation both generates and reticulates electricity. In this respect it is completely integrated into the State Electricity grid. In its power station at Lonsdale-street it is able to generate at a maximum 120,000 kilowatts, which is more than 10 per cent. of the whole State's output.

The abattoirs and market activities of the Council are equally important to the State. The Newmarket cattle market is the largest and most important to the industry in the State. Last year 361,000 cattle and 5,092,000 sheep and lambs were handled. The abattoirs, run in close conjunction with the market, supply 45 per cent. of the meat consumed in the metropolis, and also feed the export market. The Victoria Market which handles fruit and vegetables, both wholesale and retail, is again the market for the whole of Victoria and through it passes yearly some 273,000 tons of vegetables and 200,000 tons of fruit, with a yearly value of £25 mill.

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 ten, whilst special committees are constituted from time to time for specific purposes. No councillor may be chairman of more than one permanent committee nor serve on more than three committees. The committees are the workshop of the Council, but, due to the failure of the Local Government Act to allow even partial delegation of authority, all the work of the committees must be reported back to the Council and all decisions taken be approved. Despite this encumbrance, which mainly affects the administration, the organization is effective and achieves all the desirable advantages which spring from the division of labour.

Obviously, under such a system, much of the work of the full Council is taken up with the routine approval of the multifarious recommendations and decisions of the committees, and this is done with little comment. Nevertheless, this does not mean the sovereignty

of the Council is abrogated or its effective control impaired, for, at all times, it is free to comment, admonish, alter, reject, or in some other way indicate its attitude of mind to the manner in which the relevant committee is exercising its function.

Of the ten committees, two, Finance and General Purposes, are primarily co-ordinating, whilst the others are functional in their purpose. The authorities delegated to committees are made mutually exclusive and cover the full field of the Council's activities. The scope of these activities can be seen in the sum total of the work of the individual committees.

Co-ordinating Committees

- (1) *Finance* : Has the overall surveillance of the finances of the Council and is responsible for co-ordinating the revenue and capital requirements of all committees. Prepares the annual estimates and recommends the rate.
- (2) *General Purposes and Legislative* : Deals with all legal legislative business of the Corporation and with matters not specifically referred to other committees.

Functional Committees

- (1) *Public Works* : Undertakes the formation, repair, maintenance, drainage, cleansing, &c., of all streets and public places.
- (2) *Health* : Deals with all matters relating to public health and public gatherings, together with social services covering infants, pre-school children, and the aged.
- (3) *Town Hall and Properties* : Controls, manages and lets all lands and properties not specifically used by other committees. Also is responsible for the three town halls at Swanston-street, Kensington, and North Melbourne.
- (4) *Electric Supply* : Manages and directs the generation and reticulation of electrical energy and hydraulic power and controls street lighting.
- (5) *Abattoirs and Markets* : Superintends the City abattoirs, Newmarket cattle market, Queen Victoria fruit and vegetable, wholesale and retail markets, City fish market, street selling stands, weights and measures inspection, and public weighbridges.
- (6) *Parks, Gardens, and Recreation* : Controls all parks, gardens and reserves, street plantings, and baths.
- (7) *Building and Town Planning* : Directs all matters relating to building and town planning.
- (8) *Traffic and Parking* : Controls and regulates traffic, and manages both on and off street parking facilities.

Administrative Organization

The work force is organized on a departmental basis, but no precise pattern of organization has emerged. Broadly, the departments are either organized by major process or by purpose, but, in some cases, a hybrid of these two forms has been brought about. There are eleven departments comprising the Town Clerk's, Electric Supply, City

Engineer's, Parks and Gardens, City Treasurer's, City Architect's, Building Surveyor's, City Valuer's, Abattoirs and Cattle Markets, Market (fruit, vegetable and fish), Health. The Town Clerk's Department is essentially a general staff which achieves the necessary co-ordination and keying together both of the deliberate body as organized by committees and the administrative staff as organized by departments, and of the departments themselves. For the effective functioning of the committees and for purposes of staff review and control, departments are married to committees, but this does not mean the committee has exclusive access to the activities of that particular department. Obviously departments, particularly when organized by major activity, are there to provide service to any community requiring it. This underlines the need for a general co-ordinating staff as exemplified by the Town Clerk's Department. At present the dove-tailing of committees and departments is as follows :—

Public Works Committee . .	City Engineer's Department City Architect's Department
Health Committee . .	Health Department
Finance Committee . .	City Treasurer's Department City Valuer's Department
Electric Supply Committee	Electric Supply Department
General Purposes and Legislative Committee	Town Clerk's Department
Abattoirs and Markets Committee	Abattoirs and Cattle Markets Department Markets Department (fruit, vegetable, and fish)
Parks, Gardens, and Re-creations Committee	Parks and Gardens Department
Building and Town Planning Committee	Building Surveyor's Department

Departmental organization has certain organizational and administrative difficulties, but the aim is to achieve a functional structure to serve the purposes of an elective form of government relying entirely upon honorary service. The system has evolved from many decades of experience in such forms of government throughout the English speaking nations, and it serves this purpose well. If policy making is to remain firmly in the hands of the elected representative, it is difficult to conceive of any major, effective, modification to the system.

Statistics of Local Government

General

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

As the Metropolitan Area was re-defined in 1954, information concerning municipalities in the Metropolitan Area and municipalities outside the Metropolitan Area is not comparable with that for years prior to 1953-54.

For statistical purposes, the Metropolitan Area is as set out in the table on pages 103 and 104. In compiling municipal statistics, however, it is not practicable to dissect those municipalities which lie

only partly within this area. Accordingly, in municipal tables in this chapter, the classification "Other Metropolitan Municipalities" varies from the defined area as follows :—

1953–54 to 1956–57—Includes the whole of the Shires of Eltham, Fern Tree Gully, Frankston and Hastings, Lillydale, and Werribee (as constituted prior to severance of Shire of Altona), and excludes the whole of the Shires of Bulla, Melton, and Whittlesea.

1957–58—As for 1953–54 to 1956–57, with the exception that the new Shire of Altona is included, and the reduced and redefined Shire of Werribee is transferred to "Municipalities Outside the Metropolitan Area".

At 30th September, 1958, in municipalities throughout the State there were 2,256 councillors, viz., 33 in the City of Melbourne, 513 in 43 other metropolitan municipalities, and 1,710 in 161 municipalities outside the Metropolitan Area.

Properties Rated, Loans Outstanding, &c.

In the following table, the number of properties rated, the value of rateable property, General Account income, and the amount of loans outstanding are shown for each of the years 1953–54 to 1957–58 :—

VICTORIA—PROPERTIES RATED, LOANS OUTSTANDING, ETC.

Year Ended 30th September—	Number of Rate- payers	Number of Properties Rated	Value of Rateable Property		General Account Income	Loans Out- standing
			Net Annual Value	Estimated Capital Improved Value		
			£	£		
CITY OF MELBOURNE						
1954	34,237	35,170	7,707,763	154,155,260	1,784,861	8,471,000
1955	33,940	35,642	7,914,302	158,286,040	1,987,927	9,001,000
1956	32,361	34,721	8,765,621	175,312,420	2,285,936	9,751,000
1957	32,413	35,352	9,525,571	190,511,420	2,756,740	10,751,000
1958	32,831	35,778	10,422,145	208,442,900	2,901,856	11,838,000
OTHER METROPOLITAN MUNICIPALITIES*						
1954	510,883	575,500	39,674,326	789,382,720	8,082,359	8,063,485
1955	539,274	592,567	42,696,097	826,053,410	8,742,458	9,634,661
1956	570,621	592,150	47,325,101	918,426,292	10,142,765	9,991,969
1957	587,022	607,838	55,077,032	1,088,128,947	11,853,905	11,355,391
1958	616,912	613,967	60,132,938	1,193,885,956	12,663,559	12,442,026
MUNICIPALITIES OUTSIDE METROPOLITAN AREA						
1954	300,133	393,218	30,081,090	601,779,760	7,597,907	5,501,305
1955	310,972	400,623	34,240,482	682,956,640	8,465,549	6,359,427
1956	325,898	413,723	39,314,411	785,849,283	9,676,410	6,900,407
1957	339,062	423,540	42,703,196	853,874,901	10,865,135	7,917,698
1958	358,454	438,433	46,096,534	918,812,492	11,860,482	9,817,722
TOTAL MUNICIPALITIES						
1954	845,253	1,003,888	77,463,179	1,545,317,740	17,465,127	22,035,790
1955	884,186	1,028,832	84,850,881	1,667,296,090	19,195,934	24,995,088
1956	928,880	1,040,594	95,405,133	1,879,587,995	22,105,111	26,643,376
1957	958,497	1,066,730	107,305,799	2,132,515,268	25,475,780	30,024,089
1958	1,008,197	1,088,178	116,651,617	2,321,141,348	27,425,897	34,097,748

* See definition on pages 362 and above.

Municipal Revenue and Expenditure

The following tables show, for each of the years ended 30th September, 1954 to 1958, the revenue and expenditure of municipalities in Victoria.

The first table gives particulars of the ordinary services provided by municipalities, while the second table shows details of the business undertakings under municipal control. Transactions presented are generally on a revenue basis.

Particulars relating to Loan Accounts, Private Street Accounts, and Special Improvement Charge Accounts are excluded.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES : REVENUE AND EXPENDITURE (£)

Year Ended 30th September—	Revenue				Expenditure			
	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other			City of Melbourne	Other		
1954 ..	1,784,861	8,082,359	7,597,907	17,465,127	1,747,546	7,919,257	7,439,039	17,105,842
1955 ..	1,987,927	8,742,458	8,465,549	19,195,934	2,007,010	8,778,745	8,423,615	19,209,370
1956 ..	2,285,936	10,142,765	9,676,410	22,105,111	2,305,498	10,332,319	9,973,054	22,610,871
1957 ..	2,756,740	11,853,905	10,865,135	25,475,780	2,682,513	11,720,212	10,896,876	25,299,601
1958 ..	2,901,856	12,663,559	11,860,482	27,425,897	2,868,339	12,593,538	11,747,975	27,209,852

* See definition on pages 362-363.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : REVENUE AND EXPENDITURE (£)

Year Ended 30th September—	Revenue				Expenditure			
	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other			City of Melbourne	Other		
1954 ..	2,955,058	4,355,846	877,552	8,188,456	2,902,249	4,236,266	832,672	7,971,187
1955 ..	3,156,462	4,799,050	814,515	8,770,027	3,138,967	4,710,274	762,092	8,611,333
1956 ..	3,582,412	5,709,001	703,457	9,994,870	3,535,589	5,583,078	681,359	9,800,026
1957 ..	4,164,147	6,542,383	755,406	11,461,936	4,085,962	6,299,981	718,556	11,104,499
1958 ..	4,562,819	7,503,942	953,936	13,020,697	4,494,637	7,129,850	916,980	12,541,467

* See definition on pages 362-363

General Account

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

Details of the principal items of revenue during the year ended 30th September, 1958, are given below:—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES:
ORDINARY SERVICES: REVENUE, 1957–58
(£)

Particulars.	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
Taxation—				
Rates (net)	1,493,089	9,364,372	7,832,515	18,689,976
Penalties	7,773	42,205	22,904	72,882
Licences—				
Dog	1,125	43,592	35,857	80,574
Health, Dairy, Slaughtering, and Noxious Trades .. .	2,617	14,538	9,500	26,655
Other	1,408	7,408	10,841	19,657
Total Taxation	1,506,012	9,472,115	7,911,617	18,889,744
Public Works and Services—				
Sanitary and Garbage Services	26,761	706,312	558,461	1,291,534
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	68,810	144,697	86,072	299,579
Markets	325,461	116,752	98,818	541,031
Halls	32,834	93,663	76,428	202,925
Libraries	36	3,449	12,811	16,296
Weighbridges	19,461	1,511	11,095	32,067
Sale of Materials	14,378	36,234	142,593	193,205
Plant Hire .. .. .	..	182,229	1,259,053	1,441,282
Grazing Fees .. .. .	..	26	9,761	9,787
Pounds	114	3,208	10,713	14,035
Other	173,414	148,737	150,790	472,941
Street Construction	55,917	427,176	452,859	935,952
Private Street Supervision .. .	..	170,337	37,716	208,053
Other—				
Car Parking	250,259	20,779	14	271,052
Building Fees	10,255	103,277	30,510	144,042
Miscellaneous	11,406	98,008	39,708	149,122
Total Public Works and Services	989,106	2,256,395	2,977,402	6,222,903
Government Grants—				
Roads	5,928	24,658	109,361	139,947
Libraries	7,633	91,139	53,038	151,810
Parks, Gardens, &c. .. .. .	..	5,010	112,998	118,008
Infant Welfare Centres	6,811	82,547	92,202	181,560
River Works .. .. .	..	810	22,788	23,598
Licences Equivalent	8,496	14,144	35,220	57,860
Other	4,422	138,249	96,448	239,119
Total Government Grants	33,290	356,557	522,055	911,902
Transfers from Business Under- takings	45,000	233,082	32,996	311,078
Police Court Fines	137,866	28,131	8,488	174,485
Other	190,582	317,279	407,924	915,785
Total Revenue	2,901,856	12,663,559	11,860,482	27,425,897

* See definition on pages 362-363.

After exclusion of an amount of £683,975 transferred from other funds, the net General Account income during 1957-58 was £26,741,922. Of this total, 70·6 per cent. was derived from taxation (70·1 per cent. from rates and penalties and 0·5 per cent. from licences); 23·3 per cent. from public works and services; 1·2 per cent. from transfers from business undertakings; 3·4 per cent. from Government Grants; and 1·5 per cent. from other sources. The total amount collected from taxation (£18,889,744) was equivalent to £6 18s. 9d. per head of population and to £18 14s. 9d. per ratepayer.

Details of the principal items of expenditure from the General Account during the year ended 30th September, 1958, are set out below :—

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1957-58
(£)**

Particulars	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
General Administration—				
Pay-roll Tax	34,800	120,863	85,101	240,764
Other	599,070	1,616,988	1,672,017	3,888,075
Total General Administration	633,870	1,737,851	1,757,118	4,128,839
Debt Services (Excluding Business Undertakings)—				
Interest—				
Loans	344,956	363,247	297,924	1,006,127
Overdraft .. .. .	..	22,549	79,094	101,643
Redemption	125,563	602,642	638,948	1,367,153
Other	1,229	39,682	331	41,242
Total Debt Services ..	471,748	1,028,120	1,016,297	2,516,165
Public Works and Services—				
Roads, Streets, and Bridges ..	311,316	3,948,702	4,572,766	8,832,784
Street Lighting	16,871	368,895	153,289	539,055
Health—				
Sanitary and Garbage Services	178,036	1,331,073	587,283	2,096,392
Other	85,633	638,045	360,130	1,083,808
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	329,683	1,076,410	517,819	1,923,912
Markets	144,381	73,142	56,339	273,862
Halls	81,981	272,202	172,866	527,049
Libraries	19,259	258,962	131,321	409,542
Weighbridges	13,098	892	5,780	19,770
Materials .. .. .	..	22,867	60,506	83,373
Plant	32,481	396,039	838,996	1,267,516
Grazing Expenses .. .. .	..	188	6,480	6,668
Pounds	205	10,920	21,254	32,379
Other	66,210	245,753	323,580	635,543
Other—				
Car Parking	64,658	78,780	3,329	146,767
River Works .. .. .	..	768	10,899	11,667
Miscellaneous	1,628	89,483	52,587	143,698
Total Public Works and Services	1,345,440	8,813,121	7,875,224	18,033,785

* See definition on pages 362-363.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES : EXPENDITURE, 1957-58—*continued*
(£)

Particulars	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board .. .. .	..	107,085	583,154	690,239
Fire Brigades	59,598	309,540	744	369,882
Hospitals and Other Charities ..	32,327	42,901	36,217	111,445
Other	65,505	310,169	170,796	546,470
Total Grants	157,430	769,695	790,911	1,718,036
Other	259,851	244,751	308,425	813,027
Total Expenditure	2,868,339	12,593,538	11,747,975	27,209,852

* See definition on pages 362-363

After exclusion of an amount of £597,112 transferred to other funds, the net General Account expenditure during 1957-58 was £26,612,740. Of this total, 15.5 per cent. was for administration ; 9.5 per cent. for debt services ; 11.9 per cent. for health services ; 7.2 per cent. for parks, gardens, &c. ; 33.2 per cent. for roads, streets, &c. ; 4.8 per cent. for plant and equipment ; 10.6 per cent. for other public works and services ; 6.5 per cent. for grants and contributions ; and 0.8 per cent. for miscellaneous items.

Municipal Administrative Costs

Particulars of the principal items of expenditure during each of the years ended 30th September, 1954 to 1958, in respect of general municipal administration, are given in the following statement :—

VICTORIA—COST OF MUNICIPAL ADMINISTRATION
(£)

Particulars	Year Ended 30th September—				
	1954	1955	1956	1957	1958
Salaries*	1,661,891	1,905,888	2,350,331	2,648,990	2,874,813
Mayoral and Presidential Allowances	57,387	61,665	71,360	76,496	80,446
Audit Expenses	19,025	21,059	22,212	25,137	28,281
Dog Registration Expenses	30,989	27,304	27,744	33,374	41,780
Election Expenses	19,702	24,241	27,855	27,423	29,739
Insurances	118,083	165,105	173,929	235,231	327,778
Legal Expenses	21,444	27,118	48,744	63,633	67,801
Printing, Stationery, Advertising, Postage, Telephone ..	244,920	290,394	289,231	329,161	345,991
Other	66,806	76,199	94,326	101,194	91,446
Total	2,240,247	2,598,973	3,105,732	3,540,639	3,888,075

* Including cost of valuations and travelling expenses, but excluding health officers' salaries, which are included with "Health—Other" on page 366.

Municipal Business Undertakings

During 1957-58, 25 municipal councils in Victoria conducted electricity supply undertakings. These constituted the principal trading activities of municipalities. There were also two gas works (which closed during the year) and a number of abattoirs under municipal control. Other trading activities included water supply, sewerage, and hydraulic power, but these were not extensive.

In addition, a number of councils conducted small trading enterprises (e.g., quarries, cement pipe works, &c.) which were financially controlled through the municipal General Account.

The tables which follow show, for the year ended 30th September, 1958, revenue and expenditure of the various types of local authority business undertakings:—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : REVENUE, 1957-58

(£)

Particulars	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply and Sewerage—				
Rates, Sale of Water, &c. ..	..	74,132	142,547	216,679
Electricity and Gas—				
Charges for Services and Sales of Products, &c.	4,152,101	7,310,835	626,543	12,089,479
Abattoirs—				
Charges for Services and Sales of Products, &c.	375,328	118,975	184,846	679,149
Hydraulic Power—				
Charges for Services and Sales of Products, &c.	35,390	..	..	35,390
Total Revenue ..	4,562,819	7,503,942	953,936	13,020,697

* See definition on pages 362-363.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
BUSINESS UNDERTAKINGS : EXPENDITURE, 1957-58

(£)

Particulars	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply and Sewerage—				
Working Expenses .. ..	..	71,550	95,363	166,913
Depreciation .. ..	..	..	12,190	12,190
Debt Charges .. ..	..	707	30,419	31,126
Other .. ..	..	47	543	590
Total Water Supply and Sewerage .. ..	..	72,304	138,515	210,819
Electricity and Gas—				
Working Expenses	3,525,420	6,549,521	511,140	10,586,081
Depreciation	162,570	158,697	16,243	337,510
Debt Charges	108,537	254,319	75,462	438,318
Other	265,029	5,655	7,896	278,580
Total Electricity and Gas	4,061,556	6,968,192	610,741	11,640,489
Abattoirs—				
Working Expenses	328,873	67,759	143,429	540,061
Depreciation	9,929	6,067	3,742	19,738
Debt Charges	31,052	15,518	20,553	67,123
Other	30,579	10	..	30,589
Total Abattoirs	400,433	89,354	167,724	657,511
Hydraulic Power—				
Working Expenses	24,522	..	..	24,522
Depreciation	7,981	..	..	7,981
Debt Charges	145	..	..	145
Other .. ..	..	..	..	..
Total Hydraulic Power	32,648	..	..	32,648
Total Expenditure	4,494,637	7,129,850	916,980	12,541,467

* See definition on pages 362-363.

Municipal Loan Finance

Municipal Loan Receipts

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

The first table details the loan raisings for ordinary services and business undertakings during the year ended 30th September, 1958, and, in the second table, particulars of total loan receipts for each of the years 1953-54 to 1957-58 are shown. It will be seen that during the years 1956-57 and 1957-58 increased recourse to loan moneys has been made by municipalities.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN RECEIPTS, 1957-58 (Excluding Redemption Loans)

(£)

Particulars	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
Loan Raisings for—				
Ordinary Services	966,000	1,898,655	1,969,000	4,833,655
Business Undertakings—				
Water Supply .. ..	.. ..	.. ..	64,603	64,603
Electricity and Gas	185,000	194,200	103,000	482,200
Other Receipts (Government Grants, Recoups, &c., to Loan Fund)	982,581	133,464	132,643	1,248,688
Total Receipts	2,133,581	2,226,319	2,269,246	6,629,146

* See definition on pages 362 and 363

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN RECEIPTS (Excluding Redemption Loans)

(£)

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
1954	731,763	1,343,149	1,140,819	3,215,731
1955	530,337	1,771,727	1,404,856	3,706,920
1956	780,271	1,211,485	1,247,893	3,239,649
1957	1,392,380	1,861,466	1,730,202	4,984,048
1958	2,133,581	2,226,319	2,269,246	6,629,146

* See definition on pages 362-363.

Municipal Loan Expenditure

Details of the principal items of expenditure from loan funds, exclusive of expenditure on private streets, during the year ended 30th September, 1958, are given in the first of the following tables. In the second table, particulars of total loan expenditure for each of the years 1953-54 to 1957-58 are shown.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE, 1957-58

(£)

Particulars	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, and Bridges ..	250,538	997,798	644,092	1,892,428
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	43,122	108,514	152,689	304,325
Markets	130,931	91,646	27,660	250,237
Plant	81,884	136,466	550,833	769,183
Other	177,914	219,849	311,623	709,386
Infant Welfare Centres ..	4,135	19,597	26,204	49,936
Pre-School (Crèches, &c.) ..	..	14,140	4,558	18,698
Other	162,508	16,562	41,521	220,591
Total Ordinary Services	851,032	1,604,572	1,759,180	4,214,784
Business Undertakings—				
Water Supply .. .. .	..	4,722	85,651	90,373
Electricity and Gas	1,040,445	384,261	213,817	1,638,523
Abattoirs	29,536	..	37,444	66,980
Total Business Undertakings	1,069,981	388,983	336,912	1,795,876
Total Expenditure ..	1,921,013	1,993,555	2,096,092	6,010,660

* See definition on pages 362-363.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE**

(£)

Year Ended 30th September—	Metropolitan Municipalities*		Municipalities Outside Metropolitan Area	Total
	City of Melbourne	Other		
1954	1,160,359	924,360	1,070,745	3,155,464
1955	1,137,469	1,274,891	1,375,798	3,788,158
1956	1,305,516	1,585,816	1,336,605	4,227,937
1957	1,665,328	1,830,425	1,508,327	5,004,080
1958	1,921,013	1,993,555	2,096,092	6,010,660

* See definition on pages 362-3.

At 30th September, 1958, there were unexpended balances in Loan Accounts amounting to £2,493,100.

Municipal Loan Liability

The loan liability of the municipalities in Victoria at the end of each of the five years 1953-54 to 1957-58 is given below :—

VICTORIA—MUNICIPAL LOAN LIABILITY

At 30th September—	Due to—		Gross Loan Liability	Accumulated Sinking Funds	Net Loan Liability	
	Government*	Public			Amount	Per Head of Population
	£	£	£	£	£	£ s. d.
1954 ..	353,609	21,682,181	22,035,790	2,125,710	19,910,080	8 1 4
1955 ..	394,608	24,600,480	24,995,088	2,314,701	22,680,387	8 18 2
1956 ..	409,132	26,234,244	26,643,376	2,580,650	24,062,726	9 3 4
1957 ..	475,475	29,548,614	30,024,089	2,889,274	27,134,815	10 1 8
1958 ..	636,781	33,460,967	34,097,748	3,159,478	30,938,270	11 4 6

* Excluding liability to Country Roads Board.

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 a drainage from property adjacent to such land. The cost of this work is recoverable

from the owners of adjoining or neighbouring properties where, in the opinion of the council, the work performed accrues to the benefit of those properties. At the request of any owner, the amount apportioned as his total liability may be made payable by 40 or, if the council so directs, 60 quarterly instalments bearing interest on the portion that, from time to time, remains unpaid.

For the purpose of defraying the costs and expenses of work for which any person is liable to pay by instalments, the council may, on the credit of the municipality, obtain advances from a bank by overdraft on current account or borrow money by the issue of debentures, but such borrowings shall not exceed the total amount of instalments payable.

The following table details the receipts and expenditure, for 1957-58, on 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., 1957-58

(£)

Particulars—	Metropolitan Municipalities (Excluding City of Melbourne)*	Municipalities Outside Metropolitan Area	Total Victoria
Receipts—			
Loans	209,681	129,494	339,175
Bank Overdraft (Increase)	73,274	11,050	84,324
Owners' Contributions	2,280,812	378,908	2,659,720
Other	76,862	90,488	167,350
Total	2,640,629	609,940	3,250,569
Expenditure—			
Works	2,124,704	481,050	2,605,754
Debt Charges—			
Redemption of Loans	126,403	25,691	152,094
Interest on Loans	73,028	12,519	85,547
Interest on Overdraft	80,276	22,451	102,727
Other	148,260	20,808	169,068
Total	2,552,671	562,519	3,115,190
Cash in Hand or in Bank at 30.9.1958 ..	503,968	124,166	628,134
Bank Overdraft at 30.9.1958	2,171,506	375,013	2,546,519
Loan Indebtedness at 30.9.1958	1,614,965	307,841	1,922,806

* See definition on pages 362-363.

Details of receipts and expenditure of the private street account during each of the years 1953-54 to 1957-58 are shown in the following table :—

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : PRIVATE STREET ACCOUNT : RECEIPTS AND EXPENDITURE

(£)

Particulars—	Year Ended 30th September—				
	1954	1955	1956	1957	1958
Receipts—					
Loans	299,751	560,550	240,772	286,175	339,175
Bank Overdraft (Increase) .. .. .	..	..	601,018	685,306	84,324
Owners' Contributions	1,664,982	1,849,469	2,095,044	2,591,257	2,659,720
Other	80,124	49,483	67,535	48,157	167,350
Total	2,044,857	2,459,502	3,004,369	3,610,895	3,250,569
Expenditure—					
Works	1,695,494	2,043,973	2,876,359	3,211,002	2,605,754
Bank Overdraft (Decrease)	28,607	29,698	..	..	..
Debt Charges—					
Redemption of Loans	56,116	90,652	102,343	120,088	152,094
Interest on Loans	31,748	48,733	61,376	87,841	85,547
Interest on Overdraft	47,216	28,909	55,335	65,065	102,727
Other	41,397	20,427	47,976	151,763	169,068
Total	1,900,578	2,262,392	3,143,389	3,635,759	3,115,190

Length of Roads and Streets

The following table shows the estimated length of all roads and streets in the State in the year 1957. The mileage of roads, &c. (excluding State Highways) has been compiled from information furnished by all municipal authorities. The mileage of State roads was obtained from the Country Roads Board.

VICTORIA—LENGTH OF ALL ROADS AND STREETS AT 30TH SEPTEMBER, 1957

(MILES)

Type of Road or Street	State Highways	Tourists' Roads	Forest Roads	Other Streets and Roads	Total
Wood or stone .. .. .	..	..	..	55	55
Portland cement concrete .. .. .	..	..	..	158	158
Asphaltic concrete and sheet asphalt	7	..	..	413	420
Tar or bitumen surface seal over tar or bitumen penetrated or water-bound pavements	3,301	151	64	11,598	15,114
Water-bound macadam, gravel, sand, and hard loam pavements	536	261	313	30,844	31,954
Formed, but not otherwise paved	..	3	1	23,869	23,873
Surveyed roads (not formed) which are used for general traffic	1	..	..	29,777	29,778
Total	3,845	415	378	96,714	101,352

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

During the 125 years of settlement in Victoria, there have been great fluctuations in the emphasis placed on road development. In the early years, arterial roads were planned and some sections stoutly constructed in rough pitching and macadam. Certain robust masonry bridges, still in use, date from the period 1853–63 when a Central Roads Board handled these matters on a State-wide basis. With the advent of railways, responsibility for roads was delegated to local authorities relying on rate revenues (and, in some instances, on tolls) supplemented by State grants. Some tracks were constructed by the State in mining districts, but there was little co-ordinated road construction, and maintenance was sadly neglected.

Constitution of the Board

In 1912, the country road system of Victoria was generally in a backward state. This applied particularly to the hill country, where hard-surfaced roads were lacking. What roads existed were narrow tracks, consisting mainly of earth formations on excessively steep grades and bad alignments. In many parts only primitive “corduroy” timber tracks served the pressing needs of the settlers. After rain, these tracks were almost impossible to negotiate, whilst during the winter months many farmers were unable to transport their produce away from their land, or to transport necessary stores and equipment into their farms, except by sledge, and then only in limited quantities. In other parts of the State, roads had been built by the local municipalities in sections as funds became available from small Government grants and municipal revenue, but as the roads were, in consequence, in various stages of development, they only partially met the requirements of even the slow moving horse-drawn traffic. The responsibility of constructing and maintaining arterial roads was beyond the resources of country municipalities, with the result that these roads received scant attention and generally were in a state of disrepair.

The past 50 years have been marked by an ever-increasing usage of roads due to the continuous development of the motor vehicle for carriage of both goods and passengers, and to its relative economy and convenience.

The *Country Roads Act* 1912 provided for the appointment of three Board members and an appropriation of £2,000,000 of loan money for the construction of a system of main roads to serve the general traffic. It also made provision for the maintenance of such roads by reserving State taxation on motor vehicles for this purpose.

Classification of Roads

The Board was given power to declare any existing road as a “main” road, to improve or reconstruct it, to construct new main roads after investigation, and to arrange for works both of construction and

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

maintenance to be carried out under supervision of municipal engineers. In succeeding years, loan moneys continued to be made available to the Board for permanent works.

The *Developmental Roads Act* 1918 empowered the Board to declare other rural roads as developmental roads, when considered sufficiently important to the development of the State in providing farmers with access to railway stations or to main roads. Construction was financed from loan moneys. The funds under this Act were exhausted by 1937 when the length of declared developmental roads was 2,290 miles, but additional sources of revenue derived from Commonwealth taxes on petrol ensured continuation of the policy of construction and maintenance of unclassified roads, progressively year by year, according to the needs throughout the State-wide network of something like 80,000 miles of public roads of this type.

In 1925, legislation was enacted to empower the Board to declare the more important arterial roads as State highways. For these roads the Board assumes full responsibility for construction, improvement and maintenance. In 1936, tourists' roads and, in 1943, forest roads were added to the classes of roads under the Board's sole financial control. At 30th June, 1959, the following were the mileages of declared roads in Victoria, approximately 70 per cent. having been provided with a bituminous seal :—

VICTORIA—DECLARED ROADS AT 30TH JUNE, 1959

(Miles)

Particulars					Total Length	Sealed Length
State Highways	..	..	..	..	3,845	3,344
Tourists' Roads	..	..	..	..	415	165
Forest Roads	..	..	..	..	378	73
Main Roads	..	..	..	..	9,754	6,188
Total	..	..	..	..	14,392	9,770

An enactment of 1956 empowered the Board to provide a new class of road—the “by-pass road”. This is designed to allow through traffic to by-pass centres of population or, more generally, to furnish modern “freeway” facilities alternative to congested traffic arteries, and to incorporate the principle of no access or limited access along the whole length of the road except at widely spaced interchanges. Several by-pass roads are being planned in detail, and construction of two sections was in progress during 1959.

Finance

More than 60 per cent. of the funds available to the Board comes from State sources, chiefly from fees collected by the Motor Registration Branch (less cost of collection), from certain fees collected by the Transport Regulation Board under the Commercial Goods Vehicle Act, and, to a minor extent, from State loan allocation.

Commonwealth aid for roads in Victoria is administered by the Country Roads Board. The Commonwealth Statute stipulates that not less than 40 per cent. of the amount provided shall be spent on roads in rural areas other than State highways or main roads.

Functions and Organization of Board

The main duties of the Board are to determine what roads should be declared in the various classifications, to supervise the construction, reconstruction and maintenance of these roads, to investigate the State's resources of roadmaking materials and the most efficient methods of road construction and maintenance, and to record, publish, and make available the results of such investigations. Similar functions are exercised for the utilization of Commonwealth aid funds on unclassified roads.

In 1944, the Board conducted the first road transportation surveys in Australia in which weights and sizes of vehicles were measured as well as numbers. These and similar researches in the field of traffic engineering have been undertaken to ascertain how roads should be made to facilitate communication and improve conditions of traffic—another of the Board's statutory obligations.

To facilitate its research and to keep its work over the years abreast of modern road developments, two former chairmen of the Board and several engineering officers have undertaken missions overseas. Their reports and the contacts established have enabled changes in techniques and in organization to be introduced which have benefited not only the Board's operations, but also the allied road and bridge work of municipal councils.

Since 1926, the Board has decentralized its operations by the appointment of divisional engineers with offices at country centres, to ensure closer engineering control both of works under its direct supervision and those supervised by councils. In the post-war period, additional divisions have been established and, in all centres, divisional accountants appointed to enable wages and claims to be dealt with locally. The country centres have also been provided with workshops and stores to enable plant repairs to be undertaken more promptly.

Including engineering, accountancy and other administrative officers, general staff and field employees, the personnel employed by the Board at 30th June, 1959, totalled 3,528.

In addition to its own road and bridge responsibilities, the Board carries out works of similar types, including aerodrome runway construction, for other State and Federal departments, at their cost, when these bodies desire to make use of the skills possessed by the Board's engineers and constructional staff and the resources of plant and special equipment owned by the Board. The Board is also the constructing authority for the Napier-street Bridge over Maribyrnong River, and the King-street Bridge and associated works, in accordance with the special statutes concerned.

The Board is a member of the National Association of Australian State Road Authorities, a continuing body with several technical committees which co-ordinates Australian road and bridge standard practices and research activities, estimates the needs of the national road network as a whole (generally on the basis of a five or ten year programme), and prepares relevant statistics of annual road improvements and road finance.

Receipts and Expenditure

Receipts and expenditure covering the operations of the Board for each of the years 1954-55 to 1958-59 were as follows :—

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

Particulars	Year Ended 30th June—				
	1955	1956	1957	1958	1959
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)	4,829	5,185	6,420	8,233	8,625
Municipalities Repayments—Permanent Works and Maintenance—Main Roads	388	501	530	560	686
Surplus from Transport Regulation Fund	388	..	..	..	..
Commonwealth Aid Roads Acts	3,803	4,430	5,247	6,159	6,871
Proceeds from Commercial Goods Vehicles Act .. .. .	..	216	1,315	1,529	1,873
Advance from Public Account .. .. .	..	500	..	..	..
State Loan Funds	1,102	1,093	405	403	76
Commonwealth-State Agreement—Flood Restoration .. .. .	..	..	237	460	53
Other Receipts—Fees and Fines	1	25	28	37	31
Total	10,511	11,950	14,182	17,381	18,215
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	8,509	9,870	10,983	14,726	15,021
Traffic Line Marking and Traffic Lights	26	23	28	37	35
Plant Purchases	585	627	621	1,053	713
Interest and Sinking Fund Payments	676	747	807	831	862
Payment to Tourists' Resorts Fund	57	72	76	109	145
General Expenditure	538	693	1,340*	824	970
Total	10,391	12,032	13,855	17,580	17,746

* Includes £500,000 repayment of advance from Public Account.

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 1954-55 to 1958-59 :—

**VICTORIA—COUNTRY ROADS BOARD : EXPENDITURE
ON ROADS AND BRIDGES**

(£'000)

Particulars	Year Ended 30th June—				
	1955	1956	1957	1958	1959
State Highways—					
Construction	691	854	172	2,984	3,484
Maintenance and Reconditioning ..	2,343	2,641	3,907	2,005	1,873
Main Roads—					
Permanent Works	326	340	325	4,243	4,357
Maintenance and Reconditioning ..	3,240	3,549	3,596	1,186	1,179
By-Pass Roads					29
Unclassified Roads—					
Construction and Maintenance ..	1,445	1,947	2,509	3,615	3,371
Tourists' Roads—Construction and Maintenance	295	343	285	458	454
Forest Roads—Construction and Maintenance	139	145	116	128	191
Murray River Bridges and Punts—					
Maintenance	30	51	73	107	83
Total	8,509	9,870	10,983	14,726	15,021

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 31st December, 1959, are listed in the following statement :—

VICTORIA—WATER SUPPLY AUTHORITIES

Authorities	Administered under the Provisions of—
State Rivers and Water Supply Commission ..	} Water Acts
Waterworks Trusts (144)	
Local Governing Bodies—	
Ballarat Water Commissioners	
Municipal Councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Clunes Borough	
Creswick Shire	
Inglewood Borough	
Korong Shire	
Stawell Town	
Talbot Shire	
Warrnambool City	
Werribee Shire	
Melbourne and Metropolitan Board of Works ..	Melbourne and Metropolitan Board of Works Act
Geelong Waterworks and Sewerage Trust ..	Geelong Waterworks and Sewerage Act
Latrobe Valley Water and Sewerage Board ..	Latrobe Valley Water and Sewerage Acts 1953
First Mildura Irrigation Trust	} Mildura Irrigation Trusts Acts
Mildura Urban Water Trust	

The revenue and expenditure of the State Rivers and Water Supply Commission form part of Consolidated Revenue. Information relating to the activities of the Commission is given on pages 458 to 462.

Melbourne and Metropolitan Board of Works

Introduction

The first essentials for healthy community life are an adequate supply of pure water and an efficient sanitation system.

In the metropolis of Melbourne, the task of providing these necessities lies in the hands of the Melbourne and Metropolitan Board of Works.

Since the Board entered upon its duties early in 1891, after its constitution by Act of Parliament in December, 1890, it has built a number of storage and service reservoirs and constructed over 4,800 miles of aqueducts, pipe-lines and distribution mains. These have been provided at a capital cost of £45,437,194 up to the end of 1958-59.

The prime factor, however, which led to the constitution of the Board was the need for a sewerage system, and the present system has been wholly provided by the Board at a cost, to the end of 1958-59, of £31,556,677.

Additional Functions

Subsequent legislation has empowered the Board to deal with main drains (stormwater) and main drainage works ; to control and manage the rivers, creeks, and watercourses within the metropolis ; and to collect and dispose of nightsoil from unsewered premises within the area under its control.

In addition, the Board is the responsible authority for the preparation and submission for approval of any planning scheme in connexion with the Metropolitan Area, the making of any interim order, and the enforcement and carrying out of any such scheme or order. The Board is also the metropolitan authority for certain main highways, bridges, parks, and foreshores.

Area under the Control of the Board

The area under the Board's control has been expanded in stages. The Board is now responsible for water supply, sewerage, drainage, and river improvements over an area of more than 470 square miles. Its town-planning commitment extends over 714 square miles. In addition, it has, of necessity, control of the water supply reservations because they must be kept free from pollution and in an ideal state of forestation to ensure a clean run-off of water.

The Board

The Board is a semi-governmental authority and operates under Act of Parliament. In addition, certain sections of other legislation apply to the Board.

The Board consists of 51 commissioners and a chairman. Each commissioner is also a member of one of the municipal councils or groups of councils entitled to representation and is elected by his own council or group. If the council or group fails to elect a representative, the Governor in Council may appoint a member to the vacant seat. Members cannot sit longer than three years without re-election. They receive no remuneration.

The chairman, however, is appointed by the Board for a four-year term. In addition to being required to preside at all Board meetings, he is also *ex officio* chairman of the Board's eight Committees: Officers and Servants', Finance, Water Supply (which also includes River Improvements), Sewerage (which also includes Main Drainage), Farm, Planning and Highways, Stores and Legislative. Each Board member serves an annual term on at least one of the Committees.

Finance

The Board is empowered to make and levy a water rate, metropolitan general rate (sewerage), metropolitan drainage and river improvement rate, and a metropolitan improvement rate, all based on the net annual value of rateable properties.

The revenue derived from the three first-mentioned rates, and other charges which the Board is authorized to make, is used to defray administrative expenses, the cost of operating and maintaining the water, sewerage, and drainage systems, and the payment of interest on borrowings.

The proceeds of the metropolitan improvement rate are applied to meeting expenses of town planning, highways, bridges, parks, and foreshores, and in the payment of compensation for reserved lands.

Capital works are financed from loan borrowings and revenue. All money borrowed is charged and secured upon the Board's revenues.

Water Supply System

Melbourne's water supply, gathered in catchment areas high in the mountain ranges, is pure and not treated in any way. This priceless legacy is the result of the policy introduced about 70 years ago of fully protecting the water catchment areas. In this way, Melbourne has avoided the pollution of its water supply at the source and has not had to resort to treatment and filtration as is the case with the supply to some large overseas cities.

In these catchments, no habitation, utilization of the timber, cultivation or grazing of the land is permitted. In consequence, much of the area is still in its virgin state—a dense forest of indigenous trees with light scrub below and a damp floor—a condition it is believed to be necessary for a high annual yield of water and the maintenance of stream flows in summer.

The supply comes from four main catchments—the Yan Yean, the Maroondah, the O'Shannassy, and the Upper Yarra, all situated on the southern slopes of the Great Dividing Range. The water from these catchment areas is stored in six reservoirs :—

1. The Yan Yean reservoir, near Whittlesea, was Melbourne's first reservoir and was completed in 1857 ;
2. the Toorourrong reservoir is located at the foot of the Plenty Ranges and was built in 1885 ;
3. the Maroondah reservoir, completed in 1927, is situated near Healesville ;
4. the O'Shannassy reservoir, beyond Warburton, was brought into service in 1928 ;
5. the Silvan reservoir, in the Dandenong Ranges, was completed in 1932 ; and
6. the Upper Yarra reservoir, located 17 miles beyond Warburton, was completed in 1957.

The total storage capacity of these reservoirs is 68,765 million gallons of which 65,453 million gallons are available for consumption. The main features of the water are its purity, lack of mineral content, and high degree of softness.

The water from the storage reservoirs flows by gravitation in 250 miles of aqueducts and pipe-lines to 29 service reservoirs and elevated tanks, located on high ground within, or close to, the Melbourne Metropolitan Area, from which the distribution mains radiate.

The annual consumption of water now exceeds 48,900 million gallons which is equivalent to 79·3 gallons per head of population a day.

Sewerage System

There are now three separate systems collecting, purifying, and disposing of sewage from the Melbourne Metropolitan Area. These are the Werribee, South Eastern, and Kew systems.

Werribee is the principal system and serves approximately 98 per cent. of the seweraged area of the metropolis. All sewage collected by this system flows by gravitation through two main sewers to a pumping station at Spotswood.

The North Yarra main sewer, as the name implies, serves the area north of the river, whilst the Hobson's Bay main sewer serves the area south of the river. These main sewers terminate at the pumping station 37 feet and 45 feet, respectively, below the low-water level of the bay.

At the pumping station, the sewage is screened and then nine electrically-driven centrifugal pumps lift it 108 feet through three rising mains to a point $2\frac{3}{4}$ miles away at Brooklyn. From there, it gravitates 16 miles along the main outfall sewer to the Metropolitan Farm just beyond Werribee, where it is purified by either land filtration, grass filtration, or lagooning.

The effluents resulting from these methods of purification comply with the prescribed standards set out in the Stream Pollution Regulations of the Department of Public Health and are finally discharged into Port Phillip Bay.

The South Eastern system disposes of the sewage from Mordialloc, Mentone, Parkdale, and Cheltenham, which for economic reasons could not be brought into the Werribee system.

The treatment process established at Braeside for this system is biological and involves sedimentation of the sewage and subsequent slow filtration through a bed of broken stone from which a clear effluent emerges. The effluent is then stored in large lagoons where it undergoes final purification before being absorbed by the soil.

The Kew system serves an area of 90 acres at Kew which could not be economically connected to the Werribee system. The treatment process is similar to that at Braeside.

Stormwater Drains

Since 1924, the Board has been empowered by Act of Parliament to deal with main drains and main drainage works. Before that date, main drainage problems were the responsibility of individual municipal councils.

The Board has now taken over and maintains the many miles of drains previously constructed by councils. It is also the constructing authority for further works to dispose of stormwater drainage from catchments exceeding 150 acres in area.

River Improvements

The Board is responsible for metropolitan rivers, streams, and watercourses except for certain parts under the jurisdiction of other public authorities. It works to keep all streams free from pollution, to dredge them for flood control, and to provide free safe passage for small

boats and pleasure craft, to maintain the banks and prevent erosion. It is also responsible for supplying water from the Yarra in the vicinity of Dight's Falls for the Botanic Gardens and the Albert Park Lake and for other public reserves.

Town Planning

The purpose of the planning scheme prepared by the Board is to bring the unco-ordinated development of the Melbourne Metropolitan Area under control and to guide future development in the best interests of the community.

The scheme controls the use of land by classifying it into zones and reserved lands. It has been prepared in the form of 163 maps and an ordinance.

The maps show in distinctive colours and notations the various zones and reserved lands in sufficient detail for the effect on individual properties to be ascertained. The ordinance sets out the rules governing the use of land in such zones and reservations.

Since 1st March, 1955, the development of the Melbourne Metropolitan Area has been controlled under an Interim Development Order in accordance with the Master Plan.

The planning scheme has been drawn up to provide for a population of 2,500,000 people, a figure which was not expected to be reached until the turn of the century.

However, over the past few years, the rapidly accelerating growth of population, together with the development of new activities and ideas both here and abroad, will bring about the need for modification of the scheme from time to time. This can be done by amending planning schemes.

Thus, it will be seen that the Master Plan, whilst controlling Melbourne's development, will be flexible enough to enable alterations to be made to meet the changing needs of the community.

Highways and Bridges

The Board is not automatically responsible for all existing metropolitan highways and bridges, but only for those which may be approved and declared by the Governor in Council either on the recommendation of the Board or after consultation with the Board. It is also responsible for the construction of such new highways and bridges as may be similarly approved and declared.

A comprehensive survey of Melbourne's main highways has been made and the Board has adopted a plan of twelve proposed works which should be carried out over a period of years, at a cost of about £20 mill., to relieve traffic problems. The solution of city-suburban traffic troubles lies in the progressive development of a system of "freeways". These "freeways" will be designed to permit rapid, uninterrupted and safe movement between the city and main suburban areas.

Foreshores

The Board is responsible for the protection and improvement of 51 miles of the foreshore of Port Phillip Bay, from near the Point Cook aerodromes on the western side of the bay to Canadian Bay in the east.

Works have been carried out at a number of places to arrest erosion and other protective works will be carried out from time to time as the need arises.

Parklands

Because large areas are reserved in the Planning Scheme for parklands, the Board may, with the consent of local councils, acquire and develop such lands as parks, gardens, and playing fields.

Board's Borrowing Powers

The Board is empowered to borrow £90 mill. This amount is exclusive of loans amounting to £2,389,934 originally raised by the Government for the construction of waterworks for the supply of Melbourne and suburbs. These works were vested in and taken over by the Board on 1st July, 1891.

Loan Liability

The Board's liability under loans was £76,593,876 at 30th June, 1959. The Board was, at that date, empowered to borrow a further £15,796,058 before reaching the limit of its borrowing powers.

Revenue, Expenditure, &c.

The following is a table of the revenue, expenditure, surplus, and capital outlay of the Board during each of the five years 1954-55 to 1958-59 :—

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

(£'000)

Particulars	1954-55	1955-56	1956-57	1957-58	1958-59
REVENUE					
Water Supply—					
Water Rates and Charges (Including Revenue from Water Supplied by Measure)	2,434	2,554	2,729	3,038	3,273
Sewerage—					
Sewerage Rates	2,136	2,262	2,662	2,983	3,275
Trade Waste Charges	179	185	190	198	212
Sanitary Charges	38	65	47	51	54
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, &c. ..	8	12	13	11	18
Balance, Live Stock Account ..	99	111	148	168	169
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	184	402	443	504	554
River Water Charges	13	13	9	10	10
Total Revenue	5,091	5,604	6,241	6,963	7,565

* Excluding Metropolitan Improvement Fund (see page 390).

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

Particulars	1954-55	1955-56	1956-57	1957-58	1958-59
EXPENDITURE					
Water Supply—					
Management and Incidental Expenses	389	425	482	480	502
Maintenance	584	652	713	722	841
Sewerage—					
Management and Incidental Expenses	381	419	441	434	466
Maintenance	389	437	477	506	529
Metropolitan Farm—					
Administrative Expenses	16	19	15	15	17
Maintenance	249	270	297	302	321
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	28	31	40	43	38
Maintenance	86	48	61	59	57
Main Drainage Works .. .. .	..	201	221	252	277
Pensions and Allowances	56	63	53	72	75
Loan Flotation Expenses	73	85	53	80	68
Interest (Including Exchange)	2,112	2,392	2,761	3,137	3,607
Contribution to—					
Sinking Fund	124	132	149	171	403
Renewals Fund	138	143	139	136	143
Superannuation Account	52	51	58	62	61
Depreciation	6	16	7	11	20
Municipalities	7	7	17	17	17
Exchange Reserve	100	175	90	150	74
Rates Equalization Reserve	100	..	150	95	40
Deferred Maintenance Reserve	90	..	..	..	..
Insurance Account	100	..	..	200	..
Investment Reserve .. .. .	..	33	..	..	..
Total Expenditure	5,080	5,599	6,224	6,944	7,556
Net Surplus	11	5	17	19	9
Capital Outlay at 30th June—					
Water Supply	29,046	33,148	37,254	41,037	45,437
Sewerage	22,385	24,081	25,905	28,194	31,556
Drainage and River Improvement Works	4,258	4,909	5,850	6,843	7,772

* Excluding Metropolitan Improvement Fund (see page 390.)

Water Supply Assessments and Rates

The rate to be paid in respect of any lands and houses for the supply of water for domestic purposes, otherwise than by measure, is limited to an amount not exceeding 9d. in the £1 of the net annual value of the lands and houses served. The water rate levied in the year 1958-59 was 8d. in the £1 on the net annual value of the property served. Properties with a net annual value of £14 and under are charged a minimum rate of 10s. per annum. The charge for water supplied by measure, in excess of the quantity which at 1s. per 1,000 gallons would produce an amount equal to the water rate payable, was 1s. 6d.

per 1,000 gallons. For shipping at Melbourne wharves, the charge is 4s. 6d. per 1,000 gallons, unless supplied from a fixed meter, when the charge is 2s. 3d. per 1,000 gallons.

Cost of Waterworks 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 1955-56 to 1958-59, together with the total expenditure (less depreciation) to 30th June, 1959 :—

VICTORIA—CAPITAL OUTLAY ON WATERWORKS

(Melbourne and Metropolitan Board of Works Area)

(£)

Particulars	During Year Ended 30th June—				Total Cost to 30th June, 1959
	1956	1957	1958	1959	
Yan Yean System ..	201	6,933	2,700	214	695,361
Maroondah System ..	4,622	841	25,797	254	1,754,385
O'Shannassy — Upper Yarra System ..	2,787,208	2,478,233	542,589	232,258	20,910,312
Service Reservoirs ..	28,560	14,006	346,531	330,056	1,383,468
Large Mains ..	862,325	1,148,328	2,076,770	2,399,001	11,095,237
Reticulation ..	405,271	448,984	777,445	1,428,420	9,322,600
Afforestation ..	13,211	5,027	8,847	5,227	250,808
Investigations, Future Works	599	4,014	2,582	4,388	25,023
Total ..	4,101,997	4,106,366	3,783,261	4,399,818	45,437,194

Storage and Service Reservoirs

Six storage reservoirs, namely, Yan Yean, Toorourrong, Maroondah, O'Shannassy, Silvan, and Upper Yarra have a total capacity of 68,765 million gallons. Twenty-five service reservoirs, including one at the Metropolitan Farm, Werribee, and four elevated tanks have a total capacity of 322.6 million gallons.

The Upper Yarra reservoir, with a usable storage capacity of 44,120 million gallons, was completed in 1957. An earth and rock fill structure, the dam, with a height of 293 feet and a capacity to spillway level of 45,400 million gallons, has trebled the available water storage under the Board's control. Cost is estimated at £14.2 million. The dam is connected to Silvan reservoir by a 22 mile long conduit of 68 in. diameter steel pipes and 1½ miles of tunnels. The conduit is capable of delivering 75 million gallons daily to the Silvan reservoir. The tunnels have been built with sufficient capacity to allow the laying of a duplicate pipe-line with a similar capacity when the need arises.

Output of Water

The total output of water from the various sources of supply for each of the years 1954–55 to 1958–59 was as follows :—

VICTORIA—OUTPUT OF WATER
(Melbourne and Metropolitan Board of Works Area)
(’000 gals.)

Particulars	Year Ended 30th June—				
	1955	1956	1957	1958	1959
Yan Yean Reservoir ..	5,221,200	5,788,300	6,807,500	5,865,600	3,347,400
Maroondah Reservoir ..	15,602,100	16,711,900	16,713,400	15,408,400	15,392,300
O’Shannassy River, Upper Yarra, and Silvan Reservoirs ..	19,469,700	18,952,300	20,224,800	25,740,300	30,149,000
Total Output ..	40,293,000	41,452,500	43,745,700	47,014,300	48,888,700

Consumption of Water

During the year ended 30th June, 1959, the maximum consumption of water in Melbourne and suburbs on any one day was 320·6 million gallons on 23rd January, 1959 (the highest on record to this date), and the minimum consumption was 73·7 million gallons on 1st September, 1958.

The following table shows, for each of the years 1954–55 to 1958–59, the number of properties supplied with water and sewers, the quantity of water consumed, the daily average consumption, and the daily average consumption per head of population :—

**VICTORIA—WATER CONSUMED IN MELBOURNE AND
SUBURBS**
(Melbourne and Metropolitan Board of Works Area)

Year	Properties Supplied with Water at 30th June	Properties for Which Sewers Were Provided at 30th June	Total Annual Consumption of Water	Daily Average of Annual Consumption of Water	Daily Consumption of Water per Head of Population Served
	No.	No.	million gallons	million gallons	gallons
1954–55	405,464	351,617	40,270	110·33	75·57
1955–56	424,500	358,805	41,377	113·05	73·99
1956–57	440,159	366,507	43,652	119·59	75·45
1957–58	454,853	373,019	47,006	128·78	78·67
1958–59	483,410	378,738	48,917	134·02	77·02

Sewerage Assessments, Rates, &c.

The Board is empowered to levy a general sewerage rate not exceeding 1s. 4d. in the £1 of the net annual value of properties in sewered areas. The sewerage rate for the year 1958–59 was 1s. 2d. in the £1. The total net annual value of property in the Board’s area in

1958-59 was £65,402,014, of which £54,544,343 was liable to the sewerage rate, the balance being the value of property in unsewered districts. The receipts from general sewerage rates and charges in 1958-59 amounted to £3,328,814.

Cost of the Sewerage System

The cost of sewerage works during each of the years 1955-56 to 1958-59, and the total cost to 30th June, 1959, are shown in the following table :—

VICTORIA—CAPITAL OUTLAY ON SEWERAGE SYSTEM (Melbourne and Metropolitan Board of Works Area)

(£)

Particulars	During Year Ended 30th June—				Total Cost to 30th June, 1959
	1956	1957	1958	1959	
Farm Purchase and Preparation	212,625	191,253	215,394	209,013	3,641,034
Treatment Works	18,972	72,250	68,158	22,980	410,968
Outfall Sewers and Rising Mains	663	15,588	39,272	135,893	730,821
Pumping Stations, Buildings, and Plant	8,064	29,070	22,843	333,936	770,081
Main and Branch Sewers	139,165	285,590	648,012	1,366,862	6,325,812
Reticulation Sewers	1,292,727	1,220,143	1,249,040	1,482,129	18,968,394
Cost of House Connections Chargeable to Capital .. ..	..	..	..	Cr. 273,660	396,909
Sanitary Depots	5,839	24,243	36,086	74,691	203,447
Investigations	18,670	Cr. 14,301	9,774	11,119	109,211
Cost of Sewerage System	1,696,725	1,823,836	2,288,579	3,362,963	31,556,677

Metropolitan Sewage Farm

Statistical data for the year ended 30th June, 1959, are as under :—

Total area of farm	26,854 acres
Area used for sewage disposal	15,659 acres
Average rainfall over 64 years	18·69 inches
Net cost of sewage purification per head of population served	4s. 8d.
Profit on cattle and sheep	£168,437

Disposal of Nightsoil from Unsewered Premises

The responsibility for the collection, removal, and disposal of nightsoil from unsewered premises within the metropolis was transferred from the individual municipal councils to the Melbourne and Metropolitan Board of Works as from 19th November, 1924. By agreement, each council pays to the Board a prescribed amount per annum to offset the cost of the service, &c.

For the year 1958–59, the working expenses were £82,568 and interest £6,254, making a total of £88,822. The revenue was £12,349, leaving a deficiency of £76,473.

Metropolitan Drainage and River Improvement Rate

The Board is empowered to levy a metropolitan drainage and river improvement rate not exceeding 3d. in the £1 in respect of the properties in the metropolis rateable by any municipality. The rate was 2d. in the £1 for the year 1958–59.

Assessed Value of Property

The total annual value of property assessed for drainage and river purposes for 1958–59 was £65,402,014.

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30th June, 1959, was £7,771,960. The length of main drains under the control of the Board at 30th June, 1959, was 176 miles.

Metropolitan Improvement Rate

The Board is empowered to levy a rate not exceeding 4d. in the £1 for the purposes set out on page 382. The rate is levied in respect of properties in the Metropolitan Area. For the purposes of this rate the Metropolitan Area is that area described in the schedule to the *Town and Country Planning Act 1958*. For the year 1958–59 the rate was fixed at 3d. in the £1 of the net annual value of properties in this area.

Assessed Value of Property

The total net annual value of property assessed in 1958–59 for metropolitan improvement purposes was £68,905,727.

Metropolitan Improvement Fund

Proceeds of the Metropolitan Improvement Rate and any other moneys received by the Board under the *Town and Country Planning Act 1958* are paid into the Metropolitan Improvement Fund. The fund is kept separate from all other funds of the Board and is applied towards—

- (a) the payment of any moneys by the Board under Part VI. of the *Melbourne and Metropolitan Board of Works Act 1958* or the *Town and Country Planning Act 1958*;
- (b) the repayment of moneys borrowed by, or advanced to, the Board under Part VI. of the *Melbourne and Metropolitan Board of Works Act 1958* together with interest thereon.

At 30th June, 1959, the balance to the credit of the fund was £1,763,568.

Water Supply to Country Towns

General

Under Victorian legislation, country towns may be given a reticulated water supply either directly by the State Rivers and Water Supply Commission (the Government agency which controls all rural water supply), or by the appropriate local authority operating under the supervision of the Commission. The latter use mainly Government loan funds which they borrow at subsidized rates of interest.

At 30th June, 1959, the number of towns and localities supplied, and populations served, were as follows :—

	Towns, &c.	Population
Supplied by Commission . . .	130	195,000
Supplied by Local Authorities . . .	172	518,000
	<hr/>	<hr/>
	302	713,000
	<hr/>	<hr/>

The estimated population of Victorian country cities, towns, townships, &c., without reticulated supply is 80,000, so that approximately 90 per cent. of people who could conceivably be supplied already enjoy this benefit. Total expenditure to 30th June, 1959, was £26 mill.

State Rivers and Water Supply Commission

The principal Commission urban systems are known as the Coliban, Mornington Peninsula, and Otway systems. The Coliban system is the oldest in the State, having originated to serve the goldfields of Bendigo and its environs in the 1860's. An urban population of nearly 60,000 is served, but takes only a third of the water supplied, the remainder being delivered to farms, mainly for irrigation.

The Mornington Peninsula system supplies 80,000 persons along Port Phillip Bay and around Dandenong and Springvale. Development since 1945, both urban and industrial, has placed a tremendous strain on this system, but two factors have combined to ease the position. The first is a £2 mill. scheme to bring water from the Tarago River in Gippsland, completed in 1957; the second, an agreement for the Melbourne and Metropolitan Board of Works to supply certain areas progressively from its new Upper Yarra Dam.

The third major system is the Otway system, serving 20,000 persons in Warrnambool, Camperdown and nearby towns. Important new works recently constructed in this area involve high-lift pumping from the Gellibrand River to supplement supplies from other sources.

Local Authorities

As indicated above, local authorities (usually called Waterworks Trusts) supply more than twice as many country people as the State provides for directly, although a factor which is not brought out by the table is that approximately ten per cent. of the population supplied by the trusts is given a bulk supply from State works.

The policy of the State Rivers and Water Supply Commission has always been to hand over direct control to the local authorities wherever possible and, as a consequence, the Commission gives a supply mostly where the more difficult problems exist, these difficulties usually arising from the necessity to bring water over a long distance.

During the year ended 31st December, 1958, the revenue and expenditure of Waterworks Trusts was approximately £670,000.

Sewerage Authorities

General

With the exception of sewerage works operated by the State Electricity Commission and the Eildon Sewerage District (under the direct administration of the State Rivers and Water Supply Commission), all sewerage works outside the Metropolitan Area 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.

At 30th June, 1959, there were 62 such local authorities in existence. Owing to the shortage of loan funds, only 40 were in operation and these served an estimated population of 350,000 people, or approximately one-third of the population outside the Metropolitan Area.

During 1958–59, the total revenue and expenditure of these authorities was approximately £1,150,000 and £1,125,000 respectively.

Geelong Waterworks and Sewerage Trust

The Trust was constituted as the Geelong Municipal Waterworks Trust on 25th January, 1908. It was reconstituted as a Water and Sewerage Authority under the *Geelong Waterworks and Sewerage Act 1909*, and further reconstituted in September, 1950, to include a Government nominee (chairman). Provision was also made for a commissioner to be elected by the ratepayers of the Shire of Corio, thus making a total of seven commissioners instead of five as formerly.

The amount of loans which may be raised is limited to £6,500,000 for water supply, £5,000,000 for sewerage works, and £320,000 for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30th June, 1959, was—water supply, £3,510,006; sewerage, £1,505,950; and sewerage installation, £297,420, of which £17,812 was outstanding. The revenue for the year ended 30th June, 1959, was £324,564 on account of waterworks and £172,311 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 30th June, 1959, the amount so appropriated was £365,778, and of this sum, £244,352 had been used to redeem loans which have matured from time to time.

At 30th June, 1959, the population supplied was estimated by the Trust at 96,684, the number of buildings within the drainage area was 21,756, and the number within the sewered areas was 19,108.

For some years, the Trust has been engaged on an expansion programme which will involve a total loan expenditure of approximately £6,000,000 and which, for the current and several succeeding years, will require an annual borrowing of at least £750,000.

The principal work in this construction programme is the building of a large dam on the Upper Barwon River at an estimated cost of £3 mill. Work on this project was commenced in 1960.

This expansion programme, both for water supply and sewerage works, has been made necessary by the past and expected future growth of population of Geelong.

Water Supply

Moorabool System. The catchment area of the watersheds is about 38,000 acres. There are six storage reservoirs and five service basins. The total storage capacity of the reservoirs and service basins is 4,356 mill. 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 in extent and comprises the head waters of the Barwon River and its tributaries. There is one storage reservoir and six service basins. The total storage capacity of the reservoir and service basins is 4,280 mill. gallons.

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

Sewerage

The sewerage system consists of a main outfall sewer 4 feet by 3 ft. 3 in. to the ocean at Black Rock a distance of about 9 miles from Geelong, and 217 miles of main and reticulation sewers. The sewerage area is 10,559 acres and includes the Cities of Geelong, Geelong West, and Newtown and Chilwell, and suburban areas in the Shires of Corio, South Barwon, and Bellarine.

Water Rates

The water rate is 1s. 7d. in the £1 of the net annual value of all rateable properties, with a minimum of £1 per annum for land on which there is a building, and a minimum of 10s. per annum for land on which there is no building.

Sewerage Rate

The general sewerage rate is 1s. 4d. in the £1 of the net annual value of all rateable properties.

Latrobe Valley Water and Sewerage Board

The Latrobe Valley Water and Sewerage Board was constituted on the 1st July, 1954. The Board consists of seven members: the manager, who is *ex officio* chairman, appointed by the Governor in Council; three members elected by water supply, sewerage and river improvement authorities within the Latrobe Valley; one member appointed by the State Electricity Commission of Victoria; one member appointed by the Gas and Fuel Corporation of Victoria; and one member appointed by the Governor in Council as a Government nominee.

Water Supply

The Board is empowered to construct water supply works within the area of the Latrobe Valley, but, at present, is confining its main construction activities to the central and industrialized area, particularly around the towns of Morwell and Traralgon.

The Board has constructed a pumped water supply scheme from the Tyers River, and is in process of converting this to a gravitation scheme including the construction of a major storage on the Upper Tyers River. The capacity of this storage will be approximately 7,000 mill. gallons and water will be conveyed from the storage, a distance of approximately 10 miles, by a pipe-line 60 inches in diameter.

The capital cost of construction of waterworks was £1,373,977 to the 30th June, 1959. The liabilities amounted to £1,606,551 at 30th June, 1959, including loans due to the Government totalling £1,517,572. The revenue for the year 1958-59 was £70,084, and expenditure during the year amounted to £87,619, including interest and other charges amounting to £41,169.

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

Water supplied during the year ended 30th June, 1959, totalled 1,196 mill. gallons.

Sewerage

The Board has constructed an outfall sewer some 50 miles in length to convey wastes to an area where they are disposed of on land for agricultural purposes. Wastes conveyed by the outfall sewer consist mainly of industrial wastes, such as paper wastes and gasification wastes, together with small quantities of domestic sewage.

The capital cost of sewerage construction works to the 30th June, 1959, was £1,826,730.

The scheme is financed by Government loans, the liabilities on account of loans at the 30th June, 1959, amounting to £1,938,752. Redemption payments to that date totalled £56,602. Revenue during 1958-59 amounted to £105,537, and expenditure, which included £50,258 interest on loans, amounted to £100,824.

The Board does not strike a sewerage rate, but charges by measure for the receipt of wastes both from industries and public authorities, such as sewerage authorities, in the area.

Ballarat Water Commissioners

The local governing body by the name of "The Ballarat Water Commissioners" was constituted on 1st July, 1880, under the *Waterworks Act 1880*.

Description of System

The water supply district of the Ballarat Water Commissioners embraces an area of approximately 65 square miles, including the City of Ballarat, the Borough of Sebastopol, and portions of

the Shires of Ballarat, Buninyong, Bungaree, and Grenville. Water is also supplied in bulk to the recently constituted Buninyong Waterworks Trust, which is responsible for a reticulated supply to the township of Buninyong. The total estimated population supplied is 55,000. The works comprise seven reservoirs, which have a total storage capacity of 5,606 mill. gallons. The catchment area is 23,872 acres. The Commissioners supply water to 17,799 ratepaying tenements of which 11,325 are connected to the sewers.

For the year 1958, the total consumption was 1,860 mill. gallons, including 80·6 mill. gallons supplied to Lake Wendouree on which important rowing and other aquatic sports are held, such as the 1956 Olympic rowing and canoeing events.

The average daily consumption of water for the year 1958 was 88·5 gallons per head. Approximately 73 per cent. of the properties supplied are metered and, to reduce leakage losses and wastage to a minimum, the Commissioners have planned to meter at least 90 per cent. of the properties supplied.

Finance

To 31st December, 1958, the capital cost of construction was £2,251,946 and loans outstanding (including private loans) were £1,321,419. During 1958, revenue amounted to £150,665 and expenditure to £148,456.

The water rate is 1s. 1d. in the £1 of the net annual value of all rateable properties, with a minimum of £1 10s. per annum for land on which there is a building, and £1 per annum for land on which there is no building. The charge for water supplied by measure in excess of the quantity which, at 1s. 2d. per 1,000 gallons, would produce the amount of the water rate payable, is 1s. 2d. per 1,000 gallons.

Ballarat Sewerage Authority

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

Description of System

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

Construction work was commenced in December, 1922. The sewerage system consists of treatment works south of the city, 3·1 miles of 33-in. diameter outfall sewer, 16·3 miles of sub-mains and 116 miles of reticulation sewers. The method of treatment includes screening, grit removal, primary sedimentation, oxidizing filter beds of the spray type, secondary sedimentation, and separate sludge digestion.

The collection, removal and disposal of nightsoil from unsewered premises in the City of Ballarat, the Borough of Sebastopol, and the Shires of Ballarat, Bungaree, and Buninyong are undertaken by the Sewerage Authority under separate agreements with each of these municipalities. Nightsoil is passed through a treatment plant with domestic sewage and trade wastes. The plant treats an average maximum daily flow of 2·5 mill. gallons.

With the exception of a comparatively small area in the northern part of the sewerage district, the whole of the sewage passes to the treatment works by gravity. The sewage from this small area, comprising several factories and about 230 houses, is lifted by an ejector station and then gravitates to the treatment works.

At 31st December, 1958, there were 17,096 assessments in the sewerage district and 12,811 in declared sewerage areas, where 11,325 tenements were connected.

Finance

Construction work is financed by debenture issue loans from various financial institutions. The liabilities on account of loans secured for construction at 31st December, 1958, amounted to £702,522; redemption payments at that date totalled £264,052. An expenditure of £157,122 has been incurred for house connexions, the whole of which has been redeemed. Revenue during 1958 amounted to £92,762, and expenditure, including £44,654 for interest and redemption, was £90,594.

A sewerage rate of 1s. 4d. in the £1 on the net annual valuation of any rateable sewered property is levied, with a minimum charge of £3 on property on which there is a building, and £1 on property on which there is no building.

Properties Connected to Sewers

The following table shows the number of properties connected to sewers in Victoria at the end of each of the years 1954-55 to 1958-59 :—

VICTORIA—NUMBER OF PROPERTIES CONNECTED TO SEWERS

Authority	At End of Year—				
	1954-55	1955-56	1956-57	1957-58	1958-59
Melbourne and Metropolitan Board of Works ..	351,617	358,805	366,507	373,019	378,738
Other Authorities	69,881	73,988	79,109	84,403	91,569
Total	421,498	432,793	445,616	457,422	470,307

Metropolitan Fire Brigades Board*General*

The Metropolitan Fire Brigades Board, originally constituted under an Act of 1890, now operates in accordance with the terms of the *Metropolitan Fire Brigades Act* 1958 and is comprised of ten members, three of whom are appointed by the Governor in Council, three elected by insurance companies and three by municipal councils—one being elected by the north of Yarra group of municipalities, one by the south of Yarra group, and one by the Melbourne City Council. The tenth member is elected by the employees of the Board.

The Metropolitan Fire District, throughout which the Board is responsible for the protection of life and property from fire, is an area of approximately 340 square miles, comprising the original 10-mile radius measured from the post office at the corner of Elizabeth and Bourke streets, Melbourne, plus extensions to Deer Park, St. Albans, Somerton, Lalor, Greensborough, and Montmorency, the City of Ringwood, the township of Croydon, most of the Shire of Mulgrave, and the whole of the cities of Oakleigh, Moorabbin, and Mordialloc.

For administrative purposes, the Metropolitan Fire District has been subdivided into eight districts throughout which there are 40 fire stations manned by 138 officers and 729 men, and four stations staffed by seventeen partially-paid firemen. The whole is controlled from Head Fire Station, Eastern Hill, the fire-fighting force being under control of the Chief Officer. During the year ended 30th June, 1959, 15,766 calls were attended, of which 7,013 were for fires.

All stations are linked by telephone and, as is the case with all fire-fighting appliances, are in contact by radio. This two-way radio system, together with the street fire alarms, magnetic release alarms, and the direct brigade alarm for incorporation into sprinkler alarm systems, were developed and manufactured in the Board's electrical workshops. The general workshops, in addition to executing certain building maintenance, maintains the motor fleet and equips all vehicles. This involves the construction of 250 g.p.m. rotary pumps of the brigade's own design.

From a former fire station at Bouverie-street, Carlton, is conducted the Special Service Department whose function is fire prevention by means of patrolling certain buildings and places of public concourse, and the maintenance of 25,390 lengths of hose and 128,436 chemical extinguishers installed in 12,293 buildings throughout the Metropolitan Fire District.

To meet the post-war expansion of Greater Melbourne, the Board has completed five new stations and work on several others is in progress. It has also been found necessary to develop a new type of hose carriage which, in addition to carrying normal gear, is equipped with a water tank of 150 gallons capacity and first-aid hose line coupled with rotary pump. Seven other appliances each transport 1,100 gallons of water and may also be used as foam-making units.

Revenue, Expenditure, &c.

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 1958-59, contributions by municipalities were equivalent to 1·68d. in the £1 on the net annual value of property amounting to £63,731,951, while fire insurance companies contributed at a rate of £15 3s. 0·71d. for every £100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1957 amounted to £5,896,642.

Particulars of revenue, expenditure and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1954-55 to 1958-59 are as follows :—

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

Particulars	1954-55	1955-56	1956-57	1957-58	1958-59
REVENUE					
Contributions--					
Municipal	289	297	394	345	447
Insurance Companies	577	593	787	689	893
Receipts for Services	114	115	122	141	139
Interest and Sundries	97	113	118	120	131
Total Revenue	1,077	1,118	1,421	1,295	1,610
EXPENDITURE					
Salaries	668	719	806	870	963
Administrative Charges, &c.	170	218	231	301	281
Partially-paid Firemen and Special Service Staff					
Allowances	67	74	84	85	88
Plant—Purchase and Repairs	79	82	102	120	127
Interest	4	4	3	4	8
Repayment of Loans	12	10	9	8	8
Superannuation Fund	27	30	32	35	39
Motor Replacement Reserve	11	12	13	14	15
Pay-roll Tax	19	22	24	26	28
Miscellaneous	4	4	6	6	5
Total Expenditure	1,061	1,175	1,310	1,469	1,562
Net Surplus (+) or Deficit (—)	(+ 16)	(— 57)	(+ 111)	(— 174)	(+ 48)
Loan Indebtedness (at 30th June)	87	77	93	119	191

Country Fire Authority

General

This Authority was incorporated by the *Country Fire Authority Act* 1944, and on 2nd April, 1945, superseded the Country Fire Brigades Board (which had controlled fire brigades in the provincial cities and towns) and the Bush Fire Brigades Committee (which had registered bush fire brigades and approved their officers). The Authority is responsible for preventing and suppressing fires in the whole of the State outside the Metropolitan Fire District, excluding the State forests. It must have regard, therefore, to protection in built-up areas, and also the risk from those summer fires in grass, scrub and timber from which the State has suffered so severely in the past and to which it is particularly susceptible. In favourable seasons, there is a lush crop and pasture growth, which, when exposed to sustained hot, dry weather with occasional searing north-westerly winds, becomes a fire hazard of high degree. The widespread use of artificial fertilizers on pastures and the reduction of cultivation in grazing districts because of the reduced demand for fodder for draught animals, have together increased the danger. To offset this, there has been an improvement in the equipment and methods used to keep losses within bounds.

The State has been divided into 24 fire-control regions of which the first three (embracing Ballarat, Bendigo, and Geelong) are wholly urban and the remaining 21 mixed urban and rural. There are nineteen permanent Regional Fire Officers, two of whom serve two regions each. The fire brigades at Ballarat, Bendigo, and Geelong have included a cadre of permanent officers and firemen for many years, but, in most others, the personnel is purely voluntary. During the past decade, the Authority has appointed permanent officers for the fire brigades at Morwell, Dandenong, Springvale, and Mildura, and this trend will continue in cities and towns where the population is in the neighbourhood of 10,000 persons.

The conventional uniformed fire brigades in the cities and towns are termed "urban fire brigades", and those in the grazing and agricultural areas (as well as in smaller towns) "rural fire brigades".

At 30th June, 1959, the Authority controlled 203 urban fire brigades and 1,033 rural fire brigades.

The Authority itself is a statutory corporation with ten members, comprising two representatives of the Minister of Forests, two from the contributing insurance companies, two from the municipalities whose municipal districts are within the country area of Victoria, two from the rural fire brigades, and two from the urban fire brigades. Each year a member is elected chairman.

The principal uniformed headquarters staff comprises the Chief Officer, two Deputy Chief Officers, and three Assistant Chief Officers, who are responsible for the day-to-day functions of the brigades.

The organization is modern in that service is given in rural as well as urban areas without the territorial limitations still associated with most fire authorities in the Commonwealth. The bush and grass fire risk is seasonal, but the resources of a large organization in the form of professional technique, equipment, repair and maintenance staff and workshops, and skilled administrative staff are available to assist in combating it.

Fire prevention is of prime importance in the organization and publicity is its handmaiden. This is achieved with the co-operation of the press, television and radio stations, and by means of films, lectures, pamphlets, warning signs on the highways and at public resorts and, in short, by the constant development of a central theme, which is the reduction of fire loss. The Authority may, by broadcast warning, prohibit the lighting of fires of any kind in the open air on any day on which acute fire danger is feared, with severe penalties for breaches. "Burning off" fires are not allowed at any time during the statutory summer period unless a signed permit in regulation form has been obtained from the appropriate officer of the municipal council in whose area the burning off is to take place. Control over fires of any kind in the open air during the statutory summer period is complete and effective. The fire brigades carry out, in early summer, thousands of miles of preventive burning, particularly on roads. Each year there is a fire-prevention competition with prizes in each municipal district and each region for the owners whose properties are best protected. There is no doubt that, since the advent of the Authority, there has been an increasing public consciousness of the need for care with fire—so necessary in Victoria because of climatic conditions.

No progress with the construction of fire stations was possible between 1939 and 1952, but, since then, 39 have been erected for urban brigades as well as some 200 smaller buildings for rural brigades.

The Authority is, by far, the largest fleet owner of fire brigade vehicles in the Commonwealth.

The Government of Victoria, through the Municipalities Assistance Fund, contributes one-third of the amount required to maintain the Country Fire Authority. The remaining two-thirds is provided proportionately by insurance companies from premiums received on account of fire risks situated in country areas of Victoria. In 1957, contributions were received from 189 insurance companies which collected premiums amounting to £4,894,318 from fire insurance risks situated in country areas. Contributions during 1958-59 were equivalent to £7 3s. 2d. for each £100 of fire insurance premiums received.

Revenue, Expenditure, &c.

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority for each of the years 1954-55 to 1958-59 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	1954-55	1955-56	1956-57	1957-58	1958-59
REVENUE					
Statutory Contributions—					
State Government ..	114	123	142	166	175
Insurance Companies ..	229	245	285	333	351
Other	15	21	28	26	26
Total Revenue ..	358	389	455	525	552
EXPENDITURE					
Salaries and Wages ..	126	146	163	172	187
Depreciation	28	16	18	23	25
Insurance	7	9	12	19	18
Interest	16	25	29	31	32
Maintenance	70	82	88	95	89
Motor Replacement Fund ..	26	33	36	40	44
Other	61	70	81	92	94
Total Expenditure ..	334	381	427	472	489
Net Surplus	24	8	28	53	63
Loan Expenditure	127	109	134	70	111
Loan Indebtedness (at 30th June)	448	619	628	673	686

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

Particulars	At 30th June—				
	1955	1956	1957	1958	1959
Fire Brigades—					
Urban	198	200	200	203	203
Rural	1,010	1,020	1,026	1,028	1,033
Personnel—					
Professional	88	92	95	97	102
Volunteer	98,963	98,402	95,678	98,307	99,477
Motor Vehicles—					
Transport	38	40	42	43	44
Fire Service	693	722	765	804	819

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

In the following statement, particulars are given of the new money loan raisings during each of the years 1953–54 to 1957–58 by local government, semi-governmental, and other public bodies in Victoria :—

**VICTORIA—LOCAL GOVERNMENT, SEMI-GOVERNMENTAL,
AND OTHER PUBLIC BODIES : NEW MONEY LOAN
RAISINGS**

(£'000)

Particulars	Year Ended 30th June—				
	1954	1955	1956	1957	1958
LOCAL GOVERNMENT					
Due to Government	56	99	76	131	113
Due to Public Creditor	3,341	3,824	3,304	4,402	5,266
Total Local Government	3,397	3,923	3,380	4,533	5,379
SEMI-GOVERNMENTAL, &c.					
Due to Government*	20,977	14,712	14,282	15,182	12,161
Due to Public Creditor	34,485	39,708	31,645	38,948	36,357
Total Semi-Governmental, &c.	55,462	54,420	45,927	54,130	48,518
ALL AUTHORITIES					
Due to Government	21,033	14,811	14,358	15,313	12,274
Due to Public Creditor	37,826	43,532	34,949	43,350	41,623
Total	58,859	58,343	49,307	58,663	53,897

* Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement :—£12,000,000 in 1953–54, £9,450,000 in 1954–55, £10,800,000 in 1955–56, £8,400,000 in 1956–57, and £8,400,000 in 1957–58.