

INDUSTRIAL CONDITIONS, EMPLOYMENT, AND PRICES

Industrial Conditions

State Department of Labour and Industry

General

The State Department of Labour and Industry deals generally with the registration and inspection of factories and shops, boilers and pressure vessels and lifts and cranes. Wages Boards and the Apprenticeship Commission are statutory bodies placed within the Department for purposes of administration. The *Labour and Industry Act* 1953 revised and consolidated the earlier Factories and Shops Acts and was consolidated in 1958. Included in the present functions of the Department are the following :

- (1) Inspection and enforcement of conditions of labour generally, including wages, hours of work, rest periods, holidays, annual leave, and long service leave.
- (2) Employment of women, children and young persons including the training, oversight of schooling and supervision of apprentices.
- (3) Industrial relations, including the prevention and settlement of industrial disputes and advice on industrial matters.
- (4) Industrial safety, health and welfare, including the training of workers in safe practices, control of dangerous methods and materials, guarding of machinery, prevention of accidents, the control and regulation of industrial aspects of noxious trades.
- (5) Initiation and direction of research and the collection, preparation, and dissemination of information and statistics on matters within Departmental jurisdiction.

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. There is also a flight crew officers industrial tribunal.

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 Conciliation and Arbitration Commission* 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. Its influence extended, in the first place, with the gradual adoption of the principle of federation in trade unionism and in political organisation, 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, etc., than those awarded under State legislation. In many cases, also, the organisations 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, adopted the Commonwealth wage standards as the basis of State awards and agreements.

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. The General Board has been appointed for certain trades to which the Determination of no other Wages Board applies.

* Formerly Commonwealth Court of Conciliation and Arbitration.

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, this qualification was later extended to include as representatives of employers, officers of appropriate organisations or associations, or persons nominated to represent corporations or public bodies, and, as representatives of employees, officers of appropriate organisations or associations.

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 similar powers relating to wages and conditions of labour to 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) Pay, wages, and reward ;
- (b) work days and hours of work ;
- (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 any particular 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 interests 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 organisation, association, or body.

(2) *Board of Reference.*—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.

(3) *Industrial Appeals Court*.—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 organisation 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 31 December 1967, there were 240 Wages Boards existing or authorised.

(4) *Intervention by Minister*.—Since 1960 the Minister of Labour and Industry has had power 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 authorises the Minister to refer, under appropriate circumstances, the determination of a Wages Board to the Court.

(5) *Determination by the Industrial Appeals Court*.—The *Labour and Industry (Amendment) Act* 1965 provides that where a matter requires to be determined by ten or more Wages Boards the Minister may refer the matter to the Industrial Appeals Court. This provision was amended by the *Labour and Industry (Amendment) Act* 1966 which empowers the Minister to refer any residue of less than ten applications to the Court. The aim of the amendments is to remove the necessity to convene individual meetings of the Boards in such cases.

Commonwealth Industrial Court and Commonwealth Conciliation and Arbitration Commission

The *Conciliation and Arbitration Act* 1904–1965 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 organisation is entitled to submit to the Commission under section eleven A of the *Public Service Arbitration Act* 1920–1964 or an application or matter which the Public Service Arbitrator has refrained from hearing, or from further hearing, or from determining under section fourteen A 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 30 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 five 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 fuller treatment of the Commonwealth and State arbitration systems is given on pages 462-6 of the *Victorian Year Book* 1964.

Basic Wage

General

Until June 1967, the concept of a "basic" or "living" wage was 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 came to be 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, wages are determined in two ways. First, for industries which extend beyond the boundaries of any one State, the total wage is determined by the Commonwealth Conciliation and Arbitration Commission. Second, 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 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

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

† For further information on industrial arbitration, see "Industrial Conditions", page 175.

declared was 70c per day or \$4.20 per week for Melbourne, and by virtue of the fact that it had been determined in connection with H. V. McKay's Sunshine Harvester Works it became popularly known as the "Harvester Wage".

In 1913, the Court took cognisance 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.

The system of making regular quarterly adjustments of the basic wage was instituted in 1922.

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 organisations of employees for the cancellation of the order providing for the 10 per cent reduction, the Court in its judgment of 5 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 60c for Melbourne and 50c for the six capitals' basic wage.

Applications by organisations 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 13 December 1946. An increase of 70c 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 \$9.30 to \$10 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 \$2 per week. At the same time the “prosperity” loading was incorporated in the new wage at a uniform amount of 50c throughout Australia. As a result, the basic wage payable in Melbourne was increased by \$1.90 per week as from the first full pay period after 1 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 12 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 26 May 1956 increased the adult male basic wage by \$1 (75c for females) 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 29 April 1957, granted a uniform increase of \$1 a week in the basic wage for adult males, 75c for females, to come into effect from the first pay period to commence on or after 15 May 1957.

On 12 May 1958, the Commission delivered judgment on the 1958 Basic Wage Inquiry increasing the basic wage for adult males by 50c as from the first pay period starting on or after 21 May 1958.

The Commission’s judgment on the 1959 inquiry, delivered on 5 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 \$1.50 per week (females 75 per cent) as from the first pay period starting on or after 11 June 1959.

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

† 84 C.A.R., page 177.

(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 4 July 1961, announcing an increase of \$1.20 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.

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 was more likely to be properly maintainable than recent past standards, the application of this Index should always be subject to Commission control. The Commission would 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.

(5) *Basic Wage Inquiries, 1962 and 1963.*—The Commission announced in both years that there would be no alteration in the basic wage.

(6) *Basic Wage Inquiry, 1964.*—On 9 June 1964, the Commission increased the basic wage for adult males by \$2 per week (female 75 per cent) from the beginning of the first pay period to commence on or after 19 June 1964, subject to special cases. The Commission also abolished the disparity of 10c 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 (see above).

(7) *Basic Wage Inquiries, 1965 and 1966.*—The Commission's decisions were announced as part of its findings in the National Wage Cases, 1965, and Total Wage Case, 1966, respectively. (For details, see pages 184–6.)

(8) In June 1967, the Commission eliminated basic wages and margins from its awards and introduced total wages.

(9) *Further References.*—Particulars of the judgments from 1956 to 1964 are reported in more detail in the *Victorian Year Book* 1962, pages 440 to 443, and 1965, pages 456–457.

A table of selected basic weekly rates of wage is shown below. A complete table of basic wage rates in shillings and pence is given in the *Victorian Year Book* 1964.

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

Year†			Amount	Year†			Amount	Year†			Amount
			\$				\$				\$
1923	..	..	9.15	1937	..	..	7.70	1951	..	..	19.90
1924	..	..	8.45	1938	..	..	7.90	1952	..	..	22.80
1925	..	..	8.75	1939	..	..	8.00	1953	..	..	23.50
1926	..	..	8.90	1940	..	..	8.40	1956— June	..	..	24.50
1927	..	..	9.00	1941	..	..	8.80	1957— May	..	..	25.50
1928	..	..	8.60	1942	..	..	9.70	1958— May	..	..	26.00
1929	..	..	9.00	1943	..	..	9.80	1959— June	..	..	27.50
1930	..	..	8.30	1944	..	..	9.80	1961— July	..	..	28.70
1931	..	..	6.34	1945	..	..	9.80	1964— June	..	..	30.70
1932	..	..	6.17	1946	..	..	10.60	1966— July	..	..	32.70
1933	..	..	6.28	1947	..	..	10.90	1967— July	..	..	‡
1934	..	..	6.40	1948	..	..	12.00				
1935	..	..	6.60	1949	..	..	13.00				
1936	..	..	6.90	1950	..	..	16.20				

† The system of making regular quarterly adjustments was instituted in 1922 and was discontinued after the August 1953 adjustment. From 1923 to 1952 the rate ruling at 31 December, the middle of the financial year, is shown.

‡ From July 1967 basic wages and margins were deleted from awards and wage rates expressed as total wages.

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.

* Now Commonwealth Conciliation and Arbitration Commission.

(2) *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 17 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.

(3) Subsequent to the introduction of the total wage concept by the Commonwealth Conciliation and Arbitration Commission wage rates for adult males and adult females in Victoria in most Wages Boards Determinations were increased by \$1 a week from 1 July 1967.

(4) After the conclusion of the “work value inquiry” conducted in the “Metal Trades” by the Commonwealth Conciliation and Arbitration Commission, counterpart Determinations were amended in accordance with a decision of the Industrial Appeals Court that identical classifications should receive identical increases. As a further result of the Federal decision, other Wages Boards commenced “work value” investigations.

National and Total Wage Cases

(1) *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 9 June 1964, the members of the bench were unanimous in the opinion that the employers’ application should be rejected.

(2) *National Wage Cases, 1965*.—The Full Bench of the Commonwealth Conciliation and Arbitration Commission delivered its judgment on the National Wage Cases of 1965 (Three Cases) on 29 June 1965. The judgment did not alter the level of the basic wage. It granted, however, that with effect from the first pay period commencing on or after 1 July 1965, each of the margins in the Metal Trades Award should be increased by an amount calculated as one and one-half per cent ($1\frac{1}{2}\%$) of the sum of the six capital cities basic wage and that margin.

The judgment granted the employers' claim seeking the simultaneous determination by one bench of the Commission of the basic wage and a test case seeking a variation of margins on general economic grounds. The judgment decided, however, that neither the basic wage nor margins should be altered, but that there should be annual reviews of the economy at which one bench of the Commission should make a simultaneous determination for the following twelve months of the basic wage and the level of margins.

The Commission decided that the basic wage and margins (in so far as margins are determined on economic grounds) should be the highest which the capacity of the economy is estimated to be able to sustain for the ensuing year. The Commission acted upon the view that wage increases now granted should be such as are judged not to be incompatible with price stability.

(3) *Total Wage Case, 1966.*—The following claims under the Metal Trades Award went before the Commission :

- (1) The unions claimed an increase in respective basic wage rates of \$4.30 per week, with restoration of the system of automatic quarterly adjustments based upon movements in the Consumer Price Index, and an increase of \$5.90 per week in the marginal rate for tradesmen, with proportionate increases to all other classifications of employees.
- (2) The employers made alternative claims, namely,
 - (a) That existing basic wage rates and marginal rates be aggregated into total wage rates, to which should be added one and one-half per cent of such total rates;
 - (b) that existing basic wage rates be increased by 30c, marginal rates by one per cent, and the resultant figure by one-half per cent.

The unanimous decision of the Commission was announced on 8 July 1966. The basic wage rate for adult males was increased, as from the beginning of the first pay period to commence on, or after, 11 July 1966, by \$2 per week. Proportionate increases were granted to adult females, juniors, and apprentices. This decision was to remain in force until 31 December 1966 (pending further enquiries into marginal rates, as mentioned below).

The unions' claim for restoration of automatic quarterly adjustments to the basic wage was refused.

The Commission was concerned about the state of the Metal Trades Award, and concluded that it would be unwise to award any general increases in margins until an investigation had been made on a work value basis into the relativities of the many classifications listed in the Award. This detailed investigation was to be undertaken by one of the Reference Bench, but pending his report it was decided to grant some immediate relief to low wage earners. The effect in Victoria of this interim provision, which was designed to meet the circumstances of employees in the lowest classification who were in receipt of award rates and no more, was that all adult male employees working under the Metal Trades Award were to receive at least \$3.75 more than the basic wage. It was not intended to affect the wage of any employee

who was already receiving the prescribed minimum through over-award payments. On 22 December 1966, the Commission by majority decision awarded an interim increase in Metal Trades Award margins to operate from the beginning of the first pay period to commence on or after 23 January 1967. It added to each margin a percentage of the sum of that margin and the six capital cities basic wage. The percentage varied as follows:

For margins less than \$5	1 per cent
For margins \$5 or more but less than \$7.50	1½ per cent
For margins \$7.50 or more but less than \$11.20	2 per cent
For margins \$11.20 or more	2½ per cent

It was intended that the interim award, subject to special cases, should be of general application in other industries in the Federal jurisdiction.

(4) *National Wage Cases, 1967.*—Of the matters before both benches of the Commonwealth Conciliation and Arbitration Commission the unanimous agreement was that there were two questions only to be decided. Firstly, whether there should be an increase in award rates of pay, and secondly, whether any increase should be added to the basic wage, or be expressed in the total wage.

On all the evidence available the Commission awarded \$1 increase to all adult male and female employees to commence on or after 1 July 1967, as it was felt that this was within the capacity of the expanding economy and should not cause any undue pressures, particularly as the next general economic review would not take place before August 1968.

It was decided that as the increase would be applied to the whole wage, that there would be no further reference to basic wages in Federal awards, and wages would be expressed as total wages, thereby creating new fixation procedures, but not changing the principle of wage assessment.

Although the Commission deliberately awarded the same increase to adult females and males, there was for the present a different total wage for each.

(5) *National Wage Case, 1968.*—The Bench reached the following unanimous decisions:

- (a) The applications of the unions for restoration of the basic wage and for automatic adjustments of wages were refused.
- (b) All rates for adults (male and female) were increased by \$1.35 per week. This included the minimum wage for adult males.
- (c) According to existing award provisions, male and female juniors, including apprentices, were to receive proportionate increases.
- (d) To give effect to this decision the Metal Trades award was to be varied. The variation operated from the beginning of the first pay period to commence on or after 25 October 1968 and was to remain in force for twelve months.
- (e) The provisions of the Act allowed individual Commissioners to apply this increase throughout all of the Commission's Commonwealth Awards.

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 5 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 27 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 18 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 22 April 1963.

1965 and 1966 Judgments

Particulars of the marginal increases granted by the Commission are given on pages 184-6 under “National Wage Cases, 1965” and “Total Wage Case, 1966”, respectively.

1967 Judgment

The Commonwealth Conciliation and Arbitration Commission in June 1967 eliminated margins from its awards and introduced the concept of the total wage.

Professional Engineers' Cases

The Commonwealth Conciliation and Arbitration Commission in the Professional Engineers Cases on 15 June 1961 and 15 June 1962 granted increases ranging from \$170 to \$1,440 per annum.

* 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. (Published by the Commonwealth Statistician, Canberra.)

Equal Margins for Female Shop Assistants

Determination of the Shops Board No. 9 (Drapers and Men's Clothing) (No. 3 of 1964), dated 10 December 1964, provided increases for the female classifications of "other saleswomen or pattern-women, or assemblers" and "all others" of \$2.60. The effect of this Determination was to grant to the females affected the same margin, namely \$7, as that provided in the Determination for males in equivalent classifications.

The total wage for the equivalent male classifications was \$37.70 and as a result of the increases the females' total wage became \$30.

The appeal of the Retail Traders' Association of Victoria against this Determination was disallowed by the Industrial Appeals Court in a decision published on 8 June 1965. However, the Court granted the Appellants' request for a reasonable time to be allowed to make arrangements for the introduction of the new marginal increases. In granting this permission, the Court reported it was giving the parties an opportunity to agree on the nature of the postponement required whilst reserving the right to bring the matter before the Court again should agreement not be reached.

Further References, 1962 to 1968**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, etc., the rates in the more important centres are taken.

The new index numbers are based on the occupation structure of 1954 and cover fifteen 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, etc., 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 March 1939, for adult males and 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 dollars, and as index numbers. The indexes are designed to measure movements in prescribed minimum rates of "wages" as distinct from "salaries". Consequently, awards, etc., relating solely or mainly to salary earners are excluded.

MINIMUM WEEKLY WAGE RATES *

At End of—	Rates of Wage† (\$)		Index Numbers (Australia 1954 = 100‡)	
	Victoria	Australia	Victoria	Australia
ADULT MALES				
December 1958	31.97	32.29	113.2	114.3
December 1959	34.42	34.47	121.9	122.0
December 1960	34.99	35.50	123.9	125.7
December 1961	36.22	36.58	128.2	129.5
December 1962	36.37	36.66	128.8	129.8
December 1963	37.20	37.55	131.7	133.0
December 1964	39.47	39.65	139.8	140.4
December 1965	40.34	40.76	142.8	144.3
December 1966	42.78	43.04	151.5	152.4
September 1967	44.57	44.91	157.8	159.0
December 1967	44.59	44.94	157.9	159.1
March 1968	45.57	45.81	161.4	162.2
June 1968	45.73	46.03	161.9	163.0
ADULT FEMALES				
December 1958	22.75	22.57	114.3	113.4
December 1959	24.12	24.22	121.2	121.6
December 1960	24.66	25.17	123.9	126.4
December 1961	25.66	26.12	128.9	131.2
December 1962	25.67	26.15	128.9	131.4
December 1963	26.08	26.69	131.0	134.1
December 1964	27.67	28.34	139.0	142.3
December 1965	28.46	29.10	143.0	146.1
December 1966	30.06	30.70	151.0	154.2
September 1967	32.03	32.52	160.9	163.4
December 1967	32.04	32.52	160.9	163.4
March 1968	32.15	32.71	161.5	164.3
June 1968	32.26	32.79	162.0	164.7

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

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

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

MINIMUM WEEKLY WAGE RATES* : INDUSTRY GROUPS :
30 JUNE 1968

Industry Group	Rates of Wage† (\$)		Index Numbers (Australia 1954 = 100‡)	
	Victoria	Australia	Victoria	Australia
ADULT MALES				
Mining and Quarrying§ ..	45.30	52.66	160.4	186.5
Manufacturing—				
Engineering, Metals, Vehicles, etc.	46.14	46.05	163.4	163.0
Textiles, Clothing, and Footwear	42.87	42.96	151.8	152.1
Food, Drink, and Tobacco ..	45.61	44.81	161.5	158.7
Sawmilling, Furniture, etc. ..	42.45	43.71	150.3	154.8
Paper, Printing, etc. ..	49.58	49.65	175.5	175.8
Other Manufacturing ..	44.55	44.61	157.8	158.0
All Manufacturing Groups ..	45.34	45.40	160.5	160.7
Building and Construction ..	48.53	47.37	171.8	167.7
Railway Services ..	41.16	43.61	145.7	154.4
Road and Air Transport ..	45.26	45.60	160.3	161.4
Shipping and Stevedoring|| ..	44.41	44.25	157.3	156.7
Communication ..	55.90	55.75	197.9	197.4
Wholesale and Retail Trade ..	45.15	45.04	159.9	159.5
Public Authority (n.e.i.) and Community and Business Services ..	45.08	45.84	159.6	162.3
Amusement, Hotels, Personal Service, etc. ..	42.09	42.75	149.0	151.4
All Industry Groups ..	45.73	46.03	161.9	163.0
ADULT FEMALES				
Manufacturing—				
Engineering, Metals, Vehicles, etc.	32.05	32.35	161.0	162.5
Textiles, Clothing, and Footwear	30.60	30.81	153.7	154.8
Food, Drink, and Tobacco ..	31.08	31.70	156.1	159.2
Other Manufacturing ..	31.54	31.94	158.5	160.4
All Manufacturing Groups ..	31.04	31.45	155.9	158.0
Transport and Communication ..	34.74	35.29	174.5	177.3
Wholesale and Retail Trade ..	34.47	34.18	173.1	171.7
Public Authority (n.e.i.) and Community and Business Services ..	34.23	34.67	171.9	174.1
Amusement, Hotels, Personal Service, etc. ..	31.40	32.27	157.7	162.1
All Industry Groups ..	32.26	32.79	162.0	164.7

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

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

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

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

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

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*.

AVERAGE WEEKLY EARNINGS PER EMPLOYED MALE UNIT*

\$

Period							Victoria	Australia
1958-59	..	..	..	..	..	..	42.00	40.70
1959-60	..	..	..	..	..	..	45.50	43.90
1960-61	..	..	..	..	..	..	47.20	46.00
1961-62	..	..	..	..	..	..	48.50	47.20
1962-63	..	..	..	..	..	..	50.10	48.40
1963-64	..	..	..	..	..	..	52.50	50.90
1964-65	..	..	..	..	..	..	56.40	54.60
1965-66	..	..	..	..	..	..	59.20	57.00
1966-67	..	..	..	..	..	..	63.00	60.70
1967-68	..	..	..	..	..	..	66.80	64.30

* 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, etc.

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 summarise 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, etc." means awards, determinations, and registered agreements under the jurisdiction of the Conciliation and Arbitration Commission*, Wages Boards, Conciliation Commissioners, and similar statutory authorities.

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

VICTORIA—INCIDENCE OF AWARDS, ETC.

Date	Males				Females			
	Number Covered by Estimates	Not Covered by Awards, etc.	Covered by Commonwealth Awards, etc.	Covered by State Awards, etc.	Number Covered by Estimates	Not Covered by Awards, etc.	Covered by Commonwealth Awards, etc.	Covered by State Awards, etc.
	'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

Survey of Weekly Earnings and Hours

General

Sample surveys in respect of most private employers subject to pay-roll tax (i.e., those paying more than \$400 per week in wages and salaries) have been conducted as at the last pay period in October during recent years. Details of earlier surveys are contained in the *Victorian Year Book* 1966, 1967, and 1968.

In addition to obtaining data for the calculation of average weekly earnings, average weekly hours paid for, and average hourly earnings, the surveys carried out in October 1966 and 1967 obtained information on overtime and ordinary time earnings and hours, for full-time employees (other than managerial, etc., staff).

Coverage

The results of the surveys are based on returns from stratified random samples of private employers subject to pay-roll tax. Employees in rural industry and in private domestic service are excluded because most employers in these two industries are not subject to pay-roll tax. Also excluded from the surveys are employees of government and semi-government authorities, and employees of religious, benevolent, and other similar organisations exempt from pay-roll tax. The earnings and hours of waterside workers employed on a casual basis are excluded because they are subject to wide fluctuations for short periods such as those covered by these surveys.

Comparability of Results

As the surveys are based on samples the resultant estimates are subject to sampling variability. In addition, sampling variability also affects comparison between each year's results.

The industry classification adopted for the 1967 and previous earnings and hours surveys from 1963 onwards (including the 1965 survey) is that used for the 1961 and 1966 Population Censuses.

Further Reference

Definitions of the terms used in the following tables may be found in the bulletin, *Survey of Weekly Earnings and Hours, October 1967*, available from the Commonwealth Bureau of Census and Statistics. This publication also contains further information on the construction of the sample, and more detailed tables.

VICTORIA—AVERAGE EARNINGS AND HOURS OF FULL-TIME EMPLOYEES (OTHER THAN MANAGERIAL, ETC., STAFF)* CLASSIFIED BY INDUSTRY GROUP, OCTOBER 1967†

Industry Group	Average Weekly Earnings \$				Average Weekly Hours Paid for				Average Hourly Earnings \$			
	Adult Males	Junior Males	Adult Females	Junior Females	Adult Males	Junior Males	Adult Females	Junior Females	Adult Males	Junior Males	Adult Females	Junior Females
Manufacturing— Founding, Engineering, Vehicles, etc.	65.10	33.10	§	§	44.1	41.3	§	§	1.48	0.80	§	§
Other	65.80	32.40	§	§	43.9	41.4	§	§	1.50	0.78	§	§
Total Manufacturing	65.50	32.70	36.50	24.40	44.0	41.4	39.4	38.9	1.49	0.79	0.93	0.63
Non-manufacturing	64.70	31.20	39.50	26.60	42.0	40.7	39.2	38.5	1.54	0.77	1.01	0.69
All Industry Groups‡	65.20	32.00	37.60	25.70	43.3	41.0	39.3	38.7	1.51	0.78	0.96	0.67

VICTORIA—AVERAGE WEEKLY EARNINGS OF FULL-TIME EMPLOYEES (OTHER THAN MANAGERIAL, ETC., STAFF)* CLASSIFIED BY INDUSTRY GROUPS, OCTOBER 1964, 1966, AND 1967†

Industry Group	Average Weekly Earnings (\$)											
	Adult Males			Junior Males			Adult Females			Junior Females		
	October 1964	October 1966	October 1967	October 1964	October 1966	October 1967	October 1964	October 1966	October 1967	October 1964	October 1966	October 1967
Manufacturing— Founding, Engineering, Vehicles, etc.	56.60	63.20	65.10	27.40	29.50	33.10	§	§	§	§	§	§
Other	55.00	61.60	65.80	26.50	30.10	32.40	§	§	§	§	§	§
Total Manufacturing	55.70	62.30	65.50	26.90	29.50	32.70	31.70	34.20	36.50	21.20	24.30	24.40
Non-manufacturing	55.90	61.80	64.70	26.00	29.50	31.20	34.20	36.90	39.50	22.00	25.20	26.60
All Industry Groups‡	55.80	62.10	65.20	26.80	29.70	32.00	32.60	35.10	37.60	21.70	24.90	25.70

* Private employees only.
 † Last pay period in October.
 ‡ Excludes rural industry and private domestic service.
 § Information not available because the figures are subject to sampling variability too high for most practical uses.

VICTORIA—AVERAGE WEEKLY EARNINGS OF FULL-TIME
MANAGERIAL, EXECUTIVE, ETC., STAFF* CLASSIFIED
BY INDUSTRY GROUP, OCTOBER 1964, 1966, AND 1967†

Industry Group	Average Weekly Earnings (\$)					
	Males			Females§		
	October 1964	October 1966	October 1967	October 1964	October 1966	October 1967
Manufacturing Groups ..	87.30	101.40	107.50	38.70	54.10	60.50
Non-manufacturing Groups ..	85.30	99.10	105.50	44.20	55.20	58.90
All Industry Groups‡	86.40	100.20	106.50	41.40	54.80	59.40

* Private employees only. Includes managerial, executive, professional, and higher supervisory staff.

† Last pay period in October.

‡ Excludes rural industry and private domestic service.

§ Australian figures only are available for females because of the small number involved by States.

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 rate specified. In 1914, the 48-hour week was the recognised standard working week for most industries.

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

40-hour Week

Soon after the end of the Second World War, applications were made to the Commonwealth Court of Conciliation and Arbitration for the introduction of a 40-hour week. The judgment, given on 8 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.

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

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*)		
	31 March 1939	31 March 1948	31 December 1967	31 March 1939	31 March 1948	31 December 1967
Mining and Quarrying ..	44·34	40·52	40·00	111·0	101·4	100·1
Manufacturing ..	44·19	40·05	39·99	110·6	100·2	100·1
Building and Construction ..	44·18	40·00	40·00	110·6	100·1	100·1
Railway Services ..	43·96	39·97	39·96	110·0	100·0	100·0
Road and Air Transport ..	46·70	40·10	40·00	116·9	100·4	100·1
Communication ..	44·00	40·00	40·00	110·1	100·1	100·1
Wholesale and Retail Trade Public Authority (n.e.i.) and Community and Business Services ..	45·47	40·11	40·00	113·8	100·4	100·1
Amusement, Hotels, Personal Service, etc. ..	42·75	38·93	38·93	107·0	97·4	97·4
All Industry Groups† ..	45·86	40·03	40·00	114·8	100·2	100·1
All Industry Groups† ..	44·46	40·03	39·97	111·3	100·2	100·0

* Base : Weighted average for Australia 1954 = 100.

† Excludes Rural, 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, Metals, Vehicles, etc. ..	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, etc. ..	39·94	100·7
All Industry Groups‡ ..	39·81	100·3

* The above weighted average standard weekly hours and index numbers are applicable for the period March 1951 to December 1967, as there has been no change in weighted average standard hours for females during this period.

† Base : Weighted average for Australia 1954 = 100.

‡ Excludes Rural.

Annual Leave

The Commission declared its judgment on annual leave on 18 April 1963, and granted three weeks annual leave. This applied to employees who had completed twelve months continuous service by or after 30 November 1963. A fuller treatment of this topic is given on pages 436-7 of the *Victorian Year Book* 1965.

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. In 1965, the qualifying period was reduced to fifteen years.

(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 11 May 1964. The main provisions of the judgment were that in respect of service after 11 May 1964 (or in New South Wales, 1 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.

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 11 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 constitute 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 which was formerly included in the Factories and Shops Acts 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, and by Regulations made under that Act.

The general hours are from 8 a.m. to 6 p.m. on 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 summarises 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. The *Labour and Industry (Petrol Shops) Act* 1966 removed restrictions on the trading hours of petrol shops except for partial restrictions in respect of Christmas Day, Good Friday, and Anzac Day.

Extensions made to trading hours now 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.

The council of a municipality whose area is outside a radius of 20 miles from the G.P.O. Melbourne, may apply to the Minister of Labour and Industry for exemption from shop trading hours for shops in an area which is for the time being wholly or partly a holiday resort. The Minister is to refer such application to the Tourist Development Authority for a report as to—(a) whether the area is a holiday resort with respect to the period of the application and (b) whether the holiday population is large by comparison with the resident population. The Minister may, after having considered the report, subject to such terms as he thinks fit, exempt any shopkeeper in the area from the observance of shop trading hours for a period not exceeding fifteen weeks.

The Minister may also exempt any shopkeeper from the specified closing hours in a municipal district where a large work force is temporarily employed and where the hours of work do not permit shopping within the ordinary trading hours.

Owners of shops listed in the Fifth Schedule to the Act, the trading hours of which are not restricted, including bread, pastry and confectionery, cooked meat, fish and oyster, flower, fruit and vegetable, and booksellers' and newsagents' shops, may sell certain goods detailed in the Sixth Schedule to the Act, in addition to those normally stocked.

Under the *Labour and Industry (Bread) Act* 1967 which commenced from December 1967 and permitted the introduction of weekend baking and delivery of bread, a baker may elect to bake on Saturday or Sunday, but not on both days.

Apprenticeship Commission

Victoria's system of apprenticeship training dates back to the passing of the *Apprenticeship Act* in 1927. This Act established the Apprenticeship Commission of Victoria, which, since it first met in 1928, has been the guiding influence in promoting and supervising apprenticeship in skilled trades in Victoria.

The original legislation of 1927 has been amended and replaced from time to time. The principal Act now in force (No. 6199) is that resulting from a consolidation of Statutes in 1958. This legislation forms the basis of Victoria's apprenticeship system today and is designed to utilise the knowledge, ability, and experience of representatives of employers and employees, together with the State Government, in supervising the training of indentured apprentices, and co-ordinating technical schools and industry for the purpose of supplementing the training received in employers' workshops.

The Apprenticeship Commission consists of nine members—a President, four employers and four employee representatives—and is assisted in its functions by trade committees which are appointed under the Act for a trade or group of trades. Trade committees provide specialist advice and make recommendations to the Commission on matters pertaining to the trade or trades for which they are appointed. At present there are 38 trades committees functioning in respect of 135 apprenticeship trades in which more than 28,000 apprentices are employed.

The Apprenticeship Act also provides for the appointment of advisory committees to assist the Commission in its functions in country areas. Nineteen such committees are operating at present.

The authority of the Apprenticeship Commission is restricted, by the Apprenticeship Act, to trades which have been proclaimed apprenticeship trades by the Governor in Council. Since 1927 all major trades have been so proclaimed. The Commission maintains a very close liaison with the Education Department in order that the latter may provide appropriate technical school facilities for indentured apprentices, who are directed to attend classes or undertake correspondence courses by the Commission.

Until recently, "day release" training was the only form of schooling available to an apprentice. However, since 1964, the Commission has examined and in some cases implemented a system of "block release" training whereby an apprentice obtains his schooling in fortnightly periods instead of attending on specified days or evenings in each week. This system has particular advantages for apprentices in outlying country areas who find it difficult or impossible to attend classes under the "day release" system.

The welfare and training of apprentices in employers' workshops is also supervised by the Commission, which, through its field officers, investigates complaints and carries out routine inspections of the training methods and facilities provided for apprentices by their employers.

The period of apprenticeship for each trade is determined by the Governor in Council on the recommendation of the Commission. It varies from trade to trade depending upon the scope of learning required by the skills of the various trades. The prescribed term is generally either four or five years but in most cases an apprentice, because of his school qualifications or experience, is entitled to a credit of six or twelve months so that the actual terms being served average from four to four and a half years.

The proclaimed apprenticeship trades and the number of probationers and apprentices employed under the Act on 30 June in each of the years 1964 to 1968 are shown in the following table. These figures are extracted from the Annual Reports of the Apprenticeship Commission.

VICTORIA—NUMBER OF PROBATIONERS AND APPRENTICES EMPLOYED

Trade	1964	1965	1966	1967	1968
BUILDING TRADES					
Plumbing and Gasfitting	1,799	1,860	1,962	2,151	2,368
Carpentry and Joinery	2,325	2,483	2,620	2,923	3,009
Painting, Decorating, and Signwriting	409	399	422	459	445
Plastering	50	42	44	56	56
Fibrous Plastering	221	195	190	217	225
Bricklaying	131	136	151	196	208
Tile Laying .. ..	..	..	..	3	12
Total Building, etc. ..	4,935	5,115	5,389	6,005	6,323
METAL TRADES					
Engineering	4,088	4,354	4,484	4,659	4,454
Electrical	2,528	2,670	2,818	2,983	3,184
Motor Mechanic	2,997	3,284	3,458	3,655	3,825
Moulding	113	119	116	122	109
Boilermaking and/or Steel Construction	663	710	741	801	834
Sheet Metal	412	426	420	437	456
Electroplating	26	32	33	28	37
Aircraft Mechanic	148	155	186	201	205
Radio Tradesman	270	302	322	313	331
Instrument Making and Repairing	147	148	178	181	197
Silverware and Silverplating	12	12	13	14	14
Vehicle Industry	1,160	1,264	1,406	1,525	1,567
Refrigeration Mechanic	131	110	121	135	145
Optical Tradesmen .. ..	..	..	..	..	29
Total Metal Trades ..	12,695	13,586	14,296	15,054	15,387
FOOD TRADES					
Breadmaking and Baking	66	58	63	114	156
Pastrycooking	83	76	82	137	143
Butchering and/or Small Goods Making	744	764	729	691	732
Cooking	97	112	131	172	207
Total Food Trades ..	990	1,010	1,005	1,114	1,238
MISCELLANEOUS					
Bootmaking	445	401	301	263	221
Printing	1,620	1,677	1,707	1,765	1,774
Hairdressing	1,830	1,874	1,937	2,204	2,447
Dental Mechanic	39	48	50	59	59
Watchmaking	25	32	36	44	48
Furniture	582	626	747	798	886
Glass .. ..	..	3	44	47	54
Gardening .. ..	..	..	..	2	28
Total Miscellaneous ..	4,541	4,661	4,822	5,182	5,517
Total	23,161	24,372	25,512	27,355	28,465

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. Particulars of all disputes in progress during the year are included, 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*

Year	Number of Disputes	Number of Workers Involved			Number of Working Days Lost
		Directly	Indirectly†	Total	
1963	180	85,757	2,221	87,978	172,963
1964	206	188,836	1,239	190,075	359,567
1965	207	118,504	3,264	121,768	214,257
1966	179	99,625	1,865	101,490	219,605
1967	212	83,225	1,296	84,521	107,312

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

† Persons placed 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		
NUMBER OF DISPUTES†							
1963 .. ..	..	84	21	69	4	2	180
1964 .. ..	..	96	24	72	7	7	206
1965 .. ..	..	108	22	60	8	9	207
1966	1	114	30	17	11	6	179
1967	2	119	39	29	6	17	212
WORKERS INVOLVED							
1963 .. ..	..	50,566	6,546	29,311	332	1,223	87,978
1964	210	76,975	14,585	46,408	44,513	7,384	190,075
1965 .. ..	..	38,346	3,531	60,683	10,738	8,470	121,768
1966	1,069	55,116	19,347	1,164	15,854	8,940	101,490
1967	54	55,129	6,092	14,288	2,651	6,307	84,521
WORKING DAYS LOST							
1963 .. ..	..	117,377	20,708	33,727	292	859	172,963
1964	210	237,556	22,981	49,374	45,164	4,282	359,567
1965 .. ..	..	111,010	10,176	48,936	22,565	21,570	214,257
1966	2,344	123,161	41,225	604	41,811	10,460	219,605
1967	603	75,687	12,804	8,566	1,614	8,038	107,312
ESTIMATED LOSS IN WAGES \$'000							
1963 .. ..	..	1,016.6	192.6	291.2	2.6	7.0	1,510.0
1964	3.2	2,344.4	203.4	491.4	351.0	34.6	3,428.0
1965 .. ..	..	1,039.2	121.1	499.7	206.5	194.7	2,061.2
1966	23.4	1,163.1	394.8	6.4	414.9	94.6	2,097.2
1967	8.1	774.7	147.9	92.4	19.2	64.4	1,106.6

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

† An industrial dispute involving workers in more than one industry group is counted once only, and is included in the group which had the largest number of workers involved.

Labour Organisations

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 1904–1965*, 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. However, the Public Service Arbitration Act provides that an association of less than 100 employees may be registered as an organisation under the Conciliation and Arbitration Act if its members comprise at least three-fifths of all persons engaged in that industry in the Service. Such Public Service organisations 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 1967, the number of employers' organisations registered under the provisions of the Conciliation and Arbitration Act was 73. The number of unions of employees registered at the end of 1967 was 149, with a membership of 1,800,900 representing 84 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 31 December each year are obtained for all trade unions and employee organisations. The affairs of single organisations 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 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 the year estimates, the estimated number of employees in rural industry and in private domestic service recorded at the nearest available population Census. 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		
		Males	Females	Total	Males	Females	Total
1963	154	401·3	113·6	514·9	56	38	51
1964	157	410·3	115·5	525·8	56	37	50
1965	156	418·0	119·8	537·8	56	37	50
1966	154	415·9	123·4	539·4	54	36	49
1967	151	413·9	131·6	545·5	53	36	48

The following table shows the number of unions and membership classified by industry groups at the end of each of the years 1966 and 1967. The table does not supply a precise classification of trade union members by industry because in cases where the members of a union are employed in a number of industries they have been classified under the predominant industry of the union concerned.

VICTORIA—TRADE UNIONS : INDUSTRY GROUPS

Industry Group	1966		1967	
	No. of Unions	No. of Members	No. of Unions	No. of Members
		('000)		('000)
Agriculture, Grazing, etc. ..	2	11·0	2	11·6
Manufacturing—				
Engineering, Metals, Vehicles, etc.	8	84·7	8	83·0
Textiles, Clothing, and Footwear	5	52·3	5	53·6
Food, Drink, and Tobacco ..	14	25·6	14	25·7
Sawmilling, Furniture, etc. ..	3	9·2	3	8·2
Paper, Printing, etc.	5	17·7	5	18·2
Other Manufacturing	15	35·4	13	29·7
Total Manufacturing ..	50	224·9	48	218·4
Building and Construction ..	9	34·9	9	33·8
Railway and Tramway Services ..	5	24·7	5	24·4
Road and Air Transport ..	7	18·9	7	19·5
Shipping and Stevedoring ..	7	7·5	7	7·3
Banking, Insurance, and Clerical	9	31·3	9	32·9
Wholesale and Retail Trade ..	3	18·2	3	20·9
Public Authority (n.e.i.), etc.* ..	38	103·6	37	101·3
Amusement, Hotels, Personal Service, etc.	9	13·8	8	13·5
Other Industries†	15	50·4	16	61·9
Total	154	539·4	151	545·5

* Includes Communication and Municipal, etc.

† Includes Mining and Quarrying and Community and Business Services.

Central Labour Organisations

Delegate organisations, usually known as Trades Hall Councils or Labour Councils and consisting of representatives from a number of trade unions, have been established in each of the capital cities and

in a number of other centres in each State. 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 councils exist, the majority of the local unions are affiliated. At the end of 1967 there were in Victoria nine trades and labour councils and 275 unions and branches of unions affiliated. These figures 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 on pages 473-6 of the *Victorian Year Book* 1964.

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 realised 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, etc. 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 is prohibited, and the employment of females or young persons in certain processes 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 safety measures are contained in Regulations made under the Act which are subject to constant revision. 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. The *Explosives Act 1960* regulates the manufacture, transport, storage, and sale of explosives, and provides for the investigation of explosions. There is an Explosives Inspectorate for this purpose.

(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 210 to 212 of this *Year Book*). Administration of the Explosives Branch was transferred from the Chief Secretary's Department to the Mines Department from 1 July 1965.

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

Within the Department of Labour and Industry there is an 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.

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. Since 1960 standards have been published on Woodworking Machinery, Respiratory Protection, Industrial Safety Helmets, the Minimising of Fire Explosion Hazards from the Use of Flammable Medical Agents, and Abrasive Wheels.

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, etc.

The Safety Engineering Society of Australasia, originally established in Victoria as an association of professional safety officers, now has branches in all States and New Zealand.

Since 1960 the Department of Labour and Industry has sponsored the formation of District Safety Groups in the major industrial areas of Melbourne, and the safety group system now covers the whole of the Metropolitan District and extends to Dandenong. The Department is represented on each group by a member of the Factories and Shops Inspectorate.

Industrial Safety Conventions

The Government has sponsored a number of industrial safety conventions in Melbourne and provincial cities since 1956.

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 1963-64 to 1965-66. Similar information in respect of females is available but has not been included in this *Year Book* because of the small number involved—4,602 non-fatal accidents to females in 1965-66. Because of the method of collection used, the tables are also subject to certain restrictions and qualifications which are summarised below. Also, the Act may be amended in any one year, but because tables for that year may include unclosed cases for the last three years, comparability between the periods may be affected. The qualifications listed are those existing at June 1967.

- (a) Although the term "Industrial Accident" is used, the collection actually represents workers compensation claims finalised during the year concerned, and is subject to the limitations expressed by the Workers Compensation Act. The accidents to which the claims refer may have occurred in the year the claim was finalised or at some previous date.
- (b) In accordance with the provisions of the Act prior to amendment in 1965, the definition of "Worker" excluded any person employed whose remuneration exceeded \$4,000 per annum. The *Amendment Act* 1965 increased this to \$6,000. Although some employers do insure against liability for employees whose income exceeds the amount specified in the Act, it is not mandatory to do so, and consequently some employees in this category will not be included in the tables.
- (c) Commonwealth employees are excluded from the provisions of the Act, and consequently some industry classifications are not covered at all whilst coverage is reduced in some other instances (e.g., Defence Services and Communications).
- (d) Self-employed persons are likewise excluded and therefore industrial accidents occurring to them will not appear in the statistics. This is likely to have considerable effect when considering, for instance, rural industries.
- (e) The Act provides for compensation for injury arising on journey to or from employment, or during a recess period. Details of such claims have been excluded from the tables.
- (f) 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 connection 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, unless the disease was precipitated or aggravated by some event of an accidental nature.

The following table shows the number of fatal and non-fatal industrial accidents to males in each industry group for each of the years 1963-64 to 1965-66 :

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

Industry Group	Number of Accidents					
	1963-64		1964-65		1965-66	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
Primary	5	1,700	6	1,714	4	1,617
Mining and Quarrying	1	150	..	212	..	160
Manufacturing	9	13,376	6	12,987	9	12,663
Electricity, Gas, Water, Sanitary .. .. .	..	260	..	283	..	266
Building and Construction	13	3,816	13	3,763	4	3,850
Transport, Storage, and Communication	2	1,592	6	1,840	8	1,969
Commerce	4	3,879	2	3,559	7	3,920
Community Services, etc., and Government (n.e.i.)	3	1,441	2	1,338	2	1,442
Amusement, Personal Service, etc.	1	801	1	759	2	761
Government, Semi-Government, Finance, and Other	18	5,198	11	3,860	14	4,357
Total	56	32,213	47	30,315	50	31,005

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 1963-64 to 1965-66 :

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)		
	1963-64	1964-65	1965-66	1963-64	1964-65	1965-66
Primary	7,524	7,647	7,781	338	375	434
Mining and Quarrying	569	922	685	44	47	35
Manufacturing	48,403	46,496	45,673	3,015	3,287	3,356
Electricity, Gas, Water, Sanitary	928	902	980	54	54	56
Building and Construction	15,581	14,849	14,234	974	977	919
Transport, Storage, and Communication	6,172	6,767	7,536	287	333	387
Commerce	13,692	11,687	12,782	713	558	757
Community Services, etc., and Government (n.e.i.)	5,704	5,793	5,594	270	307	290
Amusement, Personal Service, etc.	3,988	3,326	3,680	187	131	182
Government, Semi-Government, Finance, and Other	20,176	15,623	16,312	1,037	804	929
Total	122,737	114,012	115,257	6,918	6,872	7,345

The following table shows the number of non-fatal industrial accidents to males, by accident factor and industry group, for the year 1965-66 :

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY ACCIDENT FACTOR, 1965-66

Industry Group	Accident Factor								Total	
	Machinery	Vehicles	Electricity, etc.*	Harmful Substances	Falling, Slipping	Stepping on Objects †	Handling Objects ‡	Handtools §		Other and Unspecified
Primary	168	128	28	7	327	68	487	180	224	1,617
Mining and Quarrying ..	19	8	4	3	40	4	61	16	5	160
Manufacturing	2,324	291	436	98	2,054	618	5,488	1,003	351	12,663
Electricity, Gas, Water, Sanitary	15	25	9	..	74	27	97	17	2	266
Building and Construction	241	128	66	26	1,039	228	1,581	426	115	3,850
Transport, Storage, and Communication ..	59	176	14	5	622	84	899	52	58	1,969
Commerce	294	258	70	20	774	181	1,490	701	132	3,920
Community Services, etc. and Government, (n.e.i.)	61	156	33	13	356	58	572	131	62	1,442
Amusement, Personal Service, etc.	37	35	44	5	179	32	218	47	164	761
Government, Semi-Government, Finance, and Other	226	413	101	12	1,232	203	1,575	338	257	4,357
Total	3,444	1,618	805	189	6,697	1,503	12,468	2,911	1,370	31,005

* 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 1965-66 :

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY SITE OF INJURY, 1965-66

Industry Group	Site of Injury									Total
	Head	Eye	Neck*	Trunk	Arm	Hand	Leg	Foot	Un-specified	
Primary	47	35	34	354	235	386	373	143	10	1,617
Mining and Quarrying ..	6	..	4	58	19	32	27	14	..	160
Manufacturing	293	378	287	3,302	1,435	3,963	1,657	1,312	36	12,663
Electricity, Gas, Water, Sanitary	8	4	7	86	42	37	55	23	4	266
Building and Construction	118	109	110	1,044	453	854	707	432	23	3,850
Transport, Storage, and Communication ..	88	21	49	592	280	285	454	200	..	1,969
Commerce	104	97	104	1,018	478	1,231	581	303	4	3,920
Community Services, etc. and Government, (n.e.i.)	39	40	48	500	154	277	253	123	8	1,442
Amusement, Personal Service, etc.	43	7	21	180	116	165	160	66	3	761
Government, Semi-Government, Finance, and Other	171	104	148	1,392	474	673	942	426	27	4,357
Total	917	795	812	8,526	3,686	7,903	5,209	3,042	115	31,005

* 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 1965-66 :

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : INDUSTRY GROUP BY TYPE OF INJURY, 1965-66

Industry Group	Type of Injury											
	Contusions, Lacerations, etc.	Burns and Scalds	Bone Fractures	Dislocations	Sprains and Strains	Amputations	Concussion	Internal Injury	Effects of Poisons	Effects of Electricity	Other and Unspecified	Total
Primary	687	35	281	58	480	16	10	7	5	..	38	1,617
Mining and Quarrying ..	45	5	33	1	70	..	2	2	..	..	2	160
Manufacturing	5,154	627	1,802	317	4,303	156	49	24	7	22	202	12,663
Electricity, Gas, Water, Sanitary	96	7	34	6	114	..	..	1	..	3	5	266
Building and Construction	1,548	86	564	112	1,389	22	25	16	3	17	68	3,850
Transport, Storage, and Communication	704	21	307	56	812	7	23	13	..	..	26	1,969
Commerce	1,747	112	441	105	1,396	18	26	9	1	2	63	3,920
Community Services, etc., and Government, (n.e.i.)	510	44	185	38	615	6	6	4	4	1	29	1,442
Amusement, Personal Service, etc.	259	50	136	39	242	2	9	3	..	2	19	761
Government, Semi-Government, Finance, and Other	1,460	118	573	139	1,873	23	30	19	5	13	104	4,357
Total	12,210	1,105	4,356	871	11,294	250	180	98	25	60	556	31,005

The table which follows shows the number of non-fatal industrial accidents to males, by accident factor and site of injury, for the year 1965-66 :

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : ACCIDENT FACTOR* BY SITE OF INJURY, 1965-66

Accident Factor	Site of Injury									Total
	Head	Eye	Neck†	Trunk	Arm	Hand	Leg	Foot	General and Unspecified	
Machinery	87	205	21	178	292	2,310	165	185	1	3,444
Vehicles	191	17	48	290	241	339	296	187	9	1,618
Electricity, etc.*	79	38	9	47	107	182	94	189	60	805
Harmful Substances	18	67	3	6	15	32	10	22	16	189
Falling, Slipping	185	10	183	1,793	1,010	378	2,725	412	1	6,697
Stepping on Objects*	73	20	17	139	289	294	448	223	..	1,503
Handling Objects*	172	161	442	5,429	1,255	2,521	939	1,549	..	12,468
Handtools*	45	125	36	322	333	1,618	231	198	3	2,911
Other and Unspecified	67	152	53	322	144	229	301	77	25	1,370
Total	917	795	812	8,526	3,686	7,903	5,209	3,042	115	31,005

* For footnotes see page 208.

† 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 1965-66 :

VICTORIA—NON-FATAL INDUSTRIAL ACCIDENTS TO MALES : ACCIDENT FACTOR* BY AGE GROUP, 1965-66

Accident Factor	Age Group (Years)						Total
	Under 20	20-29	30-39	40-49	50-59	60 and over	
Machinery	443	971	761	690	426	153	3,444
Vehicles	186	387	360	326	258	101	1,618
Electricity, etc.* ..	107	220	188	157	102	31	805
Harmful Substances ..	28	49	43	30	25	14	189
Falling, Slipping ..	407	1,411	1,612	1,615	1,178	474	6,697
Stepping on Objects*	129	316	363	328	272	95	1,503
Handling Objects* ..	818	2,703	3,018	3,067	2,117	745	12,468
Handtools*	414	831	642	530	397	97	2,911
Other and Unspecified ..	112	349	308	311	223	67	1,370
Total	2,644	7,237	7,295	7,054	4,998	1,777	31,005

* For footnotes see page 208.

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*.

The *Workers Compensation (Amendment) Act 1965*, which was proclaimed to operate from 1 July 1965, further increased benefits, but the definition of "injury" was amended to require employment to be a contributing factor before benefit is payable for any disease or for the recurrence, aggravation, or acceleration of any pre-existing injury or disease.

As the law now stands, any worker whose remuneration does not exceed \$6,000 a year, excluding overtime, is included, and such worker is also protected whilst travelling to and from work and during recess periods. 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 \$9,000 plus \$200 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 \$9,000) 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 \$20 in respect of the worker plus \$6 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 \$2.50 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 \$31 per week whichever is the lesser and the whole amount payable is limited to \$10,000 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 30 June 1967 was 131.

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 1962-63 to 1966-67 :

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	
1962-63 ..	1,933,160	28,020	544	196,076	20,482	29,420
1963-64 ..	2,118,939	29,859	628	209,044	22,480	32,233
1964-65 ..	2,382,194	34,539	613	221,474	22,815	34,823
1965-66 ..	2,404,459	48,816	525	205,735	24,925	42,277
1966-67 ..	2,730,791	52,521	490	203,537	25,787	48,864

The amount paid in claims during 1966-67, viz., was allocated as follows :

A. Under Workers Compensation Act—			
(a) Compensation—		\$'000	\$'000
1. Weekly Compensation	..	8,216	
2. Lump Sum—Death	.. ..	2,938	
3. Lump Sum—Maim	.. ..	2,931	
		<hr/>	14,085
(b) Medical, etc., Services—			
1. Doctor	.. ..	3,683	
2. Hospital	.. ..	1,979	
3. Chemist or Registered Nurse	..	180	
4. Ambulance	.. ..	122	
5. Other Curative, etc., Services	..	339	
		<hr/>	6,303
(c) Legal Costs, etc.	.. ..		2,571
B. Under Other Acts and at Common Law, Damages, etc.			
			2,828
			<hr/>
	Total ..		25,787
			<hr/>

Figures for premiums and claims in this table differ somewhat from those shown on pages 701-3 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.

Employment and Unemployment

Control of Employment

Commonwealth Department of Labour and National Service

At the Commonwealth level some of the more important of the functions of the Department of Labour and National Service are the operation of the Commonwealth Employment Service; the administration of the National Service Act 1951-1968, and the reinstatement of National Servicemen in civil employment under the provisions of the Defence (Re-establishment) Act 1965-1968; the formulation of industrial relations policy; conciliation and arbitration in relation to industrial disputes, with special responsibilities for the coal, stevedoring, and maritime industries; analysis, interpretation, and provision of information on the labour market and changes in employment; and the provision of assistance and advice to industry with regard to training, safety, physical working conditions, personnel practices, and food services.

Commonwealth Employment Service

The Commonwealth Employment Service (C.E.S.) was established under section 47 of the Re-establishment and Employment Act 1945-1966. The principal functions of the service are to assist people

seeking employment to obtain positions best suited to their training, experience, abilities and qualifications ; and to assist employers seeking labour to obtain employees best suited to their needs.

The C.E.S. functions within the Employment and Industrial Services Division of the Department on a decentralised basis. At the State level the C.E.S. and the other elements of the Department are under the control of a Regional Director responsible to the Permanent Head of the Department. In Victoria, the Regional Office Headquarters are located in Melbourne and there are twenty-one District Employment Offices in the Metropolitan Area and fifteen in country centres. In addition there are several agencies, and one full-time branch office, in country towns which work in conjunction with the District Employment Office responsible for the area in which they are located.

Specialist facilities are provided by the C.E.S. for young people, persons with physical and mental handicaps, older workers, ex-members of the defence forces, migrants, rural workers, and persons with professional and technical qualifications. Vocational guidance is provided free of charge by a staff of qualified psychologists. It is available to any person, but is provided particularly for young people, ex-servicemen, and handicapped persons.

The C.E.S. assists in the administration of the unemployment and sickness benefits provisions of the *Social Services Act 1947-1967*. All applicants for unemployment benefit must register at a District Employment Office or agency, which is responsible for certifying whether or not suitable employment can be offered to them.

The C.E.S. 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 C.E.S. arranges for them to move to their initial employment and for their admission, if necessary, to Commonwealth controlled hostels.

Since 1951, the C.E.S. has been responsible for recruiting Australian experts for overseas assignments under the Colombo Plan, the United Nations Development Programme, and other technical assistance schemes. The principal spheres in which experts have been supplied are agriculture, education, engineering, geology, health, and economic and scientific research and development. The C.E.S. also arranges training in industry for students who come to Australia for training under the various technical assistance schemes with which the Commonwealth is associated.

In association with its placement activities, the C.E.S. 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 C.E.S.

Particulars of the major activities of the C.E.S. during the five years ended 30 June 1968 are given in the following table :

VICTORIA—COMMONWEALTH EMPLOYMENT SERVICE

Particulars	Year Ended 30 June—				
	1964	1965	1966	1967	1968
Applications for Employment* ..	209,826	200,707	237,026	251,065	271,994
Number Placed in Employment ..	97,317	95,796	96,974	101,611	108,748
Number of Vacancies Notified ..	164,992	166,447	151,345	156,488	154,682
Vacancies at 30 June ..	14,141	17,901	13,751	11,459	9,411

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

Work Force

At the 1961 and previous Censuses, the work force was determined as : “ Those who are engaged in an industry, business, profession, trade or service at the time of the Census (including those on long service leave, etc.) ” ; and “ those out of a job at time of the Census but who are usually engaged in an industry, business, profession, trade or service ”

At the 1966 Census, additional questions were asked in order to obtain information on the basis of which the work force could be determined more precisely.

The work force now includes all persons who did any paid work for an employer or who had a job as an employee from which they were temporarily absent or who were looking for work. Persons helping but not receiving wages or a salary who usually worked less than 15 hours a week were excluded from the work force.

The net effect of the new definition is to include approximately 33,000 additional persons in the Victorian work force, i.e., a proportionate increase in the Victorian work force of approximately 2.5 per cent. The major factor in this change was females working part-time (sometimes for only a few hours a week) some of whom, in 1961, did not consider themselves as “ engaged in an industry, business, profession, trade or service ”.

Occupational Status

The occupational status of persons classified as in the work force at population census date covers two broad groups : those employed and those unemployed. The first group includes employers, self-employed employees, and helpers working more than 15 hours.

Industry

Persons in the work force were asked to state industry in accordance with the following instructions :

“ State the exact branch of industry, business or service in which mainly engaged last week, using two or more words where possible. For example, ‘ Dairy Farming ’, ‘ Coal Mining ’, ‘ Woollen Mills ’, ‘ Retail Grocery ’, ‘ Road Construction ’, etc. Employees should state the industry of their employer. For example, a carpenter employed by a coal mining company should state ‘ Coal Mining ’. If employed by a Government Department or other public body, state also its name. For paid housekeepers and domestic servants in private households, write ‘ P.H. ’ ”

From the answers to this question, persons were classified according to the Bureau's "Classification of Industries" which provides for each person to be classified according to the nature of the business in which mainly engaged, regardless of whether operated by a government authority, corporation, or individual.

The precise classification of persons in the work force according to industry is extremely difficult but subject to continuing efforts to improve the quality of the data from census to census. Consequently the comparison of data compiled at the 1966 Census with that obtained at previous censuses is not only influenced by changes in the definition and content of the work force but by the different responses which may have been evoked by efforts to improve the questions on the Census Schedule, and by some changes in coding rules designed to rectify known deficiencies in the data. Classification is difficult mainly because of the problem of conveying through a printed form the exact nature of the information required (e.g., the conceptual difference between "occupation" and "industry") and the consequential inadequacy of many replies.

The following tables show the work force at the Census of 30 June 1966, classified according to occupational status, in conjunction with age and in conjunction with industry. Further information on the 1966 Census is given in Part 3 of this *Year Book*. Information on the 1961 Census will be found on pages 208-9 of the *Victorian Year Book 1967*.

VICTORIA—MALES AND FEMALES IN THE WORK FORCE CLASSIFIED ACCORDING TO OCCUPATIONAL STATUS IN CONJUNCTION WITH AGE : CENSUS, 30 JUNE 1966

Age Last Birthday (Years)	Employed					Unemployed	Total in Work Force
	Employer	Self-Employed	Employee (On Wage or Salary)	Helper (Not on Wage or Salary)	Total		
MALES							
15-19	295	1,339	83,896	1,440	86,970	1,931	88,901
20-24	1,813	5,116	103,211	521	110,661	1,470	112,131
25-29	4,950	8,500	90,236	213	103,899	996	104,895
30-34	7,084	9,860	80,423	115	97,482	835	98,317
35-39	9,433	12,023	87,630	105	109,191	847	110,038
40-44	10,285	11,911	85,092	99	107,387	825	108,212
45-49	9,445	10,511	70,165	88	90,209	778	90,987
50-54	8,656	9,952	65,344	100	84,052	716	84,768
55-59	6,716	8,807	54,085	127	69,735	732	70,467
60-64	4,337	6,728	38,397	155	49,617	640	50,257
65 and over	4,222	7,555	18,738	370	30,885	369	31,254
Total in Work Force	67,236	92,302	777,217	3,333	940,088	10,139	950,227
FEMALES							
15-19	122	300	81,802	626	82,850	2,223	85,073
20-24	699	1,020	69,849	585	72,153	1,336	73,489
25-29	1,205	1,686	34,010	693	37,594	707	38,301
30-34	1,716	2,108	27,801	769	32,394	609	33,003
35-39	2,428	2,571	34,186	936	40,121	613	40,734
40-44	2,807	2,622	37,483	1,079	43,991	543	44,534
45-49	2,495	2,577	30,969	994	37,035	416	37,451
50-54	2,078	2,397	25,880	877	31,232	343	31,575
55-59	1,454	1,835	17,844	623	21,756	255	22,011
60-64	784	1,265	9,029	448	11,526	116	11,642
65 and over	959	1,627	5,772	561	8,919	89	9,008
Total in Work Force	16,747	20,008	374,625	8,191	419,571	7,250	426,821

VICTORIA—MALES AND FEMALES IN THE WORK FORCE
CLASSIFIED ACCORDING TO INDUSTRY IN CONJUNCTION
WITH OCCUPATIONAL STATUS : CENSUS, 30 JUNE 1966

Industry	Employed					Un- employed	Total in the Work Force
	Em- ployer	Self Em- ployed	Em- ployee (On Wage or Salary)	Helper (Not on Wage or Salary)	Total		
MALES							
Primary Production ..	17,115	45,758	27,174	2,267	92,314	477	92,791
Mining and Quarrying ..	94	92	4,574	2	4,762	37	4,799
Manufacturing ..	7,974	6,066	295,682	179	309,901	1,779	311,680
Electricity, Gas, Water and Sanitary Services (Pro- duction, Supply and Maintenance)	95	87	31,142	20	31,344	72	31,416
Building and Construction	9,923	12,038	81,583	96	103,640	1,143	104,783
Transport and Storage ..	2,907	7,853	51,612	42	62,414	428	62,842
Communication ..	..	2	23,180	12	23,194	68	23,262
Finance and Property ..	1,221	1,627	27,285	22	30,155	64	30,219
Commerce ..	16,244	10,845	106,991	253	134,333	806	135,139
Public Authority (n.e.i.) and Defence Services ..	..	..	41,890	..	41,890	74	41,964
Community and Business Services (Including Pro- fessional)	6,011	2,462	56,256	191	64,920	167	65,087
Amusement, Hotels and Other Accommodation, Cafes, Personal Service, etc. ..	5,483	5,156	23,284	157	34,080	364	34,444
Other Industries ..	4	7	16	..	27	1	28
Industry Inadequately Described or Not Stated	165	309	6,548	92	7,114	4,659	11,773
Total in the Work Force	67,236	92,302	777,217	3,333	940,088	10,139	950,227
FEMALES							
Primary Production ..	2,826	6,341	5,678	4,261	19,106	73	19,179
Mining and Quarrying ..	9	8	380	2	399	1	400
Manufacturing ..	1,800	1,640	122,079	361	125,880	930	126,810
Electricity, Gas, Water and Sanitary Services (Pro- duction, Supply and Maintenance)	12	3	2,361	4	2,380	3	2,383
Building and Construction	635	277	2,980	183	4,075	18	4,093
Transport and Storage ..	321	288	5,745	111	6,465	36	6,501
Communication ..	..	2	6,523	12	6,537	39	6,576
Finance and Property ..	126	250	20,022	47	20,445	75	20,520
Commerce ..	6,062	5,376	68,248	1,170	80,856	496	81,352
Public Authority (n.e.i.) and Defence Services ..	..	..	11,214	2	11,216	38	11,254
Community and Business Services (Including Pro- fessional)	841	1,640	84,917	427	87,825	497	88,322
Amusement, Hotels, and Other Accommodation, Cafes, Personal Service, etc. ..	3,993	3,871	36,953	819	45,636	441	46,077
Other Industries ..	..	1	6	..	7	1	8
Industry Inadequately Described or Not Stated	122	311	7,519	792	8,744	4,602	13,346
Total in the Work Force	16,747	20,008	374,625	8,191	419,571	7,250	426,821

Wage and Salary Earners in Civilian Employment

General

Estimates of wage and salary earners in civilian employment are based on comprehensive data (referred to here as "bench-marks") derived for the purpose from the population Censuses of June 1954 and June 1961. For the intercensal period 1954-1961 and from July 1961 to date, the figures shown are estimates designed to measure month-to-month changes in the sector of employment to which the bench-marks relate. The series will be revised in the light of the 1966 population Census results.

Between population censuses the employment data are 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). The total of recorded employment is supplemented each month by estimates of changes in the number of wage and salary earners not covered by the foregoing collections.

The figures relate only to civilian wage and salary earners. They, therefore, exclude employers, self-employed persons, unpaid helpers, and defence forces. Also excluded, because of the inadequacy of current data, are employees in rural industry and in private domestic service.

Pay-roll tax returns are lodged at present by all employers paying more than \$400 a week in wages (other than certain Commonwealth Government bodies, religious and benevolent institutions, public hospitals and other similar organisations specifically exempted under the *Pay-roll Tax Assessment Act 1941-1968*).

The level of the estimates is affected by the exclusion of many employees from the 1954 and 1961 Census bench-marks; nevertheless, they measure reasonably well the short-term trends in employment *in the defined field*. However, they may be less reliable for longer-term measurement. There are conceptual differences between bench-mark and payroll data, and changes in such factors as labour turnover, multiple jobholding, and part-time working all affect the trend over longer periods.

At the 1954 and 1961 population Censuses, those persons who were not stated to be engaged in an industry, business, profession, trade, or service were required to be described as students, pensioners, engaged in home duties, etc., and were automatically classified as not being in the work force. It is believed that many persons—particularly married women—classified themselves according to their main or usual activity or status (e.g., home duties) and overlooked the part-time or casual employment that they had at the time of the Census. Had the census questions been designed to obtain particulars of each person's actual activity during a specified period (as the 1966 population Census work force questions were), so that all employees who did any paid work at all, or who had a job, would have been included, these persons would have been counted in the total of employed wage and salary earners.

The scope of the current monthly series is similar to and subject to the same limitations as that of the population census bench-marks. The totals shown do not necessarily represent, at any point of time, the total numbers of wage and salary earners employed full-time or part-time in those areas or industries. Instead, they represent the estimated numbers of persons who would have been counted as wage and salary earners at a population census in which the concepts and definitions were the same as those of the 1961 Census.

The concepts and definitions adopted at the 1966 Census conformed closely to the recommendations of the Eighth International Conference of Labour Statisticians: all persons who did any paid work for an employer or who had a job as an employee from which they were temporarily absent were classified as employed wage and salary earners. Census figures, which show particulars of the occupational status and industry of the population, are *not* comparable with those in this section

because they are based on different work force concepts and definitions and on a different method of allocating persons to industries. Furthermore, the figures in this section are still based on June 1961 benchmarks.

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, 1961, and 1964 to 1968 and also the number of employees of government bodies and private employers. The industry classification used throughout the series is that of the population Census, June 1961.

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

Industry Group	June 1954	June 1961	June 1964	June 1965	June 1966	June 1967	June 1968
MALES							
Mining and Quarrying ..	3.9	4.6	4.6	4.8	4.9	4.7	4.7
Manufacturing† ..	235.2	259.1	295.9	305.1	304.7	310.3	312.6
Electricity, Gas, Water, and Sanitary Services ..	23.9	29.8	30.2	30.1	30.8	30.9	31.2
Building and Construction	65.8	72.3	72.1	74.4	76.2	76.0	79.7
Road Transport and Storage ..	16.6	18.9	20.1	21.0	21.1	21.4	22.1
Shipping and Stevedoring	9.7	8.5	8.3	8.7	8.4	8.1	8.3
Rail and Air Transport ..	16.7	18.0	18.4	18.9	19.4	19.0	19.4
Communication ..	17.9	21.7	22.9	23.1	23.3	24.0	24.6
Finance and Property ..	16.7	23.6	26.7	28.0	29.2	30.6	32.1
Retail Trade ..	45.2	52.8	55.6	56.8	56.9	57.1	58.3
Wholesale and Other Commerce ..	36.9	44.9	48.2	50.0	51.0	50.9	52.1
Public Authority Activities (n.e.i.) ..	23.5	24.5	26.4	27.1	28.2	29.8	31.0
Health, Hospitals, etc. ..	6.8	8.6	9.6	9.6	9.7	10.0	10.2
Education ..	10.7	16.1	20.5	21.4	23.0	23.8	25.8
Amusement, Hotels, Personal Service, etc.‡ ..	17.6	19.1	20.2	21.0	22.2	22.8	24.0
Other§ ..	16.3	21.1	22.9	23.5	24.3	25.2	27.0
Total ..	563.4	643.6	702.8	723.5	733.4	744.8	763.1
Private ..	404.5	463.8	515.8	534.7	538.8	546.0	559.5
Government|| ..	158.9	179.8	187.0	188.8	194.6	198.8	203.6
Total ..	563.4	643.6	702.8	723.5	733.4	744.8	763.1
FEMALES							
Mining and Quarrying ..	0.1	0.2	0.2	0.2	0.3	0.3	0.3
Manufacturing† ..	85.5	91.6	110.8	116.4	117.5	120.6	123.3
Electricity, Gas, Water, and Sanitary Services ..	1.7	2.2	2.4	2.5	2.6	2.6	2.5
Building and Construction	0.9	1.6	1.7	1.9	2.0	2.1	2.3
Road Transport and Storage ..	1.4	1.8	2.0	2.1	2.3	2.3	2.3
Shipping and Stevedoring	0.4	0.6	0.6	0.7	0.7	0.7	0.7
Rail and Air Transport ..	2.1	2.2	2.1	2.2	2.4	2.5	2.5
Communication ..	4.9	5.3	5.5	6.0	6.1	6.4	6.5
Finance and Property ..	9.2	16.1	17.5	18.6	19.6	20.5	21.4
Retail Trade ..	34.4	41.2	43.4	45.1	47.1	50.0	50.6
Wholesale and Other Commerce ..	9.9	12.3	13.2	14.1	14.9	15.0	15.4
Public Authority Activities (n.e.i.) ..	8.2	9.7	10.4	10.7	11.7	12.6	13.2
Health, Hospitals, etc. ..	19.9	27.8	30.8	32.6	33.7	34.2	34.8
Education ..	12.9	20.6	24.8	25.7	27.9	29.8	31.9
Amusement, Hotels, Personal Service, etc.‡ ..	16.5	19.8	20.1	21.8	23.2	24.1	25.3
Other§ ..	8.6	13.2	15.0	15.8	16.4	17.3	18.0
Total ..	216.7	266.2	300.6	316.3	328.4	340.9	350.9
Private ..	184.9	223.2	252.7	266.3	274.8	285.2	292.3
Government|| ..	31.8	43.0	47.9	50.0	53.6	55.7	58.6
Total ..	216.7	266.2	300.6	316.3	328.4	340.9	350.9

For footnotes see next page.

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

Industry Group	June 1954	June 1961	June 1964	June 1965	June 1966	June 1967	June 1968
PERSONS							
Mining and Quarrying ..	4.0	4.8	4.8	5.0	5.2	5.0	5.0
Manufacturing † ..	320.7	350.7	406.8	421.5	422.2	430.9	435.9
Electricity, Gas, Water, and Sanitary Services ..	25.6	32.0	32.6	32.6	33.4	33.5	33.7
Building and Construction	66.7	73.9	73.8	76.3	78.2	78.1	82.0
Road Transport and Storage ..	18.0	20.7	22.2	23.1	23.4	23.7	24.4
Shipping and Stevedoring	10.1	9.1	8.9	9.4	9.1	8.8	9.1
Rail and Air Transport ..	18.8	20.2	20.5	21.1	21.8	21.5	21.9
Communication ..	22.8	27.0	28.4	29.1	29.4	30.4	31.1
Finance and Property ..	25.9	39.8	44.2	46.6	48.8	51.1	53.5
Retail Trade ..	79.6	94.0	98.9	101.9	104.0	107.1	108.9
Wholesale and Other Commerce ..	46.8	57.2	61.4	64.1	65.9	65.9	67.5
Public Authority Activities (n.e.i.) ..	31.7	34.2	36.7	37.8	39.9	42.4	44.1
Health, Hospitals, etc. ..	26.7	36.4	40.4	42.2	43.4	44.2	45.0
Education ..	23.6	36.7	45.3	47.1	50.9	53.6	57.7
Amusement, Hotels, Per- sonal Service, etc. ‡ ..	34.1	38.9	40.4	42.8	45.4	46.9	49.3
Other § ..	24.9	34.3	37.9	39.3	40.7	42.5	44.9
Total ..	780.1	909.8	1,003.3	1,039.8	1,061.8	1,085.7	1,114.0
Private ..	589.4	687.0	768.4	801.0	813.6	831.2	851.8
Government || ..	190.7	222.8	234.9	238.8	248.2	254.5	262.2
Total ..	780.1	909.8	1,003.3	1,039.8	1,061.8	1,085.7	1,114.0

* 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 7 of the *Year Book*.

‡ Includes restaurants and hairdressing.

§ Includes forestry, fishing and trapping ; law, order, and public safety ; religion and social welfare ; and other community and business services.

|| Includes employees of Commonwealth, State, semi-government, and local government bodies.

Government Bodies

The following table includes employees of government bodies on 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, etc., as well as administrative employees :

VICTORIA—WAGE AND SALARY EARNERS IN CIVILIAN
EMPLOYMENT : GOVERNMENT BODIES
(’000)

Year (June)	Commonwealth Government			State and Semi- Government			Local Government			Total Government		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
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
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
1964 ..	57.3	15.6	72.9	114.3	30.3	144.6	15.4	2.0	17.4	187.0	47.9	234.9
1965 ..	58.9	16.9	75.7	114.2	31.1	145.3	15.7	2.1	17.8	188.8	50.0	238.8
1966 ..	60.8	18.2	79.0	117.8	33.2	151.0	16.0	2.2	18.2	194.6	53.6	248.2
1967 ..	62.9	19.1	82.0	119.6	34.3	153.9	16.3	2.3	18.7	198.8	55.7	254.5
1968 ..	64.1	19.3	83.4	121.6	36.8	158.4	17.8	2.5	20.3	203.6	58.6	262.2

Further References

Further details on subjects dealt with in this part 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*. In addition, wages information is published monthly in the bulletin *Wage Rates and Earnings*. Seasonally adjusted series of employment and unemployment statistics are also available.

Prices

Retail Price Indexes

General

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.

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 to 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, etc.) 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 and for Canberra. 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 = 100·0)

Year Ended 30 June—	Food	Clothing and Drapery	Housing	Household Supplies and Equipment	Miscell- aneous	All Groups
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
1965	133·9	116·8	169·2	115·2	138·3	132·2
1966	139·4	118·1	177·2	118·7	145·1	137·1
1967	140·9	120·5	184·0	120·3	152·7	140·7
1968	149·8	123·1	191·1	122·0	156·5	145·9

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*

Item	Unit	1945	1955	1965	1966	1967
		cents	cents	cents	cents	cents
Groceries, etc.—						
Bread (Delivered) ..	2 lb	4.6	12.2	15.9	17.0	17.8
Flour—Self Raising ..	2 lb pkt	6.2	15.1	15.7	16.4	17.2
Tea† ..	lb	22.5	70.4	63.2	31.6	31.6
Sugar‡ ..	lb	3.3	7.5	9.1	36.7	39.5
Jam, Plum ..	1½ lb	9.4	22.6	27.6	28.6	29.6
Peaches, Canned ..	29 oz	11.1	27.6	27.5	28.3	28.4
Pears, Canned ..	29 oz	11.8	29.2	28.2	28.5	28.7
Potatoes ..	7 lb	7.0	34.2	69.1	34.4	46.2
Onions ..	lb	2.2	7.6	10.6	11.5	10.7
Dairy Produce, etc.—						
Butter ..	lb	17.1	42.4	49.8	49.8	49.8
Eggs, New Laid§ ..	doz	21.7	55.7	60.4	68.6	65.2
Bacon Rashers|| ..	lb	19.0	59.6	99.4	50.4	52.2
Milk—Condensed ..	tin	8.6	18.7	20.4	20.5	21.2
„ Fresh, Bottled¶	quart	6.2	15.0	17.1	17.9	18.2
Meat—						
Beef, Sirloin ..	lb	11.4	33.6	53.9	59.4	61.0
„ Ribs** ..	lb	9.6	33.1	52.3	55.3	59.5
„ Steak, Rump ..	lb	17.6	45.4	81.2	89.2	98.4
„ „ Chuck ..	lb	8.4	28.2	43.5	47.3	50.7
„ Sausages ..	lb	6.8	16.8	25.3	28.3	31.4
„ Corned Silverside ..	lb	10.5	33.0	49.8	54.5	59.9
„ „ Brisket ..	lb	7.8	24.3	36.0	39.5	42.8
Mutton, Leg ..	lb	9.5	21.5	26.2	27.5	29.9
„ Forequarter ..	lb	5.5	13.7	18.7	19.5	20.7
„ Chops, Loin ..	lb	8.9	21.0	25.5	26.6	28.4
„ „ Leg ..	lb	9.7	22.9	29.0	30.1	32.0
Pork, Leg ..	lb	13.3	44.1	56.6	57.0	64.4
„ Loin ..	lb	14.0	45.0	58.7	59.2	65.8
„ Chops ..	lb	14.7	45.4	58.6	58.7	65.6

* In some cases the averages are price relatives.

† From 1966 ½ lb.

‡ From 1966 4 lb.

§ Extra large grade as from April 1961 ; 24 oz from August 1965

|| From 1965 ½ lb "pre-pack".

¶ Delivered. Milk prices prior to 1950 are for loose milk.

** Prior to 1955 prices are for "Bone-in".

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.

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
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
1963-64	383	207	484	286	221	473	339	352	275	376	346
1964-65	391	207	427	286	242	503	345	364	277	388	355
1965-66	390	218	432	325	306	507	355	385	280	409	371
1966-67	396	220	419	381	281	511	362	401	283	425	383
1967-68	397†	225	392	397	222	514	361†	411	287	431†	388†

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

† Preliminary figures only.

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	1945	1955	1965	1966	1967
cents						
Agriculture—						
Wheat	bushel	39.4	140.7	147.1	153.6	157.3
Barley, English	"	60.2	152.5	146.7	146.6	150.8
Oats, Milling	"	41.5	84.0	87.1	90.4	87.3
Maize	"	83.3	153.3	245.0	270.0	190.0
\$						
Bran	ton	12.00	43.10	39.38	42.22	43.35
Pollard	"	12.00	43.10	42.38	45.22	46.35
Flour (First Quality)	"	25.75	65.75	81.02	84.09	85.36
Chaff	"	18.93	35.83	44.50	52.17	47.33
Potatoes	"	15.00	69.18	131.39	45.95	71.42
Onions	"	29.25	97.87	99.99	115.63	95.03
cents						
Dairy and Farmyard Produce—						
Butter	lb	14.9	39.5	47.7	48.0	48.0
Bacon	"	12.9	40.4	54.0	52.8	55.4
Ham	"	15.4	45.4	68.3	68.3	72.8
Cheese (Matured)	"	13.8	30.4	34.2	35.3	37.0
Honey	"	6.3	9.4	14.6	14.6	14.8
Eggs*	doz	18.5	49.6	52.7	60.4	56.8
\$						
Butchers' Meat—						
Beef, Prime	100 lb	5.11	14.98	22.28	25.51	26.96
cents						
Mutton	lb	4.4	9.1	11.5	12.3	12.0
Veal	"	4.9	17.5	24.1	27.8	31.5
Pork	"	8.1	25.4	30.2	31.3	37.4
Lamb	"	7.3	21.7	24.7	20.7	23.2

* Extra large grade as from April 1961 ; 24 oz from August 1965.

Export Price Index

The Export Price Index is a fixed-weights index. Its purpose is to provide comparisons monthly over a limited number of years of the level of export prices of the selected items, making no allowance for

variations in quantities exported. The Index numbers are thus measures of price change only. The price series used in the Index relate to specified standards for each commodity and, in most cases, are combinations of prices for a number of representative grades, types, etc.

For some commodities, price movements in the predominant market, or markets, are used, whilst, for other commodities, average realisations in all export markets are used. As nearly as possible, prices used are on the basis f.o.b. at the main Australian ports of export.

There are twenty-nine items in the Index. In recent years, these twenty-nine items have constituted approximately 83 per cent of the total value of Australian exports. The weights are based on average annual values of exports during the five years 1956-57 to 1960-61.

The Export Price Index has been compiled for each month from July 1959.

EXPORT PRICE INDEX NUMBERS
(Base of Each Index : Year 1959-60 = 100)

Period	Wool	Meats	Dairy Produce	Cereals	Dried and Canned Fruits	Sugar	Hides and Tallow	Metals and Coal	Gold	All Groups
1959-60 ..	100	100	100	100	100	100	100	100	100	100
1960-61 ..	92	104	82	99	99	101	92	97	100	95
1961-62 ..	97	100	81	106	95	91	84	91	100	96
1962-63 ..	104	101	88	107	90	107	72	89	100	101
1963-64 ..	120	105	93	107	98	175	73	101	100	114
1964-65 ..	102	110	94	107	100	100	91	123	101	105
1965-66 ..	107	120	86	107	102	84	107	122	101	107
1966-67 ..	103	124	84	114	101	67	89	117	101	105
1967-68 ..	95*	125*	79	109	95*	68*	67	120	104	100*

* Preliminary figure only.

Further Reference

COMMONWEALTH BUREAU OF CENSUS AND STATISTICS—*Labour Report*.
Canberra, Government Printer.