

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, 1962, there were 233 Wages Boards existing or authorized.

(3) *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 Court 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 standing 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 Boards 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, 1962	31st March, 1939	31st March, 1948	31st December, 1962
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	45·47	40·11	40·00	113·8	100·4	100·1
Public Authority (n.e.i.) and Community and Business Services ..	42·75	38·93	38·93	107·0	97·4	97·4
Amusement, Hotels, Personal Service, &c. ..	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, 1962, as there has been no change in weighted average standard hours for females during this period.

† See footnotes on previous page.

Annual Leave

In April and May, 1962, the Commonwealth Conciliation and Arbitration Commission heard an application by The Amalgamated Engineering Union (Australian Section) and Others to vary the Metal Trades Award to grant three weeks' annual leave. On 30th May, 1962, the Commission announced the present intention was that an increase to three weeks' annual leave generally in secondary industry, subject to special cases, should be granted as soon as the economy was in a position to cope with the effects of such an increase. Proceedings were adjourned until February or March, 1963.

Subsequently, in February and March, 1963, the hearing was conducted jointly with the 1963 Metal Trades Margins case hearing. The Commission declared its judgment on 18th April, 1963, stating, "In our view the Australian economy has recovered sufficiently from the recession of 1961 and its likely rate of recovery in the future is such as to enable us to grant three weeks annual leave." This applied to employees who had completed twelve months continuous service by or after 30th November, 1963. If after 1st June, 1963, an

employee who has had one month's continuous service with an employer has his employment terminated by the employer through no fault of the employee, the employee shall be paid at his ordinary rate of wage for ten hours at the same rate in respect of each completed month of continuous service with the employer. This variation of the award operated from the beginning of the first pay period to commence on and after 22nd April, 1963, and was to remain in operation until 21st April, 1964.

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 1958 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—					
1933-42	16	7,799	479	8,278	67,879
1943-52	33	35,266	2,125	37,391	262,892
1953-62	78	47,272	1,378	48,650	86,801
Five Year Averages—					
1953-57	59	37,203	1,905	39,108	91,277
1958-62	96	57,340	851	58,191	82,325
Annual Totals—					
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
1962	166	72,525	720	73,245	100,606

* 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								
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
1962	99	17	41	7	2	166
WORKERS INVOLVED								
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
1962	31,959	2,583	35,378	3,136	189	73,245
WORKING DAYS LOST								
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
1962	66,830	6,764	24,294	2,605	113	100,606
ESTIMATED LOSS IN WAGES £'000								
1958	112.5	52.6	155.7	18.0	1.6	340.4
1959	94.1	5.6	18.1	12.9	0.7	131.4
1960	33.2	63.3	243.2	42.4	15.0	397.1
1961	130.4	118.7	42.5	2.5	10.7	304.8
1962	276.4	29.4	103.2	9.3	0.3	418.6

* 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 1962, 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 1962 was 155, with a membership of 1,622,322 representing 83 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 Population Censuses of 30th June, 1954 and 30th June, 1961. 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
					%	%	%
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
1962	155	393,667	104,351	498,018	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 1961 and 1962 :—

VICTORIA—TRADE UNIONS : INDUSTRIAL GROUPS

Industrial Group	1961		1962	
	No. of Unions	No. of Members	No. of Unions	No. of Members
Agriculture, Grazing, &c. ..	2	9,962	2	10,103
Manufacturing—				
Engineering, Metal Works, &c. ..	10	76,007	10	74,999
Textiles, Clothing, and Footwear ..	5	47,374	5	52,243
Food, Drink, and Tobacco ..	14	23,059	14	23,930
Sawmilling, Furniture, &c. ..	3	10,455	3	9,358
Paper, Printing, &c. ..	6	17,389	6	16,704
Other Manufacturing ..	15	30,148	15	32,412
Total Manufacturing ..	53	204,432	53	209,646
Building and Construction ..	10	39,015	10	37,644
Railway and Tramway Services ..	5	25,920	5	27,076
Road and Air Transport ..	7	17,710	8	18,137
Shipping and Stevedoring ..	7	7,628	7	7,314
Banking, Insurance, and Clerical ..	10	28,022	10	28,547
Wholesale and Retail Trade ..	3	17,074	3	17,647
Public Administration * ..	37	82,949	36	84,925
Amusement, Hotels, Personal Service, &c. ..	8	15,218	8	15,133
Other Industries† ..	14	38,830	13	41,846
Total	156	486,760	155	498,018

* 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 1960 to 1962 :—

VICTORIA—CENTRAL LABOUR ORGANIZATIONS

Organization	1960	1961	1962
Number of Councils	9	9	9
Number of Unions and Branch Unions Affiliated	289	278	282

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.

Employers' Associations

Employers' associations arise when groups of employers agree among themselves to adopt a common labour policy, to negotiate common terms of employment, and to be represented jointly on or before industrial tribunals. These functions are, in fact, often performed by bodies which are concerned also with other objectives, such as the elimination of "unfair" trading practices, the enforcement of standards of professional conduct, or the grant of tariff protection and other political concessions. Such objectives are by no means unrelated to industrial matters, since there is an obvious connexion between the terms on which goods can be sold and the wages that can be paid to those who have helped to produce them. In some organizations, however, these wider objectives overshadow or supplant the purely industrial. A broad distinction may, therefore, be drawn between (a) employers' associations in the narrower sense of bodies largely, if not primarily, concerned with industrial matters, and (b) other associations with predominantly different objectives, such as Chambers of Commerce, Professional Institutes, Primary Producers' Unions, and many Trade Associations.

Employers' associations, as defined in the former category, first appeared in Victoria in the 1850's, notably in the building trade and the coachbuilding industry. The associations formed at that time, however, seem to have been ephemeral and temporary, their main purpose being to resist pressure for an eight-hour day by the early trade unions. "Continuous" or permanent associations of employers did not appear until the 1870's. The Master Builders' Association dates from 1875 and the Victorian Chamber of Manufactures from 1877, the latter body being formed with the objective of influencing tariff policy and factory legislation, as well as resisting the eight-hour day agitation. These two bodies were followed within a few years by the Victorian Employers' Union, which later changed its name to become the Victorian Employers' Federation.

A great stimulus to the growth of employers' associations in Victoria followed the establishment of the Wages Board system (see page 462), particularly during the first two decades of the present century. Associations of Master Wheelwrights and Blacksmiths, Master Drapers, Master Hairdressers and Master Grocers all followed closely upon the establishment of Wages Boards in their respective trades. Employers had to unite in order to nominate their representatives on the Boards. Since it became permissible in 1934 for paid officials to represent employers, many associations have nominated officers of the Chamber of Manufactures or of the Victorian Employers' Federation to represent them on the State Wages Boards.

Employers' associations in Victoria at the present time may be divided into three groups. One group is constituted by the Victorian Chamber of Manufactures, together with a small number of affiliated associations. The Chamber has 6,500 individual members organized into about 200 industry sections or sub-sections. The Chamber is incorporated as a company limited by guarantee and is administered by a council of 140 members, an executive committee, elected office

bearers, and a salaried manager. The Chamber's secretariat acts for the various sections before both State and Federal industrial authorities. In addition to industrial matters, the Chamber has always taken an active part in proceedings before the Tariff Board. It also operates a subsidiary insurance company, and more recently it has developed a wide variety of advisory commercial services for its members.

A second group is constituted by 80 or so associations that are affiliated directly or indirectly to form the Victorian Employers' Federation. In addition, about 2,000 firms are individual members of the Federation. Most of the member associations operate in the building, distributive, or service trades, as distinct from manufacturing industries. Several primary producers' unions are also affiliated with the Federation. Some of the affiliated associations are themselves federations of smaller and more specialized bodies. The Employers' Federation is an incorporated body registered with the Commonwealth Arbitration Commission, with a council of 130 members, an executive committee, six elected office bearers (who constitute its Board of Governors) and a salaried secretary. The Federation provides secretarial services for about 25 of its member associations and undertakes industrial services for many others (e.g., The Master Builders' Association). Unlike the Chamber of Manufactures, it is not involved in tariff matters, but it has been active in organizing training courses in business administration and secretarial work, in providing advisory services on financial matters to small businesses, and in sponsoring various community services and movements for economic development. It also operates a subsidiary insurance company for the benefit of the members of its affiliated associations.

Thirdly, there is an indeterminate number of miscellaneous employers' associations that are not affiliated with either the Chamber or the Federation. Examples are the Victorian Showmen's Guild and the Electrical Contractors' Federation. In the case of some associations at least, the absence of affiliation with either the Victorian Employers' Federation or the Chamber of Manufactures is explained by the fact that they have ties with corresponding associations in other States. A few are actually branches of Australia-wide associations. It is probable that these associations which have interstate affiliations are mainly concerned with the Commonwealth industrial jurisdiction, rather than with the Victorian Wages Boards. Moreover, most of them must rely on their Federal secretariats to represent them before the Commonwealth Tribunals, since very few specifically Victorian associations are registered for this purpose. Apart from the Chamber of Manufactures, the Victorian Employers' Federation and the Automobile Chamber of Commerce, only some five or six Victorian employers' associations are registered with the Commonwealth Arbitration Commission.

Finally, it may be noted that unlike the Trade Union movement, employers' associations lack any central representative organization. This is so in the Federal as well as in the State sphere. The Victorian Employers' Federation, the Chamber of Manufactures and many

individual associations are affiliated with corresponding bodies in other States, but their Federal organizations remain formally independent of one another, although they may in practice co-operate on particular issues.

Industrial Safety

Introductory

Industrial injuries, like other injuries, cause human suffering and personal loss, and the original approach to industrial safety was based on humanitarian motives. More recently it has been realized that industrial accidents also cause economic loss to the community. Efforts for the prevention of accidents must be directed along three lines : (1) to make the working environment safer ; (2) to educate people to work more safely ; and (3) to have recourse to law where appropriate.

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. 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 in them 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. Detailed requirements are regulated under the Act. 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 particularly detailed control under the *Lifts and Cranes Act 1959*, and a Lifts and Cranes Inspectorate has been established for the purpose.

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.

(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.

(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 483 to 485 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 Regulations regulating electrical installations, which are subject to supervision by S.E.C. inspectors.

Safety Promotion and Education

Governmental Authorities

Legislative regulation and inspection aims 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.

Within the Department of Labour and Industry there is a small unit (the Industrial Safety Bureau) through which the Department's safety promotional, advisory, and educational services are 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 and has continued to submit suggestions to the Minister.

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 those 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 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-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, Geelong in 1961, and Ballarat in 1962.

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 1958–59 to 1960–61. Similar information in respect of females is available but has not been included in this Year Book because of the small number involved—3,728 non-fatal accidents to females in 1960–61. 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.

The following table shows the number of fatal and non-fatal industrial accidents to males in each industry group for each of the years 1958-59 to 1960-61 :—

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

Industry Group	Number of Accidents					
	1958-59		1959-60		1960-61	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
Primary	2	1,836	4	1,873	3	1,887
Mining	2	438	1	259	1	266
Manufacturing	4	14,156	7	13,944	6	13,829
Electricity .. .. .	..	373	1	406	..	369
Building .. .. .	..	4,209	6	4,096	3	4,189
Transport and Communication .. .. .	..	1,757	1	1,701	4	1,906
Commerce	2	3,241	3	3,334	2	3,383
Public Authorities	1	1,271	..	1,215	3	1,235
Amusements	1	634	..	723	2	764
Other	3	4,429	4	5,188	6	5,061
Total	15	32,344	27	32,739	30	32,889

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 1958-59 to 1960-61 :—

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)		
	1958-59	1959-60	1960-61	1958-59	1959-60	1960-61
	Primary	8,136	9,746	8,017	145	204	182
Mining	2,070	1,320	1,145	52	44	37
Manufacturing	53,567	52,518	48,614	1,706	1,288	1,220
Electricity	1,365	1,459	1,201	23	25	29
Building	17,461	17,201	14,959	381	442	398
Transport and Communication	6,457	6,384	6,341	118	128	122
Commerce	11,438	11,684	10,643	207	250	230
Public Authorities	5,271	4,826	4,717	101	96	103
Amusements	3,075	3,366	3,229	54	56	59
Other.. .. .	16,589	19,631	18,573	318	436	396
Total	125,429	128,135	117,439	3,105	2,969	2,776

The following table shows the number of non-fatal industrial accidents to males, by accident factor and industry group, for the year 1960-61 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY ACCIDENT FACTOR, 1960-61

Industry Group	Accident Factor									Total
	Machinery	Vehicles	Electricity, &c.*	Harmful Substances	Falls	Stepping on Objects †	Falling Objects ‡	Handtools §	Other and Unspecified	
Primary ..	199	132	32	8	369	86	621	204	236	1,887
Mining ..	34	20	2	1	39	5	125	37	3	266
Manufacturing ..	2,648	306	543	83	2,284	676	5,866	1,023	400	13,829
Electricity ..	11	19	10	..	107	31	138	38	15	369
Building ..	310	108	88	15	1,127	251	1,772	425	93	4,189
Transport and Communication	63	145	9	4	557	78	945	62	43	1,906
Commerce ..	227	178	77	15	684	153	1,364	538	147	3,383
Public Authorities ..	56	98	39	13	313	72	469	109	66	1,235
Amusements ..	32	22	37	6	198	32	181	60	196	764
Other ..	259	378	95	10	1,486	235	1,935	378	285	5,061
Total ..	3,839	1,406	932	155	7,164	1,619	13,416	2,874	1,484	32,889

* 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 1960-61 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY SITE OF INJURY, 1960-61

Industry Group	Site of Injury									Total
	Head	Eye	Neck	Trunk	Arm	Hand	Leg	Foot	Un-specified	
Primary ..	79	60	18	407	246	495	417	164	1	1,887
Mining ..	8	9	4	73	35	70	44	22	1	266
Manufacturing ..	361	354	89	3,513	1,509	4,616	1,799	1,565	23	13,829
Electricity ..	14	9	2	103	67	67	75	31	1	369
Building ..	152	97	29	1,132	513	1,090	715	452	9	4,189
Transport and Communication	87	25	15	564	265	320	401	222	7	1,906
Commerce ..	90	70	20	939	405	1,093	495	267	4	3,383
Public Authorities ..	39	26	10	390	166	266	212	122	4	1,235
Amusements ..	41	11	9	182	114	195	149	60	3	764
Other ..	216	108	42	1,538	496	934	1,142	572	13	5,061
Total ..	1,087	769	238	8,841	3,816	9,146	5,449	3,477	66	32,889

The following table shows the number of non-fatal accidents to males by industry group and type of injury, for the year 1960-61 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY TYPE OF INJURY, 1960-61

Industry Group	Type of Injury									Total
	Contusions, &c.	Burns	Bone Fractures	Dislocations	Sprains and Strains	Amputations	Concussion	Internal Injury	Other and Unspecified	
Primary ..	928	40	288	29	555	12	18	9	8	1,887
Mining ..	122	4	55	..	80	3	1	1	..	266
Manufacturing ..	6,184	790	1,875	93	4,529	220	65	23	50	13,829
Electricity ..	130	10	48	3	167	..	5	1	5	369
Building ..	1,858	124	600	27	1,502	26	31	6	15	4,189
Transport and Communication	756	17	284	19	801	4	15	6	4	1,906
Commerce ..	1,591	115	366	25	1,213	24	28	10	11	3,383
Public Authorities	471	52	176	9	499	3	9	8	8	1,235
Amusements ..	300	46	157	13	224	4	10	7	3	764
Other ..	1,945	120	765	56	2,064	34	50	8	19	5,061
Total ..	14,285	1,318	4,614	274	11,634	330	232	79	123	32,889

The table which follows shows the number of non-fatal industrial accidents to males, by accident factor and site of injury, for the year 1960-61 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : ACCIDENT FACTOR* BY SITE OF INJURY, 1960-61

Accident Factor	Site of Injury									Total
	Head	Eye	Neck	Trunk	Arm	Hand	Leg	Foot	Un-specified	
Machinery ..	82	201	8	219	353	2,555	209	209	3	3,839
Vehicles ..	194	6	18	240	229	283	250	170	16	1,406
Electricity, &c.* ..	113	44	10	42	154	236	133	188	12	932
Harmful Substances	17	41	..	4	20	39	16	17	1	155
Falls ..	218	3	92	2,056	1,102	459	2,847	376	11	7,164
Stepping on Objects*	69	13	7	91	292	423	422	300	2	1,619
Falling Objects* ..	251	221	77	5,486	1,183	3,247	1,031	1,910	10	13,416
Handtools* ..	61	59	8	355	327	1,601	239	221	3	2,874
Other and Un-specified ..	82	181	18	348	156	303	302	86	8	1,484
Total ..	1,087	769	238	8,841	3,816	9,146	5,449	3,477	66	32,889

* For footnotes see page 481.

The table which follows shows the age groups of males involved in non-fatal industrial accidents, by accident factor, for the year 1960-61 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : ACCIDENT FACTOR* BY AGE GROUP, 1960-61

Accident Factor	Age Group (Years)						Total
	Under 20	20-29	30-39	40-49	50-59	60 and over	
Machinery	449	1,099	938	699	478	176	3,839
Vehicles	109	367	395	271	196	68	1,406
Electricity, &c.*	93	286	233	178	104	38	932
Harmful Substances	15	41	38	31	25	5	155
Falls	444	1,609	1,892	1,570	1,142	507	7,164
Stepping on Objects*	147	410	391	344	230	97	1,619
Falling Objects*	905	3,228	3,596	2,938	2,027	722	13,416
Handtools*	364	824	736	537	316	97	2,874
Other and Unspecified	139	404	342	301	206	92	1,484
Total	2,665	8,268	8,561	6,869	4,724	1,802	32,889

* For footnotes see page 481.

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 connexion 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, 1962 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 1957-58 to 1961-62 :—

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	
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
1961-62 ..	925,185	13,607	534	187,953	9,858	13,566

The amount paid in claims during 1961-62, viz., £9,857,923, was allocated as follows:—

A.	Under Workers Compensation Act—		
	(a) Compensation—	£	£
	1. Weekly Compensation ..	3,523,022	
	2. Lump Sum—Death ..	1,336,487	
	3. Lump Sum—Maim ..	1,510,068	
			6,369,577
	(b) Medical, &c., Services—		
	1. Doctor	1,326,255	
	2. Hospital	670,031	
	3. Chemist or Registered Nurse	72,338	
	4. Ambulance	48,751	
	5. Other Curative, &c., Services	118,652	
			2,236,027
	(c) Legal Costs, &c.		584,663
B.	Under Other Acts and at Common Law, Damages, &c.		667,656
		Total	9,857,923

Figures for premiums and claims in this table differ somewhat from those shown on pages 749 to 751 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 1958 to 1962 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	1958	1959	1960	1961	1962
BUILDING TRADES					
Plumbing and Gasfitting	1,788	1,800	1,785	1,860	1,754
Carpentry and Joinery	2,323	2,329	2,324	2,153	2,053
Painting, Decorating, and Signwriting ..	346	380	368	340	366
Plastering	75	74	60	55	50
Fibrous Plastering	256	280	285	263	220
Bricklaying	149	131	122	126	121
Total Building, &c. ..	4,937	4,994	4,944	4,797	4,564
METAL TRADES					
Engineering	2,763	2,808	3,038	3,083	3,170
Electrical	2,157	2,126	2,125	2,290	2,250
Motor Mechanic	2,356	2,413	2,477	2,557	2,518
Moulding	123	121	105	103	92
Boilermaking and/or Steel Construction	408	436	459	527	569
Sheet Metal	226	234	245	269	294
Electroplating	13	12	13	7	12
Aircraft Mechanic	86	82	71	81	92
Radio Tradesman	157	208	224	227	204
Instrument Making	58	61	66	81	107
Silverware and Silverplating	14	10	4	5	8
Vehicle Industry	688	820	878	972	918
Refrigeration Mechanic	46	64	81	100	103
Total Metal Trades ..	9,095	9,395	9,786	10,302	10,337
FOOD TRADES					
Breadmaking and Baking	45	55	59	54	56
Pastrycooking	87	85	88	82	64
Butchering and/or Small Goods Making ..	808	881	851	765	808
Cooking	23	23	34	37	53
Total Food Trades ..	963	1,044	1,032	938	981
MISCELLANEOUS					
Bootmaking	486	442	374	387	393
Printing	1,185	1,265	1,332	1,436	1,557
Hairdressing	865	1,027	1,299	1,430	1,616
Dental Mechanic	26	28	26	28	34
Watchmaking	31	34	26	23	26
Furniture	502	511	559	513	521
Total Miscellaneous ..	3,095	3,307	3,616	3,817	4,147
Total	18,090	18,740	19,378	19,854	20,029

* 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

Trading hours for shops are fixed by the Labour and Industry Act, by Regulations made under that Act, and the Factories and Shops Act which preceded it.

The general hours are from 8 a.m. to 6 p.m. Mondays to Fridays and from 8 a.m. to 1 p.m. on Saturdays. 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 in the Metropolitan Area.

The following review broadly summarizes the current position of trading hours for shops.

The hours generally followed are modified to some extent for butchers, hairdressers and motor car shops, e.g., motor car shops may remain open until 10 p.m. on Friday nights. Other shops have only partly restricted trading hours, and these include booksellers and newsagents, fish and oyster, fruit and vegetable, and cooked meat shops. Petrol shops which may be open at prescribed times on every day of the week (including Sunday) may have extended hours of trading granted by permit, whilst bread, pastry and confectionery shops and flower shops may be open at any time.

Owners of shops listed in the Fifth Schedule to the Act, including bread, pastry and confectionery, cooked meat, fish and oyster, flower, fruit and vegetable, and booksellers and newsagents shops, may sell the following goods, in addition to those normally stocked, without modification of trading hours: non-intoxicating beverages, butter, eggs, milk, cream, tea, coffee, cocoa, tobacco, cigarettes, cigarette papers, matches, toilet soap, shaving soap, razor blades and powders and tablets for the 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) *The Doctrine of the Social Wage*.—The Labour Reports since 1926 (No. 17) have given a detailed account of the development of the Federal Basic Wage by the Court of Conciliation and Arbitration. These reports show that the roots of the Australian basic wage structure were to be found in the doctrine of the basic wage propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, and that the same principle was enunciated in the New South Wales Arbitration Court in somewhat similar terms by Mr. Justice Heydon, in 1905.

The nature of this doctrine is reviewed by Dr. O. de R. Foenander, in his book *Towards Industrial Peace in Australia*†. The relevant passages of this book are quoted here, with the author's and publisher's permission :—“ The Court of Conciliation and Arbitration was created for the specific purpose of preventing and settling industrial disputes extending beyond the boundary of any one State. The Statute to which the Court owes its origin contains no reference to the fixation of a general basic wage, but it had been for long an accepted belief that some real control or protection of the workers' remuneration was incidental to the maintenance and safeguarding of industrial peace. ‘ One cannot conceive of industrial peace ’, said Mr. Justice Higgins, ‘ unless the employee has secured to him wages sufficient for the essentials of human existence ’. Amendments to the Act which appear in section 18A in the consolidation recognize the practice of wage-fixation which, by then, had proved itself indispensable to the function of the Court.

“ It was in November of the year 1907 that the Court made its first intimation as to what, in its opinion, unskilled workers in Australia should be paid. In the year previous, certain legislation known as the Excise Tariff Act was passed by the Commonwealth Parliament

* For further information on industrial arbitration see “ Industrial Conditions ” page 461.

† Published by Melbourne University Press, 1937.

imposing an excise duty on agricultural implements. By the same measure it was provided that the Act should have no application to goods produced or manufactured in Australia 'under conditions as to the remuneration of labour which are declared by the President of the Commonwealth Court of Conciliation and Arbitration to be fair and reasonable'. The Act did not contain any criterion to assist the President in establishing what was "fair and reasonable". In an application by H. V. McKay for an order in terms of the Excise Tariff Act, Mr. Justice Higgins (who was then the President of the Court) had occasion to consider what was a 'fair and reasonable' remuneration. He gave his decision on November 8th, 1907, saying that 7s. per day or £2 2s. per week represented, for Melbourne, an appropriate wage for 'a family of about five'. . . . The immediate result was that the wage for unskilled workers increased by about 27½ per cent.

"Such was the famous Harvester judgment to which, until April, 1934, the Australian wage was 'pegged'. It was the wage computed as necessary to allow the average man to live his life according to Australian standards. This decision by no means represented the first Australian expression of the conception of the living wage and the preference of human to material values. A section of a bill introduced into the Queensland Legislature in 1890 makes provision to that end. That section was the work of the Premier, Sir Samuel Griffith, destined to play a very important part in shaping the course of the Commonwealth Arbitration Court. In 1905, Mr. Justice Heydon of the New South Wales Bench declared himself to much the same purpose. In *New South Wales Saw-Mill and Timber-Yard Employees' Association v. The Sydney and Suburban Timber-Merchants' Association*, he spoke of the 'duty' of assisting, if possible, so to arrange the business of the country that every worker, however humble, shall receive enough to enable him to lead a human life, to marry and bring up a family, and maintain them and himself with, at any rate, some small degree of comfort.

"In giving practical application to these principles, Mr. Justice Higgins, it will be observed, was propounding the doctrine of the social or family wage. This wage, in his view, was 'sacrosanct', and 'beyond the reach of bargaining', and if an employer was unable to pay it, then, in His Honour's view, it were better for him to cease business. A man is 'entitled to a living wage in any industry in the Commonwealth in which he is employed'."

(2) *Awards 1913 to 1953*.—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 for a period 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 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.

(3) *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.

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.

(4) *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.

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

† 84 C.A.R., page 177.

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.

(5) *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.

(6) *Basic Wage Inquiry, 1962.*—The Commission announced in Melbourne on 20th February, 1962, that there would be no alteration in the basic wage.

(7) *Basic Wage Inquiry, 1963.*—The Commission announced in Melbourne on 5th February, 1963, after a short hearing, that there would be no alteration in the basic wage until further order of the Commission. It adjourned the hearing before it until 18th February, 1964. The Commission announced one issue for the adjourned hearing would be to consider why money wages should not be adjusted in accordance with any change 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—				1950—	
March ..	69 0	1944—		February ..	134 0
June ..	69 0	February ..	97 0	May ..	137 0
July ..	72 0||	May ..	97 0	August ..	140 0
September ..	73 0	August ..	98 0	November ..	143 0
October ..	76 0||	November ..	98 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 ..	98 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	1947—		February ..	229 0
May ..	82 0	February ..	107 0	May ..	232 0
August ..	84 0	May ..	107 0	August ..	235 0
November ..	84 0	August ..	108 0	1956—	
1941—		November ..	109 0	June ..	245 0
February ..	86 0	1948—		1957—	
May ..	87 0	February ..	113 0	May ..	255 0
August ..	87 0	May ..	115 0	1958—	
November ..	88 0	August ..	117 0	May ..	260 0
1942—		November ..	120 0	1959—	
February ..	89 0	1949—		June ..	275 0
May ..	92 0	February ..	123 0	1961—	
August ..	94 0	May ..	125 0	July ..	287 0††
November ..	97 0	August ..	128 0		
1943—		November ..	130 0		
February ..	98 0				
May ..	98 0				
August ..	99 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 and 1963 Basic Wage Inquiries 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 3s. 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.

* For details of quarterly adjustments made in Victoria during this period refer to “ Note ” at foot of Basic Wage table, page 494.

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

“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.”

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.

1963 Judgment†

On the 18th April, 1963, the Commonwealth Conciliation and Arbitration Commission delivered its judgment on the claim by the Amalgamated Engineering Union (Australian Section) and other unions granting an increase of 10 per cent. in margins in the Metal Trades Award 1952. The increases operated on and after 22nd April, 1963, and are to remain in operation until 21st April, 1964.

In reaching this judgment the Commission observed :—

“On our judgment of national economic capacity including productivity, the likely future trends in that capacity and the relationship between the capacity of the Metal Trades industry

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

† See Judgment, dated 18th April, 1963, by Commonwealth Conciliation and Arbitration Commission.

and national capacity we consider that we should as a matter of equity increase the real value of margins under this award. Having regard to this decision and the decreased purchasing power of money since the last assessment we consider that it would be fair to increase margins under this award by 10 per cent."

The Commission considered in detail the capacity of the economy by examining various economic indicators. These indicators included rural industry, the balance of payments, the competitive position of secondary industry, investment, employment, company income, money and banking and retail trade. A general assessment of the economy was also made by examining reviews issued by banks, one of which was issued in conjunction with the Associated Chambers of Manufacturers, and by considering official publications.

The extent to which the 1963 decision should be used in other industries was also examined by the Commission which commented :—

"We endorse what was said by the Commission in the 1959 Metal Trades Margins judgment. Re-wording what was then said, to fit the present situation, we say :—

'The decision to be made in this case will be based on the material placed before us and our general industrial knowledge, which, in view of our functions under the Act, we think it proper to use. On the assumption that the case will, generally speaking, follow the lines of the 1959 Metal Trades Margins case, both that material and that knowledge will relate to the Metal Trades industry and to the economy generally. Our decision, however, will relate only to the Metal Trades Award. We realize that on occasions in the past, margins fixed in the Metal Trades Award, and in particular the margin of the fitter, have been used as standards for other awards. The use of any changes in margins which we may grant as a guide in other disputes will be a matter for the parties as far as conciliation is concerned and, if arbitration is necessary, for this Commission however constituted.'

The judgment went on to state :—

"It is clear from the words used in 1959 and repeated in this case that it was not intended then and it is not intended now that the decision about margins in the metal trades should be applied automatically outside the metal trades."

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. Subsequently, on the 15th June, 1962, the Commission delivered a further judgment in the Professional Engineers Case (No. 2). The effect of these two judgments was that increases were granted ranging from £85 per annum at the lowest scale to £720 per annum at the highest scale.

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, and pages 460 to 462 of the Victorian Year Book 1963.

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 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 table, 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, 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 December, 1961	362	1	365	8	128·2	129·5
31st March, 1962	363	3	365	9	128·6	129·5
30th June, 1962	363	4	365	10	128·6	129·5
30th September, 1962	363	4	365	7	128·6	129·4
31st December, 1962	363	6	366	3	128·7	129·7

* 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, 1962

Industrial Group	Rates of Wage†				Index Numbers (Australia 1954=100‡)	
	Victoria		Australia		Victoria	Australia
	<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>		
Mining and Quarrying §	362	2	420	11	128·2	149·0
Engineering, Metal Works, &c.	359	2	361	5	127·2	128·0
Textiles, Clothing, and Footwear..	350	9	351	11	124·2	124·6
Food, Drink, and Tobacco	373	2	363	1	132·1	128·6
Sawmilling, Furniture, &c.	351	1	356	4	124·3	126·2
Paper, Printing, &c.	401	3	391	9	142·1	138·7
Other Manufacturing	355	10	359	2	126·0	127·2
All Manufacturing Groups	361	3	361	10	127·9	128·1
Building and Construction	378	4	370	0	134·0	131·0
Railway Services	338	1	357	7	119·7	126·6
Road and Air Transport	358	5	364	2	126·9	128·9
Shipping and Stevedoring ||	357	2	356	3	126·5	126·1
Communication..	395	10	397	1	140·2	140·6
Wholesale and Retail Trade	369	0	367	10	130·7	130·2
Public Administration and Professional	354	6	358	1	125·5	126·8
Amusement, Hotels, Personal Service, &c.	339	10	348	4	120·3	123·3
All Industrial Groups	363	6	366	3	128·7	129·7

* 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.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>		
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 December, 1961	256	7	261	2	128·9	131·2
31st March, 1962	256	8	261	2	128·9	131·2
30th June, 1962	256	8	261	2	128·9	131·2
30th September, 1962	256	8	261	1	128·9	131·1
31st December, 1962	256	8	261	5	128·9	131·3

* † ‡ See footnotes to table on page 499.

MINIMUM WEEKLY WAGE RATES* : INDUSTRIAL GROUPS :
ADULT FEMALES, 31st DECEMBER, 1962

Industrial Group	Rates of Wage†		Index Numbers (Australia 1954=100‡)	
	Victoria	Australia	Victoria	Australia
Engineering, Metal Works, &c. ..	<i>s.</i> 255 <i>d.</i> 0	<i>s.</i> 258 <i>d.</i> 4	128·1	129·8
Textiles, Clothing, and Footwear..	248 1	249 6	124·6	125·3
Food, Drink, and Tobacco ..	250 10	255 10	126·0	128·5
Other Manufacturing ..	254 2	257 7	127·7	129·4
All Manufacturing Groups ..	250 6	253 8	125·8	127·4
Transport and Communication ..	265 9	270 0	133·5	135·6
Wholesale and Retail Trade ..	270 10	274 0	136·0	137·6
Public Administration and Professional	265 2	267 0	133·2	134·1
Amusement, Hotels, Personal Service, &c.	247 10	254 6	124·5	127·8
All Industrial Groups ..	256 8	261 5	128·9	131·3

* † ‡ See footnotes to table on page 500.

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 Wage Rates and Earnings 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		£	
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
1961-62	19,519	66,623	23·98	23·46

* 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) 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 persons 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 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 1947-1962* and of the re-employment allowance provision of the *Re-establishment and Employment Act 1945-1962* 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, 1963, are given in the following table :—

VICTORIA—COMMONWEALTH EMPLOYMENT SERVICE

Activity, &c.	1958-59	1959-60	1960-61	1961-62	1962-63
Applications for Employment* ..	167,993	174,102	219,027	232,770	221,372
Number Placed in Employment ..	73,083	84,277	89,099	82,552	94,383
Number of Vacancies Notified ..	108,016	130,671	131,310	124,478	148,256
Vacancies at 30th June	7,081	11,590	3,841	5,951	8,461

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

Employment Statistics

Total Occupied Persons and Occupational Status of the Population

In previous issues of the Victorian Year Book tables were published showing particulars of total occupied persons in Victoria, in rural and non-rural industry at various Population Census dates. Although the figures were derived from census results, they differed, because of certain adjustments from recorded census figures.

Information necessary to enable corresponding particulars of total occupied persons to be calculated for June, 1961, is not yet available, and the tables have therefore been omitted from this issue. However, recorded Census figures for June, 1961, are being issued in a series of mimeographed and printed publications which show, for each State and Territory, particulars of the industry and occupational status of persons in the work force.

The occupational status of the population is obtained from the results of each Population Census. A comparison for Victoria, between the 1954 and 1961 Censuses is given at page 103 of this Year Book.

A further comparison is given in the following table, obtained from the 1961 Census, showing Victoria in relation to the remainder of Australia :—

AUSTRALIA—OCCUPATIONAL STATUS OF THE
POPULATION : CENSUS, 30TH JUNE, 1961

(Exclusive of Full-blood Aboriginals)

Occupational Status	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	Australia*
	PERSONS						
<i>In Work Force—</i>							
<i>At Work—</i>							
Employer ..	95,721	73,151	43,497	24,234	20,531	8,221	267,259
Self-Employed ..	138,685	120,999	67,856	41,034	29,827	13,191	413,212
Employee ..	1,297,823	958,006	438,856	298,597	217,619	104,719	3,350,204
Helper (Not on Wage or Salary) ..	6,494	5,965	4,874	1,968	1,660	704	21,742
Total ..	1,538,723	1,158,121	555,083	365,833	269,637	126,835	4,052,417
Not at Work †—							
Unable to Secure Employment ..	40,864	34,191	18,793	7,852	6,651	2,481	111,406
Temporarily Laid Off ..	5,686	5,014	2,881	1,067	670	444	15,865
Sickness or Accident ..	10,184	7,570	4,746	1,545	1,567	643	26,415
Changing Jobs ..	4,594	3,035	2,520	732	861	321	12,246
Other and Not Stated ..	2,314	2,080	993	535	414	202	6,582
Total ..	63,642	51,890	29,933	11,731	10,163	4,091	172,514
Total in Work Force	1,602,365	1,210,011	585,016	377,554	279,800	130,926	4,224,931
<i>Not in Work Force—</i>							
Child Not Attending School ..	407,998	316,346	180,515	107,738	91,431	45,454	1,161,213
Full-time Student or Child Attending School ..	811,003	620,737	322,415	212,813	162,247	79,119	2,227,370
Independent Means, Including "Retired (So Described)" ..	43,947	37,673	18,393	12,692	7,552	3,390	123,963
Home Duties ..	731,379	540,214	286,865	186,604	138,551	65,610	1,962,590
Pensioner or Annuitant ..	274,640	170,727	109,152	61,816	49,162	22,233	689,569
Inmate of Institution ..	26,220	20,848	9,618	6,435	5,412	2,349	71,046
Other ..	19,461	13,557	6,854	3,678	2,474	1,259	47,504
Total Not in Work Force	2,314,648	1,720,102	933,812	591,776	456,829	219,414	6,283,255
Grand Total	3,917,013	2,930,113	1,518,828	969,340	736,629	350,340	10,508,186

* Includes Northern Territory and Australian Capital Territory.

† The category "Not at Work" includes those who stated that they were usually engaged in work, but were not actively seeking a job at the time of the Census by reason of sickness, accident, &c., or because they were on strike, changing jobs or temporarily laid off, &c. It includes also persons able and willing to work but unable to secure employment, as well as casual and seasonal workers not actually in a job at the time of the Census. The numbers shown as "Not at Work", therefore, do not represent the number of unemployed available for work and unable to obtain it.

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, 1954, and 1961, 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, 1962, 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, 1958	June, 1959	June, 1960	June, 1961	June, 1962	Decem- ber, 1962	March, 1963
MALES							
Mining and Quarrying ..	4.6	4.6	4.7	4.9	4.9	4.7	4.7
Manufacturing, &c.† ..	267.5	273.8	288.0	276.6	287.8	294.1	297.7
Building and Construction ..	50.8	50.7	50.7	51.9	46.6	44.4	45.9
Transport‡ ..	55.7	56.0	55.2	58.4	54.7	54.7	55.6
Communication ..	19.2	19.9	20.1	20.6	21.2	21.5	21.5
Property and Finance ..	20.0	20.9	22.3	23.3	24.0	23.8	24.6
Retail Trade ..	38.9	39.1	40.2	39.4	39.8	41.6	40.4
Wholesale and Other Commerce ..	44.3	45.0	46.4	46.8	46.9	48.9	48.5
Public Authority Activity, n.e.i. ..	29.4	29.5	29.3	29.5	29.8	30.3	30.2
Health ..	6.9	7.0	7.1	7.3	7.4	7.5	7.6
Education ..	14.5	15.7	16.8	17.4	18.9	19.0	20.5
Personal Services§ ..	17.0	16.8	17.4	17.4	17.3	18.1	18.0
Other|| ..	24.1	24.4	25.2	25.9	26.5	26.7	27.3
Total ..	592.9	603.4	623.4	619.4	625.8	635.3	642.5
Government¶ ..	166.1	169.3	168.9	174.9	175.1	175.2	178.3
Private ..	426.8	434.1	454.5	444.5	450.7	460.1	464.2
Total ..	592.9	603.4	623.4	619.4	625.8	635.3	642.5

For footnotes see next page.

VICTORIA—WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT :
INDUSTRIAL GROUPS*—*continued*

('000)

Industrial Group	June, 1958	June, 1959	June, 1960	June, 1961	June, 1962	December, 1962	March, 1963
FEMALES							
Mining and Quarrying ..	0·1	0·1	0·1	0·1	0·1	0·1	0·1
Manufacturing, &c.†	97·1	100·0	108·6	98·7	107·1	109·6	114·3
Building and Construction	1·5	1·5	1·7	1·8	1·8	1·9	1·9
Transport‡	5·8	6·0	6·4	6·6	6·4	6·4	6·5
Communication..	5·5	5·6	5·5	5·5	5·5	5·5	5·6
Property and Finance ..	13·2	13·9	15·2	16·1	16·3	15·7	16·5
Retail Trade ..	34·4	34·9	36·3	35·7	36·0	38·0	36·2
Wholesale and Other Commerce ..	13·1	13·4	14·2	14·4	14·4	14·4	14·8
Public Authority Activity, <i>n.e.i.</i> ..	7·5	7·8	7·7	8·0	8·2	8·2	8·3
Health ..	23·7	25·4	26·0	27·1	27·8	27·6	27·8
Education ..	15·3	16·5	17·8	19·0	20·8	20·7	21·8
Personal Services§	15·4	15·3	15·5	15·0	14·4	15·3	14·9
Other||	11·9	12·4	13·1	13·5	13·5	13·7	13·7
Total ..	244·5	252·8	268·1	261·5	272·3	277·1	282·4
Government¶	43·1	45·2	46·6	48·6	50·6	50·2	51·9
Private ..	201·4	207·6	221·5	212·9	221·7	226·9	230·5
Total ..	244·5	252·8	268·1	261·5	272·3	277·1	282·4
PERSONS							
Mining and Quarrying ..	4·7	4·7	4·8	5·0	5·0	4·8	4·8
Manufacturing, &c.†	364·6	373·8	396·6	375·3	394·9	403·7	412·0
Building and Construction	52·3	52·2	52·4	53·7	48·4	46·3	47·8
Transport‡	61·5	62·0	61·6	65·0	61·1	61·1	62·1
Communication..	24·7	25·5	25·6	26·1	26·7	27·0	27·1
Property and Finance ..	33·2	34·8	37·5	39·4	40·3	39·5	41·1
Retail Trade ..	73·3	74·0	76·5	75·1	75·8	79·6	76·6
Wholesale and Other Commerce ..	57·4	58·4	60·6	61·2	61·3	63·3	63·3
Public Authority Activity, <i>n.e.i.</i> ..	36·9	37·3	37·0	37·5	38·0	38·5	38·5
Health ..	30·6	32·4	33·1	34·4	35·2	35·1	35·4
Education ..	29·8	32·2	34·6	36·4	39·7	39·7	42·3
Personal Services§	32·4	32·1	32·9	32·4	31·7	33·4	32·9
Other||	36·0	36·8	38·3	39·4	40·0	40·4	41·0
Total ..	837·4	856·2	891·5	880·9	898·1	912·4	924·9
Government¶	209·2	214·5	215·5	223·5	225·7	225·4	230·2
Private ..	628·2	641·7	676·0	657·4	672·4	687·0	694·7
Total ..	837·4	856·2	891·5	880·9	898·1	912·4	924·9

* 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, 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
June, 1962	53.6	14.9	68.5	106.7	33.4	140.1	14.8	2.3	17.1	175.1	50.6	225.7
March, 1963	54.5	15.1	69.6	108.7	34.5	143.2	15.1	2.4	17.5	178.3	52.0	230.3

Unemployment*Census*

The total number of persons “unemployed” has been recorded only at the dates of the various Censuses. At Censuses before 1947, 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.

Persons included covered (a) those unable to secure employment ; (b) those temporarily laid off from their jobs ; and (c) those not actively seeking work at the time of the Census on account of sickness or accident, industrial dispute, resting between jobs or for any other reason. 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 :—

**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‡	25,942	3,586	3,924	1,678	266	2,607	38,003
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‡	8,793	1,510	1,807	282	136	1,381	13,909
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‡	34,735	5,096	5,731	1,960	402	3,988	51,912

* 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.

† Not available.

‡ Persons in the work force who were "not at work" (see explanation above at the time of the Census).

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

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
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
1962-63	6,480	2,384	8,864

* Average of monthly figures for financial year. For definition, benefits, &c., see pages 307 to 309.

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 a 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 weighting 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 of 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
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
1963	126·0	114·4	161·1	114·0	129·7	126·2

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	1962
Groceries—						
Bread†	2 lb.	5·40	5·55	8·50	14·63	18·50
Flour—Plain	2 lb.	4·25	4·25	5·72	11·14	14·54
„ —Self-Raising	2 lb.	7·48	7·40	9·98	18·10	22·85
Tea	1 lb.	27·74	27·00	36·50	84·53	77·12
Sugar	1 lb.	4·00	4·00	5·00	9·00	10·99
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	22·46
Peaches, Canned	29 oz.	9·43	13·26	20·25	33·12	32·89
Pears, Canned	29 oz.	10·02	14·20	21·53	35·07	33·11
Potatoes	7 lb.	17·70	8·40	24·08	40·99	45·63
Onions	1 lb.	3·53	2·62	4·02	9·13	10·45
Soap	1 lb.	6·97	7·11	11·39	18·02	23·04
Kerosene	quart	5·15	6·43	7·34	8·24	8·81
Dairy Produce—						
Butter, Factory	1 lb.	19·50	20·50	26·35	50·93	57·86
Cheese, Mild	1 lb.	13·41	16·28	18·50	34·13	41·55
Eggs, New Laid§	1 doz.	19·17	26·00	39·61	66·88	64·94
Bacon Rashers	1 lb.	19·90	22·78	44·06	71·54	94·25
Milk—Condensed	tin	9·33	10·27	14·63	22·41	24·24
„ —Fresh†	quart	7·15	7·43	11·45	18·00	19·75
Meat—						
Beef—Sirloin	1 lb.	10·77	13·69	21·28	40·34	57·98
„ —Rib.	1 lb.	8·66	11·53	18·21	39·77	56·07
„ —Steak—Rump	1 lb.	15·63	21·06	30·62	54·46	87·71
„ — „ —Chuck	1 lb.	7·05	10·12	15·48	33·88	45·17
„ —Sausages	1 lb.	5·48	8·15	13·47	20·21	25·49
„ —Corned Silverside	1 lb.	8·95	12·54	20·37	39·56	54·32
„ —Corned Brisket	1 lb.	6·85	9·35	14·51	29·11	39·21
Mutton—Leg	1 lb.	7·74	11·37	15·41	25·79	26·28
„ —Forequarter	1 lb.	4·63	6·57	9·39	16·47	20·10
„ —Chops, Loin	1 lb.	8·37	10·64	15·12	25·16	24·75
„ —Chops, Leg	1 lb.	8·65	11·60	15·78	27·52	29·60
Pork—Leg	1 lb.	12·62	15·95	33·58	52·96	59·54
„ —Loin	1 lb.	12·91	16·80	34·49	54·03	60·14
„ —Chops	1 lb.	13·30	17·65	35·12	54·54	60·35

* 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 in 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*
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
1961-62	392	212	400	333	302	439	340	332	270	363	336

* 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	1962
		<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 10·13
Barley—						
English ..	„	3 1·06	6 0·19	7 3·50	15 2·97	14 10·88
Oats, Milling ..	„	2 10·44	4 1·75	6 10·56	8 4·75	7 9·08
Maize ..	„	5 2·94	8 4·00	12 3·44	15 4·00	16 9·50
		<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 3 4
Pollard ..	„	4 19 8	6 0 0	11 5 8	21 11 0	22 3 4
Flour (First Quality) ..	„	12 16 6	12 17 6	17 14 7	32 17 6	41 3 4
Chaff ..	„	4 17 3	9 9 4	12 0 6	17 18 4	17 17 6
Potatoes ..	„	15 12 10	7 10 0	23 12 4	34 11 10	31 5 6
Onions ..	„	21 11 2	14 12 6	21 17 6	48 18 8	42 7 5
Dairy and Farm-yard Produce—						
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
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	4 8·13
Ham ..	„	1 5·44	1 6·50	2 9·00	4 6·50	5 6·25
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 1·33
Eggs* ..	dozen	1 4·13	1 10·25	2 11·19	4 11·54	4 7·58
Butchers' Meat—						
		<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>
Beef, Prime ..	100 lb.	1 14 0	2 11 1	4 11 3	7 9 10	8 4 1
		<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 9·78
Veal ..	„	0 4·31	0 5·84	0 8·94	1 9·05	1 11·43
Pork ..	„	0 7·13	0 9·69	1 10·57	2 6·51	2 8·21
Lamb ..	„	0 6·25	0 8·75	1 4·00	2 2·07	1 9·43

* Extra Large Grade as from April, 1961.

Further Reference

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