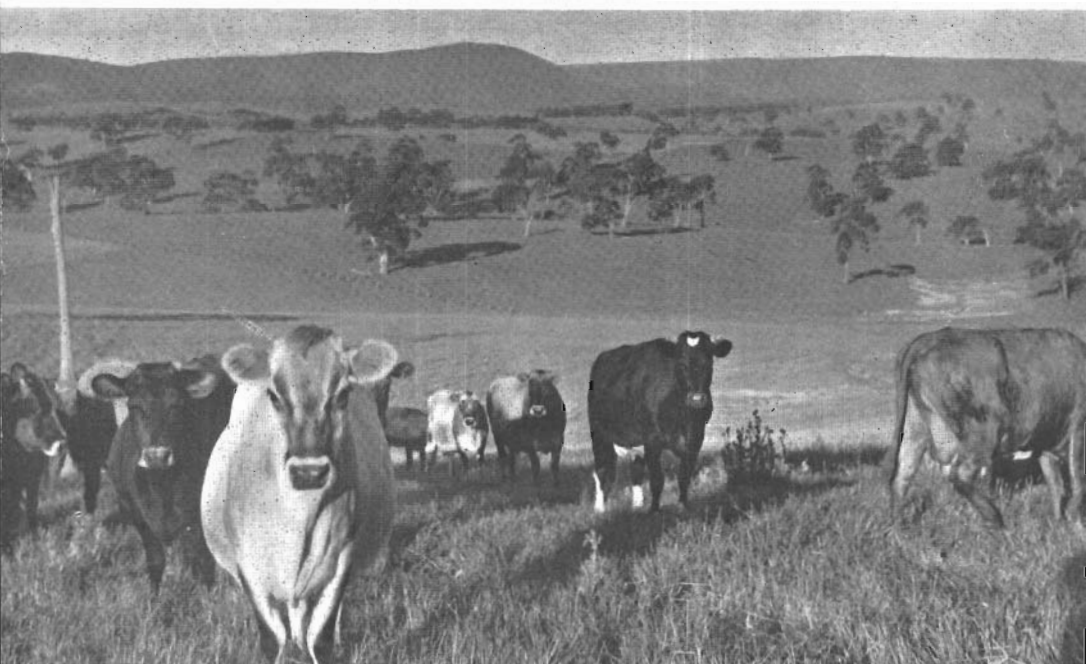


The gnarled branches of a redgum frame this Western District grazing scene.

[Dept. of Agriculture.]



Cattle grazing in a new Melbourne dairying area.

[Dept. of Agriculture.]



Aerial view of Eildon Reservoir and embankment at one end (foreground); spillway and power station at the other. The intake tower is just visible (centre) in the shadow of Mt. Sugarloaf. The Eildon boat harbor may be seen in the first inlet behind Mt. Sugarloaf

[State Rivers and Water Supply Commission.



Typical homestead in the Rodney Irrigation District.

[State Rivers and Water Supply Commission.



Logging transport on a major extraction road through Victorian forests.

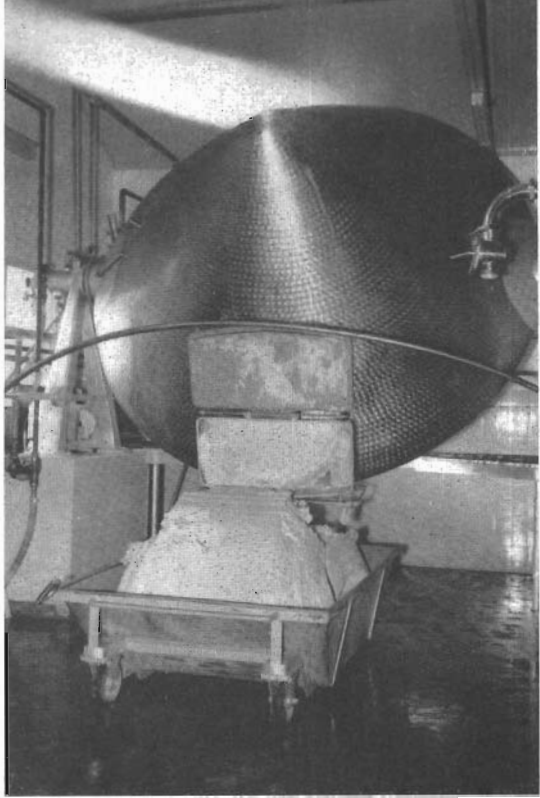
[Forestry Commission.]



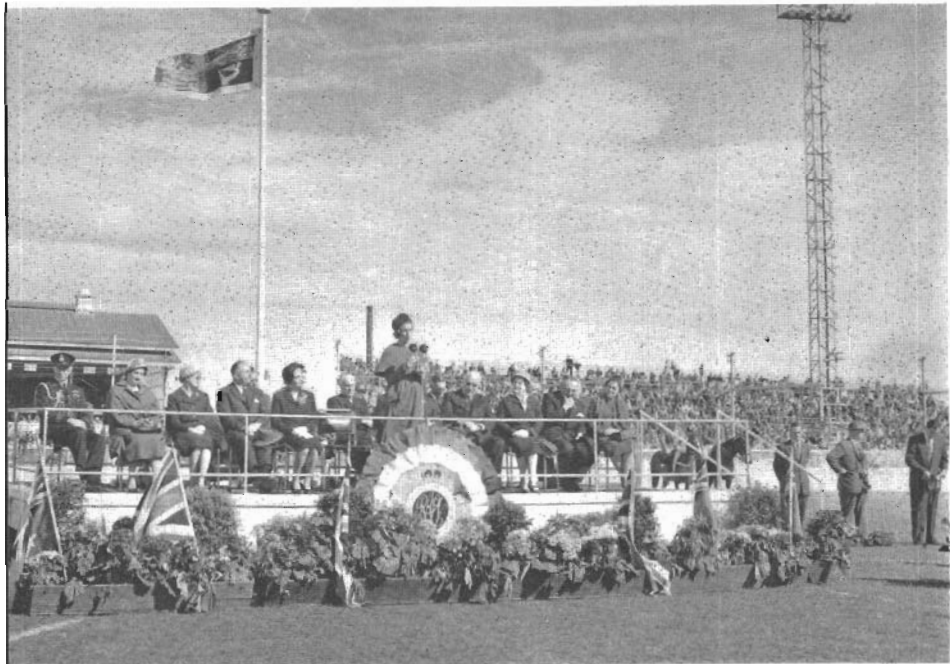
An operation in felling ash-type timber in Victorian forests.

[Forestry Commission.]

Danish stainless-steel
butter churn used for
butter production at
Colac.

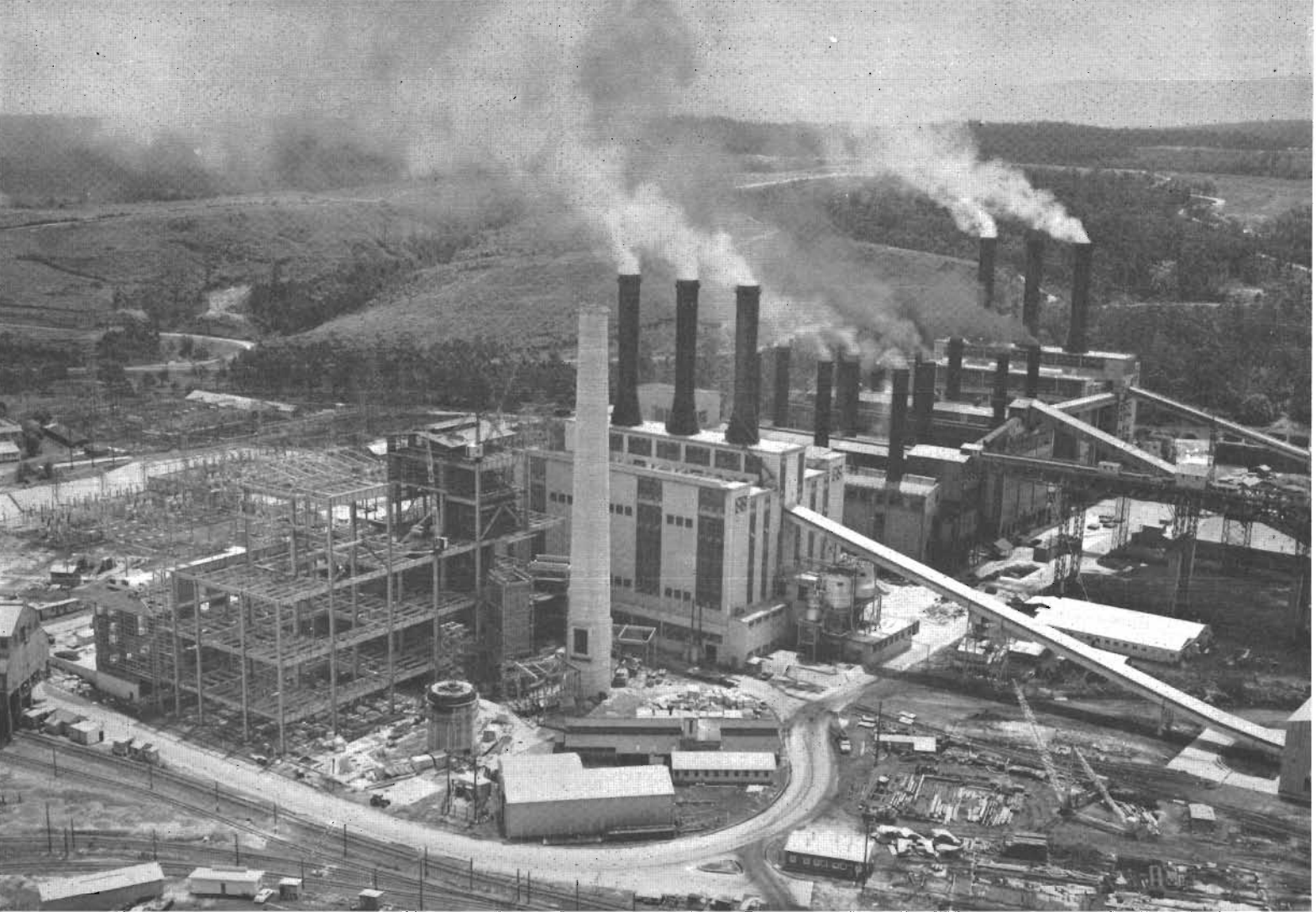


[Regional Decentralization Committee.]



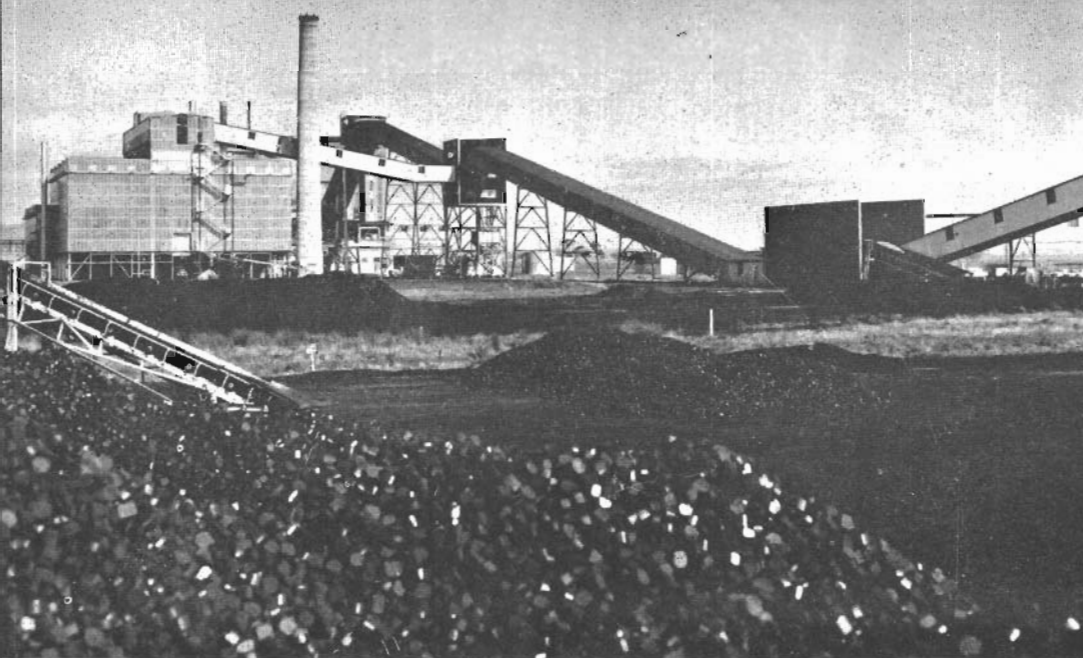
H.R.H. the Princess Alexandra opening
the Royal Melbourne Show on 24th
September, 1959. Seated on the dais
are the Prime Minister of Australia
(Mr. R. G. Menzies) and the Victorian
Premier (Mr. H. E. Bolte).

[Royal Agricultural Society.]



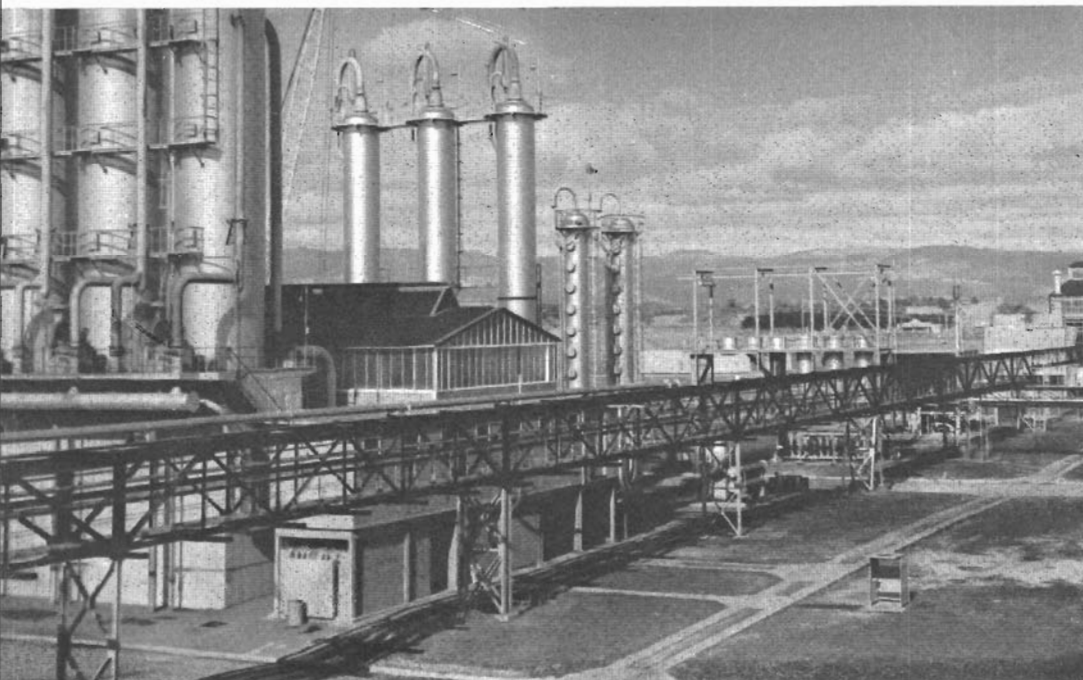
Yallogurn Power Station. This recent air view of the State Electricity Commission's principal base-load power station at Yallogurn shows work in progress on the new 240,000 kilowatt "E" extension.

State Electricity Commission.



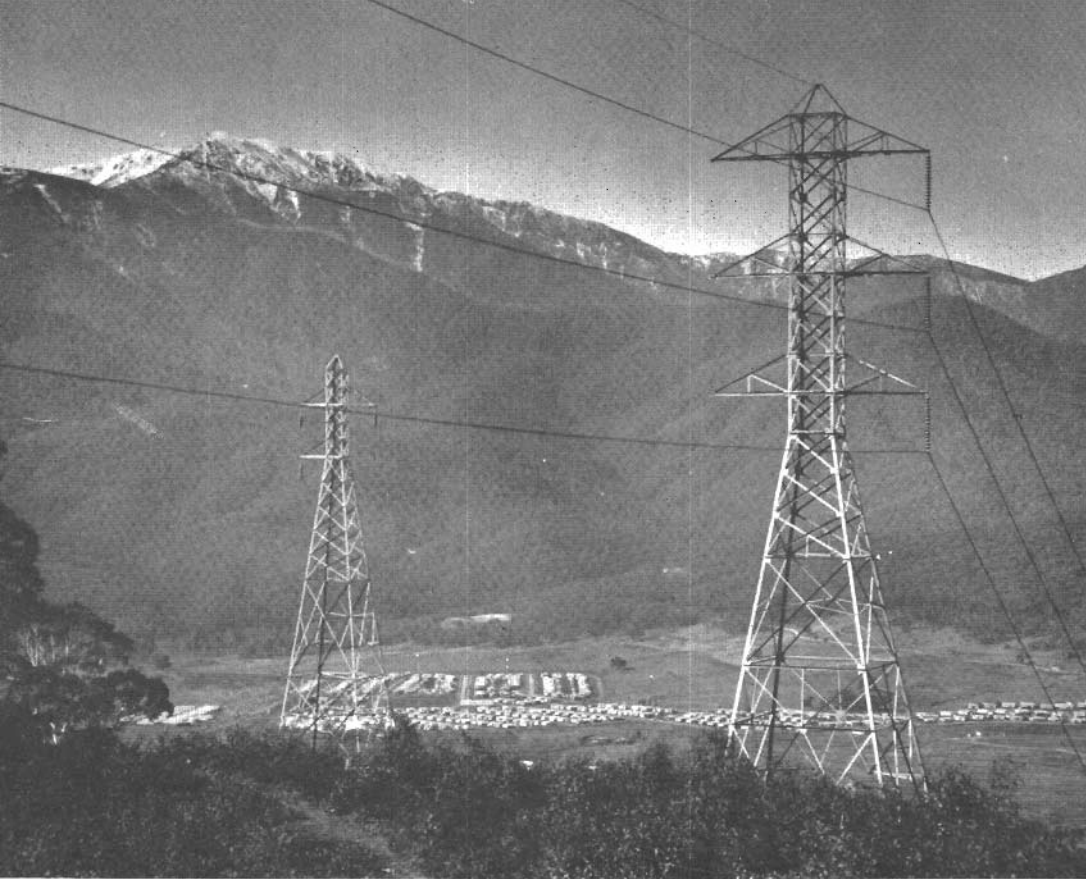
The Gas and Fuel Corporation of Victoria's large high-pressure brown coal gasification plant at Morwell, 93 miles from Melbourne.

[Gas and Fuel Corporation.



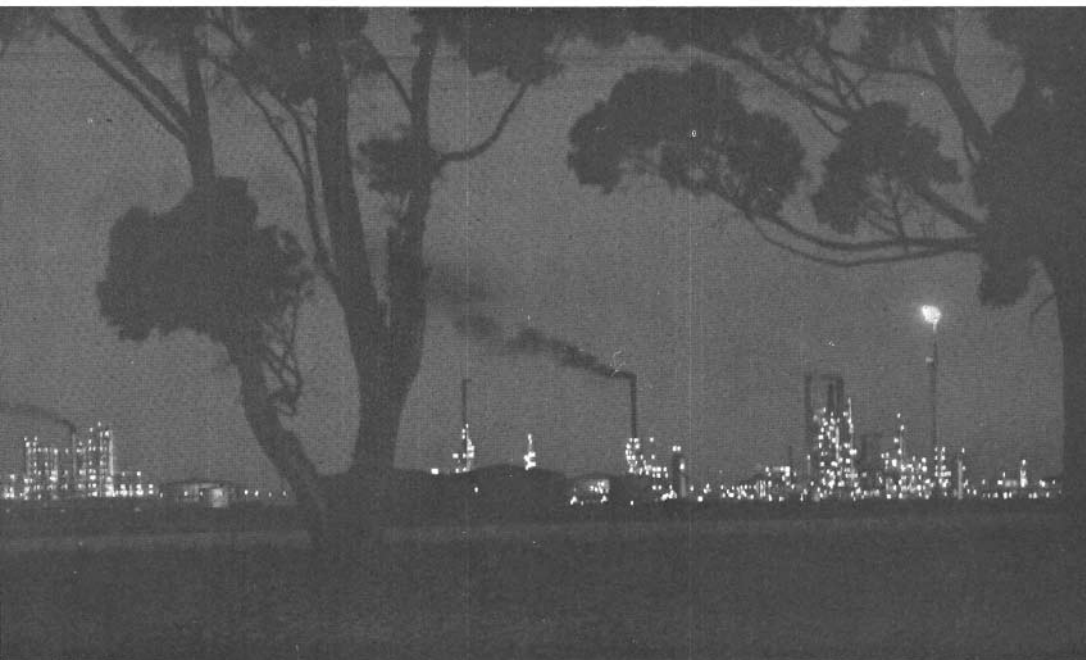
A section of the Gas and Fuel Corporation of Victoria's gasification plant at Morwell. On the left are oil and water wash towers through which the gas passes for cleansing. In the right background is the plant which manufactures oxygen for use in the gas-making process. It is the largest of its type in the Southern Hemisphere.

[Gas and Fuel Corporation.



High-voltage transmission lines from the Kiewa hydro-electric undertaking.

[State Electricity Commission

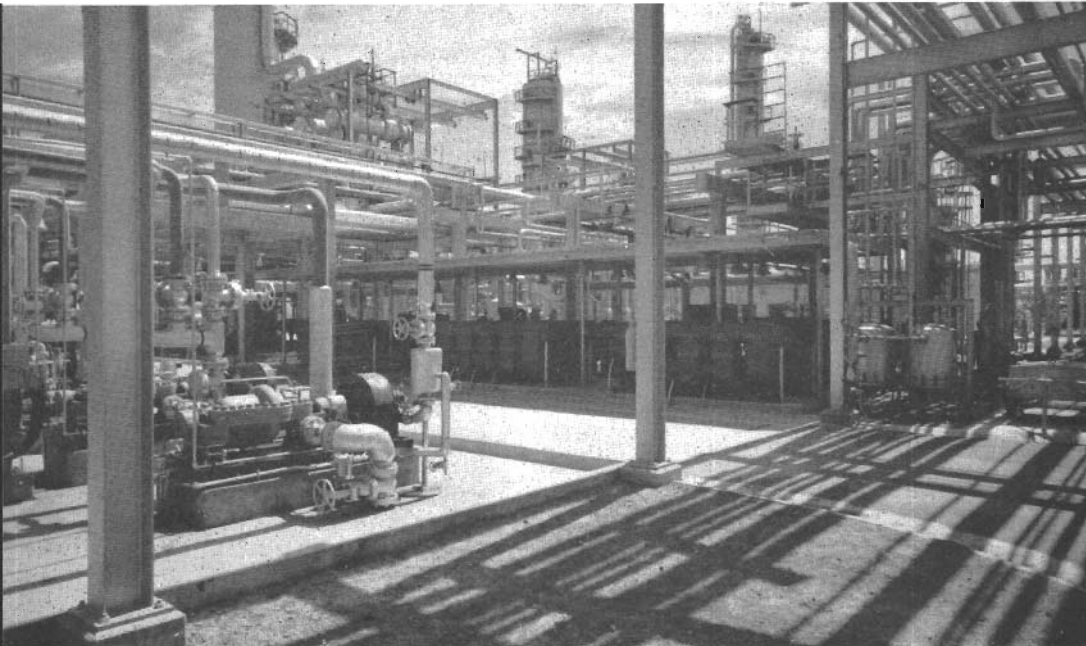


Shell Refinery at Corio, Victoria, by night.

Petroleum Information Bureau.

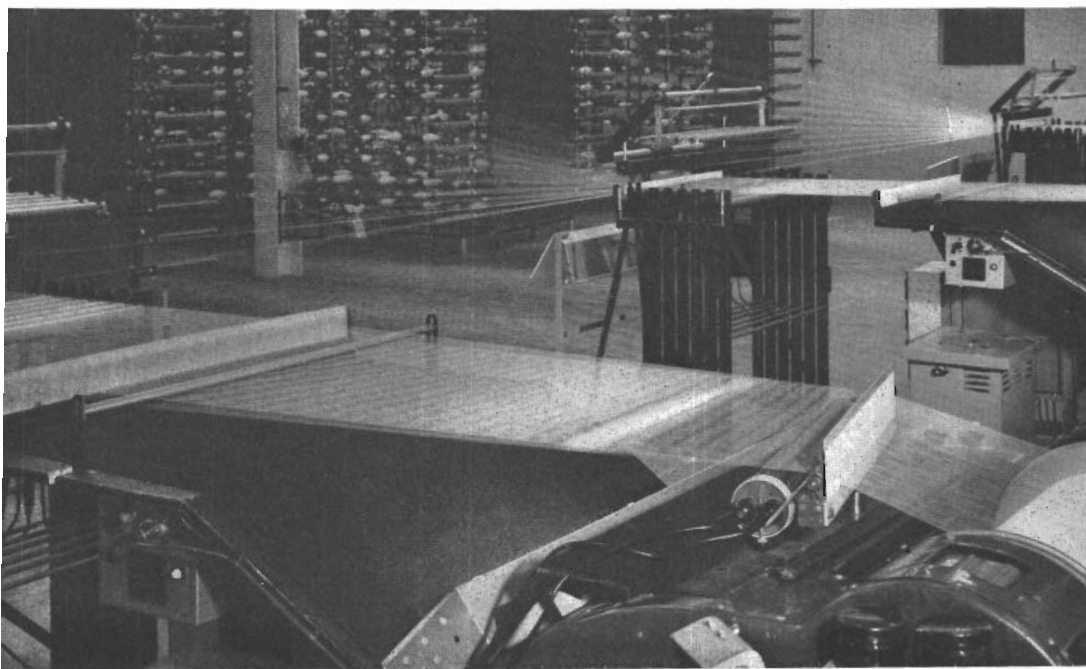
Assembly line of motor car engines manufactured in Victoria.

[General-Motor's Holden.



Standard-Vacuum Refinery, Altona, Victoria.

[Petroleum Information Bureau.



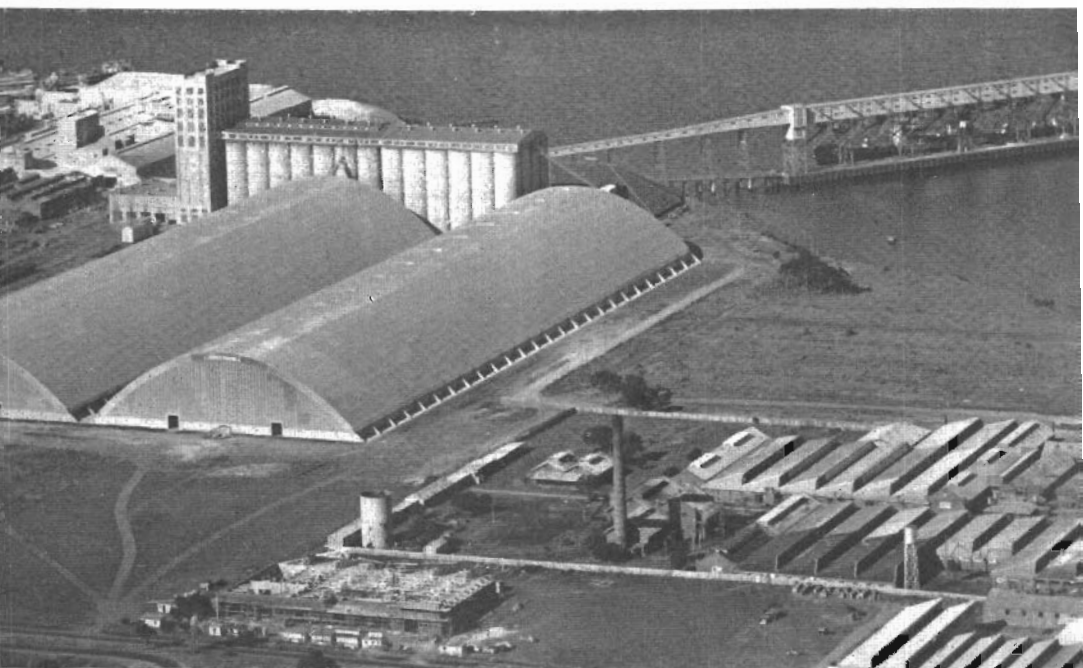
Nylon spinning at Bayswater, Victoria : The warping area showing beaming of yarn for warp knitting.

[*British Nylon Spinners.*



Reconstruction on the Hume Highway half-mile north of Wallan.

[*Country Roads Board.*



The bulk wheat installations at Geelong can cope with the export of all Victorian wheat production. The bulk storage grain elevators and handling facilities are shown.

[Grain Elevators Board.]



Motor graders for export to Kenya are shipped at Melbourne.

[Dept. of Trade.]



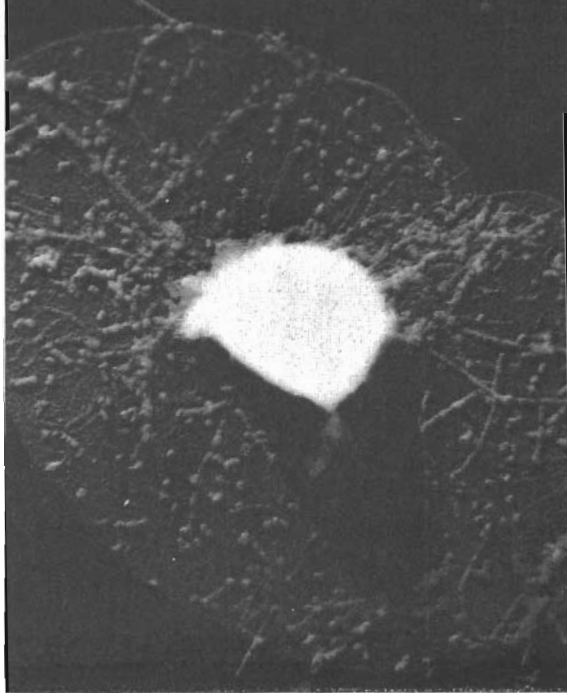
The skyline of the City of Melbourne seems to rise out of the upper reaches of the port, where ships flying flags of more than 20 maritime nations call regularly each week.

[Melbourne Harbor Trust.]

Influenza virus shown
through electromicrograph.
The magnification is 11,000.

[Walter and Eliza Hall Institute.

The electromicrograph
at the Walter and
Eliza Hall Institute.





A view from one of Victoria's National Parks :
Norman Bay as seen from the Western
slope of Mt. Oberon, Wilson's Promontory.

[*Dr. L. H. Smith.*]



The ski-run at Mt. Buller.

[*The Age.*]

The central staircase of
the new Baillieu Library,
University of Melbourne.

[The Age



A three- to four-year-old group
in a metropolitan kindergarten.

[Infant Pre-School Centre.



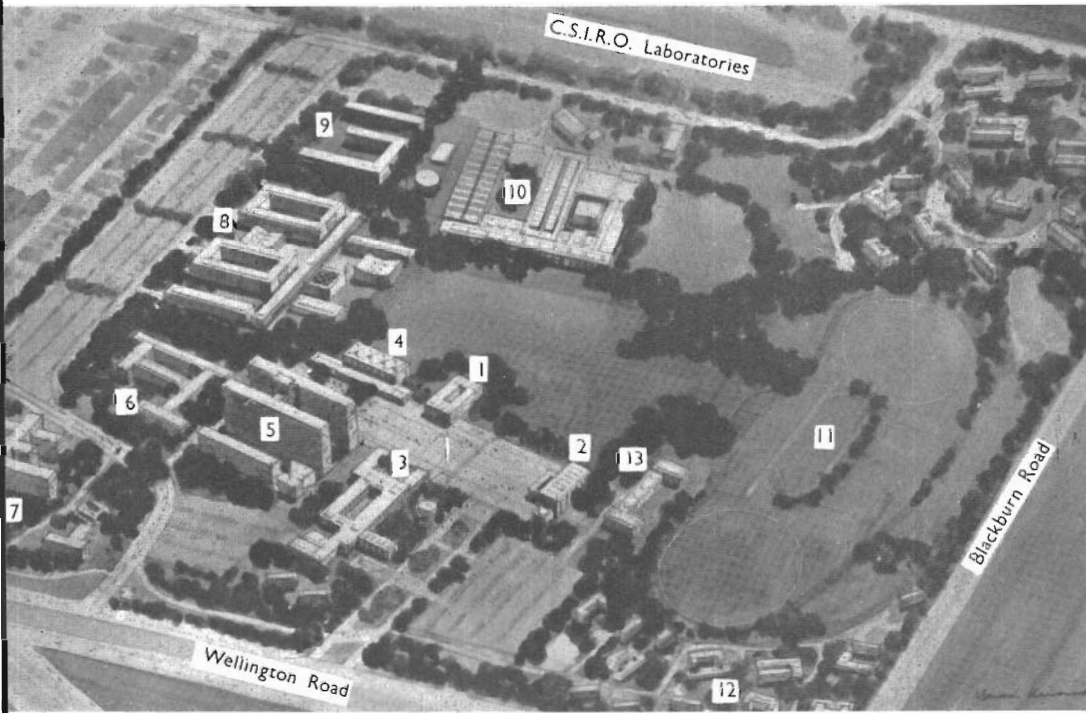
“Calvary” by Jan Brueghel, the Younger (1568-1625). This painting was acquired in 1959 under the terms of the Felton Bequest and is a most valuable addition to the already fine group of Flemish paintings in Melbourne.

National Art Gallery of Victoria.

The old and the new : Demolition of old buildings in Carlton to make way for the new wing of the Royal Women's Hospital.



[The Age



The proposed plan of Monash University at Clayton, Victoria, on which work began in 1960, showing :—

- | | |
|----------------------|----------------------------------|
| (1) Administration | (8) Science Block |
| (2) Great Hall | (9) Applied Science Block |
| (3) Union | (10) Engineering |
| (4) Library | (11) Sports Ground |
| (5) Humanities Block | (12) Students' Residential Units |
| (6) Medical School | (13) Sports Centre |
| (7) Hospital | |

[Interim Council of Monash University.

Part 6

WAGES, EMPLOYMENT, AND PRICES

Industrial Conditions

Industrial Arbitration

General

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

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

Commonwealth-State Relations in Industrial Arbitration

The relation between the State and Commonwealth systems of industrial arbitration rests upon the distribution of legislative powers between the Commonwealth and the component States. The powers of the Commonwealth in regard to industrial arbitration are as defined in the Commonwealth of Australia Constitution Act; all residual powers remain with the States. The Commonwealth Constitution Act provides that if a State law is inconsistent with a valid Commonwealth law, the latter prevails and the State law becomes inoperative in so far as it is inconsistent. An award of the Commonwealth Court of Conciliation and Arbitration* has been held to be a Commonwealth law, and therefore 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. The Commonwealth industrial tribunals must proceed by way of conciliation and arbitration between actual parties, and cannot bind by award any person who is not a party to an interstate dispute, either personally or through a union.

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

* Now Commonwealth Conciliation and Arbitration Commission.
C.203/60.—14

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

Victorian Wages Boards

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

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

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

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

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

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

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

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

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

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

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

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

On 31st December, 1959 there were 229 Wages Boards existing or authorized.

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

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

Although the Labour and Industry (Amendment) Act was assented to on the 7th June, 1960, the sections summarized above do not come into operation until a date to be proclaimed.

Commonwealth Industrial Court and Commonwealth Conciliation and Arbitration Commission

The *Conciliation and Arbitration Act* 1904–1959 defines an industrial dispute to be dealt with under that Act as “(a) A dispute (including a threatened, impending or probable dispute) as to industrial matters which extends beyond the limits of any one State ; and (b) a situation which is likely to give rise to a dispute as to industrial matters which so extends ; and includes—(c) such a dispute in relation to employment in an industry carried on by, or under the control of, a State or an authority of a State ; (d) a dispute in relation to employment in an industry carried on by, or under the control of, the Commonwealth or an authority of the Commonwealth, whether or not the dispute extends beyond the limits of any one State ; and (e) a claim which an organization is entitled to submit to the Commission under section eleven A of the *Public Service Arbitration Act* 1920–1959 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 30th June, 1956. This amendment altered the structure of the arbitration machinery by separating the judicial functions from the conciliation and arbitration functions. The Commonwealth Industrial Court was established to deal with judicial matters under the Act and the Commonwealth Conciliation and Arbitration Commission to handle the functions of conciliation and arbitration. Further amendments have since been incorporated.

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

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

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

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

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

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

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

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

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

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

Standard Hours of Work

General

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

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

40-hour Week

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

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

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

Average Weekly Hours of Labour

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 labour given in the following tables relate to all industrial groups except rural, shipping, and stevedoring. These groups are excluded because for earlier years the hours of labour for some of the occupations included were not regulated either by awards or determinations of industrial tribunals or by legislation. As a result, the necessary particulars for the computation of average working hours for these groups are not available.

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

Industrial Group†	Hours of Work			Index Numbers (Australia : 1954 = 100†)		
	At End of Quarter—			At End of Quarter—		
	31st March, 1939	31st March, 1948	31st December, 1959	31st March, 1939	31st March, 1948	31st December, 1959
Mining and Quarrying ..	44·34	40·52	40·00	111·0	101·4	100·1
Manufacturing ..	44·19	40·05	39·99	110·6	100·2	100·1
Building and Construction ..	44·18	40·00	40·00	110·6	100·1	100·1
Railway Services ..	43·96	39·97	39·96	110·0	100·0	100·0
Road and Air Transport ..	46·70	40·10	40·00	116·9	100·4	100·1
Communication ..	44·00	40·00	40·00	110·1	100·1	100·1
Wholesale and Retail Trade	45·47	40·11	40·00	113·8	100·4	100·1
Public Administration and Professional ..	42·75	38·93	38·93	107·0	97·4	97·4
Amusement, Sport, and Recreation ..	45·19	40·23	40·00	113·1	100·7	100·1
Hotels, &c., and Personal Service ..	45·97	40·00	40·00	115·0	100·1	100·1
All Industrial Groups‡ ..	44·46	40·03	39·97	111·3	100·2	100·0

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

† Base : Weighted average for Australia 1954=100.

‡ Excludes Rural and Shipping and Stevedoring.

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

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

NOTE.—The above weighted average standard weekly hours and index numbers are applicable to 31st March, 1951, and to the end of each subsequent quarter to 31st December, 1959, as there has been no change in weighted average standard hours for females during this period.

† See footnotes on previous page.

Industrial Disputes

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

The following table gives statistics of the numbers of industrial disputes and workers involved, and numbers of working days lost. The figures are given as averages over a period of years and annual totals are shown from 1955 onwards. Particulars of all disputes in progress during the year are included in the annual figures whether the dispute commenced in that year or was in progress at the beginning of the year. Consequently, details of "the number of disputes" and "workers involved" in disputes which commenced in any year and were still in progress during the following year will be included in the figures for both years.

VICTORIA—INDUSTRIAL DISPUTES*

Period	Number of Disputes	Number of Workers Involved			Number of Working Days Lost
		Directly	Indirectly†	Total	
Ten Year Averages—					
1920-29	27	7,500	4,818	12,318	281,720
1930-39	13	4,881	470	5,351	53,118
1940-49	28	24,559	610	25,169	154,486
Five Year Averages—					
1950-54	47	51,114	4,099	55,213	311,937
1954-59	59	30,861	1,451	32,312	79,872
Annual Totals—					
1955	66	33,255	2,287	35,542	138,507
1956	54	35,594	2,283	37,877	111,665
1957	47	8,728	453	9,181	13,444
1958	66	45,594	1,124	46,718	99,855
1959	60	31,134	1,107	32,241	35,890

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

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

VICTORIA—INDUSTRIAL DISPUTES*: INDUSTRIAL GROUPS

Year	Mining and Quarrying	Manufacturing	Building and Construction	Transport		Other Groups	All Groups	
				Stevedoring	Other			
NUMBER OF DISPUTES								
1955	29	13	21	3	..	66
1956	15	17	14	5	2	54
1957	19	7	14	6	1	47
1958	27	11	16	8	4	66
1959	31	3	18	7	1	60
WORKERS INVOLVED								
1955	11,025	1,845	20,833	1,839	..	35,542
1956	4,120	750	28,278	2,704	1,540	37,877
1957	1,967	1,347	5,090	727	50	9,181
1958	5,836	1,637	38,048	783	414	46,718
1959	8,090	252	10,788	13,007	104	32,241
WORKING DAYS LOST								
1955	101,206	7,323	26,391	3,587	..	138,507
1956	14,928	11,509	75,041	2,293	5,857	111,665
1957	8,622	1,441	1,212	2,154	15	13,444
1958	32,858	17,390	44,481	4,585	541	99,855
1959	25,410	1,169	4,962	4,032	317	35,890
ESTIMATED LOSS IN WAGES								
(£)								
1955	313,205	15,265	93,367	12,519	..	435,356
1956	52,003	39,822	262,655	7,656	16,329	386,139
1957	29,894	4,433	4,246	6,945	58	45,576
1958	112,468	52,592	155,688	17,960	1,638	340,346
1959	94,143	5,632	18,137	12,853	675	131,440

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

Labour Organizations

Registration

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

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

(3) *Under the (Commonwealth) Conciliation and Arbitration Act.*—Under Part VIII. of the *Conciliation and Arbitration Act 1904–1959*, any association of employers in any industry who have, or any employer who has, employed, on an average taken per month, not less than 100 employees during the six months preceding application for registration, or any association of not less than 100 employees in any industry, may be registered. Under the Public Service Arbitration Act an association of less than 100 employees may be registered as an organization, provided that its members comprise at least three-fifths of all persons engaged in that industry in the Service. Such Public

Service organizations are included in the figures shown below. Registered unions include both interstate associations and associations operating within one State only. Registration under Commonwealth legislation began in 1906. At the end of 1959, the number of employers' organizations registered under the provisions of the Conciliation and Arbitration Act was 61. The number of unions of employees registered at the end of 1959 was 157, with a membership of 1,504,091, representing 81 per cent. of the total membership of all trade unions in Australia.

Particulars Regarding Trade Unions

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

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

VICTORIA—TRADE UNIONS

Year	Number of Separate Unions	Number of Members			Proportion of Total Wage and Salary Earners		
		Male	Female	Total	Male	Female	Total
1955	160	357,519	88,853	446,372	%	%	%
1956	162	356,531	84,755	441,286	58	34	51
1957	162	356,223	86,817	443,040	58	34	51
1958	161	355,272	88,878	444,150	57	34	50
1959	159	369,169	92,145	461,314	58	34	51

(3) *Classification in Industrial Groups.*—The following table shows the number of unions and membership classified by industrial groups at the end of each of the years 1958 and 1959 :—

VICTORIA—TRADE UNIONS : INDUSTRIAL GROUPS

Industrial Group	1958		1959	
	No. of Unions	No. of Members	No. of Unions	No. of Members
Agriculture, Grazing, &c. ..	2	10,245	2	10,220
Manufacturing—				
Engineering, Metal Works, &c. ..	10	71,040	10	71,173
Textiles, Clothing, and Footwear ..	5	47,313	5	47,555
Food, Drink, and Tobacco ..	14	18,909	14	20,382
Sawmilling, Furniture, &c. ..	3	7,981	3	11,542
Paper, Printing, &c. ..	6	14,494	6	16,313
Other Manufacturing ..	16	30,210	16	32,518
Total Manufacturing ..	54	189,947	54	199,483
Building and Construction ..	10	33,856	10	34,929
Railway and Tramway Services ..	6	28,106	6	28,091
Road and Air Transport ..	7	11,436	7	12,881
Shipping and Stevedoring ..	7	7,981	7	7,759
Banking, Insurance, and Clerical ..	10	25,363	10	25,207
Wholesale and Retail Trade ..	3	18,634	3	20,922
Public Administration *	38	75,376	37	75,607
Hotels, &c., and Personal Service ..	2	8,019	2	8,137
Other Industries† ..	22	35,187	21	38,078
Total	161	444,150	159	461,314

* Includes Communication and Municipal, &c.

† Includes Mining and Quarrying ; Professional Services ; and Amusement, Sport, and Recreation.

Central Labour Organizations

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

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated therewith for Victoria at the end of each of the years 1957 to 1959 :—

VICTORIA—CENTRAL LABOUR ORGANIZATIONS

Organization	1957	1958	1959
Number of Councils	9	9	9
Number of Unions and Branch Unions Affiliated	273	269	284

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

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

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

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

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

Apprenticeship Commission

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

The proclaimed apprenticeship trades and the number of probationers and apprentices employed under the Act on 30th June in each of the years 1955 to 1959 are shown in the following table. These figures are extracted from the Annual Reports of the Apprenticeship Commission of Victoria.

VICTORIA—EMPLOYMENT APPRENTICESHIP TRADES

Trade	Number of Probationers and Apprentices Employed under Act on 30th June—				
	1955	1956	1957	1958	1959
BUILDING TRADES					
Plumbing and Gasfitting	1,616	1,693	1,745	1,788	1,800
Carpentry and Joinery	2,439	2,473	2,236	2,323	2,329
Painting, Decorating, and Signwriting ..	260	296	303	346	380
Plastering	45	58	58	75	74
Fibrous Plastering	177	207	235	256	280
Bricklaying	111	134	125	149	131
Total Building, &c. ..	4,648	4,861	4,702	4,937	4,994
METAL TRADES					
Engineering	2,422	2,605	2,693	2,763	2,808
Electrical	1,853	1,945	2,163	2,157	2,126
Motor Mechanic	2,380	2,473	2,433	2,356	2,413
Moulding	115	105	105	123	121
Boilermaking and/or Steel Construction	263	305	354	408	436
Sheet Metal	177	173	202	226	234
Electroplating	12	12	12	13	12
Aircraft Mechanic	86	90	93	86	82
Radio Tradesman	57	95	146	157	208
Instrument Making	42	50	57	58	61
Silverware and Silverplating	11	13	12	14	10
Vehicle Industry	216	413	603	688	820
Refrigeration Mechanic	5	29	37	46	64
Total Metal Trades ..	7,639	8,308	8,910	9,095	9,395
FOOD TRADES					
Breadmaking and Baking	49	47	53	45	55
Pastrycooking	84	76	85	87	85
Butchering and/or Small Goods Making ..	609	707	738	808	881
Cooking	27	23	27	23	23
Total Food Trades ..	769	853	903	963	1,044
MISCELLANEOUS					
Bootmaking	427	394	413	486	442
Printing	1,016	1,054	1,114	1,185	1,265
Hairdressing	689	720	812	865	1,027
Dental Mechanic	27	29	28	26	28
Watchmaking	28	33	31	31	34
Furniture	335	421	487	502	511
Total Miscellaneous ..	2,522	2,651	2,885	3,095	3,307
Total	15,578	16,673	17,400	18,090	18,740

Factories and Shops*Labour Legislation*

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

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

Closing Hours of Shops

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

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

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

Registration of Shops

Registration of shops became compulsory from 1st March, 1915. Particulars of the shops registered and numbers of workers in them for the years 1956, 1957, and 1958 are given in the following table. These figures are extracted from the Annual Reports of the State Department of Labour and Industry.

VICTORIA—SHOPS REGISTERED AND NUMBER OF PERSONS WORKING THEREIN*

Class of Shop†	1956		1957		1958	
	Number of Shops	Number of Workers	Number of Shops	Number of Workers	Number of Shops	Number of Workers
Booksellers and Newsagents	1,206	3,692	1,275	3,786	1,262	3,765
Boot Dealers	672	2,061	683	2,212	690	2,256
Boot Repairers	676	827	704	919	685	829
Bread and Confectionery	6,289	15,497	6,742	16,800	6,592	16,692
Butchers	2,124	6,797	2,210	7,080	2,198	6,981
Chemists	1,193	4,487	1,248	4,630	1,226	4,485
Crockery	51	219	45	186	36	133
Cycle and Motor and Motor Requisites	3,036	10,869	3,205	11,108	3,375	11,494
Dairy Produce and Cooked Meats	901	2,472	1,027	2,737	975	2,422
Drapery and Men's Clothing	4,219	22,794	4,318	23,396	4,311	23,509
Electrical and Radio	912	2,605	1,003	3,169	972	3,131
Fancy Goods and Toys	577	5,736	561	5,541	573	5,980
Fish	473	965	513	1,077	507	1,052
Florists	418	895	454	998	452	989
Fruit and Vegetables	2,356	5,201	2,278	5,336	2,283	5,166
Fuel and Fodder	517	1,150	515	1,108	465	920
Furniture	734	3,578	747	3,633	663	3,550
Grocers	4,833	14,422	4,655	14,648	4,636	13,689
Hairdressers	2,369	4,842	2,473	5,172	2,452	5,045
Hardware, Including Plumbers' Shops	1,260	5,641	1,337	5,856	1,320	5,915
Jewellery	567	1,509	561	1,484	535	1,346
Leather Goods, Including Saddlery	172	325	175	358	157	296
Musical Instruments	55	270	59	372	60	392
Tobacconists	349	532	297	514	250	429
Mixed Trades and Shops not Classified	5,062	11,197	5,111	11,444	5,555	12,734
Total All Shops	41,021	128,583	42,196	133,564	42,230	133,200

* Includes shopkeepers and members of their families.

† The information concerning numbers of shops does not necessarily agree with the definitions used in the Census of Retail Establishments.

*Wages***Basic Wage***Wage Determinations in Victoria*

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

‡ For further information on industrial arbitration see "Industrial Conditions" page 403.

minimum rate of wage to be paid in each industry or calling. In general, these Boards have adopted a basic wage in determining the rate of wage to be paid.

Commonwealth Basic Wage Determinations

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

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

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

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

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

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

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

Applications by organizations of employees for an increase in the basic wage prescribed by awards of the Arbitration Court were considered at the Basic Wage Inquiry of 1940–41. The Court was of the opinion that the application should not be dismissed but should stand over for further consideration because of the uncertainty of the economic outlook during war-time. The hearing was not resumed until 1946.

Pending the hearing and final determination of the claims which had already been lodged or which might in the near future be lodged, the Court delivered judgment on its "Interim Inquiry" on 13th

December, 1946. An increase of 7s. a week was granted in the "needs" portion of the basic wage then current, the rate for the six capital cities as a whole being increased from 93s. to 100s. a week. For automatic quarterly adjustments a new "Court" index was adopted.

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

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

(2) *Awards 1956 to 1959.*—In the Basic Wage Inquiry of 1956, the Amalgamated Engineering Union and others applied for an increase in the basic wage to the amount it would have reached if automatic quarterly adjustments deleted by the Court in September, 1953, had remained in force; for an increase of a further £1 in the basic wage; for the re-introduction of automatic quarterly adjustments; and for the abolition of what is known as the 3s. country differential.

In delivering its judgment on 26th May, 1956, the Court rejected each claim made by the unions but decided to increase the adult male basic wage by 10s. (females 7s. 6d.) a week payable from the beginning of the first pay period in June.

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 was satisfied "that a basic wage assessed at the highest amount which the economy can afford to pay cannot in any way be arrived at on the current price of listed commodities. There is simply no relationship between the two methods of assessment"†.

"The Court's examination of the economy and of its indicators—employment, investment, production and productivity, overseas trade, overseas balances, the competitive positions of secondary industry and retail trade and its consideration of inflation and its possible disastrous extension has led to the Court's conclusion that the nation now has not the capacity to pay a basic wage of the amount to which automatic quarterly adjustments would have brought it."‡

In the course of setting out the reasons for its decision the Court considered the period over which the capacity of the economy should be assessed, and concluded: "A year has been found almost universally to be a sensible and practicable period for such a purpose

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

† 84 C.A.R., page 176.

‡ 84 C.A.R., page 177.

in the case of trading institutions the world over. The Court considers—fortified by the Judges' experience of considering from time to time Australia's capacity—that a yearly assessment of the capacity of Australia for the purpose of fixing a basic wage would be most appropriate. We would encourage any steps to have the Court fulfil such a task each year . . .”*

In the Basic Wage Inquiry of 1956–57, the Amalgamated Engineering Union and others again sought for an increase in the basic wage to the amount it would have reached if the automatic quarterly adjustments deleted by the Court in September, 1953, had remained in force, and for the re-insertion in the award of the provisions for the quarterly adjustment of the basic wage.

The Commonwealth Conciliation and Arbitration Commission's judgment, delivered on 29th April, 1957, rejected the claims made by the unions and granted a uniform increase of 10s. a week in the basic wage for adult males (7s. 6d. females) to come into effect from the first pay period to commence on or after 15th May, 1957. The Commission said it would be available in February, 1958, for an annual review of the basic wage. However, the Commission considered that “it would not be proper for it nor would it wish to curtail the existing right of disputants to make an application at whatever time they think it necessary to do so”†.

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

The Commission's judgment on the 1959 inquiry, delivered on 5th June, 1959, refused to reduce the basic wage in the Pastoral Award, refused to restore automatic quarterly adjustments, and increased the basic wage of adult males by 15s. per week (females 75 per cent.) as from the first pay period starting on or after 11th June, 1959. The claim for automatic quarterly adjustments was rejected by a majority decision (two to one). The Commission was unanimous that the basic wage should be increased but each member held different opinions as to the amount, and two members differed on the date of introduction. Decision was reached in that one member, whilst holding to his opinion, concurred in the decision proposed by the President.

(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.

The Commonwealth Government intervened in the public interest in accordance with the provisions of section 36 of the Conciliation and Arbitration Act 1904–1959. In addition, appearances were announced for the States of Victoria, South Australia, Queensland, Western Australia and Tasmania. The Commonwealth Government on this

* 84 C.A.R., page 177.

† 87 C.A.R., page 445.

‡ Quotations taken from “Reasons for Judgment”, dated 12th April, 1960, by Commonwealth Conciliation and Arbitration Commission.

occasion presented, as it has done in the past, a detailed analysis of the economic situation of Australia, together with comments on fiscal and budgetary policy. In addition to this, it announced its opposition to the unions' application both to restore automatic quarterly adjustments and for an increase in the basic wage.

In view of the submissions made by the Commonwealth Government about the role of Governments in basic wage proceedings, the Commission made the following observations :—“ In its complex and difficult task of assessing the capacity of the economy the Commission welcomes whatever assistance it can get from parties and from interveners. Governments are in a special position to give the Commission a proper conspectus of the public sector of the economy the state of which is an important factor for our consideration. They can also, of course, give us assistance in our task of reviewing the economy as a whole. It is a matter for each Government concerned to decide whether it will appear before the Commission and, if so, whether it will present material or state an attitude or both. It is obvious enough that the more comprehensive the material presented to the Commission by a Government, the greater the assistance the Commission derives from it, but it is not our province to attempt to influence Governments as to their attitude to basic wage cases.”

Dealing with the application for restoration of quarterly adjustments, the Commission's judgment stated :—“ We must decide the question of automatic quarterly adjustments in the light of existing situations and practices. In 1934, the Court was dealing with a situation in which the basic wage was determined for an undefined period and to that wage it applied automatic quarterly adjustments. The Commission is considering a situation in which in practice the basic wage is each year re-assessed. The alternatives which emerge from the submissions in these proceedings are either the fixation of a basic wage for an undefined period, the money amounts of the wage being automatically adjustable by movements in a price index, or the fixation of a basic wage each year. In our view, bearing in mind the interest of employees, employers and the public generally, the second alternative is preferable, and the Commission should continue to fix that basic wage which it considers to be just and reasonable knowing that the amount which it fixes will be the basic wage for the ensuing twelve months and will then be reviewed.”

On the question of increasing the basic wage the Commission commented on the evidence of the counsel for the Commonwealth Government as follows :—“ He also submitted that in the Commonwealth's view any further wage increases would add new fuel to inflation of demand, inflation of home prices and inflation of costs in industry. He emphasized that if the balance of forces in the economy is dislocated it is a long and difficult process to restore the balance and in the meantime a great deal of harm can be done to the broad interests of the economy and a great deal of injustice to people within it. He indicated that the Commonwealth Government was at the present time very much concerned about the problem of inflation.”

Such a clear indication of the Commonwealth Government's attitude, supported as it was by submissions and economic material, was a matter which the Commission felt it must seriously take into account.

The judgment goes on to say, "We accept the submission made by the private employers and by the Commonwealth Government that we should not award an increase in the basic wage, bearing in mind that employees under federal awards have, in the past twelve months, received substantial increases in both basic and secondary wages. It is our view that at the present time, before the effects of these previous wage increases have been reflected in the economy, we cannot find that its capacity is such that a further basic wage increase can be awarded."

"We consider that it would be unsafe and perhaps dangerous to increase the basic wage at this point of time. We have formed this opinion with a full sense of the obligation which this Commission has to fix the basic wage from time to time at the highest amount that the economy can sustain so that the wage and salary earner may obtain his proper share of goods and services. On the other hand we are mindful of the danger to the whole community, including the wage and salary earner, of the basic wage being fixed at an amount which might increase inflation and upset the stability of the economy."

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

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

(Adult Males)

Payable from—	Amount	Payable from—	Amount	Payable from—	Amount
	<i>s. d.</i>		<i>s. d.</i>		<i>s. d.</i>
1907	42 0	1926—		1933—	
1911	45 6	February ..	87 6	February ..	60 4
1914	50 6	May	88 6	May	63 4½
1915	53 0	August ..	92 0	August ..	62 5
1916	61 6	November ..	89 0	November ..	62 10
1917	63 0	1927—		1934—	
1918	62 0	February ..	88 6	February ..	63 4
1919	65 0	May	87 6	May	64 0½
1920	71 0	August ..	87 0	June	64 0
1921	86 0	November ..	90 0	September ..	64 0
1922—		1928—		December ..	64 0
February ..	80 6	February ..	89 6	1935—	
May	78 0	May	88 0	March	66 0
August ..	81 0	August ..	87 6	June	66 0
November ..	82 6	November ..	86 0	September ..	65 0
1923—		1929—		December ..	66 0
February ..	82 0	February ..	86 0	1936—	
May	81 6	May	89 6	March	56 0
August ..	87 6	August ..	90 0	June	66 0
November ..	91 6	November ..	90 0	September ..	66 0
1924—		1930—		December ..	69 0
February ..	87 6	February ..	90 0	1937—	
May	85 6	May	86 0	March	69 0
August ..	85 0	August ..	85 6	June	69 0
November ..	84 6	November ..	83 0	July	72 0½
1925—		1931—		September ..	73 0
February ..	84 0	February ..	70 2½	October ..	76 0½
May	85 6	May	68 5	December ..	77 0
August ..	87 0	August ..	65 8	1938—	
November ..	87 6	November ..	63 5	March	77 0
1926—		1932—		June	77 0
February ..	84 0	February ..	63 5	September ..	78 0
May	85 6	May	68 11	December ..	79 0
August ..	87 0	August ..	63 0		
November ..	87 6	November ..	61 8		

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

(Adult Males)

Payable from—	Amount	Payable from—	Amount	Payable from—	Amount
	<i>s. d.</i>		<i>s. d.</i>		<i>s. d.</i>
1939—		1945—		1951—	
March ..	79 0	February ..	98 0	February ..	170 0
June ..	81 0	May ..	98 0	May ..	177 0
September ..	81 0	August ..	98 0	August ..	189 0
December ..	80 0	November ..	98 0	November ..	199 0
1940—		1946—		1952—	
February ..	81 0	February ..	98 0	February ..	209 0
May ..	82 0	May ..	98 0	May ..	212 0
August ..	84 0	August ..	99 0	August ..	224 0
November ..	84 0	November ..	99 0	November ..	228 0
1941—		1947—		1953—	
February ..	86 0	February ..	107 0	February ..	229 0
May ..	87 0	May ..	107 0	May ..	232 0
August ..	87 0	August ..	108 0	August ..	235 0
November ..	88 0	November ..	109 0		
1942—		1948—		1956—	
February ..	89 0	February ..	113 0	June ..	245 0
May ..	92 0	May ..	115 0		
August ..	94 0	August ..	117 0	1957—	
November ..	97 0	November ..	120 0	May ..	255 0
1943—		1949—		1958—	
February ..	98 0	February ..	123 0	May ..	260 0
May ..	98 0	May ..	125 0		
August ..	99 0	August ..	128 0	1959—	
November ..	98 0	November ..	130 0	June ..	275 0††
1944—		1950—			
February ..	97 0	February ..	134 0		
May ..	97 0	May ..	137 0		
August ..	98 0	August ..	140 0		
November ..	98 0	November ..	143 0		
		December ..	152 0**		

* Prior to 30th June, 1956, the Commonwealth Court of Conciliation and Arbitration; † Ten per cent. "cut" operated; ‡ "D" series introduced; § "C" series introduced and ten per cent. "cut" ceased to operate; || "Prosperity" loading (3s.) added; ¶ Interim basic wage adjustment of 13th December, 1946; ** Court decision (12th October, 1950); †† The 1960 Basic Wage Inquiry resulted in no change.

NOTE.—The system of making regular quarterly adjustments was instituted in 1922 and was discontinued after the August, 1953, adjustment. From this date the principal variations between the wages determined by State Wages Boards and those determined by the Conciliation and Arbitration Commission were experienced. Previously the Wages Boards had followed the Federal awards to a large extent. The State Wages Board awards concerned were:—1953, Nov.—Dec. 237s.; 1954, Feb. 238s., May 237s., Aug. 236s., Nov. 234s.; 1955, Feb. 235s., May 237s., Aug. 240s., Nov. 246s.; 1956, Feb. 251s., May 256s., Aug. 263s. Automatic quarterly adjustments to Wages Board awards were stopped by amendment to the Factories and Shops Act proclaimed 17th October, 1956. The Commonwealth award of 275s. at June, 1959, was followed by the State Wages Boards.

Victorian Wages Board Determinations

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

Statistician as the Wages Board considers appropriate". The Wages Boards thus adopted the basic wages declared by the Commonwealth Court of Conciliation and Arbitration and followed that Court's system of adjusting the basic wage in accordance with variations in retail price index numbers.

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

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

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

Wage Margins

1954 Judgment

On 5th November, 1954, the Commonwealth Court of Conciliation and Arbitration delivered a judgment † which, in effect, became a general determination of the basis upon which all relevant wage and salary margins should be assessed. This became known as the Metal Trades Case, 1954.

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

* For details of quarterly adjustments made in Victoria during this period refer "Note" at foot of Basic Wage table, page 423.

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

“ Margins ” were defined as—

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

A brief account of the Metal Trades Case is as follows :—

The Amalgamated Engineering Union, the Electrical Trades Union, and other employee organizations which were parties to the Metal Trades Award, 1952, filed applications during 1953 for increased margins for all workers covered by this award.

The applications came on for hearing before J. M. Galvin, C.C., who decided they raised matters of such importance that, in the public interest, they should be dealt with by the Commonwealth Court of Conciliation and Arbitration. On 16th September and 6th October, 1953, the Conciliation Commissioner, pursuant to section 14A of the Conciliation and Arbitration Act referred these applications to the Court.

The actual claims of the trade unions were that the marginal rate of 52s. a week payable to a fitter in the metal trades should be increased to 80s. a week (86s. for certain electrical trades) with proportionate increases for other award occupations. The margins then current, with a few exceptions, had been in existence since 1947. The employees' claims were in the nature of a test case to determine the attitude of the Court to applications for increased margins.

The Metal Trades Employers' Association and other respondents to the Metal Trades Award had counter-claimed that existing margins for skilled tradesmen should remain unaltered, while those paid to partly skilled or unskilled workers should be reduced.

The Court decided to take the Commissioner's two references together, and the matter came on for hearing before the Full Arbitration Court in Melbourne on 13th October, 1953.

In a judgment delivered on 25th February, 1954, the Court held that a *prima facie* case had been made for a re-assessment of margins but that the economic situation at that time, particularly in regard to the level of costs, did not permit of such a comprehensive review. The Court decided that to avoid the creation of new disputes, to save expense, and to obviate procedural difficulties, it would not reject the claims but adjourn them until 9th November, 1954.

On 25th and 26th August, 1954, summonses were filed by the employees' organizations for orders that proceedings in this case be brought forward and the hearing was resumed on 5th October, 1954.

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

At the end of its judgment the Court stated that, while its decision in this case related immediately to one particular industry, it was expected to afford general guidance to all authorities operating under the Conciliation and Arbitration Act or under other legislation which provided for tribunals having power to make reference, or being subject to appeal, to the Court, where the wage or salary may properly be regarded as containing a margin. The Court added observations for the guidance of these and of other tribunals "which may regard decisions of this Court as of persuasive authority".

1959 Judgment

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

In concluding its judgment on the case the Commission stated :—

" we have come to the conclusion that the employers' application to reduce wages under this Award should be rejected and that increases in margins may properly be granted. We have tested the amount of increase to be awarded by taking certain representative classifications for which we award the following increases :—

	Present Margin		Increase		New Margin	
	s.	d.	s.	d.	s.	d.
Duster	125	0	35	0	160	0
Forger	105	0	29	6	134	6
Fitter	75	0	21	0	96	0
Machinist—2nd class ..	50	0	14	0	64	0
Process Worker ..	22	0	6	0	28	0

It will be seen that these new margins represent an increase of 28 per cent. and we award for all other classifications adjustments of 28 per cent. on current margins, the amount of the increase to be

taken to the nearest 6d. We do not regard the method of adjusting margins by percentages as a satisfactory one in all cases. In these proceedings, however, not having before us the question of work values which in most cases is an important factor in assessing margins and having decided not to alter the 1954 relativities it is inescapable that the increases granted be capable of being expressed as a percentage. Accordingly on this occasion we express the increases awarded within this industry as a percentage of current margins, but this is not to be taken as an endorsement of this method of fixing margins..... This decision is based on the material placed before us and our general industrial knowledge which, in view of our functions under the Act, we think it proper to use. Both that material and that knowledge relate to the Metal Trades industry, and to the economy generally. Our decision, however, relates only to the Metal Trades Award. We realize that on occasions in the past, margins fixed in the Metal Trades Award, and in particular the margin of the fitter, have been used as standards for other awards. The use of the increases which we have granted as a guide in other disputes will be a matter for the parties as far as conciliation is concerned and, if arbitration is necessary, for this Commission however constituted.”*

Following the 1959 Metal Trades judgment, marginal increases for skill, &c., were applied generally throughout Victoria for industries under both Federal and State wages determinations. In addition, marginal increases were granted to the Commonwealth and State Public Services and to salaried and executive staffs of the banking, insurance, transport, retail, clerical, manufacturing, &c., industries.

Rates of Wage

General

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

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

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

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

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

MINIMUM WEEKLY WAGE RATES: ADULT MALES*

Date	Rates of Wage†		Index Numbers (Australia 1954=100‡)	
	Victoria	Australia	Victoria	Australia
	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>		
31st December, 1939	97 1	98 4	34·4	34·8
31st December, 1940	100 11	101 9	35·7	36·0
31st December, 1942	118 4	117 5	41·9	41·6
31st December, 1945	121 1	120 7	42·9	42·7
31st December, 1950	201 9	202 0	71·4	71·5
31st December, 1951	240 6	242 5	85·2	85·8
31st December, 1952	270 8	273 2	95·8	96·7
31st December, 1953	278 7	280 2	98·6	99·2
31st December, 1954	284 10	286 10	100·9	101·6
31st December, 1955	295 7	297 0	104·7	105·2
31st December, 1956	309 7	313 0	109·6	110·8
31st December, 1957	316 0	317 5	111·9	112·4
31st December, 1958	319 8	322 8	113·2	114·3
31st March, 1959	320 1	323 9	113·3	114·6
30th June, 1959	330 6	332 3	117·0	117·6
30th September, 1959	334 1	334 0	118·3	118·3
31st December, 1959	343 9	343 10	121·7	121·7

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

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

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

MINIMUM WEEKLY WAGE RATES*: INDUSTRIAL GROUPS:
ADULT MALES, 31ST DECEMBER, 1959

Industrial Group	Rates of Wage†		Index Numbers (Australia 1954=100)‡	
	Victoria	Australia	Victoria	Australia
	<i>s. d.</i>	<i>s. d.</i>		
Mining and Quarrying § ..	347 7	405 9	123·1	143·7
Engineering, Metal Works, &c. ..	344 8	344 3	122·0	121·9
Textiles, Clothing, and Footwear..	330 11	331 6	117·2	117·4
Food, Drink, and Tobacco ..	348 9	338 9	123·5	119·9
Sawmilling, Furniture, &c. ..	335 11	335 0	118·9	118·6
Paper, Printing, &c. ..	367 6	362 10	130·1	128·5
Other Manufacturing ..	334 5	333 11	118·4	118·2
All Manufacturing Groups ..	342 4	340 11	121·2	120·7
Building and Construction ..	356 0	343 0	126·1	121·5
Railway Services ..	325 9	336 8	115·3	119·2
Road and Air Transport ..	339 11	339 7	120·4	120·2
Shipping and Stevedoring ..	340 1	338 5	120·4	119·8
Communication ..	382 11	383 7	135·6	135·8
Wholesale and Retail Trade ..	342 4	339 8	121·2	120·3
Public Administration and Professional ..	334 11	333 10	118·6	118·2
Amusement, Sport, and Recreation	358 11	364 11	127·1	129·2
Hotels, &c., and Personal Service	315 6	319 4	111·7	113·1
All Industrial Groups ..	343 9	343 10	121·7	121·7

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

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

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

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

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

MINIMUM WEEKLY WAGE RATES: ADULT FEMALES*

Date	Rates of Wage†		Index Numbers (Australia 1954=100)‡	
	Victoria	Australia	Victoria	Australia
	<i>s. d.</i>	<i>s. d.</i>		
31st December, 1951 ..	172 2	170 4	86·5	85·6
31st December, 1952 ..	195 9	193 7	98·3	97·2
31st December, 1953 ..	201 4	198 9	101·1	99·8
31st December, 1954 ..	200 9	199 2	100·8	100·0
31st December, 1955 ..	210 5	206 11	105·7	103·9
31st December, 1956 ..	220 3	217 3	110·6	109·1
31st December, 1957 ..	225 0	221 3	113·0	111·1
31st December, 1958 ..	227 6	225 8	114·3	113·4
31st March, 1959 ..	227 7	229 10	114·3	115·4
30th June, 1959 ..	234 5	236 6	117·8	118·8
30th September, 1959 ..	238 1	238 3	119·6	119·7
31st December, 1959 ..	241 1	242 0	121·1	121·6

* † ‡ See footnotes to table on page 428.

MINIMUM WEEKLY WAGE RATES*: INDUSTRIAL GROUPS:
ADULT FEMALES, 31ST DECEMBER, 1959

Industrial Group	Rates of Wage†		Index Numbers (Australia 1954=100‡)	
	Victoria	Australia	Victoria	Australia
	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>		
Engineering, Metal Works, &c. ..	240 3	241 2	120·7	121·1
Textiles, Clothing, and Footwear..	235 10	237 3	118·5	119·2
Food, Drink, and Tobacco ..	235 6	235 11	118·3	118·5
Other Manufacturing ..	238 4	238 5	119·7	119·8
All Manufacturing Groups ..	236 11	238 0	119·0	119·5
Transport and Communication ..	253 1	254 4	127·1	127·8
Wholesale and Retail Trade ..	248 6	247 6	124·8	124·3
Public Administration and Professional ..	249 2	245 3	125·2	123·2
Hotels, &c., and Personal Service	232 6	235 4	116·8	118·2
All Industrial Groups ..	241 1	242 0	121·1	121·6

* † ‡ See footnotes to table on page 429.

Average Weekly Wage Earnings

Average Weekly Total Wages Paid and Average Earnings: All Industries

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

AVERAGE WEEKLY TOTAL WAGES PAID AND AVERAGE EARNINGS*

Period	Average Weekly Total Wages Paid (£'000)		Average Weekly Earnings per Employed Male Unit † (£)	
	Victoria	Australia	Victoria	Australia
1947-48	4,845	16,840	8·06	7·74
1948-49	5,710	19,905	9·12	8·77
1949-50	6,600	22,737	10·08	9·66
1950-51	8,223	28,540	12·05	11·55
1951-52	10,171	35,697	14·48	14·13
1952-53	10,816	38,154	15·71	15·45
1953-54	11,767	41,148	16·64	16·26
1954-55	12,901	44,739	17·59	17·13
1955-56	14,144	48,896	18·78	18·28
1956-57	14,925	51,644	19·70	19·16
1957-58	15,510	53,349	20·22	19·67
1958-59	16,257	55,658	20·89	20·31

* Includes salaries.

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

Employment and Unemployment

Control of Employment

State Department of Labour and Industry

The State Department of Labour and Industry deals generally with Wages Boards, the Apprenticeship Commission, registration and inspection of factories and shops, and licensing of servants' registry offices and tobacco sellers. The Labour and Industry Act which was passed in 1953 revised and consolidated the Factories and Shops Acts and provided for the administration by the Department of certain additional Acts (concerning boiler inspection and Sunday trading). It also extended the activity of the Department in several new directions—especially in providing for the Department to encourage "the establishment, development and expansion of industries throughout Victoria" and the "prevention and mitigation of unemployment". The new Act includes a description of the general powers and duties of the Minister which do not appear in the previous legislation. These comprise control of the following :—

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

Commonwealth Department of Labour and National Service

At the Federal level the Commonwealth Department of Labour and National Service is responsible for the supervision and regulation of industrial relations, the regulation and control of stevedoring operations through the Australian Stevedoring Industry Board, the administration of the re-instatement and apprenticeship provisions of the *Re-establishment and Employment Act 1945-58* and the control of Commonwealth industrial training schemes.

Commonwealth Employment Service

The Commonwealth Employment Service was established under section 47 of the *Re-establishment and Employment Act* 1945. The principal functions of the Service, as set out in section 48 of this Act, are to provide services and facilities for the benefit of persons seeking employment or to change employment, or to engage labour, and to provide facilities to assist in bringing about and maintaining a high and stable level of employment throughout the Commonwealth.

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

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

It assists in the administration of the unemployment and sickness benefits provisions of the *Social Services Act* 1947-1957 and of the re-employment allowance provisions of the *Re-establishment and Employment Act* 1945-59 for certain classes of discharged members of the forces. All persons who wish to claim unemployment benefits or re-employment allowances are required to register at a District Employment Office, which is responsible for certifying whether or not suitable employment can be offered to them.

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

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

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

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

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

Particulars of the major activities of the Service during the five years ended 30th June, 1959, are given in the following table :—

VICTORIA—COMMONWEALTH EMPLOYMENT SERVICE

Activity, &c.	1954-55	1955-56	1956-57	1957-58	1958-59
Applications for Employment* ..	116,109	132,327	159,881	157,412	167,993
Number Placed in Employment ..	72,877†	68,934†	64,562	65,568	73,083
Number of Vacancies Notified ..	114,700	102,313	89,721	94,949	108,016
Vacancies at 30th June	21,160	11,402	6,292	5,530	7,081

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

† Revised.

Employment Statistics

Total Occupied Persons

(1) *Australia*.—The total number of occupied persons in Australia is obtained from the results of each population Census, supplemented by data in respect of Australian defence personnel serving outside Australia, who, in accordance with usual Census procedure, are not recorded in the Census. The figures shown on page 434 are derived from the 1933, 1947, and 1954 Censuses.

(2) *Victoria*.—The figures in the table below are divided into three categories :—(a) defence forces ; (b) all persons fully occupied as employers, or as self-employed in businesses or on farms ; and (c) wage and salary earners employed, or occupied as casual part-time, intermittent or seasonal workers. “Unemployed” persons are excluded (see page 438).

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

VICTORIA—TOTAL OCCUPIED PERSONS, JUNE, 1933,
1947, AND 1954

('000)

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

* Includes those serving outside Australia.

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

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

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

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

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

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

occupied females in non-rural industries in 1933 to 8.3 per cent. in 1947, with a further slight drop to 8 per cent. in 1954. The increase in the numbers of employers and self-employed in non-rural industries during the years 1947 to 1954 averaged only 1,800 a year. The average increase during the same period in the number of wage and salary earners in these industries was 19,000 a year.

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

Wage and Salary Earners in Civilian Employment

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

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

These sources are supplemented by other direct records of monthly employment (e.g., hospitals) and by estimates for employees not otherwise covered. Pay-roll tax returns at present are lodged by all employers paying more than £200 a week in wages, other than certain Commonwealth Government bodies, religious and benevolent institutions, public hospitals and other similar organizations exempted under the *Pay-roll Tax Assessment Act 1941-57*.

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

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

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

employees and Government employees, if any. The manufacturing employment figures published in this table comprise (i) the series showing actual monthly employment in factories as recorded at successive annual Censuses of Factories to June 1959 with interim estimates for subsequent months, and (ii) estimates of the number of employees in industrial establishments outside the scope of the definition of a factory and persons employed by factory proprietors but engaged in selling and distribution. Industry groups here are not identical in coverage with Census groups.

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

Industrial Group	June, 1955	June, 1956	June, 1957	June, 1958	June, 1959	December, 1959	March, 1960
MALES							
Mining and Quarrying ..	4.8	4.8	4.6	4.6	4.6	4.5	4.6
Manufacturing, &c.,†	260.9	265.2	265.0	267.5	273.8	279.3	284.5
Building and Construction ..	54.3	53.6	50.6	50.8	50.7	49.3	49.9
Transport‡	55.5	54.8	56.4	55.7	56.0	55.0	55.3
Communication ..	17.4	17.3	18.5	19.2	19.9	19.9	20.2
Property and Finance ..	18.0	18.5	19.4	20.0	20.9	21.0	22.2
Retail Trade ..	37.1	37.8	37.9	38.9	39.1	41.3	39.9
Wholesale and Other Commerce ..	42.0	43.2	43.1	44.3	45.0	46.8	46.9
Public Authority Activity, n.e.i. ..	28.3	28.6	28.9	29.4	29.5	29.4	29.5
Health ..	6.4	6.6	6.8	6.9	7.0	7.0	7.2
Education ..	12.0	13.0	13.8	14.5	15.7	15.7	16.6
Personal Services§	16.7	16.8	17.0	17.0	16.8	17.5	17.5
Other	22.8	23.0	24.0	24.1	24.4	24.9	25.1
Total ..	576.2	583.2	586.0	592.9	603.4	611.6	619.4
Government¶	158.2	160.0	162.7	166.1	169.3	167.8	169.7
Private ..	418.0	423.2	423.3	426.8	434.1	443.8	449.7
Total ..	576.2	583.2	586.0	592.9	603.4	611.6	619.4
FEMALES							
Mining and Quarrying ..	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Manufacturing, &c.,†	95.8	97.3	96.6	97.1	100.0	103.4	107.7
Building and Construction ..	1.3	1.3	1.4	1.5	1.5	1.6	1.7
Transport‡	5.7	6.0	5.8	5.8	6.0	6.1	6.2
Communication ..	5.3	5.6	5.6	5.5	5.6	5.7	5.8
Property and Finance ..	10.6	11.8	12.6	13.2	13.9	14.0	15.3
Retail Trade ..	33.9	33.8	32.8	34.4	34.9	37.4	36.1
Wholesale and Other Commerce ..	11.8	12.5	12.8	13.1	13.4	13.5	14.0
Public Authority Activity, n.e.i. ..	6.9	7.2	7.4	7.5	7.8	7.7	7.8
Health ..	21.1	22.4	23.0	23.7	25.4	25.4	25.6
Education ..	12.7	13.6	14.7	15.3	16.5	16.4	17.9
Personal Services§	15.8	15.6	15.6	15.4	15.3	15.8	15.7
Other	11.3	11.3	12.0	11.9	12.4	12.5	12.9
Total ..	232.3	238.5	240.4	244.5	252.8	259.6	266.8
Government¶	39.2	41.7	42.1	43.1	45.2	44.8	46.9
Private ..	193.1	196.8	198.3	201.4	207.6	214.8	219.9
Total ..	232.3	238.5	240.4	244.5	252.8	259.6	266.8

* For Footnotes see next page.

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

Industrial Group	June, 1955	June, 1956	June, 1957	June, 1958	June, 1959	December, 1959	March 1960
PERSONS							
Mining and Quarrying ..	4.9	4.9	4.7	4.7	4.7	4.6	4.7
Manufacturing, &c.†	356.7	362.5	361.6	364.6	373.8	382.7	392.2
Building and Construction ..	55.6	54.9	52.0	52.3	52.2	50.9	51.6
Transport‡	61.2	60.8	62.2	61.5	62.0	61.1	61.5
Communication..	22.7	22.9	24.1	24.7	25.5	25.6	26.0
Property and Finance ..	28.6	30.3	32.0	33.2	34.8	35.0	37.5
Retail Trade ..	71.0	71.6	70.7	73.3	74.0	78.7	76.0
Wholesale and Other Commerce ..	53.8	55.7	55.9	57.4	58.4	60.3	60.9
Public Authority Activity, n.e.i. ..	35.2	35.8	36.3	36.9	37.3	37.1	37.3
Health ..	27.5	29.0	29.8	30.6	32.4	32.4	32.8
Education ..	24.7	26.6	28.5	29.8	32.2	32.1	34.5
Personal Services§	32.5	32.4	32.6	32.4	32.1	33.3	33.2
Other	34.1	34.3	36.0	36.0	36.8	37.4	38.0
Total ..	808.5	821.7	826.4	837.4	856.2	871.2	886.2
Government¶	197.4	201.7	204.8	209.2	214.5	212.6	216.6
Private ..	611.1	620.0	621.6	628.2	641.7	658.6	669.6
Total ..	808.5	821.7	826.4	837.4	856.2	871.2	886.2

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

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

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

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

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

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

Government Employees

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

VICTORIA—CIVILIAN EMPLOYEES OF GOVERNMENT AUTHORITIES
(‘000)

Date	Commonwealth			State and Semi-Government			Local Government			Total		
	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total
June, 1955	50.3	15.5	65.8	95.4	22.3	117.7	12.5	1.4	13.9	158.2	39.2	197.4
June, 1956	50.7	16.2	66.9	96.2	24.0	120.2	13.1	1.5	14.6	160.0	41.7	201.7
June, 1957	50.3	15.2	65.5	99.2	25.1	124.3	13.2	1.8	15.0	162.7	42.1	204.8
June, 1958	51.7	15.0	66.7	100.9	26.2	127.1	13.5	1.9	15.4	166.1	43.1	209.2
June, 1959	52.7	15.3	68.0	102.9	27.9	130.8	13.7	2.0	15.7	169.3	45.2	214.5
March, 1960	52.8	15.3	68.1	102.8	29.6	132.4	14.1	2.0	16.1	169.7	46.9	216.6

Unemployment

Census

The total of persons "unemployed" has been recorded only at the dates of the various Censuses. Before the 1947 Census, persons who were "unemployed" were requested to furnish particulars of the cause and duration of unemployment, but from 1947 onwards, the inquiry was broadened to include all persons (usually engaged in industry, business, trade, profession or service) who were out of a job and "not at work" at the time of the Census for whatever reason, including any not normally associated with unemployment. This change in the form of the questionnaire probably resulted in some variation in response. The following table sets out the number of persons recorded within these categories at the Censuses of 1933 to 1954. The percentage of "unemployed" at each date to all wage and salary earners, comprising those estimated to be in employment and those unemployed, is also shown.

VICTORIA—UNEMPLOYMENT (ALL CAUSES):
CENSUSES, 1933, 1947, AND 1954

Date	Wage and Salary Earners Unemployed ('000)			Proportion of Wage and Salary Earners Unemployed (Per cent.)		
	Males	Females	Persons	Males	Females	Persons
June, 1933*	98·7	21·1	119·8	22·9	12·5	20·0
June, 1947†	13·9	4·2	18·1	2·7	2·0	2·5
June, 1954†	9·7	3·0	12·7	1·6	1·3	1·5

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

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

VICTORIA—CAUSES OF UNEMPLOYMENT :
CENSUSES, 1933, 1947, AND 1954

Year	Unable to Secure Employment	Temporarily Laid Off	Illness	Accident	Industrial Dispute	Other	Total
MALES							
1933	89,549	*	5,627	1,279	600	1,696	98,751
1947†	2,737	2,417	3,294	674	69	4,748‡	13,939
1954†	1,884	852	2,922	649	81	3,287‡	9,675
FEMALES							
1933	16,467	*	3,261	145	31	1,136	21,040
1947†	350	581	1,106	93	8	2,079‡	4,217
1954†	596	336	994	72	5	998‡	3,001
PERSONS							
1933	106,016	*	8,888	1,424	631	2,832	119,791
1947†	3,087	2,998	4,400	767	77	6,827‡	18,156
1954†	2,480	1,188	3,916	721	86	4,285‡	12,676

* Not available.

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

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

Persons Receiving Unemployment Benefit

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

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

Year	Males	Females	Persons
1955-56	338	141	479
1956-57	2,745	604	3,349
1957-58	3,765	1,362	5,127
1958-59	3,793	1,950	5,743
1959-60	2,871	1,396	4,267

* Average of monthly figures for financial year. For definition, benefits, &c., see pages 261 and 262.

*Prices***Retail Price Indexes***General*

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

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

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

The lists used are simply selected items combined in certain proportions for the purpose of measuring price variations, and are representative of the fields covered, the proportions approximating to those in average consumption so far as can be ascertained. It must be

emphasized that retail price indexes are designed to measure the extent of changes in price levels only. While they may be used to indicate the effect of price change on cost of living they do not measure the absolute cost of living nor the extent of changes in the cost of living. They measure, as nearly as may be, the proportionate change in the aggregate cost of specified quantities and qualities of the selected list of items included in the index. However, due to changes in the pattern of household expenditure and in modes of living, it becomes desirable from time to time to compile a new index with a list of items and weights more representative of current usage than those of the previous index.

The first retail price index compiled by the Statistician was the "A" Series in 1912 which related to the prices of food, groceries and rents of all houses. It was discontinued in 1938.

"C" Series Retail Price Index

The "C" Series Retail Price Index was first compiled in 1921. A comprehensive revision of the index was made in 1936. It is currently compiled for the six State capital cities, and 27 other cities and towns, on the base: weighted average of six capital cities 1923-27 = 1,000. It relates to a list of selected commodities and services representative of a high proportion of the expenditure of wage earner households as current in pre-war years. The groups of expenditure covered by the Index are food and groceries, rent of four and five-roomed houses, clothing, and miscellaneous items of household expenditure.

The food and groceries group comprises (a) groceries (including bread and potatoes), (b) dairy produce, and (c) meat. The rent index numbers measure the proportionate rise and fall in the average weekly rentals paid for unfurnished houses of four and five rooms, taking corresponding houses throughout. They are designed to measure only the "price" element in rent fluctuations (i.e., the aim is to measure variations equivalent to change in price for a constant standard). Selected articles of clothing and footwear for men, women, and children are covered, while the miscellaneous group contains items of household drapery and utensils, fuel and light, fares, smoking, union dues, and recreation.

Quarterly statements are issued by the Statistician and movements in the various groups of the index and in the index as a whole for Melbourne are shown in the following table, the annual figures representing the mean of the four quarters. "Group" index numbers cannot be compared with each other to show the relative cost of food, rent, clothing, or miscellaneous requirements since each "group" has its own base = 1,000, namely the weighted average cost for the six capital cities as a whole during the five year period 1923 to 1927.

MELBOURNE—"C" SERIES RETAIL PRICE INDEX NUMBERS

(Base of Each Group : Weighted Average of Six Capital Cities,
1923-27 = 1,000)

Year Ended 31st December—	Food and Groceries*		Rent (4 and 5 Roomed Houses)†	Clothing	Miscel- laneous	All Groups*	
1929	1,004		1,094	992	986	1,017	
1933	713		801	811	916	789	
1939	942		955	832	977	924	
1946	1,052		973	1,502	1,164	1,149	
1950	1,605		979	2,259	1,426	1,565	
1951	2,088		980	2,697	1,668	1,880	
1952	2,509		984	3,085	1,949	2,170	
1953	2,684		988	3,201	2,090	2,285	
1954	2,687		998	3,196	2,090	2,288	
1955	2,854		1,008	3,230	2,129	2,365	
	A	B				A	B
1956	2,974	3,180	1,195	3,267	2,309	2,492	2,567
1957	3,019	3,039	1,229	3,378	2,382	2,555	2,562
1958	3,018	3,009	1,272	3,447	2,459	2,595	2,590
1959	3,143	3,170	1,352	3,483	2,585	2,689	2,698

* Indexes in columns "A" exclude, as from September Quarter 1955, and those in columns "B" include, the price movements of potatoes and onions.

† The rent index numbers shown measure the proportionate rise and fall in the average weekly rentals paid for houses of four and five rooms, taking corresponding houses throughout. They are "price" indexes in the strict sense, i.e., they are designed to measure only the "price" element in rent fluctuations. Rentals of new tenanted houses completed since the end of the war are not taken into account.

The total "C" Series Index for Melbourne reached its pre-war peak of 1,017 in 1929, and during the ensuing economic depression declined continuously to a figure of 789 in 1933. It then increased steadily to 924 in 1939. Although the upward trend continued during the war years, it was restrained by the large scale controls over prices and markets, but with the gradual removal of these controls, the index numbers rose rapidly from 1946 onwards. This trend was accelerated by the rapid increase of world commodity prices and the accompanying world wide inflationary conditions, until by 1953 the all groups number of 2,285 had risen by some 98 per cent. in the previous seven years. The increase in the total index during 1954 was the smallest since 1945 but significant rises have occurred in each of the succeeding years.

Abnormally large seasonal fluctuations in prices of potatoes and onions had a major effect (first upwards and then downwards) on the movement of the price indexes from September Quarter, 1956 to March Quarter, 1957. In order to provide an indication of the trend

of the indexes apart from these abnormally large seasonal fluctuations, index numbers excluding the effects of price movements of potatoes and onions are calculated for comparison with those which include these items.

Interim Retail Price Index

Rapid changes in the pattern of wage earner expenditure and consumption occurred in the post-war period, and in 1953 the Conference of Statisticians recommended that "an Interim Retail Price Index be compiled with putative weights and components representative, as nearly as may be, of the post-war pattern of consumer usage and expenditure".

The Interim Index was first published in March, 1954. It was compiled for each year from 1950-51 and for each quarter from September quarter, 1952. It was compiled for the six State capital cities only. The base was year 1952-53 = 100 in each city separately (and for the weighted average of six capitals). It has been discontinued and has been replaced by the Consumer Price Index.

Consumer Price Index

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

Consumer Price Index numbers have been compiled for the six State capital cities, separately and combined, for each quarter from June Quarter, 1949.

The Consumer Price Index measures quarterly variations in prices of commodities and services as affecting a high proportion of the expenditure of wage earner households. Changes in the pattern of this expenditure since 1950 have been such as to render it necessary to construct the new index with additional items and changes in weighting patterns at intervals (rather than on the basis of a list of items and set of weights which remain unchanged throughout the period). Four new series for short periods viz., June Quarter, 1949 to June Quarter, 1952; June Quarter, 1952 to June Quarter, 1956; June Quarter, 1956 to March Quarter, 1960; and from March Quarter, 1960 have therefore been constructed and linked to form a continuous retail price index series (1949 to 1960). At times of linking, the weighting pattern has been altered and, in addition, new items that had become significant in household expenditure have been introduced. In each period between links the items and weighting remain unchanged.

The principal ways in which the new retail price index differs from the Interim Retail Price Index are :—

(a) The list of items has been expanded to include :—

- (i) Home ownership—price of new house ; rates and charges payable to local Government authorities (including water and sewerage authorities) ; and repairs and maintenance of houses ;
- (ii) weekly payments for houses let by State housing authorities ;
- (iii) household appliances such as refrigerators, washing machines, and television sets ;
- (iv) private motoring ; and
- (v) beer and other additional items.

(b) It is constructed as a series of linked indexes with significant changes in composition and weighting effected at June Quarter, 1952, June Quarter, 1956 and March Quarter, 1960. (This linking has not affected the level of the index at the times of changes).

The sets of weights used for the different periods covered by the index have been derived from analyses of statistics of production and consumption, the Censuses of 1947 and 1954, the Censuses of Retail Establishments of 1952–53 and 1956–57 and the continuing Survey of Retail Establishments, as well as from information supplied by manufacturing, commercial, or 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 Group : Year 1952–53 = 100)

Year Ended 30th June—	Food	Clothing and Drapery	Housing	Household Supplies and Equipment	Miscellaneous	All Groups
1950 ..	59·2	67·5	79·9	69·9	68·3	66·2
1951 ..	69·8	77·3	84·5	76·8	74·4	74·6
1952 ..	89·4	93·0	92·0	92·0	90·8	91·0
1953 ..	100·0	100·0	100·0	100·0	100·0	100·0
1954 ..	104·4	100·6	102·9	101·2	99·9	102·0
1955 ..	103·9	101·2	105·4	100·6	99·7	102·0
1956 ..	112·2	102·8	113·8	101·6	108·3	108·1
1957 ..	117·8	104·9	122·8	105·2	117·8	114·0
1958 ..	114·3	108·4	127·3	106·2	118·8	114·4
1959 ..	116·1	109·6	129·4	109·2	122·2	116·6
1960 ..	120·8	110·7	135·8	110·9	125·5	120·0

Retail Prices of Food

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

MELBOURNE—AVERAGE RETAIL PRICES OF SELECTED COMMODITIES*

(Pence)

Item	Unit	1939	1945	1950	1954	1959
Groceries—						
Bread†	2 lb.	5.40	5.55	8.50	14.00	16.75
Flour—Plain	2 lb.	4.25	4.25	5.72	11.15	12.50
Self-raising	2 lb.	7.48	7.40	9.98	17.50	20.90
Tea	1 lb.	27.74	27.00	36.50	62.94	78.97
Sugar	1 lb.	4.00	4.00	5.00	9.00	10.00
Tapioca, Seed	1 lb.	3.09	6.88	7.88	17.65	13.19
Jam, Plum	1½ lb.	8.40	11.25	16.68	27.28	30.09
Golden Syrup	2 lb.	7.14	7.33	9.54	19.04	20.55
Oats, Flaked	1 lb.	3.56	3.79	6.37	8.91	10.36
Raisins, Seeded	1 lb.	10.43	13.09	18.80	30.73	31.76
Currants	1 lb.	8.76	10.58	14.86	22.67	27.25
Apricots, Dried	1 lb.	15.52	18.00	25.17	60.27	65.62
Peaches, Canned	29 oz.	9.43	13.26	20.25	33.53	36.77
Pears, Canned	29 oz.	10.02	14.20	21.53	35.51	35.27
Potatoes	7 lb.	17.70	8.40	24.08	23.43	40.38
Onions	1 lb.	3.53	2.62	4.02	6.25	11.88
Soap	1 lb.	6.97	7.11	11.39	17.45	19.46
Kerosene	quart	5.15	6.43	7.34	8.22	8.81
Dairy Produce—						
Butter, Factory	1 lb.	19.50	20.50	26.35	49.39	55.83
Cheese, Mild	1 lb.	13.41	16.28	18.50	33.00	41.06
Eggs, New Laid	1 doz.	19.17	26.00	39.61	63.68	68.33
Bacon, Rashers	1 lb.	19.90	22.78	44.06	73.54	84.12
Milk—Condensed	tin	9.33	10.27	14.63	22.14	22.74
Fresh†	quart	7.15	7.43	11.45	18.00	18.50
Meat—						
Beef—Sirloin	1 lb.	10.77	13.69	21.28	38.76	48.21
Rib	1 lb.	8.66	11.53	18.21	33.52	47.16
Steak—Rump	1 lb.	15.63	21.06	30.62	49.82	73.68
Chuck	1 lb.	7.05	10.12	15.48	32.38	37.77
Sausages	1 lb.	5.48	8.15	13.47	19.95	23.70
Corned Silverside	1 lb.	8.95	12.54	20.37	37.77	46.74
Corned Brisket	1 lb.	6.85	9.35	14.51	27.93	33.73
Mutton—Leg	1 lb.	7.74	11.37	15.41	23.92	26.56
Forequarter	1 lb.	4.63	6.57	9.39	14.75	17.65
Loin	1 lb.	7.37	9.54	14.22	22.08	26.16
Chops, Loin	1 lb.	8.37	10.64	15.12	23.22	26.70
Chops, Leg	1 lb.	8.65	11.60	15.78	26.03	30.29
Pork—Leg	1 lb.	12.62	15.95	33.58	54.97	60.66
Loin	1 lb.	12.91	16.80	34.49	55.78	62.91
Chops	1 lb.	13.30	17.65	35.12	56.03	63.22

* In some cases the averages are price relatives.

† Delivered.

Wholesale Price Indexes

General

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

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

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

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

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

WHOLESALE PRICE (BASIC MATERIALS AND FOODSTUFFS) INDEX NUMBERS

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

Period	Basic Materials						Foodstuffs and Tobacco*	Basic Materials and Foodstuffs			
	Metals and Coal	Oils, Fats, and Waxes	Textiles	Chemicals	Rubber and Hides	Building Materials		Total	Goods Principally Imported†	Goods Principally Home Produced*	Total All Groups*
1928-29	127	106	129	121	115	95	114	107	91	118	110
1929-30	126	111	99	116	87	94	107	110	94	118	111
1930-31	116	117	80	117	73	96	105	91	100	99	99
1931-32	108	113	77	119	74	95	101	86	100	92	95
1932-33	104	109	75	119	69	95	98	80	97	87	90
1933-34	103	84	102	111	80	94	92	84	89	89	90
1934-35	97	90	78	102	77	93	89	87	92	89	90
1935-36	92	95	100	99	88	93	90	92	95	92	93
1936-37	96	99	118	99	111	99	99	98	99	98	99
1937-38	101	101	100	100	97	104	102	102	102	101	101
1938-39	103	100	82	101	92	97	99	101	99	100	100
1939-40	105	115	104	107	116	108	109	99	111	101	104
1940-41	107	137	111	124	126	128	122	107	133	106	114
1941-42	117	151	118	137	135	135	133	116	153	112	124
1942-43	129	167	147	142	138	163	149	126	176	120	136
1943-44	131	170	150	143	140	174	153	130	182	122	140
1944-45	131	168	152	143	140	175	152	132	182	124	141
1945-46	130	156	152	142	140	177	149	136	178	127	142
1946-47	132	145	191	140	131	180	149	139	177	130	144
1947-48	146	161	283	148	126	190	166	154	192	145	159
1948-49	185	173	342	159	130	198	188	174	201	172	180
1949-50	214	184	434	187	143	225	214	196	223	196	204
1950-51	256	196	641	242	292	268	264	229	256	240	244
1951-52	343	220	577	314	298	370	321	276	288	300	297
1952-53	392	234	607	350	224	404	350	293	292	331	319
1953-54	388	222	566	323	191	363	332	308	271	339	319
1954-55	391	214	510	314	246	372	330	315	277	340	322
1955-56	404	220	456	317	328	415	345	325	292	352	334
1956-57	409	241	520	344	302	463	367	324	311	357	344
1957-58	398	238	437	349	280	453	355	325	301	355	339
1958-59	392	231	362	327	293	423	340	332	283	358	336

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

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

Wholesale Prices of Principal Products

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

MELBOURNE—WHOLESALE PRICES

Item	Unit	1939	1945	1950	1954	1959
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
AGRICULTURE						
Wheat	bushel	2 7·56	3 11·25	6 9·13	14 1·50	14 8·25
Barley—						
English	”	3 1·06	6 0·19	7 3·50	13 8·50	14 4·50
Cape	”	2 10·06	5 3·19	6 6·50	12 0·00	12 4·00
Oats, Milling ..	”	2 10·44	4 1·75	6 10·56	8 6·19	6 9·88
Maize	”	5 2·94	8 4·00	12 3·44	18 1·19	14 6·94
		<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>
Bran	ton	4 19 6	6 0 0	11 5 8	21 2 4	20 5 0
Pollard	”	4 19 8	6 0 0	11 5 8	21 2 4	21 5 0
Flour (First Quality)	”	12 16 6	12 17 6	17 14 7	33 0 9	37 0 11
Chaff	”	4 17 3	9 9 4	12 0 6	16 0 3	12 16 9
Potatoes	”	15 12 10	7 10 0	23 12 4	16 10 1	21 15 0
Onions	”	21 11 2	14 12 6	21 17 6	42 14 5	65 11 7
DAIRY AND FARMYARD PRODUCE						
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Butter	lb.	1 5·00	1 5·88	1 11·75	3 9·75	4 5·13
Bacon	”	1 0·81	1 3·50	2 2·00	3 11·88	4 8·13
Ham	”	1 5·44	1 6·50	2 9·00	4 7·88	5 8·00
Cheese (Matured)	”	1 2·44	1 4·50	1 7·00	2 11·00	3 3·50
Honey	”	4 9·4	7 50	7 50	11 00	1 4 56
Eggs	dozen	1 4·13	1 10·25	2 11·19	4 8·31	5 0·50
		<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>
BUTCHERS' MEAT						
Beef, Prime ..	100 lb.	1 14 0	2 11 1	4 11 3	7 1 1	9 5 8
		<i>d.</i>	<i>d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Mutton	lb.	3·31	5·32	9·20	9·76	9·12
Veal	”	4·31	5·84	8·94	1 6·03	2 1·19
Pork	”	7·13	9·69	1 10·57	2 8·98	3 1·29
Lamb	”	6·25	8·75	1 4·00	2 0·27	1 7·86

Further Reference

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