

Part 6

WAGES, EMPLOYMENT, AND PRICES

Industrial Conditions

Industrial Arbitration

General

In Victoria there are two systems of industrial arbitration for the adjustment of relations between employers and employees: the State system which operates under the law of the State within its territorial limits, and the Commonwealth system which applies to industrial disputes extending beyond the limits of the State.

Under Commonwealth law there are special tribunals to determine the industrial conditions of employment in the public service of the Commonwealth and in the stevedoring industry, and there is a joint Commonwealth and State tribunal for the New South Wales coal mining industry.

Commonwealth-State Relations in Industrial Arbitration

The relation between the State and Commonwealth systems of industrial arbitration rests upon the distribution of legislative powers between the Commonwealth and the component States. The powers of the Commonwealth in regard to industrial arbitration are as defined in the Commonwealth of Australia Constitution Act; all residual powers remain with the States. The Commonwealth Constitution Act provides that if a State law is inconsistent with a valid Commonwealth law, the latter prevails and the State law becomes inoperative in so far as it is inconsistent. An award of the Commonwealth Court of Conciliation and Arbitration* has been held to be a Commonwealth law, and, in certain circumstances, awards of the Commonwealth industrial tribunal override those made by State tribunals.

The Commonwealth jurisdiction is limited by the Constitution Act to "conciliation and arbitration for the prevention and settlement of industrial disputes extending beyond the limits of any one State". In interpreting the law, the High Court of Australia has decided that the Commonwealth Parliament cannot empower an industrial tribunal to declare an award a "common rule" or industry-wide award to be observed by all persons engaged in the industry concerned.

Notwithstanding these limitations of the Commonwealth jurisdiction in industrial matters, the Commonwealth system has gradually become predominant in the sphere of industrial arbitration throughout Australia.

* Now Commonwealth Conciliation and Arbitration Commission.

Its influence extended, in the first place, with the gradual adoption of the principle of federation in trade unionism and in political organization, a tendency which gathered force during the First World War period. As industry expanded over interstate borders, uniformity of industrial conditions was sought by employers, while employees were attracted to the Commonwealth jurisdiction in the expectation of better terms as to wages, &c., than those awarded under State legislation. In many cases, also, the organizations concerned in a Commonwealth award have taken action to have its terms embodied in State awards so that they become binding as a common rule in the industry. Again, for the sake of uniformity, legislatures of some States, notably Victoria and New South Wales, have adopted the Commonwealth wage standards as the basis of State awards and agreements. In Victoria, for instance, the basic wages determined by the Commonwealth Conciliation and Arbitration Commission have been adopted for State awards and agreements by the Wages Boards.

Wages Boards in Victoria

(1) *General.*—In each State, industrial tribunals have been established to regulate and arbitrate in industrial matters. In Victoria this function is carried out by Wages Boards which are set up for specific industries or occupations. A General Wages Board operates for industries where there is no special Wages Board.

The Wages Board method of fixing wages and of settling the conditions of employment had its origin in Victoria and was incorporated in an Act of Parliament introduced in 1896. A Board may be appointed for any trade or branch of it. Each Board consists of an even number of members and a chairman. Originally, each Board was composed of equal numbers of employers and employees, with a qualification that each representative should be actively engaged in the trade concerned. However, under the provisions of the *Factories and Shops Act* 1934, this qualification was modified to permit a paid officer of any corporation, public body, or association of employers being nominated as one of the members to represent employers and, if such officer is appointed, then one of the representatives of the employees on that Board shall likewise be an officer of the trade union concerned.

The *Labour and Industry Act* 1958 requires that every Wages Board shall, in determining wages rates or piecework prices, take into consideration relevant awards of, or agreements certified by, the Commonwealth Conciliation and Arbitration Commission.

The *Labour and Industry Act* 1958 gives Wages Boards the same powers relating to wages and conditions of labour as those incorporated in the Commonwealth Conciliation and Arbitration Act. These powers enable Wages Boards to make determinations concerning any industrial matter whatsoever in relation to any trade or branch of trade for which such a board has been appointed and, in particular, to determine all matters relating to :—

- (a) work days and hours of work ;
- (b) pay wages and reward ;

- (c) privileges, rights, and duties of employers and employees ;
- (d) the mode terms and conditions of employment or non-employment ;
- (e) the relations of employers and employees ;
- (f) the employment or non-employment of persons of either sex or age ;
- (g) the demarcation of functions of any employees or class of employees ; and
- (h) questions of what is fair and right in relation to any industrial matter, having regard to the interest of the persons immediately concerned and of society as a whole.

Wages Boards are not empowered to determine any matter relating to the preferential employment or dismissal of persons as being or as not being members of any organization, association, or body.

The determinations of a Wages Board are decided by a majority vote of the members except that where a majority view cannot be obtained the chairman can decide. Witnesses may be called by the Wages Boards which, however, are not to disclose the financial position or trade secrets of an informant without his consent. A lawyer is not to be a member of a Wages Board and is not to appear as Counsel before a Board. Otherwise, the Boards are free to determine their own procedures which are usually informal.

(2) *Board of Reference and Appeals Court.*—A Wages Board has power to set up a Board of Reference to deal with any dispute of fact (but not of law) which may arise concerning a determination. The Board of Reference consists of the chairman of the Wages Board and a maximum of two employer and two employee representatives—one of each must be a member of the Wages Board. The decision of the Board of Reference has the same force and effect as a Wages Board determination.

Appeals against the determination of a Wages Board or against the decision of a Board of Reference may be made to the Industrial Appeals Court. Such appeals must be made by the employer's or employee's organization or by a majority of the employer or employee representatives on the Board concerned. In addition, any person may apply to the Supreme Court to have a determination quashed on grounds of illegality.

The Industrial Appeals Court is appointed for a term of five years and consists of a president—a County Court judge—and two lay members, one representing the employers and one the employees. The Court has all the powers of the Wages Board and may amend the whole or any part of a Board's determination. The Court may also hear appeals relating to contraventions of the Act or of a Wages Board or Court determination. The Court's decisions are final and are not subject to further appeal.

The decisions of a Wages Board and of the Industrial Appeals Court are legally binding, and to this end provision is made for inspection, enforcement, and prosecution of breaches.

On 31st December, 1961, there were 232 Wages Boards existing or authorized.

(3) 1960 *Amendment*.—Intervention by Minister. The *Labour and Industry (Amendment) Act 1960* empowers the Minister of Labour and Industry to intervene in the public interest in any appeal to the Industrial Appeals Court against a determination of a Wages Board. Further, as consumers are not represented on Wages Boards, the Act also authorizes the Minister to refer, under appropriate circumstances, the determination of a Wages Board to the Court.

In both cases the Act provides that the Court when dealing with such matters shall consider whether the determination appealed against or referred, detrimentally affects the public interest or restricts reasonable competition in the particular trade.

Commonwealth Industrial Court and Commonwealth Conciliation and Arbitration Commission

The *Conciliation and Arbitration Act 1904–1961* defines an industrial dispute to be dealt with under that Act as “(a) A dispute (including a threatened, impending or probable dispute) as to industrial matters which extends beyond the limits of any one State ; and (b) a situation which is likely to give rise to a dispute as to industrial matters which so extends ; and includes—(c) such a dispute in relation to employment in an industry carried on by, or under the control of, a State or an authority of a State ; (d) a dispute in relation to employment in an industry carried on by, or under the control of, the Commonwealth or an authority of the Commonwealth, whether or not the dispute extends beyond the limits of any one State ; and (e) a claim which an organization is entitled to submit to the Commission under section 11A of the *Public Service Arbitration Act 1920–1960* or an application or matter which the Public Service Arbitrator has refrained from hearing, or from further hearing, or from determining under section 14A of that Act, whether or not there exists in relation to the claim, application or matter, a dispute as to industrial matters which extends beyond the limits of any one State.”

The Conciliation and Arbitration Act was extensively amended by an Act assented to on 30th June, 1956. This amendment altered the structure of the arbitration machinery by separating the judicial functions from the conciliation and arbitration functions. The Commonwealth Industrial Court was established to deal with judicial matters under the Act and the Commonwealth Conciliation and Arbitration Commission to handle the functions of conciliation and arbitration. Further amendments have since been incorporated.

The Commonwealth Industrial Court is composed of a Chief Judge and not more than three other Judges. The Commonwealth Conciliation and Arbitration Commission comprises a president, not less than two deputy presidents, a senior commissioner, not less than five commissioners and a number of conciliators. Judges of the Commonwealth Courts of Conciliation and Arbitration were made either members of

the Commonwealth Industrial Court or presidential members of the Commonwealth Conciliation and Arbitration Commission. Conciliation Commissioners became non-presidential members of the Commission.

The jurisdiction of the Commonwealth Industrial Court shall be exercised by not less than two Judges except in the following circumstances. A single Judge may exercise the jurisdiction of the Court with respect to the dismissal or injury of an employee on account of industrial action, interpretation of awards, questions concerning eligibility of membership of an organization, disputes between an organization and its members and a prescribed matter of practice or procedure. A single Judge may refer a question of law for the opinion of the Court constituted by not less than two Judges. The Court is a Superior Court of Record with the same power to punish contempts of its power and authority as is possessed by the High Court. In general, decisions of the Industrial Court are final; however, an appeal lies to the High Court but only when the latter grants leave to appeal. The Act provides for the registration of associations of employees and employers and for inquiries to be held concerning disputed elections in organizations and certain powers in connexion therewith are, by the Act, given to the Industrial Court. Provision is also made for the Commission to exercise the powers of the Court with regard to an application for cancellation of registration of an organization. Any such change of jurisdiction must be notified by proclamation. This provision could be used if the powers of the Court in this regard were declared, in whole or in part, to be invalid.

The Commonwealth Conciliation and Arbitration Commission is empowered to prevent or settle industrial disputes by conciliation or arbitration, and to make suggestions and to do such things as appear right and proper for (a) effecting a reconciliation between parties to industrial disputes; (b) preventing and settling industrial disputes by amicable agreement; and (c) preventing and settling, by conciliation or arbitration, industrial disputes not prevented or settled by amicable agreement. The Commission may exercise its powers of its own motion or on the application of a party.

The President may assign a Commissioner to deal with industrial disputes relating to particular industries, or members of the Commission to deal with a particular industrial dispute. However, subject to the approval of the President, it is the duty of the Senior Commissioner to organize and allocate the work of the Commissioners and Conciliators.

When an industrial dispute occurs or is likely to occur, a Commissioner shall take steps for the prompt prevention or settlement of that dispute by conciliation or, if in his opinion conciliation is unlikely to succeed or has failed, by arbitration. A Commissioner may arrange with the Senior Commissioner for a Conciliator to assist the parties to reach an amicable agreement and shall do so if the parties so request. If an agreement is reached, a memorandum of its terms shall be made in writing, and may be certified by the Commission. A certified memorandum shall have the same effect as an award.

The Commission in Presidential Session, that is, the Commission constituted by at least three presidential members nominated by the President and not otherwise, is empowered to deal with making awards, or certifying agreements, in so far as they concern standard hours, basic wages, and long service leave.

Upon application by a party to an industrial dispute, a Commissioner shall consult with the President as to whether in the public interest the dispute or part of it should be dealt with by a Commission consisting of not less than three members nominated by the President, at least one of whom shall be a presidential member and one, where practicable, the Commissioner concerned. The President may direct the Commission to hear the dispute or a part of the dispute. However, after consideration the Commission may refer the dispute or a part of it back for determination by the Commissioner originally dealing with the dispute. The Commission will then hear and determine any part of the dispute it has not referred back to the Commissioner.

An appeal against the decision of a Commissioner shall be heard by not less than three members nominated by the President, of whom at least two are presidential members of the Commission. However, an appeal will not be heard unless the Commission considers it is necessary as a matter of public interest.

Provision is also made in the Act for a presidential member of the Commission to deal with industrial matters in connexion with the Maritime Industries, Snowy Mountains Area, and Stevedoring Industry, except in those matters for which the Act requires that the Commission shall be constituted by more than one member.

Standard Hours of Work

General

In the fixation of weekly wage rates most industrial tribunals prescribe the number of hours constituting a full week's work for the wage rates specified. In 1914 the 48-hour week was the recognized standard working week for most industries.

In 1927, the Commonwealth Court of Conciliation and Arbitration granted a 44-hour week to the Amalgamated Engineering Union and intimated that this reduction in standard hours of work would be extended to industries operating under conditions similar to those in the engineering industry. However, the economic depression delayed the extension of the standard 44-hour week until improvement in economic conditions made possible a general extension to employees under Commonwealth awards.

40-hour Week

Soon after the end of the Second World War, applications were made to the Commonwealth Court of Conciliation and Arbitration for the introduction of a 40-hour week. The judgment, given on 8th September, 1947, granted the reduction to 40 hours from the start of the first pay period in January, 1948. In Victoria, the Wages Board

met and incorporated the shorter working week in their determinations. From the beginning of 1948 practically all employees in Australia whose conditions of labour were regulated by industrial authorities had the advantages of a standard working week of 40 hours or, in certain cases, less.

In the 1952-53 Basic Wage and Standard Hours Inquiry, the employers sought an increase in the standard hours of work per week claiming it to be one of the chief causes of inflation*. The Court found that the employers had not proved that the existing economic situation called for a reduction of general standards in the matter of the ordinary working week.

Average Weekly Hours of Work

The number of hours constituting a full week's work (excluding overtime) differs in some instances between various trades and occupations and between the same trades and occupations in the several States. The particulars of weekly hours of work given in the following tables relate to all industrial groups except rural, shipping, and stevedoring. These groups are excluded because for earlier years the hours of work for some of the occupations included were not regulated either by awards or determinations of industrial tribunals or by legislation. As a result, the necessary particulars for the computation of average working hours for these groups are not available.

VICTORIA—WEIGHTED AVERAGE STANDARD WEEKLY HOURS OF WORK : ADULT MALES : INDUSTRIAL GROUPS

Industrial Group‡	Hours of Work			Index Numbers (Base : Australia : 1954 = 100†)		
	At End of Quarter—			At End of Quarter—		
	31st March, 1939	31st March, 1948	31st December, 1961	31st March, 1939	31st March, 1948	31st December, 1961
Mining and Quarrying ..	44.34	40.52	40.00	111.0	101.4	100.1
Manufacturing ..	44.19	40.05	39.99	110.6	100.2	100.1
Building and Construction ..	44.18	40.00	40.00	110.6	100.1	100.1
Railway Services ..	43.96	39.97	39.96	110.0	100.0	100.0
Road and Air Transport ..	46.70	40.10	40.00	116.9	100.4	100.1
Communication ..	44.00	40.00	40.00	110.1	100.1	100.1
Wholesale and Retail Trade Public Authority (n.e.i.) and Community and Business Services ..	45.47	40.11	40.00	113.8	100.4	100.1
Amusement, Hotels, Personal Service, &c. ..	42.75	38.93	38.93	107.0	97.4	97.4
	45.35	40.04	40.00	114.7	100.2	100.1
All Industrial Groups‡ ..	44.46	40.03	39.97	111.3	100.2	100.0

* Commonwealth Arbitration Reports, Vol. 77, page 505.

† Base : Weighted average for Australia 1954=100.

‡ Excludes Rural and Shipping and Stevedoring.

VICTORIA—WEIGHTED AVERAGE STANDARD WEEKLY HOURS OF WORK : ADULT FEMALES : INDUSTRIAL GROUPS*

Industrial Group	Hours of Work	Index Numbers (Base : Australia : 1954 = 100†)
Engineering, Metal Works, &c.	39·87	100·5
Textiles, Clothing, and Footwear	40·00	100·8
Food, Drink, and Tobacco	40·00	100·8
Other Manufacturing	39·94	100·7
All Manufacturing Groups	39·97	100·8
Transport and Communication	37·94	95·6
Wholesale and Retail Trade	40·00	100·8
Public Authority (n.e.i.) and Community and Business Services	39·25	98·9
Amusement, Hotels, Personal Service, &c.	39·94	100·7
All Industrial Groups	39·81	100·4

* The above weighted average standard weekly hours and index numbers are applicable to 31st March, 1951, and to the end of each subsequent quarter to 31st December, 1961, as there has been no change in weighted average standard hours for females during this period.

† See footnotes on previous page.

Industrial Disputes

The collection of information relating to industrial disputes involving stoppage of work was initiated by the Commonwealth Statistician in 1913 and figures have been published regularly ever since.

The following tables give statistics of the numbers of industrial disputes and workers involved, and numbers of working days lost. The figures are given as averages over a period of years and annual totals are shown from 1957 onwards. Particulars of all disputes in progress during the year are included in the annual figures whether the dispute commenced in that year or was in progress at the beginning of the year. Consequently, details of "the number of disputes" and "workers involved" in disputes which commenced in any year and were still in progress during the following year will be included in the figures for both years.

VICTORIA—INDUSTRIAL DISPUTES*

Period	Number of Disputes	Number of Workers Involved			Number of Working Days Lost
		Directly	Indirectly†	Total	
Ten Year Averages—					
1932-41	15	7,248	476	7,724	74,277
1942-51	31	30,388	2,023	32,411	254,823
1952-61	64	46,095	1,422	47,517	88,375
Five Year Averages—					
1952-56	56	47,608	2,048	49,656	111,857
1957-61	72	44,581	797	45,378	64,893
Annual Totals—					
1957	47	8,728	453	9,181	13,444
1958	66	45,594	1,124	46,718	99,855
1959	60	31,134	1,107	32,241	35,890
1960	98	86,002	2	86,004	102,805
1961	91	51,447	1,300	52,747	72,471

* Refers only to disputes involving a stoppage of work of ten man-days or more.

† Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the disputes.

VICTORIA—INDUSTRIAL DISPUTES* : INDUSTRIAL GROUPS

Year	Mining and Quarrying	Manufacturing	Building and Construction	Transport		Other Groups	All Groups	
				Stevedoring	Other			
NUMBER OF DISPUTES								
1957	19	7	14	6	1	47
1958	27	11	16	8	4	66
1959	31	3	18	7	1	60
1960	28	20	36	10	4	98
1961	44	19	23	3	2	91
WORKERS INVOLVED								
1957	1,967	1,347	5,090	727	50	9,181
1958	5,836	1,637	38,048	783	414	46,718
1959	8,090	252	10,788	13,007	104	32,241
1960	7,584	4,032	41,065	29,241	4,082	86,004
1961	31,438	8,178	9,532	554	3,045	52,747
WORKING DAYS LOST								
1957	8,622	1,441	1,212	2,154	15	13,444
1958	32,858	17,390	44,481	4,585	541	99,855
1959	25,410	1,169	4,962	4,032	317	35,890
1960	8,736	13,044	60,819	15,040	5,166	102,805
1961	34,367	24,044	10,624	376	3,060	72,471
ESTIMATED LOSS IN WAGES								
(£)								
1957	29,894	4,433	4,246	6,945	58	45,576
1958	112,468	52,592	155,688	17,960	1,638	340,346
1959	94,143	5,632	18,137	12,853	675	131,440
1960	33,227	63,265	243,209	42,425	14,991	397,117
1961	130,397	118,705	42,506	2,457	10,680	304,745

* Refers only to disputes involving a stoppage of work of ten man-days or more.

Labour Organizations

Registration

(1) *Under Trade Union Acts.*—The Commonwealth Year Book of 1953 (No. 39, p. 448) gives some information on the registration of trade unions under the Trade Union Acts. In general, this section indicates that the available information is inadequate for statistical purposes.

(2) *Under Victorian State Industrial Legislation.*—In 1884, the Victorian Parliament passed a Trade Union Act, based on an English Act of three years earlier, but the unions refused to register under it and the Act was amended in 1886. The *Trade Unions Act 1958* still makes provision for registration on compliance with certain standards. Registration gives a trade union a corporate identity and legal status for the purpose of engaging in strikes. However, registration has never been compulsory and few unions have sought the provisions of the legislation.

(3) *Under the (Commonwealth) Conciliation and Arbitration Act.*—Under Part VIII. of the *Conciliation and Arbitration Act 1904–1961*, any association of employers in any industry who have, or any employer who has employed, on an average taken per month, not less than 100 employees during the six months preceding application for registration, or any association of not less than 100 employees in any industry, may be registered. Under the Public Service Arbitration Act an association of less than 100 employees may be registered as an organization, provided that its members comprise at least three-fifths of all persons engaged in that industry in the Service. Such Public

Service organizations are included in the figures shown below. Registered unions include both interstate associations and associations operating within one State only. Registration under Commonwealth legislation began in 1906. At the end of 1961, the number of employers' organizations registered under the provisions of the Conciliation and Arbitration Act was 64. The number of unions of employees registered at the end of 1961 was 154, with a membership of 1,529,315 representing 81 per cent. of the total membership of all trade unions in Australia.

Particulars Regarding Trade Unions

(1) *Types*.—The trade unions in Australia are very diverse in character, and range from the small independent association to the large interstate organization which, in its turn, may be a branch of an international body. Broadly speaking, there are four distinct classes of labour organizations: (a) the local independent; (b) the State; (c) the interstate; and (d) the Australasian or international. However, a number of variations occur from each of these classes and the schemes of organization of interstate or federated unions vary greatly in character. In some unions, the State organizations are bound together under a system of unification with centralized control, while in others the State units are practically independent and self-governing, the federal bond being loose and existing only for one or two specified purposes.

(2) *Number, Membership, and Proportion of Wage and Salary Earners*.—Returns showing membership by States as at 31st December each year are obtained for all trade unions and employee organizations. The affairs of single organizations are not disclosed in the published results and this has assisted in securing complete information. In addition to the number of unions and of members, the following table shows the estimated percentages of wage and salary earners in employment who are members of trade unions. As current estimates of wage and salary earners in employment do not include employees engaged in rural industry or females in private domestic service, the percentages have been calculated on figures obtained by adding to the end-of-year estimates the number of employees in rural industry and females in private domestic service recorded at the Census of 30th June, 1954. For this reason, and also because the membership of trade unions includes some persons not in employment, the percentages shown in the table must be regarded as approximations.

VICTORIA—TRADE UNIONS

Year	Number of Separate Unions	Number of Members			Proportion of Total Wage and Salary Earners		
		Male	Female	Total	Male	Female	Total
1957	162	356,223	86,817	443,040	%	%	%
1958	161	355,272	88,878	444,150	57	34	50
1959	159	369,169	92,145	461,314	58	34	51
1960	157	381,147	98,097	479,244	58	35	51
1961	156	385,797	100,963	486,760	60	37	53

(3) *Classification in Industrial Groups.*—The following table shows the number of unions and membership classified by industrial groups at the end of each of the years 1960 and 1961 :—

VICTORIA—TRADE UNIONS : INDUSTRIAL GROUPS

Industrial Group	1960		1961	
	No. of Unions	No. of Members	No. of Unions	No. of Members
Agriculture, Grazing, &c. ..	2	10,066	2	9,962
Manufacturing—				
Engineering, Metal Works, &c. ..	10	74,744	10	76,007
Textiles, Clothing, and Footwear ..	5	50,451	5	47,374
Food, Drink, and Tobacco ..	14	23,022	14	23,059
Sawmilling, Furniture, &c. ..	3	11,202	3	10,455
Paper, Printing, &c. ..	6	17,463	6	17,389
Other Manufacturing ..	15	33,540	15	30,148
Total Manufacturing ..	53	210,422	53	204,432
Building and Construction ..	10	35,001	10	39,015
Railway and Tramway Services ..	5	27,686	5	25,920
Road and Air Transport ..	7	16,731	7	17,710
Shipping and Stevedoring ..	7	7,624	7	7,628
Banking, Insurance, and Clerical ..	10	26,756	10	28,022
Wholesale and Retail Trade ..	3	17,614	3	17,074
Public Administration * ..	37	76,887	37	82,949
Amusement, Hotels, Personal Service, &c. ..	8	15,259	8	15,218
Other Industries† ..	15	35,198	14	38,830
Total	157	479,244	156	486,760

* Includes Communication and Municipal, &c.

† Includes Mining and Quarrying and Professional Services.

Central Labour Organizations

Delegate organizations consisting of representatives from a group of trade unions have been established in each of the capital cities and in a number of industrial centres elsewhere. Their revenue is raised by means of a *per capita* tax on the members of each affiliated union. In most of the towns where such central organizations exist, the majority of the local unions are affiliated with the central organization, which is usually known as the Labour or the Trades Hall Council.

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated with them for Victoria at the end of each of the years 1959 to 1961 :—

VICTORIA—CENTRAL LABOUR ORGANIZATIONS

Organization	1959	1960	1961
Number of Councils	9	9	9
Number of Unions and Branch Unions Affiliated	284	289	278

The figures given in the preceding table concerning the number of unions do not necessarily represent separate unions, since the branches of a large union may be affiliated with the local trades councils in the several towns in which they are represented.

A central labour organization, now called the Australian Council of Trade Unions, came into being during 1927. The Council was created to function on behalf of the trade unions of Australia, and was founded at an All-Australian Trade Union Congress held in Melbourne in May, 1927. The A.C.T.U. consists of affiliated unions and affiliated Metropolitan and/or State Labour Councils and Provincial Councils. The Metropolitan or State Labour Council in each State is the State Branch of the A.C.T.U. and has the right to appoint one representative to act on the executive of the Council. In addition to the representatives of the State Branches of the A.C.T.U. six delegates are elected by and from Congress, one from each of the following industry groups of unions :—Building, Food and Distributive Services, Manufacturing, Metal, Services and Transport. To this Executive are added the four officers, namely, President, two Vice-Presidents and Secretary, who are elected by and from the Australian Congress of Trade Unions.

The objectives of the A.C.T.U. are the socialization of industry, i.e., production, distribution, and exchange, and the utilization of the resources of Australia for the benefit of the people—ensuring full employment, with rising standards of living, security, and full cultural opportunities for all. The methods to be adopted are the closer organization of the workers by the transformation of the Australian trade union movement from a craft to an industrial basis, by grouping of unions in their respective industries, and by the amalgamation of unions in order to establish one union in each industry ; the consolidation of the Australian Labour Movement with the object of unified control, administration, and action ; the centralized control of industrial disputes ; educational propaganda among unions ; and political action to secure satisfactory working class legislation.

The A.C.T.U. was the first interstate body in Australia with authority to deal with industrial matters of an interstate character affecting the trade union movement generally. It is also the body responsible for submitting to the Commonwealth Government the names of persons suitable for selection as the Australian workers' delegate to the annual International Labour Conference.

Between the trade union and the central organization of unions may be classed certain State or district councils organized on trade lines and composed of delegates from separate unions whose members' interests are closely connected because of their occupations. Delegate councils of bakers, bread carters, and mill employees, or of unions connected directly or indirectly with the iron, steel, or brass trades, or with the building trades, may be so classed.

Industrial Safety

Introductory

Industrial accidents first began to occur in large numbers during last century when the revolution in industrial techniques began to make possible large-scale mechanical production with the factory as the production unit. Conditions in some factories were so unsafe and unhealthy that they gave rise to demands for social reform through remedial legislation. This was the course of events in Great Britain and the early Victorian legislation followed the British pattern—Factories Acts prescribing certain minimum physical standards and requirements in factories, and providing for the appointment of Government inspectors to ensure that those requirements were met.

The first Factories Act dealing with industrial safety in Victoria was that of 1885, which provided for the registration of factories and required that they be supplied with adequate ventilation, sanitation, and fire escapes, &c. It also provided that dangerous machinery should be guarded and that Inspectors of Factories and Shops be appointed. Subsequently, a Department of Labour was established and much additional legislation enacted. Several departments and authorities now have particular statutory responsibilities for particular aspects of industrial safety, but the general responsibility lies with the Department of Labour and Industry through the *Labour and Industry Act 1958*, and associated legislation.

Safety Regulation and Inspection

The most important Acts and Regulations touching industrial safety are set out below, with reference to the administrative authority responsible in each case.

(1) *Department of Labour and Industry.* Under the *Labour and Industry Act 1958*, the Minister has a general responsibility for measures relating to industrial safety, health, and welfare. The Act and Regulations require that factory building plans be approved by the Department and that factories be registered; for these purposes standards of accommodation, ventilation, lighting, sanitation, fire escapes, fire services and such like are prescribed. The use of certain dangerous or injurious processes, or the employment of females or children thereon, is prohibited. Dangerous parts of machinery used in factories or in building construction, and of stationary power-driven machinery used on any land, are to be guarded and in some cases specific guards are prescribed. The use or operation of certain types of equipment is restricted. First-aid equipment is to be maintained and lost-time accidents are to be reported to the Department and are subject to investigation. Offenders against the law are liable to be prosecuted. The field work is carried out by the Factories and Shops Inspectorate.

The installation and use of mechanical lifting gear is subject to particular detailed control under the *Lifts and Cranes Act 1958*, and a Lifts and Cranes Inspectorate has been established for the purpose.

(2) *Department of Mines.* The safe working of mines (including quarries and sand pits) and mining machinery is the subject of regulation under the *Mines Act 1958*, and inspection by the Mines and Machinery Inspectorate. The *Boilers Inspection Act 1958*, requires the certification of steam boilers and air and gas receivers, regulates their use, and provides for regular inspection by the Boilers and Pressure Vessels Inspectorate.

(3) *Department of Chief Secretary.* The *Workers Compensation Act 1958*, establishes the Workers Compensation Board and the State Accident Insurance Office (both referred to on pages 450 to 452 and 712–713 of this Year Book). The *Explosives Act 1958*, regulates the manufacture, transport, storage, and sale of explosives and provides for the investigation of explosions. There is an Explosives Inspectorate for this purpose.

(4) *Department of Health.* Under the *Health Act 1958*, the Division of Industrial Hygiene is concerned with the regulation of the use of poisonous and deleterious substances, the control of harmful gases, &c., and generally with the medical and chemical aspects of industrial health.

(5) *Department of Local Government.* Under the *Local Government Act 1958*, the Uniform Building Regulations prescribe standards of building construction, some of which relate to safety, and other regulations prescribe conditions for the storage of inflammable oils. These are administered by municipal councils. The *Local Government (Scaffolding Inspection) Act 1960*, established a Scaffolding Regulations Committee to supervise the inspection of scaffolding by municipal inspectors, specifications for scaffolding and gear being prescribed by regulation under the Act.

(6) *State Electricity Commission.* Under the *State Electricity Commission Act 1958*, there are Electric Wiring Rules regulating electrical installations, which are subject to supervision by S.E.C. inspectors. Also, certain types of equipment are subject to approval by the Electrical Approvals Board.

Safety Promotion and Education Governmental Authorities

Legislative regulation and inspection aim at securing minimum safety conditions in particular fields. Promotional and educational activities aim at inducing all concerned to strive for maximum safety conditions. The Department of Labour and Industry and other governmental authorities have pursued such activities for many years, but in recent years they have been given much more prominence.

Following the report in 1958 of the Board of Inquiry appointed by the Government to inquire into industrial accidents, the Government decided to establish within the Department of Labour and Industry a small unit (the Industrial Safety Bureau) through which the Department's safety promotional, advisory, and educational services could be developed. The Bureau was established in 1960 and now provides a technical reference library, a lecture and film service, a safety training service, and other facilities. This work is done in conjunction with the Factories and Shops Inspectorate.

The Industrial Safety Advisory Council Act 1960, provided for the appointment of a representative council to act in a consultative capacity to the Minister. The Council was established at the end of 1960; one result of its work during 1961 was the establishment by the building industry of a safety training programme for that industry.

In 1960 the Education Department established a Technical Schools Safety Advisory Committee and the following year launched an industrial safety programme in all technical schools.

Voluntary Agencies

For some years the Standards Association of Australia, through its Safety Standards Co-ordinating Committee, has been engaged in the production of standards in the safety field. Standards published in 1960 included those on Woodworking Machinery and Respiratory Protection, and in 1961 that on Industrial Safety Helmets.

The National Safety Council has been active for some years in industrial safety promotional work and during 1960 greatly expanded these activities, following the formation of an advisory committee of industrialists. The Council now provides services such as posters, lectures, training courses, plant surveys, &c.

The Safety Engineering Society was established in Victoria some years ago as an association of professional safety officers, and branches have now been formed in several States.

The Department of Labour and Industry has sponsored the formation of District Safety Groups in major industrial areas of Melbourne. A group has existed in Footscray for some years; during 1960 groups were established in Port Melbourne-South Melbourne, Richmond-Collingwood, and Dandenong districts; during 1961, a group was established in the northern suburbs.

Industrial Safety Conventions

The first industrial safety convention in Melbourne was held in 1956. The Government then undertook the sponsorship of such conventions as a standing responsibility and further conventions were held in Melbourne in 1958 and in 1960, and in Geelong in 1961. The 1960 convention lasted for 2½ days at the University of Melbourne; 38 sessions were held and 2,528 delegates attended one or more sessions. Also during 1961, the Education Department held a convention for technical school principals, and the Commonwealth Government held a national convention in Canberra.

Industrial Accidents

In order to obtain, for the first time, official statistics on industrial accidents in Victoria, the Regulations under the Workers Compensation Act were amended in 1957 to require insurers to submit to the Government Statist a report on each claim for workers compensation when the claim closed, or at the expiry of three years if the claim was still unclosed at the end of that time. It was decided to restrict the collection in the initial years to fatal cases, and to those in which the worker was incapacitated for a period of one week or more.

The tables which follow in this section have been confined to accidents involving males and provide a summary of the results of the collection during the years 1957-58 to 1959-60. Similar information in respect of females is available but has not been included in this Year Book because of the small number involved—3,519 non-fatal accidents to females in 1959-60. Because of the method of collection used, the tables are also subject to certain restrictions and qualifications which may be summarized as follows:—

- (a) Although the term "Industrial Accident" is used, the collection actually represents claims for workers compensation, and is subject to the limitations expressed by the Workers Compensation Act, e.g., persons in Commonwealth employment are excluded from the provisions of the Act.
- (b) The Act excludes from the definition of "Worker" any person employed whose remuneration exceeds £2,000 per annum. Although some employers do insure against liability for employees whose income exceeds that amount, it is not mandatory to do so, and consequently some employees in this category will not be included in the tabulations.
- (c) Self-employed persons are also excluded from the provisions of the Act, and consequently industrial accidents occurring to them will not appear in the statistics. This is likely to have greatest effect when considering figures for rural industries.
- (d) The Act provides for compensation for injury arising on the journey to or from employment, or during a recess period. Although reports of such claims have been received, they are excluded from the tables.
- (e) The 1946 Amendment to the Act, which provided compensation for any injury (or disease) arising out of or in the course of employment, removed to a large degree the necessity of proving a causal connexion between the employment and the injury (or disease), and as a result many more disease claims were made compensable. In an effort to provide, as reliably as possible, statistics on "accidents", i.e., those events about which some specific preventive or remedial action may be taken, all disease claims have been excluded from the tables.
- (f) It is realized that the most desirable tabulations would analyze accidents by year of occurrence but this, of course, would mean that figures would be at least three years in arrears. At a later date it is intended to analyze the relationship between the date of occurrence and the date of reporting, so that approximate conversions from one tabulation to the other can be made by research workers.

The following table shows the number of fatal and non-fatal industrial accidents to males in each industry group for each of the years 1957-58 to 1959-60 :—

VICTORIA—NUMBER OF INDUSTRIAL ACCIDENTS TO MALES, BY INDUSTRY GROUP

Industry Group	Number of Accidents					
	1957-58		1958-59		1959-60	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
Primary	2	1,918	2	1,836	4	1,873
Mining	1	432	2	438	1	259
Manufacturing	8	15,004	4	14,156	7	13,944
Electricity	1	285	..	373	1	406
Building	1	3,632	..	4,209	6	4,096
Transport and Communication .. .. .	..	1,717	..	1,757	1	1,701
Commerce	3	3,166	2	3,241	3	3,334
Public Authorities	1	1,024	1	1,271	..	1,215
Amusements	1	672	1	634	..	723
Other	3	3,376	3	4,429	4	5,188
Total	21	31,226	15	32,344	27	32,739

The following table shows the period of incapacity and the cost of claims incurred through non-fatal industrial accidents to males in each industry group for each of the years 1957-58 to 1959-60 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : PERIOD OF INCAPACITY AND COST OF CLAIMS, BY INDUSTRY GROUP

Industry Group	Period of Incapacity (Weeks)			Cost of Claims (£'000)		
	1957-58	1958-59	1959-60	1957-58	1958-59	1959-60
Primary	8,416	8,136	9,746	168	145	204
Mining	3,125	2,070	1,320	66	52	44
Manufacturing	63,762	53,567	52,518	1,544	1,706	1,288
Electricity	1,098	1,365	1,459	21	23	25
Building	14,655	17,461	17,201	331	381	442
Transport and Communication	7,349	6,457	6,384	146	118	128
Commerce	11,001	11,438	11,684	231	207	250
Public Authorities	4,150	5,271	4,826	81	101	96
Amusements	4,030	3,075	3,366	63	54	56
Other	14,889	16,589	19,631	339	318	436
Total	132,475	125,429	128,135	2,990	3,105	2,969

The following table shows the number of non-fatal industrial accidents to males, by accident factor and industry group, for the year 1959-60 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY ACCIDENT FACTOR, 1959-60

Industry Group	Accident Factor								Total	
	Machinery	Vehicles	Electricity, &c.*	Harmful Substances	Falls	Stepping on Objects†	Falling Objects‡	Handtools§		Other and Unspecified
Primary	164	119	38	7	332	71	726	219	197	1,873
Mining	20	13	3	..	38	4	156	23	2	259
Manufacturing ..	2,369	172	513	105	2,334	691	6,505	989	266	13,944
Electricity ..	14	12	15	4	114	19	170	44	14	406
Building	296	108	78	15	1,109	228	1,767	413	82	4,096
Transport and Communication ..	80	114	4	1	489	77	849	51	36	1,701
Commerce	222	123	62	13	684	165	1,391	568	106	3,334
Public Authorities ..	56	79	26	3	299	65	537	107	43	1,215
Amusements	35	18	42	4	174	37	198	46	169	723
Other	281	359	129	8	1,473	252	2,109	382	195	5,188
Total	3,537	1,117	910	160	7,046	1,609	14,408	2,842	1,110	32,739

* Includes explosions, flames and hot substances.

† Includes striking against objects.

‡ Includes strain in handling, struck by objects.

§ Includes power-operated.

The following table shows the number of non-fatal industrial accidents to males, by industry group and site of injury, for the year 1959-60 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY SITE OF INJURY, 1959-60

Industry Group	Site of Injury									Total
	Head	Eye	Neck	Trunk	Arm	Hand	Leg	Foot	Un-specified	
Primary	71	44	13	403	272	476	417	172	5	1,873
Mining	12	6	3	70	28	65	44	31	..	259
Manufacturing ..	349	366	78	3,410	1,565	4,887	1,726	1,556	7	13,944
Electricity	12	7	5	129	63	82	73	35	..	406
Building	149	78	34	1,078	505	1,056	722	465	9	4,096
Transport and Communication ..	70	20	17	555	230	270	349	185	5	1,701
Commerce	95	62	16	840	412	1,160	504	241	4	3,334
Public Authorities ..	23	25	12	405	165	285	196	104	..	1,215
Amusements	44	6	12	166	124	169	153	48	1	723
Other	221	122	36	1,563	563	970	1,155	554	4	5,188
Total	1,046	736	226	8,619	3,927	9,420	5,339	3,391	35	32,739

The following table shows the number of non-fatal accidents to males by industry group and type of injury, for the year 1959-60 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY TYPE OF INJURY, 1959-60

Industry Group	Type of Injury									
	Contusions, &c.	Burns	Bone Fractures	Dislocations	Sprains and Strains	Amputations	Concussion	Internal Injury	Other and Unspecified	Total
Primary ..	897	49	312	21	531	25	25	7	6	1,873
Mining ..	116	4	55	2	76	3	2	..	1	259
Manufacturing ..	6,569	707	1,938	96	4,232	259	78	22	43	13,944
Electricity ..	157	21	53	5	166	1	2	..	1	406
Building ..	1,872	118	601	36	1,390	49	21	2	7	4,096
Transport and Communication	706	7	242	15	700	7	16	3	5	1,701
Commerce ..	1,652	88	367	42	1,118	26	25	5	11	3,334
Public Authorities	472	30	177	18	490	18	4	3	3	1,215
Amusements ..	254	49	178	11	206	3	12	4	6	723
Other ..	2,126	150	689	62	2,034	42	56	12	17	5,188
Total ..	14,821	1,223	4,612	308	10,943	433	241	58	100	32,739

The table which follows shows the number of non-fatal industrial accidents to males, by accident factor and site of injury, for the year 1959-60 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : ACCIDENT FACTOR* BY SITE OF INJURY, 1959-60

Accident Factor	Site of Injury									
	Head	Eye	Neck	Trunk	Arm	Hand	Leg	Foot	Un-specified	Total
Machinery ..	96	160	9	193	294	2,462	159	164	..	3,537
Vehicles ..	137	5	17	217	173	189	253	119	7	1,117
Electricity, &c. ..	90	38	5	33	156	269	116	195	8	910
Harmful Substances	16	42	1	6	21	43	12	19	..	160
Falls ..	228	4	93	1,931	1,170	477	2,723	406	14	7,046
Stepping on Objects	88	13	7	138	309	366	448	239	1	1,609
Falling Objects ..	270	270	73	5,588	1,355	3,754	1,118	1,978	2	14,408
Handtools ..	40	71	4	291	310	1,648	264	214	..	2,842
Other and Un-specified ..	81	133	17	222	139	212	246	57	3	1,110
Total ..	1,046	736	226	8,619	3,927	9,420	5,339	3,391	35	32,739

* For footnotes see page 448.

The table which follows shows the age groups of males involved in non-fatal industrial accidents, by accident factor, for the year 1959-60 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : ACCIDENT FACTOR* BY AGE GROUP, 1959-60

Accident Factor	Age Group (Years)						Total
	Under 20	20-29	30-39	40-49	50-59	60 and over	
Machinery	440	1,013	822	667	417	178	3,537
Vehicles	102	298	292	206	163	56	1,117
Electricity, &c.	90	281	220	185	94	40	910
Harmful Substances	10	40	40	43	20	7	160
Falls	412	1,540	1,811	1,620	1,148	515	7,046
Stepping on Objects	121	392	428	341	227	100	1,609
Falling Objects	898	3,404	3,906	3,254	2,184	762	14,408
Handtools	339	866	765	482	286	104	2,842
Other and Unspecified	139	310	245	201	145	70	1,110
Total	2,551	8,144	8,529	6,999	4,684	1,832	32,739

* For footnotes see page 448.

Workers Compensation

The first Workers Compensation legislation in Victoria was passed in 1914 to give certain industrial workers and their dependants the right to claim limited compensation from their employer, without proof of negligence or breach of statutory duty by the employer, in respect of accidental injuries sustained by them arising out of and in course of their employment.

Since the passing of the original legislation the class of persons entitled to benefit, the scope of employment, the types of injuries included, and the extent of the benefits have all been greatly widened by frequent amendments, which were consolidated by the *Workers Compensation Act 1958*.

Since 1946, compensation has been payable for injuries arising out of or in the course of employment, thus removing from the worker the onus of proof of a causal connection between the employment and the injury.

As the law now stands, all workers whose remuneration does not exceed £2,000 a year, excluding overtime, are included, and such workers are also protected whilst travelling to and from work and

during recess periods. Injuries also include the aggravation or acceleration of diseases which in themselves are unassociated with the employment, in addition to employment diseases. The extent of the benefits is seen from the following summary :—

- (1) Where death results from the injury: if the worker leaves a widow or any children under sixteen years of age or any dependant wholly dependent on his earnings—the sum of £2,240 plus £80 for each such child. If the worker leaves dependants only partially dependent on his earnings, the amount of compensation shall be such sum (not exceeding £2,240) as is awarded by the Workers Compensation Board.
- (2) Where total incapacity for work results from the injury : the compensation for total incapacity of an adult worker is a weekly payment during incapacity of £8 16s. in respect of the worker plus £2 8s. for his wife or relative standing in *loco parentis* to the children if the wife or relative is wholly or mainly dependent on the earnings of the worker, plus 16s. for each dependent child under sixteen years of age.

The total weekly payment in respect of the worker, his wife and children is limited to his average weekly earnings or £12 16s. per week whichever is the lesser and the whole amount payable is limited to £2,800 unless the Workers Compensation Board otherwise determines.

- (3) Costs of medical, hospital, and other services : in addition to compensation payable for death or for incapacity, the employer is liable to pay the reasonable costs of all medical, hospital, and other treatment services necessitated through the injury, to an unlimited amount.

Compulsory Insurance

It is obligatory on every employer (with the exception of certain schemes approved by the Board) to obtain from the State Accident Insurance Office, or from an insurance company approved by the Governor in Council, a policy of accident insurance for the full amount of his liability under the Act. The number of approved insurance companies at 30th June, 1961, was 129.

Insurers, and employers for whom a certificate of a Scheme of Compensation is in force, are required to furnish a statistical return to the Government Statist annually, and the following table shows

details of Workers Compensation business transacted during each of the years 1956-57 to 1960-61 :—

VICTORIA—WORKERS COMPENSATION BUSINESS

Year	Wages on Which Premiums Were Charged	Gross Premiums Received, less Adjustments	New Claims Arising during Year		Claims Paid during Year	Claims Outstanding at End of Year
			Fatal	Non-fatal		
	£'000				£'000	
1956-57 ..	674,345	10,115	512	164,579	6,502	7,362
1957-58 ..	698,177	12,443	586	174,168	7,374	9,266
1958-59 ..	741,000	13,253	578	184,902	7,765	11,045
1959-60 ..	812,146	13,670	669	186,136	8,540	12,099
1960-61 ..	919,189	14,461	573	193,598	9,030	12,756

The amount paid in claims during 1960-61, viz., £9,030,256, was allocated as follows :—

A. Under Workers Compensation Act—

(a) Compensation—

	£	£
1. Weekly Compensation ..	3,421,220	
2. Lump Sum—Death ..	1,245,614	
3. Lump Sum—Maim ..	1,247,153	
		5,913,987

(b) Medical, &c., Services—

1. Doctor	1,190,307	
2. Hospital	607,956	
3. Chemist or Registered Nurse ..	75,414	
4. Ambulance	44,195	
5. Other Curative, &c., Services ..	124,410	
		2,042,282

(c) Legal Costs, &c. 445,951

B. Under Other Acts and at Common Law, Damages, &c.

628,036

Total .. 9,030,256

Figures for premiums and claims in this table differ somewhat from those shown on pages 708 to 710 of the Finance section of the Year Book. In that section Schemes of Compensation are not included and the figures shown do not always relate strictly to the financial year, as some insurance companies close their books at other times. With regard to claims paid, the Finance section refers to claims paid during the period, plus claims outstanding at the end of the period, less outstanding claims at the beginning.

Apprenticeship Commission

Under the *Apprenticeship Act 1928*, which was proclaimed on 8th May, 1928, an Apprenticeship Commission was appointed to administer the Act and to supervise apprenticeship in trades proclaimed as apprenticeship trades.

The proclaimed apprenticeship trades and the number of probationers and apprentices employed under the Act on 30th June in each of the years 1957 to 1961 are shown in the following table. These figures are extracted from the Annual Reports of the Apprenticeship Commission of Victoria.

VICTORIA—NUMBER OF PROBATIONERS AND APPRENTICES EMPLOYED*

Trade	1957	1958	1959	1960	1961
BUILDING TRADES					
Plumbing and Gasfitting	1,745	1,788	1,800	1,785	1,860
Carpentry and Joinery	2,236	2,323	2,329	2,324	2,153
Painting, Decorating, and Signwriting ..	303	346	380	368	340
Plastering	58	75	74	60	55
Fibrous Plastering	235	256	280	285	263
Bricklaying	125	149	131	122	126
Total Building, &c. ..	4,702	4,937	4,994	4,944	4,797
METAL TRADES					
Engineering	2,693	2,763	2,808	3,038	3,083
Electrical	2,163	2,157	2,126	2,125	2,290
Motor Mechanic	2,433	2,356	2,413	2,477	2,557
Moulding	105	123	121	105	103
Boilermaking and/or Steel Construction	354	408	436	459	527
Sheet Metal	202	226	234	245	269
Electroplating	12	13	12	13	7
Aircraft Mechanic	93	86	82	71	81
Radio Tradesman	146	157	208	224	227
Instrument Making	57	58	61	66	81
Silverware and Silverplating	12	14	10	4	5
Vehicle Industry	603	688	820	878	972
Refrigeration Mechanic	37	46	64	81	100
Total Metal Trades ..	8,910	9,095	9,395	9,786	10,302
FOOD TRADES					
Breadmaking and Baking	53	45	55	59	54
Pastrycooking	85	87	85	88	82
Butchering and/or Small Goods Making ..	738	808	881	851	765
Cooking	27	23	23	34	37
Total Food Trades ..	903	963	1,044	1,032	938
MISCELLANEOUS					
Bootmaking	413	486	442	374	387
Printing	1,114	1,185	1,265	1,332	1,436
Hairdressing	812	865	1,027	1,299	1,430
Dental Mechanic	28	26	28	26	28
Watchmaking	31	31	34	26	23
Furniture	487	502	511	559	513
Total Miscellaneous ..	2,885	3,095	3,307	3,616	3,817
Total	17,400	18,090	18,740	19,378	19,854

* At 30th June.

Factories and Shops

Labour Legislation

The earliest attempt at regulating the conditions of labour in Victoria was made by the passing of an Act dated 11th November, 1873, forbidding the employment of any female in a factory for more than eight hours in any day. This Act defined "factory" to be a place where not fewer than ten persons were working. Since 1873 the definition of "factory" has been broadened until now it includes any place in which mechanical power exceeding one-half horse-power is in use or in which two or more persons are engaged in any manufacturing process. In some circumstances, one or more persons constitutes a factory even where no mechanical power is used. The general recognition of the necessity of securing the health, comfort, and safety of the workers has been expressed in many further legislative enactments.

The industrial legislation formerly included in the Factories and Shops Acts has been revised and amended from time to time and the most important of the amendments have been noted in earlier editions of the Victorian Year Book. It has now been consolidated in the *Labour and Industry Act 1958*.

Closing Hours of Shops

The trading hours for shops under the Labour and Industry Acts in both metropolitan and country areas are generally between 8 a.m. and 6 p.m., Mondays to Fridays, and 8 a.m. and 1 p.m. on Saturdays. Certain shops are permitted certain extensions to their hours of trading and, in some cases, to operate during certain hours on Sundays. These are booksellers and newsagents; butchers; bread, pastry, and confectionery; cooked meat (other than tinned meat); fish and oyster; flowers; fruit and vegetables; hairdressers and tobacconists; motor oil, motor spirit, and accessories; motor car and motor cycle; and chemists.

However, because some shops' Wages Boards have fixed penalty rates for work done, for example, before 9.5 a.m. and after 5.30 p.m., these times are the effective trading hours for many shops, particularly within the Metropolitan Area.

The first seven classes of shops above, with the exception of butchers' shops, belong to the category known as Fifth Schedule Shops and in these shops the following kinds of foods, &c., may be sold without involving any modification of trading hours: non-intoxicating beverages, butter, eggs, milk, cream, tea, coffee, tobacco, cigarettes, cigarette papers, matches, toilet soap, shaving soap, razor blades, and powders and tablets for relief of pain.

Wages

Basic Wage

Wage Determinations in Victoria

In all States, including Victoria, the basic wage is determined in two ways. Firstly, for industries which extend beyond the boundaries of any one State, the basic wage is determined by the Commonwealth Conciliation and Arbitration Commission. Secondly, industrial tribunals, which in Victoria are Wages Boards, are set up for industries

which do not extend beyond the State boundary*. The Boards, constituted from representatives of employers and employees and an independent chairman for each industry group or calling, determine the minimum rate of wage to be paid in each industry or calling. In general, these Boards have adopted a basic wage in determining the rate of wage to be paid.

Commonwealth Basic Wage Determinations

(1) *Awards 1907 to 1953.*—The first basic wage, as such, was declared in 1907 by Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration. The rate of wage declared was 7s. per day or £2 2s. per week for Melbourne, and by virtue of the fact that it had been determined in connexion with H. V. McKay's Sunshine Harvester Works it became popularly known as the "Harvester Wage".

In 1913, the Court took cognizance of the Retail Price Index compiled by the Commonwealth Statistician covering food, groceries, and the rents of all houses ("A" Series), and thereafter the basic wage was adjusted in accordance with variations disclosed by that index.

An amount known as the "Powers three shillings" was added in 1922 to the weekly rate of wage for the purpose of securing to the worker, during a period of rising prices, the full equivalent of the "Harvester" standard. The system of making regular quarterly adjustments of the basic wage was also instituted in that year.

In 1931, in view of the depressed financial conditions prevailing, the Court reduced all wages under its jurisdiction by 10 per cent.

In consequence of continued applications from organizations of employees for the cancellation of the order providing for the 10 per cent. reduction, the Court in its judgment of 5th May, 1933, transferred the basis of fixation and adjustment of wages to a new set of index numbers, the "D" Series. This award was made applicable only to workers who had suffered the full 10 per cent. reduction.

The judgment of the Arbitration Court relative to the Basic Wage Inquiry of 1934 ordered a vital change in the method of calculating the basic wage. The "D" Series was superseded by the "C" Series as the measure for assessment and adjustment of the basic wage. The 10 per cent. reduction of wages—mentioned above—was removed.

As a result of the Basic Wage Inquiry of 1937, the Arbitration Court prepared and issued its own series of retail price index numbers based on and directly related to the Commonwealth Statistician's "C" Series Index. The new series was known as the "Court" Index. Provision was also made for the addition of a "fixed loading" known as a "Prosperity" loading of 6s. for Melbourne and 5s. for the six capitals' basic wage.

Applications by organizations of employees for an increase in the basic wage prescribed by awards of the Arbitration Court were considered at the Basic Wage Inquiry of 1940–41. The Court was

* For further information on industrial arbitration see "Industrial Conditions" page 431.

of the opinion that the application should not be dismissed but should stand over for further consideration because of the uncertainty of the economic outlook during war-time. The hearing was not resumed until 1946.

Pending the hearing and final determination of the claims which had already been lodged or which might in the near future be lodged, the Court delivered judgment on its "Interim Inquiry" on 13th December, 1946. An increase of 7s. a week was granted in the "needs" portion of the basic wage then current, the rate for the six capital cities as a whole being increased from 93s. to 100s. a week. For automatic quarterly adjustments a new "Court" index was adopted.

The Arbitration Court, as a result of the Basic Wage Inquiry of 1949-50, decided to increase the basic wage by 20s. per week. At the same time the "prosperity" loading was incorporated in the new wage at a uniform amount of 5s. throughout Australia. As a result, the basic wage payable in Melbourne was increased by 19s. per week as from the first full pay period after 1st December, 1950. The female basic wage was increased to 75 per cent. of the male rate.

Following the hearing of the Basic Wage and Standard Hours Case, the Arbitration Court decided, on 12th September, 1953, to discontinue the automatic adjustment to the basic wage. The last quarterly wage adjustment made was based on the Court Series Index Numbers for June quarter, 1953, and became payable as from the first full pay period in August, 1953.

(2) *Awards 1956 to 1959.*—In the Basic Wage Inquiry of 1956, the Court's judgment on 26th May, 1956, increased the adult male basic wage by 10s. (females 7s. 6d.) a week, payable from the beginning of the first pay period in June. In this judgment the Court took the view that "so long as the assessment of the basic wage is made as the highest which the capacity of the economy can sustain, the automatic adjustment of that basic wage upon price index numbers cannot be justified, since movements in the index have no relation to the movements in the capacity of the economy"*. The Court also considered the period over which the capacity of the economy should be assessed, and concluded: "that a yearly assessment of the capacity of Australia for the purpose of fixing a basic wage would be most appropriate"†.

The Commonwealth Conciliation and Arbitration Commission's judgment, delivered on 29th April, 1957, granted a uniform increase of 10s. a week in the basic wage for adult males (7s. 6d. females) to come into effect from the first pay period to commence on or after 15th May, 1957.

On the 12th May, 1958, the Commission delivered judgment on the 1958 Basic Wage Inquiry increasing the basic wage for adult males by 5s. as from the first pay period starting on or after 21st May, 1958.

* Commonwealth Arbitration Reports, Vol. 84, page 175.

† 84 C.A.R., page 177.

The Commission's judgment on the 1959 inquiry, delivered on 5th June, 1959, refused to reduce the basic wage in the Pastoral Award, refused to restore automatic quarterly adjustments, and increased the basic wage of adult males by 15s. per week (females 75 per cent.) as from the first pay period starting on or after 11th June, 1959.

(3) *Basic Wage Inquiry*, 1960.—The Commonwealth Conciliation and Arbitration Commission considered an application by the Amalgamated Engineering Union (Australian Section) and others seeking the restoration of the automatic quarterly adjustments and an increase in the amount of the basic wage. The application was in both respects refused by the Commission.

Dealing with the application for restoration of quarterly adjustments, the Commission determined that, bearing in mind the interest of employees, employers, and the public generally, it would be preferable to fix a just and reasonable basic wage knowing that it would be effective for the ensuing year and then be reviewed, rather than fix a basic wage for an undefined period and adjust the money amounts of the wage automatically in accordance with movements in a price index.

The Commission decided that the basic wage should not be increased bearing in mind the substantial increases in both basic and secondary wages received by employees under Federal awards during the previous twelve months.

Particulars of the judgments from 1956 to 1960 are reported in more detail in the Victorian Year Book 1962, pages 440 to 443.

(4) *Basic Wage Inquiry*, 1961.—In the 1961 inquiry the Commonwealth Conciliation and Arbitration Commission considered two applications. First, the Amalgamated Engineering Union and Others applied for an increase of 52s. in the basic wage and re-introduction of automatic quarterly adjustments based on the "C" Series Index. Second, the Metal Trades Employers Association sought to increase the ordinary working hours per week from 40 to 42 with a concomitant increase in weekly wages and to effect other consequential variations.

The Commission issued its judgment on the 4th July, 1961, announcing an increase of 12s. in the basic wage for adult male employees covered by Federal Awards. The applications for an increase in standard hours of work and the restoration of automatic quarterly adjustments were both refused. The Commission then adjourned any further hearing on the basic wage until February, 1962, limiting the issue to why the money wages fixed by the result of the decision should not be adjusted in accordance with any change in the Consumer Price Index.

In dealing with the question of automatic adjustments, the Commission indicated that although the Consumer Price Index would enable the fixing of a standard which is more likely to be properly maintainable than recent past standards, the application of this index should always be subject to Commission control. The Commission

will assume each year that the effect of movements in the Consumer Price Index should be reflected in the basic wage unless persuaded to the contrary by those seeking to oppose the change.

The basic wage as now fixed is considered to have taken into account productivity increases up to June, 1960. The increase of 12s. granted reflects price increases during the past year.

The Commission considers a review of the economy generally and, in particular, of productivity increases could more properly take place at longer periods of time, say, every three or four years.

(5) *Basic Wage Inquiry, 1962.*—In Melbourne on the 20th February, 1962, the Commission, after hearing brief submissions from interested parties, announced there would be no alteration in the amounts of the existing basic wages until further order of the Commission. It also adjourned until February, 1963, its consideration whether the basic wage should be adjusted in accordance with changes in the Consumer Price Index.

A table of basic weekly rates of wage is shown below:—

MELBOURNE—BASIC WEEKLY WAGE RATES FIXED BY
COMMONWEALTH CONCILIATION AND ARBITRATION
COMMISSION*

(Adult Males)

Payable from—	Amount	Payable from—	Amount	Payable from—	Amount
	<i>s. d.</i>		<i>s. d.</i>		<i>s. d.</i>
1907	42 0	1925—		1931—	
1911	45 6	February ..	84 0	February ..	70 2†
1914	50 6	May	85 6	May	68 5
1915	53 0	August ..	87 0	August ..	65 8
1916	61 6	November ..	87 6	November ..	63 5
1917	63 0	1926—		1932—	
1918	62 0	February ..	87 6	February ..	63 5
1919	65 0	May	88 6	May	63 11
1920	71 0	August ..	92 0	August ..	63 0
1921	86 0	November ..	89 0	November ..	61 8
1922—		1927—		1933—	
February ..	80 6	February ..	88 6	February ..	60 4
May	78 0	May	87 6	May	63 4‡
August ..	81 0	August ..	87 0	August ..	62 5
November ..	82 6	November ..	90 0	November ..	62 10
1923—		1928—		1934—	
February ..	82 0	February ..	89 6	February ..	63 4
May	81 6	May	88 0	May	64 0‡
August ..	87 6	August ..	87 6	June	64 0
November ..	91 6	November ..	86 0	September ..	64 0
1924—		1929—		December ..	64 0
February ..	87 6	February ..	86 0	1935—	
May	85 6	May	89 6	March	66 0
August ..	85 0	August ..	90 0	June	66 0
November ..	84 6	November ..	90 0	September ..	66 0
		1930—		December ..	66 0
		February ..	90 0	1936—	
		May	86 0	March	66 0
		August ..	85 6	June	66 0
		November ..	83 0	September ..	66 0
				December ..	69 0

For footnotes see following page

MELBOURNE—BASIC WEEKLY WAGE RATES FIXED BY COMMONWEALTH
CONCILIATION AND ARBITRATION COMMISSION*—*continued*
(Adult Males)

Payable from—	Amount	Payable from—	Amount	Payable from—	Amount
	<i>s. d.</i>		<i>s. d.</i>		<i>s. d.</i>
1937—		1944—		1950—	
March ..	69 0	February ..	97 0	February ..	134 0
June ..	69 0	May ..	97 0	May ..	137 0
July ..	72 0||	August ..	98 0	August ..	140 0
September ..	73 0	November ..	58 0	November ..	143 0
October ..	76 0||			December ..	162 0**
December ..	77 0				
1938—		1945—		1951—	
March ..	77 0	February ..	98 0	February ..	170 0
June ..	77 0	May ..	98 0	May ..	177 0
September ..	78 0	August ..	58 0	August ..	189 0
December ..	79 0	November ..	98 0	November ..	199 0
1939—		1946—		1952—	
March ..	79 0	February ..	98 0	February ..	209 0
June ..	81 0	May ..	98 0	May ..	212 0
September ..	81 0	August ..	99 0	August ..	224 0
December ..	80 0	November ..	99 0	November ..	228 0
1940—		December ..	106 0¶	1953—	
February ..	81 0			February ..	229 0
May ..	82 0	1947—		May ..	232 0
August ..	84 0	February ..	107 0	August ..	235 0
November ..	84 0	May ..	107 0		
1941—		August ..	108 0	1956—	
February ..	86 0	November ..	109 0	June ..	245 0
May ..	87 0				
August ..	87 0	1948—		1957—	
November ..	88 0	February ..	113 0	May ..	255 0
1942—		May ..	115 0		
February ..	89 0	August ..	117 0	1958—	
May ..	92 0	November ..	120 0	May ..	260 0
August ..	94 0				
November ..	97 0	1949—		1959—	
1943—		February ..	123 0	June ..	275 0
February ..	98 0	May ..	125 0		
May ..	98 0	August ..	128 0	1961—	
August ..	99 0	November ..	130 0	July ..	287 0††
November ..	98 0				

* Prior to 30th June, 1956, the Commonwealth Court of Conciliation and Arbitration; † 10 per cent. "cut" operated; ‡ "D" series introduced; § "C" series introduced and 10 per cent. "cut" ceased to operate; || "Prosperity" loading (3s.) added; ¶ Interim basic wage adjustment of 13th December, 1946; ** Court decision (12th October, 1950); †† The 1962 Basic Wage Inquiry resulted in no change.

NOTE.—The system of making regular quarterly adjustments was instituted in 1922 and was discontinued after the August, 1953, adjustment. From this date the principal variations occurred between the wages determined by State Wages Boards and those determined by the Conciliation and Arbitration Commission. Previously the Wages Boards had followed the Federal awards to a large extent. The State Wages Board awards concerned were:—1953, Nov.—Dec. 237s.; 1954, Feb. 238s., May 237s., Aug. 236s., Nov. 234s.; 1955, Feb. 235s., May 237s., Aug. 240s., Nov. 246s.; 1956, Feb. 251s., May 256s., Aug. 263s. Automatic quarterly adjustments to Wages Board awards were stopped by amendment to the Factories and Shops Act proclaimed 17th October, 1956. The Commonwealth awards of June, 1959, and July, 1961 were followed by the State Wages Boards.

Wages Board Determinations in Victoria

(1) *General.*—By an amendment to the *Factories and Shops Act* 1934, Wages Boards were given discretionary power to include in their determinations appropriate provisions of relevant Commonwealth awards. A further amendment to this Act in 1937 made it compulsory for Wages Boards to adopt such provisions of Commonwealth awards. This amending Act also gave Wages Boards power to adjust wage rates "with the variation from time to time of the cost of living as indicated by such retail price index numbers published by the Commonwealth Statistician as the Wages Board considers appropriate". The Wages

Boards thus adopted the basic wages declared by the Commonwealth Court of Conciliation and Arbitration and followed that Court's system of adjusting the basic wage in accordance with variations in retail price index numbers.

(2) *Basic Wage outside Metropolitan Area.*—Prior to 1934, the basic wage for Victoria differed only slightly from that for Melbourne. In its judgment in that year, the Court made special reference to the basic wage payable in industries outside the Metropolitan Area, and it ruled that, except in certain specified districts where the cost of living appeared to be correctly indicated by the local "All Items" Index Numbers, or where known circumstances indicated that the general rule should not apply, the basic wage for provincial places should be a constant three shillings per week less than that for the metropolitan district in the same State. However, from the 1st January, 1961, this "3s. country differential" was eliminated from Commonwealth awards.

(3) *Quarterly Adjustments 1953 to 1956.*—After the system of automatic adjustment of the Commonwealth basic wage was discontinued, a number of Wages Boards met in September, 1953 and deleted references to these adjustments. However, an amendment to the Factories and Shops Act in November, 1953, required Wages Boards to provide for automatic adjustment of wage rates in accordance with variations in retail price index numbers.

In general this requirement was repeated by the *Labour and Industry Act 1953* which replaced the *Factories and Shops Act 1928–1953*. Then an amendment to this new Act, proclaimed on 17th October, 1956, deleted the automatic adjustment provision and directed Wages Boards in determining wage rates to take into consideration relevant awards of, or agreements certified by, the Commonwealth Conciliation and Arbitration Commission. The last automatic quarterly adjustment of the basic wage, based on the variation in retail price index numbers for the June quarter 1956, became payable from the beginning of the first pay period in August, 1956.*

Wage Margins

1954 Judgment†

General principles of marginal rate fixation had previously been enunciated by the Court in the Engineers' Case of 1924, the Merchant Service Guild Case of 1942, and the Printing Trades Case of 1947, and the Court adopted these in so far as they were applicable to current circumstances.

"Margins" were defined as—

"minimum amounts awarded above the basic wage to particular classifications of employees for the features attaching to their work which justify payments above the basic wage, whether those features are the skill or experience required for the performance of that work, its particular laborious nature, or the disabilities attached to its performance."

* For details of quarterly adjustments made in Victoria during this period refer to "Note" at foot of Basic Wage table, page 459.

† Extracts from the judgment were set out in some detail in Labour Report No. 46, pages 101 to 108.

In a judgment delivered on 5th November, 1954, the Court made an order re-assessing the marginal structure in the Metal Trades Award by raising the current amount of margin to two and a half times the amount of the margin that had been current in 1937. However, in cases in which the result of that calculation produced an amount less than the existing margin, the existing margin was to remain unaltered. In effect, this decision increased the margin of a fitter from 52s. a week to 75s. a week, increased similarly margins of other skilled occupations, and made no increase in margins of what may generally be described as the unskilled or only slightly skilled occupations under the Metal Trades Award.

*1959 Judgment**

On the 27th November, 1959, the Commonwealth Conciliation and Arbitration Commission delivered a unanimous judgment in the case presented by the Australian Council of Trade Unions for increased margins in the Metal Trades Award. The Commission awarded increases of 28 per cent. on the current margins to apply from the beginning of the first full pay period in December, 1959.

Professional Engineers' Cases

After a hearing lasting two and a half years, the Commonwealth Conciliation and Arbitration Commission issued its judgment in the Professional Engineers Case (No. 1) on the 15th June, 1961. In its Determination 19 of 1961 the Commission prescribed a national minimum salary for Professional Engineers of £2,200 per annum to be received by graduates after four years' and diplomates after five years' experience.

Subsequently the Conciliation and Arbitration Commission heard claims by the Professional Officers Association (Commonwealth Public Service), the Association of Professional Engineers, the Association of Architects, Engineers, Surveyors and Draughtsmen of Australia, the Public Service Board and Others. On 15th June, 1962, the Commission delivered its judgment in the Professional Engineers Case No. 2.

The judgment recorded findings on the nature of the duties of Professional Engineers as defined by Classes 1 to 5 in the salary determinations of the Commonwealth Public Service Board and by Grades A to C of the salary scales of the Snowy Mountains Authority. On the basis of these definitions the Commission decided "that the salary scales fixed in the course of their engineering reorganization by

* See judgment, dated 27th November, 1959, by Commonwealth Conciliation and Arbitration Commission.

the Public Service Board for Classes 2 to 5 in the Commonwealth Public Service, and by the Snowy Mountains Authority for its Grades B and C are lower than they should be”.

The Commission prescribed scales of annual standard salaries ranging from £1,400 in Class 1, 1st year, which remained as prescribed in Determination 19 of 1961, to £3,858 in the highest category of Class 5. The increases granted ranged from £85 per annum at the lowest scale of Class 2 to £720 per annum at the highest scale of Class 5. The Snowy Mountains Authority salary grades were correspondingly increased.

Further References

Particulars of the judgments on Wage Margins are presented in greater detail on pages 446 to 449 of the Victorian Year Book 1962.

Rates of Wage

General

In 1913, the Commonwealth Bureau of Census and Statistics first collected information on current wage rates for different callings and for occupations in various industries.

Early in 1960, the Bureau introduced new indexes of minimum weekly wage rates for adult males and females, base 1954 = 100·0, to replace the old series of nominal weekly wage rate index numbers for adult males and females with 1911 and 1914, respectively, as base years. In general this revision was necessary to match changes in industrial structure. The particulars are obtained primarily from awards, determinations, and agreements under Commonwealth and State Industrial Acts and are therefore the minimum rates prescribed. They refer generally to the capital city in each State, but in industries which are not carried on in the capital cities, e.g., mining, agriculture, &c., the rates in the more important centres are taken.

The new index numbers are based on the occupation structure of 1954 and cover sixteen industrial groups for adult males and eight industrial groups for adult females. Weights for each occupation and each industry were derived from two sample surveys made in that year. The first was the Survey of Awards in April, 1954, which showed the number of employees covered by individual awards, determinations, and agreements. This provided employee weights for each industry as well as a basis for the Survey of Award Occupations made in November, 1954. This second survey showed the number of employees in each occupation within selected awards, &c., thereby providing occupation weights.

The minimum wage rates used are for representative occupations within each industry. They have been derived from representative awards, determinations, and agreements in force at the end of each quarter as from 31st March, 1939, for adult males and 31st March, 1951, for adult females. Using the industry and occupation weights determined by the sample surveys, the various wage rates were combined to give weighted averages for each industrial group for Australia, and weighted averages for industrial groups for each State. These weighted averages are shown in the following tables, in shillings and pence, and as index numbers. The indexes are designed to measure movements in prescribed minimum rates of "wages" as distinct from "salaries". Consequently, awards, &c., relating solely or mainly to salary earners are excluded.

MINIMUM WEEKLY WAGE RATES : ADULT MALES*

Date	Rates of Wage†		Index Numbers (Australia 1954=100‡)			
	Victoria	Australia	Victoria	Australia		
	<i>s.</i>	<i>d.</i>				
31st December, 1952	270	8	273	2	95·8	96·7
31st December, 1953	278	7	280	2	98·6	99·2
31st December, 1954	284	10	286	10	100·9	101·6
31st December, 1955	295	7	297	0	104·7	105·2
31st December, 1956	309	7	313	0	109·6	110·8
31st December, 1957	316	0	317	5	111·9	112·4
31st December, 1958	319	8	322	11	113·2	114·3
31st December, 1959	344	2	344	8	121·9	122·0
31st December, 1960	349	11	355	0	123·9	125·7
31st March, 1961	350	2	356	8	124·0	126·3
30th June, 1961	350	6	357	11	124·1	126·7
30th September, 1961	362	2	365	11	128·2	129·6
31st December, 1961	362	1	365	8	128·2	129·5

* Weighted average minimum weekly wage rates, all groups, shown as rates of wage and in index numbers—excludes rural.

† The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends.

‡ Base—weighted average weekly wage rate for Australia, 1954=100.

MINIMUM WEEKLY WAGE RATES* : INDUSTRIAL GROUPS :
ADULT MALES, 31ST DECEMBER, 1961

Industrial Group	Rates of Wage†		Index Numbers (Australia 1954=100‡)	
	Victoria	Australia	Victoria	Australia
	<i>s. d.</i>	<i>s. d.</i>		
Mining and Quarrying § ..	362 2	424 0	128·2	150·1
Engineering, Metal Works, &c. ..	359 2	361 6	127·2	128·0
Textiles, Clothing, and Footwear..	350 9	352 0	124·2	124·6
Food, Drink, and Tobacco ..	372 8	363 0	132·0	128·5
Sawmilling, Furniture, &c. ..	351 1	356 5	124·3	126·2
Paper, Printing, &c. ..	396 8	390 3	140·5	138·2
Other Manufacturing ..	355 9	358 9	126·0	127·0
All Manufacturing Groups ..	360 11	361 9	127·8	128·1
Building and Construction ..	368 8	366 3	130·5	129·7
Railway Services ..	338 1	357 8	119·7	126·6
Road and Air Transport ..	358 5	363 4	126·9	128·6
Shipping and Stevedoring || ..	357 2	356 3	126·5	126·1
Communication ..	395 10	397 1	140·2	140·6
Wholesale and Retail Trade ..	368 5	367 4	130·5	130·1
Public Administration and Professional ..	354 6	357 10	125·5	126·7
Amusement, Hotels, Personal Service, &c. ..	339 10	348 2	120·3	123·3
All Industrial Groups ..	362 1	365 8	128·2	129·5

* Weighted average minimum weekly wage rates shown as rates of wage and in index numbers—excludes rural.

† The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends.

‡ Base—weighted average weekly wage rate for Australia, 1954=100.

§ For mining, the average rates of wage on which index numbers are based are those prevailing at the principal mining centres in each State.

|| For shipping, average rates of wage on which index numbers are based are for occupations other than masters, officers and engineers in the Merchant Marine Service; and include value of keep, where supplied.

MINIMUM WEEKLY WAGE RATES : ADULT FEMALES*

Date	Rates of Wage†		Index Numbers (Australia 1954=100‡)	
	Victoria	Australia	Victoria	Australia
	<i>s. d.</i>	<i>s. d.</i>		
31st December, 1952	195 9	193 7	98·3	97·2
31st December, 1953	201 4	198 9	101·1	99·8
31st December, 1954	200 9	199 2	100·8	100·0
31st December, 1955	210 5	206 11	105·7	103·9
31st December, 1956	220 3	217 3	110·6	109·1
31st December, 1957	225 0	221 3	113·0	111·1
31st December, 1958	227 6	225 8	114·3	113·4
31st December, 1959	241 3	242 2	121·2	121·6
31st December, 1960	246 7	251 8	123·9	126·4
31st March, 1961	246 8	252 7	123·9	126·9
30th June, 1961	246 8	254 5	123·9	127·8
30th September, 1961	255 10	261 0	128·5	131·1
31st December, 1961	256 7	261 2	128·9	131·2

* † ‡ See footnotes to table on page 463.

MINIMUM WEEKLY WAGE RATES* : INDUSTRIAL GROUPS :
ADULT FEMALES, 31ST DECEMBER, 1961

Industrial Group	Rates of Wage†		Index Numbers (Australia 1954=100‡)	
	Victoria	Australia	Victoria	Australia
	<i>s. d.</i>	<i>s. d.</i>		
Engineering, Metal Works, &c. ..	254 11	258 5	128·0	129·8
Textiles, Clothing, and Footwear..	248 1	249 6	124·6	125·3
Food, Drink, and Tobacco ..	250 6	256 0	125·8	128·6
Other Manufacturing ..	253 3	257 3	127·2	129·2
All Manufacturing Groups ..	250 4	253 8	125·7	127·4
Transport and Communication ..	265 7	269 10	133·4	135·5
Wholesale and Retail Trade ..	270 10	273 10	136·0	137·5
Public Administration and Professional	265 2	266 6	133·2	133·9
Amusement, Hotels, Personal Service, &c.	247 9	254 7	124·4	127·9
All Industrial Groups ..	256 7	261 2	128·9	131·2

* † ‡ See footnotes to table on page 464.

Average Weekly Wage Earnings

Average Weekly Total Wages Paid and Average Earnings : All Industries

The following figures are derived from employment and wages recorded on pay-roll tax returns and from other direct collections. Pay of members of the armed forces is not included. Corresponding figures for each quarter are published in the Monthly Review of Business Statistics and the Monthly Bulletin of Employment Statistics in which a seasonally adjusted index will also be found. Quarterly figures of average weekly earnings are also published in the Victorian Monthly Statistical Review.

AVERAGE WEEKLY TOTAL WAGES PAID AND AVERAGE EARNINGS*

Period	Average Weekly Total Wages Paid		Average Weekly Earnings per Employed Male Unit †	
	Victoria	Australia	Victoria	Australia
	£'000		£	
1949-50	6,600	22,737	10·08	9·66
1950-51	8,223	28,540	12·05	11·55
1951-52	10,171	35,697	14·48	14·13
1952-53	10,816	38,154	15·71	15·45
1953-54	11,767	41,148	16·64	16·26
1954-55	12,901	44,739	17·59	17·13
1955-56	14,144	48,896	18·78	18·28
1956-57	14,925	51,644	19·70	19·16
1957-58	15,510	53,349	20·22	19·67
1958-59	16,240	55,519	20·69	20·19
1959-60	18,123	61,268	22·28	21·76
1960-61	19,204	65,362	23·32	22·86

* Includes salaries.

† Total wages divided by total civil employment expressed in male units. Male units represent total male employment plus a proportion of female employment based on the approximate ratio of female to male earnings. The same ratio has been used in each State and because the average ratio of female to male earnings may vary between States precise comparisons between average earnings in different States cannot be made on the basis of the figures above.

Incidence of Industrial Awards, &c.

The table below indicates the approximate proportions of Victorian employees covered by awards, determinations, and registered agreements under Commonwealth and State jurisdictions. The proportions not so covered (including those working under unregistered industrial agreements) are also shown. The figures summarize part of the data obtained from a survey of the Australian wage structure in April, 1954.

The estimates shown in the table relate to Victoria and were derived from returns collected from :—

- (i) A stratified random sample of those private employers and local government authorities who paid pay-roll tax, and
- (ii) practically all Commonwealth and State Governmental bodies.

Because of coverage difficulties, employees on rural holdings and in private households were excluded altogether from the survey.

The term "Awards, &c.", means awards, determinations, and registered agreements under the jurisdiction of the Conciliation and Arbitration Court*, Wages Boards, Conciliation Commissioners, and similar statutory authorities.

VICTORIA—INCIDENCE OF AWARDS, ETC. : APRIL, 1954

Males				Females			
Number Covered by Estimates	Not Covered by Awards, &c.	Covered by Commonwealth Awards, &c.	Covered by State Awards, &c.	Number Covered by Estimates	Not Covered by Awards, &c.	Covered by Commonwealth Awards, &c.	Covered by State Awards, &c.
'000	%	%	%	'000	%	%	%
509·3	13·2	59·4	27·4	194·0	7·1	47·7	45·2

* Now Commonwealth Conciliation and Arbitration Commission.

*Employment and Unemployment***Control of Employment***State Department of Labour and Industry*

The State Department of Labour and Industry deals generally with Wages Boards, the Apprenticeship Commission, registration and inspection of factories and shops, and licensing of servants' registry offices and tobacco sellers. The Labour and Industry Act which was passed in 1953 revised and consolidated the Factories and Shops Acts and provided for the administration by the Department of certain additional Acts (concerning boiler inspection and Sunday trading). It also extended the activity of the Department in several new directions—especially in providing for the Department to encourage "the establishment, development and expansion of industries

throughout Victoria” and the “prevention and mitigation of unemployment”. The new Act includes a description of the general powers and duties of the Minister which do not appear in the previous legislation. These comprise control of the following :—

- (1) Conditions of employment generally, including wages, hours of work, rest periods, and holidays ;
- (2) establishment of employment offices and the prevention and mitigation of unemployment ;
- (3) the employment of women, children, and young persons, including vocational guidance and training and apprenticeship ;
- (4) industrial safety, health, and welfare including the control of dangerous methods and materials, the guarding of machinery, the prevention of accidents, the control and regulation of the industrial aspects of noxious trades, industrial lighting and ventilation, and the provision of amenities;
- (5) industrial relations, including the prevention and settlement of industrial disputes ;
- (6) training of persons for industrial services ;
- (7) initiation and direction of research and the collection, preparation, publication, and dissemination of information and statistics relating to any of the matters referred to in this section ; and
- (8) encouragement of the establishment, development, and expansion of industries throughout Victoria.

Commonwealth Department of Labour and National Service

At the federal level, the Commonwealth Department of Labour and National Service is responsible for the supervision and regulation of industrial relations, the regulation and control of stevedoring operations through the Australian Stevedoring Industry Board, the administration of the re-instatement and apprenticeship provisions of the *Re-establishment and Employment Act* 1945–59, and the control of Commonwealth industrial training schemes.

Commonwealth Employment Service

The Commonwealth Employment Service was established under section 47 of the *Re-establishment and Employment Act* 1945. The principal functions of the Service are to help people seeking employment or a change of employment, to engage labour and to assist in obtaining a high and stable level of employment in the Commonwealth.

The Commonwealth Employment Service is a decentralized service operating within the Employment Division of the Department of Labour and National Service. The Employment Division and other elements are under the control of a Departmental Regional Director responsible to the Permanent Head of the Department. In the State of Victoria, the Regional Office Headquarters are located in Melbourne and there are eighteen District Employment Offices in the Metropolitan Area and fourteen in various country centres. In addition, there are also four part-time officers and a number of agents in country towns who work in conjunction with the District Employment Officer responsible for the area in which the part-time offices and agencies are located.

In assisting persons to obtain employment and to engage labour, the Commonwealth Employment Service provides specialist facilities for those with physical and mental handicaps, older workers, rural workers, young people and, through its Higher Appointments Office, for persons with professional and technical qualifications.

It assists in the administration of the unemployment and sickness benefits provisions of the *Social Services Act* 1947–1960 and of the re-employment allowance provisions of the *Re-establishment and Employment Act* 1945–59 for certain classes of discharged members of the Forces. All persons who wish to claim unemployment benefits or re-employment allowances are required to register at a District Employment Office, which is responsible for certifying whether or not suitable employment can be offered to them.

In this State and, in fact, all States, with the exception of New South Wales, vocational guidance is provided free of charge by a staff of qualified psychologists. Whilst vocational guidance is available to all, it is provided particularly for young people and the physically handicapped.

The Service is responsible for placing in initial employment all Commonwealth-nominated migrant workers coming to Australia under the assisted passage schemes from Great Britain and other countries, and, as required, it provides assistance to other migrants wishing to obtain employment. When migrants coming under Commonwealth nomination arrive in Australia, the Service arranges for them to move to their initial employment and for their admission, if necessary, to Commonwealth-controlled hostels.

Since 1951, the Service has been responsible for recruiting experts for the Colombo Plan and the United Nations Expanded Programme of Technical Assistance. The principal spheres in which experts have been supplied are agriculture, education, engineering, geology, health, and economic and scientific research and development. The Service also arranges training in industry for Colombo Plan and United Nations people who come to Australia for such training.

In association with its placement activities, the Service carries out regular surveys of the labour market in all areas and industries and supplies detailed information to interested Commonwealth and State Government Departments and instrumentalities and to the public. It also advises employers, employees, and others on labour availability and employment opportunities in various occupations and areas and on other matters concerning employment.

No charge is made for any of the services rendered by the Commonwealth Employment Service.

Particulars of the major activities of the Service during the five years ended 30th June, 1962, are given in the following table :—

VICTORIA—COMMONWEALTH EMPLOYMENT SERVICE

Activity, &c.	1957-58	1958-59	1959-60	1960-61	1961-62
Applications for Employment* ..	157,412	167,993	174,102	219,027	232,770
Number Placed in Employment ..	65,568	73,083	84,277	89,099	82,552
Number of Vacancies Notified ..	94,949	108,016	130 671	131,310	124,478
Vacancies at 30th June	5,530	7,081	11,590	3,841	5,951

* Includes unemployed persons and persons already in employment who are seeking improved positions.

Employment Statistics

Total Occupied Persons

(1) *Australia*.—The total number of occupied persons in Australia is obtained from the results of each population census, supplemented by data concerning Australian defence personnel serving outside Australia, who, in accordance with usual census procedure, are not recorded in the census. The figures shown on page 470 are derived from the 1933, 1947, and 1954 Censuses. The information from the 1961 Census was not available at the time of printing.

(2) *Victoria*.—The figures in the next table are divided into three categories :—(a) defence forces ; (b) all persons fully occupied as employers, or as self-employed in businesses or on farms ; and (c) wage and salary earners employed, or occupied as casual part-time, intermittent, or seasonal workers. “ Unemployed ” persons are excluded (see page 474).

All unpaid “ helpers ” in non-rural industry have been included with wage and salary earners. Male unpaid “ helpers ” in rural industry have been included with employers and self-employed persons, as the majority of these are considered to be sons or other close relatives of farmers working in *de facto* partnership, or as learners with the farm owner. Unpaid female “ helpers ” on farms are fairly numerous. Generally, they are occupied mainly in home duties, and, with all other women occupied in unpaid home duties, have been excluded from the category of occupied persons.

VICTORIA—TOTAL OCCUPIED PERSONS

('000)

At 30th June—	Defence Forces*	Employers and Self-employed			Wage and Salary Earners			Total Occu- pied Civilians	Total Occu- pied Persons (In- cluding Defence Forces) †	
		Rural Industry	Other In- dustries	Total	Rural Industry	Other In- dustries	Total			
MALES										
1933	..	2.2	78.6	71.0	149.6	44.4	288.1	332.5	482.1	484.3
1947	..	15.9	77.5	80.6	158.1	28.3	462.2	490.5	648.6	664.5
1954	..	†15.0	75.6	91.5	167.1	27.2	569.7	596.9	764.0	779.0
FEMALES										
1933	5.2	18.6	23.8	0.8	148.1	148.9	172.7	172.7
1947	..	0.4	4.3	18.2	22.5	1.9	‡200.1	202.0	224.5	224.9
1954	..	0.8	5.6	19.7	25.3	1.4	225.6	227.0	252.3	253.1
PERSONS										
1933	..	2.2	83.8	89.6	173.4	45.2	436.2	481.4	654.8	657.0
1947	..	16.3	81.8	98.8	180.6	30.2	662.3	692.5	873.1	889.4
1954	..	15.8	81.2	111.2	192.4	28.6	795.3	823.9	1,016.3	1,032.1

* Includes those serving outside Australia.

† Excludes approximately 3,000 males undergoing full-time National Service training at the time of the Census. With the exception of full-time students, these persons have been included in the figures of occupied civilians.

‡ Includes females in private domestic service—30,200 in 1933, 10,900 in 1947, and 7,900 in 1954.

§ Includes an estimate of 12,200 part-time workers not classified as wage earners at the Census.

NOTE.—Information from 1961 Census was not available at time of printing.

During the fourteen years from 1933 to 1947, the number of persons actually occupied at work in Victoria increased by 232,400, or by an average of 16,600 persons per annum, and during the seven years from 1947 to 1954, the increase amounted to 142,700 or 20,400 per annum. Practically all of the increase in the number of occupied persons during the years 1947 to 1954 was due to the growth of the total available work force. During the previous intercensal period (1933 to 1947) the increase in the number of persons occupied comprised approximately 100,000 who had been unemployed in 1933 and an increase of approximately 130,000 in the total available work force.

The total numbers of employers, self-employed, and wage and salary earners of both sexes classified at the Census as engaged in agricultural, pastoral, and dairying industries (excluding female "helpers"—see above) declined from 129,000 in 1933 to 112,000 in 1947 with a further slight decline to 109,800 in 1954.

The number of male employers and self-employed in industries other than rural declined from 19.8 per cent. of occupied civilian males in these industries in 1933 to 14.8 per cent. in 1947, and to 13.8 per cent. in 1954. The corresponding number of female employers and self-employed declined from 11.2 per cent. of all

occupied females in non-rural industries in 1933 to 8·3 per cent. in 1947, with a further drop to 8 per cent. in 1954. The increase in the numbers of employers and self-employed in non-rural industries during the years 1947 to 1954 averaged only 1,800 a year. The average increase during the same period in the number of wage and salary earners in these industries was 19,000 a year.

The occupied population of Victoria (including defence forces, but excluding unemployed, pensioners, retired, persons of independent means, and dependants) increased from 1947 to 1954 by 16 per cent.

Wage and Salary Earners in Civilian Employment

(1) *General*.—Monthly estimates of the number of wage and salary earners in civilian employment (excluding employees in the rural industry and female private domestics) are obtained from three main sources :—

- (a) Monthly employment in factories as shown at annual factory censuses ;
- (b) current monthly returns of governmental bodies ; and
- (c) current monthly pay-roll tax returns.

These sources are supplemented by other direct records of monthly employment (e.g., hospitals) and by estimates for employees not otherwise covered. Pay-roll tax returns at present are lodged by all employers paying more than £200 a week in wages, other than certain Commonwealth Government bodies, religious and benevolent institutions, public hospitals, and other similar organizations exempted under the *Pay-roll Tax Assessment Act 1941–1960*.

All figures in this series of tables are compiled on an establishment or enterprise basis, and therefore do not cover exactly the same area of industry as do the industry tabulations of the Censuses of 1947 and 1954 which are based on the returns of individual employees.

The purpose of these estimates of employment is to measure, as nearly as may be with available data, current trends in employment in the defined field.

(2) *Victoria: Industrial Groups*.—The following table shows total male and female wage and salary earners in civilian employment (excluding employees in rural industry, female private domestics, persons on the paid strength of the defence forces and National Service trainees in camp) subdivided to show the extent of employment provided by government bodies and by private employers respectively. Principal industrial groups shown in the table include both private

employees and government employees, if any. The manufacturing employment figures published in this table comprise (a) the series showing actual monthly employment in factories as recorded at successive annual censuses of factories to June, 1961, with interim estimates for subsequent months, and (b) estimates of the number of employees in industrial establishments outside the scope of the definition of a factory and persons employed by factory proprietors but engaged in selling and distribution. Industry groups here are not identical in coverage with census groups.

**VICTORIA—WAGE AND SALARY EARNERS IN CIVILIAN
EMPLOYMENT: INDUSTRIAL GROUPS***
(’000)

Industrial Group	June, 1957	June, 1958	June, 1959	June, 1960	June, 1961	Decem- ber, 1961	March, 1962
MALES							
Mining and Quarrying ..	4.6	4.6	4.6	4.7	4.9	4.9	4.8
Manufacturing, &c.,† ..	265.0	267.5	273.8	288.0	276.6	280.8	285.9
Building and Construction ..	50.6	50.8	50.7	50.7	51.9	47.1	47.3
Transport‡ ..	56.4	55.7	56.0	55.2	58.4	56.2	55.8
Communication ..	18.5	19.2	19.9	20.1	20.6	20.8	21.2
Property and Finance ..	19.4	20.0	20.9	22.3	23.3	23.3	24.1
Retail Trade ..	37.9	38.9	39.1	40.2	39.4	40.7	40.0
Wholesale and Other Commerce ..	43.1	44.3	45.0	46.4	46.8	48.2	47.3
Public Authority Activity, n.e.i. ..	28.9	29.4	29.5	29.3	29.5	29.9	29.8
Health ..	6.8	6.9	7.0	7.1	7.3	7.4	7.4
Education ..	13.8	14.5	15.7	16.8	17.4	17.5	18.6
Personal Service§ ..	17.0	17.0	16.8	17.4	17.4	17.6	17.4
Other|| ..	24.0	24.1	24.4	25.2	25.9	26.1	26.5
Total ..	586.0	592.9	603.4	623.4	619.4	620.5	626.1
Government¶|| ..	162.7	166.1	169.3	168.9	174.9	174.8	176.2
Private ..	423.3	426.8	434.1	454.5	444.5	445.7	449.9
Total ..	586.0	592.9	603.4	623.4	619.4	620.5	626.1
FEMALES							
Mining and Quarrying ..	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Manufacturing, &c.,† ..	96.6	97.1	100.0	108.6	98.7	103.2	108.8
Building and Construction ..	1.4	1.5	1.5	1.7	1.8	1.7	1.8
Transport‡ ..	5.8	5.8	6.0	6.4	6.6	6.4	6.4
Communication ..	5.6	5.5	5.6	5.5	5.5	5.6	5.6
Property and Finance ..	12.6	13.2	13.9	15.2	16.1	15.7	16.5
Retail Trade ..	32.8	34.4	34.9	36.3	35.7	37.5	36.0
Wholesale and Other Commerce ..	12.8	13.1	13.4	14.2	14.4	14.2	14.4
Public Authority Activity, n.e.i. ..	7.4	7.5	7.8	7.7	8.0	8.1	8.1
Health ..	23.0	23.7	25.4	26.0	27.1	27.0	27.6
Education ..	14.7	15.3	16.5	17.8	19.0	18.6	20.7
Personal Service§ ..	15.6	15.4	15.3	15.5	15.0	14.9	14.5
Other|| ..	12.0	11.9	12.4	13.1	13.5	13.2	13.5
Total ..	240.4	244.5	252.8	268.1	261.5	266.2	274.0
Government¶|| ..	42.1	43.1	45.2	46.6	48.6	48.1	50.9
Private ..	198.3	201.4	207.6	221.5	212.9	218.1	223.1
Total ..	240.4	244.5	252.8	268.1	261.5	266.2	274.0

For footnotes see next page.

VICTORIA—WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT :
INDUSTRIAL GROUPS*—*continued*
(’000)

Industrial Group	June, 1957	June, 1958	June, 1959	June, 1960	June, 1961	December, 1961	March, 1962
PERSONS							
Mining and Quarrying ..	4.7	4.7	4.7	4.8	5.0	5.0	4.9
Manufacturing, &c.† ..	361.6	364.6	373.8	396.6	375.3	384.0	394.7
Building and Construction	52.0	52.3	52.2	52.4	53.7	48.8	49.1
Transport‡ ..	62.2	61.5	62.0	61.6	65.0	62.6	62.2
Communication ..	24.1	24.7	25.5	25.6	26.1	26.4	26.8
Property and Finance ..	32.0	33.2	34.8	37.5	39.4	39.0	40.6
Retail Trade ..	70.7	73.3	74.0	76.5	75.1	78.2	76.0
Wholesale and Other Commerce ..	55.9	57.4	58.4	60.6	61.2	62.4	61.7
Public Authority Activity, <i>n.e.i.</i> ..	36.3	36.9	37.3	37.0	37.5	38.0	37.9
Health ..	29.8	30.6	32.4	33.1	34.4	34.4	35.0
Education ..	28.5	29.8	32.2	34.6	36.4	36.1	39.3
Personal Service§ ..	32.6	32.4	32.1	32.9	32.4	32.5	31.9
Other|| ..	36.0	36.0	36.8	38.3	39.4	39.3	40.0
Total ..	826.4	837.4	856.2	891.5	880.9	886.7	900.1
Government¶ ..	204.8	209.2	214.5	215.5	223.5	222.9	227.1
Private ..	621.6	628.2	641.7	676.0	657.4	663.8	673.0
Total ..	826.4	837.4	856.2	891.5	880.9	886.7	900.1

* Excludes rural wage earners, female private domestics, personnel in Defence Forces, and National Service Trainees in camp.

† Includes employees engaged in selling and distribution, who are outside the scope of the factory employment figures as defined and published in Part 8 of the Year Book.

‡ Includes road transport; shipping and stevedoring; rail and air transport.

§ Includes hotels, restaurants, hairdressing, and other personal services (except female private domestics).

|| Includes forestry, fishing, and trapping; law and order; religion and social welfare; other professional; amusement, sport, and recreation.

¶ Includes employees of Commonwealth, State, semi-government, and local government authorities.

Government Employees

The following table includes all employees of government authorities in services such as railways, tramways, banks, post office, air transport, education, broadcasting, television, police, public works, factories and munitions establishments, migrant hostels, &c., as well as administrative employees :—

VICTORIA—CIVILIAN EMPLOYEES OF GOVERNMENT
AUTHORITIES
(’000)

Date	Commonwealth			State and Semi-Government			Local Government			Total		
	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total
June, 1957	50.3	15.2	65.5	99.2	25.1	124.3	13.2	1.8	15.0	162.7	42.1	204.8
June, 1958	51.7	15.0	66.7	100.9	26.2	127.1	13.5	1.9	15.4	166.1	43.1	209.2
June, 1959	52.7	15.3	68.0	102.9	27.9	130.8	13.7	2.0	15.7	169.3	45.2	214.5
June, 1960	52.3	14.9	67.2	102.5	29.7	132.2	14.1	2.0	16.1	168.9	46.6	215.5
June, 1961	52.9	15.1	68.0	107.3	31.4	138.7	14.7	2.1	16.8	174.9	48.6	223.5
March, 1962	53.7	15.2	68.9	107.5	33.4	140.9	15.0	2.3	17.3	176.2	50.9	227.1

Unemployment

Census

The total of persons "unemployed" has been recorded only at the dates of the various censuses. Before the 1947 Census, persons who were "unemployed" were requested to furnish particulars of the cause and duration of unemployment, but from 1947 onwards, the inquiry was broadened to include all persons (usually engaged in industry, business, trade, profession, or service) who were out of a job and "not at work" at the time of the census for whatever reason, including any not normally associated with unemployment. This change in the form of the questionnaire probably resulted in some variation in response. The following table sets out the number of persons recorded within these categories at the Censuses of 1933 to 1961. The percentage of "unemployed" at each date to all wage and salary earners, comprising those estimated to be in employment and those unemployed, is also shown.

VICTORIA—UNEMPLOYMENT (ALL CAUSES): AT DATE OF CENSUS

At 30th June—	Wage and Salary Earners Unemployed ('000)			Proportion of Wage and Salary Earners Unemployed (Per Cent.)		
	Males	Females	Persons	Males	Females	Persons
1933*	98·7	21·1	119·8	22·9	12·5	20·0
1947†	13·9	4·2	18·1	2·7	2·0	2·5
1954†	9·7	3·0	12·7	1·6	1·3	1·5
1961†	38·0	13·9	51·9	‡	‡	‡

* As recorded at the Census. In addition, there were considerable numbers of youths and young women of working age who had never been employed and were "not at work" at the time of the Census.

† Persons in the work force who were "not at work" at the time of the Census.

‡ Not available

VICTORIA—CAUSES OF UNEMPLOYMENT : AT DATE OF CENSUS

At 30th June—	Unable to Secure Employment	Temporarily Laid Off	Illness	Accident	Industrial Dispute	Other	Total
MALES							
1933	89,549	*	5,627	1,279	600	1,696	98,751
1947†	2,737	2,417	3,294	674	69	4,748‡	13,939
1954†	1,884	852	2,922	649	81	3,287‡	9,675
1961†	25,561	3,535	3,865	1,654	263	3,113§	37,991
FEMALES							
1933	16,467	*	3,261	145	31	1,136	21,040
1947†	350	581	1,106	93	8	2,079‡	4,217
1954†	596	336	994	72	5	998‡	3,001
1961†	8,630	1,479	1,775	276	134	1,605§	13,899
PERSONS							
1933	106,016	*	8,888	1,424	631	2,832	119,791
1947†	3,087	2,998	4,400	767	77	6,827‡	18,156
1954†	2,480	1,188	3,916	721	86	4,285‡	12,676
1961†	34,191	5,014	5,640	1,930	397	4,718§	51,890

* Not available.

† Persons in the work force who were "not at work" at the time of the Census.

‡ The majority of these persons were resting between jobs or changing jobs.

§ Includes 541 males, 250 females, and 791 persons, as appropriate, whose reasons for not being at work were "not stated".

Persons Receiving Unemployment Benefit

The number of persons receiving unemployment benefit in Victoria, as stated by the Department of Social Services, is given in the following table :—

**VICTORIA—NUMBER OF PERSONS RECEIVING
UNEMPLOYMENT BENEFIT***

Year					Males	Females	Persons
1957-58	..	..	..	..	3,765	1,362	5,127
1958-59	..	..	..	..	3,793	1,950	5,743
1959-60	..	..	..	..	2,871	1,396	4,267
1960-61	..	..	..	..	3,627	1,257	4,884
1961-62	..	..	..	..	11,666	3,117	14,783

* Average of monthly figures for financial year. For definition, benefits, &c., see pages 286-287.

*Prices***Retail Price Indexes**

Retail price index numbers for Australian cities are compiled by the Commonwealth Statistician, the aim being to measure the degree of change in prices for a selected field taken as a whole.

In compiling the retail price indexes, the price of each item is multiplied by its quantity "weight" and then by its appropriate population or household "weight." The sum of these products for all items at any given date represents an "aggregate expenditure." The "aggregate expenditures" for successive periods are converted into an index by representing the aggregate of a selected or "base" period by an appropriate number (e.g., 100 or 1,000), and calculating index numbers for all periods to such base by the proportions which their aggregates bear to the aggregate of the base period.

The list of items must be a selected list because it is impossible in practice to obtain at regular intervals prices of all goods and services entering into household expenditure. Considerable difficulty is often experienced in ensuring that the selected items are always a true sample. Some items which it would be desirable to include must be excluded because comparative prices cannot be accurately ascertained for them at different times. Similarly many items of small aggregate or individual importance are excluded.

The lists used are simply selected items combined in certain proportions for the purpose of measuring price variations, and are representative of the fields covered, the proportions approximating to those in average consumption so far as can be ascertained. It must be emphasized that retail price indexes are designed to measure the extent of changes in price levels only. While they may be used to indicate the effect of price change on cost of living, they do not measure the absolute cost of living nor the extent of changes in the cost of living. They measure, as nearly as may be, the proportionate change in the aggregate cost of specified quantities and qualities of the selected list of items included in the index.

Retail price indexes are sometimes used as a measure of change in the "purchasing power of money." Strictly speaking, such a measure relates only to purchasing power over the list of items of the index combined in their specified proportions. The validity of its use in any broader sense or in dealing with a particular problem is a question for judgment by prospective users on the facts of the case and in the light of the definition of the index. It is impossible to compile a single general measure that will show, for all purposes and in all classes of transactions, the change in the value of money from one time to another.

Retail price indexes are sometimes used by industrial tribunals and other authorities for the adjustment of wages. These authorities themselves decide, however, what use (if any) they make of available indexes or whether they desire the Commonwealth Statistician to compile a special index or adapt an existing index to suit their purposes. It is not the practice for the Commonwealth Statistician to express any view as to whether such tribunals should use retail price indexes in their deliberations. In the normal course of his duties, the Commonwealth Statistician compiles and publishes various price indexes, states what they measure, explains how they are constructed, and gives evidence or public information when required. His function in this regard is frequently misunderstood. It is sometimes erroneously supposed that certain basic wages are determined by ascertaining the aggregate cost of the list of items included by the Statistician in a retail price index, or by calculating separate components of the wage from the aggregate cost of the items in separate groups of such an index. The actual position is briefly as follows :—

- (1) Tribunals determine a basic wage in the light of relevant evidence, presented by the parties, usually covering a wide range of economic conditions. This may or may not include evidence on changes in price levels.
- (2) In some cases it may be provided by statute or by judgment of the tribunal that the total wage thus determined shall be adjusted for price change in ratio to the overall movement in a specified retail price index.

Previous Retail Price Indexes

Due to changes in the pattern of household expenditure and in the modes of living, it becomes desirable from time to time to compile a new index with a list of items and weights more representative of current usage than those of the previous index. Five series of retail price indexes have been compiled at various times in Australia by the Commonwealth Statistician prior to 1960. Each of these was continued until changed conditions required the compilation of indexes more directly relevant to current conditions. The respective indexes were :—

- (1) The "A" Series Index (covering food, groceries, and house rents) which was first compiled in 1912 with the year 1911 as base = 1,000. It was discontinued in June, 1938 ;
- (2) the "B" Series Index (covering food, groceries, and rent of 4 and 5 roomed houses) which was first compiled in 1925 and continued until the December Quarter, 1953 ;
- (3) the "C" Series Index (covering food and groceries, rent of 4 and 5 roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking, and some other miscellaneous items) which was first compiled in 1921. It was used by the Commonwealth Court of Conciliation and Arbitration for purposes of quarterly wage adjustments from May, 1934 to August, 1953. Some State tribunals continued to use or consider it in their proceedings until it was discontinued. It was last issued on its original basis for December Quarter, 1960 ;
- (4) the "D" Series Index, derived by combining the "A" and "C" Series Indexes, which was used by the Commonwealth Court of Conciliation and Arbitration from May, 1933 to May, 1934 and then discontinued ; and
- (5) the Interim Index (covering food and groceries, rent of 4 and 5 roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking, certain services, and some other miscellaneous items) which was first compiled in 1954 with the year 1952-53 as base = 100. As its title indicated, it was constructed as a transitional index. Its compilation was discontinued following its replacement by the Consumer Price Index in June Quarter, 1960.

Consumer Price Index

The title "Consumer Price Index" does not imply that the new Index differs in definition or purpose from its predecessors. This title is adopted in conformity with world trends in naming indexes of retail prices (including prices of services, accommodation, &c.) and their weighing according to patterns of consumption.

The Consumer Price Index is a quarterly measure of variations in retail prices of goods and services representing a high proportion of the expenditure of wage earners' households. The Index is designed only to measure the proportionate change in prices as combined in the individual groups in the Index. This is a basic principle of all price indexes, and failure to grasp it gives rise to misconceptions concerning price indexes and their uses.

The Consumer Price Index covers a wide range of commodities and services arranged in the following five major groups : Food, Clothing and Drapery, Housing, Household Supplies and Equipment, Miscellaneous. These groups do not include every item of household spending. It is both impracticable and unnecessary for them to do so.

The Index has been compiled for each quarter from September Quarter, 1948, and for each financial year from 1948-49. "All Groups" index numbers, and Group index numbers for each of the five major Groups, are compiled and published regularly for six State capital cities separately and combined. The reference base for each of these indexes is : Year 1952-53 = 100·0. The separate city indexes measure price movements within each city individually. They enable comparisons to be drawn between cities as to differences in degree of price movement, but not as to differences in price level. Similarly, the separate group indexes measure price movements of each group individually, and compare the degree of price change in the different groups. The Index for the six capital cities combined is a weighted average of price movement in the individual cities.

Changes in the pattern of expenditure of wage earner households since 1950 have been such as to render it necessary to construct the index with additional items and changes in weighting patterns at intervals (rather than on the basis of a list of items and set of weights which remain unchanged throughout the period). Four new series for short periods (namely, from the September Quarter of 1948 to the June Quarter, 1952, from the June Quarter of 1952 to the June Quarter of 1956, from the June Quarter of 1956 to the March Quarter of 1960 and from the March Quarter of 1960 onwards) were therefore constructed and linked to form a continuous retail price index series. At times of linking, the weighting pattern has been altered and, in addition, new items that had become significant in household expenditure have been introduced.

The principal changes are :—

- (1) The introduction of private motoring (June Quarter, 1952) and of television (March Quarter, 1960) ;
- (2) altered proportions of houses under the various modes of occupancy (June Quarters, 1952 and 1956) ; and
- (3) changes in weights of fuel and fares (June Quarters of 1952 and 1956) and of private motoring (June Quarter, 1956).

It is envisaged that future links will be made in the index when significant changes in the pattern of household expenditure render it necessary to do so.

The sets of weights used for the different periods covered by the index have been derived from analyses of statistics of production and consumption ; the Censuses of 1947 and 1954 ; the Censuses of Retail Establishments of 1948-49, 1952-53, and 1956-57, and the continuing Survey of Retail Establishments ; from information supplied by manufacturing, commercial, and other relevant sources ; and from special surveys.

The principal ways in which the Consumer Price Index differs from the Interim Retail Price Index are :—

- (1) The list of items has been expanded to include :—
 - (i) Home ownership—price of new house ; rates and charges payable to local government authorities (including water and sewerage authorities) ; and repairs and maintenance of houses ;
 - (ii) weekly payments for houses let by State Housing authorities ;
 - (iii) household appliances such as refrigerators, washing machines, and television sets ;
 - (iv) private motoring ; and
 - (v) beer and other additional items.
- (2) It is constructed as a series of linked indexes with significant changes in composition and weighting effected at June Quarter, 1952, June Quarter, 1956, and March Quarter, 1960. (This linking has not affected the level of the Index at the time of changes.)

Consumer Price Index Numbers for Melbourne are shown in the following table :—

MELBOURNE—CONSUMER PRICE INDEX NUMBERS
(Base of Each Index : Year 1952-53 = 100)

Year Ended 30th June—	Food	Clothing and Drapery	Housing	Household Supplies and Equipment	Miscel- laneous	All Groups
1953	100·0	100·0	100·0	100·0	100·0	100·0
1954	104·4	100·6	102·9	101·2	99·9	102·0
1955	103·9	101·2	105·4	100·6	99·7	102·0
1956	112·2	102·8	113·8	101·6	108·3	108·1
1957	117·8	104·9	122·8	105·2	117·8	114·0
1958	114·3	108·4	127·3	106·2	118·8	114·4
1959	116·1	109·6	129·4	109·2	122·2	116·6
1960	120·8	110·7	135·8	110·9	125·5	120·0
1961	130·2	112·8	151·2	112·5	129·2	125·9
1962	127·8	114·0	157·5	114·1	129·3	126·3

Retail Prices of Food

The average retail prices of various food and grocery items in Melbourne are shown in the following table. The figures represent the means of the monthly prices as at the 15th day of each month in the years shown.

MELBOURNE—AVERAGE RETAIL PRICES OF SELECTED COMMODITIES*
(Pence)

Item	Unit	1939	1945	1950	1955	1961
Groceries—						
Bread†	2 lb.	5.40	5.55	8.50	14.63	18.29
Flour—Plain	2 lb.	4.25	4.25	5.72	11.14	14.22
„ —Self-Raising	2 lb.	7.48	7.40	9.98	18.10	22.76
Tea	1 lb.	27.74	27.00	36.50	84.53	78.75
Sugar	1 lb.	4.00	4.00	5.00	9.00	11.00
Tapioca, Seed	1 lb.	3.09	6.88	7.88	12.87	12.82
Jam, Plum	1½ lb.	8.40	11.25	16.68	27.18	30.57
Golden Syrup	2 lb.	7.14	7.33	9.54	19.00	22.49
Oats, Flaked	1 lb.	3.56	3.79	6.37	9.42	11.06
Raisins, Seeded	1 lb.	10.43	13.09	18.80	28.38	33.42
Currants	1 lb.	8.76	10.58	14.86	22.66	29.08
Apricots, Dried	1 lb.	15.52	18.00	25.17	58.07	62.25
Peaches, Canned	29 oz.	9.43	13.26	20.25	33.12	33.89
Pears, Canned	29 oz.	10.02	14.20	21.53	35.07	33.70
Potatoes	7 lb.	17.70	8.40	24.08	40.99	67.34
Onions	1 lb.	3.53	2.62	4.02	9.13	11.48
Soap	1 lb.	6.97	7.11	11.39	18.02	21.70
Kerosene	quart	5.15	6.43	7.34	8.24	8.80
Dairy Produce—						
Butter, Factory	1 lb.	19.50	20.50	26.35	50.93	58.13
Cheese, Mild	1 lb.	13.41	16.28	18.50	34.13	42.19
Eggs, New Laid§	1 doz.	19.17	26.00	39.61	66.88	71.19
Bacon, Rashers	1 lb.	19.90	22.78	44.06	71.54	94.80
Milk—Condensed	tin	9.33	10.27	14.63	22.41	24.28
„ —Fresh†	quart	7.15	7.43	11.45	18.00	18.92
Meat—						
Beef—Sirloin	1 lb.	10.77	13.69	21.28	40.34	59.18
„ —Rib.	1 lb.	8.66	11.53	18.21	39.77	58.60
„ —Steak—Rump	1 lb.	15.63	21.06	30.62	54.46	94.92
„ — „ —Chuck	1 lb.	7.05	10.12	15.48	33.88	48.44
„ —Sausages	1 lb.	5.48	8.15	13.47	20.21	26.21
„ —Corned Silverside	1 lb.	8.95	12.54	20.37	39.56	57.46
„ —Corned Brisket	1 lb.	6.85	9.35	14.51	29.11	43.44
Mutton—Leg	1 lb.	7.74	11.37	15.41	25.79	27.94
„ —Forequarter	1 lb.	4.63	6.57	9.39	16.47	20.37
„ —Loin	1 lb.	7.37	9.54	14.22	23.86	28.50
„ —Chops, Loin	1 lb.	8.37	10.64	15.12	25.16	28.82
„ —Chops, Leg	1 lb.	8.65	11.60	15.78	27.52	32.35
Pork—Leg	1 lb.	12.62	15.95	33.58	52.96	62.78
„ —Loin	1 lb.	12.91	16.80	34.49	54.03	64.31
„ —Chops	1 lb.	13.30	17.65	35.12	54.54	64.37

* In some cases the averages are price relatives.

† Delivered.

§ Extra Large Grade as from April, 1961.

Wholesale Price Indexes

The main wholesale price index compiled by the Commonwealth Statistician is the Wholesale Price (Basic Materials and Foodstuffs) Index which extends back to 1928 and is issued monthly.

Prices used in this Index are in the main obtained directly from manufacturers and merchants, and, with a few important exceptions, from Melbourne sources. Commodities are priced in their primary or basic form wherever possible, with the price of imported goods being taken on an ex-bond (or into factory) basis. The list of items is divided into seven main groups, each being subdivided into goods which are mainly imported and those which are mainly home produced.

The Index is constructed on the simple aggregative fixed-weights formula. The weights are based on estimates of the average annual consumption of the commodities in Australia during the period 1928-29 to 1934-35, inclusive. Changes in usage, changes of category as between "imported" and "home produced" for some commodities, and changes in the industrial structure have affected the validity of some of the weights in the Index.

During 1956, supplies and prices of potatoes and onions fluctuated violently and dominated the movement of the "Foodstuffs and Tobacco", "Goods Principally Home Produced" and "Total All Groups" sections. In order to provide a representative measure of the general trend in wholesale prices, the Index shown in the following table has been reconstructed as from the base period (average three years ended June, 1939 = 100) by omitting potatoes and onions.

Index numbers for each group of commodities and for all groups combined for the Index of wholesale prices of basic materials and foodstuffs are given in the following table :—

WHOLESALE PRICE (BASIC MATERIALS AND FOODSTUFFS) INDEX NUMBERS

(Base of Each Group : Average of Three Years Ended June, 1939 = 100)

Period	Basic Materials							Foodstuffs and Tobacco*	Basic Materials and Foodstuffs		
	Metals and Coal	Oils, Fats, and Waxes	Textiles	Chemicals	Rubber and Hides	Building Materials	Total		Goods Principally Imported†	Goods Principally Home Produced*	Total All Groups*
1951-52	343	220	577	314	298	370	321	276	288	300	297
1952-53	392	234	607	350	224	404	350	293	292	331	319
1953-54	388	222	566	323	191	363	332	308	271	339	319
1954-55	391	214	510	314	246	372	330	315	277	340	322
1955-56	404	220	456	317	328	415	345	325	292	352	334
1956-57	409	241	520	344	302	463	367	324	311	357	344
1957-58	398	238	437	349	280	453	355	325	301	355	339
1958-59	392	231	362	327	293	423	340	332	283	358	336
1959-60	395	225	403	331	379	431	347	348	281	375	348
1960-61	399	222	387	331	341	439	346	372	278	394	360

* During 1956 these indexes were reconstructed from July, 1936, by excluding potatoes and onions.

† Represents only such imported commodities as are included in the Wholesale Price Index and does not measure changes in prices of all imports.

Wholesale Prices of Principal Products

The following table shows the monthly average of Melbourne wholesale prices of the principal agricultural, dairying, and pastoral food products for the years shown:—

MELBOURNE—WHOLESALE PRICES

Item	Unit	1939	1945	1950	1955	1961
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Agriculture—						
Wheat ..	bushel	2 7·56	3 11·25	6 9·13	14 0·83	15 4·50
Barley—						
English ..	..	3 1·06	6 0·19	7 3·50	15 2·97	14 8·63
Cape ..	..	2 10·06	5 3·19	6 6·50	13 0·00	12 6·50
Oats, Milling ..	..	2 10·44	4 1·75	6 10·56	8 4·75	6 10·29
Maize ..	..	5 2·94	8 4·00	12 3·44	15 4·00	20 3·00
		<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>
Bran ..	ton	4 19 6	6 0 0	11 5 8	21 11 0	21 5 0
Pollard ..	..	4 19 8	6 0 0	11 5 8	21 11 0	22 5 0
Flour (First	..					
Quality) ..	..	12 16 6	12 17 6	17 14 7	32 17 6	39 19 7
Chaff ..	..	4 17 3	9 9 4	12 0 6	17 18 4	18 6 3
Potatoes ..	..	15 12 10	7 10 0	23 12 4	34 11 10	54 6 2
Onions ..	..	21 11 2	14 12 6	21 17 6	48 18 8	59 4 3
Dairy and Farm- yard Produce—						
Butter ..	lb.	1 5·00	1 5·88	1 11·75	3 11·41	4 7·25
Bacon ..	..	1 0·81	1 3·50	2 2·00	4 0·50	5 0·67
Ham ..	..	1 5·44	1 6·50	2 9·00	4 6·50	5 7·00
Cheese (Matured)	..	1 2·44	1 4·50	1 7·00	3 0·42	3 4·00
Honey ..	..	0 4·94	0 7·50	0 7·50	0 11·25	1 2·23
Eggs* ..	dozen	1 4·13	1 10·25	2 11·19	4 11·54	5 1·67
Butchers' Meat—						
Beef, Prime ..	100 lb.	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>
		1 14 0	2 11 1	4 11 3	7 9 10	9 11 7
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Mutton ..	lb.	0 3·31	0 5·32	0 9·20	0 10·96	0 11·03
Veal ..	..	0 4·31	0 5·84	0 8·94	1 9·05	2 3·50
Pork ..	..	0 7·13	0 9·69	1 10·57	2 6·51	2 7·72
Lamb ..	..	0 6·25	0 8·75	1 4·00	2 2·07	1 9·45

* Extra Large Grade as from April, 1961.

Further Reference

Labour Report, Commonwealth Bureau of Census and Statistics
(Canberra)