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LOCAL GOVERNMENT

Administration

Local Government Department

General Description

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

The following Acts of Parliament come within the ambit of the responsibilities of the Minister for Local Government :

Local Government Act
Acts relating to local government in the Cities of Melbourne and Geelong
Cultural and Recreational Lands Act
Dog Act
Drainage Areas Act
Litter Act
Local Authorities Superannuation Act
Markets Act
Melbourne and Metropolitan Board of Works Act
Newmarket Sheep Sales Act
Petrol Pumps Act
Pounds Act
Public Authorities Marks Act
Public Contracts Act
Town and Country Planning Act
Tramways Act
Valuation of Land Act

Constituting and Altering the Constitution of Municipalities

The *Local Government Act* 1958 provides machinery for the creation of new municipalities and for alterations to the boundaries of existing ones. The power to make Orders on this subject is conferred on the Governor in Council, who acts on the recommendation of the Minister for Local Government. All such Orders are published in the *Government Gazette*. The powers conferred on the Governor in Council include authority to do the following :

1. To constitute new shires. Practically the whole of Victoria is included in municipal districts, and therefore any new municipalities will almost inevitably be created from the territories of existing ones. Before any area of land in

Victoria may be constituted a shire it must contain rateable property having a net annual value of not less than \$400,000 which yielded not less than \$60,000 in general and extra rates for the last completed municipal year.

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

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

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

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

During the period 1 July 1966 to 30 June 1967, changes in the status, etc., of municipalities were as follows :

- 24 August 1966—The Shire of Frankston was declared the City of Frankston.
- 28 February 1967—The Shire of Doncaster and Templestowe was declared the City of Doncaster and Templestowe.
- 31 May 1967—The Town of Bairnsdale was constituted by severance from the Shire of Bairnsdale.

Valuer-General and Valuers' Qualification Board

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

Valuations will continue to be carried out by municipalities, but the Valuer-General's Office confers with the valuers appointed to make the valuations and with councils on the general levels of value to be used and is available to give guidance and advice.

The legislation provided for appointment of a Valuer-General, a Deputy Valuer-General, and other necessary officers who are members of the Public Service within the Local Government Department. The Valuers' Qualification Board, under powers vested in it by the legislation, may either conduct examinations for valuers under the Act, or prescribe examinations or qualifications which it is prepared to accept for this purpose. (It was also empowered to issue certificates of qualification, at its complete discretion, to certain persons practising as valuers, who made application before 14 December 1961 and who were practising as valuers when the legislation was enacted in 1960.) The Board can also grant certificates of qualification covering the whole of Victoria or for any part or parts of the State, according to the scope of the applicant's experience. As from 1 January 1966, the subjects of examination comprise a four-year certificate course conducted by the Royal Melbourne Institute of Technology. Any candidate successful at these examinations must also have had a period of practical experience in valuation work aggregating in all not less than four years within six years prior to his application for a certificate. Admission to the Commonwealth Institute of Valuers as an Associate Member will qualify a candidate for a certificate, but unless he has passed all alternative subjects, both rural and urban, the certificate of qualification is likely to be appropriately restricted. The subjects of examination referred to correspond with those required to gain entry to the Commonwealth Institute of Valuers.

Land Valuation Boards of Review

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

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

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

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

Inspection of Scaffolding

Since 1922, councils of cities and towns have been responsible for supervision of scaffolding erected to support workmen engaged in the construction of buildings or in carrying out other works, and they were required to administer the regulations made under legislation enacted in that year. This legislation was incorporated in the Local Government Act in 1928. In 1960, the provisions of the Local Government Act relating to scaffolding inspection were re-enacted in amended form. This new legislation and the regulations made under it came into operation on 1 October 1962, and have effect throughout the whole of Victoria. A Supervisor of Scaffolding Inspection and Assistants supervise the administration of the Scaffolding Regulations by municipalities and a Scaffolding Regulations Committee prepares draft Scaffolding Regulations for consideration by the Minister. The Committee includes representatives from Government Departments, the Municipal Association, the Master Builders' Association, the Trades Hall Council, and the Australian Institute of Building Surveyors. The Chairman is the Supervisor of Scaffolding Inspection.

Municipalities*General Description*

At 30 June 1967, Victoria was divided, for local government purposes, into 210 municipal districts and the Yallourn Works Area. This latter was severed from the municipal districts of which it then formed part by the *State Electricity Commission (Yallourn Area)*

Act 1947. For certain purposes, it is deemed to be a borough, and municipal administration is the responsibility of the Commission, assisted by an Advisory Council. The 210 municipalities comprised :

Cities	..	..	..	59
Towns	..	..	..	5
Boroughs	..	..	..	8
Shires	..	..	..	138
				<hr/>
				210
				<hr/>

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

Municipal Councils

The powers vested in municipal corporations are exercised by councils elected by persons who are enrolled on the municipal voters' rolls. The number of councillors for each municipality must be some multiple of three, not less than six, nor more than 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 annual value of at least \$40, is eligible to stand for election as a councillor of the municipality in which the property is situated. Councillors serve in an honorary capacity. They must elect one of their number to be chairman. In a city, town, or borough the chairman is called the Mayor (the Lord Mayor in the case of the City of Melbourne) and in a shire, the President. Councillors hold office for three years, and each year one-third of the total number allotted to each municipality retire in rotation.

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

Elections

Municipal elections are held annually in August. Extraordinary elections may be held to fill vacancies occurring between annual elections. To be enrolled on the voters' roll for any municipality, a person must have reached the age of 21, be a natural born or naturalised subject of Her Majesty, and be liable to be rated on rateable property in the municipality. No person is entitled to be enrolled for property which has an annual value of less than \$10, 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. In the City of Melbourne both owners and occupiers are entitled to be enrolled. 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 63 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 building surveyor, a valuer, a rate collector, a medical officer of health, and a health inspector. The Local Government Act requires that certain officers must obtain special qualifications from examining boards constituted under the Act. The officers who must hold these special qualifications before appointment are municipal clerks, engineers, electrical engineers and building surveyors. The Health Act requires that medical officers of health shall be duly qualified medical practitioners, and that every health inspector shall hold a prescribed Certificate of Competency. In the terms of the Valuation of Land Act an appropriate certificate must also be held by municipal valuers.

Powers and Duties of Municipalities

The Local Government Act and other Acts of Parliament confer powers and impose duties on municipal councils. Some of these are as follows :

By-laws

Councils may make by-laws on a number of subjects specified in the Local Government Act and other Acts. The power to make laws of local application is delegated by Parliament, and councils must be careful not to exceed the authority conferred upon them.

Roads and Bridges

The construction and maintenance of roads and bridges has always been one of the principal functions of municipalities. With the exception of those roads which are the responsibility of the Country Roads Board or the Melbourne and Metropolitan Board of Works, councils have the care and management of all public highways (i.e., streets and roads which the public have a right to use) in the municipal district, and have a duty to keep them open for public use and free from obstruction. The Country Roads Board is wholly responsible for the cost of maintaining proclaimed State highways, by-pass roads, tourist roads, and forest roads, and shares with local councils the cost of maintaining main roads. Subsidies are also granted to councils from the funds administered by the Board for works on unclassified roads. In the Melbourne Metropolitan Area, the Melbourne and Metropolitan Board of Works is wholly responsible for any roads or bridges declared to be metropolitan main highways or metropolitan bridges.

Private Streets

A "Private Street" as defined in Division 10 of Part XIX. of the Local Government Act is, broadly speaking, a street set out on privately owned land, as opposed to a street set out on land of the Crown or of a public authority. Under certain circumstances, councils may construct such private streets and charge the cost, or part of the cost, to the owners of the land abutting on the street.

After construction, the maintenance of a private street becomes the responsibility of the council. When a council constructs a street which is not a private street as defined above, it may charge abutting owners half the cost of making the footpath and kerb (or the kerb and channel if these are cast in one piece).

Sewers, Drains, and Watercourses

With certain exceptions, every council has vested in it responsibility for all public sewers and drains within its municipal district, or, of which it has the management and control, and all sewers and drains, whether public or not, in and under the streets of such municipal district. The exceptions to this rule are sewers and drains vested in any other municipality, the Melbourne and Metropolitan Board of Works, the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and any sewerage authority under the Sewerage Districts Act. Councils may enlarge or otherwise improve any sewers or drains vested in them and may also scour, cleanse, and keep open all ditches, creeks, gutters, drains, or watercourses within or adjoining their municipal districts. When a drainage area is constituted in any municipal district under the Drainage Areas Act, additional drainage powers are conferred on the council. Drainage areas may be constituted by the Governor in Council on the petition of the council or of land owners in the area. Both the Local Government Act and the Health Act confer powers on councils to provide for the proper drainage of houses, buildings, or land, and, in some instances, the owners of land benefiting as a result of this may be required to meet the cost.

Water Supply and Sewerage

In the Melbourne Metropolitan Area, the Melbourne and Metropolitan Board of Works is responsible for water supply and sewerage (see pages 259-60). The members of the Board are municipal councillors nominated by the councils in the Metropolitan Area. Outside the Metropolitan Area, the special water and sewerage needs of the Geelong district and the Latrobe Valley are served by the Geelong Waterworks and Sewerage Trust and the Latrobe Valley Water and Sewerage Board, respectively. Elsewhere in the Extra-Metropolitan Area of the State, the Governor in Council may constitute Waterworks Trusts and Sewerage Authorities, under the provisions of the Water Act and the Sewerage Districts Act, respectively (see pages 270-5). Members of a municipal council may, together with Government nominees, be the members of the Sewerage Authority or Waterworks Trust. Alternatively, some members of these bodies may be elected by councillors or ratepayers. In many instances, municipal officers also carry out duties for Waterworks Trusts and Sewerage Authorities.

The Water and Sewerage Districts Acts are administered by the Minister of Water Supply. Seventeen councils operate waterworks under powers provided in the Local Government Act and, in addition, thirteen municipalities have been constituted local governing bodies, under the provisions of the *Water Act* 1958, with defined water supply districts.

Building Control

Since 1945, building in most municipalities in Victoria has been subject to a building code, known as the Uniform Building Regulations, which is administered by municipal councils. These regulations apply in cities and towns and may be applied in the whole or any part of any borough or shire, if the council concerned so desires. At 30 June 1967, only thirteen shires had not adopted the regulations.

Municipalities have power to make by-laws regulating buildings, but the Uniform Building Regulations, in the municipalities where they apply, would over-ride any provisions of such by-laws. The regulations leave certain matters to be determined by councils which are empowered to make by-laws for the purpose. These by-laws are subject to approval by the Governor in Council. The Uniform Building Regulations are made on the recommendation of the Building Regulations Committee. The members of this body are appointed by the Governor in Council and include representatives of Government Departments, the municipalities, the Royal Victorian Institute of Architects, the Institution of Engineers (Australia) and the Master Builders' Association of Victoria. In addition to its function of preparing draft regulations, the Committee acts as a referee to determine disputes arising out of the regulations and may also, on the application of any party concerned, modify or vary the regulations in special cases.

Town and Country Planning

Councils have power under the Local Government Act to make by-laws prescribing areas as residential or business areas, and, by this means, may achieve a degree of town planning. Since 1944, however, councils have had power to prepare planning schemes to regulate the use of land in the whole or any part of their municipal districts and may join with other councils to prepare a joint planning scheme. When a council has commenced preparation of a planning scheme, it may make an Interim Development Order to control use of land in the planning area until a scheme is in force. Both the Interim Development Order and the planning scheme are subject to the approval of the Governor in Council. The Town and Country Planning Board, constituted under the Town and Country Planning Act, makes reports and recommendations to the Minister on planning schemes and town planning matters generally. The Board may itself prepare a planning scheme for a particular area at the direction of the Minister. By legislation enacted in 1949, the Melbourne and Metropolitan Board of Works was charged with the duty of preparing a planning scheme for the Melbourne Metropolitan Area. This does not debar metropolitan councils from preparing individual schemes, and some municipal councils in this area already have planning schemes in force or are preparing schemes.

These will be absorbed, eventually, as part of the Melbourne and Metropolitan Board of Works scheme for, on approval being given to the Board's scheme by the Minister, it will control all development within the Metropolitan Area. The Town and Country Planning Act was amended and consolidated in 1961. The new legislation came into force in February, 1962.

Other Powers and Duties

Councils are empowered to deal with slum reclamation and to provide dwellings for persons of small means. Some councils have entered this field in conjunction with the Housing Commission.

Under financial agreements between certain councils and the Housing Commission for the purpose of slum reclamation, the following amounts have been provided by councils up to 30 June 1966 :

City of Melbourne \$1,024,000, City of Port Melbourne \$39,600, City of Prahran \$280,000, City of Richmond \$15,850, City of South Melbourne \$75,800, City of St. Kilda \$20,000, and City of Williamstown \$34,000.

To enable the erection of dwellings for elderly persons with limited means, many councils in various parts of the State have acquired land and donated it to the Housing Commission.

Some of the powers available to municipal councils have rarely been used or are now falling into disuse. They may operate gasworks or generate electricity, but there are now no municipal gasworks and the number of municipalities generating electricity is steadily dwindling. However, a number still purchase electricity in bulk and retail it. Some of the other more usual functions of municipalities are :

- (1) Supervision of land subdivision and the laying out of streets on private property ;
- (2) removal and disposal of household and trade waste ;
- (3) sweeping, cleansing, and watering of streets ;
- (4) supervision of boarding houses, lodging houses, eating houses, and food premises, including inspection of foodstuffs in shops ;
- (5) provision and maintenance of parks, gardens, recreation reserves, swimming pools, libraries, and museums ;
- (6) registration of dogs ;
- (7) establishment of infant and pre-school welfare centres ;
- (8) establishment of emergency home-help services ;
- (9) appointment of street parking areas and off-street parking areas for motor cars, and the collection of parking fees ;
- (10) supervision of weights and measures ; and
- (11) traffic engineering.

Revenue

The works and services provided by Victorian municipalities are financed largely from local taxes (rates) which are levied on the owners or occupiers of rateable property in each municipal district.

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

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

Some municipalities also operate business undertakings, such as electric supply, abattoirs, pipe works, quarries, and waterworks, and, for the 1965 municipal year, the combined turnover of these undertakings was approximately \$45m.

Rating of Land and Property

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

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

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

The *Valuation of Land (Amendment) Act* 1961 required all metropolitan municipalities which have at least one whole subdivision subject to any rate payable to the Melbourne and Metropolitan Board of Works to arrange for a valuation to be returned by 30 September 1964, and to be assessed at the level of general value current at 31 December 1961, unless the valuation in force at that latter date fulfilled these conditions. Future valuations in these municipalities will be at not more than four-year intervals.

The Minister, acting under the authority of the same Act, required municipalities in the provincial areas of Geelong, Ballarat, Bendigo–Castlemaine, and Mildura to do the same, though in these cases future valuations will be at not more than six-year intervals.

These provisions are aimed at ensuring a uniformity of municipal valuations used by large rating authorities covering more than one municipality.

In Victoria, a municipality is required to rate on the net annual value of rateable property unless, at the instance of the council, or as the result of a poll of its ratepayers, it has 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 realise if sold in an unimproved state. It is the amount a purchaser might reasonably expect to pay for land, assuming that no improvements had been effected to it.

Of the 209 municipalities in Victoria at 30 September 1966, 157 were rating on net annual value and 52 on unimproved capital value. The principal rate levied by a municipality is the general rate. This is made for the purpose of defraying the ordinary expenditure of the council, and is paid into the general fund of the municipality known as the Municipal Fund.

The general rate must be made at least once in each municipal year, and in any one year is limited to 20c in the \$1 of the net annual value of the rateable property. For certain special purposes, however, a municipality may raise its general rate above the limitation imposed by the Local Government Act.

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

Except for the special purposes mentioned above, the aggregate amount of general and extra rates levied in any subdivision is not to exceed 20c in the \$1 of the net annual value of the rateable property. An extra rate may be made for a period not exceeding one year or less than three months, as the council thinks fit.

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

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

Government Grants

Although Government grants (apart from those allocated through the Country Roads Board) form only a small part of municipal revenue, the special purposes for which they may be obtained have tended to increase. These purposes include pre-natal and infant

welfare centres, crèches and pre-school centres, elderly citizens' centres, immunisation, home help service, libraries, public halls, recreation areas and swimming pools, vermin destruction bonuses, main drains in country centres, and drainage works in drainage areas. Since 1884, when the Government took over the collection of fees under the Licensing Act, a licence equivalent has been paid annually to municipalities. It is the nominal equivalent of the amount collected in that year. For the year ended 30 June 1966, the amount paid to municipalities from the Licensing Fund was \$111,416. (A statement of receipts and expenditure of the Licensing Fund appears on page 592.) Municipal endowment for the more needy municipalities was paid almost from the inception of local government in Victoria until the onset of the Depression. Subsequently, unemployment relief grants were made annually for a number of years, for various municipal works, and, after the Second World War, an amount of \$200,000 was provided annually towards the cost of works of municipalities and other public bodies. In 1950, the Municipalities and Other Authorities Finances Act put this arrangement on a permanent basis.

Municipalities Assistance Fund

The *Municipalities and Other Authorities Finances Act 1950* provided that one-half of the revenue received from motor drivers' licence fees, less the cost of collection, was to be paid into a Fund to be known as the Municipalities Assistance Fund. The Fund was established on 1 January 1951.

From 1 January 1965, the fee for a motor driver's licence was increased from \$3 to \$6 (licence current for a three year period) by the *Motor Car (Fines and Drivers' Licence Fees) Act 1964* and, as the whole of this increase was payable to Consolidated Revenue, the Act provided that henceforth one-quarter of the amount collected from such licences, less the cost of collection, was to be paid to the Municipalities Assistance Fund. One-half of the amount of all motor driving instructors' licence fees, less the cost of collection, paid under the *Motor Car Act 1958* is also credited to the Fund.

Payments are made from the Fund, first, towards the cost of works of municipalities and other public bodies, and second, towards the annual cost of the Country Fire Authority, in order to relieve country municipalities of the contributions to that body which they were formerly required to make. The municipal works, usually subsidised from the Fund, are the establishment and improvement of recreation reserves (including toilet blocks, dressing sheds, and fencing), children's playgrounds, and public comfort stations.

The amount which may be allocated by the Minister from the Fund, in any one financial year, for subsidies towards the cost of works of municipalities and other public bodies was originally fixed at \$200,000. The *Local Government (Municipalities Assistance Fund) Act 1961* increased this to \$400,000.

For the year ended 30 June 1966, subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to \$394,932, while, for the same period, the amount contributed to the Country Fire Authority was \$690,970.

Country Roads Board Recoups and Grants

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

For the purpose of making and maintaining certain rural roads (known as unclassified roads), municipalities also receive grants from the Country Roads Board from funds provided by the Commonwealth Government under the provisions of the Commonwealth Aid Roads Acts. (See page 257.)

Expenditure

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

Borrowing Powers

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

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

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

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

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

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

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

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

- (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 connection with certain specified schemes.

Investment of Municipal Funds in the Short-term Money Market

Since June, 1962, it has been lawful for any municipality to invest by deposit part of its municipal fund, or other moneys belonging to it, in the short-term money market.

The councils, however, may invest only with authorised dealers who have been so declared for the purpose under the provisions of section 38 of the *Companies Act 1961*. Through these dealers (at present nine in number) municipalities may invest at call, or for short-term, minimum amounts of \$50,000. (See also page 706.)

Loans to this market are fully secured by Australian Government securities equal in market value to the amounts deposited. The Reserve Bank stands behind the dealers as a lender of last resort. Authorised dealers are thus at all times in a position to meet their obligations.

Investment in the short-term money market can be a useful source of additional revenue for councils. Frequently, municipalities have substantial loan funds idle for short periods, and at certain times of the year may accumulate substantial revenue credits on current account. These are likely sources of municipal investment in the short-term market.

Accounts

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

Municipal Association of Victoria

All municipalities in Victoria are members of the Municipal Association which 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 organisation, because it simplifies its task of dealing with the municipalities. The Association operates the Municipal Officers' Fidelity Guarantee Fund and under the *Municipal Association (Accident Insurance) Act* 1964 was empowered to issue accident insurance policies insuring councillors of any municipality against accidents arising in the course of their municipal duties.

Local Authorities Superannuation Board

The Local Authorities Superannuation Act provides for a compulsory superannuation scheme for permanent employees of municipal councils, water and sewerage authorities, weights and measures unions, cemetery trusts, the Portland Harbor Trust, and the First Mildura Irrigation Trust.

The scheme is administered by a Local Authorities Superannuation Board and provides benefits for employees on retirement at the age of 65 years, or for their dependants should the employees die before reaching that age.

Important changes in the scheme, however, were provided for by the *Local Authorities Superannuation (Amendment) Act* 1960. Prior to this amending legislation, the scheme had been operated by the Board in conjunction with several approved life insurance organisations. Most permanent employees were required to effect, with an approved insurer, policies of endowment insurance maturing on retirement at 65 years of age. Those who became permanent employees when over 55 years of age, however, were required to contribute to a provident

fund which was invested for their benefit by the Board. Benefits, in each case, took the form of lump sum payments on retirement at 65 years of age, or on prior death.

The amending Act reconstituted the Board by providing for the addition of two new members, increasing its membership from three to five. Provision was also made, as from the commencement of the amending Act, for the discontinuance of policies of insurance, and for the Board to take over and administer the insurance section of the scheme. It provided for the Board to "enter into contracts to provide benefits by way of superannuation, annuities, retiring allowances, or payments on death, in respect of permanent employees".

Two important advantages seen in the new provisions are :

- (1) Substantially increased benefits to contributors, payable on death prior to the age of 65 years, and expected increased benefits on retirement at the age of 65 ; and
- (2) an important new source of loan funds for local authorities.

Contributions to the scheme are based on a percentage of the salaries and wages of employees, and are met in equal proportions by employees and employers.

Prior to 1962, the accounting period of the Board ended at 30 June, whereas the premium and contribution year closed at the end of February. Since 1962, the Board has adopted the year ending February as its accounting period.

Under the new scheme a Local Authorities Benefit Contracts Account was established by the Board in 1961. Transactions for the years 1962-63 to 1965-66 are given in the following table :

**VICTORIA—LOCAL AUTHORITIES SUPERANNUATION
BOARD : BENEFIT CONTRACTS ACCOUNT**

Particulars	1962-63	1963-64	1964-65	1965-66
INCOME	\$'000			
Premium and Investment Income	1,899	2,398	2,516	2,806
Other	1	..	..	..
Total	1,899	2,398	2,516	2,806
EXPENDITURE				
Contributions, Refunds, Death and Withdrawal Benefits	373	485	688	736
Contributions to Management	48	98	145	168
Total	421	583	833	904
Operating Surplus for Year	1,479	1,815	1,683	1,902
Accumulated Funds at End of Year	7,287	9,102	10,785	12,686

The accumulated funds at 28 February 1966, consisted of investments in semi-governmental and local government loans and cash deposits.

Melbourne City Council

Organisation and Functions

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

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

With a net annual value (for the year 1965-66) of \$38.8m, rate income of \$5.4m, other revenue of \$18.9m, and a work force of approximately 2,800 employees, it is the foremost municipality in the State. Though its daily influx of population is high, its population of 75,709 at 30 June 1966, ranked only sixth amongst Metropolitan municipalities. For electoral purposes, it is divided into eleven wards, and each ward returns three members, giving a full council of 33 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 1,779 acres are parklands and reserves. On those parklands and reserves under its control, the City Corporation annually expends more than \$1m.

The Corporation both generates and reticulates electricity. In this respect, it is completely integrated into the State electricity grid. In its power station at Lonsdale Street, it is able to generate, at a maximum, 120,000 kW.

A separate section on the town planning activities controlled or administered by the Melbourne and Metropolitan Board of Works appears on pages 267-8.

The detailed work of the Council at councillor level is achieved by the division of its powers and responsibilities among a number of committees. The permanent or standing committees number nine, whilst special committees are constituted from time to time for specific purposes. No councillor may be chairman of more than one permanent committee or serve on more than three committees. The committees are the workshops of the Council, but the Local Government Act does not allow even partial delegation of authority, and all the work of the committees must be reported back to the Council and all decisions approved. Despite this, the organisation is effective and achieves all the desirable advantages which spring from the division of labour.

Of the nine permanent committees, two, Finance and General Purposes, are primarily co-ordinating, whilst the others are functional in their purpose. The authorities delegated to committees are made mutually exclusive and cover the full field of the Council's activities.

Administrative Organisation

The work force is organised on a departmental basis, but no precise pattern of organisation has emerged. Broadly, the departments are either organised by major process or by purpose, but, in some cases, a hybrid of these two forms has been brought about. There are eleven departments comprised of the Town Clerk's, Electric Supply, City Engineer's, Parks and Gardens, City Treasurer's, City Architect's, Building Surveyor's, City Valuer's, Abattoirs and Cattle Markets, Market (fruit, vegetable, and fish), and Health. The Town Clerk's Department handles liaison work which achieves the necessary co-ordination and integration both of the deliberative body as organised by committees and the administrative staff as organised by departments, and of the departments themselves. For the effective functioning of the committees and for purposes of staff review and control, departments are married to committees, but this does not mean the committee has exclusive access to the activities of that particular department. Obviously departments, particularly when organised by major activity, are there to provide service to any committee requiring it. This underlines the need for a general co-ordinating staff as exemplified by the Town Clerk's Department. At present the dovetailing of committees and departments is as follows :

Public Works and Traffic Committee	City Engineer's Department City Architect's Department
Health Committee	Health Department
Finance Committee	City Treasurer's Department City Valuer's Department
Electric Supply Committee	Electric Supply Department
General Purposes Committee	Town Clerk's Department
Abattoirs and Markets Committee	Abattoirs and Cattle Markets Department Markets Department (fruit, vegetables, and fish)
Parks, Gardens, and Recreations Committee	Parks and Gardens Department
Building and Town Planning Committee	Building Surveyor's Department
Town Hall and Properties Committee	No specific links. Departmental services available as required.

Traffic Control

Working under the authority of the Local Government Act and the Road Traffic Act with associated enactments, the Melbourne City Council has a two-fold function in the field of traffic control : (1) the planning, designing, constructing, and maintaining of the City's various traffic-engineering devices ; and, (2) the day-to-day enforcement of parking regulations. The traffic engineering devices are many and varied ; they include street signs (Parking, No Standing, Keep Left, etc.), traffic-control signals, road markings, parking areas (both on-street and off-street), roundabouts, traffic islands, and pedestrian and school crossings. All these are necessary for the smooth and safe flow of traffic and the provision of parking facilities.

Enforcement of the rules of the road and observance of restrictions imposed on moving traffic by its traffic engineering devices are not a function of the Council ; this is done by the Victoria Police. Nor is the Council responsible for the design, construction, and maintenance of metropolitan main roads and expressways (which is the responsibility of the Melbourne and Metropolitan Board of Works) ; but it is at present responsible for the construction of a new \$2.5m Dynon-road Bridge across the railway lines near the North Melbourne Station.

Parking and control by signals have been two of the Council's primary concerns in its traffic control work from 1954 to 1966. With signals, it has pioneered a number of devices and systems unique in Australia. Among them are specially designed pedestrian signals ; systems that give pedestrians exclusive right of movement through intersections ; overhead, lane-control signals ; and off-centre lane flows. The separate signal head for pedestrians (the now-familiar "Walk" "Don't Walk" signal) has been the most useful of these innovations ; it has allowed a more sophisticated approach to the control of both pedestrian and vehicular traffic. Since 1955, the Council has extended by 118 the number of intersections at which traffic is controlled by signals, and has installed some 200 other electrical devices (pedestrian-crossing and safety-zone warning lights, illuminated signs, etc.) as part of its traffic control work. Today, there are 179 intersections in the City of Melbourne with traffic control signals, most of which are linked together by radio or cable to give co-ordinated operation.

By its control of parking the Council tries to allocate such space as is available in the City. Throughout the whole of the inner City area and much of the surrounding, or fringe, areas both the kind and duration of parking are controlled. In these areas, the Council has more than 8,000 parking meters at which parking is allowed for varying periods. An extensive system of loading zones (of various types), bus stops, and taxi stands has also been established. The Council also has to provide and operate a maintenance system to keep street signs in good order and condition.

Up to 1966, over \$4m had been spent on the development of off-street parking, mainly through the purchase of property and the development of Council owned property. After taking into account the decided possibility of undue traffic congestion resulting from the presence in the City of too many off-street car parks, the Council is

now aiming to secure an average of 500 off-street car spaces for each City block (a total of 16,000 spaces for the whole of the inner City area). It has purchased properties in strategic situations and offered them on long-term leases to private interests for development. To date, three major car parks have been developed in this way. Together, they provide 2,000 spaces.

In addition, some 700 to 800 spaces are available in car parks at the Southern Cross Hotel and the National Mutual Centre, both of which are built on land—the sites, respectively, of the old Eastern and Western Markets—leased from the Council. Since 1966, the Council has purchased twelve properties for off-street parking. They now provide a total of 2,950 spaces (including those in the three major car parks referred to above). In addition, the development of other Council properties (including the old Eastern and Western Markets) has provided 2,630 off-street spaces.

At present, the Council is considering how best it can provide adequate off-street parking for the City's fringe areas.

Statistics of Local Government

General

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

In the tables which follow, municipalities have been divided into the following classes :

- City of Melbourne ;
- Other Metropolitan Municipalities ; and
- Municipalities outside Metropolitan Area.

Because the period covered by the statistical tables given in the following pages ended on 30 September 1965 and therefore preceded the population Census of June, 1966 and consequential boundary alterations, the Metropolitan Area referred to in the tables is as set out on pages 120-1 of the 1967 Victorian Year Book. In compiling local government finance statistics, however, it is not practicable to dissect those municipalities which lie only partly within this area. Accordingly, in tables in this section, the following classification of municipalities which lie only partly within the Melbourne Metropolitan Area has been used :

Included as Other Metropolitan Municipalities—the whole of the Shires of Eltham, Lillydale, Sherbrooke and Whittlesea.

Excluded from Metropolitan Area—the whole of the Shires of Berwick and Bulla.

The Shires of Lillydale and Sherbrooke experienced change in status, etc., during the period covered by the tables. However, these and the related adjustments to other municipalities have not had any statistical effect on the above groupings.

At 30 September 1965, in municipalities throughout the State, there were 2,298 councillors, namely, 33 in the City of Melbourne, 528 in 45 other Metropolitan municipalities, and 1,737 in 163 municipalities outside the Metropolitan Area.

Properties Rated, Loans Outstanding, etc.

In the following table, the number of properties rated, the value of rateable property, General Account income, the amount of loans outstanding, etc., are shown for each of the years 1960-61 to 1964-65. The large increase in the value of rateable properties in the year 1964-65 was due to the implementation of the *Valuation of Land (Amendment) Act* 1961 which required all Metropolitan municipalities and certain major country cities and towns to arrange a valuation to be returned by 30 September 1964 and assessed at the general value current at 31 December 1961.

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

Year Ended 30 September—	Number of Rate- payers	Number of Properties Rated	Value of Rateable Property		General Account Income	Loans Out- standing
			Net Annual Value	Estimated Capital Improved Value		
	'000	'000	\$'000	\$'000	\$'000	\$'000
CITY OF MELBOURNE						
1961	35	36	27,877	557,547	7,123	30,028
1962	35	35	30,530	610,589	7,674	34,383
1963	35	35	33,114	662,277	8,108	36,004
1964	35	35	35,212	704,236	8,733	37,307
1965	35	35	38,485	769,698	9,571	39,584
OTHER METROPOLITAN MUNICIPALITIES*						
1961	731	664	161,650	3,176,177	35,890	39,491
1962	751	673	183,608	3,640,458	39,777	45,783
1963	784	678	199,725	3,960,949	43,016	57,852
1964	811	688	206,437	4,073,446	45,054	67,795
1965	843	714	336,977	6,583,718	51,775	78,032
MUNICIPALITIES OUTSIDE METROPOLITAN AREA						
1961	422	489	117,222	2,342,249	30,805	25,732
1962	443	505	125,990	2,497,204	33,271	28,149
1963	459	518	137,296	2,740,959	35,362	31,650
1964	480	529	151,813	3,008,984	38,221	35,254
1965	501	541	183,785	3,642,399	41,649	38,396
TOTAL MUNICIPALITIES						
1961	1,188	1,189	306,749	6,075,973	73,818	95,251
1962	1,229	1,213	340,128	6,748,251	80,722	108,315
1963	1,278	1,231	370,135	7,364,185	86,486	125,506
1964	1,327	1,252	393,462	7,786,666	92,008	140,357
1965	1,378	1,290	559,247	10,995,815	102,995	156,012

* See definition on previous page.

Municipal Revenue and Expenditure

The following tables show, for each of the years ended 30 September 1961 to 1965, the revenue and expenditure of municipalities in Victoria.

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

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

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

Year Ended 30 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		
1961 ..	7,123	35,890	30,805	73,818	7,291	36,468	31,042	74,801
1962 ..	7,674	39,777	33,271	80,722	7,560	39,693	33,080	80,333
1963 ..	8,108	43,016	35,362	86,486	8,089	42,935	35,026	86,050
1964 ..	8,733	45,054	38,221	92,008	8,619	46,285	38,022	92,925
1965 ..	9,571	51,775	41,649	102,995	9,333	51,841	42,012	103,187

* See definition on page 240.

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

Year Ended 30 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		
1961 ..	10,714	20,739	2,316	33,769	10,785	20,484	2,195	33,464
1962 ..	11,089	22,071	2,264	35,424	11,319	21,832	2,202	35,353
1963 ..	12,264	23,717	2,324	38,305	12,259	23,482	2,240	37,982
1964 ..	12,684	24,891	2,493	40,067	12,834	24,625	2,424	39,883
1965 ..	14,363	28,666	2,324	45,352	14,379	28,330	2,407	45,117

* See definition on page 240.

General Account

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

Details of the principal items of revenue received during the year ended 30 September 1965 are given below :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : REVENUE, 1964-65
(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Taxation—				
Rates (Net)	5,222	36,301	24,708	66,231
Penalties	6	175	79	260
Licences—				
Dog	4	197	133	335
Other	14	93	45	152
Total Taxation	5,247	36,765	24,965	66,977
Public Works and Services—				
Roads, Streets, Bridges, Drains ..	127	1,765	2,198	4,090
Council Properties—				
Parks, Gardens, Baths, and Other				
Recreational Facilities ..	137	713	688	1,538
Markets	946	295	367	1,608
Halls	64	284	239	587
Libraries	2	25	48	74
Weighbridges	26	5	37	68
Sale of Materials	1	215	659	875
Plant Hire .. .. .	..	1,408	5,032	6,440
Other	552	589	486	1,628
Health—				
Sanitary and Garbage ..	57	1,725	1,159	2,941
Other	28	513	224	764
Other Works and Services—				
Car Parking	682	237	365	1,285
Building Fees	88	738	237	1,064
Supervision of Private Streets ..	..	1,147	200	1,348
Other	20	532	277	829
Total Public Works and Services	2,729	10,193	12,217	25,138
Government Grants—				
Roads, etc.	11	140	568	718
Parks, Gardens, etc. .. .. .	..	89	871	961
Infant Welfare	26	372	271	669
Pre-school	32	140	131	303
Home Help	12	502	157	671
Libraries	30	466	288	784
Other	26	212	588	826
Total Government Grants	137	1,921	2,874	4,932
Transfers from Business Undertakings	90	792	241	1,123
Transfers from Other Council Funds	616	1,239	1,011	2,866
Interest on Investments, etc. ..	128	264	78	470
Fines	516	306	52	874
Other Revenue	108	295	211	614
Total Revenue	9,571	51,775	41,649	102,995

* See definition on page 240.

After exclusion of \$2,866,000 transferred from other funds, the net General Account income during 1964-65 was \$100,129,000. Of this total, 66.9 per cent was derived from taxation (66.4 per cent from rates and penalties, and 0.5 per cent from licences); 25.1 per cent from public works and services; 1.1 per cent from transfers from business undertakings; 4.9 per cent from Government grants; and 2.0 per cent from other sources. The total amount collected from taxation (\$66,977,000) was equivalent to \$21.27 per head of population or to \$48.59 per ratepayer.

Details of the principal items of expenditure from the General Account during the year ended 30 September 1965, are set out below:

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
ORDINARY SERVICES : EXPENDITURE, 1964-65
(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
General Administration	1,326	5,938	5,636	12,900
Debt Charges (Excluding Business Undertakings)—				
Interest—				
Loans	1,359	2,434	1,483	5,276
Overdraft		117	196	313
Redemption	177	3,180	2,849	6,206
Sinking Fund	371	240	90	700
Other	1	58	14	73
Total Debt Charges	1,908	6,029	4,632	12,569
Public Works and Services—				
Roads, Streets, Bridges, Drains—				
Construction, Maintenance, Plant, etc.	675	12,065	16,631	29,371
Cleaning and Watering	446	1,925	438	2,810
Street Lighting	†	1,500	502	2,002
Other	8	876	198	1,082
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities ..	944	4,132	2,955	8,031
Markets	344	127	249	720
Halls	284	1,155	645	2,084
Libraries	84	1,189	631	1,904
Weighbridges	6	3	19	28
Materials		21	226	248
Plant (Excluding Road Plant) ..	183	1,152	307	1,641
Elderly Citizens' Centres	7	191	122	319
Other	74	1,382	1,023	2,479
Health—				
Sanitary and Garbage Services	362	3,924	1,504	5,790
Infant Welfare	69	864	538	1,471
Pre-school	128	280	187	595
Home Help	26	965	253	1,244
Other	88	898	492	1,479
Other Works and Services—				
Car Parking	534	1,139	281	1,954
Building Inspection	26	390	97	513
Other	3	750	495	1,248
Total Public Works and Services	4,290	34,929	27,794	67,013

* See definition on page 240.

† Cost of street lighting is charged to Electricity Undertaking.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES : EXPENDITURE, 1964-65—continued (\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Grants—				
Country Roads Board .. .. .	..	506	1,158	1,663
Metropolitan Fire Brigades ..	214	1,244	3	1,461
Hospitals and Other Charities ..	51	118	98	268
Superannuation	94	524	418	1,036
Other	400	103	90	592
Total Grants	758	2,495	1,767	5,020
Transfers to Other Council Funds ..	798	1,250	1,108	3,156
Pay-roll Tax	95	470	341	906
Insurances	158	551	580	1,289
Miscellaneous .. .. .	..	180	154	334
Total Expenditure	9,333	51,841	42,012	103,187

* See definition on page 240.

Excluding \$3,156,000 transferred to other funds, the net General Account expenditure during 1964-65 was \$100,031,000. Of this total, 12.9 per cent was for administration; 12.6 per cent for debt charges; 10.6 per cent for health services; 17.5 per cent for parks, gardens and other council properties; 35.3 per cent for roads, streets, etc.; 3.6 per cent for other public works and services; 5.0 per cent for grants and contributions; and 2.5 per cent for miscellaneous items.

Municipal Administrative Costs

Particulars of the principal items of expenditure, other than pay-roll tax, during each of the years ended 30 September 1961 to 1965, in respect of general municipal administration, are given in the following table:

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

Particulars	Year Ended 30 September—				
	1961	1962	1963	1964	1965
Salaries*	7,431	7,917	8,325	9,324	10,021
Mayoral and Presidential Allowances	205	215	242	257	271
Audit Expenses	82	85	89	92	111
Dog Registration Expenses ..	125	153	162	167	190
Election Expenses	77	69	69	92	113
Legal Expenses	167	205	244	264	311
Printing, Stationery, Advertising, Postage, Telephone ..	1,078	1,169	1,254	1,375	1,539
Other	195	186	211	228	346
Total	9,360	9,999	10,597	11,800	12,900

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

Municipal Business Undertakings

In Victoria, during 1964-65, seventeen municipal councils conducted electricity supply undertakings. These constituted the principal trading activities of municipalities. Other trading activities included water supply, abattoirs, hydraulic power, quarries, iceworks, and reinforced concrete pipe and culvert works, but, relatively, these were not extensive. A list of the principal local authorities which have assumed responsibility for water supply is to be found on page 259.

The tables which follow show, for the year ended 30 September 1965, revenue and expenditure of the various types of local authority business undertakings :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : REVENUE, 1964-65 (\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Rates, Sale of Water, etc. ..	..	16	565	582
Electricity— Charges for Services and Sales of Products, etc.	13,466	28,273	717	42,455
Abattoirs— Charges for Services and Sales of Products, etc.	846	296	649	1,791
Other†— Charges for Services and Sales of Products, etc.	51	81	393	524
Total Revenue ..	14,363	28,666	2,324	45,352

* See definition on page 240.

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

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : EXPENDITURE, 1964-65 (\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Water Supply— Working Expenses	11	364	375
Depreciation	49	49
Debt Charges	3	138	142
Other Expenditure	2	5	7
Total Water Supply	16	557	573

* See definition on page 240.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS UNDERTAKINGS : EXPENDITURE, 1964-65—*continued*
(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Electricity—				
Working Expenses	12,110	25,709	514	38,333
Depreciation	744	576	9	1,328
Debt Charges	434	1,000	117	1,551
Other Expenditure	90	735	186	1,011
Total Electricity ..	13,378	28,019	825	42,222
Abattoirs—				
Working Expenses	755	163	433	1,351
Depreciation	26	34	23	83
Debt Charges	88	..	111	199
Other Expenditure	89	18	44	151
Total Abattoirs ..	958	215	610	1,783
Other†—				
Working Expenses	42	46	343	432
Depreciation .. ..	..	10	31	41
Debt Charges .. ..	..	..	23	23
Other Expenditure .. ..	..	24	18	43
Total Other	42	81	416	539
Total Expenditure ..	14,379	28,330	2,407	45,117

* See definition on page 240.

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

Municipal Loan Finance

Municipal Loan Receipts

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

The first table shows total loan receipts for each of the years 1960-61 to 1964-65, and the second table details the loan raisings for ordinary services and business undertakings during the year ended 30 September 1965.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS

(Excluding Redemption Loans and Private Street Loans)
(\$'000)

Year Ended 30 September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
1961	4,833	6,511	4,269	15,613
1962	4,739	7,096	4,932	16,767
1963	3,628	11,281	5,987	20,897
1964	2,504	10,476	6,447	19,428
1965	4,162	13,414	6,901	24,477

* See definition on page 240.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN RECEIPTS, 1964–65

(Excluding Redemption Loans and Private Street Loans)
(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Loan Raisings for— Ordinary Services	2,861	11,523	5,137	19,521
Business Undertakings— Water Supply .. .. .	..	..	299	299
Electricity	200	1,248	361	1,809
Abattoirs .. .. .	..	..	695	695
Quarry .. .. .	..	..	48	48
Other Receipts (Government Grants, Recoups, etc., to Loan Fund) ..	1,101	643	361	2,105
Total Receipts ..	4,162	13,414	6,901	24,477

* See definition on page 240.

Municipal Loan Expenditure

Particulars of the total loan expenditure exclusive of expenditure on private streets, for each of the years 1960–61 to 1964–65, are given in the first of the following tables. The second table details the principal items of expenditure from loan funds during the year ended 30 September 1965.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE

(\$'000)

Year Ended 30 September—	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
1961	3,312	5,516	4,267	13,095
1962	3,129	6,780	4,614	14,523
1963	2,661	8,116	5,366	16,143
1964	3,213	10,135	6,110	19,457
1965	2,555	13,531	6,573	22,659

* See definition on page 240.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES :
LOAN EXPENDITURE, 1964–65

(\$'000)

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Ordinary Services—				
Roads, Streets, Bridges, Drains..	209	4,797	3,201	8,207
Council Properties—				
Parks, Gardens, Baths, and Other Recreational Facilities	122	2,724	562	3,408
Halls	73	1,775	679	2,527
Plant† .. .. .	..	852	113	965
Markets	206	18	189	413
Other	320	1,492	531	2,343
Infant Welfare Centres ..	14	92	88	195
Pre-school (Crèches, etc.) ..	80	78	57	215
Other	461	304	111	876
Total Ordinary Services	1,485	12,133	5,532	19,151

* See definition on page 240.

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

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN
EXPENDITURE, 1964-65—continued
(\$'000)**

Particulars	Metropolitan Municipalities*		Municipalities outside Metropolitan Area	Total
	City of Melbourne	Other		
Business Undertakings—				
Water Supply .. ..	..	..	208	208
Electricity	970	1,399	218	2,587
Abattoirs	100	..	561	661
Quarry .. ..	..	..	52	52
Total Business Undertakings	1,069	1,399	1,040	3,508
Total Expenditure ..	2,555	13,531	6,573	22,659

* See definition on page 240.

At 30 September 1965, there were unexpended balances in Loan Accounts amounting to \$18.7m.

Municipal Loan Liability

The loan liability of the municipalities in Victoria, at the end of each of the five years 1960-61 to 1964-65, is given below. Liability of municipalities for private street construction is included, but liability to the Country Roads Board is excluded.

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

At 30 September—	Due to—		Gross Loan Liability	Accumulated Sinking Funds	Net Loan Liability	
	Government	Public			Amount	Per Head of Population
			\$'000			\$
1961 ..	2,253	92,998	95,251	6,221	89,030	30.27
1962 ..	4,991	103,324	108,315	6,690	101,625	33.94
1963 ..	5,446	120,060	125,506	6,633	118,874	38.93
1964 ..	5,404	134,952	140,357	7,854	132,503	42.51
1965 ..	5,601	150,412	156,012	8,765	147,247	46.37

Construction of Private Streets

The council of any municipality may construct roads or streets on private property, and may also construct, on land of the Crown or of any public body, means of back access to, or drainage from, property adjacent to such land. The cost of this work is recoverable

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

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

The following table details the receipts and expenditure, for the year ended 30 September 1965, of the Private Street Account for areas outside those controlled by the Melbourne City Council (which has no such account) :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : PRIVATE STREET ACCOUNT : RECEIPTS, EXPENDITURE, ETC.,
1964-65
(\$'000)

Particulars	Metropolitan Municipalities (Excluding City of Melbourne)*	Municipalities outside Metropolitan Area	Total Victoria
Receipts—			
Loans	2,647	254	2,901
Bank Overdraft (Increase)	2,954	448	3,402
Owners' Contributions	13,961	2,064	16,025
Other	370	144	514
Total	19,932	2,910	22,841
Expenditure—			
Works	15,705	2,230	17,935
Bank Overdraft (Decrease)	755	276	1,031
Debt Charges—			
Interest—			
Loans	963	149	1,112
Overdraft	98	27	125
Redemption	1,532	363	1,894
Sinking Fund	134	32	166
Other	975	168	1,144
Total	20,161	3,246	23,408
Cash in Hand or in Bank at 30.9.1965	5,216	593	5,809
Bank Overdraft at 30.9.1965	8,227	1,359	9,586
Loan Indebtedness at 30.9.1965	16,895	3,055	19,950

* See definition on page 240.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years 1960-61 to 1964-65 are shown in the following table :

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

Particulars	Year Ended 30 September—				
	1961	1962	1963	1964	1965
Receipts—					
Loans	3,399	3,106	5,068	5,111	2,901
Bank Overdraft (Increase)	1,433	819	..	15	2,371
Owners' Contributions ..	7,486	9,311	11,174	14,066	16,025
Other	359	446	354	388	514
Total ..	12,677	13,682	16,596	19,580	21,811
Expenditure—					
Works	10,451	11,404	11,212	14,159	17,935
Bank Overdraft (Decrease)	..	..	331	..	..
Debt Charges—					
Interest—					
Loans	403	598	799	1,086	1,112
Overdraft	124	171	155	154	125
Redemption	675	882	1,236	1,624	1,894
Sinking Fund	22	71	79	121	166
Other	595	777	880	1,176	1,144
Total ..	12,270	13,903	14,692	18,320	22,377

Length of Roads and Streets

The following table shows the estimated length of all roads and streets open to general traffic in the State in 1966. The mileage of State highways, tourists' roads, forest roads, and by-pass roads, was supplied by the Country Roads Board, and the mileage of other roads and streets has been compiled from information furnished by all municipal authorities.

**VICTORIA—LENGTH OF ALL ROADS AND STREETS AT
30 JUNE 1966
(Miles)**

Type of Road or Street	State Highways, By-pass Roads	Main Roads	Tourists' Roads, Forest Roads	Other Roads and Streets	Total
Wood or stone .. .. .	..	..	..	76	76
Portland cement concrete ..	3	5	..	130	138
Asphaltic concrete and sheet asphalt	36	136	..	1,373	1,545
Tar or bitumen surface seal over tar or bitumen penetrated or water-bound pavements	4,205	7,721	464	12,903	25,293
Water-bound macadam, gravel, sand, and hard loam pavements ..	258	1,213	442	27,779	29,692
Formed, but not otherwise paved	..	18	..	20,909	20,927
Surveyed roads (not formed) which are used for general traffic ..	..	1	..	21,934	21,935
Total	4,502	9,094	906	85,104	99,606

*Semi-Governmental Authorities**

Country Roads Board

Introduction

The Country Roads Board was constituted under the *Country Roads Act 1912* and commenced operations in 1913. There are now about 100,000 miles of public roads in Victoria, of which some 14,500 miles comprise the State's principal system of Country Roads Board declared roads. Under the Country Roads Act, any road in Victoria may be declared or proclaimed by the Country Roads Board to be a State highway, a by-pass road, a tourists' road, a forest road, or a main road.

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

The Board's system of classified or declared roads as at 30 June 1966, comprised 4,465 miles of State highways, 37 miles of by-pass roads, 445 miles of tourists' roads, 461 miles of forest roads, and 9,094 miles of main roads.

Roads (Special Projects) Act 1965

In 1965, a special fund was established by the Government into which is paid the additional revenue from the increases in motor registration fees imposed as from 1 July 1965. This fund which is held and administered by the State Treasurer provides finance for special road projects throughout the State. Eleven projects have been approved for construction by the Country Roads Board which include works providing substantial increases in the mileage of dual carriageways on the Hume Highway, Western Highway, Maroondah Highway, Princes Highway East, and the Nepean Highway. Roads of tourist interest will also be constructed in the vicinity of Lake Eildon and from Marlo to Cape Conran in eastern Victoria.

Victorian Highways

The word "highway" is synonymous with road. Under legislation dating from 1924, however, a "State highway" in Victoria has a specific meaning. It is a road declared as such by the Board with the approval of the Governor in Council and thereupon the Board becomes responsible for the cost of works on such roads. State highways are developed to cater for road traffic between capital cities and provincial centres of importance. At 30 June 1966, there were 4,465 miles of State highways, consisting of 37 miles of concrete or bituminous concrete pavement, 4,170 miles of bituminous sealed surface, and 258 miles of gravel or improved wearing surface.

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

The Princes Highway, National Route 1, runs from the South Australian border to New South Wales, passing through Warrnambool, Geelong, Melbourne, Warragul, Sale, Bairnsdale, and Orbost. Other State highways include the Calder Highway, named after the first Chairman of the Country Roads Board, which joins Melbourne and Mildura passing through Bendigo, Charlton, and Ouyen. The Western Highway provides another route between Melbourne and Adelaide and passes through Ballarat, Horsham, and Nhill, while the Sturt Highway crosses the north-west corner of Victoria on the direct route from Sydney to Adelaide through Mildura.

The fertile Murray Valley settlements are joined by the Murray Valley Highway which runs from Corryong in north-eastern Victoria to Hattah in the north west, while the picturesque Omeo Highway passes through the mountainous country from Tallangatta in the north-east to Bairnsdale in the south-east.

By-Pass Roads

“By-pass road” is the statutory term for defining a road having no direct access from adjoining properties or from cross-roads which are taken over or under the by-pass road. Traffic is only permitted entry to, or exit from, a fully developed by-pass road at planned interchanges which by clover leaf or other specially designed structures, allow for smooth transfer of traffic on to or off the road. By-pass roads with dual carriageways are commonly known as freeways.

In some sections, State highways are converted into by-pass roads by providing alternative access to properties adjoining the route. In other cases, a by-pass road may be constructed on a new route which avoids townships and other congested areas.

An example of a planned freeway route is on the Princes Highway between Melbourne and Geelong. At present the Maltby By-pass Road of 6½ miles has been fully developed to by-pass the township of Werribee, while the 8 mile section from Kororoit Creek 8½ miles from Melbourne to the start of the Maltby By-pass Road has been declared as the Princes By-pass Road and is being converted to full freeway standards as funds become available. Other by-pass roads declared by the Board include the Hume By-pass Road between Chiltern and Barnawartha, the Princes By-pass Road at Morwell, the Frankston By-pass Road, and the Whitelaw By-pass Road near Korumburra on the South Gippsland Highway.

Tourists' Roads

As a result of the *Tourists' Roads Act* 1936, the Board has been empowered to carry out permanent works on and maintain tourists' roads which are proclaimed as such by the Governor in Council. Of the 445 miles of tourists' roads, the best known is the Great Ocean Road between Torquay and Peterborough. The Ocean Road is believed to be the only memorial road in Australia and was built by the Board for the Great Ocean Road Trust to give employment to returned soldiers and sailors and as a memorial to their fallen comrades. It was proclaimed a tourists' road in 1936. Other tourists' roads have been built to open up places of interest such as the Grampians and the alpine ski resorts.

Forest Roads

Forest roads are proclaimed or constructed in those areas of the State within or adjacent to any State forest area or those the Board considers to be timbered, mountainous, or undeveloped areas. Under the *Forest Roads and Stock Routes Act* 1943, municipalities are relieved of all costs of construction and maintenance of such roads. There are now 461 miles of these roads.

Main Roads

The Country Roads Act empowers the Board to declare as main roads any road which in the opinion of the Board is of sufficient importance. Main roads are generally roads linking a centre of population with other centres or with areas of settlement. There are 295 miles of main roads within the Melbourne Metropolitan Planning Area and 8,799 miles over the rest of the State.

At 30 June 1966, the mileage of declared roads in each classification, and the mileage with bituminous surface were as follows :

VICTORIA—MILEAGE OF DECLARED ROADS AT
30 JUNE 1966

Classification	Mileage	Mileage Sealed
State Highways	4,465	4,207
By-pass Roads	37	37
Tourists' Roads	445	263
Forest Roads	461	201
Main Roads	9,094	7,862
Total	14,502	12,570

Road Design

In carrying out its task of developing the State's principal road system, the Board pays strict attention to the standards to which roads and bridges must be constructed. A road which carries a large volume of fast moving heavy traffic must be constructed to higher standards than one which carries mainly light tourist traffic. It is necessary, therefore, for the Board to take a census from time to time of all vehicles using its roads to discover the volume and nature of the traffic using them. This practice was begun in 1928 on State highways and was subsequently extended to other categories of roads.

Construction Methods and Materials Research

In addition to determining standards of construction, the Board continually carries out research to determine which materials and methods are the most effective and economical. The Board, in 1923, established a laboratory in conjunction with the engineering school at the University of Melbourne. As its activities increased, the Board founded its own laboratory, and today materials research is one of the most important of its many tasks.

Bridges

In 1913, most of the bridges in Victoria were of timber construction and many of these were in poor condition. It was obvious that they should quickly be replaced with bridges of more durable materials such as reinforced concrete. Between the two wars, many reinforced concrete bridges were constructed, although, because of limited funds, it was still necessary to construct some timber bridges.

In recent years, considerable progress has been made with the production of pre-cast reinforced concrete components and this, together with standardisation of design, enables the Board to make good the deficiencies as quickly as its finances permit.

Plant

Fifty years ago, there was very little road construction plant in Victoria and most of the work of construction was carried out by horse drawn equipment and pick and shovel labour. Today, pneumatic drills, front-end loaders, and mechanical excavators are used and transport by wheel barrows on short leads has been replaced by the use of the bulldozer and its variations. In addition, many other types of plant have been designed for special purposes.

Maintenance

A road must be properly maintained if the asset provided by its construction is not to be lost. In the early days, maintenance was carried out by patrolmen equipped with horses and drays, each patrolman looking after a length of about 5 to 10 miles. Where the pavement was of gravel, the patrolman was also provided with a drag to assist him in maintaining a good riding surface. With the increase in the length of bituminous roads the necessary work can be carried out more economically by truck patrols generally responsible for lengths of up to 40 or 50 miles of road. As a result of economies obtained, this form of patrol was extended in the 1930s to unsealed roads by providing the patrols with small graders which can be towed behind the truck. On roads carrying particularly heavy traffic, the assistance of a heavy power grader is often provided.

Finance

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

- (1) Motor registration fees charged under the schedules of fees operating at 30 June 1965, less cost of collection. (From 1 July 1965, registration fees were increased and the whole of the increase in revenue was paid to the Roads (Special Projects) Fund from which the Board derives a share—see item 8 below.)
- (2) Two-thirds of additional motor registration fees levied on first registration and subsequent change of ownership, less total cost of collection.
- (3) One-quarter drivers' licence fees, less one-quarter cost of collection.
- (4) Drivers' licence testing fees, less cost of collection.

- (5) Examiners' licence fees—motor car roadworthiness examinations.
- (6) All moneys received under Part II of the Commercial Goods Vehicles Act (ton mile tax).
- (7) Municipal contributions on account of main road works.
- (8) Receipts from the Roads (Special Projects) Fund.

As from 1 July 1964, proceeds from fines under the Motor Car Act are paid to Consolidated Revenue, but a grant to replace them is made available from the State Loan Fund. In addition, the Board also receives from time to time repayable amounts from the State Loan Fund.

From Commonwealth sources, money is provided to the State under the Commonwealth Aid Roads Act. The Board's share of this money amounted to \$27m in 1965-66. Total funds available to the Board in 1965-66 amounted to \$64m.

Receipts and Expenditure

Receipts and expenditure, covering the operations of the Board for each of the years 1961-62 to 1965-66 are as follows :

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

Particulars	Year Ended 30 June—				
	1962	1963	1964	1965	1966
RECEIPTS					
Fees and Fines—Motor Car Act (Less Cost of Collection)*	19,733	21,366	23,427	23,378	24,690
Municipalities Contributions—Permanent Works and Maintenance—Main Roads	1,555	1,764	1,579	1,690	1,691
Commonwealth Aid Roads Acts	19,755	21,351	22,431	25,182	27,175
Roads (Special Projects) Fund .. .. .	..	..	..	..	1,654
Proceeds from Commercial Goods Vehicles Act	4,525	4,919	5,638	5,926	6,379
State Loan Funds	1,366	602	666	762	1,020
Commonwealth Special Grant	1,000	..	..	..	..
Grant under Public Works Loan Application Act .. .. .	..	..	..	700	768
Other Receipts	152	168	223	889	971
Total	48,086	50,170	53,964	58,527	64,348

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

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

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

Particulars	Year Ended 30 June—				
	1962	1963	1964	1965	1966
EXPENDITURE					
Construction and Maintenance of Roads and Bridges	42,152	38,867	49,041	50,556	53,076
Traffic Line Marking and Traffic Lights	101	111	150	196	238
Plant Purchases	349	1,832	1,193	697	1,149
Interest and Sinking Fund Payments	1,855	1,930	1,950	1,988	2,056
Payment to Tourist Fund	383	395	427	469	468
Payment to Transport Regulation Board					178
General Expenditure*	3,242	4,243	3,996	4,619	6,113
Total	48,082	47,378	56,758	58,525	63,278

*Includes expenditure on erection of office buildings, etc., at Kew: \$39,000 in 1961-62; \$542,000 in 1962-63; \$378,000 in 1963-64; \$71,000 in 1964-65; and \$12,000 in 1965-66.

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 1961-62 to 1965-66 :

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

Particulars	Year Ended 30 June—				
	1962	1963	1964	1965	1966
State Highways—					
Construction	10,632	9,869	15,225	13,000	13,408
Maintenance	3,041	3,341	3,925	4,080	4,296
By-pass Roads—					
Construction	1,360	850	2,626	4,805	3,690
Maintenance	5	13	15	48	55
Main Roads—					
Construction	11,580	10,205	11,419	11,490	12,301
Maintenance	3,273	3,290	3,471	3,699	4,268
Unclassified Roads—					
Construction	8,478	7,917	8,451	9,366	10,654
Maintenance	1,908	1,751	1,656	1,764	2,055
Tourists' Roads—					
Construction	788	468	1,021	959	911
Maintenance	357	471	404	463	599
Forest Roads—					
Construction	298	306	500	486	408
Maintenance	293	247	242	227	291
River Murray Bridges and Punts—					
Maintenance	139	139	87	167	140
Total Construction.. .. .	33,136	29,615	39,241	40,107	41,372
Total Maintenance.. .. .	9,016	9,252	9,800	10,449	11,704
Total Expenditure	42,152	38,867	49,041	50,556	53,076

Further References, 1962 to 1967

Water Supply Authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 30 June 1966 are listed in the following table :

VICTORIA—WATER SUPPLY AUTHORITIES

Authorities	Administered under the Provisions of—
Melbourne and Metropolitan Board of Works ..	Melbourne and Metropolitan Board of Works Act
State Rivers and Water Supply Commission ..	} Water Act
Waterworks Trusts (170)	
Local Governing Bodies—	
Ballarat Water Commissioners	
Municipal Councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Creswick Shire	
Korong Shire	
Kyabram Borough	
Stawell Town	
Talbot and Clunes Shire	
Walpeup Shire	
Warrnambool City	
Werribee Shire	
Sale City	Local Government Act
Geelong Waterworks and Sewerage Trust ..	Geelong Waterworks and Sewerage Act
Latrobe Valley Water and Sewerage Board ..	Latrobe Valley Act
First Mildura Irrigation Trust	} Mildura Irrigation Trusts Act
Mildura Urban Water Trust	

Information about the activities of the State Rivers and Water Supply Commission will be found on pages 294 to 301. The finances of the Commission (which form part of the Public Account and are subject to annual budget review) are included in the tables on pages 632, 633, and 654 in Part 9 of the Year Book.

Melbourne and Metropolitan Board of Works*Introduction*

The Board was constituted by Act of Parliament in 1890 and commenced operations on 18 March 1891. The original functions of the Board were to take over, control, and manage the existing metropolitan water supply system and to provide the metropolis with an efficient sewerage system. In 1922, responsibility for the disposal of nightsoil from unsewered properties within the same area was transferred from metropolitan municipalities to the Board.

In 1923, the Board was empowered to deal with main drains and main drainage works and to control and manage the rivers, creeks, and watercourses within the metropolis. The Board, in 1949, was entrusted with the task of preparing a planning scheme for the Melbourne Metropolitan Area for the approval of the Governor in Council and, by legislation passed in 1954, it became a permanent planning authority.

In 1956, the Board was made the authority for metropolitan highways, bridges, parks, and foreshores, while under the *Road Traffic Act 1956*, it was required to appoint to the Traffic Commission an officer experienced in traffic engineering.

The Board consists of a chairman and 52 commissioners. Each commissioner is appointed by, and must be a member of, one of the municipal councils or groups of councils entitled to representation. Members cannot sit longer than three years without reappointment. The chairman, however, is appointed by the Board for a four-year term.

Area under the Control of the Board

The area under the Board's control has been expanded in stages. The areas over which the Board exercises its several functions are now as follows :

Water supply, 485 square miles ; sewerage, 458 square miles ; drainage and river improvements, 437 square miles.

Its town planning commitment extends over 688 square miles.

Melbourne's Water Supply

At 30 June 1966, Melbourne's water supply system consisted of six storage reservoirs (Yan Yean, Toorourrong, Maroondah, O'Shannassy, Silvan, and Upper Yarra), with an available storage capacity of 65,452 mill. gals, 45 service reservoirs and elevated tanks with a total capacity of 366 mill. gals, and 6,281 miles of aqueducts, mains and reticulation.

The water from the storage reservoirs flows by gravitation in aqueducts and pipelines to distributing reservoirs near the perimeter of the Metropolitan Area, thence by large mains to service reservoirs, located at elevated positions within the metropolis from which the distribution mains radiate. The function of the service reservoirs is to regulate the pressure in their various zones of supply, to meet the daily peak demand, and to provide a reserve against failure of the main supply lines.

The distribution mains from the service reservoirs feed the reticulation system from which private service pipes are laid onto properties. As well as supplying metropolitan consumers, Melbourne's water supply has been extended to certain mountain districts in the Dandenong Ranges.

Cost of Water Supply System

The cost of capital works in respect of the water supply system under the control of the Board is shown in the following table for each of the years 1961-62 to 1965-66, together with the total expenditure (less depreciation) to 30 June 1966 :

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

Particulars	During Year Ended 30 June—					Total Cost to 30 June 1966
	1962	1963	1964	1965	1966	
Yan Yean System ..	50	32	Cr. 74	6	3	1,753
Maroondah System ..	15	19	13	19	120	3,712
O'Shannassy, Upper Yarra, and Silvan Systems ..	5	1,245	4,017	1,146	146	48,511
Service Reservoirs ..	357	279	108	220	268	4,852
Large Mains	4,278	5,853	2,113	2,669	3,689	47,940
Reticulation	2,701	2,623	2,800	4,130	3,562	38,923
Afforestation	17	66	35	4	2	654
Investigations, Future Works	17	21	16	32	42	197
Total Outlay ..	7,440	10,138	9,028	8,226	7,832	146,540

Output of Water

The total output of water from the various sources of supply for each of the years 1961-62 to 1965-66 was as follows :

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

Particulars	Year Ended 30 June—				
	1962	1963	1964	1965	1966
Yan Yean Reservoir ..	5,126	3,778	4,726	2,786	4,130
Maroondah Reservoir ..	13,210	11,415	13,650	15,496	12,953
O'Shannassy River, Upper Yarra, and Silvan Reservoirs ..	39,189	40,087	41,233	43,150	48,117
Total Output ..	57,525	55,280	59,609	61,432	65,200

Consumption of Water

During the year ended 30 June 1966, the maximum consumption of water in Melbourne and suburbs on any one day was 400 mill. gals on 7 March 1966, and the minimum consumption was 101.9 mill. gals on 15 August 1965.

The following table shows, for each of the years 1961-62 to 1965-66, the number of properties supplied with water and sewers, the quantity of water consumed, the daily average consumption, and the daily average consumption per head of population :

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS : WATER CONSUMPTION AND SEWERAGE CONNECTIONS

Year			Properties Supplied with Water at 30 June	Properties for Which Sewers Were Provided at 30 June	Total Annual Consumption of Water	Daily Average of Annual Consumption of Water	Daily Consumption of Water per Head of Population Served
			No.	No.	mill. gals	mill. gals	gal
1961-62	..	..	519,216	399,890	57,521	157.59	84.32
1962-63	..	..	547,123	422,899	55,225	151.30	76.38
1963-64	..	..	572,431	443,291	59,621	162.90	78.62
1964-65	..	..	595,727	453,078	61,409	168.24	78.00
1965-66	..	..	612,844	467,705	65,218	178.68	80.56

Sewerage System

There are now one major and five minor systems collecting, purifying and disposing of waste water from the metropolis. These are the Farm System (major), and Braeside, Kew, Watsonia, Maribyrnong, and Laverton Systems (minor).

The Farm System serves approximately 98 per cent of the sewered areas of the metropolis. Except for wastes from the greater part of the municipality of Sunshine, which are discharged directly into the Main Outfall Sewer, and from Williamstown, which enter the main system at Spotswood, all wastes collected by the Farm System flow by gravity through two main sewers—the North Yarra and the Hobson's Bay Main Sewers—which unite at Spotswood. The combined flow then continues for 2½ miles through a 9 ft 3 in diameter trunk sewer which terminates at the Brooklyn Pumping Station.

At the Pumping Station, the waste water is screened and then electrically driven pumps lift it 140 ft to the head of the 11 ft diameter Main Outfall Sewer along which it gravitates 16 miles to the Board's Farm just beyond Werribee, where it is purified by either land filtration, grass filtration, or ponding.

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

The Braeside System disposes of the waste water from Mordialloc, Mentone, Parkdale, Cheltenham and parts of Moorabbin and Oakleigh which, for economic reasons, could not be brought into the Farm System. The Braeside System came into operation on the 22 May 1940, and since has been extended north to include Monash University and adjacent areas. The treatment process includes sedimentation of the waste water and subsequent biological purification by trickling filters and oxidation ponds.

The Kew, Watsonia, Maribyrnong, and Laverton Systems serve small areas that could not be connected economically with the Farm System. Purification is biological as at Braeside.

Cost of the Sewerage System

The cost of sewerage works during each of the years 1961-62 to 1965-66, and the total cost (less depreciation) to 30 June 1966, are shown in the following table :

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

Particulars	During Year Ended 30 June—					Total Cost to 30 June 1966
	1962	1963	1964	1965	1966	
Farm Purchase and Preparation	372	351	337	457	388	9,896
Treatment Works	25	26	31	291	909	2,241
Outfall Sewers and Rising Mains	556	587	287	101	158	3,539
Pumping Stations, Buildings, and Plant	2,433	1,904	672	406	1,297	13,620
Main and Branch Sewers	4,755	3,012	10,077	10,950	9,643	57,187
Reticulation Sewers	4,513	5,340	4,915	4,672	6,418	70,398
Cost of House Connections Chargeable to Capital .. ..	..	..	..	..	..	794
Sanitary Depots	1	Cr. 4	*	14	6	790
Investigations .. ..	..	48	21	51	72	452
Total Outlay ..	12,655	11,264	16,341	16,941	18,893	158,915

* Under \$500.

Board of Works Farm at Werribee

Ideally, the minerals and organic matter contained in a city's domestic and industrial waste waters should be returned to the land from which they were originally derived. The Board's farm at Werribee is an example of profitable use of sewerage wastes. The once barren plain is enriched by treatment with these wastes to the extent that intensive grazing of sheep and cattle is possible, at the same time saving ratepayers \$500,000 a year. The revenue from the sale of livestock is set off against the cost of sewage purification and results in the imposition of a lower sewerage rate than would otherwise be necessary.

Statistical data for the year ended 30 June 1966, are as follows :

Total area of farm	26,809 acres
Area used for sewage disposal	16,607 acres
Average rainfall over 73 years	18·97 inches
Net cost of sewage purification per head of population served	57c
Profit on cattle and sheep	\$569,220

Further Reference, 1965

Disposal of Nightsoil from Unsewered Premises

The responsibility for the collection, removal, and disposal of nightsoil from unsewered premises within the metropolis was transferred from the individual municipal councils to the Melbourne and Metropolitan Board of Works as from 19 November 1924. By agreement, each council pays to the Board a prescribed amount per annum to offset the cost of the service, etc. For the year 1965-66, working expenses were \$139,584 and interest \$44,359, making a total of \$183,943. Revenue was \$109,924, leaving a deficiency of \$74,019.

Stormwater Drainage and River Improvements

Forty years ago, the Board was made responsible, by Act of Parliament, for the drainage of surface and storm water that flowed through two or more municipalities. Subsequent legislation gave the Board power to control the principal stormwater drainage throughout the metropolis irrespective of municipal boundaries and to construct such drainage and river improvement works as it deemed necessary.

Finance for carrying out drainage works is provided mainly by Loan Funds, but a small proportion of capital works has been financed from the revenue derived from the Metropolitan Drainage and River Improvement Rate payable in respect of all rateable property in the metropolis since 1 July 1927. The costs of maintenance and operation, as well as interest charges, are also met from this annual rate.

As well as being responsible for underground main drains and many hundreds of miles of creeks and watercourses, the Board is responsible for metropolitan rivers, except in a limited area under the control of the Melbourne Harbor Trust. It keeps these rivers dredged for flood control and for the safe passage of small boats and pleasure craft; maintains the banks to prevent erosion; exercises control over trade discharges into the streams in the metropolis; and administers the by-law relating to the use of the rivers, thus ensuring that they will continue to be a source of pleasure to the people of Melbourne.

Metropolitan Rivers and Streams

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

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

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

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

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

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

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

Cost of Drainage and River Improvement Works

The total cost of drainage and river improvement works (less depreciation) to 30 June 1966, was \$28m. The length of main drains under the control of the Board at 30 June 1966, was 229 miles.

Assessed Value of Property

The net annual value of property in 1965–66 for the purpose of the Board's rating was as follows:

	\$m
Water Rate	349.7
Metropolitan General Rate (for sewerage services) ..	281.1
Metropolitan Drainage and River Improvement Rate .	336.6
Metropolitan Improvement Rate (for planning purposes)	359.6

Capital Works

Capital works are financed mainly from moneys which the Board is given approval to borrow after the annual meeting of the Australian Loan Council has considered the projected loan programmes of semi-governmental authorities throughout Australia. All money borrowed is charged and secured upon the Board's revenues.

Board's Borrowing Powers

The Board is empowered to borrow \$400m. This amount is exclusive of loans amounting to \$4.8m originally raised by the Government for the construction of waterworks for the supply of Melbourne and suburbs. These works were vested in and taken over by the Board on 1 July 1891.

Loan Liability

The Board's loan liability at 30 June 1966, was \$322.7m. The Board was, at that date, empowered to borrow a further \$82.1m before reaching the limit of its borrowing powers.

Revenue, Expenditure, etc.

The following is a table of the revenue, expenditure, surplus or deficit, and capital outlay of the Board in respect of its water supply, sewerage, and drainage functions during each of the years 1961-62 to 1965-66. The Board keeps a separate account of its financial activities as Metropolitan Planning Authority. These activities are summarised in the table on page 269.

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

(\$'000)

Particulars	1961-62	1962-63	1963-64	1964-65	1965-66
REVENUE					
Water Supply—					
Water Rates and Charges (Including Revenue from Water Supplied by Measure)	10,358	11,147	11,674	12,160	13,701
Sewerage—					
Sewerage Rates	8,525	9,496	9,802	10,160	12,736
Trade Waste Charges	469	499	517	554	789
Sanitary Charges	179	187	203	212	232
Metropolitan Farm—					
Grazing Fees, Rents, Pastures, etc.	18	15	13	10	9
Balance, Live Stock Account	349	412	461	468	569
Metropolitan Drainage and Rivers—					
Drainage and River Improvement Rate	1,485	1,660	1,690	1,729	2,112
River Water Charges	17	13	14	14	14
Total	21,400	23,429	24,373	25,307	30,165

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

Particulars	1961-62	1962-63	1963-64	1964-65	1965-66
EXPENDITURE					
Water Supply—					
Management and Incidental Expenses	1,231	1,364	1,512	1,540	1,790
Maintenance	2,139	2,207	2,286	2,384	2,682
Sewerage—					
Management and Incidental Expenses	1,153	1,033	1,191	1,186	1,451
Maintenance	1,161	1,146	1,284	1,480	1,792
Metropolitan Farm—					
Administrative Expenses	63	80	84	84	93
Maintenance	691	710	731	760	831
Metropolitan Drainage and Rivers—					
Management and Incidental Expenses	97	188	219	210	270
Maintenance	172	174	197	178	267
Main Drainage Works	742	830	..	..	..
Pensions and Allowances	193	227	238	313	264
Loan Flotation Expenses	384	319	132	263	303
Interest (Including Exchange)	10,553	11,840	13,342	14,856	16,526
Contribution to—					
Sinking Fund	801	880	928	971	1,046
Loans Redeemed Reserve	388	614	765	988	1,228
Renewals Fund	432	474	551	610	663
Depreciation	63	50	84	82	77
Superannuation Account	138	133	150	152	201
Municipalities—					
In Lieu of Rates	34	34	34	34	34
Valuations .. .. .	..	..	..	33	44
Rates Equalisation Reserve	951	1,100	620	Cr.817	600
Total	21,386	23,403	24,350	25,307	30,162
Net Surplus (+) or Deficit (—) ..	(+) 14	(+) 26	(+) 23	..	(+) 3
Capital Outlay at 30 June—					
Water Supply	111,316	121,454	130,482	138,708	146,540
Sewerage	95,476	106,741	123,082	140,023	158,915
Drainage and River Improvement Works	18,876	20,049	22,289	24,983	27,964

Town Planning

The purpose of the Planning Scheme prepared by the Board is to guide and co-ordinate the future development of the Melbourne Metropolitan Area 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 161 maps and an ordinance.

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

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

The Planning Scheme was drawn up to provide for a population of 2,250,000 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, has brought about the need for modification of the original scheme. This can be done by amending planning schemes. One such amending scheme to expand the areas set aside for urban development has been completed. It is anticipated now that the new target population of 2,500,000 people will be reached about 1972.

Thus, the Planning Scheme, whilst controlling Melbourne's development, is flexible enough to enable alterations to be made to meet the changing needs of the community.

Further Reference, 1962

Highways and Bridges

A complete network of freeways and highways designed to meet the needs of the Melbourne Metropolitan Area for the next 20 to 30 years is one of the major provisions of the Planning Scheme.

The Board was made a responsible authority for metropolitan highways and bridges because Parliament recognised the vital importance of integrating such construction works with planning.

The most costly traffic delays occur within the central area, and new freeways and the major reconstruction of some existing roads, together with new overpasses and bridges, constitute the most pressing need.

Comprehensive studies to determine construction priorities have been made and a programme, which forms the first and urgent part of the new network, has been drawn up. This programme is in progress and projects have been completed at High Street, Kew; Hanna and Roy Streets (re-named King's Way), South Melbourne; and the first section of the South-Eastern Freeway from Batman Avenue to Grange Road Bridge. Works under construction consist of St. Kilda Junction improvements; the Tullamarine Freeway; and the second section of the South-Eastern Freeway extending from Burnley to Toorak Road, Malvern.

Further Reference, 1967

Foreshores

The Board is responsible for the protection and improvement of 49 miles of the foreshore of Port Phillip Bay, from near the Point Cook aerodrome on the western side of the Bay to Canadian Bay in the east.

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

Parklands

In addition to the parklands existing at the time of the preparation of the Planning Scheme, further lands in the Metropolitan Area have been reserved for public open space. The Board may acquire and develop such lands as parklands, gardens or playing fields or transfer them to the relevant municipal councils to develop.

Revenue, Expenditure, etc.

The following table summarises the revenue, expenditure, and capital outlay of the Board in connection with its functions as Metropolitan Planning Authority during the period 1961-62 to 1965-66 :

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

Particulars	1961-62	1962-63	1963-64	1964-65	1965-66
REVENUE					
Metropolitan Improvement Rate and Sundry Income	3,178	3,585	3,703	3,909	4,914
EXPENDITURE					
Management	354	504	630	553	623
Maintenance	24	64	72	60	66
Interest	37	49	48	50	51
Contributions to Sinking Fund ..	24	24	24	24	24
Transfer to Planning and Highways Reserve	2,739	2,944	2,929	3,188	4,114
Other .. ..	..	..	..	34	36
Total	3,178	3,585	3,703	3,909	4,914
Capital Outlay at 30 June ..	9,703	11,692	13,118	15,131	19,598*

* Includes \$1,346,000 contributed by the Treasurer of Victoria from the Roads (Special Projects) Fund.

Water Supply and Sewerage in Country Towns*Water Supply*

Constituted under the *Water Act* 1905, the State Rivers and Water Supply Commission commenced operations in 1906. In that year it took over from the Victorian Water Supply Department the general control of water supply to 111 towns, comprising a total population of 261,000.

The Commission assumed direct responsibility for the operation of fifteen centres supplying 75,000 persons. These centres included the mining towns of Bendigo and Castlemaine and the sea port of Geelong (now served by the Geelong Waterworks and Sewerage Trust System). The other 96 centres had operated through local authorities which, in 1906, came under the general supervision of the Commission. Of these local authorities, one-quarter were within the Wimmera-Mallee Waterworks Trust Districts, a similar number along the route from Melbourne to Wodonga, and the rest concentrated in the Ballarat area and the old mining towns to the north and north-west of that city, towns in the Sunbury-Kyneton-Lancefield area, and the northern irrigation areas.

The control of town water supply by Trusts has been satisfactory. The Trusts have never had to contend with the problems of irregular revenue and divided control of headworks experienced by the Irrigation and Waterworks Trusts which controlled rural water supply prior to 1906. The Commission has always encouraged local autonomy and, in general, acts only in a supervisory capacity. Direct management is undertaken only where it is essential.

The major urban water supply areas directly administered by the Commission are the Mornington Peninsula, Bellarine Peninsula, Otway, and Coliban systems.

The Mornington Peninsula System dates back to 1916 when the Flinders Naval Base was supplied. Water is derived from the Bunyip and Tarago Rivers and travels over 100 miles to Point Nepean on the tip of the Mornington Peninsula.

The Bellarine system serves all the major coastal towns to the east and south of Geelong on the Bellarine Peninsula from Portarlington to Anglesea.

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

The Coliban System serves the Bendigo–Castlemaine area and also supplies limited irrigation water which is delivered under a permit system on a volume basis.

Other important groups include nearly 40 small towns in the Wimmera–Mallee and twenty centres in the irrigation areas, but the majority of the urban population in these areas is served by local authorities taking bulk supply from the Commission.

In all, the Commission directly administers the water supply to 140 towns with a population of about 206,000.

At 30 June 1966, local authorities constituted for the administration of town water supplies numbered 188, of which 181 had works in operation serving 234 towns. The remaining authorities had works under construction. In all, about 639,000 persons in 244 towns will be served when these are completed. The predominance of local control is indicated by these figures which show that the population served from locally controlled schemes is more than double the population supplied from schemes directly managed by the Commission.

In addition to their function as water supply authorities, three local authorities are also responsible for sewerage systems. A brief description of the activities of these authorities follows.

Geelong Waterworks and Sewerage Trust

The Trust was constituted as the Geelong Municipal Waterworks Trust on 25 January 1908. It was reconstituted as a Water and Sewerage Authority under the *Geelong Waterworks and Sewerage Act* 1909, and further reconstituted in September, 1950 to include a Government nominee (Chairman). 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 \$24m for water supply, \$10m for sewerage works, and \$1.22m for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30 June 1966, was: Water supply \$16.39m; sewerage \$7.88m; and sewerage installation, \$1.16m, of which \$0.25m was outstanding. The revenue for the year ended 30 June 1966, was \$1.48m on account of waterworks and \$0.74m on account of sewerage. Since 1913, the Trust has appropriated and set apart sums out of revenues for the creation of

a sinking fund to redeem loans. To 30 June 1966, the amount so appropriated was \$1.49m and of this sum, \$0.79m had been used to redeem maturing loans.

At 30 June 1966, the population served was estimated by the Trust at 109,482, the number of buildings within the drainage area was 31,094, and the number of buildings within sewered areas was 26,843.

Following the completion of the West Barwon Dam in 1965, a project report and estimate has been submitted to the Government seeking approval to proceed with the detailed design and construction of a large dam on the West Moorabool River at Bungal.

Work on a \$6m Outfall Sewer Duplication project, commenced in 1965, is expected to be completed in early 1969.

Water Supply

The water supply systems of the Trust are the Moorabool System and the Barwon System.

Moorabool System.—The catchment of the watersheds is about 38,000 acres. There are six storage reservoirs and five service basins. The total storage capacity of the reservoirs and service basins of the Moorabool System is 4,318 mill. gals.

Barwon System.—This was acquired from the State Rivers and Water Supply Commission in 1955.

The catchment area of the watersheds is about 17,000 acres in extent and comprises the head waters of the Barwon River and its tributaries. There are two storage reservoirs and six service basins.

The total storage of the reservoirs and service basins of the Barwon System is 8,974 mill. gals. The Trust is required to supply up to 700 mill. gals per year to the State Rivers and Water Supply Commission's Bellarine Peninsula System.

Sewerage

The sewerage area, which is 11,851 acres, includes the Cities of Geelong, Geelong West, and Newtown and Chilwell, and suburban areas in the Shires of Corio, South Barwon, and Bellarine. At 30 June 1966, the sewerage system consisted of 314.6 miles of reticulation sewers and a main outfall sewer, 13 miles in length, from Geelong to the ocean at Black Rock, a direct distance of about 9 miles. The outfall sewer is laid on a gradient of 1 in 2,500 and was designed to serve a population of 120,000.

Latrobe Valley Water and Sewerage Board

The Latrobe Valley Water and Sewerage Board was constituted on 1 July 1954. The Board consists of seven members: the manager, who is *ex officio* chairman, appointed by the Governor in Council; three members being elected by water supply, sewerage, and river improvement authorities within the Latrobe Valley; one member representing the State Electricity Commission of Victoria; one member representing the Gas and Fuel Corporation of Victoria; and one member appointed by the Governor in Council as a Government nominee. Further information about the Latrobe Valley will be found on pages 791-7 of the Victorian Year Book 1965.

Water Supply

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

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

The capital cost of construction of waterworks was \$10.89m to 30 June 1966. Liabilities amounted to \$11.62m at 30 June 1965, including loans due to the Government totalling \$11.18m. The income for the year 1965-66 was \$0.75m and expenditure during the year amounted to \$0.66m including interest amounting to \$0.34m. Redemption payments to 30 June 1965, amounted to \$0.12m.

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

Water supplied during the year ended 30 June 1965, totalled 10,400 mill. gals.

Sewerage

The Board has constructed an outfall sewer some 52 miles in length to convey wastes to an area where they are disposed of on agricultural land. Wastes conveyed by the outfall sewer consist mainly of industrial wastes such as paper wastes and gasification wastes, together with small quantities of domestic sewage.

During 1965-66, sewerage construction works were confined to the township of Churchill. The total capital cost of sewerage construction works to 30 June 1966 amounted to \$6m.

The scheme is financed by Government loan, the liabilities on account of loans at 30 June 1966 amounting to \$5.82m. Income during 1965-66 amounted to \$0.28m and expenditure, which included \$0.12m interest, amounted to \$0.31m. Redemption payments to 30 June 1966 amounted to \$0.04m.

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

Ballarat Water Commissioners

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

The water supply district of The Ballarat Water Commissioners covers an area of approximately 62 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 Buninyong Waterworks Trust, and to the Miners Rest Waterworks Trust. The total estimated population supplied is 62,000. The works comprise seven reservoirs, which have a total storage capacity of 5,435 mill. gals. The catchment area is 24,182 acres. The Commissioners supply water to 20,709 tenements.

The total consumption of water for the year 1966 was 2,020 mill. gals and the average *per capita* consumption was 89.4 gal per day. Approximately 90 per cent of the properties supplied are metered.

To 31 December 1966, the capital cost of construction was \$5.99m, and loans outstanding (including private loans) were \$3.77m. During 1966, revenue amounted to \$0.43m, and expenditure to \$0.43m.

Ballarat Sewerage Authority

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

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

At 31 December 1966, there were 19,740 assessments in the sewerage district and 16,851 in declared sewerage areas, where 15,043 tenements were connected.

Construction is financed by debenture issue loans from various financial institutions. The liabilities on account of loans secured for construction at 31 December 1966 amounted to \$3.81m; redemption payments at that date totalled \$0.85m. Revenue during 1966 amounted to \$0.45m and expenditure, which included \$0.26m on interest and redemption, was \$0.44m. During 1966, 120 contracts were completed under the Deferred Payments System, the amount outstanding at 31 December being \$0.18m.

Further Reference, 1961*Country Sewerage Authorities*

With the exception of sewerage systems operated by the State Electricity Commission and the Eildon Sewerage District (under the direct administration of the State Rivers and Water Supply Commission), country sewerage works are controlled by local authorities. These local sewerage authorities operate under the direct supervision of the State Rivers and Water Supply Commission in a similar manner

to the local water supply authorities. Of the 83 local sewerage authorities constituted at 30 June 1966 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), 59 authorities had systems in operation. A further four authorities had systems under construction.

In the following table, particulars are shown in respect of all country sewerage systems which were in operation, or in course of construction (with the exception of those controlled by the State Electricity Commission), for each of the years 1961 to 1965 :

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

Particulars	1961	1962	1963	1964	1965
No. of Systems in Operation ..	41	50	54	56	57
No. of Systems under Construction	12	7	3	2	6
Estimated Population Served (At End of Year)	395,432	424,648	457,471	495,785	522,885
No. of Properties Connected to Sewers (At End of Year) ..	106,604	115,096	125,860	138,654	147,537
	\$'000				
Income—					
Rates	2,417	2,767	3,069	3,392	3,666
Other	918	1,121	1,351	1,568	1,810
Total	3,335	3,888	4,420	4,960	5,476
Expenditure—					
Working Expenses	1,167	1,345	1,444	1,593	1,841
Other	2,078	2,501	2,911	3,356	3,516
Total	3,245	3,846	4,355	4,949	5,357
Loan Account—					
Receipts	6,246	6,419	7,177	4,902	4,818
Expenditure	6,486	6,830	5,885	4,362	4,989
Loan Liability (At End of Year) ..	32,065	37,666	43,788	47,990	51,677

Metropolitan Fire Brigades Board

Municipalities within the Metropolitan Fire District contribute one-third and fire insurance companies, transacting business in the same area, provide two-thirds of the amount required to maintain metropolitan fire brigades. During 1965–66, contributions by municipalities were equivalent to 0.95 cents in the \$1 of the annual value of property amounting to \$331m, while fire insurance companies contributed at a rate of \$17.38 for every \$100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1964 amounted to \$18.1m.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1961-62 to 1965-66, are as follows :

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

Particulars	1961-62	1962-63	1963-64	1964-65	1965-66
REVENUE					
Contributions—					
Municipalities	1,238	1,182	1,293	1,421	1,569
Insurance Companies ..	2,464	2,358	2,587	2,843	3,139
Receipts for Services ..	410	424	465	487	510
Interest and Sundries ..	212	250	512	300	301
Total	4,324	4,214	4,857	5,051	5,519
EXPENDITURE					
Salaries	2,550	2,828	3,012	3,261	3,710
Administrative Charges, etc.	530	436	513	509	612
Partially-paid Firemen and Special Service Staff					
Allowances	228	242	240	268	294
Plant—Purchase and Repairs	336	372	299	349	330
Interest	36	40	38	37	36
Repayment of Loans	20	22	21	22	23
Superannuation Fund	160	174	184	196	213
Motor Replacement Reserve	70	76	82	86	91
Pay-roll Tax	74	82	86	93	105
Miscellaneous	60	306	221	66	320
Total	4,064	4,578	4,696	4,887	5,734
Net Surplus (+) or Deficit (-)	(+) 260	(-) 364	(+) 161	(+) 164	(-) 215
Loan Indebtedness (At 30 June)	704	712	691	669	646

The following table shows particulars of the number of fire stations operated by the Metropolitan Fire Brigades Board and the number of staff employed at 30 June in each of the years 1962 to 1966 :

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

Particulars	At 30 June—				
	1962	1963	1964	1965	1966
Fire Stations	45	45	45	45	44
Staff Employed*—					
Fire Fighting	1,024	1,055	1,052	1,051	1,088
Special Service and Partially- paid Firemen	107	108	98	114	113

* Excluding clerical staff.

Further Reference, 1961

Country Fire Authority

On 1 September 1965, the membership of the Country Fire Authority was increased from ten to eleven in number in accordance with an Act passed earlier in the year, to provide for a permanent chairman appointed by the Government.

In July, 1966, the Authority moved into a new headquarters building at Tooronga where an Operations Centre is in direct radio contact with every fire control region throughout the State.

At 30 June 1966, there were 73 permanent firemen, employed in brigades at Ballarat, Bendigo, Geelong and Dandenong with a total of 45 permanent brigade officers at these stations and Doveton, Frankston, North Geelong, Geelong West, Mildura, Morwell, Norlane, Shepparton, Springvale, Wangaratta, and Warrnambool. In November, 1966, permanent officers were appointed to the Chelsea Fire Brigade.

The twenty-five fire control regions are now supervised by six zone officers of the rank of Assistant Chief Officer, with permanent Regional Officers administering the 21 regions in which there are both urban and rural fire districts, the remaining four regions being wholly urban.

Up to 30 June 1966, the Authority had raised 53 loans, representing a total of \$3.35m, which had been used for the provision of buildings and equipment. In August, 1951, the limit of borrowing was raised from \$0.4m to \$1m, increased to \$2m in October, 1955 and was further increased to \$4m in May, 1966. Loan indebtedness at 30 June 1966 amounted to \$1.87m.

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority, for each of the years 1961-62 to 1965-66, 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	1961-62	1962-63	1963-64	1964-65	1965-66
REVENUE					
Statutory Contributions—					
Municipalities Assistance					
Fund	441	489	522	568	691
Insurance Companies	882	979	1,045	1,136	1,382
Other	58	68	64	69	67
Total	1,381	1,536	1,631	1,773	2,140
EXPENDITURE					
Salaries and Wages	498	570	623	658	823
Depreciation	63	68	73	78	85
Insurance	46	46	52	73	92
Interest	74	81	84	87	97
Maintenance	237	197	232	247	408
Motor Replacement Fund	117	135	154	168	184
Other	234	252	270	293	269
Total	1,269	1,349	1,488	1,604	1,958
Net Surplus	112	187	142	169	182
Loan Expenditure	218	200	122	243	431
Loan Indebtedness (At 30 June)	1,493	1,573	1,665	1,719	1,870

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

Particulars	At 30 June—				
	1962	1963	1964	1965	1966
Fire Brigades—					
Urban	207	206	205	205	206
Rural	1,037	1,041	1,040	1,043	1,048
Personnel—					
Professional	120	135	139	147	162
Volunteer	106,783	107,581	109,420	111,599	112,984
Motor Vehicles—					
Transport	48	55	55	59	63
Fire Service	883	900	934	958	996

Further Reference, 1961, 1966

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

In the following statement, particulars are given of the new money loan raisings for capital works, during each of the years 1962–63 to 1965–66, by local government, semi-governmental, and other public bodies in Victoria :

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

Particulars	Year Ended 30 June—			
	1963	1964	1965	1966
LOCAL GOVERNMENT				
Due to Government	316	333	147	261
Due to Public Creditor	24,400	23,651	23,269	23,207
Total Local Government	24,716	23,984	23,416	23,467
SEMI-GOVERNMENTAL, etc.				
Due to Government*	43,301	41,955	48,728	45,614
Due to Public Creditor	104,126	103,669	100,452	93,742
Total Semi-Governmental, etc.	147,427	145,624	149,180	139,356
ALL AUTHORITIES				
Due to Government*	43,617	42,288	48,875	45,874
Due to Public Creditor	128,526	127,321	123,721	116,948
Total	172,143	169,609	172,596	162,823

*Including the following advances by the Commonwealth Government under the Commonwealth-State Housing Agreement : \$18,890,000 in 1962-63, \$19,678,000 in 1963-64, \$26,260,000 in 1964-65, and \$24,229,000 in 1965-66.