

conduct of the affairs of the city depends, and the responsibilities of the various authorities on whom fall the task of initiating, carrying out, operating and maintaining the various works and activities essential for the development and progress of the city.

In Melbourne the various authorities who have jurisdiction over affairs within the city fall into four broad groups: Commonwealth Government Departments, State Government Departments, Boards and Commissions, Municipal Councils.

Within each of these broad groups are a number of individual authorities whose responsibility is limited either to specific services, or, in the case of councils, to similar services in different parts of the metropolitan area. The division between these groups which administer the principal civic functions within the metropolitan area are set out in Table 2.

Commonwealth Government Departments

The powers and responsibilities of the Commonwealth Government are limited by the Commonwealth constitution to certain matters of national importance, chief among those which concern town planning being defence, civil aviation, customs and excise, postal and telegraph services, broadcasting, navigational aids and meteorological services, immigration, repatriation and certain public works and social services.

Being superior to State laws, the Commonwealth is not bound by the provisions of planning schemes framed under State legislation. But its land holdings are by no means inconsiderable, and with its powers of acquisition it could, by independent action, largely nullify the benefits of planning were it not for the interest of the Commonwealth Department of National Development in regional and town planning generally, and the sympathetic and real co-operation of Commonwealth Departments with planning authorities.

State Government Departments

In comparing the conduct of civic affairs in Melbourne with those in many overseas cities, particularly in Britain and the United States, it is necessary to realise that many functions, which in those countries are the responsibility of municipal government, are in Victoria the responsibility of the State Government. Such services and activities as public health, education, the administration of justice, law enforcement and motor registration are the responsibility of the State and not of municipal councils. In addition, matters of mining and quarrying, agriculture and horticulture, fisheries and game, the registration of land titles, the recording of vital statistics and matters relating to ports and harbours not controlled by specially constituted authorities are all administered by State Government departments directly under the control of a Minister of the Crown.

Boards and Commissions

From time to time Parliament has established special Boards or Commissions and has placed on them the responsibility for special services which cater either wholly or in part for the needs of the metropolis. There are at present fifteen such Boards and Commissions which have varying degrees of independence, both as regards finance and policy, according to the provisions of the particular enactments under which they are constituted. Eleven of these authorities have State-wide responsibilities.

The State Rivers and Water Supply Commission is responsible for irrigation, river control, and country water supply and sewerage outside the jurisdiction of the Melbourne and Metropolitan Board of Works and the Geelong Water and Sewerage Trust; the State Electricity Commission for the supply of electricity to the whole of the State; the Forestry Commission for State forests; the newly-constituted Gas and

Table 2

ADMINISTRATION OF THE PRINCIPAL CIVIC FUNCTIONS OF THE METROPOLITAN AREA

<i>Commonwealth Government</i>	<i>State Government Departments</i>	<i>Boards and Commissions</i>		<i>Municipal Councils</i>
		<i>State-wide Responsibilities</i>	<i>Metropolitan Responsibilities</i>	
Postal Services	Justice	Electricity Supply	Harbour facilities	Roads
Telecommunications	Law Enforcement	Gas Supply	Tramways	Minor Storm Water drainage
Broadcasting	Health	Country roads	Fire prevention	Garbage removal
Civil Aviation	Education	Transport Regulation	Water supply	Local community services, parks, recreational areas, etc.
Trade and Customs	Lands and Surveys	Railways	Sewerage	Building regulations
Defence	Mines and Quarries	Hospitals and Charitable organisations	Rivers and Streams	
Defence Production	Agriculture	Mental Hygiene	Main Storm Water drainage	
Works and Housing	Fisheries and Game	Housing and Slum reclamation	Town Planning	
National Development		Forests		
		Irrigation		
		Country water supply		
		Country sewerage		
		River control		
		Town Planning		

Fuel Corporation for the production and distribution of coal gas; the Country Roads Board for roads outside urban areas; the Transport Regulation Board for the control of road transport; the Railway Commissioners (Railway Department) for all railways within the State; the Housing Commission for State housing and slum clearance; the Hospital and Charities Commission for the control of hospitals and charitable institutions; the Mental Hygiene Authority for institutions caring for the mentally ill; and the Town and Country Planning Board for supervising town planning throughout the State and for advising the Minister for Public Works on town planning matters.

The responsibilities of the other four authorities in this category are limited to the metropolitan area. The Melbourne Harbour Trust is responsible for the port area of Melbourne as defined in its enabling act, the Melbourne and Metropolitan Tramways Board for the construction of tramways and the operation of trams and buses, the Metropolitan Fire Brigade Board for fire prevention, and the Melbourne and Metropolitan Board of Works for water supply, sewerage, main storm water drainage, control of metropolitan rivers and streams, and for the preparation and submission for the approval of the Governor-in-Council of this planning scheme for the metropolitan area.

Municipal Councils

Local government within the metropolitan planning area is shared between 42 municipal councils, though in the case of seven, only portion of the municipal district is within the metropolitan area as defined by planning legislation. These 42 municipalities are shown in map 4 and comprise 30 cities, one borough and eleven shires. The distinction in status is based mainly on the revenue of the individual municipality and the powers are substantially the same. All municipalities are administered by councils elected by ratepayers and the principal source of revenue is from rates on local property, supplemented by revenue from municipal business undertakings and State Government grants.

The powers and responsibilities of municipal authorities, as set out in the Local Government Act 1946 and subsequent amendments, are essentially local in character. They include mainly town planning, the provision of such public works and amenities as the construction and maintenance of roads, streets, footpaths and drainage, parks, gardens, recreation facilities and libraries; the carrying on of such trading undertakings as electricity reticulation, gasworks, markets, abattoirs and ice manufacture; the provision of various local health services and such social services as infant and pre-school welfare; the regulation of noxious and offensive trades, the disposal of garbage, and the administration and control of building regulations.

In comparing the conditions of local government in Melbourne with those overseas, it is at once apparent that not only do our individual metropolitan municipalities control much smaller areas than many city authorities overseas, but many functions which abroad are often municipal responsibilities are, in Victoria, the responsibilities of the State. While the obligations of local councils may be smaller, their sources of revenue are correspondingly limited. This introduces great difficulties in the capacity of individual municipalities to finance and carry out major developmental works (such as the construction of arterial roads and bridges) where there is no State or metropolitan authority with the necessary power to do the work.

Because of the difficulty of these relatively small metropolitan municipalities in carrying out large works which form part of metropolitan-wide requirements, there has been over the years a trend to remove from the municipal councils the responsibility for certain activities, and to place these with a State or metropolitan authority. It is becoming increasingly recognised that problems of a truly metropolitan character cannot be dealt with adequately by the unco-ordinated action of individual municipalities with their limited administrative and financial powers. It is for this reason that the preparation of the planning scheme now under discussion was entrusted to the Melbourne and Metropolitan Board of Works.



People make the city a living entity