

LOCAL GOVERNMENT

ADMINISTRATION

Local Government Department

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

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

Local Government Act

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

Cultural and Recreational Lands Act

Dog Act

Drainage Areas Act

Hawkers and Pedlars Act

Litter Act

Local Authorities Superannuation Act

Markets Act

Newmarket Sheep Sales Act

Petrol Pumps Act

Pounds Act

Town and Country Planning Act

Tramways Act

Valuation of Land Act

Weights and Measures Act

Constituting and altering the constitution of municipalities

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

Gazette. The powers conferred on the Governor in Council include authority to do the following :

1. To constitute new shires. Practically the whole of Victoria is included in municipal districts, and therefore any new municipalities will almost inevitably be created from the territories of existing ones. Before any area of land in Victoria may be constituted a shire, it must contain rateable property having a net annual value of not less than \$400,000 which yielded not less than \$60,000 in general and extra rates for the last completed municipal year.
2. To constitute new boroughs, towns, or cities. Any area of land in Victoria may be constituted a borough provided such area :
 - (i) is substantially urban in character ;
 - (ii) has a population of at least 4,000 inhabitants ;
 - (iii) contains rateable property having a net annual value of at least \$400,000 ; and
 - (iv) contains rateable property which yielded a revenue of at least \$60,000 from general and extra rates for the last completed municipal year.

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

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

Action on these matters can be initiated locally, in some instances, by a request addressed to the Governor in Council and signed by a prescribed number of persons enrolled on the municipal voters' roll. The proposal set out in the request must be submitted to a poll held in conjunction with the next annual election of councillors. In other instances an application or 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 1973 to 30 June 1974 changes to municipalities occurred as follows:

27 February 1974. The Shire of Towong was renamed the Shire of Tallangatta ; effective from 8 March 1974.

1 May 1974. The Shire of Berwick was renamed the Shire of Pakenham ; effective from 1 September 1974.

Valuer-General and Valuers' Qualification Board

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

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

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

Municipal Valuation Fees Committee

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

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

Land Valuation Boards of Review

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

In rating and taxing matters appeals are heard by a Board except where the appeal is against a capital improved value of \$10,000 or more, a net annual valuation of \$500 or more, or an unimproved capital value of \$2,000. In those cases the appellant may have the appeal heard by a Board or the Supreme Court, at his option.

In disputes on land acquisition the hearing is before a Board when the claim does not exceed \$10,000 unless the Supreme Court decides on

application by either party that the issues involved warrant a Court hearing. When the claim exceeds \$10,000 the hearing may be before either the Court or a Board at the option of the claimant.

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

Weights and measures

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

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

Scaffolding

On 1 August 1974 the *Scaffolding Act* 1971 came into operation and replaced the corresponding provisions of the Local Government Act. The effect was that in the central Melbourne metropolitan area (seven municipalities) the Department of Labour and Industry became directly responsible for the inspection of scaffolding ; but in the remainder of Victoria municipalities retained responsibility for scaffolding inspection, subject to supervision by the inspectorate of the Department of Labour and Industry.

Municipalities

At 30 June 1974 Victoria was divided, for local government purposes, into 211 municipal districts and the Yallourn Works Area, which was severed from the municipal districts of which it then formed part by the *State Electricity Commission (Yallourn Area) Act* 1947. For certain purposes it is deemed to be a borough and municipal administration is the responsibility of the Commission, assisted by an Advisory Council. The 211 municipalities comprised :

Cities	64
Towns	6
Boroughs	7
Shires	134
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	211

The only unincorporated areas of the State are French Island (168 sq km) in Western Port, Lady Julia Percy Island (2.64 sq km) off Port Fairy, Bass Strait islands (3.91 sq km), Gippsland lakes (part) (332 sq km), and Tower Hill Lake Reserve (5.91 sq km) adjacent to the Borough of Koroit.

Municipal councils

The powers vested in municipal corporations are exercised by councils elected by persons who are enrolled on the municipal voters rolls. The number of councillors for each municipality must be some multiple of three, not less than six, nor more than twenty-four (except the City of Melbourne, which has thirty-three councillors). Subdivided municipalities have three councillors for each subdivision.

Any person who is the owner or occupier of property of a rateable annual value of at least \$40 is eligible to stand for election as a councillor of the municipality in which the property is situated. Councillors serve in an honorary capacity. They must elect one of their number to be chairman. In a city, town, or borough, the chairman is known as the Mayor (the Lord Mayor in the case of the City of Melbourne) and in a shire, the President. Councillors hold office for three years, and each year one third of the total number allotted to each municipality retires in rotation.

A councillor who has any direct or indirect pecuniary interest in any contract or proposed contract with the municipality or in any other matter in which the municipality is concerned, and is present at any meeting of the council at which the contract or other matter is being considered must disclose his interest and is not permitted to remain in the room where the meeting is being held during discussion of or voting on the contract or other matter. Councillors are liable for heavy penalties if moneys are wrongfully borrowed or expended, and may have to repay the moneys so borrowed or expended.

Elections

Municipal elections are held annually in August. Extraordinary elections may be held to fill vacancies occurring between annual elections. A person is entitled to be enrolled on the voters roll of any municipality if he or she has attained the age of 18 years and

(a) is liable to be rated in respect of property within a municipal district ;
(b) is the spouse of a person entitled to be enrolled in respect of property within the municipal district upon which that person and his or her spouse reside if the said spouse is not liable to be rated in respect of such property; and provided that the spouse makes written application for enrolment to the council ; or

(c) is the owner of any rateable property in respect of which some other person is liable to be rated as occupier.

If a corporation owns or occupies rateable property it must appoint some person to be enrolled in its place. In the case of public statutory corporations, however, this is optional. No person is entitled to be enrolled for property which has a net annual value of less than \$25, unless there is a house on such property and the person resides there.

Plural voting was abolished by legislation enacted in 1969. Each person enrolled on the municipal roll now receives only one vote. A person may, however, be enrolled in more than one subdivision of a municipality and may vote once at any election of councillors for each such subdivision. In the case of polls under Part II of the Local Government Act (i.e., on severances, re-subdivisions, and the constitution of new

municipalities, etc.), polls on changes in the basis of rating, and polls on proposed borrowings, each voter has only one vote whether enrolled in more than one subdivision or not.

Voting is compulsory in 77 municipalities. However, the owner of rateable property whose usual place of residence is outside the municipal district is not subject to the compulsory voting regulations, nor is a person who is not a natural born or naturalised subject of Her Majesty.

Officers

Each council must appoint a municipal clerk (who is known as the town clerk in a city, town, or borough, and the shire secretary in a shire), an engineer, and such other officers as may be necessary. The other officers usually include a building surveyor, a valuer, a rate collector, a medical officer of health, and a health inspector. The Local Government Act requires that certain officers must obtain special qualifications from examining boards constituted under the Act. The officers who must hold these special qualifications before appointment are municipal clerks, engineers, electrical engineers, building surveyors, and building inspectors. 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, councils have the care and management of all public highways (i.e., streets and roads which the public have a right to use) in the municipal district, and have a duty to keep them open for public use and free from obstruction. The Country Roads Board is wholly responsible for the cost of maintaining proclaimed State highways, freeways, tourists' roads, and forest roads, and shares with local councils the cost of maintaining main roads. Subsidies are also granted to councils from the funds administered by the Board for works on unclassified roads. From 1 July 1974 the Country Roads Board became wholly responsible for the Melbourne metropolitan roads and bridges for which the Melbourne and Metropolitan Board of Works had formerly been responsible.

Private streets

A private street as defined in Division 10 of Part XIX of the Local Government Act is, broadly speaking, a street set out on privately owned

land, as opposed to a street set out on land of the Crown or of a public authority. Under certain circumstances, councils may construct such private streets and charge the cost, or part of the cost, to the owners of the land abutting on the street.

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

Sewers, drains, and watercourses

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

Water supply and sewerage

In the Melbourne metropolitan area, the Melbourne and Metropolitan Board of Works is responsible for water supply and sewerage (see pages 185–92). The members of the Board are municipal councillors nominated by the councils in the metropolitan area. Outside the metropolitan area, the special water and sewerage needs of the Geelong district and the La Trobe valley are served by the Geelong Waterworks and Sewerage Trust and the Latrobe Valley Water and Sewerage Board, respectively. Elsewhere outside the metropolitan area, the Governor in Council may constitute waterworks trusts and sewerage authorities, under the provisions of the Water Act and the Sewerage Districts Act, respectively (see page 185). Members of a municipal council may, together with Government nominees, be the members of the sewerage authority or waterworks trust. Alternatively, some members of these bodies may be elected by councillors or ratepayers. In many instances, municipal officers also carry out duties for waterworks trusts and sewerage authorities. The Water and Sewerage Districts Acts are administered by the Minister of Water Supply. Seventeen councils operate waterworks under powers provided in the Local Government Act and, in addition, thirteen municipalities have been constituted local

governing bodies, under the provisions of the *Water Act* 1958, with defined water supply districts.

Building control

Since 1945 building in most municipalities in Victoria has been subject to a building code, known as the Uniform Building Regulations, which is administered by municipal councils. From 1 December 1972 these regulations have applied to all municipalities in Victoria.

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

Town and country planning

Councils have power under the Local Government Act to make by-laws prescribing areas as residential or business, and, by this means, may achieve a degree of town planning. Since 1944, however, councils have had power to prepare planning schemes to regulate the use of land in the whole or any part of their municipal districts. When a council has commenced preparation of a planning scheme, it may make an interim development order to control use of land in the planning area until a scheme is in force. Both the interim development order and the planning scheme are subject to the approval of the Governor in Council. The Town and Country Planning Board, constituted under the Town and Country Planning Act, makes reports and recommendations to the Minister on planning schemes and town planning matters generally. The Board may prepare a planning scheme for a particular area at the direction of the Minister. By legislation enacted in 1949 the Melbourne and Metropolitan Board of Works was made responsible for preparing a planning scheme for the Melbourne metropolitan area. This scheme—the Melbourne Metropolitan Planning Scheme—was approved on 30 April 1968 and came into operation on 22 May 1968. Subsequent to approval of the scheme the Board delegated to municipal councils in the planning area certain of its powers, authorities, and responsibilities in relation to the administration, enforcement, and carrying out of the scheme.

Local planning schemes and interim development orders were continued in operation to permit any desirable features of the local schemes to be incorporated in the metropolitan scheme by way of amendment. This has largely been done and the few remaining local schemes and interim development orders have been or will in due course be revoked.

Legislation enacted in 1969 to amend the Town and Country Planning Act provided for a State Planning Council and for the establishment of regional planning authorities. The State Planning Council will co-ordinate

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

Town Planning Appeals Tribunal

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

The Tribunal hears and determines appeals by applicants for a permit under interim development orders and planning schemes against the refusal or failure of the responsible authority to grant a permit or against any unacceptable condition in a permit; also appeals by objectors against the determination of the responsible authority to grant a permit. Legislation enacted late in 1972 authorised the Minister, on his own motion or at the invitation of the Tribunal, to make a submission to the Tribunal where an appeal may be determined in a way which will have a substantial effect on the future planning of the area which includes the relevant sites. The members of the Tribunal are not officers of the Department. Appeals must be lodged with the Registrar of Town Planning Appeals, who is an officer of the Department.

Other powers and duties

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

Under financial agreements between certain councils and the Housing Commission for the purpose of slum reclamation, the following amounts have been provided by councils up to 30 June 1973: City of Melbourne \$1,224,000, City of Port Melbourne \$39,600, City of Prahran \$280,000, City of Richmond \$15,850, City of South Melbourne \$75,800, City of St Kilda \$20,000, and City of Williamstown \$70,400.

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

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

1. supervision of land subdivision and the laying out of streets on private property;

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

Revenue

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

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

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

Some municipalities also operate business undertakings, such as electric supply, abattoirs, pipe works, quarries, and waterworks, and for the 1972 municipal year the combined turnover of these undertakings was approximately \$66m.

Rating of land and property

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

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

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

Metropolitan municipalities which have at least one whole subdivision subject to any rate made by the Melbourne and Metropolitan Board of Works must have valuations at not more than four year intervals. In other municipalities valuations must be made at not more than six year intervals. These provisions are aimed at ensuring a uniformity of municipal valuations used by large rating authorities covering more than one municipality.

In Victoria a municipality is required to rate on the net annual value of rateable property unless, at the instance of the council or as the result of a poll of its ratepayers, it has decided to rate on unimproved capital value, or (since 1 June 1968) partly on net annual value and partly on unimproved capital value. Under the latter system a proportion of the required revenue is obtained by levying an appropriate rate on the net annual value of rateable property and the balance from an appropriate rate on the unimproved capital value of the rateable property. The proportions are fixed when the system is adopted.

The amending legislation which provides for a combination rate also provides for the gradual replacement of unimproved capital value as a basis of rating by a modified form of unimproved capital value known as site value. Site value will replace unimproved capital value by 1 October 1975.

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. In the case of farm land or dwellings the net annual value is limited to 5 per cent of the capital improved value of the property, but in other cases must not be less than 5 per cent of the capital improved value.

The unimproved capital value, however, is the amount a property might be expected to realise if sold in an unimproved state.

Site value differs from unimproved capital value in that the valuer is not required to notionally restore the land to its primitive condition. Instead, the improvements which are to be imagined as not existing are those which can be seen, i.e., buildings, fences, sown pastures, etc., and including works undertaken on the land such as the removal of timber or stone, draining or filling of the land, erosion works, etc., which have been made within the 15 years preceding the valuation.

Of the 211 municipalities in Victoria at 30 September 1972, 150 were rating on net annual value, 59 on unimproved capital value, and one, the City of Caulfield, partly on net annual value and partly on unimproved capital value.

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

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

The general rate must be made at least once in each municipal year. Councils may levy the general rate at a lower amount in the dollar on farm lands, urban farm land, or residential use land than on other properties, if justified by special circumstances. However, the council may fix a minimum amount to be paid on every rateable property within its municipal district.

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. An extra rate may be made for a period of not less than three months but not exceeding one year, as the council thinks fit.

A ratepayer may elect to pay any general or extra rate made for a period of one year in four equal instalments on or before the last day of

December, February, May, and August, respectively. If the rate notice is posted on or after 18 December, the first instalment is payable within fourteen days of the date of posting of the rate notice.

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

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

Government grants

Although government grants (apart from those allocated through the Country Roads Board) form only a small part of municipal revenue, the special purposes for which they may be obtained have tended to increase. These purposes include pre-natal and infant welfare centres, crèches and pre-school centres, elderly citizens centres, immunisation, home help services, libraries, public halls, recreation areas and swimming pools, vermin destruction bonuses, main drains in country centres, and drainage works in drainage areas. Municipal endowment for the more needy municipalities was paid almost from the inception of local government in Victoria until the onset of the 1930s depression. Subsequently, unemployment relief grants were made annually for a number of years for various municipal works, and, since the Second World War, an amount (currently \$600,000) is provided annually towards the cost of works of municipalities and other public bodies. In 1950 the Municipalities and Other Authorities Finances Act put this arrangement on a permanent basis.

Municipalities Assistance Fund

The Municipalities Assistance Fund was established in 1951 and derives its income from a proportion of motor drivers' licence fees and motor driving instructors' licence fees, less cost of collection in both cases; a contribution to the Fund by the Treasury is made should the Fund be insufficient to meet its authorised payments.

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

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

blocks, dressing sheds, and fencing), children's playgrounds, and public comfort stations.

The amount which may be allocated by the Minister from the Fund, in any one financial year, for subsidies towards the cost of works of municipalities and other public bodies was originally fixed at \$200,000. Subsequent legislation increased this amount in 1959 to \$300,000, in 1961 to \$400,000, in 1967 to \$500,000, and in 1971 to \$600,000.

For the year ended 30 June 1973 subsidies for works paid to various municipalities from the Municipalities Assistance Fund amounted to \$599,989, while, for the same period, the amount contributed to the Country Fire Authority was \$1,638,400.

Country Roads Board recoups and grants

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

For the purpose of making and maintaining certain rural roads, municipalities also receive grants from the Country Roads Board from funds provided by the Australian Government under the provisions of the Commonwealth Aid Roads Acts. (See page 184.)

Expenditure

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

Pay-roll tax

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

Borrowing powers

Extensive borrowing powers are conferred on municipalities by the Local Government Act to enable them to undertake large scale works, or purchase expensive equipment in circumstances where it is advisable, on

economic grounds, for the costs to be spread over a number of years. In practice, municipalities seldom borrow to the limit of their powers, and their capacity to borrow is limited by the general allocation of loan funds and the state of the loan market.

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

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

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

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

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

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

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

1. private street construction ;
2. works carried out under the Country Roads and Commonwealth Aid Roads Acts ; or
3. purchase and acquisition of land, or the payment of compensation in connection with certain specified schemes.

Investment of municipal funds in the short-term money market

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

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

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

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

Accounts

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

Municipal Association of Victoria

All municipalities in Victoria are members of the Municipal Association, which was founded in 1879 and given statutory recognition by the *Municipal Association Act* 1907. The Association was established, to quote the preamble to that Act, "for the purpose of promoting the efficient carrying out of municipal government throughout the State of Victoria and of watching over and protecting the interests, rights, and privileges of Municipal Corporations". The State Government has also found the Association a valuable organisation because it simplifies its task of dealing with the municipalities. The Association operates the Municipal Officers' Fidelity Guarantee Fund and under the *Municipal Association (Accident Insurance) Act* 1964 was empowered to issue accident insurance policies insuring councillors of any municipality against accidents arising in the course of their municipal duties.

Local Authorities Superannuation Board

The Local Authorities Superannuation Act provides for a compulsory superannuation scheme for permanent employees of municipal councils (other than the Melbourne City Council which has its own superannuation fund), water and sewerage authorities, weights and measures unions, cemetery trusts, the Portland Harbor Trust, and the First Mildura Irrigation Trust.

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

Important changes in the scheme, however, were provided for by the *Local Authorities Superannuation (Amendment) Act 1960*. Before this amending legislation, the scheme had been operated by the Board in conjunction with several approved life insurance organisations. Most permanent employees were required to effect, with an approved insurer, policies of endowment insurance maturing on retirement at 65 years of age. Those who became permanent employees when over 55 years of age, however, were required to contribute to a provident fund which was invested for their benefit by the Board. Benefits in each case took the form of lump sum payments on retirement at 65 years of age, or on prior death.

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

Two important advantages seen in the new provisions are :

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

Contributions to the scheme are based on a percentage of the salaries and wages of employees, and are met in equal proportions by employees and employers. 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 1968-69 to 1972-73 are given in the following table :

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

Particulars	Year ending February—				
	1969	1970	1971	1972	1973
Income—					
Premium income	2,998	3,362	3,627	5,401	6,309
Interest, dividends, and rents	1,106	1,254	1,430	1,751	2,149
Total income	4,104	4,615	5,057	7,152	8,458
Expenditure—					
Contributions, refunds, and death and withdrawal benefits	1,423	1,814	1,793	2,140	2,847
Contributions to management	246	276	302	422	497
Total expenditure	1,669	2,091	2,096	2,562	3,344
Operating surplus for year	2,434	2,525	2,961	4,590	5,114
Accumulated funds at end of year	19,317	21,842	24,803	29,393	34,506

The accumulated funds at 28 February 1973 consisted of investments in semi-governmental and local government loans and cash deposits.

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

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 1972-73) of \$81.6m, rate income of \$11.2m, other revenue of \$30.4m, and a work force of approximately 3,000 employees, it is the foremost municipality in the State. Though its daily influx of population is high, its resident population of 75,000 at 30 June 1973 ranked only ninth among metropolitan municipalities. For electoral purposes it is divided into eleven wards and each ward returns three members, giving a full council of thirty-three members. Elections are held annually and one member from each ward retires in rotation, a member thus holding office for three years.

Melbourne is distinctively a garden city. Of its total area of 3,142 hectares no less than 841 hectares are parklands and reserves. On those parklands and reserves under its control, the City annually spends over \$2.2m.

The Council both generates and reticulates electricity. In this respect, it is completely integrated into the State electricity grid. In its power station at Lonsdale Street it is able to generate, at a maximum, 90,000kW. It is expected, as the generating capacity of the State Electricity Commission increases, that the Council's power generation will decrease until the power station is closed down or held as reserve capacity.

The detailed work of the Council at councillor level is achieved by the division of its powers and responsibilities among a number of committees. The permanent or standing committees number eight, while special committees are constituted from time to time for specific purposes. No councillor may be chairman of more than one permanent committee or serve on more than three committees. The committees are the workshops

of the Council, but the Local Government Act does not allow even partial delegation of authority, and all the work of the committees must be reported back to the Council and all decisions approved. Despite this, the organisation is effective and achieves all the desirable advantages which spring from the division of labour.

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

Administrative organisation

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

MELBOURNE CITY COUNCIL—ADMINISTRATIVE ORGANISATION

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

(a) Abattoirs leased to private enterprise in 1969.

Further references, 1961-1974

City of Melbourne strategy plan

Because there has been a growing realisation of the need for long-range strategies to guide urban and metropolitan growth, the City of Melbourne has formulated a strategy plan to cope with the problems of the City and to take advantage of its opportunities. To achieve this a consortium of planners, Interplan Pty Ltd, was appointed on 15 June 1972 to undertake the task. The planners drew on local as well as overseas experience. The plan is for the City of Melbourne, that is, the area embraced by the City Council's boundaries, and includes such districts as the Central Business District, Flemington, Kensington, Parkville, Princes Hill, North Carlton, Carlton, North Melbourne, West Melbourne, East Melbourne, Jolimont, and South Yarra, but it also takes into account the context of the metropolitan area into which the municipal area is fitted. The plan was completed in December 1973. The main objectives to which the plan is directed in order to shape future development have emerged from the final reports, and are outlined below.

Social contact

The City is the social focal point of Melbourne. Some 220,000 of the people of metropolitan Melbourne commute to the Central Business District daily; others visit it at weekly, monthly, or yearly intervals. The number of visitors to the City of Melbourne from outside the metropolitan area and from overseas approached 400,000 in 1971 and appears to be growing annually at about 16 per cent. One of the prime social functions of inner city areas throughout the world is to provide a meeting and mixing place for people of different age groups, different social classes, and different ethnic backgrounds. It is here that members of various professions and income levels meet at work or play, in trade and transport; it is here that they join groups or classes and become acquainted through planned or casual meetings.

Education

The City of Melbourne's role as a centre of formal, higher, or special education can be readily measured. More than 30,000 students are enrolled in the University of Melbourne and the Royal Melbourne Institute of Technology. In addition, theological schools, special schools, and trade schools enrol another 10,000 students.

Health care and welfare

The inner City of Melbourne contains a large specialist medical treatment and teaching complex. It comprises one half of all the hospital beds in the metropolitan region (2,700 out of 5,400) and 80 per cent of the beds in specialist hospitals (1,250 out of 1,550). Virtually all public service or welfare organisations have their main administrative centres in the City of Melbourne. Client contact arrangements are set up throughout the area, with the City of Melbourne the location for administration of 122 non-government social services agencies.

Housing

While the City does not provide a high proportion of housing in the metropolitan area, it does provide for the specialised housing needs of young married couples in renovated terraces, low income families in Housing

Commission estates, parents of grown up children, and students and nurses, clerks and secretaries who work in the City, and elderly people.

Cultural activities

Cultural and recreation facilities in the City which are enjoyed by many persons include the State Public Library, the National Gallery of Victoria, the Science Museum, the Myer Music Bowl, the Botanical Gardens, the Melbourne Cricket Ground, Olympic Park, and Flemington Racecourse.

Commerce

In commerce, the City is the banking centre, the seat of a stock exchange, meeting place of the nation's leaders of industries and commerce, headquarters of large corporations, seat of national professional institutions, and centre of a busy port with a leading export trade in wool, meat, fruit, and dairy products.

Tentative goals, objectives, and policies

Four different future growth alternatives were proposed by the consultants for consideration by the various committees and the public regarding the type of employment, transport, entertainment, culture, and environment they desired for the City of Melbourne. The consultant's report on the alternative forms of growth also outlines the various policies which would need to be adopted by the Melbourne City Council to encourage each type of growth. The descriptions for growth were based on the time when population predictions for the metropolitan area are expected to reach 4,600,000.

Final plan

The final report of recommended goals, objectives, policies, and detailed action plans was presented by the consultants to the Council on 17 December 1973. The report recommended that the City should concentrate on its assets of variety, compactness, and accessibility. Seven major goals are listed as opportunities that should be available to all people irrespective of age or income; these include the opportunity to live in a healthy, safe, and attractive environment, and to find satisfactory employment and housing.

The report lists objectives and detailed policies involving the environment, cultural activities, recreation, transport, and government involvement. A further set of objectives and policies are recommended on a detailed basis for sub-areas such as office areas, retail and entertainment areas, residential areas, mixed-use areas, and areas of special concern which include the railways and harbour. In brief, these objectives are designed to concentrate high intensity office employment within walking distance of C.B.D. rail stations, to develop an area of mixed uses surrounding the C.B.D., and to encourage balanced housing in the residential areas.

Twenty action plans have been recommended which will guide the comprehensive planning for areas which need more detailed controls than can be provided by the policies of the Strategy Plan.

Since receiving the final report from the consultants the Council has continued to evaluate the plan by holding further public meetings, displays, and the hearing of objections. A detailed analysis was done by the various Council committees of the many policies proposed, certain amendments were made, and the planning policies were adopted by the Council on 15 July 1974.

The Strategy Plan is the beginning of a continuing review of planning policies. Owners of office buildings, representatives of residents' associations, retailers, and State officials have all assisted in the creation of an atmosphere where decisions about the future of the community can be based on factual and co-operative planning proposals. Planning decisions in the future will reflect the involvement of people in the planning process, the Strategy Plan being the first stage in this process.

Traffic control, 1968; Re-development in the Central Business Area, 1969; Financing of major works, 1970-1974; Re-development of Queen Victoria Market site, 1972

STATISTICS OF LOCAL GOVERNMENT

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

In tables for the year 1971-72 which follow, municipalities have been divided into City of Melbourne, other municipalities in the Melbourne Statistical Division, and municipalities outside the Melbourne Statistical Division.

The municipal areas which comprise the Melbourne Statistical Division are set out on page 226 of this *Year Book*. Three of these areas are parts only of the Shires of Berwick, Cranbourne, and Healesville, but because it is not practicable to dissect the finances of municipalities for statistical purposes, the whole of each of these shires has been treated in the tables which follow as being within the Melbourne Statistical Division.

At 30 September 1972, in municipalities throughout the State, there were 2,340 councillors, namely, 33 in the City of Melbourne, 654 in 54 other municipalities in the Melbourne Statistical Division, and 1,653 in 155 municipalities in the remaining statistical divisions.

Properties rated, loans outstanding, etc.

In the following table the number of properties rated, the value of rateable property, receipts and expenditure of all funds, and the amount of loans outstanding, are shown for each of the years ended 30 September 1968 to 1972 :

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

Year ended 30 September—	Number of rateable properties	Value of rateable property		Receipts all funds	Expenditure all funds	Loans out- standing
		Net annual value	Estimated capital improved value			
	'000	\$'000	\$'000	\$'000	\$'000	\$'000
1968	1,383	673,662	13,141,234	278,893	274,182	206,080
1969	1,400	791,141	14,929,094	289,451	292,630	219,435
1970	1,442	829,184	15,486,346	305,335	304,094	229,100
1971	1,468	889,595	16,497,122	329,245	326,158	240,968
1972	1,498	922,745	17,279,333	365,074	356,557	263,792

Municipal revenue and expenditure

The following table shows for each of the years ended 30 September 1968 to 1972 the general revenue and expenditure of municipalities in Victoria on account of ordinary services, together with similar details for the business undertakings under municipal control:

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

Year ended 30 September—	Ordinary services		Business undertakings	
	Revenue	Expenditure	Revenue	Expenditure
1968	137,922	135,645	55,251	54,739
1969	143,104	142,771	58,262	57,963
1970	155,307	156,546	60,506	59,706
1971	171,930	171,631	63,635	63,594
1972	193,297	190,848	65,752	66,409

General Account

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

After exclusion of \$6,699,000 transferred from other funds, the net General Account income during 1971–72 was \$186,599,000. Of this total 67.0 per cent was derived from taxation (66.5 per cent from rates and penalties and 0.5 per cent from licences); 22.0 per cent from public works and services; 0.3 per cent from transfers from business undertakings; 7.2 per cent from government grants; and 3.5 per cent from other sources. The total amount collected from taxation (\$124,997,000) was equivalent to \$35.26 per head of population.

Details of the principal items of revenue received during the year ended 30 September 1972 are given below :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES: ORDINARY SERVICES:
REVENUE, YEAR ENDED 30 SEPTEMBER 1972
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipal- ities outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Taxation—				
Rates (net)	9,691	76,446	37,280	123,417
Penalties	21	493	168	682
Licences—				
Dog	6	440	185	632
Other	26	175	66	267
Total taxation	9,744	77,555	37,699	124,997

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES :
REVENUE, YEAR ENDED 30 SEPTEMBER 1972—*continued*
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Public works and services—				
Roads, streets, bridges, drains	188	2,466	2,616	5,271
Health and welfare—				
Sanitary and garbage	52	3,964	1,625	5,641
Other	197	1,270	683	2,150
Council properties, sundry income—				
Parks, gardens, baths, and other recreational facilities	287	1,813	1,660	3,760
Markets	2,291	447	691	3,430
Halls	60	560	344	964
Libraries, museums, art galleries	3	168	165	336
Plant operating (surplus)	32	1,709	3,477	5,218
Rents, n.e.i.	724	573	351	1,648
Other	43	843	1,009	1,894
Council properties, sale of capital assets—				
Plant, furniture, etc.	..	346	340	686
Land and buildings, etc.	..	769	324	1,093
Other works and services—				
Car parking fees and fines	1,993	1,511	776	4,280
Building and scaffolding fees	143	1,223	239	1,605
Supervision of private streets	..	1,181	137	1,318
Other	122	1,137	465	1,724
Total public works and services	6,134	19,978	14,903	41,015
Government grants—				
Roads, etc.	..	233	721	954
Parks, gardens, etc.	..	264	1,449	1,714
Infant welfare	32	577	249	859
Pre-school	106	539	396	1,041
Home help	45	757	241	1,043
Libraries, etc.	31	948	850	1,829
Other	90	1,625	4,217	5,932
Total government grants	305	4,944	8,123	13,372
Transfers from business undertakings	90	437	61	587
Transfers from other council funds	835	3,856	2,007	6,699
Oncost (C.R.B., private streets, etc.)	26	1,455	1,722	3,203
Interest on investments	270	1,143	296	1,710
Other revenue	122	986	607	1,715
Total revenue	17,526	110,354	65,417	193,297

(a) See list on page 226.

Excluding \$7,876,000 transferred to other funds, the net General Account expenditure during 1971-72 was \$182,971,000. Of this total 25.9 per cent was for roads, streets, etc. ; 11.8 per cent for health and welfare ; 15.8 per cent for maintenance and operating expenses of parks, gardens, and other council properties ; 7.2 per cent for capital expenditure on council properties ; 5.3 per cent for other public works and services ; 13.0 per cent for debt charges ; 2.5 per cent for grants and contributions ; 18.1 per cent for administration ; and 0.4 per cent for miscellaneous items.

Details of the principal items of expenditure from the General Account during the year ended 30 September 1972 follow :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES :
EXPENDITURE, YEAR ENDED 30 SEPTEMBER 1972
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Public works and services—				
Roads, streets, bridges, drains—				
Construction and maintenance	1,333	14,446	14,507	30,286
C.R.B. (main roads maintenance)	2	882	1,153	2,037
C.R.B. (other works)	26	920	2,860	3,807
Cleaning and watering	703	3,722	798	5,223
Other	415	1,979	473	2,867
Street lighting	(b)	2,498	686	3,184
Health and welfare—				
Sanitary and garbage services	413	7,651	2,040	10,104
Infant welfare (maintenance)	129	1,965	933	3,027
Pre-school (maintenance)	334	848	444	1,626
Home help	88	1,743	469	2,300
Elderly citizens	31	676	215	922
Other	397	2,327	908	3,632
Council properties (maintenance and operating expenses)—				
Parks, gardens, baths, and other recreational facilities	1,620	7,993	4,752	14,365
Markets	1,101	269	442	1,812
Halls	383	1,712	1,048	3,144
Libraries, museums, art galleries	193	3,614	1,398	5,204
Workshops and depots	194	840	337	1,372
Other	271	1,289	1,424	2,984
Council properties (capital expenditure)—				
Plant, furniture, etc., purchase	71	2,897	2,117	5,085
Land and buildings purchase	29	1,844	193	2,066
Buildings (capital works)	31	1,605	1,609	3,245
Other capital works	16	1,208	1,592	2,816
Other works and services—				
Car parking	1,077	1,164	356	2,597
Building and scaffolding inspection	247	1,277	260	1,784
Supervision of private streets	..	929	64	993
Dog Act expenses	9	249	132	389
Other	83	2,691	1,222	3,996
Total public works and services	9,195	69,240	42,432	120,866
Debt charges (excluding business undertakings)—				
Interest—				
Loans	2,910	5,849	2,792	11,551
Overdraft	30	219	330	578
Redemption	465	5,894	3,882	10,240
Sinking fund	474	450	113	1,037
Other	160	207	37	404
Total debt charges	4,039	12,618	7,155	23,811
Grants—				
Fire brigades	384	2,959	10	3,353
Hospitals and other charities	216	162	144	522
Other	206	366	104	676
Total grants	805	3,487	259	4,551

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : ORDINARY SERVICES :
EXPENDITURE, YEAR ENDED 30 SEPTEMBER 1972—*continued*
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
General administration	2,621	18,620	11,808	33,049
Transfers to other council funds	711	4,321	2,845	7,876
Miscellaneous	3	420	271	695
Total expenditure	17,373	108,705	64,770	190,848

(a) See list on page 226.

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

Municipal administrative costs

Particulars of the principal items of expenditure during each of the years ended 30 September 1968 to 1972, in respect of general municipal administration, are given in the following table :

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

Particulars	Year ended 30 September—				
	1968	1969	1970	1971	1972
Salaries (a)	13,319	15,074	16,604	19,366	21,442
Mayoral and presidential allowances	341	349	366	399	386
Audit expenses	153	159	174	226	244
Election expenses	127	123	140	140	148
Legal expenses	426	279	363	419	405
Printing, advertising, postage, tele- phone, etc.	2,070	2,160	2,405	2,731	3,247
Insurances, n.e.i.	1,943	1,923	1,814	2,112	2,569
Pay-roll tax, n.e.i.	1,186	1,225	1,301	1,399	37
Superannuation, n.e.i.	1,444	1,608	1,722	2,096	3,193
Long service leave, n.e.i.	(b)	729	725	750	870
Other	815	281	450	461	508
Total	21,826	23,909	26,063	30,100	33,049

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

(b) Included in "Other".

Municipal business undertakings

In Victoria during 1971–72 eleven municipal councils conducted electricity supply undertakings. These constituted the principal trading activities of municipalities. Other trading activities included water supply, abattoirs, quarries, iceworks, and reinforced concrete pipe and culvert works, but, relatively, these were not extensive. A list of the principal local authorities which have assumed responsibility for water supply can be found on page 185.

The tables which follow show, for the year ended 30 September 1972, revenue and expenditure of the various types of local authority business undertakings :

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : BUSINESS
UNDERTAKINGS, YEAR ENDED 30 SEPTEMBER 1972
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
REVENUE				
Water supply—				
Rates, sale of water, etc.	..	153	871	1,024
Electricity—				
Charges for services and sales of products, etc.	20,158	42,785	..	62,943
Abattoirs—				
Charges for services and sales of products, etc.	..	386	597	983
Other (b)—				
Charges for services and sales of products, etc.	..	171	631	802
Total revenue	20,158	43,496	2,099	65,752
EXPENDITURE				
Water supply—				
Working expenses	..	170	590	760
Depreciation	..	4	64	68
Debt charges	..	5	179	184
Other expenditure	..	..	5	5
Total water supply	..	180	837	1,016
Electricity—				
Working expenses	18,446	40,646	..	59,092
Depreciation	1,130	851	..	1,981
Debt charges	557	1,512	..	2,069
Other expenditure	90	433	..	523
Total electricity	20,223	43,441	..	63,664
Abattoirs—				
Working expenses	..	224	528	751
Depreciation	..	24	12	36
Debt charges	..	15	38	53
Other expenditure	..	58	10	68
Total abattoirs	..	321	588	909
Other (b)—				
Working expenses	..	152	517	668
Depreciation	..	5	47	52
Debt charges	..	..	25	25
Other expenditure	..	20	54	74
Total other	..	177	643	820
Total expenditure	20,223	44,119	2,067	66,409

(a) See list on page 226.

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

Municipal loan finance*Municipal loan account receipts and expenditure*

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

The first table shows total loan account receipts and expenditure for each of the years ended 30 September 1968 to 1972, the second table details the loan raisings for ordinary services and business undertakings during the year ended 30 September 1972, and the third table details the principal items of expenditure from loan funds during the year.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN ACCOUNT
RECEIPTS AND EXPENDITURE

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

Year ended 30 September— (a)	Receipts				Expenditure			
	Loans for—		Other	Total	Ordinary services	Business under- takings	Other (non- works)	Total
	Ordinary services	Business under- takings						
1968	20,405	2,691	1,792	24,887	21,158	3,940	217	25,315
1969	22,622	1,394	2,102	26,118	24,641	3,332	83	28,057
1970	22,764	1,298	2,372	26,434	21,005	3,264	146	24,416
1971	23,175	1,578	2,603	27,357	21,089	3,319	154	24,562
1972	30,131	1,440	2,309	33,880	26,387	3,017	198	29,602

(a) Excludes separate rate loans.

At 30 September 1972 there were unexpended balances in loan accounts amounting to \$25.8m.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES : LOAN ACCOUNT
RECEIPTS, YEAR ENDED 30 SEPTEMBER 1972

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

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Loan raisings for—				
Ordinary services	4,465	18,525	7,141	30,131
Business undertakings—				
Water supply	..	..	260	260
Electricity	..	1,180	..	1,180
Other receipts (government grants, recoups, etc.)	1,581	526	202	2,309
Total receipts	6,046	20,231	7,603	33,880

(a) See list on page 226.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: LOAN ACCOUNT
EXPENDITURE, YEAR ENDED 30 SEPTEMBER 1972
(\$'000)

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Ordinary services—				
Roads, streets, bridges, and drains	200	6,313	2,231	8,744
Health and welfare	66	709	151	926
Property construction—				
Parks, gardens, baths, and other recreational facilities	140	2,048	1,030	3,218
Halls	30	925	726	1,681
Markets	25	410	71	506
Libraries, etc.	3	1,588	165	1,756
Other	10	376	243	630
Plant, furniture, etc., purchase	39	272	1,076	1,387
Land and buildings purchase	2,392	3,101	777	6,270
Off-street parking	317	95	188	600
Other	16	40	614	670
Total ordinary services	3,238	15,877	7,271	26,387
Business undertakings—				
Water supply	..	..	273	273
Electricity	1,565	1,180	..	2,745
Total business undertakings	1,565	1,180	273	3,017
Other (non-works)	..	183	15	198
Total expenditure	4,803	17,240	7,558	29,602

(a) See list on page 226.

Municipal loan liability

The loan liability of the municipalities in Victoria at the end of each of the five years ended 30 September 1968 to 1972 is given below. Liability of municipalities for private street construction and separate rate loans is included, but liability to the Country Roads Board is excluded.

VICTORIA—LOCAL GOVERNMENT AUTHORITIES: LOAN LIABILITY

At 30 September—	Gross loan liability due to—		Total	Accum- ulated sinking funds	Net loan liability	
	Government	Public			Amount	Per head of population
	\$'000	\$'000	\$'000	\$'000	\$'000	\$
1968	2,989	200,295	203,284	13,720	189,565	56.81
1969	3,117	213,581	216,698	13,604	203,093	59.75
1970	3,120	225,980	229,100	15,017	214,083	61.92
1971	3,459	237,509	240,968	16,286	224,682	63.82
1972	3,663	260,129	263,792	18,229	245,563	68.89

Further references, 1961-1974

Construction of private streets

The council of any municipality may construct roads or streets on private property, and may also construct, on land of the Crown or of any public body, means of back access to, or drainage from, property adjacent to such land. The cost of this work is recoverable from the owners of adjoining or neighbouring properties where, in the opinion of the council, the work performed accrues to the benefit of those properties. At the request of any owner, the amount apportioned as his total liability may be made payable by forty or, if the council so directs, sixty quarterly instalments, bearing interest on the portion that, from time to time, remains unpaid.

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

The following table details the receipts and expenditure, etc., for the year ended 30 September 1972, of the Private Street Account for areas outside that controlled by the Melbourne City Council (which has no such account) :

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES : PRIVATE
STREET ACCOUNT : RECEIPTS, EXPENDITURE, ETC.,
YEAR ENDED 30 SEPTEMBER 1972
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division (a)	Municipalities outside Melbourne Statistical Division	Total
Receipts—			
Loans	4,363	519	4,882
Bank overdraft (increase)	560	257	817
Owners' contributions	16,635	2,151	18,786
Other	468	59	527
Total	22,026	2,985	25,011
Expenditure—			
Works	11,934	1,594	13,528
Bank overdraft (decrease)	2,073	276	2,348
Debt charges—			
Interest—			
Loans	1,438	105	1,543
Overdraft	265	50	315
Redemption	2,848	317	3,164
Sinking fund	442	7	450
Other	192	(b)	192
Other	1,223	132	1,355
Total	20,415	2,480	22,896
Cash in hand or in bank at 30 September 1972	6,960	800	7,761
Bank overdraft at 30 September 1972	8,241	1,298	9,539
Loan liability at 30 September 1972	24,249	2,085	26,334

(a) See list on page 226.

(b) Under \$500.

Details of receipts and expenditure of the Private Street Account including the net increase or decrease in bank overdraft, during each of the years ended 30 September 1968 to 1972 are shown below :

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

Particulars	Year ended 30 September—				
	1968	1969	1970	1971	1972
Receipts—					
Loans	5,633	3,794	2,357	2,241	4,882
Bank overdraft (increase)	..	..	426	..	..
Owners' contributions	18,452	18,746	18,584	17,698	18,786
Other	827	672	569	534	527
Total	24,913	23,212	21,936	20,473	24,194
Expenditure—					
Works	15,189	17,454	14,600	12,841	13,528
Bank overdraft (decrease)	758	615	..	598	1,531
Debt charges—					
Interest—					
Loans	1,339	1,589	1,603	1,575	1,543
Overdraft	662	460	382	290	315
Redemption	2,805	3,036	3,251	3,257	3,164
Sinking fund	249	411	434	352	450
Other	8	17	196	250	192
Other	1,549	2,008	1,644	1,219	1,355
Total	22,559	25,589	22,111	20,381	22,078
Loan liability at 30 September	26,597	27,305	26,356	24,728	26,334

Further references, 1961–1974

Country Roads Board Account

Works carried out by municipalities on main roads and unclassified roads jointly with the Country Roads Board are financed by means of a separate municipal bank account. Expenditure is made initially from overdraft, claims subsequently being made on the Board for recovery of funds expended. With the exception of any disallowances by the Board, the full amount expended on main roads is recoverable from the Board and credited to the Country Roads Board Account, with the council later making an annual payment from General Revenue to the Country Roads Board for the council's share of the cost. The Country Roads Board assists municipal councils financially to carry out construction and maintenance works on approximately 32,000 kilometres of unclassified roads each year. Funds expended by councils on these roads, after deduction of councils' proportion of the cost (which is charged to the General Account), are also recoverable from the Country Roads Board. Direct payments by the Country Roads Board itself on works, or for supply of materials, etc., for works, are included on both sides of the Country Roads Board Account so that the full amount of the expenditure on relevant roads may be shown in the Account for the year concerned. Any expenditure by a council on State highways, freeways, tourist roads, and forest roads, is charged to the Country Roads Board Account and is fully recoverable from the Country Roads Board.

**VICTORIA—LOCAL GOVERNMENT AUTHORITIES : COUNTRY ROADS
BOARD ACCOUNT, YEAR ENDED 30 SEPTEMBER 1972
(\$'000)**

Particulars	Municipalities in Melbourne Statistical Division (a)		Municipali- ties outside Melbourne Statistical Division	Total
	City of Melbourne	Other		
Receipts—				
Refunds from Country Roads Board	173	12,229	18,276	30,678
Direct payment by Country Roads Board	..	2,532	5,690	8,222
Council's proportion of works on unclassified roads	48	2,302	2,779	5,130
Bank overdraft (increase)	..	268	397	665
Other	21	292	54	367
Total	243	17,624	27,196	45,062
Expenditure—				
Main roads	11	8,110	10,975	19,097
Unclassified roads	73	7,848	14,943	22,864
Other roads (State highways, etc.)	2	770	601	1,373
Bank overdraft (decrease)	155	847	633	1,635
Other	1	48	44	93
Total	243	17,624	27,196	45,062
Bank overdraft at 30 September 1972	16	1,308	2,023	3,347

(a) See list on page 226.

Details of receipts and expenditure of the Country Roads Board Account including the net increase or decrease in bank overdraft during each of the years ended 30 September 1968 to 1972 are shown in the following table :

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

Particulars	Year ended 30 September—				
	1968	1969	1970	1971	1972
Receipts—					
Refunds from Country Roads Board	23,105	23,858	25,475	28,518	30,678
Direct payment by Country Roads Board	6,556	6,029	6,395	7,914	8,222
Council's proportion of works on unclassified roads	3,928	3,796	4,448	4,742	5,130
Bank overdraft (increase)	..	686	589	683	..
Other	71	44	332	298	367
Total	33,659	34,413	37,239	42,155	44,397
Expenditure—					
Main roads	16,098	16,761	17,110	19,620	19,097
Unclassified roads	16,837	16,894	19,084	21,180	22,864
Other roads (State highways, etc.)	629	636	916	1,142	1,373
Bank overdraft (decrease)	38	..	..	..	970
Other	56	121	128	214	93
Total	33,659	34,413	37,239	42,155	44,397
Bank overdraft at 30 September	2,344	2,998	3,583	4,272	3,347

Length of roads and streets

The following table shows the estimated length of all roads and streets open for general traffic in Victoria in 1973. The information was supplied by the Country Roads Board, the Melbourne and Metropolitan Board of Works, municipal councils, and other authorities.

VICTORIA—LENGTH OF ALL ROADS AND STREETS OPEN FOR
GENERAL TRAFFIC AT 30 JUNE 1973
(kilometres)

Type of road or street	State highways, freeways (a)	Main roads	Tourist roads, forest roads	Other roads and streets	Total
Bituminous seal, concrete, etc.	7,010	13,486	1,024	33,243	54,763
Water-bound macadam, gravel, sand, and hard loam pavements	254	1,095	821	44,102	46,272
Formed, but not otherwise paved	..	13	..	31,084	31,097
Not formed but open for general traffic	..	11	..	27,425	27,436
Total	7,264	14,605	1,845	135,854	159,568

(a) Includes 161 kilometres of freeways consisting of 148 kilometres of extra-metropolitan freeways (by-pass roads) and 13 kilometres of metropolitan freeways.

Further references, 1961-1974

SEMI-GOVERNMENTAL AUTHORITIES*

Country Roads Board

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

There are about 160,000 kilometres of public roads in Victoria of which some 23,700 kilometres comprise the State's principal system of Country Roads Board declared roads. Under the provisions of the Country Roads Act the Board may, subject to the confirmation of the Governor in Council, declare any road to be a State highway, a freeway, or a main road. The Board also has power to recommend to the Governor in Council that any road be proclaimed as a tourists' road or a forest road.

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

The Board's system of classified or declared roads at 30 June 1973 comprised 7,103 kilometres of State highways, 148 kilometres of freeways, 805 kilometres of tourists' roads, 1,040 kilometres of forest roads, and 14,605 kilometres of main roads.

Dual carriageways

The most significant improvement to Victoria's primary road system in the last two decades has been the provision of dual carriageway roads.

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

Dual carriageway roads consist of two parallel carriageways separated by a median, each carriageway being for the exclusive use of one-way traffic. Such an arrangement enables the available road space to be used much more efficiently, and with greatly increased safety because of the virtual elimination of head-on collisions. Median strips give added refuge to pedestrians, as well as providing the opportunity to increase the aesthetic attractiveness of the area by planting selected grasses and shrubs.

Historically the use of roads was on the basis that traffic moving in opposing directions could resolve any conflicts with ease, particularly at the relatively low speeds attained prior to the development of the petrol driven motor vehicle. A single carriageway prepared for the passage of animals and wheeled vehicles was sufficient.

In Victoria the provision of good quality single carriageway roads was the prime objective from the formation of the Country Roads Board in 1913 until well into the 1950s. In the prosperous years following the Second World War, the unprecedented growth of motor vehicle ownership began to affect the efficiency of some sections of major arterial roads, and it became obvious that a new phase in road building in Victoria was required to meet the traffic demands of the time and for many decades ahead.

In 1955 the C.R.B. commenced the construction of dual carriageways on certain sections of State highways, and by 1963 multi-lane dual carriageway sections had been provided on the Princes Highway East between Oakleigh and Dandenong and on the Princes Highway West between Brooklyn and Norlane.

In more recent years dual carriageways have been provided on many State highways, particularly those radiating from Melbourne or passing through the major provincial cities. The Burwood Highway of 21 kilometres was the first to be duplicated over its entire length. The final section of dual carriageway was completed early in 1973.

Freeways are dual carriageway roads with access restricted to properly designed interchanges. They do not serve as a means of access to abutting properties, and all traffic wishing to cross the freeway is taken under or over the freeway carriageways by bridges. Conflict of movement between vehicles using a freeway is therefore reduced to a minimum.

Because freeways are designed primarily for the safe swift passage of vehicles, it is necessary to place some restrictions on the use of freeways for other purposes. For instance, pedestrians, cyclists, or animals, are not permitted on freeways, and in some cases the movement of agricultural machinery is also prohibited.

An amendment to the Country Roads Act in 1956 gave the Board power to construct by-pass roads (freeways), the first constructed being the Maltby Freeway at Werribee, opened in 1961. The development of freeways was continued by the C.R.B. through the 1960s with the building of the Tullamarine Freeway from Bell Street to Melbourne Airport, Tullamarine ; and into the 1970s when the Lower Yarra Freeway, the Calder Freeway at Niddrie, the Western Freeway at Bacchus Marsh and Gordon, and the Mulgrave Freeway north of Dandenong were opened to traffic. Some sections of freeway were developed from existing single carriageway State highways, while others were completely new routes adding to the State's total road length.

By June 1973 there were 399 kilometres of dual carriageway freeways and State highways in Victoria. In addition 138 kilometres of main roads had been converted to dual carriageways by municipal councils with financial assistance from the Board.

Highways

Under legislation passed in 1924, a "State highway" in Victoria has a specific meaning. It is a road declared as such by the Board with the confirmation of the Governor in Council. State highways are the principal road arteries forming interstate connections and links between important provincial centres. The more important State highways also form part of the national route system of interstate highways. At 30 June 1973 there were 7,103 kilometres of State highways, 6,849 kilometres of which had a sealed surface.

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

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

Tourists' roads

The *Tourists' Road Act* 1936 empowered the Board to carry out permanent works on and maintain tourists' roads which are proclaimed as such by the Governor in Council. Of the 805 kilometres of tourists' roads, the best known is the Great Ocean Road between Torquay and Peterborough. The Great Ocean Road was proclaimed in 1936 and is the only memorial road in Australia. It was built by the Board for the Great Ocean Road Trust to give employment to returned soldiers and sailors and as a memorial to their fallen comrades.

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

Forest roads

Forest roads are proclaimed or constructed in those areas of the State within or adjacent to any State forest area or areas which the Board considers to be timbered, mountainous, or undeveloped. Under the *Forest Roads and Stock Routes Act* 1943, municipalities are relieved of all costs of construction and maintenance of such roads. At 30 June 1973 there were 1,040 kilometres of forest roads.

Main roads

The Board is empowered under the Country Roads Act to declare as a main road any road which in its opinion is of sufficient importance. Main roads are generally roads linking centres of industry, commerce, or settlement. At 30 June 1973 there were 14,605 kilometres of main roads.

At 30 June 1973 the length of declared roads in each classification, and the length with bituminous surface were as follows :

VICTORIA—LENGTH OF DECLARED ROADS
AT 30 JUNE 1973
(kilometres)

Classification	Total length	Sealed length
State highways	7,103	6,849
Freeways	148	148
Tourists' roads	805	573
Forest roads	1,040	451
Main roads	14,605	13,486
Total	23,701	21,507

Roadside development

Roads are among the most permanent structures, and once built they cannot be considered apart from their surroundings. In recent years the Board has furthered the development of what is termed the complete highway to provide a balanced combination of safety, utility, economy, and beauty. Such factors as the preservation of flora, conservation of landscape features, rehabilitation of cleared areas, and erosion control are important aspects of the Board's road design practices. Some 80,000 trees and shrubs are planted annually on declared road reserves. The Board is also developing roadside stopping places for motorists' convenience. They include rest areas with water and toilet facilities, wayside stops, scenic view points, and parking areas.

New responsibilities

As from 1 July 1974 the Country Roads Board acquired from the Melbourne and Metropolitan Board of Works the latter's road-making powers, road assets, etc., plus relevant staff, thus increasing the scope of the Country Roads Board's responsibility.

Finance

The Board's two main sources of finance are Victorian and Australian Government funds. Funds derived from State sources are :

1. *Motor registration fees.* Fees payable on the registration and re-registration of motor vehicles and trailers less the costs of collecting the fees (excluding metropolitan omnibus registration fees and the specified proportion of registration fees paid to the Roads [Special Projects] Fund).

2. *Additional registration fees.* Two thirds of the additional registration fees levied on first registration and subsequent change of ownership of motor vehicles and trailers, less two thirds of the cost of collecting the fees (the remainder, less the cost of collection is paid to the Level Crossings Fund).

3. *Registration number plate fees.* Fees payable for the provision and/or replacement of number plates less the costs of providing the plates and collecting the fees.
4. *Examiners' licence fees.* Fees payable by persons licensed to conduct motor car roadworthiness examinations, less cost of collection of the fees.
5. *Authorised log book fees.* Fees payable for the purchase of log books less the cost of providing the books and collecting the fees.
6. *Drivers' licence testing fees.* Seven eighths of the fee payable for the test of proficiency of candidates for motor car drivers' licences less seven eighths of the cost of conducting the test and collecting the fee (the remainder, less the cost of collection is paid to the Drivers' Licence Suspense Account).
7. *Motor car drivers' licence fees and tractor drivers' licence fees.* One eighth of the fees payable for the issue of drivers' licences less one eighth of the cost of collecting the fees (one half, less one half cost of collection, is paid to the Consolidated Fund ; one quarter, less one quarter cost of collection, is paid to the Municipalities Assistance Fund ; and one eighth, less one eighth cost of collection, is paid to the Drivers' Licence Suspense Account).
8. *Motor driving instructors' appointment and testing fees.* Fees payable by candidates for motor driving instructors' licences, less cost of collection of the fees.
9. *Motor driving instructors' licence fees.* One quarter of the fees payable for the issue of motor driving instructors' licences less one quarter of the costs of collection of the fees (one half, less one half cost of collection, is paid to the Consolidated Fund ; and one quarter, less one quarter cost of collection, is paid to the Municipalities Assistance Fund).
10. *Proprietorship notification fee.* A fee payable with the notification by a proprietor of a motor car or trailer of repossession of the item under a hire purchase agreement, bill of sale or like instrument, less the costs of collection of the fee.
11. Fines imposed under the provisions of the Country Roads Act.
12. All moneys received under Part II of the Commercial Goods Vehicles Act (tonne-kilometre tax).
13. Municipal payments on account of main road works.
14. Any special moneys appropriated by Parliament.
15. Loan money.
16. Allocation from the Roads (Special Projects) Fund.

Moneys are also provided under the Commonwealth Aid Roads Acts. In 1972-73 receipts from this source amounted to \$49.8m.

Total funds available to the Board in 1972-73, including unexpended balance of \$132,000 brought forward from 1971-72, amounted to \$105.4m.

Receipts and expenditure

Receipts and expenditure covering the operations of the Board for each of the years 1968-69 to 1972-73 are as follows:

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73
RECEIPTS					
Fees—Motor Car Act (less cost of collection)	28,888	30,868	32,895	34,296	35,428
Municipalities contributions—Permanent works and maintenance—Main roads	1,931	1,904	2,018	2,190	2,182
Commonwealth Aid Roads Acts	32,723	38,160	41,425	45,300	49,785
Roads (Special Projects) Fund	3,055	3,533	7,761	6,721	5,675
Proceeds from Commercial Goods Vehicles Act	7,842	8,555	8,903	9,136	9,745
Loans from Victorian Government	3,389	900	388	400	400
Grants from Victorian Government	784	849	783	983	1,333
Other receipts	520	498	543	713	703
Total	79,132	85,267	94,715	99,739	105,251
EXPENDITURE					
Construction and maintenance of roads and bridges	64,776	73,678	79,559	80,938	82,793
Traffic line marking and traffic lights	270	319	413	515	619
Plant purchases	1,583	1,818	1,956	2,060	1,765
Buildings, workshops, etc.	611	618	599	331	641
Interest and sinking fund payments	2,306	2,443	2,504	2,584	2,612
Payment to Tourist Fund	536	578	617	658	686
Payment to Transport Regulation Board	435	471	513	534	548
Payment to Traffic Authority Fund	271	289	309	329	343
Payment to Melbourne and Metropolitan Tramways Board				200	200
Planning and research	(a) 204	720	941	1,283	1,157
General expenditure	6,460	6,181	8,426	10,252	12,123
Total	77,452	87,115	95,838	99,685	103,488

(a) Consists of : statutory payment to Metropolitan Transportation Survey, \$19,000; statutory payment to Transportation Research, \$10,000; and contribution to Australian Road Research Board, \$175,000.

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 1968-69 to 1972-73:

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73
State highways—					
Construction	12,714	15,946	14,081	15,581	10,931
Maintenance	5,635	6,132	6,384	6,531	7,113
Freeways—					
Construction	11,570	13,288	18,514	17,875	23,341
Maintenance	113	151	354	471	516
Main roads—					
Construction	12,198	12,585	13,720	14,217	14,468
Maintenance	4,742	5,198	5,653	6,155	6,192
Unclassified roads—					
Construction	12,001	13,843	14,425	13,737	14,122
Maintenance	2,247	2,512	2,792	3,110	3,391

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73
Tourists' roads—					
Construction	2,229	2,509	1,991	1,566	1,054
Maintenance	564	603	674	717	695
Forest roads—					
Construction	423	507	556	380	349
Maintenance	255	291	347	478	491
Murray River bridges and punts—					
Maintenance	86	112	69	120	130
Total construction	51,134	58,678	63,287	63,356	64,265
Total maintenance	13,642	14,999	16,272	17,582	18,528
Total expenditure	64,776	73,678	79,559	80,938	82,793

Further references, 1961-1974

Water supply authorities

The principal authorities controlling water supply for domestic purposes in Victoria at 30 June 1973 are listed below.

Information about the activities of the State Rivers and Water Supply Commission can be found on pages 197 and 398-408. The finances of the Commission are included in tables in Chapter 19 of this *Year Book*.

VICTORIA—WATER SUPPLY AUTHORITIES AT 30 JUNE 1973

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 (186)	
Local governing bodies—	
Ballarat Water Commissioners	
Municipal councils—	
Ararat City	
Bacchus Marsh Shire	
Beechworth Shire	
Bet Bet Shire	
Camperdown Town	
Creswick Shire	
Korong Shire	
Kyabram Borough	
Stawell Town	
Talbot and Clunes Shire	
Walpeup Shire	
Warrnambool City	
Werribee Shire	
Sale City	
Geelong Waterworks and Sewerage Trust	Local Government Act
	Geelong Waterworks and Sewerage Act
Latrobe Valley Water and Sewerage Board	Latrobe Valley Act
Mildura Urban Water Trust	Mildura Water Trust Act
West Moorabool Water Board	West Moorabool Water Board Act

Melbourne and Metropolitan Board of Works

The Melbourne and Metropolitan Board of Works is the authority for providing water supply, sewerage, and drainage and other services essential to metropolitan Melbourne. The formation of such a body was urged by an 1889 Royal Commission into Melbourne's sanitary conditions after continuous agitation by local municipalities for a sewerage system in the City. The Board was constituted by an Act of Parliament in 1890 and began operations in July 1891. Its initial functions were to provide a sewerage system for Melbourne and the metropolitan area, and to assume responsibility for the City's water supply, previously administered by the Public Works Department.

In the years since its inception, the Board has also been made responsible for main stormwater drainage, maintenance and improvement of metropolitan rivers and water courses, town planning, bridges, parks, and foreshores. With the exception of town planning, its responsibilities are laid down in the *Melbourne and Metropolitan Board of Works Act 1958* (as amended). The Board comprises 53 unpaid commissioners and a full-time, elected chairman. A commissioner, who must be a member of a municipal council, cannot hold his seat for more than three years without re-election, while the maximum term for the chairman is four years before his appointment is reviewed.

Acts of Parliament empower the Board to levy four rates annually: the water rate, metropolitan general rate (for sewerage services), metropolitan drainage and river improvement rate, and the metropolitan improvement rate, all of which are based on the net annual valuations of rateable properties with certain minimum amounts payable for the three former. The incoming revenue is used to operate and maintain the water, sewerage and drainage systems, to pay interest and redemption charged on loans raised for capital works, and to meet administrative expenses.

The proceeds of the metropolitan improvement rate meet annual expenditure for town planning, bridges, parks, and foreshores, and payments of compensation for lands reserved under the planning scheme. The capital works of the Board 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.

Water supply

Since 1891, when the Board was given responsibility for the City's water supply, the system has undergone far-ranging expansion, and today Melbourne has access to a supply network with a storage capacity of more than 610,000 megalitres, including the 27,000 megalitre Greenvale Reservoir and the 286,000 megalitre Cardinia Reservoir completed in 1971 and 1973, respectively.

Greenvale Reservoir, a major "off-stream" storage on a branch of the Moonee Ponds Creek, is used as a "balancing" reservoir to supply the northern and western areas of the metropolis. Greenvale has virtually no catchment of its own and is supplied by pipeline from either the Yan Yean or Silvan Reservoir systems. Silvan is a balancing storage for water from the Upper Yarra and O'Shannassy systems and was built in the Dandenong Ranges between 1926 and 1932.

Before completion in 1973 of the Cardinia Reservoir, near Emerald, the Upper Yarra Reservoir, east of Warburton, was the Board's largest storage with a capacity of 200,500 megalitres. Upper Yarra was completed in 1957 after having been envisaged as a source of supply as early as 1888. The reservoir tripled the amount of water then impounded for Melbourne's supply, but investigation of new sources was already under way. Severe droughts in 1967 and 1972 further emphasised the necessity of extending the available catchment areas and providing more storages to regulate flow.

In mid-1973 the Victorian Government announced a \$187m dam-building programme aimed at further increasing storage capacity. The proposed programme involved a 42,700 megalitre reservoir at Yarra Brae above Warrandyte, an 85,500 megalitre storage on the Sugarloaf Creek, a nearby tributary of the Yarra River, and a reservoir of more than one million megalitres capacity on the Thomson River as stage three of the Thomson diversion scheme. Following an environmental study of the Yarra proposals, the Victorian Government subsequently announced that the Yarra Brae dam would not go ahead because it would have meant inundation of a unique section of the Yarra and its banks. Instead, a weir will be built at Yering Gorge, upstream of Yarra Brae, and will pond water for diversion to the Sugarloaf storage.

Water reaches houses and industry in the metropolis from various service reservoirs situated in the highest convenient places so that a maximum pressure can be maintained, and underground mains and pipes convey the water from the service reservoirs. At 30 June 1973, 751,159 houses were connected to the Board's water reticulation system and the total population being supplied with water was 2,513,000. Average daily consumption per head was 342.7 litres.

As part of its water management programme, the Board is carrying out extensive forest hydrology research at Coranderrk and North Maroondah, two Eucalypt forest areas north of Healesville. The experiments are to determine a scientifically-founded, efficient policy of catchment management. At Coranderrk, the effects of varying harvesting treatments applied to mature Eucalypt forests are being monitored, while at North Maroondah studies are being made of the effects of a young Eucalypt crop on catchment performance.

Diverting the Thomson River

A major project in the water supply augmentation programme is the diversion of the upper reaches of the Thomson River into the supply system. The Thomson rises in the ranges east of the Yarra catchment area and is joined by the Jordan River at Swingler and further downstream by the Aberfeldy. It then flows southwards to join the Macalister River which enters Lake Wellington near Sale. The project to divert Thomson water to the supply system was planned over three stages, each of which would significantly increase the supply of water available to the metropolis.

Stage one called for diversion of the Thomson from upstream of Whitelaws Creek to the Yarra River near Fehrings Creek through a 19 kilometre 3.6 metre diameter tunnel. This first stage, completed in 1974, was hastened because of the drought in 1972. Water from the Thomson is now being diverted through the tunnel to the Yarra and then to the Upper Yarra Reservoir. From there it flows to the Cardinia Reservoir, via Silvan.

Stage two, which is under construction, involves extending each end of the existing tunnel to a point near the Upper Yarra Reservoir, and downstream to just below the junction of the Thomson with the Jordan River. This stage, scheduled for completion in 1977, will add 11 kilometres to the length of the tunnel, and includes construction of a diversion dam at Swingler. Stage three is construction of the one million megalitre storage reservoir on the Thomson, 16 kilometres south of the Thomson-Jordan junction and the associated diversion of the Aberfeldy River by tunnel to the new reservoir.

Work on the reservoir, which will be one of the largest in Australia, is scheduled to start in 1977-78, subject to the findings of an environmental study which began in late 1974. The dam wall will be more than 150 metres high and will contain some 10 million cubic metres of rock fill. It will hold back seasonal flows for use as required by the metropolis and provide a supply to irrigation farms downstream. Before construction of the reservoir was considered, the effect of the project on irrigators in east Gippsland, who depend on Thomson water for their livelihood, was evaluated and the Board agreed to provide an adequate base flow downstream to meet the needs of water users in the Thomson valley.

Originally, the main diversion tunnel, which ultimately will run downstream from Swingler at a fall of one in 1,000 for 30 kilometres to the top water level in the Upper Yarra Reservoir, was to be excavated by a tunnel boring machine similar to that used successfully on sections of the South-eastern Trunk Sewer project. But in the case of the Thomson tunnel the type of rock encountered slowed the boring rate and the contractors reverted to conventional tunnelling. This involves drilling a pattern of holes in the tunnel face and loading them with explosives. Laser beams ensure that the tunnel follows an accurate path.

At 1,200 metres above sea level, the Upper Thomson township, which was built to house the large work force involved in the project, is one of the highest settlements in Victoria.

Cardinia Reservoir

The Cardinia Reservoir, which has a capacity of 286,000 megalitres and a shoreline of about 56 kilometres, is located 33 kilometres east of Melbourne. It is the largest water storage so far built by the Board, and its completion almost doubled the previous capacity of its storages. The reservoir was designed by the Snowy Mountains Hydro-Electric Authority to meet the demands of the rapidly growing south and south-eastern suburbs. It is an "off-river" storage with a negligible catchment area and is supplied through a pipeline from the south end of the Silvan Reservoir, supplemented by a conduit in the Yarra valley from the Upper Yarra Reservoir to Silvan. From Cardinia water will be piped to the Dandenong service reservoir and then to the general supply system. Ultimately water will also be piped from Cardinia to the Notting Hill service reservoir.

Duplication of the Yarra valley conduit was begun in 1973 with the aim of doubling transfer capacity between Upper Yarra and Silvan and enabling them to cope with the additional yields from the Thomson River scheme and the Yarra tributaries. Surplus water from the O'Shannassy and Upper Yarra reservoirs can be stored in Cardinia which provides a marked

degree of regulation of water from the diversion of the Thomson River pending construction of the Thomson dam. In addition to conserving winter flows from unregulated creeks and streams for use during summer, Cardinia is designed to provide a substantial "bank" for use during extremely dry or drought periods. Polluted water from developed areas on the outer fringe of the nearby Emerald ridge is intercepted and diverted by a separate drainage system.

The Cardinia complex includes four low saddle walls to the west and north of the main dam. The main embankment has a maximum height of nearly 80 metres and a crest length of 1,460 metres and is generally composed of rock fill with an impervious earth core. The materials used in its construction were obtained from "borrow" pits and a quarry on site. Areas denuded of vegetation by quarrying and "borrowing" were re-planted under the Board's policy of restoring the areas in which it undertakes major construction projects, and the shores of Aura Vale Pond, a detention basin downstream of the reservoir's main wall, are being developed for public recreation. Nearly 200 properties were acquired for Cardinia and three kilometres of roads were re-located. Filling of the reservoir began in August 1973.

Thomson-Yarra development scheme 1972, 1974

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 1968-69 to 1972-73, together with the total expenditure (less depreciation) to 30 June 1973:

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73	Total cost to 30 June 1973
Yan Yean System (including Greenvale)	2,618	5,362	2,440	1,293	813	15,064
Maroondah System	833	238	37	44	47	6,119
O'Shannassy, Upper Yarra, and Thomson System (including Silvan and Cardinia)	3,385	6,551	7,824	14,202	19,923	103,380
Service reservoirs	940	937	1,680	895	441	9,984
Large mains	1,332	3,010	5,401	7,027	9,827	78,283
Reticulation	4,146	4,127	4,666	4,412	4,667	68,602
Afforestation	4	20	5	8	5	707
Investigations, future works	37	68	148	209	796	1,518
Total outlay	13,294	20,313	22,201	28,089	36,519	283,657

Output of water

With the exception of years when consumption has been restricted on account of drought conditions, the output of water has tended to gradually increase.

The total output of water from the various sources of supply for each of the years 1968-69 to 1972-73 was as follows :

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73
Yan Yean and Greenvale Reservoirs	20,352	17,611	23,138	25,041	18,321
Maroondah Reservoir	72,558	61,120	78,488	82,872	57,116
O'Shannassy, Upper Yarra, and Silvan Reservoirs	194,827	226,085	230,960	223,477	239,854
Total output	287,737	304,815	332,586	331,390	315,292

Consumption of water

During the year ended 30 June 1973 the maximum consumption of water in Melbourne and suburbs on any one day was 1,637.0 megalitres on 15 December 1972, and the minimum consumption was 534.2 megalitres on 23 April 1973.

The following table shows, for each of the years 1968-69 to 1972-73, the number of properties supplied with water and sewers, the quantity of water consumed, the daily average consumption, and the daily average consumption per head of population served:

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

Year	Properties supplied with water at 30 June	Total annual consumption of water	Consumption of water on any one day		Daily average of annual consumption of water	Daily consumption of water per head of population served	Properties for which sewers were provided at 30 June
			Maximum	Minimum			
	number	megalitres	megalitres	megalitres	megalitres	litres	number
1968-69	658,944	287,713	1,757.5	454.6	788.25	353.96	528,983
1969-70	676,111	304,874	1,803.9	511.0	835.25	365.55	543,870
1970-71	698,024	332,506	1,863.4	502.3	910.95	386.19	559,000
1971-72	724,071	331,465	1,942.5	567.8	905.63	370.10	575,221
1972-73	751,159	315,208	1,637.0	534.2	863.58	342.68	591,673

Sewerage system

For nearly eighty years, the Board's Metropolitan Farm at Werribee has treated and disposed of most of the waste from Melbourne and the metropolitan area, but population growth and industrial expansion have necessitated a major amplification of the sewerage system. The expansion programme began in 1958 with the establishment of a new pumping station at Brooklyn nearly twice the capacity of the original Spotswood plant. Other measures include introduction of the South-eastern Sewerage System, and a start on construction of the Eastern Region Sewerage Scheme. The Board also plans a North-west Intercepting Sewer, a Western Trunk Sewer, and a major purification plant at the Werribee Farm.

The present treatment process at Werribee involves returning to the soil the valuable parts of wastewater (mineral salts, trace elements, and water) to promote the growth of grass much of which in turn is converted

into stock food. When the Farm started, land treatment was the favoured method of waste water purification provided certain basic requirements could be met. It is not practised more extensively today because few cities have these requirements—an ample area of suitable land reasonably remote from the City, with low rainfall and high evaporation. The Board's Farm meets all these conditions, at the same time turning the treatment of wastewater into an economical venture. Adjoining Port Phillip Bay to the south of Werribee it has grown from 3,200 hectares of barren land to about 10,800 highly cultivated hectares supporting up to 19,000 beef cattle and 50,000 sheep. Depending on the season and the rate of flow from the system the farm employs three methods of purification: land filtration, for the period of high evaporation between September and April; grass filtration, for the period of low evaporation between May and August; and lagooning, for peak daily and wet weather flows.

Statistical data for the year ended 30 June 1973 are as follows:

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS:
FARM AT WERRIBEE, 1972-73

Total area of farm	10,858 hectares
Area used for wastewater disposal	7,212 hectares
Average rainfall over 80 years	485 millimetres
Net cost of wastewater purification per head of population served	\$1.03
Profit on cattle and sheep	\$588,955

Wastewater reaches Werribee through a vast network of reticulation main and branch sewers which follow natural drainage routes and gravitate to a central point at Spotswood where they join and flow to Brooklyn. There the effluent is raised about 50 metres and discharged by gravity in an outfall sewer to the Farm. Biological treatment plants serve various areas in the suburbs which cannot be connected to the main sewerage system. Completion of the South-eastern Sewerage System has temporarily eased the load on Werribee, but future development in the northern and western suburbs will tax its resources to the full. For this reason, a purification plant is planned for the Farm, and design work is well-advanced. The plant is scheduled to be operative in the early 1980s, and will be substantially larger than the existing Carrum purification complex, keystone of the South-eastern System. The Werribee plant is being specially designed to handle heavy volumes of industrial and trade wastes.

The South-eastern System is the largest single sewerage project undertaken by the Board since work began on the Werribee Farm in 1892. It consists of a 33-kilometre trunk sewer from Kew to Carrum, intercepting systems, the Carrum treatment plant, and a 56-kilometre gravity outfall from the plant for the discharge of purified waste water into Bass Strait near Cape Schanck. The plant uses the activated sludge process to produce reconditioned water, and electric power is generated on-site from by-product gas. The plant has a present capacity to serve a population of almost 900,000, but treatment facilities will be expanded in line with population growth and increasing sewage loadings.

The Dandenong Valley Trunk Sewer is at present under construction as the first stage of the Eastern Region Sewerage Scheme, a major item in the work required to overcome the backlog of unsewered properties over the next few years. Construction of the sewer began in mid-1973 and the first section is scheduled for completion late in 1977. Initially the sewer will run from a point south of Ringwood, and, near the Eumemmerring Creek, will join a temporary sewer to the Carrum plant. This temporary sewer will operate until the trunk sewer is connected direct to the plant after the plant's second-stage expansion has been completed. Meanwhile regional purification plants have been built in the eastern areas, and these also will be removed when the trunk sewer comes into service.

As with the Kew-Carrum section of the South-eastern System, the Dandenong Valley Trunk Sewer will also convey sewage from a number of branch, or intercepting sewers. The proposed route of the second stage of the Eastern Region Scheme—the Yarra Valley Sewer—is an extension of the Dandenong Valley Trunk Sewer north-west of Ringwood to the Shire of Eltham, and a sewer branching north-east from this extension up the river valley towards Lillydale.

Construction of the \$28m first stage of the North-west Intercepting Sewer is programmed. The sewer will take flow from existing areas and from new developments in the northern and western suburbs. The future programme also provides for a start on construction of the \$60m Western Trunk Sewer. This will replace the existing main outfall which has been in service since the sewerage system was inaugurated. There were 591,673 properties provided with sewerage at 30 June 1973, and some 8,730 kilometres of sewers throughout the metropolis.

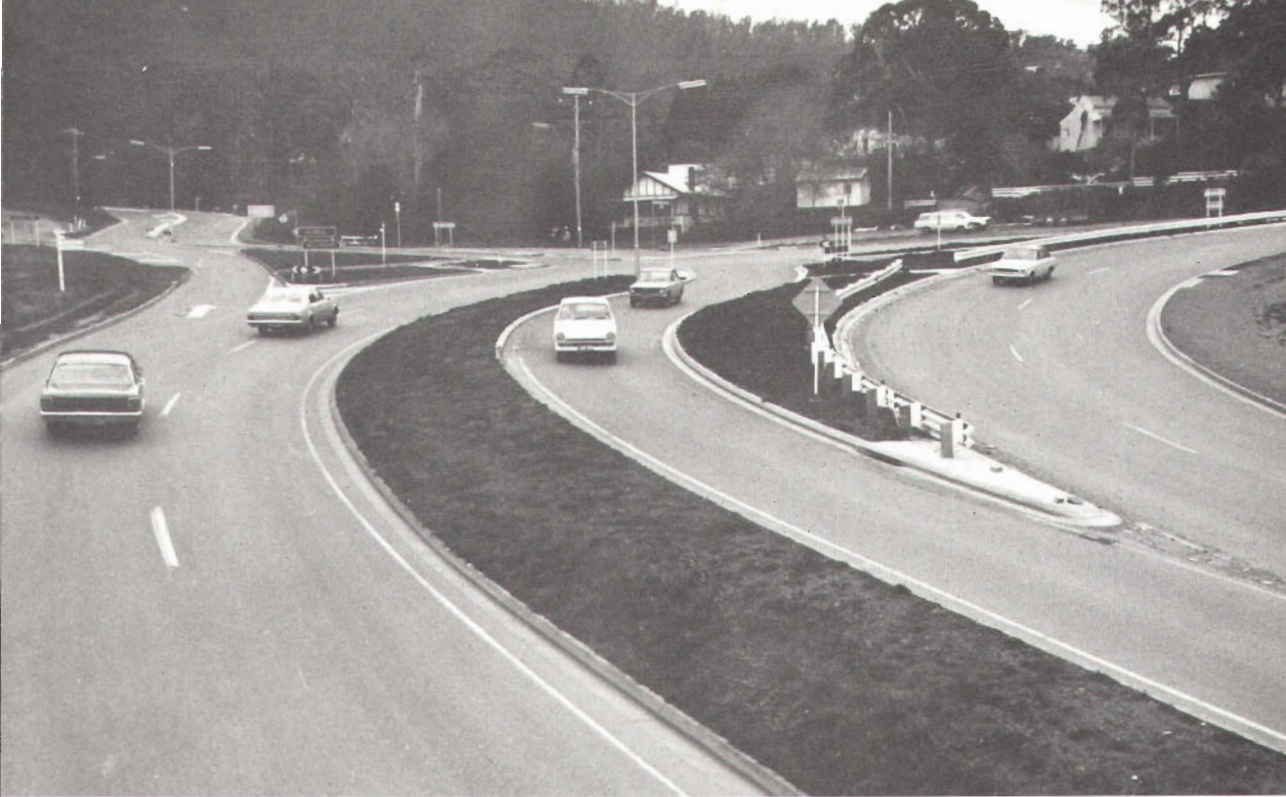
Further references, 1965-1974

Cost of the sewerage system

The cost of sewerage works during each of the years 1968-69 to 1972-73, and the total cost (less depreciation) to 30 June 1973 are shown in the following table :

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73	Total cost to 30 June 1973
Farm purchase and preparation	526	429	488	519	707	13,445
Treatment works	2,182	1,925	4,671	10,760	21,091	46,366
Outfall sewer and rising mains	61	1,213	5,911	15,012	16,675	42,759
Pumping stations, buildings, and plant	521	1,943	1,784	2,750	4,770	26,257
Main and branch sewers	10,853	15,020	12,633	11,853	12,879	143,543
Reticulation sewers	6,187	9,618	5,632	5,979	7,001	117,949
Cost of house connections charge- able to capital	..	..	..	..	..	794
Sanitary depots	Cr. 18	..	Cr. 1	..	..	754
Investigations	244	356	220	220	149	1,848
Total outlay	20,557	30,507	31,338	47,095	63,273	393,716



A section of the Burwood Highway at Ferntree Gully.
Country Roads Board

A wayside stop on the Northern Highway east of Elmore.
Country Roads Board





A mountain forest of shining gum in the eastern highlands of Victoria.

Forests Commission



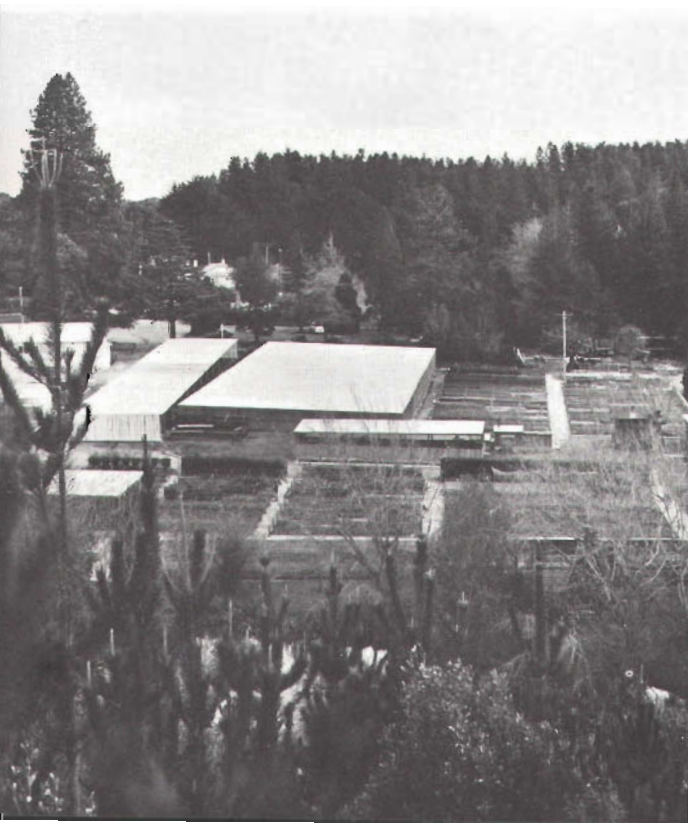
An attractive stream in the Mt Cole State Forest. State forests provide water for domestic, irrigation, and hydro-electric purposes throughout rural Victoria.

Forests Commission



Radiata pine saw logs being harvested in south-western Victoria. This pine is helping to offset the lack of native softwoods in the State.

Forests Commission



The forest nursery at Macedon. 215,000 seedlings from this nursery were planted throughout the State during 1972-73.

Forests Commission



Hereford cattle at a stud farm along the Hamilton Highway.
Department of Agriculture

Shorn sheep on a paddock at a farm near Kilmore.
Department of Agriculture



Disposal of nightsoil from unsewered premises

The responsibility for the collection, removal, and disposal of nightsoil from unsewered premises within the metropolis was transferred from the individual municipal councils to the Melbourne and Metropolitan Board of Works by legislation in 1922. By agreement, each council pays to the Board a prescribed amount per annum to offset the cost of the service, etc. For the year 1972-73 working expenses were \$166,769 and interest \$36,079, making a total of \$202,848. Revenue was \$407,350, giving a surplus of \$204,502.

Drainage and rivers

The Board has been responsible since 1923 for the disposal of rain and stormwater in the metropolis, this disposal system being separate from the sewerage system. The drainage area under the Board's control covers nearly 1,500 square kilometres in a 20 kilometre radius from the G.P.O., and takes in some 1,300 kilometres of water courses and drains, about 430 kilometres of which are underground drains and open channels. The drainage functions of the Board are aimed at the control of floods, erosion and pollution, and includes drain construction, maintenance, and beautification.

Total prevention of flooding is not financially viable, so efforts are directed towards control and minimisation. Measures adopted are underground drains, open channels, levee banks, and retarding basins. There are about twenty retarding basins in the metropolitan area which are, in effect, small dams which release water at a slower rate than in its normal flow. Because of the silty and sandy nature of soils around Melbourne, erosion near water courses can be quite a fast process. Channels are used in especially susceptible areas, and other measures include the building of concrete walls and the planting of grass and trees to consolidate and beautify the banks. It costs the Board about \$1.5m a year to maintain metropolitan drains, including repairs and planting operations. Drain inspections are carried out with sophisticated equipment, including television cameras, and small bulldozers are used where possible.

More stringent controls over recent years have helped to alleviate some of the problems associated with drainage. By-laws ban building within 7.6 metres of a water course and within 61 metres of the Yarra River. Under powers vested in it for drainage control, the Board can compulsorily acquire land and enter private land for surveying, and drilling bores. It can also make by-laws to prevent interference with the drains, to control soil removal and pollution, and to control boating to stop wave erosion in water courses. The Board's current annual drainage budget exceeds \$5m, including \$1m for diverting water courses which are affected by road construction operations.

Most of the rivers and streams throughout the metropolitan area are the responsibility of the Board, which works in close co-operation with the Environment Protection Authority. The Environment Protection Act has made the Board responsible for licensing discharges of wastes into water for the greater part of the metropolitan area and the Yarra valley. The licences cover the discharge into drains and water courses of trade and industrial wastes, effluent from septic tanks serving commercial and

industrial premises outside the declared sewerage area, and effluent discharged from package treatment plants. The Board's sewage purification plants are licensed by the E.P.A.

When a discharge occurs in the area under the Board's control, an application must be lodged with the Board. The applicant is required to provide all relevant details of the discharge including property location, reason for discharge and the characteristics of the discharge, and the part of the environment likely to be affected—drain, river, creek, etc. Licence conditions are then assessed from this information. A list of processed applications is forwarded weekly to the E.P.A. which provides a copy to councils and other authorities which may require special conditions to be added to the proposed licence. Conditions of licence may require an applicant to negotiate with the Board to provide suitable treatment apparatus to improve the quality of the discharge or where possible to divert the waste to the sewerage system. Detection of illegal discharges and monitoring of licensed discharges is carried out by inspectors who take samples for chemical, physical or bacteriological analyses at the Board's South Melbourne laboratories. If it is found that the quantity or quality of the discharges infringes the licence conditions, the E.P.A. on the Board's recommendation decides if the offender will be prosecuted or the licence revoked.

Regular clean-ups, such as de-snagging and clearing of dumped rubbish, are also part of the programme to improve metropolitan water courses. Trees and shrubs are planted along river and creek banks, and in co-operation with local councils many areas adjacent to water courses are being developed for public recreation.

The total cost of drainage and river improvement works (less depreciation) to 30 June 1973 was \$45m. The length of main drains under the control of the Board at 30 June 1973 was 438 kilometres.

Assessed value of property

The net annual value of property in 1972-73 for the purpose of the Board's rating was as follows :

VICTORIA—MELBOURNE AND METROPOLITAN BOARD OF WORKS :
ASSESSSED VALUE OF PROPERTY RATED, 1972-73
(\$m)

Rate	Net annual value of property
Water rate	563.2
Metropolitan general rate (for sewerage services)	468.7
Metropolitan drainage and river improvement rate	501.2
Metropolitan improvement rate	585.9

Finance for capital works

Capital works are financed mainly from moneys which the Board is given approval to borrow after the annual meeting of the Australian Loan Council has considered the projected loan programmes of semi-governmental authorities throughout Australia.

Board's borrowing powers and loan liability

The amount that the Board is empowered to borrow was increased from \$500m to \$750m on 3 November 1971 and is exclusive of loans amounting to \$4.8m originally raised by the Government for the construction of waterworks for the supply of Melbourne and suburbs. These works were vested in and taken over by the Board on 1 July 1891. The Board's total loan liability at 30 June 1973 was \$648m. All moneys borrowed are charged and secured upon the Board's revenues.

Revenue, expenditure, etc.

The following table summarises the revenue, expenditure, and capital outlay of the Board in connection with its functions as the Metropolitan Planning Authority during the period 1968-69 to 1972-73 :

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73
Revenue—					
Metropolitan improvement rate and sundry income	6,223	7,570	8,437	8,682	9,022
Expenditure—					
Management	904	1,213	1,534	1,720	1,644
Maintenance	140	217	345	900	1,216
Interest	54	56	57	59	65
Contributions to sinking fund	24	24	24	24	24
Transfers to planning and highways reserve	5,032	5,978	6,388	(a)	(a)
Compensation for reserved land and acquisitions (b)	..	..	..	4,938	4,441
Road and foreshore works (b)	..	..	..	4,252	1,452
Transfer to rates equalisation fund (b)	..	..	..	Cr. 3,417	Cr. 163
Other	70	83	88	207	344
Total expenditure	6,223	7,570	8,437	8,682	9,022
Capital outlay at 30 June (c)	54,172	70,721	82,262	103,370	121,580

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

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

(c) Includes expenditure of the following amounts paid from the Roads (Special Projects) Fund : 1968-69, \$9,387,000 ; 1969-70, \$9,141,000 ; 1970-71, \$7,039,000 ; 1971-72, \$7,813,000 ; and 1972-73, \$5,712,000. Also includes expenditure of the following amounts paid from the Commonwealth Aid Roads Fund : 1970-71, \$443,000 ; 1971-72, \$4,106,000 ; and 1972-73, \$9,301,000.

The table on page 196 shows the revenue, expenditure, surplus or deficit, and capital outlay of the Board in respect of its water supply, sewerage, and drainage functions during each of the years 1968-69 to 1972-73. The Board keeps a separate account of its financial activities as the Metropolitan Planning Authority. These activities are summarised in the table above.

Further reference, 1966; Metropolitan planning, 1974

Highways, freeways, and bridges

By State Act No. 8573 of 14 May 1974, the Board's road-making powers, road assets, etc., and certain officers and other employees were transferred to the Country Roads Board, effective from 1 July 1974.

Further references, 1967-1974

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73
REVENUE					
Water supply—					
Water rates and charges (including revenue from water supplied by measure)	16,007	20,266	22,785	26,934	30,960
Sewerage—					
Sewerage rates	18,541	20,626	24,925	30,648	32,083
Trade waste charges	2,013	2,705	2,864	3,126	3,168
Sanitary charges	367	550	571	609	1,225
Metropolitan farm—					
Grazing fees, rents, pastures, etc.	9	5	5	4	4
Balance, livestock account	573	371	256	279	589
Metropolitan drainage and rivers—					
Drainage and river improvement rate	4,450	4,540	5,937	6,139	6,299
River water charges	21	33	22	18	13
Total	41,981	49,096	57,365	67,757	74,340
EXPENDITURE					
Water supply—					
Management	2,438	2,831	3,603	3,529	4,655
Maintenance	3,793	3,969	4,798	5,899	6,916
Water supply works	200	910	860	1,400	1,400
Sewerage—					
Management	2,069	2,340	2,915	3,401	4,365
Maintenance	2,638	3,269	3,757	4,101	5,098
Sewerage works	1,200	1,700	1,700	2,600	2,600
Metropolitan farm—					
Management	132	161	212	256	329
Maintenance	951	1,077	1,308	1,296	1,441
Metropolitan drainage and rivers—					
Management	381	462	647	709	979
Maintenance	589	726	1,321	1,539	1,626
Drainage works	934	990	990	1,000	1,000
Pensions and allowances	436	504	418	544	283
Loan flotation expenses	589	471	474	369	273
Interest (including exchange)	21,184	23,668	26,701	30,699	36,978
Contributions to—					
Sinking fund	1,315	1,380	1,468	1,677	1,883
Loans redeemed reserve	1,924	2,063	2,384	2,840	3,616
Renewals fund	771	904	1,004	1,148	988
Depreciation	53	57	251	329	341
Superannuation account	441	1,210	1,641	2,733	871
Municipalities—					
For road maintenance	49	49	63	59	49
Valuations	97	130	129	133	150
Rates equalisation reserve	Cr. 202	Cr. 299	718	1,493	Cr. 1,513
Special reserve	..	500	..	..	..
Other	..	25	3	3	13
Total	41,981	49,096	57,365	67,757	74,340
Net deficit (—)	..	..	..	..	..
Capital outlay at 30 June—					
Water supply	177,613	198,817	220,191	247,138	283,657
Sewerage	221,502	252,009	283,348	330,443	393,716
Drainage and river improvement works	35,654	37,594	39,802	41,657	45,215

Parks and foreshores

From 1 July 1974, the Board's responsibility for foreshores reverted to the Public Works Department under parliamentary legislation enacted in May of that year.

Further reference, 1974

Water supply and sewerage in country towns

Constituted under the *Water Act* 1905, the State Rivers and Water Supply Commission commenced operations in 1906. In that year it took over from the Victorian Water Supply Department the general control of water supply to 111 towns, with a total population of 261,000. The Commission assumed direct responsibility for supplying 75,000 persons in fifteen centres. These centres included the mining towns of Bendigo and Castlemaine and the sea port of Geelong (now served by the Geelong Waterworks and Sewerage Trust System).

The other ninety-six centres which had operated through local authorities now came under the general supervision of the Commission. Of these local authorities, one quarter were within the Wimmera-Mallee Waterworks Districts, a similar number along the route from Melbourne to Wodonga, and the rest were concentrated in the Ballarat area, the old mining towns to the north and north-west of that city, towns in the Sunbury-Kyneton-Lancefield area, and the northern irrigation areas.

During 1972-73 the Commission directly administered the water supply to 151 towns with a population of 311,490. The major urban systems directly involving the Commission are the Mornington Peninsula, Bellarine Peninsula, Otway, and Coliban systems. The Mornington Peninsula System dates back to 1919 when the Flinders Naval Base was first supplied. Water is derived from the Bunyip and Tarago Rivers and travels over 160 kilometres to Point Nepean on the tip of the Mornington Peninsula. The Bellarine System serves all the major coastal towns to the east and south of Geelong on the Bellarine Peninsula from Portarlington to Anglesea. The Otway System, with headworks located in the Otway Ranges, supplies the major towns from Camperdown to Warrnambool. The Coliban System serves the Bendigo-Castlemaine area and also supplies limited irrigation water which is delivered under a permit system on a volume basis.

Other important groups include nearly forty small towns in the Wimmera-Mallee and twenty-two centres in the irrigation areas, but most of the urban population in the latter areas is served by local authorities taking bulk supply from the Commission.

At 30 June 1973 local authorities constituted for the administration of town water supplies numbered 205, of which 202 had works in operation serving 308 towns. The remaining authorities had works under construction. In all, about 715,000 persons in 312 towns will be served when these are completed. The predominance of local control is indicated by these figures, which show that the population served from locally controlled schemes is more than twice the population supplied from schemes directly managed by the Commission. In addition to their function as water supply authorities three local authorities are also responsible for sewerage systems. A brief description of the activities of these authorities follows.

Geelong Waterworks and Sewerage Trust

The Trust was constituted as the Geelong Municipal Waterworks Trust on 25 January 1908. It was reconstituted as a water and sewerage authority under the *Geelong Waterworks and Sewerage Act* 1909, and further reconstituted in September 1950 to include a government nominee as chairman. An amendment in December 1966 provided that there shall be six commissioners comprising the chairman and a representative from each of five electoral districts.

The amount of loans which may be raised is limited to \$30m for water supply, \$20m for sewerage works, and \$1.32m for sewerage installations to properties under deferred payments conditions. The expenditure on these services to 30 June 1973 was : water supply \$22.95m ; sewerage \$16.07m ; and sewerage installation \$1.22m, of which \$0.10m was outstanding. The revenue for the year ended 30 June 1973 was \$2.62m on account of waterworks and \$1.78m on account of sewerage. Since 1913 the Trust has appropriated and set apart sums out of revenue for the creation of a sinking fund to redeem loans. To 30 June 1973 the amount so appropriated was \$2.85m and of this sum \$1.85m had been used to redeem maturing loans.

At 30 June 1973 the population served was estimated by the Trust at 125,050, the number of buildings within the drainage area was 36,810, and the number of buildings within sewered areas was 33,460.

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 15,378 hectares in area. There are six storage reservoirs and five service basins. The total storage capacity of the reservoirs and service basins of the Moorabool System is 19,594 megalitres.

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

The catchment area of the watersheds is about 6,900 hectares 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 40,797 megalitres. The Trust is required to supply up to 3,182 megalitres per year to the State Rivers and Water Supply Commission's Bellarine Peninsula System.

Sewerage

The sewerage area, which is 10,916 hectares, includes the Cities of Geelong, Geelong West, and Newtown, and suburban areas in the Shires of Corio, South Barwon, and Bellarine. At 30 June 1973 the sewerage system consisted of 653 kilometres of reticulation sewers and two main sewers extending from Geelong for ten kilometres to join a single main outfall sewer eleven kilometres in length reaching the ocean at Black Rock.

Further references, 1961-1974

Latrobe Valley Water and Sewerage Board

The Latrobe Valley Water and Sewerage Board was constituted on 1 July 1954. The Board consists of eight members : the chairman, appointed by the Governor in Council ; four members elected by municipalities and

water supply, sewerage, and river improvement authorities within the Board's area; one member representing the State Electricity Commission of Victoria; one member representing private industry in the La Trobe valley; and a manager appointed by the Governor in Council.

Water supply

The Board is empowered to construct water supply works within the area of the La Trobe valley, but at present is confining its main construction activities to the central and industrialised area, particularly the towns of Morwell, Traralgon, and Churchill. Water supply has been extended to the townships of Tyers, Glengarry, and Rosedale.

The Board has constructed a storage of 32,000 megalitres capacity on the upper Tyers River. From this storage water is conveyed a distance of approximately 21 kilometres through pipelines of 152 cm and 107 cm diameter.

The capital cost of construction of waterworks was \$10.78m to 30 June 1973. The income for the year 1972-73 was \$0.88m and expenditure during the year amounted to \$0.73m, including interest on loans \$0.31m. Redemption payments were made during the year totalling \$116,963. 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 1973 totalled 58,354 megalitres.

Sewerage

The Board has constructed an outfall sewer 84 kilometres long to convey wastes to an area where they are disposed of on agricultural land. Wastes conveyed by the outfall sewer consist mainly of industrial wastes such as paper wastes, together with small quantities of domestic sewage.

The total capital cost of sewerage construction works to 30 June 1973 was \$6.17m. Works are financed by government loan. Income during 1972-73 was \$0.41m and expenditure, which included interest on loans of \$0.12m, was \$0.48m.

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

Total loan liability of the Board at 30 June 1973 was \$17.02m, consisting of \$16.96m due to the Government and \$0.06m due to the Rural Finance and Settlement Commission.

Laboratory

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

The Board is a delegated agency of the Environment Protection Authority, pursuant to section 68 of the *Environment Protection Act 1970*. The area delegated to the Board's control extends from Warragul to the New South Wales border, including all river catchments flowing south from the Great

Dividing Range, and the Gippsland lakes. The Board is delegated to license, monitor, and analyse all discharges to air, water, and land, and to generally administer the Act within its area. Total expenditure on environment protection for the year was \$148,972.

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

Further references, 1961-1974

The Ballarat Water Commissioners

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

The water supply district of The Ballarat Water Commissioners covers an area of approximately 168 square kilometres, including the City of Ballarat, the Borough of Sebastopol, and portions of the Shires of Ballarat, Buninyong, Bungaree, and Grenville. Water is also supplied in bulk to the Buninyong Waterworks Trust, the Smythesdale-Scarsdale Waterworks Trust, the Bungaree-Wallace Waterworks Trust, the Linton Waterworks Trust, and the Rokewood Waterworks Trust. The total estimated population supplied is 65,700. The works comprise seven reservoirs, which have a total storage capacity of 24,794 megalitres. The catchment area is 10,150 hectares. The Commissioners supply water to 22,662 tenements.

The total consumption of water for the year 1973 was 10,001 megalitres, and the average per capita consumption was 421 litres per day. Approximately 95 per cent of the properties supplied are metered.

To 31 December 1973 the capital cost of construction was \$6.92m and loans outstanding (including private loans) were \$4.87m. During 1973 revenue amounted to \$0.91m and expenditure to \$0.91m.

Further references, 1961-1974

Ballarat Sewerage Authority

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

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

At 31 December 1973 there were 22,467 assessments in the sewerage district and 20,920 in declared sewerage areas, where 18,259 tenements were connected.

The capital cost of sewerage construction works to 31 December 1973 was \$7.11m. Construction is financed by debenture issue loans from various financial institutions. Loan liability at 31 December 1973 amounted to \$6.13m; redemption payments at that date totalled \$1.20m. Revenue during 1973 amounted to \$0.80m, and expenditure, which included \$0.41m on interest and redemption, was \$0.80m. During 1973, 11 contracts were completed under the deferred payments system, the amount outstanding at 31 December being \$0.11m.

Further references, 1961-1974

West Moorabool Water Board

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

The Board was formed to avoid any conflict of interests between The Ballarat Water Commissioners and the Geelong Waterworks and Sewerage Trust in the construction and operation of a reservoir located on the West Moorabool River about 26 kilometres south-east of Ballarat. The regulated flow from the reservoir will be apportioned between the Ballarat and Geelong authorities to supplement the supplies to their respective districts.

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

The reservoir, completed in 1972, is known as the Lal Lal Reservoir, and has a capacity of 59,554 megalitres and a regulated annual output of 22,503 megalitres. The reservoir is contained by an earth-core, rock-fill embankment, known as the Bungal Dam, 49 metres in height and 235 metres in length. The dam was constructed by contract at a total cost of \$4.8m.

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

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

Further references, 1972, 1974

Country sewerage authorities

With the exception of sewerage systems operated by the State Electricity Commission and the Eildon Sewerage District (under the direct administration of the State Rivers and Water Supply Commission), country sewerage works are controlled by local authorities. These local sewerage authorities operate under the direct supervision of the State Rivers and Water Supply Commission in a similar manner to the local water supply authorities. Of the one hundred and twelve local sewerage authorities constituted at 30 June 1973 (including the Geelong Waterworks and Sewerage Trust, the Latrobe Valley Water and Sewerage Board, and the Ballarat Sewerage Authority), eighty-eight authorities had systems in operation. A further fifteen authorities had systems under construction.

The following table shows particulars of all country sewerage systems that were in operation or in course of construction (with the exception of those controlled by the State Electricity Commission), for each of the years 1968 to 1972 :

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

Particulars	1968	1969	1970	1971	1972
Number of systems in operation	67	72	78	83	88
Number of systems under construction	11	11	11	12	10
Estimated population served (at end of year)	612,633	634,711	664,089	698,886	734,266
Number of properties connected to sewers (at end of year)	176,964	186,319	196,205	207,858	218,671
General revenue account—	\$'000	\$'000	\$'000	\$'000	\$'000
Income—					
Rates	5,221	5,796	6,134	6,815	7,705
Other	2,362	2,634	2,967	3,316	3,851
Total	7,583	8,430	9,101	10,131	11,557
Expenditure—					
Working expenses	2,587	2,980	2,963	3,608	4,373
Other	4,811	5,617	5,902	6,336	7,053
Total	7,397	8,597	8,864	9,945	11,425
House connections account—					
Receipts	1,537	2,075	1,965	1,729	2,552
Expenditure	1,591	1,991	1,943	1,698	2,049
Loan account—					
Receipts	12,254	10,785	10,087	8,794	12,399
Expenditure	11,157	10,210	9,251	10,513	10,303
Loan liability (at end of year)	75,880	84,331	88,657	94,228	104,516

Further references, 1963–1974

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 1972–73 contributions by municipalities were equivalent to 0.75 cents in the dollar of the annual value of property amounting to \$512m, while fire insurance companies contributed at a rate of \$19.09 for every \$100 of fire insurance premiums paid on insured property. Premiums received in the Metropolitan Fire District in 1972–73 amounted to \$40.5m.

Particulars of revenue, expenditure, and loan indebtedness of the Metropolitan Fire Brigades Board for each of the five years 1968–69 to 1972–73 are as follows :

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

Particulars	1968-69	1969-70	1970-71	1971-72	1972-73
REVENUE					
Statutory contributions—					
Municipalities	2,065	2,402	3,037	3,149	3,864
Insurance companies	4,156	4,803	6,070	6,299	7,652
Brokers and owners	..	..	65	170	125
Charges for services	688	731	779	858	966
Interest and sundries	376	371	421	527	538
Total	7,285	8,307	10,371	11,003	13,146
EXPENDITURE					
Salaries	5,082	5,585	6,424	7,800	8,749
Administrative charges, etc.	759	827	1,068	943	1,078
Allowances to partially-paid firemen and special service staff	388	430	486	552	601
Plant purchase and repairs	568	618	720	523	655
Interest	33	32	31	48	128
Repayment of loans	21	22	17	21	34
Superannuation fund	287	389	568	670	750
Motor replacement reserve	120	141	154	164	205
Pay-roll tax	143	158	180	289	336
Miscellaneous	446	186	447	256	70
Total	7,847	8,386	10,095	11,266	12,606
Net surplus (+) or deficit (-)	- 561	- 80	+ 277	- 264	+ 540
Loan indebtedness at 30 June	576	554	537	1,717	2,883

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 1969 to 1973 :

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

Particulars	1969	1970	1971	1972	1973
Fire stations	45	45	46	46	47
Staff employed—					
Fire fighting	1,175	1,166	1,242	1,226	1,248
All other	261	269	271	250	251

Further references, 1961-1974

Country Fire Authority

The headquarters of the Authority are situated in Malvern where an operations centre is in direct radio contact with every fire control region throughout Victoria. At 30 June 1973 there were seventy-six permanent firemen employed in brigades at Ballarat, Bendigo, Geelong, Geelong West, and Dandenong, with a total of sixty-seven permanent brigade officers at these stations and at Boronia, Chelsea, Doveton, Frankston, North Geelong, Mildura, Morwell, Norlane, Shepparton, Springvale, Traralgon, Wangaratta, and Warrnambool.

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

The revenue of the Country Fire Authority consists mainly of statutory contributions, in the proportion of one third from the Victorian Treasury's Municipalities Assistance Fund and two thirds from insurance companies underwriting fire risks in the country area of the State. There were 147 insurance companies thus contributing during 1972-73.

Up to 30 June 1973 the Authority had raised 95 loans, representing a total of \$7.36m, which has been used for the provision of buildings and equipment for brigades.

Particulars of revenue, expenditure, surplus, and loan expenditure and indebtedness of the Country Fire Authority, for each of the years 1968-69 to 1972-73, 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	1968-69	1969-70	1970-71	1971-72	1972-73
REVENUE					
Statutory contributions—					
Municipalities Assistance Fund	1,038	1,225	1,309	1,498	1,638
Insurance companies	2,075	2,451	2,618	2,996	3,277
Other	101	117	184	103	166
Total	3,213	3,793	4,111	4,597	5,081
EXPENDITURE					
Salaries and wages	1,300	1,486	1,781	2,009	2,474
Depreciation	130	152	139	157	355
Insurance	113	118	225	164	164
Interest	161	189	224	260	276
Maintenance	567	526	641	491	588
Motor replacement fund	257	287	316	342	180
Other	526	685	589	871	1,016
Total	3,054	3,443	3,915	4,294	5,053
Net surplus	159	350	196	303	28
Loan expenditure	606	506	628	668	446
Loan indebtedness (at 30 June)	3,034	3,521	3,897	4,275	4,650

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

Particulars	1969	1970	1971	1972	1973
Fire brigades—					
Urban	209	211	212	212	212
Rural	1,050	1,050	1,052	1,049	1,054
Personnel—					
Permanent	275	289	311	319	331
Volunteer	118,569	111,635	112,730	113,221	114,709
Vehicular fleet—					
Self-propelled	1,209	1,266	1,320	1,379	1,390
Trailer units	193	223	335	383	395

Further references, 1961–1974

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 1968–69 to 1972–73, 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	1968–69	1969–70	1970–71	1971–72	1972–73
LOCAL GOVERNMENT					
Due to government	340	174	458	277	39
Due to public creditor	28,515	26,687	26,155	37,248	43,478
Total	28,855	26,860	26,613	37,525	43,517
SEMI-GOVERNMENTAL, ETC.					
Due to government	55,236	54,976	55,940	50,204	70,092
Due to public creditor	124,797	117,961	141,113	158,458	203,297
Total	180,033	172,937	197,053	208,662	273,389
ALL AUTHORITIES					
Due to government	55,576	55,150	56,398	50,481	70,131
Due to public creditor	153,312	144,648	167,268	195,706	246,775
Total	208,887	199,798	223,666	246,187	316,906

Town and country planning

Statutory town and country planning was first introduced into Victoria by the passing of the *Town and Country Planning Act* 1944. This Act enabled the State-wide preparation of statutory schemes by responsible authorities, and provided for the establishment of a Town and Country Planning Board charged with advising the Minister on planning matters, and with preparing, at the Minister's request, a planning scheme for any specified area.

Legislative changes

Major consolidation to the legislation occurred in 1961 and again in 1968 when the principal Act was amended to include certain main objectives.

These involved the need to:

- (a) increase the membership of the Town and Country Planning Board to four ;
- (b) to allocate to the Board the responsibility for promoting and co-ordinating planning throughout the State and for preparing statements of planning policy ;
- (c) establish a State Planning Council ;
- (d) provide for the establishment of regional planning authorities ;
- (e) provide for a tribunal to hear and determine town planning appeals ;
- (f) extend the metropolitan planning area to approximately three times its previous size, and define more satisfactorily the relationship for planning between the Melbourne and Metropolitan Board of Works, as the metropolitan planning authority, and the metropolitan councils ; and
- (g) to improve the provisions of the 1961 Act in the light of experience gained since its inception.

The amending legislation introduced a new approach to the planning process. Government policy and planning were to be pre-determined and co-ordinated, and a three-tier system of strategic, regional, and local planning was established. Strategic planning was to be broad, co-ordinated planning at State Government level, expressed as "statements of planning policy", prepared by the Board in consultation with the State Planning Council which would comprise the heads of twelve government departments and semi-government authorities. Regional planning, or planning at local government level, was to be in accordance with statements of planning policy for unified areas which extended beyond the boundaries of one municipality. Local planning was confined to physical planning within one municipality and included the detailed execution of regional plans as they applied to municipalities within a region.

The responsibilities of the Board were thus augmented, and they involved the promotion and co-ordination of town and country planning throughout the State ; the preparation of statements of planning policy ; the convening and supplying of services to the State Planning Council ; the preparation of planning schemes for special areas ; the reviewing and reporting on planning schemes ; and the advising of the Minister on any planning matter.

The first three of these responsibilities involved broad strategic planning and were additional to the Board's original responsibilities.

State Planning Council

The State Planning Council, inaugurated on 17 October 1968, was subsequently increased in size and comprises the Chairman, Town and Country Planning Board ; the Chairman, State Rivers and Water Supply Commission ; the Chairman, Country Roads Board ; the Chairman, State Electricity Commission ; the Chairman, Victorian Railways Commission ; the Secretary to the Premier's Department ; the Director-General of Public Works ; the Chairman, Housing Commission of Victoria ; the Chairman, Melbourne and Metropolitan Board of Works ; the Director of Conservation ; the Under-Secretary ; the Director-General of Education ; the Secretary for State Development ; and the Secretary for Lands. These fourteen members

act under the chairmanship of the Chairman, Town and Country Planning Board.

The functions of the Council are to co-ordinate planning of future works by State instrumentalities and semi-government authorities, and for subsequent developments for which they are responsible ; and to act as the consultant and adviser to the Town and Country Planning Board with respect to the preparation and adoption of any statement of planning policy.

In effect, the authorities represented on the Council, while continuing to be responsible for planning and execution in their own fields, become direct participants in broad policy planning at government level.

Statements of planning policy

Statements of planning policy provide physical planning authorities with a pre-determined, co-ordinated outline of government policy as the basis for the formulation of detailed planning proposals. They are prepared by the Board in consultation with the State Planning Council, and become effective, after approval by the Governor in Council. Every responsible authority, including regional planning authorities, in preparing or amending a planning scheme, must have due regard to any approved statement of planning policy which affects its planning area. Statements have been approved for Western Port, the Mornington Peninsula, the Dandenong Ranges, the Yarra River, Geelong, the highway areas, and land-use adjacent to aerodromes. Others are in the course of preparation.

Regional planning

In 1968 the Town and Country Planning Act was amended to provide for the establishment of regional planning authorities. Under the amending Act a regional planning authority could be established to prepare a plan for a specified area which extended beyond the boundaries of any one municipality, and it had the authority to enforce and to carry out those planning schemes. Regional planning authorities consist of representatives of every municipality within the region, and can also include other approved persons who are specially qualified. These authorities are financed by the participating municipalities on an agreed basis and comprise a body corporate with powers to acquire and dispose of land. The authority may appoint its own staff and technical advisory committees and may become the sole responsible authority for any interim development order or planning scheme in operation in the region. It may also delegate to the council of a municipality within the region such powers as it thinks fit and which are capable of being delegated.

In addition to the Melbourne and Metropolitan Board of Works, which is the planning authority for the newly enlarged metropolitan planning area of 5,000 square kilometres, regional planning authorities have now been constituted at Western Port and Geelong, thus covering the whole of the Port Phillip district.

The Western Port Regional Planning Authority was established on 25 February 1969 and includes the Shires of Flinders, Hastings, Mornington, and Phillip Island, a part of the Shires of Bass and Cranbourne, and the parish of French Island. Its area of responsibility is approximately 1,650 square kilometres.

The Geelong Regional Planning Authority comprises the Cities of Geelong, Geelong West, and Newtown, the Shires of Bannockburn, Barrabool, Bellarine, Corio, and South Barwon, and the Borough of Queenscliffe. It was established on 22 April 1969 and covers approximately 2,500 square kilometres.

Another regional planning authority was established in the Loddon/Campaspe area on 23 November 1973. It covers approximately 8,000 square kilometres, and includes the Cities of Bendigo, Castlemaine, and Maryborough, the Borough of Eaglehawk, the Shires of Bet Bet, Huntly, Korong, Marong, Metcalfe, Strathfieldsaye, and Tullaroop, and the West Riding of the Shire of Waranga.

Geelong Regional Planning Authority, 1974 ; Western Port Regional Planning Authority, 1974

Australian Government involvement in planning

In recent years the Australian Government has shown an increasing awareness of the importance of urban and regional planning and the associated problems. One of the first steps taken in response to this situation was the establishment in 1972 of the Department of Urban and Regional Development and the Cities Commission, a structure designed to enable the Australian and State Governments to work together towards urban and regional development. The main areas of Australian Government involvement will be in the development of new metropolitan and regional growth centres, in providing assistance for projects in other urban and regional areas, and in providing funds for land acquisition, metropolitan area improvement programmes, and sewerage works.

The first major joint project is the development of a new city in the Albury-Wodonga area. At a meeting in Albury on 25 January 1973 the Prime Minister and the Premiers of New South Wales and Victoria agreed on the joint policy and general guidelines. The three governments have joined together to develop a new growth complex in the general area of Albury-Wodonga and to promote the incentives, the amenities, and the services, to foster and serve it.

A Ministerial Council has been appointed to provide machinery for co-ordination between the three governments at the political level. It consists of the Australian Minister for Urban and Regional Development, the New South Wales Minister for Decentralisation and Development, and the Victorian Minister for State Development and Decentralization. There is also an Interim Officials Committee working to the Ministerial Council.

A Development Corporation has been set up as a statutory authority by the three governments to plan and develop the areas designated for new urban growth. Other points of agreement covered land price stabilisation policies, land acquisition, the extent of the study area, the form and functions of the development corporation, and the role of local government, other planning authorities, and the public.

A major part of the Board's resources has been committed to the Albury-Wodonga project and subsequent Australian-Victorian Government proposals. This has involved representation on formal committees and working groups, active participation in studies and specific tasks, and a co-ordinating role as the responsible Victorian body.