

# 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.

(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 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.

On 31st December, 1963, there were 234 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.

#### *Commonwealth Industrial Court and Commonwealth Conciliation and Arbitration Commission*

The *Conciliation and Arbitration Act 1904–1964* 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 at present composed of a Chief Judge and four 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.

A more complete treatment of the Commonwealth and State arbitration systems is given in the Victorian Year Book 1964, pages 462 to 466.

### **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 industry 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 : INDUSTRY GROUPS

Industry 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, 1963	31st March, 1939	31st March, 1948	31st December, 1963
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	115·8	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 Industry 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 : INDUSTRY  
GROUPS\***

Industry 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 Industry 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, 1963, as there has been no change in weighted average standard hours for females during this period.

† See footnote 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.

### Long Service Leave

(1) *Victoria*.—The *Factories and Shops (Long Service Leave) Act 1953* first provided for long service leave for workers in Victoria. The provisions of this Act were subsequently incorporated in the *Labour and Industry Act* which provided for thirteen weeks leave after twenty years continuous service with the same employer.

(2) *Commonwealth*.—The applicability of long service leave provisions under State law to workers under Federal awards has been tested before the High Court and the Privy Council, and such provisions have been held to be valid.

Before 1964, the Commonwealth Conciliation and Arbitration Commission had not included provisions for long service leave in its awards. The Commission gave its judgment on the Long Service Leave case on 11th May, 1964. The main provisions of the judgment were that in respect of service after 11th May, 1964 (or in New South Wales, 1st April, 1963), entitlement to the first period of long service leave would be calculated at the rate of thirteen weeks for fifteen years unbroken service; and after a further period or periods of ten years, employees would be entitled to an additional pro rata period of leave calculated on the same basis.

On the question of the uniform application of the terms of its award the Commission's judgment stated:—

“Our awards will, to the extent to which they have operation, create a code having uniform operation wherever they run, and that uniformity will not stop at State boundaries.”

### 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 1959 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	
<b>Ten Year Averages—</b>					
1934-43 .. ..	19	8,987	471	9,458	72,878
1944-53 .. ..	34	39,958	2,320	42,278	260,939
1954-63 .. ..	90	49,251	1,384	50,635	98,382
<b>Five Year Averages—</b>					
1954-58 .. ..	62	33,129	1,697	34,826	99,816
1959-63 .. ..	119	65,373	1,070	66,443	96,947
<b>Annual Totals—</b>					
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
1963 .. ..	180	85,757	2,221	87,978	172,963

\* 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\* : INDUSTRY GROUPS

Year	Mining and Quarrying	Manufacturing	Building and Construction	Transport		Other Groups	All Groups
				Stevedoring	Other		
<b>NUMBER OF DISPUTES</b>							
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
1963 .. ..	..	84	21	69	4	2	180
<b>WORKERS INVOLVED</b>							
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
1963 .. ..	..	50,566	6,546	29,311	332	1,223	87,978
<b>WORKING DAYS LOST</b>							
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
1963 .. ..	..	117,377	20,708	33,727	292	859	172,963
<b>ESTIMATED LOSS IN WAGES £'000</b>							
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
1963 .. ..	..	508.3	96.3	145.6	1.3	3.5	755.0

\* 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 1904–1964*, 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 1963, the number of employers' organizations registered under the provisions of the Conciliation and Arbitration Act was 66. The number of unions of employees registered at the end of 1963 was 154, with a membership of 1,663,822 representing 83 per cent. of the total membership of all trade unions in Australia.

#### *Trade Unions, 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 in private domestic service, the percentages have been calculated on figures obtained by adding to the end-of-year estimates the estimated number of employees in rural industry and in private domestic service based on figures 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 ('000)			Proportion of Total Wage and Salary Earners		
		Male	Female	Total	Male	Female	Total
					%	%	%
1954 .. ..	158	350.1	83.8	433.9	58	36	52
1961 .. ..	156	385.8	101.0	486.8	58	36	51
1962 .. ..	155	393.7	104.3	498.0	58	36	51
1963 .. ..	154	401.3	113.6	514.9	57	38	51

The following table shows the number of unions and membership classified by industry groups at the end of each of the years 1962 and 1963 :—

## VICTORIA—TRADE UNIONS : INDUSTRY GROUPS

Industry Group	1962		1963	
	No. of Unions	No. of Members	No. of Unions	No. of Members
Agriculture, Grazing, &c. ..	2	10,103	2	10,240
Manufacturing—				
Engineering, Metal Works, &c. ..	10	74,999	10	76,507
Textiles, Clothing, and Footwear ..	5	52,243	5	52,131
Food, Drink, and Tobacco ..	14	23,930	14	28,626
Sawmilling, Furniture, &c. ..	3	9,358	3	9,540
Paper, Printing, &c. ..	6	16,704	6	17,349
Other Manufacturing ..	15	32,412	15	32,509
Total Manufacturing ..	53	209,646	53	216,662
Building and Construction ..	10	37,644	10	36,712
Railway and Tramway Services ..	5	27,076	5	26,283
Road and Air Transport ..	8	18,137	6	17,814
Shipping and Stevedoring ..	7	7,314	7	7,201
Banking, Insurance, and Clerical ..	10	28,547	10	28,439
Wholesale and Retail Trade ..	3	17,647	3	17,827
Public Administration* ..	36	84,925	36	93,609
Amusement, Hotels, Personal Service, &c. ..	8	15,133	8	15,118
Other Industries† ..	13	41,846	14	45,014
Total .. ..	155	498,018	154	514,919

\* Includes Communication and Municipal, &c.

† Includes Mining and Quarrying and Community and Business 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 1961 to 1963 :—

VICTORIA—CENTRAL LABOUR ORGANIZATIONS

Organization	1961	1962	1963
Number of Councils .. ..	9	9	9
Number of Unions and Branch Unions Affiliated .. .. .	278	282	295

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.

Information on the Australian Council of Trade Unions and on employers' associations is given in the Victorian Year Book 1964, pages 473 to 476.

### 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 448 to 450 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; and during 1963, groups were established in Ringwood and Moorabbin districts.

#### *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 1959-60 to 1961-62. There were certain reporting difficulties in the early years of the collection and it has been found necessary to revise figures for 1959-60 and 1960-61; the revision is substantial mostly in relation to fatal cases. Similar information in respect of females is available but has not been included in this Year Book because of the small number involved—3,516 non-fatal accidents to females in 1961-62. 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 1959-60 to 1961-62 :—

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

Industry Group	Number of Accidents					
	1959-60		1960-61		1961-62	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
Primary .. .. .	7	1,889	5	1,894	8	1,992
Mining and Quarrying .. .. .	3	260	1	266	1	285
Manufacturing .. .. .	15	13,967	11	13,855	14	12,953
Electricity, Gas, Water, Sanitary .. .. .	2	408	..	371	..	284
Building and Construction .. .. .	8	4,104	5	4,210	9	3,947
Transport, Storage, and Communication .. .. .	5	1,701	7	1,909	9	1,847
Commerce .. .. .	5	3,338	4	3,399	3	3,531
Community Services, &c., and Government, n.e.i. .. .. .	2	1,218	4	1,244	1	1,352
Amusements, Personal Services, &c. .. .. .	..	725	2	767	1	727
Government, Semi-Government, Finance, and Other .. .. .	16	5,209	17	5,094	19	4,629
Total .. .. .	63	32,819	56	33,009	65	31,547

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 1959-60 to 1961-62 :—

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

Industry Group	Period of Incapacity (Weeks)			Costs of Claims (£'000)		
	1959-60	1960-61	1961-62	1959-60	1960-61	1961-62
Primary .. .. .	9,775	8,030	8,986	205	182	200
Mining and Quarrying .. .. .	1,334	1,145	1,116	45	37	37
Manufacturing .. .. .	52,632	48,715	48,524	1,290	1,222	1,429
Electricity, Gas, Water, Sanitary .. .. .	1,463	1,208	1,163	25	29	35
Building and Construction .. .. .	17,228	15,030	16,448	442	399	459
Transport, Storage, and Communication .. .. .	6,384	6,345	7,158	129	122	167
Commerce .. .. .	11,691	10,676	12,633	250	231	301
Community Services, &c., and Government, n.e.i. .. .. .	4,832	4,743	5,229	96	103	109
Amusements, Personal Services, &c. .. .. .	3,371	3,235	3,412	56	59	74
Government, Semi-Government, Finance, and Other .. .. .	19,677	18,761	19,925	436	403	537
Total .. .. .	128,387	117,888	124,594	2,974	2,787	3,348

The following table shows the number of non-fatal industrial accidents to males, by accident factor and industry group, for the year 1961-62 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY ACCIDENT FACTOR, 1961-62

Industry Group	Accident Factor									Total
	Machinery	Vehicles	Electricity, &c.*	Harmful Substances	Falling, Slipping	Stepping on Objects †	Falling Objects ‡	Handtools §	Other and Unspecified	
Primary .. .. .	208	152	26	11	370	93	639	243	250	1,992
Mining and Quarrying ..	30	28	3	2	39	5	140	31	7	285
Manufacturing .. .	2,541	281	394	91	2,136	623	5,471	1,008	408	12,953
Electricity, Gas, Water, Sanitary .. .	9	23	13	1	82	14	105	28	9	284
Building and Construction	288	103	74	23	1,088	227	1,586	432	126	3,947
Transport, Storage, and Communication ..	71	154	4	5	578	80	826	76	53	1,847
Commerce .. .	258	223	64	15	727	171	1,356	601	116	3,531
Community Services, &c., and Government, n.e.i.	60	114	32	14	375	71	501	132	53	1,352
Amusements, Personal Services, &c. .. .	39	23	41	3	163	33	218	39	168	727
Government, Semi-Government, Finance, and Other	250	420	104	13	1,304	195	1,713	345	285	4,629
Total .. .	3,754	1,521	755	178	6,862	1,512	12,555	2,935	1,475	31,547

\* 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 1961-62 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY SITE OF INJURY, 1961-62

Industry Group	Site of Injury									Total
	Head	Eye	Neck*	Trunk	Arm	Hand	Leg	Foot	Un-specified	
Primary .. .	72	48	18	469	257	487	468	160	13	1,992
Mining and Quarrying ..	10	12	1	66	24	82	60	30	..	285
Manufacturing .. .	318	365	80	3,317	1,443	4,354	1,688	1,347	41	12,953
Electricity, Gas, Water, Sanitary .. .	13	2	..	70	44	64	59	30	2	284
Building and Construction	143	103	44	1,052	485	994	705	402	19	3,947
Transport, Storage, and Communication ..	76	27	20	577	237	273	423	209	5	1,847
Commerce .. .	121	84	31	913	387	1,158	546	284	7	3,531
Community Services, &c., and Government, n.e.i. ..	42	32	8	448	143	263	267	142	7	1,352
Amusements, Personal Services, &c. .. .	44	6	8	173	114	182	128	68	4	727
Government, Semi-Government, Finance, and Other	198	97	31	1,384	520	853	967	553	26	4,629
Total .. .	1,037	776	241	8,469	3,654	8,710	5,311	3,225	124	31,547

\* Includes vertebral column.



The following table shows the number of non-fatal accidents to males by industry group and type of injury, for the year 1961-62 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY TYPE OF INJURY, 1961-62

Industry Group	Type of Injury										Total	
	Contusions, Lacerations, &c.	Burns and Scalds	Bone Fractures	Dislocations	Sprains and Strains	Amputations	Concussion	Internal Injury	Effects of Poisons	Effects of Electricity		Other and Unspecified
Primary .. .. .	916	41	313	27	633	15	19	9	11	1	7	1,992
Mining and Quarrying .. .	122	7	75	4	73	2	1	..	..	..	1	285
Manufacturing .. .	5,642	621	2,043	75	4,211	174	53	39	15	15	63	12,953
Electricity, Gas, Water, Sanitary .. .	104	14	44	2	111	..	2	3	1	1	2	284
Building and Construction .. .	1,638	100	681	32	1,411	27	20	7	6	6	19	3,947
Transport, Storage, and Communication .. .	664	11	316	14	806	6	17	5	..	..	8	1,847
Commerce .. .	1,630	115	447	37	1,215	17	29	19	2	1	19	3,531
Community Services, &c., and Government, n.e.i. .. .	487	49	208	8	572	3	4	8	6	..	7	1,352
Amusements, Personal Services, &c. .. .	241	46	160	21	231	5	12	4	2	..	5	727
Government, Semi-Government, Finance, and Other .. .	1,701	128	757	54	1,878	9	43	19	9	10	21	4,629
Total .. .. .	13,145	1,132	5,046	274	11,141	258	200	113	52	34	152	31,547

The table which follows shows the number of non-fatal industrial accidents to males, by accident factor and site of injury, for the year 1961-62 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : ACCIDENT FACTOR\* BY SITE OF INJURY, 1961-62

Accident Factor	Site of Injury										Total
	Head	Eye	Neck†	Trunk	Arm	Hand	Leg	Foot	Un-specified	Not Applicable	
Machinery .. .. .	93	203	12	244	334	2,489	201	176	2	..	3,754
Vehicles .. .. .	194	10	25	255	243	316	285	184	9	..	1,521
Electricity, &c.* .. .	87	20	3	26	123	203	94	164	1	34	755
Harmful Substances .. .	12	52	1	7	15	33	11	15	1	31	178
Falling, Slipping .. .	186	6	93	1,914	1,077	432	2,781	368	5	..	6,862
Stepping on Objects* .. .	93	9	7	82	283	343	422	273	..	..	1,512
Falling Objects* .. .	236	194	75	5,231	1,060	2,988	997	1,772	2	..	12,555
Handtools* .. .	51	88	5	378	339	1,654	227	193	..	..	2,935
Other and Unspecified .. .	85	194	20	332	180	252	293	80	..	39	1,475
Total .. .. .	1,037	776	241	8,469	3,654	8,710	5,311	3,225	20	104	31,547

\* For footnotes see page 446.

† Includes vertebral column.

The table which follows shows the age groups of males involved in non-fatal industrial accidents, by accident factor, for the year 1961-62 :—

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO  
MALES : ACCIDENT FACTOR\* BY AGE GROUP, 1961-62

Accident Factor	Age Group (Years)						Total
	Under 20	20-29	30-39	40-49	50-59	60 and over	
Machinery .. .. .	489	973	918	708	488	178	3,754
Vehicles .. .. .	134	415	408	303	181	80	1,521
Electricity, &c.* .. .	86	215	227	121	68	38	755
Harmful Substances .. .	21	40	41	36	31	9	178
Falling, Slipping .. .	464	1,436	1,809	1,511	1,111	531	6,862
Stepping on Objects* .. .	134	367	399	307	218	87	1,512
Falling Objects* .. .	820	2,878	3,473	2,762	1,923	699	12,555
Handtools* .. .. .	352	898	719	538	330	98	2,935
Other and Unspecified .. .	138	389	363	308	205	72	1,475
	2,638	7,611	8,357	6,594	4,555	1,792	31,547

\* For footnotes see page 446.

### 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, 1963 was 127.

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 1958-59 to 1962-63 :—

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	
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
1962-63 ..	966,580	14,010	544	196,076	10,241	14,710

The amount paid in claims during 1962-63, viz., £10,240,982, was allocated as follows:—

A. Under Workers Compensation Act—			
(a) Compensation—		£	£
1. Weekly Compensation ..		3,612,552	
2. Lump Sum—Death ..		1,299,874	
3. Lump Sum—Maim ..		1,414,099	
			6,326,525
(b) Medical, &c., Services—			
1. Doctor .. ..		1,442,149	
2. Hospital .. ..		737,261	
3. Chemist or Registered Nurse ..		73,153	
4. Ambulance .. ..		44,986	
5. Other Curative, &c., Services ..		125,087	
			2,422,636
(c) Legal Costs, &c. .. ..			609,922
B. Under Other Acts and at Common Law, Damages, &c. .. ..			881,899
		Total	10,240,982

Figures for premiums and claims in this table differ somewhat from those shown on pages 690 to 692 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 1960 to 1964 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	1960	1961	1962	1963	1964
<b>BUILDING TRADES</b>					
Plumbing and Gasfitting .. .. .	1,785	1,860	1,754	1,709	1,799
Carpentry and Joinery .. .. .	2,324	2,153	2,053	2,022	2,325
Painting, Decorating, and Signwriting ..	368	340	366	338	409
Plastering .. .. .	60	55	50	41	50
Fibrous Plastering .. .. .	285	263	220	214	221
Bricklaying .. .. .	122	126	121	115	131
<b>Total Building, &amp;c. ..</b>	<b>4,944</b>	<b>4,797</b>	<b>4,564</b>	<b>4,439</b>	<b>4,935</b>
<b>METAL TRADES</b>					
Engineering .. .. .	3,038	3,083	3,170	3,566	4,088
Electrical .. .. .	2,125	2,290	2,250	2,179	2,528
Motor Mechanic .. .. .	2,477	2,557	2,518	2,673	2,997
Moulding .. .. .	105	103	92	83	113
Boilermaking and/or Steel Construction	459	527	569	586	663
Sheet Metal .. .. .	245	269	294	345	412
Electroplating .. .. .	13	7	12	16	26
Aircraft Mechanic .. .. .	71	81	92	113	148
Radio Tradesman .. .. .	224	227	204	248	270
Instrument Making .. .. .	66	81	107	126	147
Silverware and Silverplating .. .. .	4	5	8	8	12
Vehicle Industry .. .. .	878	972	918	896	1,160
Refrigeration Mechanic .. .. .	81	100	103	119	131
<b>Total Metal Trades ..</b>	<b>9,786</b>	<b>10,302</b>	<b>10,337</b>	<b>10,958</b>	<b>12,695</b>
<b>FOOD TRADES</b>					
Breadmaking and Baking .. .. .	59	54	56	63	66
Pastrycooking .. .. .	88	82	64	80	83
Butchering and/or Small Goods Making ..	851	765	808	783	744
Cooking .. .. .	34	37	53	81	97
<b>Total Food Trades ..</b>	<b>1,032</b>	<b>938</b>	<b>981</b>	<b>1,007</b>	<b>990</b>
<b>MISCELLANEOUS</b>					
Bootmaking .. .. .	374	387	393	570	445
Printing .. .. .	1,332	1,436	1,557	1,461	1,620
Hairdressing .. .. .	1,299	1,430	1,616	1,695	1,830
Dental Mechanic .. .. .	26	28	34	36	39
Watchmaking .. .. .	26	23	26	21	25
Furniture .. .. .	559	513	521	497	582
<b>Total Miscellaneous ..</b>	<b>3,616</b>	<b>3,817</b>	<b>4,147</b>	<b>4,280</b>	<b>4,541</b>
<b>Total .. .. .</b>	<b>19,378</b>	<b>19,854</b>	<b>20,029</b>	<b>20,684</b>	<b>23,161</b>

\* 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.

Recent extensions to trading hours permit shops selling caravans, trailers and boats to remain open until 10 p.m. on Friday nights and 6 p.m. on Saturdays. Dry cleaners' shops may now open at 7 a.m. instead of 8 a.m.

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**

#### *General*

The concept of a "basic" or "living" wage is common to rates of wage determined by industrial authorities in Australia. Initially the concept was interpreted as the "minimum" or "basic" wage necessary to maintain an average employee and his family in a reasonable state of comfort. However, it is now generally accepted "that the wage should be fixed at the highest amount which the economy can sustain and that the 'dominant factor' is the capacity of the community to carry the resultant wage levels".\*

#### *Wage Determinations in Victoria*

In all States, including Victoria, the basic wage is determined in two ways. Firstly, for industries which extend beyond the boundaries of any one State, the basic wage is determined by the Commonwealth Conciliation and Arbitration Commission. Secondly, industrial tribunals, which in Victoria are Wages Boards, are set up for industries which do not extend beyond the State boundary†. The Boards, constituted from representatives of employers and employees and an independent chairman for each industry group or calling, determine the minimum rate of wage to be paid in each industry or calling. In general, these Boards have adopted a basic wage in determining the rate of wage to be paid.

#### *Commonwealth Basic Wage Determinations*

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

In 1913, the Court took cognizance of the Retail Price Index compiled by the Commonwealth Statistician covering food, groceries, and the rents of all houses ("A" Series), and thereafter 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 to "relieve the employees from the detrimental effect so far as they were concerned of the change which the Court was then making in its method of fixing the basic wage".§ The system of making regular quarterly adjustments of the basic wage was also instituted in that year.

---

\* Commonwealth Arbitration Reports, Vol. 77, p. 494.

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

§ Commonwealth Arbitration Report, Vol. 16, p. 841.

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.

A report on the early determinations of the basic wage is set out on pages 488 and 489 of the Victorian Year Book 1964.

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

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

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

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

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

(4) *Basic Wage Inquiry, 1961*.—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.

---

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

† 84 C.A.R., page 177.

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

Particulars of the judgments from 1956 to 1961 are reported in more detail in the Victorian Year Book 1962, pages 440 to 443.

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

(6) *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.

(7) *Basic Wage Inquiry, 1964.*—On the 9th June, 1964, the Commonwealth Conciliation and Arbitration Commission delivered judgment on the 1964 Basic Wage Inquiry increasing the basic wage for adult males by 20s. per week (females 75 per cent.) from the beginning of the first pay period to commence on or after 19th June, 1964, subject to special cases. The Commission also abolished the disparity of 1s. per week which had existed for station hands under the Pastoral Industry Award. The unions' claim for the restoration of automatic quarterly adjustments was refused.

The 1964 basic wage hearing reviewed the economy generally and considered productivity increases as well as price increases. This was in keeping with the 1961 basic wage decision which explained the Commission's reasoning that a consideration of price movements would take place annually and that the general review of the economy should take place "at longer periods of time, say, every three or four years". In other words, the Commission would review the money wage annually and would review the real basic wage only once in every three or four years unless a party exercised its right to seek to come before the Commission on this issue more frequently than every three or four years.

The decision that the basic wage should be increased was unanimous. However, the Commission was equally divided in opinion on the amount of the increase. Under these conditions the Act provides that the question shall be decided according to the opinion of the President. The joint written judgment of the President and Mr. Justice Moore together with the separate written judgments of Mr. Justice Gallagher and Mr. Justice Nimmo were published.

The judgments examined the economic indicators normally considered by the Commission, i.e., rural industry, balance of payments, competitive position of secondary industry, investment, employment, company income, money and banking, and personal consumption expenditure and concluded that in all its aspects the Australian economy is at present buoyant.

A table of selected basic weekly rates of wage is shown below. A complete table of basic wage rates is given in the Victorian Year Books 1961 to 1964.

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

Year†			Amount	Year†			Amount	Year†			Amount
			<i>s. d.</i>				<i>s. d.</i>				<i>s. d.</i>
1907	..	..	42 0	1929	..	..	90 0	1946	..	..	106 0
1911	..	..	45 6	1930	..	..	83 0	1947	..	..	109 0
1914	..	..	50 6	1931	..	..	63 5	1948	..	..	120 0
1915	..	..	53 0	1932	..	..	61 8	1949	..	..	130 0
1916	..	..	61 6	1933	..	..	62 10	1950	..	..	162 0
1917	..	..	63 0	1934	..	..	64 0	1951	..	..	199 0
1918	..	..	62 0	1935	..	..	66 0	1952	..	..	228 0
1919	..	..	65 0	1936	..	..	69 0	1953	..	..	235 0‡
1920	..	..	71 0	1937	..	..	77 0	1956—			
1921	..	..	86 0	1938	..	..	79 0	June	..	..	245 0
1922	..	..	82 6	1939	..	..	80 0	1957—			
1923	..	..	91 6	1940	..	..	84 0	May	..	..	255 0
1924	..	..	84 6	1941	..	..	88 0	1958—			
1925	..	..	87 6	1942	..	..	97 0	May	..	..	260 0
1926	..	..	89 0	1943	..	..	98 0	1959—			
1927	..	..	90 0	1944	..	..	98 0	June	..	..	275 0
1928	..	..	86 0	1945	..	..	98 0	1961—			
								July	..	..	287 0§
								1964—			
								June	..	..	307 0

\* Prior to 30th June, 1956, the Commonwealth Court of Conciliation and Arbitration.

† The system of making regular quarterly adjustments was instituted in 1922 and was discontinued after the August, 1953, adjustment. For these years the rate ruling at 31st December, the middle of the financial year, is shown.

‡ From August, 1953, onwards 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. Automatic quarterly adjustments to Wages Board awards were stopped by amendment to the Labour and Industry Act proclaimed 17th October, 1956. The State Wages Boards followed the Commonwealth awards of June, 1959, July, 1961, and June, 1964.

§ The 1962 and 1963 Basic Wage Inquiries resulted in no change.

*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.

**Employers’ Total Wage Case 1964**

The Metal Trades Employers Association, The Metal Industries Association of South Australia, and the Victorian Chamber of Manufactures applied to the Commonwealth Conciliation and Arbitration Commission for the deletion from the Metal Trades Award of the basic wage provisions and for the insertion in the award of a

wage expressed as a total wage. In effect this meant that wage margins (see below) would cease to be determined separately from the basic wage.

In judgments published on 9th June, 1964, the members of the bench were unanimous in the opinion that the employers' application should be rejected. Reasons were given in the joint written judgment of the President, Mr. Justice Moore, and Mr. Commissioner Winter, together with the separate written judgments of Mr. Justice Gallagher and Mr. Justice Nimmo.

### Wage Margins

#### General

Wage margins have been 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 particularly laborious nature, or the disabilities attached to its performance".\*

#### 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.

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.

#### 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.

---

\* Commonwealth Arbitration Reports, Vol. 80, p. 24.

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

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

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

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.

### *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

Year Book 1962 (446-449), 1963 (460-462), 1964 (495-498).

## **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 industry group for Australia, and weighted averages for industry 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, 1954 .. ..	284	10	100·9	101·6
31st December, 1955 .. ..	295	7	104·7	105·2
31st December, 1956 .. ..	309	7	109·6	110·8
31st December, 1957 .. ..	316	0	111·9	112·4
31st December, 1958 .. ..	319	8	113·2	114·3
31st December, 1959 .. ..	344	2	121·9	122·0
31st December, 1960 .. ..	349	11	123·9	125·7
31st December, 1961 .. ..	362	2	128·2	129·5
31st December, 1962 .. ..	363	7	128·7	129·8
31st March, 1963 .. ..	363	9	128·8	129·9
30th June, 1963 .. ..	368	10	130·6	131·8
30th September, 1963 .. ..	371	0	131·4	132·5
31st December, 1963 .. ..	371	5	131·5	132·8

\* 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\* : INDUSTRY GROUPS :  
ADULT MALES, 31st DECEMBER, 1963

Industry 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 §	369 4	438 9	130·8	155·4
Engineering, Metal Works, &c. ..	367 0	369 5	129·9	130·8
Textiles, Clothing, and Footwear..	357 8	359 1	126·6	127·1
Food, Drink, and Tobacco	381 9	371 3	135·2	131·5
Sawmilling, Furniture, &c. ..	357 0	363 11	126·4	128·9
Paper, Printing, &c. ..	407 0	399 6	144·3	141·5
Other Manufacturing	363 7	366 10	128·7	129·9
All Manufacturing Groups	368 11	369 8	130·6	130·9
Building and Construction	385 10	379 2	136·6	134·3
Railway Services	344 4	367 3	121·9	130·0
Road and Air Transport	364 11	370 8	129·2	131·2
Shipping and Stevedoring	369 7	368 6	130·9	130·5
Communication..	410 9	411 3	145·4	145·6
Wholesale and Retail Trade	377 8	376 0	133·7	133·1
Public Administration and Professional .. ..	361 4	366 10	127·9	129·9
Amusement, Hotels, Personal Service, &c. .. ..	345 4	354 4	122·3	125·5
All Industry Groups	371 5	375 0	131·5	132·8

\* 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, 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 December, 1962	256 8	261 6	128·9	131·4
31st March, 1963	256 8	261 11	128·9	131·6
30th June, 1963	259 9	264 3	130·5	132·7
30th September, 1963	260 6	265 7	130·9	133·4
31st December, 1963	260 7	266 2	130·9	133·7

\* † ‡ See footnotes to the above table.



MINIMUM WEEKLY WAGE RATES\* : INDUSTRY GROUPS :  
ADULT FEMALES, 31st DECEMBER, 1963

Industry Group	Rates of Wage†				Index Numbers (Australia 1954=100‡)	
	Victoria		Australia		Victoria	Australia
	s.	d.	s.	d.		
Engineering, Metal Works, &c. . .	259	1	261	4	130·1	131·3
Textiles, Clothing, and Footwear . .	251	4	252	11	126·2	127·0
Food, Drink, and Tobacco . . . . .	254	0	259	2	127·6	130·2
Other Manufacturing . . . . .	257	3	260	11	129·2	131·1
All Manufacturing Groups . . . . .	253	10	256	11	127·5	129·1
Transport and Communication . . . .	270	0	274	11	135·6	138·1
Wholesale and Retail Trade . . . . .	276	2	280	8	138·7	141·0
Public Administration and Professional . . . . .	269	11	275	5	135·6	138·3
Amusement, Hotels, Personal Service, &c. . . . .	250	10	258	3	126·0	129·7
All Industry Groups . . . . .	260	7	266	2	130·9	133·7

\* † ‡ See footnotes to table on page 462.

### Average Weekly Earnings

The following figures are derived from employment and wages and salaries 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 *Wage Rates and Earnings*. The latter also includes a seasonally adjusted index. Quarterly figures of average weekly earnings are also published in the *Victorian Monthly Statistical Review*.

The figures shown below have been revised as a result of the introduction of a new series of wage and salary earners in civilian employment (see pages 469 to 473 of this Year Book).

### AVERAGE WEEKLY EARNINGS PER EMPLOYED MALE UNIT\*

£

Period	Average Weekly Earnings per Employed Male Unit	
	Victoria	Australia
1954-55 . . . . .	17·65	17·17
1955-56 . . . . .	18·91	18·34
1956-57 . . . . .	19·81	19·21
1957-58 . . . . .	20·34	19·73
1958-59 . . . . .	20·98	20·34
1959-60 . . . . .	22·74	21·93
1960-61 . . . . .	23·58	22·98
1961-62 . . . . .	24·26	23·62
1962-63 . . . . .	25·05	24·23

\* Total wages and salaries 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.

**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 surveys of the Australian wage structure in April, 1954, and May, 1963.

The estimates shown in the table 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 Commission\*, Wages Boards, Conciliation Commissioners, and similar statutory authorities.

**VICTORIA—INCIDENCE OF AWARDS, ETC.**

Date	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	%	%	%
April, 1954	509	13·2	59·4	27·4	194	7·1	47·7	45·2
May, 1963	588	14·8	57·3	27·9	244	8·7	44·3	47·0

\* Prior to June, 1956, the Commonwealth Court of Conciliation and Arbitration.

***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* 1945–62, 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 twenty District Employment Offices in the Metropolitan Area and fourteen in various country centres. In addition, there are one full-time and two part-time branch offices and a number of agencies in country towns which work in conjunction with the District Employment Office responsible for the area in which the branch 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 1947-1964* 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, 1964, are given in the following table:—

#### VICTORIA—COMMONWEALTH EMPLOYMENT SERVICE

Activity, &c.	1959-60	1960-61	1961-62	1962-63	1963-64
Applications for Employment*	174,102	219,027	232,770	221,372	209,826
Number Placed in Employment	84,277	89,099	82,552	94,383	97,317
Number of Vacancies Notified	130,671	131,310	124,478	148,256	164,992
Vacancies at 30th June	11,590	3,841	5,951	8,461	14,141

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

Work Force

Occupational Status

The occupational status of persons classified as in the work force at population census dates covers two broad groups: those at work and those not at work. The first group comprises employers, self-employed persons, employees (on wage or salary), and unpaid helpers. 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, etc., or because they were on strike, changing jobs, or temporarily laid off, etc. 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" in the following two tables therefore do not represent the number of unemployed available for work and unable to obtain it.

The following tables show the work force at the Census of 30th June, 1961, classified according to occupational status, in conjunction with age and in conjunction with industry. Further information on the 1961 Census is given in Part 3 of this Year Book.

VICTORIA—MALES AND FEMALES IN THE WORK FORCE CLASSIFIED ACCORDING TO OCCUPATIONAL STATUS IN CONJUNCTION WITH AGE: CENSUS, 30th JUNE, 1961

Age Last Birthday (Years)	At Work					Not at Work	Total in Work Force
	Employer	Self-Employed	Employee (On Wage or Salary)	Helper (Not on Wage or Salary)	Total		
<b>MALES</b>							
10-14 .. .. .		10	2,181	234	2,425	376	2,801
15-19 .. .. .	184	1,332	66,311	1,925	69,752	4,324	74,076
20-24 .. .. .	1,440	5,323	82,032	671	89,466	5,882	95,348
25-29 .. .. .	4,075	8,748	77,761	199	90,783	4,510	95,293
30-34 .. .. .	7,169	11,872	85,231	106	104,378	4,079	108,457
35-39 .. .. .	8,782	13,465	84,376	86	106,709	3,759	110,468
40-44 .. .. .	8,721	12,463	69,180	73	90,437	3,083	93,520
45-49 .. .. .	8,948	12,280	66,127	79	87,434	3,036	90,470
50-54 .. .. .	7,798	11,240	56,398	70	75,506	2,959	78,465
55-59 .. .. .	5,766	9,243	44,834	108	59,951	2,692	62,643
60-64 .. .. .	3,575	6,631	32,147	105	42,458	2,242	44,700
65 and over .. .. .	4,356	8,839	16,399	241	29,835	1,061	30,896
Total in Work Force ..	60,814	101,446	682,977	3,897	849,134	38,003	887,137
<b>FEMALES</b>							
10-14 .. .. .		1	2,886	61	2,948	405	3,353
15-19 .. .. .	44	175	64,794	404	65,417	3,460	68,877
20-24 .. .. .	403	838	47,863	178	49,282	2,561	51,843
25-29 .. .. .	765	1,328	23,657	148	25,898	1,472	27,370
30-34 .. .. .	1,259	1,839	22,922	161	26,181	1,108	27,289
35-39 .. .. .	1,750	2,308	26,579	193	30,830	1,215	32,045
40-44 .. .. .	1,888	2,521	23,418	186	28,013	1,022	29,035
45-49 .. .. .	1,892	2,547	22,251	192	26,882	965	27,847
50-54 .. .. .	1,514	2,391	17,625	171	21,701	788	22,489
55-59 .. .. .	1,091	1,936	12,390	124	15,541	601	16,142
60-64 .. .. .	749	1,428	6,738	103	9,018	205	9,223
65 and over .. .. .	934	2,109	4,158	105	7,306	107	7,413
Total in Work Force ..	12,289	19,421	275,281	2,026	309,017	13,909	322,926

VICTORIA—MALES AND FEMALES IN THE WORK FORCE  
CLASSIFIED ACCORDING TO INDUSTRY IN CONJUNCTION  
WITH OCCUPATIONAL STATUS: CENSUS, 30th  
JUNE, 1961

Industry	At Work					Not at Work	Total in Work Force
	Employer	Self-Employed	Employee (On Wage or Salary)	Helper (Not on Wage or Salary)	Total		
MALES							
Primary Production ..	12,240	57,586	24,809	3,190	97,825	2,014	99,839
Mining and Quarrying ..	145	108	4,253	2	4,508	169	4,677
Manufacturing ..	9,195	6,249	254,195	84	269,723	10,759	280,482
Electricity, Gas, Water and Sanitary Services ..	110	93	29,998	..	30,201	270	30,471
Building and Construction ..	8,960	9,470	74,196	55	92,681	6,840	99,521
Transport and Storage ..	2,689	6,987	50,753	39	60,468	1,636	62,104
Communication ..	23	54	21,664	6	21,747	149	21,896
Finance and Property ..	1,177	1,000	23,090	8	25,275	208	25,483
Commerce ..	15,631	12,015	95,375	236	123,257	3,248	126,505
Public Authority (n.e.i.) and Defence Forces ..	..	..	35,622	..	35,622	172	35,794
Community and Business Services ..	5,340	2,243	43,476	42	51,101	400	51,501
Amusement, Hotels, Personal Service, &c. ..	5,122	5,111	20,231	142	30,606	1,276	31,882
Other Industries ..	1	7	11	1	20	..	20
Industry Inadequately Described or Not Stated ..	181	523	5,304	92	6,100	10,862	16,962
Total in Work Force ..	60,814	101,446	682,977	3,897	849,134	38,003	887,137
FEMALES							
Primary Production ..	2,099	5,759	1,432	606	9,896	65	9,961
Mining and Quarrying ..	3	5	189	..	197	2	199
Manufacturing ..	1,575	1,145	91,399	115	94,234	4,984	99,218
Electricity, Gas, Water and Sanitary Services ..	5	..	2,009	1	2,015	12	2,027
Building and Construction ..	286	80	1,700	7	2,073	30	2,103
Transport and Storage ..	216	164	4,612	6	4,998	47	5,045
Communication ..	6	47	5,226	7	5,286	74	5,360
Finance and Property ..	100	109	16,021	9	16,239	106	16,345
Commerce ..	4,402	5,141	52,360	564	62,467	1,373	63,840
Public Authority (n.e.i.) and Defence Forces ..	..	..	9,227	..	9,227	73	9,300
Community and Business Services ..	591	1,119	61,457	170	63,337	907	64,244
Amusement, Hotels, Personal Service, &c. ..	2,935	5,717	26,528	469	35,649	1,327	36,976
Other Industries ..	3	8	14	..	25	3	28
Industry Inadequately Described or Not Stated ..	68	127	3,107	72	3,374	4,906	8,280
Total in Work Force ..	12,289	19,421	275,281	2,026	309,017	13,909	322,926

*Persons Not at Work, Classified by Cause*

The total number of persons "not at work" has been recorded only at the dates of the various censuses. Since the 1947 Census, this category has included 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. The following table shows the numbers recorded as "not at work" at the Censuses of 30th June, 1947, 1954, and 1961, classified according to cause. As explained above, the totals shown as "not at work" do not represent the number of unemployed available for work and unable to obtain it.

## VICTORIA—PERSONS NOT AT WORK\* BY CAUSE

At 30th June—	Unable to Secure Employment	Temporarily Laid Off	Illness	Accident	Industrial Dispute	Other †	Total
MALES							
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							
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							
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

\* 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
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
1963-64 .. ..	3,160	1,609	4,769

\* Average of monthly figures for financial year. For definition, benefits, &c., see pages 288 to 290.

**Wage and Salary Earners in Civilian Employment***General*

The series of estimates of the number of wage and salary earners in civilian employment (excluding employees in rural industry and private domestic service), published in the Victorian Year Book No. 78, 1964, and earlier issues, has been replaced by a new series. Although covering virtually the same part of the work force, the new series, in addition to incorporating revised estimates, differs from the old in the classification of some industries and in being related to basic data derived from population censuses.

The monthly estimates are based on comprehensive data (referred to here as "benchmarks") derived for the purpose from the population Censuses of June, 1954 and June, 1961. Figures for periods between, and subsequent to the two benchmark points of time are estimates obtained from three main sources, namely, (a) current Pay-roll Tax returns; (b) current returns from Government bodies; and (c) some other direct current records of employment (e.g., for hospitals). Data from these sources have been supplemented by estimates of the changes in the number of wage and salary earners not covered by the foregoing collections.

Figures for current months are subject to revision. As they become available, particulars of employment obtained from other collections, such as the annual factory census and the censuses and sample surveys of retail establishments, are used to check, and, where desirable, to revise estimates in relevant sections.

Pay-roll Tax returns are lodged at present 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 specifically exempted under the *Pay-roll Tax Assessment Act 1941-1963*).

Employees in rural industry and in private domestic service are not included in the estimates, because of the inadequacy of current data.

The terms "Employment", "Number Employed", "Employees", and "Wage Earners" used here are synonymous with, and relate to, "Wage and Salary Earners" on pay-rolls or "in employment" in the latter part of each month as distinct from numbers of employees actually working on a specific date. They include some persons working part-time.

The prime purpose of the new series is the same as that of the previous series, namely to measure, as nearly as may be with available data, current monthly trends in employment in the defined field. The estimates may be less reliable for longer-term measurement. However, the new series (with benchmarks at June, 1954, and June, 1961) incorporate revisions from June, 1954. Detailed revision of the old series to a basis comparable with that of the new series is impracticable for periods prior to June, 1954.

#### *Victoria : Industry Groups*

The following table shows for Victoria, the estimated number of wage and salary earners in civilian employment (excluding employees in rural industry and private domestic service) in the principal industry



groups at June of each of the years 1954 and 1959 to 1963 and March, 1964, and also the number of employees of government bodies and private employers :—

VICTORIA—WAGE AND SALARY EARNERS IN CIVILIAN  
EMPLOYMENT : INDUSTRY GROUPS\*

('000)

Industry Group	June, 1954	June, 1959	June, 1960	June, 1961	June, 1962	June, 1963	March, 1964
MALES							
Mining and Quarrying ..	3.9	4.1	4.2	4.6	4.6	4.4	4.6
Manufacturing, &c.† ..	235.2	258.7	273.7	259.1	270.7	281.6	295.3
Electricity, Gas, Water and Sanitary Services ..	23.9	29.1	28.9	29.8	29.8	29.6	30.3
Building and Construction	65.8	66.0	67.3	72.3	68.3	69.8	70.6
Road Transport and Storage ..	16.6	17.1	17.4	18.9	18.8	19.5	20.1
Shipping and Stevedoring	9.7	9.0	8.3	8.5	7.2	7.7	8.1
Rail and Air Transport ..	16.7	17.3	16.8	18.0	17.8	18.2	18.1
Communication ..	17.9	21.2	21.3	21.7	22.3	22.5	22.9
Finance and Property ..	16.7	20.6	22.3	23.6	24.5	25.2	26.4
Retail Trade ..	45.2	51.3	52.5	52.8	52.8	54.8	55.9
Wholesale and Other Commerce ..	36.9	42.2	43.6	44.9	45.0	46.1	48.7
Public Authority Activities (n.e.i.) ..	23.5	24.8	24.7	24.5	25.0	25.4	26.4
Health ..	6.8	8.2	8.4	8.6	8.9	9.0	9.3
Education ..	10.7	14.6	15.5	16.1	17.5	19.4	19.8
Personal Services‡	12.2	12.0	12.2	12.5	12.6	12.6	13.1
Other§ ..	21.7	25.6	26.4	27.7	28.5	29.5	30.0
Total ..	563.4	621.8	643.5	643.6	654.3	675.3	699.6
Private ..	404.5	447.9	470.7	463.8	475.0	491.9	512.1
Government   ..	158.9	173.9	172.8	179.8	179.3	183.4	187.5
Total ..	563.4	621.8	643.5	643.6	654.3	675.3	699.6
FEMALES							
Mining and Quarrying ..	0.1	0.1	0.2	0.2	0.2	0.3	0.2
Manufacturing, &c.† ..	85.5	92.8	101.1	91.6	99.6	103.4	112.6
Electricity, Gas, Water and Sanitary Services ..	1.7	2.1	2.1	2.2	2.3	2.4	2.4
Building and Construction	0.9	1.2	1.4	1.6	1.6	1.6	1.7
Road Transport and Storage ..	1.4	1.5	1.6	1.8	1.8	1.8	2.0
Shipping and Stevedoring	0.4	0.6	0.5	0.6	0.5	0.6	0.6
Rail and Air Transport ..	2.1	2.2	2.2	2.2	2.1	2.0	2.1
Communication ..	4.9	5.3	5.2	5.3	5.2	5.3	5.6
Finance and Property ..	9.2	13.6	15.2	16.1	16.3	16.6	17.5
Retail Trade ..	34.4	39.4	41.2	41.2	41.4	41.7	42.4
Wholesale and Other Commerce ..	9.9	11.4	11.9	12.3	12.3	12.6	13.1
Public Authority Activities (n.e.i.) ..	8.2	9.4	9.4	9.7	9.9	10.1	10.3
Health ..	19.9	25.9	26.4	27.8	28.4	29.5	29.6
Education ..	12.9	18.2	19.6	20.6	22.2	23.2	24.3
Personal Services‡	14.5	16.1	16.9	17.4	16.8	17.0	17.8
Other§ ..	10.7	13.7	14.8	15.6	15.9	16.6	17.1
Total ..	216.7	253.5	269.7	266.2	276.5	284.7	299.3
Private ..	184.9	213.8	228.6	223.2	231.8	238.8	251.0
Government   ..	31.8	39.7	41.1	43.0	44.7	45.9	48.3
Total ..	216.7	253.5	269.7	266.2	276.5	284.7	299.3

For footnotes see next page.

VICTORIA—WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT :  
INDUSTRY GROUPS\*—*continued*  
( '000 )

Industry Group	June, 1954	June, 1959	June, 1960	June, 1961	June, 1962	June, 1963	March, 1964
PERSONS							
Mining and Quarrying ..	4.0	4.2	4.4	4.8	4.8	4.7	4.8
Manufacturing, &c.† ..	320.7	351.5	374.8	350.7	370.3	385.0	407.9
Electricity, Gas, Water and Sanitary Services ..	25.6	31.2	31.0	32.0	32.1	32.0	32.7
Building and Construction Road Transport and Storage ..	66.7	67.2	68.7	73.9	69.9	71.4	72.3
Shipping and Stevedoring Rail and Air Transport ..	18.0	18.6	19.0	20.7	20.6	21.3	22.1
Communication ..	10.1	9.6	8.8	9.1	7.7	8.3	8.7
Finance and Property ..	18.8	19.5	19.0	20.2	19.9	20.2	20.2
Retail Trade ..	22.8	26.5	26.5	27.0	27.5	27.8	28.5
Wholesale and Other Commerce ..	25.9	34.2	37.5	39.7	40.8	41.8	43.9
Public Authority Activities (n.e.i.) ..	79.6	90.7	93.7	94.0	94.2	96.5	98.3
Health ..	46.8	53.6	55.5	57.2	57.3	58.7	61.8
Education ..	31.7	34.2	34.1	34.2	34.9	35.5	36.7
Personal Services‡	26.7	34.1	34.8	36.4	37.3	38.5	38.9
Other§	23.6	32.8	35.1	36.7	39.7	42.6	44.1
Total ..	26.7	28.1	29.1	29.9	29.4	29.6	30.9
Total ..	32.4	39.3	41.2	43.3	44.4	46.1	47.1
Private ..	780.1	875.3	913.2	909.8	930.8	960.0	998.9
Government   ..	589.4	661.7	699.3	687.0	706.8	730.7	763.1
Total ..	190.7	213.6	213.9	222.8	224.0	229.3	235.8
Total ..	780.1	875.3	913.2	909.8	930.8	960.0	998.9

\* Subject to revision. Excludes employees in rural industry and private domestic service, and Defence Forces.

† 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 hotels, restaurants, hairdressing and other personal services.

§ Includes forestry, fishing and trapping; law and order; religion and social welfare; other professional; and 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 (including universities), broadcasting, television, police, public works, factories and munitions establishments, departmental hospitals and institutions, 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, 1954 ..	50.5	14.6	65.1	96.3	16.0	112.3	12.1	1.2	13.3	158.9	31.8	190.7
June, 1959 ..	53.9	15.3	69.2	106.2	22.9	129.1	13.8	1.5	15.3	173.9	39.7	213.6
June, 1960 ..	53.5	14.9	68.4	105.3	24.5	129.8	14.0	1.7	15.7	172.8	41.1	213.9
June, 1961 ..	54.3	15.1	69.4	110.7	26.1	136.8	14.8	1.8	16.6	179.8	43.0	222.8
June, 1962 ..	54.6	15.0	69.6	109.8	27.9	137.7	14.9	1.8	16.7	179.3	44.7	224.0
June, 1963 ..	55.6	14.9	70.5	112.6	29.1	141.7	15.2	1.9	17.1	183.4	45.9	229.3
March, 1964	57.3	15.7	73.0	114.6	30.6	145.2	15.6	2.0	17.6	187.5	48.3	235.8

## FURTHER REFERENCES

Further details on subjects dealt with in this chapter are contained in other publications of the Commonwealth Bureau of Census and Statistics. Detailed information on employment and unemployment is contained in the monthly mimeographed bulletin *Employment and Unemployment*. Current information is also available in the *Monthly Review of Business Statistics* and the *Victorian Monthly Statistical Review*, and preliminary estimates of civilian employment are issued in a monthly statement *Wage and Salary Earners in Civilian Employment*.

*Prices***Retail Price Indexes**

A retail price index is designed to measure the change over time in the level of retail prices in a selected field. The basic principle of an index is to select a list of commodities and services which are representative of the field to be covered, and to combine the prices of these commodities and services at regular intervals by the use of "weights" which represent the relative importance of the items in that field.

Five series of retail price indexes have been compiled for Australia by the Commonwealth Statistician at various times before the current Consumer Price Index was introduced in 1960.

## FURTHER REFERENCES

Further information about retail price indexes in general and retail price indexes compiled by the Commonwealth Statistician prior to 1960 is set out on pages 510–513 of the Victorian Year Book 1964.

*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).

Between the September Quarter of 1948 and the December Quarter of 1963, changes in the weighting pattern of the Index had been made at June Quarter, 1952, June Quarter, 1956, and March Quarter, 1960. Details of the principal changes made at those points of time are shown in the Victorian Year Book 1964.

A further link in the Index was made at December Quarter, 1963. Changes from the previous (fourth) linked series were :—

- (1) The weights of all items were reviewed and, in general, are now based on the pattern of consumption of the years 1957-58 to 1961-62 ;
- (2) the weights for fuel and light, fares and motoring were changed to accord with the pattern of consumption in 1961-62 ;
- (3) the weights for housing were changed to take account of data derived from the Population Census of 1961 ; and
- (4) furniture, frozen vegetables, packet soups, additional processed meat items, Sunday newspapers, and weekly magazines were added to the list of items. Rentals of

six-roomed privately owned houses were included. Some other new items of less significance were included and a few items of minor significance were deleted.

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 ; Population Censuses ; Censuses of Retail Establishments and the continuing Survey of Retail Establishments ; from information supplied by manufacturing, commercial and other relevant sources ; and from special surveys.

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
1964 .. ..	127·2	115·1	164·5	112·6	130·8	127·1

### 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	1963
<b>Groceries—</b>						
Bread† .. .. .	2 lb.	5.40	5.55	8.50	14.63	18.88
Flour—Plain .. .. .	2 lb.	4.25	4.25	5.72	11.14	15.12
„ —Self-Raising .. .. .	2 lb.	7.48	7.40	9.98	18.10	22.93
Tea .. .. .	1 lb.	27.74	27.00	36.50	84.53	76.24
Sugar .. .. .	1 lb.	4.00	4.00	5.00	9.00	11.00
Jam, Plum .. .. .	1½ lb.	8.40	11.25	16.68	27.18	30.10
Golden Syrup .. .. .	2 lb.	7.14	7.33	9.54	19.00	22.33
Peaches, Canned .. .. .	29 oz.	9.43	13.26	20.25	33.12	30.53
Pears, Canned .. .. .	29 oz.	10.02	14.20	21.53	35.07	31.23
Potatoes .. .. .	7 lb.	17.70	8.40	24.08	40.99	29.30
Onions .. .. .	1 lb.	3.53	2.62	4.02	9.13	10.07
Soap .. .. .	1 lb.	6.97	7.11	11.39	18.02	22.67
Kerosene .. .. .	quart	5.15	6.43	7.34	8.24	8.76
<b>Dairy Produce—</b>						
Butter, Factory .. .. .	1 lb.	19.50	20.50	26.35	50.93	57.81
Cheese, Mild .. .. .	1 lb.	13.41	16.28	18.50	34.13	41.00
Eggs, New Laid§ .. .. .	1 doz.	19.17	26.00	39.61	66.88	72.58
Bacon Rashers .. .. .	1 lb.	19.90	22.78	44.06	71.54	95.28
Milk—Condensed .. .. .	tin	9.33	10.27	14.63	22.41	24.22
„ —Fresh† .. .. .	quart	7.15	7.43	11.45	18.00	19.75
<b>Meat—</b>						
Beef—Sirloin .. .. .	1 lb.	10.77	13.69	21.28	40.34	58.04
„ —Rib .. .. .	1 lb.	8.66	11.53	18.21	39.77	57.76
„ —Steak—Rump .. .. .	1 lb.	15.63	21.06	30.62	54.46	86.19
„ —„ —Chuck .. .. .	1 lb.	7.05	10.12	15.48	33.88	46.02
„ —Sausages .. .. .	1 lb.	5.48	8.15	13.47	20.21	25.47
„ —Corned Silverside .. .. .	1 lb.	8.95	12.54	20.37	39.56	54.46
„ —Corned Brisket .. .. .	1 lb.	6.85	9.35	14.51	29.11	39.19
Mutton—Leg .. .. .	1 lb.	7.74	11.37	15.41	25.79	27.74
„ —Forequarter .. .. .	1 lb.	4.63	6.57	9.39	16.47	20.17
„ —Chops, Loin .. .. .	1 lb.	8.37	10.64	15.12	25.16	24.70
„ —Chops, Leg .. .. .	1 lb.	8.65	11.60	15.78	27.52	29.05
Pork—Leg .. .. .	1 lb.	12.62	15.95	33.58	52.96	64.03
„ —Loin .. .. .	1 lb.	12.91	16.80	34.49	54.03	64.78
„ —Chops .. .. .	1 lb.	13.30	17.65	35.12	54.54	64.95

\* 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*
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
1962-63	388	209	432	317	262	439	336	342	272	368	340

\* 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	1963
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
<b>Agriculture—</b>						
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	15 2·52
Oats, Milling ..	..	2 10·44	4 1·75	6 10·56	8 4·75	7 4·92
Maize ..	..	5 2·94	8 4·00	12 3·44	15 4·00	17 11·50
		<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 0 0
Pollard ..	..	4 19 8	6 0 0	11 5 8	21 11 0	22 0 0
Flour (First Quality) ..	..	12 16 6	12 17 6	17 14 7	32 17 6	41 10 2
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	13 14 5
Onions ..	..	21 11 2	14 12 6	21 17 6	48 18 8	41 4 6
<b>Dairy and Farm-yard Produce—</b>						
Butter ..	lb.	1 5·00	1 5·88	1 11·75	3 11·41	4 7·27
Bacon ..	..	1 0·81	1 3·50	2 2·00	4 0·50	5 3·17
Ham ..	..	1 5·44	1 6·50	2 9·00	4 6·50	5 9·42
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 5·28
Eggs* ..	dozen	1 4·13	1 10·25	2 11·19	4 11·54	5 2·50
<b>Butchers' Meat—</b>						
Beef, Prime ..	100 lb.	£ 14 0	£ 2 11 1	£ 4 11 3	£ 7 9 10	£ 8 17 7
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Mutton ..	lb.	0 3·31	0 5·32	0 9·20	0 10·96	0 11·16
Veal ..	..	0 4·31	0 5·84	0 8·94	1 9·05	1 11·67
Pork ..	..	0 7·13	0 9·69	1 10·57	2 6·51	3 2·08
Lamb ..	..	0 6·25	0 8·75	1 4·00	2 2·07	1 11·04

\* Extra Large Grade as from April, 1961.

## FURTHER REFERENCE

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