

# OFFICIAL STATISTICIANS OF VICTORIA AND THEIR PUBLICATIONS, 1836 TO 1986

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## INTRODUCTION

The year 1986 is an important one for Victorian statistical commemorations. It marks the 150th Anniversary of the first census conducted in the Port Phillip District, later the Colony and State of Victoria. It is also the occasion of the publication of the 100th edition of the *Victorian Year Book*, the oldest ongoing *Year Book* in Australia and one of the oldest in the world.

By coincidence, 1986 marks the 900th Anniversary of what is probably the most famous statistical document in British history, the *Domesday Book*, which recorded the details of the people, buildings, livestock, and crops of William the Conqueror's England. This survey was by no means the first recorded example of State statistical measurement. In Biblical times censuses were conducted by the Romans. In Babylon lists of named years were kept from about 2,000 BC recording important events. Before that, through the civilisation of Egypt to a time lost in antiquity, man has aimed to organise his world by computing and measuring, for better planning, controlling, governing, and marshalling his resources.

Compared to these examples, developments in the last century and a half are recent. Nevertheless, quantifying the demographic, economic, and social characteristics of the community has taken an immense amount of effort to provide these essential requirements of governments and other users. From the simple musters of early settlers and head-counts of stock for returns submitted to the Colonial Office, the statistical function has developed through increasingly sophisticated techniques and methodologies to the stage at which experts are able to estimate the likely trends in population movement, age patterns, housing requirements, commodity demand, and other complex fields, from statistics compiled laboriously by patient collection of data processed with modern electronic equipment and published in a variety of media.

Anniversaries are usually a time for reviewing the past, but at the same time afford an opportunity of assessing the relevance of the past approach for a changing present and a future that will be markedly different in pace, values, and technology. Statistics are tools that have attempted to conform with two opposing constraints – to maintain comparability that allows the study of trends, and to be responsive to current short-term demands and resources. This tension is observable in a study of the body of statistics accumulated in Victoria in the last 150 years. Rather than the leisurely recording of history, the needs of the late 20th century and beyond are for rapid results for decision-making. More and more the demands made on the official statistical agency have required it to adapt to change within its own area of expertise, and timeliness and cost have come to outweigh rigid consistency and uniform presentation.

The simplest introduction to a long time period is to examine its major milestones, and these serve as a guide to the studies that follow, and possibly provide a pointer to the future in Victoria:

- 1836 The first population census was held in the Port Phillip District. There have been twenty-three further censuses since then, the latest being in 1986.
- 1850s The *Victorian Statistical Register* grew out of *Statistics of the Port Phillip District*, although not so named until 1874. The *Register* and its antecedents were abstracts, concentrating on tables, not text. It ceased publication in 1916, and was discontinued in manuscript form after 1958.
- 1874 The first *Victorian Year Book* was published following establishment of the Office of the Government Statist in 1873. The *Year Books* differ from the *Registers* in that they use text to

analyse and augment tables. Because of gaps in continuity, Number 100, 1986, appears 112 years after Number 1, 1873.

- 1905 Following Federation, the Commonwealth Bureau of Census and Statistics was established.
- 1958 Integration of the Victorian and Commonwealth Statistical Services occurred.
- 1960s The advent of computers revolutionised data processing, giving rise to an expanded range of information and variety of dissemination methods.
- 1975 The Australian Bureau of Statistics (ABS) was established as a statutory authority.

The role of dissemination has expanded in an information society to provide a wide distribution of data. The demand has changed from hand tabulated historical statistics and lagged, bound volumes, to constant access by users of some 1,500 timely bulletins, or micro-fiche, tapes, disks, etc., that allow prompt and accurate policy formulation. These developments in Victoria are illustrated by a consideration of its statisticians and their publications.

#### OFFICIAL STATISTICIANS OF VICTORIA

Apart from counts of people and stock made by the early settlers, such as Henty, Fawkner, and Batman, the earliest statistics of what later became Victoria were produced by George Stewart, Esq., a magistrate from Sydney, who was sent to report on the situation at Port Phillip at May 1836. In September of that year Captain William Lonsdale (1800(?) to 28 March 1864) was appointed Police Magistrate at Port Phillip by Governor Bourke, with duties including the taking of a census, particularly noting land occupation. These constituted the first official statistical appointments in the District.

In October 1839 Charles La Trobe arrived as Superintendent of Port Phillip. Lonsdale was appointed Sub-Treasurer by Governor Gipps. From 1851 to 1853, after separation of the Colony of Victoria from New South Wales, he was Colonial Secretary, and in 1853-54 Colonial Treasurer. Many collections were commenced and maintained in manuscript form, but publications dated during the period to 1853 included *Statistics of the Port Phillip District* which continued as *Statistics of the Colony of Victoria*. Such publications were the forerunners of the *Victorian Statistical Registers*.

Population censuses were conducted in the Port Phillip District in 1836, 1838, 1841, 1846, and 1851, usually in conjunction with New South Wales censuses. With the establishment of separately constituted government administration in the Colony, Scottish-born Major Envidale Savage Norman Campbell (16 September 1806 to 6 January 1859) was appointed on 31 December 1853 to the position of Registrar-General of Victoria, despite protests that William Henry Archer, who had already undertaken much preparatory work, should have been appointed. Publications dated during the period 1854 to 1858 included *Statistics of the Colony of Victoria* for those years, which bear Campbell's name, although possibly produced by Archer. During Campbell's tenure of office censuses were conducted in Victoria in 1854 and 1857, to attempt to measure the characteristics of the rapidly increasing population swelled by mobile miners and migrants.

On 1 July 1853 London-born William Henry Archer (13 November 1825 to 29 April 1909) was appointed Acting Registrar-General, head of the statistical section of the Registrar-General's Office. He was trained under actuary F. G. P. Neison in England and studied law at the University of Melbourne. Among his qualifications were Fellow of the Institute of Actuaries, Honorary Corresponding Member of the Statistical Society of London, and Honorary Member of the Medical Society of Victoria. Following separation he had made a special trip to Sydney to recover everything he could find of the original documents on Victorian statistics. When Campbell died, Archer was appointed Registrar-General. He was also Registrar of the Supreme Court. In October 1861 he attended the first Conference of Statisticians, which was held in Melbourne. In May 1874 he was appointed Secretary for Lands and Survey, Lands Department, and was among the Public Servants retrenched on 'Black Wednesday', 9 January 1878.

His statistical work included establishment of a system of registration of births, deaths, and marriages in 1853, and preservation of Church records from 1837, as well as organising the population censuses of 1854 and 1857 and conducting those of 1861 and 1871.

In many ways Archer was the pioneer in statistical recording in Australia and his publications indicate how much his successors owed to his dedication in retrieving the early records of Victoria. These included: *Statistical Notes on the progress of Victoria from the foundation of the Colony 1835-60*; *Statistics of the Colony of Victoria Compiled from Official Records in the Registrar-General's Office, 1859 to 1872*. (*Civil establishment of the Colony of Victoria, 1856 to 1862* was published as part of this work, separately from 1863 to 1867, and continuing as the *Blue Book*. It was

published as part of the *Statistical Register of the Colony/State of Victoria* from 1869 to 1902 and 1905 to 1916.)

He also produced *The Progress of Victoria – A Statistical Essay* in 1867 and 1873; *The Statistical Register of Victoria from the Foundation of the Colony with an Astronomical Calendar for 1855*, which was published in 1854, but appears to have been a unique volume and not the first *Statistical Register* (so-called) for Victoria, as has sometimes been suggested; the *Report of the Registrar-General on the Progress and Statistics of Victoria from 1851 to 1858*; *Facts and Figures*, 1857-58, a privately published periodical, recently released in a facsimile edition; and *Noctes Catholicae: the Position of Catholics in Victoria in relation to Public Education* (Melbourne, 1884), a private publication.

Also during the period 1859 to 1873 the following publications were commenced: *Agricultural and Livestock Statistics of the Colony of Victoria*, 1857; *Agricultural and Livestock Statistics of Victoria*, 1858 to 1867; *Criminal Statistics*, 1860 to 1863; and *Goldfield Statistics*, 1860 to 1863 (superseded by *Mineral Statistics of Victoria*, 1864 to 1883).

In 1852 English-born Henry Heylyn Hayter (28 October 1821 to 23 March 1895) had been appointed as a temporary assistant on Archer's staff, and on 1 September 1859 Assistant Registrar-General. On 14 May 1874 he was appointed the first Government Statist of Victoria, when the statistical section was separated from the Registrar-General's Office. In 1870 he had been appointed to the Royal Commission to inquire into the Public Service. He attended the second and third Statisticians Conferences, both held in Hobart, in 1875 and 1890, respectively. Population censuses were conducted by him in Victoria in 1881 and 1891. He had previously been responsible under the Registrar-General for the population censuses of 1861 and 1871. The Colonial Office recognised his urging of statistical uniformity when recommending that each Colony in the Empire hold its census on the same day as the United Kingdom, 3 April 1881. The breadth of his non-parochial vision placed Victoria in the forefront of statistical recording in the 19th century. Perhaps his introduction of the *Victorian Year Book* in 1874 was his achievement of greatest long-term benefit to Victoria.

Among his publications dated during the period 1873 to 1894 were: *Statistical Register of the Colony of Victoria*, 1873 to 1893 (this was a continuation of *Statistics of the Colony of Victoria Compiled from Official Records in the Registrar-General's Office*, the title being varied to *Statistics of the Colony of Victoria Compiled from Official Records in the Office of the Government Statist* in 1873, and *Statistical Register of the Colony of Victoria* in 1874); *Victorian Year Book*, No. 1, 1873 (produced 1874) to No. 20, 1893 (No. 2, 1874 was also published as *Notes on the Colony of Victoria: Historical, Geographical, Meteorological, and Statistical*); *Handbook of the Colony of Victoria*, 1885; *Statistics of Friendly Societies*, 1873 to 1879; *Friendly Societies Annual Report of the Government Statist*, No. 1 to No. 17, 1878 to 1894; occasional pamphlets: *Progress and Statistics, Progress of Victoria, Facts and Figures (Statistical and General)*; general works: *Notes of a Tour in New Zealand*, Melbourne, 1874; and volumes of verse, *Carboona, a chapter from the early History of Victoria*, 1885, and *My Christmas adventures; Carboona, and Other Poems*, 1887.

His work was recognised when he was created a Companion of the Order of St Michael and St George, an Officer of the French Order of Public Instruction, and Chevalier of the Order of the Crown of Italy. He was an Honorary Fellow of the Royal Statistical Society of London, and of the Royal Colonial Institute; Honorary Member of the Statistical and Social Inquiry Society of Ireland, of the Statistical Association of Tokio [*sic*], of the Royal Society of Tasmania, of the Trinity Historical Society of Texas, and of the Intercolonial Medical Congress of Australasia; Honorary Corresponding Member of the Society for the Encouragement of Arts, Manufactures, and Commerce, London, of the Statistical Society of Manchester, of the American Statistical Association (Boston), of the Commercio-Geographical Society of Berlin, of the Geographical Society of Bremen, of the Central Statistical Commission of Belgium, and of the Royal Society of South Australia; Honorary Foreign Member of the Société de Statistique of Paris; and Representative Member for Victoria of the International Statistical Institute.

Hayter had suffered personal financial loss in the depression following the bank crash in the 1890s and died on 23 March 1895. During the depression the Colony of Victoria experienced a shock to its institutional foundations. Even the position of Government Statist reflected the uncertainty of the economic recovery, with several incumbents serving or acting for short periods.

James Jemison Fenton was Assistant Government Statist between 1891 and 1899, and Government Statist from 1900 to 1902, according to entries in the *Statistical Registers* of the time. Publications dated during the period 1894 to 1901 included *Statistical Registers of the Colony/State of Victoria*, 1895

to 1901, in which he is shown first as Assistant Government Statist, and then as Government Statist in 1900 and 1901; *Victorian Year-Books* No. 21, 1894 (which shows him as Assistant Government Statist) and No. 22, 1895-8 (in which he is titled Government Statist). He had been closely associated with Hayter since the separation of the Statistical Branch from the Registrar-General's Department in 1874. He attended the Statisticians Conferences in Sydney in 1900 and Hobart in 1902, which was the first Commonwealth Conference of Statisticians, and conducted the population census in Victoria in 1901.

William McLean was Government Statist in the period 1903 to 1905. He attended the Statisticians Conference in Melbourne in 1903. The *Statistical Registers* for 1902 to 1904 show him as Government Statist. The *Victorian Year-Book* No. 23, 1902, the first issued since that of 1895-8, No. 24, 1903, and No. 25, 1904, are shown as produced in the Office of the Government Statist, the latter two prefaced by him with that title.

Edwin T. Drake was appointed Government Statist on 1 January 1906. He was a Fellow of the Royal Statistical Society. He attended the Statisticians Conference in Melbourne in 1906, which was the first presided over by the Commonwealth Statistician. Publications produced during the period 1905 to 1908 included the *Statistical Registers* 1905, 1906, and 1907, and *Victorian Year-Books* No. 26, 1905, No. 27, 1906-7, and No. 28, 1907-8.

Following this period from the mid-1890s to the early 1900s, when there were four statisticians in Victoria in a little over a decade, came a long span of almost seventy years when there were only three Government Statists. Alexander Miller Laughton (11 November 1868 to 13 January 1948), born in the Orkney Islands, was appointed to the position on 30 December 1908. An Act of 1908 amalgamated the positions of Government Statist and Actuary for Friendly Societies. His qualifications were FIA, FFA, and FSS (Fellow of the Institute of Actuaries of London, Fellow of the Faculty of Actuaries in Scotland, and Fellow [Royal] Statistical Society). He attended Statisticians Conferences in Sydney 1912, Melbourne 1923, Adelaide 1924, Sydney 1925, Perth 1926, Hobart 1928, Canberra 1929, Brisbane 1930, and Sydney 1932. He was President of the Insurance Institute of Victoria in 1907, and President of the Actuarial Society of Australasia in 1920. During his time as Government Statist population censuses were conducted by the Commonwealth in 1911 (for the first time), 1921, and 1933. He retired in 1934.

His publications were dated during the period 1908 to 1931-32. He produced the *Statistical Register of Victoria* for the years 1908 to 1916, after which it was discontinued in printed form although maintained as manuscript until about 1958 (the time of integration of the Victorian Government Statist's Office and the Commonwealth Bureau of Census and Statistics, Victorian Office) when its update fell into abeyance; the *Victorian Year-Book* No. 29, 1908-9 to No. 52, 1931-32, an unbroken span of 24 editions; and the *Friendly Societies Reports of the Government Statist* 1908 onwards (later the *Annual Report of the Government Statist on Friendly Societies and Benefit Associations*).

On Laughton's retirement in February 1934, Oswald Gawler (29 July 1889 to 12 February 1975) was appointed Government Statist. He was the first Victorian-born Government Statist and was a Fellow of the Institute of Actuaries and President of the Actuarial Society of Australasia in 1938. He served in the First World War and was a Lieutenant-Colonel of Artillery, becoming President of Melbourne Legacy in 1952. He attended the Statisticians Conferences in Canberra 1935 and 1936, Melbourne 1937, Canberra 1942 and 1945, Adelaide 1946, Canberra 1949 and 1950, Sydney 1953, and Canberra 1953. A population census was conducted in 1947. He retired in 1954. Publications dated during the period 1932-33 to 1954 included the *Victorian Year-Book* No. 53, 1932-33 to No. 71, 1950-51; *Quarterly Abstract of Statistics*, 1946 to 1954; and *Friendly Society Reports*.

Victor Henry Arnold (b. 9 December 1914) was appointed Government Statist in 1954, and Deputy Commonwealth Statistician and Government Statist for Victoria in 1958, on the integration of the statistical services. His qualifications are FIA, AAI, and ASA. He attended Statisticians Conferences in Canberra in 1954, 1958, 1959, 1960, 1962, 1963, 1964, 1965 (twice), 1966, and 1967. Population censuses were conducted in 1954, 1961, 1966, and 1971 during his term. He resigned in 1974 to take up the State Government position of Chairman of the Motor Accidents Board.

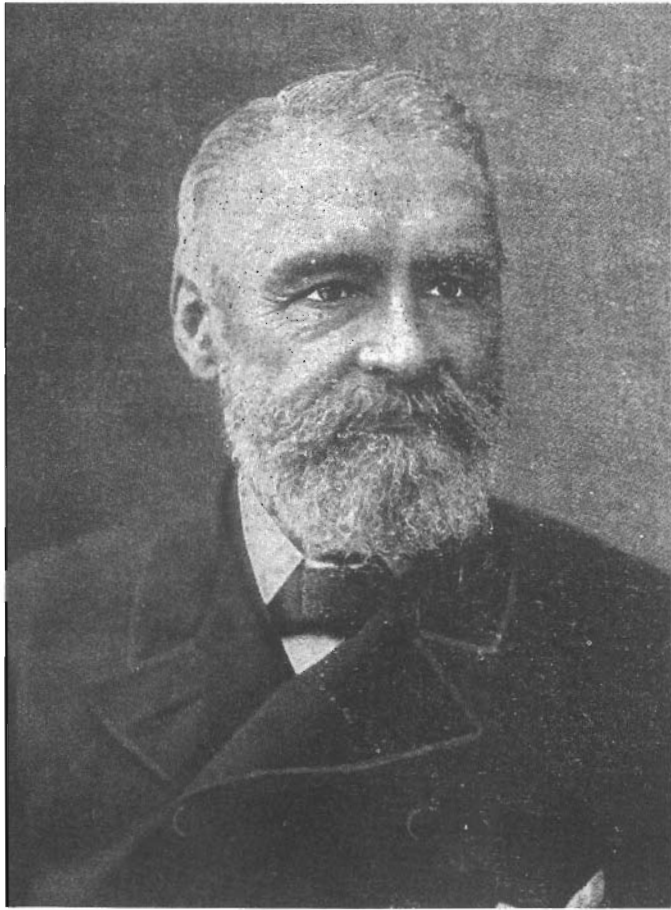
Among Arnold's appointments were Chairman and Actuary of the State Superannuation Board from 1965; member of the Committee of Inquiry into the Housing Commission, 1955; Chairman of the Board of Inquiry into Industrial Accidents, 1958; Chairman of the Third Party Premiums Committee, 1960-73; Chairman of the Motor Accidents Board, 1973-85; and Chairman of the Metropolitan Fire Brigade Superannuation Board from 1976. He was Vice-President of the Actuarial Society of Australasia in 1958-60 and President in 1960.



(Above left) Captain William Lonsdale.  
(Above right) Major E. S. N. Campbell.  
(Below) W. H. Archer.

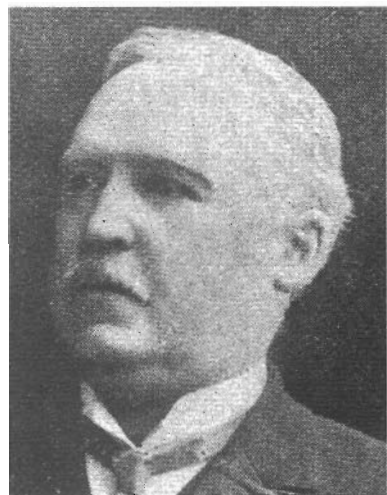
*La Trobe Collection, State Library of Victoria*





(Above) H. H. Hayter.  
(Below left) V. J. Fenton.  
(Below right) E. T. Drake.

*La Trobe Collection, State Library of Victoria*





(Above left) A. M. Laughton.

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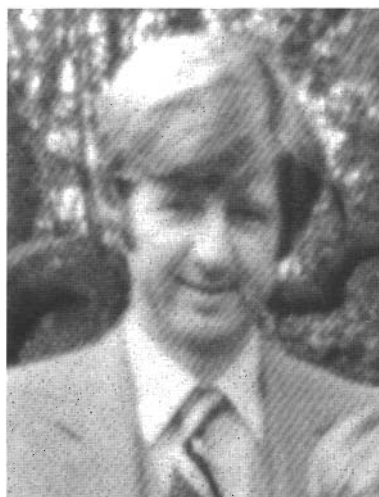
(Above right) O. Gawler.

(Below) V. H. Arnold.

*The Age*







(Above left) N. Bowden

*The Herald and Weekly Times Ltd*

(Above right) I. M. Cowie.

*Mrs M Cowie*

(Below) H. L. Speagle.

*Lillydale and Yarra Valley Express*





Publications during his tenure are dated 1951-52 to 1973, and include the *Victorian Year-Book* No. 72, 1951-52, No. 73, 1952-53 and 1953-54, No. 74, 1954 to 1958, and a new series No. 75, 1961 to No. 87, 1973, the latter being the centenary edition, commemorating Hayter's first slim volume of 1873; *Quarterly Abstract of Statistics*, 1954 to 1958; *Victorian Pocket Year Book*, No. 1, 1956 to No. 17, 1973, and *Victorian Monthly Statistical Review*, 1960 to 1973, (both of which he inaugurated); and *Friendly Society Reports*.

Since 1974 there have been four occupants of the position of Deputy Commonwealth Statistician, and the position of Government Statist has been separated from the dual title.

On Arnold's resignation in 1974 Neil Bowden B. Ec. (b. 21 January 1922) was appointed Deputy Commonwealth Statistician for Victoria. He attended Statisticians Conferences (which had a different role after establishment of ABS as a statutory authority in 1975) in Canberra in 1968, 1969, 1972, 1973, 1976, 1977, and 1978. A population census was conducted in 1976. Publications during his term included the *Victorian Year Book* No. 88, 1974 to No. 92, 1978, the *Victorian Pocket Year Book* No. 18, 1974 to No. 22, 1978, and the *Victorian Monthly Statistical Review*, 1974 to 1978.

He was followed by William Patrick McLennan B. Ec. (Hons) (b. 26 January 1942), appointed in 1978 from the Canberra Office of the Australian Bureau of Statistics. Publications during his tenure included the *Victorian Year Book* No. 93, 1979, *Victorian Pocket Year Book* No. 23, 1979, and *Victorian Monthly Statistical Review/Monthly Summary of Statistics*, Victoria, 1979 to 1980. When he returned to Canberra in 1980, Ian Malcolm Cowie B. Com. (21 October 1943 to 12 August 1982) was appointed Deputy Commonwealth Statistician. A population census was held in 1981. His major publications were the *Victorian Year Book* No. 94, 1980 to No. 96, 1982; *Victorian Pocket Year Book* No. 24, 1980 and *Monthly Summary of Statistics*, Victoria, 1980 to 1982. Following the untimely death of Ian Cowie, Erle David Bourke B. Ec., Graduate Diploma of Computer Studies (b. 9 December 1950) became Deputy Commonwealth Statistician in 1982.

The function of official statistician in Victoria has seen two periods of long-term continuity by three officers (Campbell, Archer, and Hayter between 1853 and 1894) and (Laughton, Gawler, and Arnold between 1908 and 1974) followed by periods of short-term occupancy. Each incumbent brought to the task his own distinctive style and although across the one hundred editions of the *Year Book*, for instance, there is evident a strong consistent basic philosophy, each imparted some innovative changes. These will become more clearly apparent in a review of Victorian census publications, *Statistical Registers*, and *Year Books*.

#### POPULATION CENSUSES OF VICTORIA, 1854 to 1901

A population census of Victoria has been held on 24 occasions during the 150 years since the first European settlement in 1834. These can be classified into three major time periods: (1) 1836 to 1851 – six musters or censuses conducted in the Port Phillip District of New South Wales; (2) 1854 to 1901 – seven censuses conducted by the Colony (State in 1901) of Victoria; and (3) 1911 to 1986 – the 11 censuses conducted by the Commonwealth of Australia. It is those in the second period that are the subject of this section.

As well as presenting a portrait of development from a booming gold colony, through half a century of expansion followed by depression, to a State in the Federation, it is also largely the story of the achievements of three important men in the field of statistical recording in 19th century Australia: Major E. S. N. Campbell, appointed Registrar-General on 31 December 1853; W. H. Archer, appointed Registrar-General on 7 January 1859; and H. H. Hayter, appointed the first Government Statist of Victoria on 14 May 1874.

Of the seven population censuses conducted between 1854 and 1901, six were accompanied by reports of varying length that give brief explanations of methodology, outlines of problems encountered, and summary conclusions. These were presented by Campbell in 1854 and 1857, Archer in 1861 and 1871, and Hayter in 1881 and 1891. They indicate the changes in questionnaires and experiments with boundaries and other aspects. There was no report accompanying the census of 1901.

Although much of the methodology and many of the problems were similar across the half century the reports also provide insights into the life in colonial Victoria, which dates from separation from New South Wales on 1 July 1851. Archer had been Campbell's assistant for the population censuses of 1854 and 1857, and Hayter had been Archer's assistant in 1861 and 1871, giving a continuity for most of the period. After Hayter's death in 1895, there was a succession of officers appointed or acting as Government Statist for short periods, and presumably no-one was required or prepared to pen a report for the 1901 *Census of Victoria, one of the six States of the Commonwealth of Australia*.

In the 1854 Report, Campbell stated 'Many of the 45,880 schedules were almost as difficult to decipher as an Egyptian inscription; not to mention the Chinese returns...'. He complained about his limited staff 'which, under existing circumstances, the Government has not felt itself justified in augmenting at an additional cost to the public...'. In any case extra staff would not have speeded up the results '...as the schedules for the City of Melbourne were not received from the Town Clerk's Office until the middle of December'.

The forms were based on those of Great Britain, as used by the Census Commissioners for the 1851 population census, giving sex, age, conjugal condition, religion, education, and country of birth of the inhabitants. These were shown by counties, pastoral districts, electoral districts (Legislative Council and Legislative Assembly), goldfields, seaport towns, towns, and villages. He admitted that omissions may have occurred but that the returns were substantially correct, and produced a reconciliation with the census of 1851, although the excess of births over deaths was not calculable because the registration system only commenced in 1853.

Among the problems listed were the lack of roads in an area 'about the size of England, Wales, and Ireland united' (90,000 square miles), one sub-enumerator having to cross into New South Wales to deliver schedules to Cape Howe in 'Gipps Land'. There was also prejudice against what many saw as an 'inquisitorial proceeding'. Many people were on the move; there was an absence of maps; and many schedules had to be delivered on horseback. From the date of the Act receiving Royal Assent, 1 March 1854, the householders' schedule was printed and enumerators appointed, sub-enumerators approved, pay and travelling allowances fixed, and boundaries defined. Then the rains set in early.

Archer had adapted the United Kingdom forms for the requirements of a Colonial census. The colony was divided into 26 districts, each under an enumerator (the limited time necessitating recourse to police magistrates, except in the City of Melbourne where the Town Clerk was used). There were 194 sub-enumerators who, in many places, were the mounted police. Campbell drew comparison with the 43,300 persons employed in Great Britain for the population census of 1851, despite whom it was two years before the first correct abstract had been published. It was still not complete when the results of the Victorian census of 1854 were published, less than one year after census date, 26 April 1854.

In 1857 his report was issued about 8 months after census date. It referred to similar districts and classifications but this time, because of previous difficulties, the Colonial Government appointed a Commission to prepare the schedule and make arrangements. The Commission tried to enlist the co-operation of municipal and other local authorities to help in 'dispelling misapprehensions' about the value and objects of a census, and to select local enumerators. Sub-enumerators filled out a return showing every householder with whom a blank schedule had been left. The night of Sunday 29 March was chosen, as the mining population (more than one-third of the total) were more likely to be at home on Sunday.

There were 60 census districts and 945 sub-enumeration districts, a total of 1,005 persons being employed, 477 performing their duties on horseback. The preference for aid from elective bodies rather than police and magistrates as in 1854 added to the cost but reduced 'the mistrust... frequently caused from the fact that the idea of taxation is, in the minds of many of the people, associated with the interposition of the police in collecting returns ...' (possibly a reference to the feeling on the goldfields following the action at the Eureka Stockade in December 1854).

Despite the formation of a Commission in 1857 the Government considered it desirable that the population census of 1861 should be entrusted entirely to the Registrar-General, who was by now Archer. This was 'the first simultaneous census... of the Australian Colonies and of the United Kingdom'. There were 67 census districts, each with an enumerator, and 1,021 sub-enumerators, 485 of whom were mounted. Each sub-enumerator prepared a book from which an abstract of the total inhabitants in his sub-district would be prepared, to give a speedy approximation of the entire population. Inspection of returns by local bodies was dispensed with. Notices were posted throughout the Colony and advertisements were inserted in journals publicising the census, to be held on 7 April 1861.

Archer quotes statistics of the census itself: 191,740 householders' schedules sent out weighing 3 tons, 5 hundredweights; 3.8 million entries on 12,000 sheets of 50 lines each to record a population which 'If... in single file... would reach for 307 miles, or considerably more than half way to Sydney', or if counted 'At the rate of a unit per second, the task of counting 540,322 [the population of Victoria] would occupy eighteen days of eight hours each, and six hours and five minutes over'. This time it was not compulsory to fill in the religion column, an option being 'merely entering the word "object" instead... the first occasion on which this latitude has been allowed'.

In 1871 this was repeated – a penalty of £20 applying for refusing information, except that relating to religion. This time there were 60 districts as well as another for the enumeration of population on shipping ‘in the bays, harbors, and navigable rivers... entrusted to the Chief Harbor-master’. There were 1,568 sub-districts. Sunday 2 April was chosen because it was the day on which the population census of the United Kingdom was to be taken. Summary results were sent to the printer by 16 May and a more detailed return on 14 June, greatly improving on the time taken in 1861.

Hayter’s General Report (119 pages long) for the population census of 1881 was dated 19 February 1883, nearly two years after the census and he explains this as a consequence of the pressure of more urgent business, although the delay allowed time for him to make comparisons between the Australasian Colonies. Also, summaries had been published in the *Government Gazette* one month after census date, 3 April 1881, and ‘a short digest... in the last issue of the *Victorian Year-Book*’, which he had started with the 1873 edition, issued in 1874.

The 1881 population census was interesting as it was a simultaneous census of ‘almost every portion of Her Majesty’s dominions’ for the first time. The usual questions were asked – sex, age, conjugal condition, birthplace, occupation, religion, education, physical fitness, materials of which the house was built, number of rooms, and numbers and description of livestock. Also, the number of children at a State or private school was obtained to assist the Education Department compel every child to comply with the law to be instructed up to a certain standard. This was therefore not considered confidential, as was the other information obtained, but persons refusing were liable to a penalty not exceeding £10. The Census Act also gave the Governor in Council power to make regulations for the collection of agricultural, educational, and industrial statistics (manufacturing and mining).

The colony was mapped out by the Government Statist into 76 districts (plus the Melbourne Harbor Trust, and other ports, equalling two) using fixed county boundaries rather than the changing electoral districts, as formerly. Sub-enumerators totalled 684 on foot and 1,185 mounted. People were sought who were camped out, fishing, or on night duty at mines and elsewhere, or passing the night on reserves, river banks, wharves, etc., and because some were ‘in certain localities supposed to be infested with thieves and vagrants’ the police force afforded protection to sub-enumerators.

The forms weighed 6 tons, 7 hundredweights. Mr C.P. Hodges, a Chinese interpreter, prepared a form for the Chinese community, and a letter by him, with many quotes from the scriptures, was appended to the report, respecting the belief of the Chinese in God and objecting to their being recorded as ‘Pagans’. The Melbourne International Exhibition added to the problems because of the number of visitors away from their usual residence on census night, but efforts to postpone excursion trains were unsuccessful.

For this population census a novel card system was introduced. About the size of playing cards they fitted into sets of pigeon holes. Cards were white for males and pink for females and on each the details were entered with pen and ink after the name of the county and number of the place had been stamped with ‘india rubber stamps’. Also much clerical labour was saved using Edison’s electric pen (for multiplying copies of written documents) and a French calculating machine designated *L’Arithmomètre*.

In 1891 the population census was taken on the same date as that of ‘the United Kingdom and most of the outlying portions of Her Majesty’s Dominions’. The General Report occupied 286 pages. It referred to the Colonial Conference of 1887 in London advocating a simultaneous census, and the presentation of Hayter’s own paper at the meeting of the Australasian Association for the Advancement of Science in Melbourne in 1890, stressing the desirability of giving an Imperial character to the census and urging heads of statistical departments of the different colonies to meet with a view to agreeing to a uniform system of compilation.

A conference was held in Hobart in March 1890 at which Victoria, New South Wales, South Australia, Tasmania, and New Zealand were represented. Queensland, Western Australia, and Fiji did not send representatives but expressed willingness to agree with what was recommended. The principles for framing the householder’s schedule were agreed upon, as well as forms for classifying the returns to promote uniformity. In Victoria a Bill for a census of population and livestock became law on 15 September 1890. Hayter had stated in 1881 that ‘much evil has been found to result from the householder’s schedule being attached to the Census Act’, because late variations were not possible, and this time he recommended that only ‘the heads of inquiry’ be embodied in the Act. Census date was Sunday 5 April 1891.

This time he used electoral districts as the basis for boundaries as they were a suitable size and ‘easily discoverable upon the ground’. There were 84 electoral districts but subdivision led to 90

census districts. The Harbor-master to the Melbourne Harbor Trust enumerated inhabitants of ships in the Port of Melbourne, while ships elsewhere and inhabitants of islands and lighthouses were enumerated by Officers of the Customs Department.

Sub-enumerators totalled 2,330 (1,310 on horseback). There were 45 Chinese interpreters. Four enumerators were women. This was the first time that females had been employed in Victorian censuses and 'no fault could be found with the way the work was done'. The rapid return of principal results was as successful as in 1881 and each enumerator made out a summary – one line for each district. The unchecked figures for the colony were published in newspapers on 5 May 1891 and ten detailed tables sent for printing on 19 May. Corrected tables were published on 8 October.

The card system was used again, white for males and blue for females. Green duplicate cards for special data were also used, female cards having a cut corner. In the United States census an "electrical tabulating machine" patented by Herman Hollerith, of Washington had been used, punching holes in sheets of paper and counting by mechanical counter operated by electro-magnets. Hayter inspected such a machine in Melbourne but found 'it would be too costly, complicated, and cumbersome for use in connexion with so small a population as that of Victoria'. Instead machines based on Waterlow's railway ticket-counting machines were constructed but did not work as smoothly as they would have if all the cards had been the same size. Tate's Patent Arithmometer and Fuller's Spiral Slide Rule were used, the former proving superior to *L'Arithmomètre*.

Requests by the police and others to search the schedules for names were refused, and to avoid recurrence 'the schedules were sent to a paper-mill and reduced to pulp in the presence of an officer who was instructed to keep the documents under observation until the process of destruction was complete'.

For the population census of 1901, when no report was issued, reliance has to be placed on the summary in the report of G.H. Knibbs in Volume 1 of the *Census of the Commonwealth of Australia, 3 April 1911*. Generally the methods used in 1901 were much the same as used in 1891. The State (as it now was) was divided into census districts using electoral boundaries, subdivided (where too large) in four cases. There were 94 enumerators, 2,235 sub-enumerators, six of whom were women, and 37 Chinese interpreters. The usual household copies were collected as well as details of cultivated land and livestock. By 1901 the population of the State was 1,201,341 and of Melbourne and suburbs 496,079, about 5 times and 10 times, respectively, what they had been in 1854 nearly half a century before.

A summary of technical details relating to these seven censuses is set out below:

#### POPULATION CENSUSES, TECHNICAL DETAILS, VICTORIA

Year	Date	Act	Enumerators	Sub-enumerators (a)	Population	Cost	
						£	Pence
1854	26 Apr.	17 Vict., No. 9	26	194 (n.a.)	236,798	(b)11,000	(b)11.10
1857	29 Mar.	20 Vict., No. 2	60	945 (477)	410,766	15,242	8.91
1861	7 Apr.	24 Vict., No. 120	67	1,021 (485)	540,322	14,902	6.62
1871	2 Apr.	34 Vict., No. 369	60	1,568 (918)	731,528	11,460	3.76
1881	3 Apr.	44 Vict., No. 667	76	1,869 (1,185)	862,346	12,432	3.46
1891	5 Apr.	54 Vict., No. 1171	90	2,330 (1,310)	1,140,405	14,344	3.02
1901	31 Mar.	64 Vict., No. 1669	94	2,235 (n.a.)	1,201,341	13,951	2.78

(a) Includes sub-enumerators mounted on horseback (in brackets).

(b) Estimated.

The following table sets out population growth from 1836 to 1901:

#### POPULATION CENSUSES, VICTORIA

Year	Date	Persons			Aboriginals (a)	Total Melbourne
		Males	Females	Total		
PORT PHILLIP DISTRICT OF NEW SOUTH WALES						
1836	25 May	142	35	177	..	..
1836	8 Nov.	186	38	224	..	..
1838	12 Sept.	3,080	431	3,511	..	..

POPULATION CENSUSES, VICTORIA – *continued*

Year	Date	Persons			Aboriginals (a)	Total Melbourne
		Males	Females	Total		
PORT PHILLIP DISTRICT OF NEW SOUTH WALES – <i>continued</i>						
1841	2 Mar.	8,274	3,464	11,738	..	..
1846	2 Mar.	20,184	12,695	32,879	..	..
1851	2 Mar.	46,202	31,143	77,345	..	..
VICTORIA (b)						
1854	26 Apr.	155,887	80,911	236,798	2,500	53,235
1857	29 Mar.	264,334	146,432	410,766	1,768	n.a.
1861	7 Apr.	328,651	211,671	540,322	1,694	126,536
1871	2 Apr.	401,050	330,478	731,528	1,330	n.a.
1881	3 Apr.	452,083	410,263	862,346	780	282,947
1891	5 Apr.	598,414	541,991	1,140,405	565	490,896
1901	31 Mar.	603,883	597,458	1,201,341	271	496,079

(a) Figures for Aboriginals were included under Persons for the censuses from 1854 onwards.

(b) The Colony of Victoria became a State in 1901.

The rapid growth in the first twenty years of settlement explains the frequent enumerations, particularly the need for censuses in 1854 and 1857 to measure the population increase resulting from the rush following the discovery of gold in 1851. Victoria's population trebled in the three years 1851 to 1854 and had more than doubled again by 1861, stabilising to a more moderate rate of growth in the succeeding decades, accentuated in the boom of the eighties and retarded in the slump of the nineties.

The following selected key items from the five censuses conducted decennially from 1861 highlight major demographic trends. In 1861 dwellings included 42,000 tents or dwellings with canvas roofs which housed 20 per cent of the people. By 1871 only 1 per cent was so housed. Over the 40 years the population tended to a greater percentage at older age groups, and a higher relative proportion widowed. In 1861 most people had been born in the British Isles. By 1871 Australian and New Zealand born were greater and this trend continued to dominate. Religion, which was not a compulsory question, nevertheless reflected the strength of Protestant denominations.

## POPULATION CENSUSES, KEY ITEMS, VICTORIA (a)

Characteristic	1861	1871	1881	1891	1901
Dwellings ('000) –					
Inhabited (b)	129(42)	151	170	224	241
Total	134	158	180	242	254
Ages (per cent) –					
<20	41	51	51	45	44
20-29	24	14	26	22	17
30-40	20	15	10	13	15
>40	15	19	23	21	23
Marital status ('000) –					
Married	173	222	250	344	360
Widowed	13	23	34	51	63
Birthplace ('000) –					
Victoria	138	330	499	714	876
Other Australia and New Zealand	19	29	40	80	74
England and Wales	176	171	148	163	117
Scotland	61	56	48	51	36
Ireland	87	100	87	85	62
China	25	18	12	8	6
Religion ('000) –					
Church of England	206	251	300	402	424
Roman Catholic	108	167	197	240	260
Presbyterian	87	113	133	167	192
Methodist	46	94	115	158	181

(a) See footnote (b) to previous table.

(b) Includes tents and canvas roofed dwellings in brackets.

By 1901 Victoria was highly urbanised, the capital tending towards half a million people and not quite half of the total population. Melbourne was the largest city in Australia and became capital of the Commonwealth from 1901 to 1927, although Sydney had outstripped it early in the century. Melbourne had been hard hit in the depression of the 1890s and lost some of the impetus of its 'Marvellous' days of the eighties when its wealth was reflected in its civic and private architecture.

The published census results are also a reflection of the vicissitudes of community measurement that show concern with such present day matters as precision, confidentiality, and technological advance. In many ways Victorians in the 19th century (and their fellow Australian colonists) were well served by the men who gave them internationally acknowledged leadership in statistics, of which population censuses were only one part. Although compilation of censuses ceased to be a direct responsibility of States after Federation, much was owed to the work of their colonial predecessors by those who planned the Commonwealth population censuses from 1911 onwards.

#### VICTORIAN STATISTICAL REGISTER

Until the Colony of Victoria was created on separation from New South Wales in 1851 the ongoing annual statistics of the Port Phillip District were the responsibility of authorities directed from Sydney. *Statistics of the Port Phillip District* became *Statistics of the Colony of Victoria* in 1852, and with the establishment of a position of Registrar-General in 1853, to which Major E.S.N. Campbell was appointed, statistical presentation in Victoria was given a boost.

In *Statistics of the Colony of Victoria for the Year 1854 compiled from records in the Registrar-General's Office* is an introduction entitled 'Report of the Registrar-General enclosing the Annual Statistics of the Colony', which is published over Campbell's name and begins: 'With a view to the introduction of a more reliable and efficient system of collecting Statistics, His Excellency the Governor... has been pleased to sanction the employment on this occasion of the Deputy Registrars, so far as circumstances rendered their agency practicable'.

Campbell did not claim that this experiment had resulted in the attainment of a complete body of colonial statistics, but announced the commencement of 'a better system, and one which must improve with the experience acquired in each succeeding year'. Agricultural statistics, he stated, might be received as authentic so far as the information asked has been collected, but he admitted that it was very difficult to overtake the numerous clearances and settlements scattered over the country – frequently unknown beyond their own immediate neighbourhood.

He referred to the difficulty in obtaining information from the parties who alone were able to supply it, owing to prejudice or misconception of the objects of an inquiry which they deemed to be inquisitorial. In some cases, he explained, not only had 'gates been barred and dogs unloosed on the approach of the Collectors, but abusive language showered upon them, as the supposed precursors of increased taxation'.

Philosophically he added that 'Time... and proper explanation will remedy this evil', and went on to state that such observations were not peculiar to our rural districts but had been experienced in English counties in 1854 when the opposition encountered required a good deal of persuasion on the part of the Poor Law Inspector and moral courage on the part of officers employed to induce them to persevere in their efforts.

In 1854, as well as details of population, immigration, births, deaths, and marriages, agriculture and manufactories, trade and shipping, Crown land sales, and colonial revenue and expenditure, there were such items as mills, churches, postage, fisheries, vessels built and registered, lunatics, litigation, convictions, and criminals executed, all giving insights into the Victoria of one hundred and thirty years ago.

About half of the 42 foolscap sized pages were devoted to imports and exports with separate tables relating to quantity and value of such commodities as grain, butter and cheese, livestock, hides and leather, and timber. Items which appeared under exports included wool, tallow, bark, gold, salt meat, and oil, which in those days referred to castor, cocoa nut, and olive oil.

In the 1855 edition which totalled 60 pages the emphasis was on agriculture and livestock, with only ten pages on other topics. Campbell's introduction mentioned that the arrangement adopted in past years had been departed from by omission of returns of revenue and expenditure and imports and exports, which, being presented annually to the Legislature by the Treasurer and the Commissioner of Trade and Customs, appeared in their proper places among the printed papers of a session.

He enthused, however, about 'a subject of great national importance – the Agricultural Statistics – the meagre return hitherto presented... [being] replaced by ample details descriptive of the acreage...

crop... produce of the last harvest, and the number of cultivators in the several districts, counties, and parishes...'

It was stressed that every precaution had been taken to secure the accuracy of the information 'arranged by a careful selection of trustworthy collectors' but 'the accuracy of the information itself, must, however, remain a matter of opinion, seeing that it is compiled merely from statements voluntarily made by 4,312 cultivators... throughout the whole colony'. He was bound to add, in contrast with his previous report, that '...whatever doubt may be raised as to the accuracy of their estimates, there can be none whatever as to the general willingness which the collectors have experienced on the part of the cultivators to assist them in enquiries so important to the general interests of the community'. He cited his intention to resume the annual collection of these statistics about the beginning of February, a cycle that has continued ever since.

How much of this stimulus was due to the work of W. H. Archer, the Assistant Registrar-General, is not clear although it is acknowledged that he had an advanced vision of the role of statistics and was an energetic driving force in compiling useful data about the fast growing colony. An example of this is his publication *The Statistical Register of Victoria from the Foundation of the Colony with an Astronomical Calendar for 1855*. Published in 1854, his introduction describes the work as 'a humble attempt to commence a series of registers', but being octavo size and of 447 pages with much textual material, it is more akin to later *Victorian Year Books* in format than *Statistical Registers* which are essentially abstracts with virtually no text.

The claim that in the following year it was increased to foolscap size under the title *Statistics of the Colony of Victoria* seems incorrect as this size and title date from 1852. It has also been implied that Archer's book was the first *Statistical Register*. This publication, however, appears to be a unique volume. In Archer's *Statistical Notes on the progress of Victoria from the foundation of the Colony 1835-60*, p.1, mention is made of the 'Statistical Register of Victoria published in 1853', but he was probably referring to this volume published in 1854. The title *Statistical Register* replaced the title *Statistics of the Colony of Victoria* in 1874, following H. H. Hayter's appointment to the new position of Government Statist, at the same time as launching the *Victorian Year Book*.

In 1856 *Statistics of the Colony of Victoria* totalled 113 foolscap pages and was not accompanied by a report. It did include the 'Civil establishment of Victoria during the year 1856', some 56 pages listing officials including the Governor-in-Chief, Members of Parliament, judges, Public Servants, University of Melbourne staff, Police, Post Office, Customs, and law officers. One entry lists officers of the 'Chinese Protectorate'. The salary of the Registrar-General, Campbell, is shown as £1,000 and of his assistant, Archer, as £700. Expenditure on military defence (the 40th Imperial Regiment and the Royal Navy) is shown, including £5 18s. 8d. for straw for filling palliasses, some £241 for emptying cesspools, and £46 for sweeping chimneys. In this issue imports and exports occupy eight pages and the agriculture general summary two pages.

Subsequent issues made a feature of the Civil establishment section which increased as the size of the publication increased – in 1859, 92 pages out of 276; in 1863, 114 pages out of 470. By 1869 it was called the *Blue Book*, 'comprising a list of the various Governors of the colony from the date of its first settlement, and of the successive parliaments and ministries since the inauguration of responsible government; the members of the executive council and of both houses of parliament... and the foreign consuls'.

The volume had become a repository for fine detail about activities and events in the Colony as they happened: in 1858 there is a résumé of Stockades and Hulks, and a return of local armed forces showing the Victoria Volunteer Artillery Corps, the Geelong Volunteer Rifle Corps, and the Victoria Yeomanry Cavalry with strengths of 180, 80, and 115, respectively. Among expenditure items was some £500 expended on straw for bedding for the military. Later editions gave data about the growing defence effort of an independent colony. The Victorian Navy numbered fifteen vessels in 1885, and military garrisons and volunteers were listed.

By 1863 the *Register* had settled down to eight parts: I Population, II Production, III Accumulation, IV Religious, moral, and intellectual progress, V Litigation, crime, etc., VI Interchange, VII Finance, and VIII Vital statistics, etc. It included a fold-out statistical summary of Victoria from 1836 to 1863 inclusive.

The edition for 1873 included a report of 61 pages by the newly appointed Government Statist, H. H. Hayter, preceding the nine sections (the eight above plus the *Blue Book*). After introducing each, Hayter explained that the Vital statistics part was delayed because of the inability to obtain access to the Birth, Death and Marriage Registers for the last quarter of 1873. His object in writing the report was 'to draw up such an analysis of the contents of the tables embraced in the several parts of the



Statistics as may be of material assistance to persons whose business or inclination may lead them to consult that work'. He also wanted to make the report as complete as possible in itself by quoting from the figures embodied in the tables. As will be seen this report was the embryo of the *Victorian Year Book*.

He concluded with a request to change the system of collecting vital statistics by bringing the registration of births, deaths, and marriages under the Government Statist. 'The evil of having the registers placed under a divided responsibility will... be at once evident'. To support this he argued that the Statist could index deaths and marriages at the same time as tabulating the statistics, thus effecting economy of labour, and earlier availability. This edition also included the introductory report by the Government Statist on friendly societies, 3 pages, plus 69 pages of statistics.

At the end of the volume he included a fold-out sheet and an introductory report presenting a series of tables, embodying information relating 'to the five colonies upon the Australian continent and to Tasmania and New Zealand' derived from a form sent to the Governments of each, a copy of which was appended. Details were shown for twelve items: population; births, deaths, and marriages; immigration and emigration; public revenue and expenditure; public debt; imports and exports; shipping; railways and electric telegraph; Crown lands alienation; and agricultural statistics – land in cultivation; produce of crops; and livestock. It is possible to see in this conception the first attempt to develop a national aggregation of statistics that would ultimately be provided by the *Commonwealth Year Book*, now *Year Book Australia*.

In 1878 Hayter referred to Victoria and New Zealand as the only two colonies in which '...census tables of the Australasian Colonies accord with those of the United Kingdom'. In a footnote to the Register he attributes this to submission of a plan for compiling the census of New Zealand at the request of the Government of that Colony while on leave of absence in 1872. This international outlook was extended during his subsequent career. Fiji had been included in 1876, British New Guinea in 1890, and relevant statistics from foreign countries as he saw fit.

By 1882 the book embraced a 10 year summary of the twelve tables of Australasian statistics. In 1890 this had become 20 tables; by 1895, 33; by 1896, 37 tables covering 58 pages; by 1899, 59 tables in 79 pages, at which time the folding sheet which had grown to unwieldy dimensions had been abandoned in favour of a distribution of the information on several concise pages. The Victorian summary still appeared on a folding sheet.

Among the new items now included in the Australasian section were postal returns, State primary education, wool and gold production, public savings banks, assisted immigration 1857 to 1890, customs revenue, rates of interest on debt, finance of municipalities and other local or corporate bodies, frozen meat exports, breadstuffs imported and exported, butter and cheese imported and exported and produced in factories, coal raised, banks of issue, State advances to farmers, insolvencies, private schools, migration overland by rail, and probate.

One of the nine main parts of the *Register* itself – Religious, moral, and intellectual progress – had become Social condition in 1886. The last volume by Hayter was that for 1892. J.J. Fenton produced the 1893 edition as 'acting Government Statist for and in the absence of the Government Statist'. This continued until 1900, in which edition he is shown as Government Statist. The inclusion of Appendices allowed coverage of special topics: in 1896 the national origins of the people; consumption of stimulants, tobacco, tea, and sugar; and assisted migration.

The 1899 edition was prefaced by Fenton and dated 15 February 1901, and contained the last issue of the Australasian statistics. '...Australian Federation has been consummated, six of the principal colonies have entered the Union under the title of the "Commonwealth of Australia". The term "Australia" therefore now embraces the whole of the five continental colonies, together with the Island of Tasmania, and each federated colony will in future be called a State'. In the 1900 edition, entitled for the last time *Statistical Register of the Colony of Victoria*, he found it necessary to repeat that 'Australia' now referred to the six Federated States of Australia. He still continued to include Fiji and British New Guinea in the Appendices. The 1901 edition was the first entitled *Statistical Register of the State of Victoria*, and although the Australasian statistics are listed in the contents they do not appear in the book. In 1902, the nine parts, including *Blue Book*, were individually paginated.

W. McLean produced the 1903 and 1904 editions, his nine sections including Municipal statistics but no *Blue Book*. E. T. Drake produced issues for 1905, 1906, and 1907 with ten parts, including *Blue Book* and Municipal statistics, and separate fold-out summaries for Victorian statistics and Victorian agriculture. This pattern continued under A. M. Laughton from 1908 to 1912, which included the last fold-out sheets on these topics, the summaries thereafter appearing as normal pages. The 1915 edition, produced after several years of war, included a fold-out sheet with details of the 3rd Military District

1915-16, and the 1916 edition, which was to be the last, when published was a greatly reduced book. From a normal size of about 400 pages throughout the 1860s and 1870s it had grown to almost double that by 1891. There was some diminution in size in the 1890s but it ranged between about 600 and 1,000 pages until 1914, except for the odd small volume. In 1915 it was reduced to 721 pages and in 1916 to 373 pages, appearing without a report or statement explaining the reason for its cessation.

It was curious that in the straitened circumstances of the depressed 1890s the massive volumes had continued to be published annually. Following Hayter's death there had been an unsettled period in the Office of the Government Statist during which Officers at the Assistant Government Statist level, such as Fenton, were at pains to maintain continuity of the *Register* at the expense of other aspects of the work, including the *Year Book*. In the period 1893 to 1902 there had been considerable retrenchment, the last Victorian population census had been conducted in 1901, and the Office had been relocated at new premises at 295 Queen Street, Melbourne, where the Registrar of Births, Deaths and Marriages still remains. In the decade to 1902 only three *Year Books* were produced, those for 1893, 1894, and the consolidated 1895-8 edition.

This attracted attention in the colonial Parliament in 1899 when the Hon. S. Fraser stated that he wished 'to impress on the Government the urgent need for the immediate resumption of its [the *Year-Book's*] publication. . . Other countries took pride in the issue of their *Year-Books*, the statistics in which showed whether the people were making headway or the reverse. Public men had to rely on the *Year-Books* for information which they could not possibly get otherwise without going through all the numerous papers issued by the various public departments. He therefore hoped that the Government would see that in future the *Victorian Year-Book* was issued promptly, and made as complete, at any rate, as the *Year-Book* of 1894. . . it would be highly advantageous to public men and others if the statistics of all Australasia were given in the *Victorian Year-Book* . . .' This last complaint was largely unnecessary, given the existence by then of T. A. Coghlan's *The Seven Colonies of Australasia*; and with Federation, and establishment of the Commonwealth Bureau of Census and Statistics and its *Commonwealth Year Book*, the complaint became redundant for Australia. With the upsurge in Victoria of innumerable statutory authorities the volume of official papers produced continued to expand to proportions that no *Year Book* could hope to digest.

The role of the *Victorian Year Book* would in future be more circumscribed and parochial. In fact, within a few years the very question of the continued existence of such costly and lagged publications as *Registers* and *Year Books* was under consideration in State Parliament. In 1916 there was a debate on the Statist's Office, referred to in the press as the Statist's Department (it was actually part of the Chief Secretary's Department), in which economy was stressed. *The Age* stated on 13 December 1916: 'With rare individual exceptions the Parliament is not keen about the economy business, but "saving for war" is popular enough in the constituencies to demand political prudence. . . The preparation and publication of books and documents are among the great activities of Australian Governments. They produce volumes by the ton. Not one page of each hundred is ever read by anybody. There is not only the cost of compiling, printing and binding. . . librarians and attendants of various kinds are permanently employed at a cost of thousands a year to arrange them in proper order. . . In their unbound state tons of these official publications find their way to the waste paper baskets and tips. Australia, in this way, spends as much for 5,000,000 people as the British Parliament does for an Empire. Victorian reports and statistics are often a year old when they are circulated and are dead while still damp from the press. . . The debate on the Statist's Department, which competes with a Federal department that is doing almost exactly the same work, was a study in "economic reform". The Chief Secretary intimated at once that to cut down the awful waste would be "crippling" . . . The recommendation of his own Government's economy commission that the "Victorian Year Book" be stopped did not influence him at all. Members did not want to be "crippled", whatever might happen to the country. One of them pleaded for the Year Book because when one was travelling in the country he often saw it on the table at an hotel. Whether it were kept to settle bar-room arguments or to make customers feel dry, members were left to conjecture.'

In such an atmosphere in wartime Australia it was the large *Statistical Register* rather than the *Year Book* that was discontinued and it was probably remarkable that the *Year Book* survived. With some validity in the arguments about normal and abnormal delays, the little use made of them, and the duplication of effort, it is somewhat surprising that the estimates were passed (if only with the assistance of the Labor opposition) and paradoxical that no other State saw fit to discontinue its *Register* at this time, but probably because few had *Year Books*.

The Government Statist's Office continued to prepare the manuscript for the *Register* as though it was to be sent for printing, so in the event, the only savings would have been printing costs, which for

the *Blue Book*, for instance, had reduced over the years from £354 for a print run of 1,160 in 1890 to £41 for a print run of 375 in 1916. The faithful recording of the *Register* data continued in Victoria long after the supply of spare 1916 copies to cut and paste was exhausted. Even the *Blue Book* was maintained in manuscript until 1958, when the integration of the statistical services of the Commonwealth and the State finally removed one of the 1916 grievances, although 'duplication of effort' continued with introduction of *Year Books* in those States that had not had one previously.

The once important *Victorian Statistical Register*, which traced its antecedents back to 1836, was at last laid to rest, although other States' *Registers* continued in printed form for a few more years, when they too were abandoned in the face of electronic methods and timely, topical bulletins more appropriate to modern user needs.

## VICTORIAN YEAR BOOK

### Number 1, 1873 to Number 10, 1882-3

The *Victorian Year Book* was the first official *Year Book* produced in Australia. When H. H. Hayter produced the edition dated 1873 the contents were, 'with some slight modifications, identical with those of a Report upon the Statistics of Victoria, 1873', addressed to the Chief Secretary and laid before Parliament. The Government considered it desirable that the information contained in the Report should be distributed more widely in the Colony and in Europe in a pamphlet or book form for reference rather than 'on the large-sized and somewhat formidable looking pages upon which the Parliamentary Papers of this colony are printed'.

Hayter wrote in his Preface: 'With approval, I propose to issue a similar volume each year. I have therefore named the work "THE VICTORIAN YEAR BOOK"'. In the second edition the title acquired a hyphen to make it the YEAR-BOOK until the 1961 edition when it reverted to the original two words. Hayter's hope that it would appear each year was frustrated on twelve occasions. The twelve years when no *Year Book* was produced were in two groups: 1895, 96, 97, 99, 1900, and 1901; and 1954, 55, 56, 57, 59, and 60. For most of its 100 editions it bore a single financial year suffix: from 1896-7 to 1890-91 and 1906-7 to 1951-52, a total of 61 issues, while for the years 1873 to 1875, 1892 to 1894, 1902 to 1905, and 1961 to 1986 it bore a single calendar year suffix, a total of 36 issues.

In three editions it embraced more than one year in its title, 1895-8, 1952-53 and 1953-54, and 1954 to 1958. In 1973, an edition marking its centenary, the normal updated figures were placed in a block after its special articles, and in the 1985 edition were included two years' figures to catch up those omitted from the 1984 edition which was given over to commemorating the 150th anniversary of permanent European settlement in Victoria.

Since 1873 all but 21 issues were produced under the direction of four statisticians: 1873 to 1893, 20 issues by H. H. Hayter; 1908-9 to 1931-32, 24 issues by A. M. Laughton; 1932-33 to 1950-51, 19 issues by O. Gawler; and 1951-52 to 1973, 16 issues by V. H. Arnold.

The formative period during which Hayter developed the annual from the 1873 book of 114 pages to the 1893 edition – 2 volumes of some 1,030 pages in total – embraced the boom of the 1880s and the depression of the 1890s. His first preface had stated that it would be his endeavour 'to record facts with correctness and impartiality; to comment upon them only so far as may be necessary to elucidate them properly; to set up no theories except such as may be fairly deducible from the materials before me; and in drawing inferences, to exercise perfect fairness to all sections of the community'. He hoped that by keeping these points in view he would 'be able to give to the world a series of publications of service to persons of many aims and ends not only in Australia but in the mother-country and elsewhere'. There were for the most part nine chapters: I Blue Book, II Finance, III Population, IV Accumulation, V Interchange, VI Law, crime, etc., VII Religious, moral, and intellectual progress, VIII Production, and IX Vital statistics.

His second edition, dated 1874, included an account of the colony for distribution in the United States of America in connection with the catalogue of exhibits sent by Victoria to the International Exhibition to be held in Philadelphia in 1876 for the US Centennial, to give 'American readers some knowledge of its [Victoria's] position, climate, history, progress, and present condition'. He derived the information on the discovery and early history of the colony 'whenever possible first hand, either from original voyages and travels, from the newspapers of the period, or from official documents,' and geographical data 'from maps, from returns furnished by the Survey Department, or from the results of the Census'.

From the outset, therefore, several principles were enunciated that have been important ideal aims ever since – accuracy, impartiality, some interpretation and analysis, and a vision of presenting the community and its achievements to a world wide audience. Victoria at the time was gold-rich, strongly agricultural, and in the process of developing a manufacturing base. As a separate legislative entity in the 19th century it possessed the features of an independent nation – an army and navy, its own customs houses, and institutions prefixed National, some of which still exist. It was to be expected that it would have a need to measure its growth for government purposes, and a desire to publicise its produce for economic advantage. Yet, Hayter's outlook was surprisingly international in an era when colonies were generally considered dependent on Britain.

The 1874 edition also introduced the concept of arranging the contribution of articles on aspects of community life and utilising statistics from sources other than the Government Statist's Office. He based a chapter on meteorology and climate on records from the National Observatory and included as an Appendix 'a carefully-written description of the Observatory and the instruments it contains... by Mr E. J. White, the Acting Government Astronomer'. The first edition had included a statistical summary on a fold-out sheet which was continued as a feature; and in the 1874 edition was included a chronology, and a map from the Survey Department.

Hayter drew attention to the fact that because of the large amount of extra work which his Office had to perform in this year, in addition to ordinary duties often requiring his closest personal attention, the book would not have appeared without him devoting a large portion of his private time to it. He saw this as 'a consideration of but small moment in view of the benefit which may possibly accrue to the colony from the publication of such a large amount of valuable information as the book contains'. He was gratified that the Victorian Government had decided to print the first two chapters on history and geography as a separate work for use in the State schools.

By the third issue, 1875, he was including figures relating to the other Australasian colonies 'for the purpose of affording means of judging of the progress, condition, resources, and comparative importance of each colony', which appears to indicate that he acknowledged some responsibility, as the first in the field, for presenting Australia and New Zealand to the world, as well as continuing to expand the Victorian coverage. He now featured three folding sheets for the Statistical Summary of Victoria, the Summary of Victorian Agriculture, and Australasian Statistics.

He explained in the next edition that as it gave information relating not only to 1876 but to various periods in 1877 it was styled 1876-7. He stated that for comprehensiveness and accuracy it was essential that the work should each year be rewritten from beginning to end, although hinting at the book's possibly tenuous existence by adding '... if it should be decided to continue the publication, and I can by any means command the time necessary to perform such an amount of labor, I intend to pursue the same practice in future years'. Despite this, many tables were necessarily in the same format as previously. New topics included details of infant mortality, phthisis, wheat-producing countries, breadstuffs, distinct individuals arrested, private schools connected with different religious sects, and costs of maintaining inmates at different charitable institutions.

In 1877-8 a new feature was statistical data relating to other British dominions and foreign countries to show 'the true position attained by this colony as compared with other portions of the civilized globe'. He added Governors of Australasian colonies, area and population of British Dominions and Foreign countries, details about Dominion and Foreign revenue, tax and public debts, marriage rates in European countries, signing with marks in Australasian colonies and in the United Kingdom, comparison of death rates with 21 towns in the UK, infant mortality of Melbourne and 18 English towns, and a host of overseas financial, postal, transport, communication, and crime statistics. Also included was a new edition of the Nosological Index (a key to the classification of causes of death) which was originally compiled under his direction in the Registrar-General's Office.

In succeeding issues he included, as well as much new material, sections on special topics – in 1878-9 and 1879-80 the Customs Tariffs in each Australasian colony, in 1880-81 the education system of the Australasian colonies, in 1881-2 the occupations of the people, statistics of Fiji, and, curiously, a statistical account of the Empire of Japan. He also acknowledged the famous United Kingdom statistician Robert Giffen for tables by the Board of Trade, and other Imperial official and unofficial publications made use of, further acknowledged in 1885-6. Between 1880-1 and 1881-2 the *Blue Book* disappeared and a chapter entitled Defences was included, responding perhaps to community fears.

The 1882-3 edition, marking the 10th year of issue, gave coverage of 1881 population census data, extending a short digest from the previous year, and including the whole of the colonies as a group, uniformity being the culmination of his pressure at Statisticians conferences.

### Number 11, 1883-4 to Number 25, 1904

The next edition, 1883-4, gave descriptive accounts of the public parks and gardens in Melbourne and many country towns, and an 'account of the defences of the colony, showing the steps taken under the new system introduced by Colonel [F. T.] Sargood'. A special Appendix gave the Constitution of all the Australian colonies except New South Wales, which appeared the following year, 1884-5, together with an updated history of Victoria (aimed at the 'Colonial and Indian Exhibition to be held in London in 1886'), and a revision of the article on Australasian land systems which had appeared in 1879-80.

In 1885-6 was an account of the Central Board of Health of Victoria, and statements on the demand for and prospect of labour in different districts of the colony (which seems strangely familiar a century later) supplied by municipal authorities. The importance of the British connection was evident in 1886-7: 'The adoption in England of a new system of classifying the causes of death has rendered necessary the introduction of a similar system here'. It contained an update of the Nosological Index. Also a map indicated something of the extent of the boom of the 1880s showing 'the various railways existing, in progress, and authorized but not commenced'. As in the *Statistical Register*, the section entitled Religious, moral, and intellectual progress became simply Social condition at this time.

By 1887-8 the delay in publication of the *Victorian Year-Book* necessitated dividing it into three volumes issued separately, which Hayter explained in an uncharacteristic 10-line preface. The next five editions consisted of two volumes each, issued separately and produced by a private printer, Sands and McDougall Ltd, instead of the Victorian Government Printer. The date reverted to a single year in the 1892 and 1893 editions. That for 1893 was to be Hayter's last. Among special topics in this period were a complete description of the electoral system, the education systems of the Australasian colonies, the Mildura irrigation settlement, the Chinese in Australia, and water supply to the Mallee district. In 1889-90, Part 1 became Constitution and government, making ten sections instead of nine. From this edition until 1893 there were no prefaces and this probably coincided with Hayter's private crisis, when the combination of work on the *Register, Year Book*, and the 1891 population census, as well as director of a building society, and his personal financial difficulties, became acutely burdensome for a man of seventy.

The 1894 edition returned to a one volume format, and a preface over the name James J. Fenton, Assistant Government Statist, recorded Hayter's death on 23 March 1895, aged 74, during the course of publication, after more than twenty years' unbroken connexion with the *Victorian Year Book*. This was followed by a pen portrait of the man, acknowledging his work, his having been chosen as a member of one British and two foreign Orders, and his election as Honorary Fellow or member of sixteen British, colonial, and foreign societies or institutions.

The 1894 edition had been published in five sections: I Constitution and Government; II Finance and Vital statistics; III Interchange and Accumulation; IV Production and Defences; V Law, Crime, and Social Condition, the first two prior to, and the last three after, Hayter's death. 'Owing to this event and the changes consequent thereon, retrenchment, and the preparation of special returns called for by Government, the publication of the work has been much delayed.' Efforts had been made to condense the information, but new material included the declining value, but increasing volume, of export trade arising from the fall in prices, shown by means of index numbers; statistics on currency; some facts relating to the financial crisis (although life insurance business was restricted to Victorian instead of Australian business); the estimated number of selectors; prospects for establishing a sugar beet industry in Victoria; cotton production and consumption of the world; fruit imported into the United Kingdom; agricultural exports of the United States; gold raised in South Africa; and bonuses offered by the Victorian Department of Agriculture, altogether a strange blend of topics in a time of restraint.

It was more than five years before the next issue appeared, dated 1895-8. The preface explained that soon after publication of the previous issue the Victorian Government directed the attention of the department to several tasks extraneous to its routine work and the staff, already weakened by the retirement or death of several of its old experienced officers and suffering from the effects of retrenchment which retarded the filling of vacancies, was unable to continue the annual publication of the *Year Book* '... although fairly keeping pace with the demand for the greater volume of information, compiled on improved methods, in the *Statistical Register*... It was only by dint of great exertion by all concerned – aided by a small supernumerary staff – that the present volume, covering the period 1894-8, has at length been completed. The next issue is intended to cover the period 1899-1900 and subsequently every effort will be made to resume the annual publication of the work'. Fenton's hope was not realised, as the next issue was dated 1902.

The extraneous work referred to included compilation of tables for the proposed imposition of land and income taxes, the conversion and consolidation of the Public Debt, the commutation of pensions, computation of interest tables for loans to farmers and others, the preparation of voluminous returns in connection with the Federation question, and attendance at related conferences, as well as elaborate series of tables for Royal Commissions and Boards. Also, the book needed minute revision to incorporate five years' data and bring many figures down to 1899. It was a book of 1,132 pages with 185 pages of appendices.

'The difficulties of reviewing the facts and figures of the period were, moreover, greatly intensified by the extraordinary political activity which has recently prevailed in the colony ...' Legislation had related to retrenchment, direct taxation, factory unemployment, bonuses to industries, and the opening of markets abroad, particularly for the butter industry, and other matters relating to loans, trusts, and old-age pensions. For the first time preceded by a complete table of contents as well as including an index, it featured a résumé of the Federal movement, a comparison of Australia with other Federations, and a consideration of financial interests involved, an account of the income tax imposed in 1895, the profit to be derived from Australian silver coinage, the flotation of joint-stock companies, and how far the probate returns could be relied on as a measure of the diffusion of wealth. There were also some results bearing on the fertility of married women, some new statistics of illegitimacy and ante-marital concubinage, reports on 'Unemployment' and 'Habitual Drunkards' and a special article 'showing a Decrease of Crime in Victoria in spite of the introduction of the system of secular education'. An appendix showed the complete tariffs of the Australasian colonies which was thought to 'probably become of historical value, seeing that the separate Tariffs of six of the colonies, since federated, will soon be replaced by one uniform Tariff for the whole of Australia, including Tasmania'.

Following a complaint in the Parliament in 1899 about the *Year Book's* delay, the edition of 1902 was a slim volume, departing from ten numbered sections by omitting Defences, now a Federal matter. It was obvious that the role and purpose of the *Year Book* had drifted from its original intention, and in a State context rather than Colonial, had undergone a rigorous restructuring to reflect State interests on a timely basis. It was prefaced by W. McLean to show that it dealt principally with Victorian matters relating to the year 1902 but attempted to link the tables back to the previous *Year Book*. It included a special report from the Government Astronomer on meteorological conditions of the State, and another on steps taken to preserve livestock in the 'phenomenally dry season of 1902' which was the culmination of seven years of drought. Other articles dealt with establishment of an entomological and ornithological branch of the Department of Agriculture, and diseases of stock. 'Owing to the limited time available for the preparation of the work, and to meet the wish of the Government that the expense of its production should be as low as possible, only those matters which are of first importance have been dealt with. Future issues will be annual; will be published at a much earlier date; and will deal with matters which have unavoidably been omitted from this issue.' This promise was kept for about the next fifty years, until the strains of the Second World War again disrupted continuity.

In the 1903 edition McLean noted that 'statistics are not of much practical use in every-day affairs unless they are up to date, and published as early as possible after the close of the latest period to which they refer'. This was aided by disseminating the information in parts. He included articles on the reformed Constitution of Victoria, the University of Melbourne, State school education, public libraries, charities and cognate matters, and population estimated according to a method agreed at the Conference of Statisticians. An analysis of the decline in the birthrate in 1903 showed that it was mainly due to natural causes accompanied by a low death rate, and he claimed that in Australia and New Zealand the rates of infant mortality were the lowest in the world.

The customs return based on a new classification adopted for all States was compiled by the Government Statistician of New South Wales. It revealed that, consequent upon the establishment of interstate free trade, Melbourne was regaining its distributive role, and imports of Victorian products to the other States had shown a remarkable increase. The recovery in Victorian banking was also indicated, British investors were realising the value of 'Colonial' stocks, and the capital values of rateable properties were increasing. However, an estimate of the drink bill for the Commonwealth showed that people spent £14m annually on spirits, wine, and beer.

The 25th issue was dated 1904 and the anniversary went unnoticed, except that it included brief details of the history of the early discovery and settlement of the Australian continent, a chapter on the Physical geography, geology and fauna of Victoria, and another on the Flora of Victoria by, oddly, the

Chancellor of the Austro-Hungarian Consulate. There was a new tenth section on Municipal statistics, and a report on the Junior Cadet System, but it was regretted that suitable arrangements had not yet been completed with the central government for the tabulation and publication of trade statistics of the State. An innovation was the circulation of 3,000 copies of the Production part to leading agriculturists, pastoralists, manufacturers, and others interested in the producing industries of the State, to 'secure from them intelligent and liberal assistance in the future work of collection'.

#### Number 26, 1905 to Number 50, 1929-30

The 1905 edition was produced by E. T. Drake who was appointed in January 1906 and referred to McLean's retirement at the end of the previous year after more than 40 years in the Public Service of Victoria. Drake maintained the ten basic sections, but reverted to the financial year in the title from 1906-7, which continued until 1961. Also from 1906-7 the section on Australasian statistics was omitted, it having been decided at the Conference of Statisticians in December 1906 that it should be left to the Commonwealth Statistician. In the 1907-8 edition Drake included an appendix on 'Financial Relations of the Commonwealth and States'. He was appointed to the position of Secretary of the Department of Public Works and his place was taken by A.M. Laughton who held the position of Government Statist until February 1934, during which time he produced 24 editions of the *Year Book*. In October 1908 an Act amalgamated the position of Government Statist and Actuary for Friendly Societies.

Laughton's term embraced the First World War and the Great Depression but despite these crises the *Year Book* maintained its regular annual appearance, its presentation still retaining the ten basic sections. His first preface in 1908-9 expressed an endeavour 'to present, in a readable and concise form, such information as will give a clear idea of the present condition of the State, and of its activities and potentialities'. He included an article on Flora; and new features included comparative population increases in Melbourne and the State, 1851-1908; amounts of deceased estates; decline of the birth rate; interstate trade since Federation; and government intentions in regard to the sugar-beet industry. There were maps on geography, agricultural production, and rainfall. In 1909-10 he gave details of steps taken by the Government to encourage migration.

A concise outline of his philosophy for the *Year Book* was presented in the 1910-11 edition, together with some idea of the audience aimed at: 'The main object of the work is to show the progress made by the State during the year under review, and with this end comparisons are instituted with former years and with other States and countries. An endeavour is made to present such information as will enable investigators to ascertain the results of past legislation, and as will assist legislators, publicists, and others in forming an opinion as to the most suitable methods to be adopted in the future in developing the natural resources of the State, and promoting the social welfare of the people'.

A population census had been held on 2 April 1911, the first by the Commonwealth, and some results were included. Also, he gave a list of outstanding events in Victorian history to 1900, a description of the new naval and military defence schemes, State and Federal land tax, crime details for 40 years, educational standards, and the religions of prisoners. The Commonwealth had discontinued keeping records of goods passing between States since September 1910, and it was no longer possible to give the total imports and exports by State.

The decade that embraced the First World War was a time of surprising regularity in publication of the *Year Book*, highlighted mainly by the debate that saw the discontinuance of the *Statistical Register* after 1916. With its policy of reflecting the previous year in the State as early as possible, a fairly predictable pattern emerged, leavened by each year's features: in 1911-12, mileages of roads in Victoria, and the annual cost of their maintenance – a recognition of the growth of motor transport; the numerical strength of various religious denominations for 50 years; the average height and weight of school children of various ages; and the section on friendly societies which was rewritten and enlarged; in 1912-13, weekly rentals; mortality rates; public hospitals; the steps taken to inaugurate the Commonwealth Fleet Unit; the duties of the new Country Roads Board; occupied land in thirty size groups; and average chest and cranial measurements of children of various ages; and in 1913-14, the names of Federal and State Members of Parliament; the *Workers Compensation Act* 1914; and closer settlement, especially of migrants.

In 1914-15, amounts paid to various patriotic funds since the outbreak of war were given and, strangely, in view of marauding enemy raiders, the section on the Port of Melbourne was rewritten and enlarged. An epitome was given on the wartime self-denial Intoxicating Liquor Temporary Restriction Act which provided for hotels being opened at a later, and closed at an earlier, hour than



formerly. The other main features related principally to matters connected with, or having an intimate bearing on, the war. The 1915-16 edition referred to the large wheat harvest following an almost total failure the previous year and the Commonwealth-State arrangements for marketing of grain were shown. Despite the war having affected individual industries adversely the net result was that values of output for 1915 showed an increase. In 1916-17 the manufacturing statistics related to financial years rather than calendar years as formerly. Special articles included 'The History of Victoria' by Professor Ernest Scott, and others on Physical geography and Geology of Victoria, the Fauna of Victoria, and Agriculture and livestock in Victoria.

Following the debate in Parliament in which the Government Statist's Office was attacked as uneconomic and *Year Books* and *Registers* as wasteful, Laughton's preface to the 1917-18 edition stated, 'There is a considerable reduction in the size of the volume as compared with that for the previous year, this being rendered advisable by reason of the necessity for economy in the use of paper'. Particulars in regard to the Commonwealth were omitted as well as tables relating to other States and countries. Other information was given in abridged form or reference made to the last volume in which it appeared. By 1918-19 statistics included death rates from influenza and some of the special features of the epidemic of 1919, and in 1919-20 there was reference to new developments in matters affecting public welfare.

In the twenties the *Year Book* continued in similar fashion. Details of the 1921 population census appeared and the main provisions of Acts were included: *Rating and Unimproved Values Act 1922*, *Hospital and Charities Act 1922*, *University Act 1923*. In 1923-24 births and deaths were allotted to the usual residence of the mother or deceased, respectively. In 1924-25 an appendix gave the number of employees and the amounts paid in salaries and wages by the State Government, Federal Government in the State of Victoria, and certain corporate bodies and institutions. In 1925-26 co-operative societies were extended to include trading companies, and results were included of a census of fruit trees. In 1926-27, following resolutions at recent Conferences of Statisticians, the methods for fixing registration fees for motor vehicles were set out. Statistics of grain production were analysed to show the number of acres producing specified yields per acre. The 1927-28 edition, produced after the onset of the Depression, gave Retail Price Indexes for Melbourne and 5 principal towns in Victoria, 1911-28; variations in the cost of living; and interstate trade in 12 leading commodities. The average number of employees in a large number of industries was given to show fluctuations in factory employment. A rare inclusion for the times was a graphical presentation of birth, death, and marriage rates since 1860, while the 1928-29 edition extended traffic accidents to dissect metropolitan and the rest of the State separately.

The decade finished with the 50th edition, 1929-30, which, although noted in the preface, was scarcely celebrated. It featured particulars of the taxation imposed for the purpose of relieving distress due to unemployment, the extent of unemployment in the State, and the steps taken for its relief. Due to the need for economy the *Year Book* was reduced from 712 to 507 pages. 'The information eliminated has usually been of a kind which it is possible to obtain elsewhere ...' In referring to the fiftieth issue reference was made to Hayter's objects of analysing the contents of detailed tables in the *Statistical Register*, and making the analysis sufficiently complete for readers unable or disinclined to deal with the bulky tabular material in that register. Laughton observed that the second object soon overshadowed the first so that most readers would find it unnecessary to consult the *Statistical Register*, implying that its abolition would not have disadvantaged them. Also, the advent of the *Commonwealth Year Book* had rendered it unnecessary to maintain publication of information relating to other States except where required for interpretation of Victorian statistics. He repeated Hayter's endeavour 'to record facts with correctness and impartiality ...' and claimed that 'these principles have been adhered to by each of his successors'.

#### Number 51, 1930-31 to Number 75, 1961

The editions of the depressed 1930s are remarkable mainly for their maintenance of continuity and incorporation of new material as in the 1920s, but also for a systematic attempt to present a series of articles on aspects of Victoria's environment and natural history by well qualified outside contributors. There had been occasional articles on such topics previously but in the ten editions 1931-32 to 1940-41 the following topics appeared; Fauna and Flora; Mammals; Birds; Reptiles and Amphibians; Fishes; Freshwater Crayfish and Yabbies; Ants; Bees and Wasps; Butterflies; and Termites. Whether the inclusion of such topics was justified in a time of diminished public finances, or whether they correctly belonged in a statistical publication more than some other topics, are arguable matters, but perhaps it was an attempt to give the book some market appeal.

The 1930-31 edition had been further reduced in size to 472 pages and featured area and yields of wheat for the eight statistical districts of the State, metropolitan prices for leading agricultural products, and a monthly index of employment in Victorian factories illustrated by a graph. The 1931-32 edition gave operations in the building industry, 1927-32, also illustrated by a graph.

The 1932-33 edition was the first by O. Gawler, who paid a tribute to Laughton's continuous period of 25 years as editor of the *Year Book* and stated that he had further enhanced the world wide reputation of the *Year Book* as a complete and reliable work of reference in regard to information relating to the condition and development of Victoria. He repeated the objects, as stated by Laughton, unaltered during the whole decade, although in 1933-34 introducing to the title page the Victorian Coat of Arms in place of the Imperial lion and unicorn, which in one form or another had been used since the first edition.

Apart from the series of articles on natural history, features of issues continued to reflect the previous year's developments: in 1932-33 the *Transport Regulation Acts* 1932 and 1933, population census 1933, the poultry census and sheep flocks in 1933; in 1933-34 sheep breeds and dairy herds; in 1934-35 waterworks trusts; in 1935-36 sheep grazing and dairying carried out in conjunction with wheat-growing, and factory statistics by municipalities; in 1936-37, a map showing rail and air lines in Victoria, and tables on migration by air, more comprehensive traffic accident statistics, and machinery on rural holdings; in 1937-38 information about the Office of the Agent-General, public reserves in each municipality, housing and slum reclamation, special hospitals, national insurance, cremation, oil search, tin production, bulk wheat handling, and cultivation of beet sugar.

In 1938-39 there was a new communications map; an enlarged map of Victorian agriculture, dairying, and pastoral industries; and an extended section relating to forests. In 1939-40 Gawler stated that 'some limit is placed upon the manner of presentation of statistics in the *Year-Book* by the desire to preserve comparability with former issues. If changes are made, due regard is paid to this feature, which is preserved, as far as practicable, or discarded only because a new form of presentation possesses merits which outweigh the advantage of comparability'. He included a more comprehensive table showing livestock in statistical districts and counties, ewes mated for the 1940 season, and an article on the Constitutional history of Victoria. The outbreak of the Second World War had affected certain data. 'The publication in this volume of some information has been restricted by censorship. In particular, statistics of trade... do not appear.'

For the remainder of Gawler's term of office the war was to cause such disruption that it was remarkable that continuity was maintained. Deducting the cover date from the date of preface there is an increasing lag throughout the 1940s and 1950s. From a pre-war lag of about a year it stretched out to 28 months for the 1944-45 edition (published October 1947) and to 37 months for the 1950-51 edition (published July 1954), which was Gawler's last. In 1940-41 he explained that 'Difficulties associated with war conditions have prevented the preparation and publication of Part "Population"... Delays in obtaining essential materials, pressure of work and a depleted staff have caused this volume to appear later than usual'. In 1941-42 he stated: 'many factors have contributed to the late appearance of this volume. At various stages of collection and compilation, statistical work has necessarily been deferred for special wartime tasks of greater urgency. Suppliers of information, including Government Departments, Companies, firms and individuals all experience staff difficulties. Pressure of other work in this office has fallen on a depleted staff. It is felt that the delay in publication will be understood'.

Nevertheless, in the 1940-41 edition he had expanded Laughton's objects of the *Year Book* to add the following objects of his own '... to provide essential data for economists, sociologists and students generally in their researches; to furnish producers with facts and figures relating to their own and allied industries, and to inform the public on matters associated with the life and industry of the people in general and of Victoria in particular'. Although the war prevented much innovation the high standards of previous years were maintained. In the 1945-46 edition he stated 'The War and Post-War conditions which have been responsible for the lateness in publication of the *Year Book*, and which have been referred to in previous issues, have not yet been entirely overcome. Some amelioration in the staffing position, however, and the willing co-operation notwithstanding many difficulties, of the Government Printer, have resulted in this volume appearing approximately six months after the sixty-fifth [the previous] issue'.

When V. H. Arnold became Government Statist on Gawler's retirement in 1954, he stated in the 1951-52 edition: 'In order to overcome the delays which have occurred in the publication of

*Year-Books* in previous years, it is my intention to incorporate the next two issues into one publication – *Victorian Year-Book*, 1952-53, and 1953-54. The Hon. the Chief Secretary has also authorised the publication of a *Pocket Year-Book* for Victoria. It is hoped that this book which will contain up-to-date figures will serve as a handy reference and supplement information appearing in the complete *Year-Book*. Some other States and the Commonwealth had had *Pocket Year Books* or *Compendiums* for many years.

By the time the combined edition appeared the Government Statist's Office had become integrated with the Commonwealth Bureau of Census and Statistics. Arnold's name was shown on the title page as Deputy Commonwealth Statistician and Government Statist for Victoria, and the book was published by the Bureau's Victorian Office. The dozen or so State Officers who had produced the demographic, agriculture, manufacturing, finance, and social statistics manually or with antiquated equipment became part of an organisation soon to number 4-500 staff and enjoying liberal funding. In a new preface Arnold made reference to 'The unavoidable delay in publishing this *Year-Book* [which] will be met by including in the next volume statistics covering the years 1954-58 with special emphasis on those of the latter period. Any information which may, as a result of this, be necessarily curtailed will be available on request from my Office'. He went on to assure readers that, following integration, the collection of statistics for Victoria would be undertaken by the Commonwealth Statistician, and that the *Year Book* would continue to record in detail the progress of the State.

When the 1954 to 1958 edition appeared Arnold explained that the composite publication condensing four years into one volume made the omission of some material unavoidable but that certain principles had been followed consistently in deciding what tables were to be retained – those that recorded activity consecutively over a number of years would continue; those referring to a specific year would be in greater detail; and some considered to have had excessive local detail would be summarised – to highlight trends and present a clear overall picture of activities in the State. This technique helped retrieve the backlog and allow time for the vastly increased staff and resources of the integrated statistical services to develop a new *Year Book* with larger page size and more modern appearance, to be issued in 1961 as the 75th edition.

It was a fitting volume to commemorate the milestone – a handsome book bound in grey fabric embossed with metallic pink to accommodate the State floral emblem – the pink heath – instead of the then current green and gold cover. It had 733 pages, included photographs, a coloured frontispiece, and a large font size, the design being the work of the lecturer in typography at the Royal Melbourne Institute of Technology and his fellowship students. A new full-time editor, H. L. Speagle, and his staff, prepared ten parts: History and Environment; Government and Administration; Demography; Social Conditions; Local Government; Wages, Employment, and Prices; Primary Production; Manufacturing Industry; Finance; and Trade, Transport, and Communications. Three maps illustrated Geological Features, Statistical Divisions, and Chief Physiographic Divisions of Victoria.

In his preface Arnold said that 'the seventy-fifth volume... marks the appearance of the first of the new series of *Year Books*... the date shown in the title will from now on refer to the year of publication. Over recent years Victoria has expanded and altered so rapidly that it has been felt the contents of the *Year Book* should be re-examined in the light of changing circumstances. This has involved revision of the scope of the statistical information as well as the descriptive articles whose purpose it is to set the tables in a wider context. This has now been done and the extent of the Bureau's indebtedness to various experts and institutions in furnishing articles and other assistance will be apparent from the list of acknowledgments. From now on the *Year Book* will be published annually... it is intended to publish... new special articles supplemented by photographs and maps... most tables from the previous *Year Books* are continued and comparability preserved'. Unfortunately, however, the Historical Statistics section was discontinued.

#### Number 76, 1962 to Number 100, 1986

The feature article in the 75th edition was the History of Victoria based on Professor (Sir) Ernest Scott's in the 1916-17 edition. It was the first in a series of articles dealing with aspects of the State that appeared in subsequent editions until 1985 (except 1973 and 1984). The others dealt with Land flora; Mammals; Soils; Palaeontology; Birds; Fish; Molluscs; Insects; Minerals; Amphibians and reptiles; Forests; Meteorology; National parks; Victoria at the time of settlement; the Victorian environment; Victoria's forests and man; Transport in the Victorian environment; the Great Dividing Range in Victoria; Grazing in the Victorian environment; Water; Agriculture and acclimatisation of plants; and Prehistoric archaeology in Victoria. Each had been contributed by an expert or experts in the field.

Each year new features were introduced, in 1961 a list of statistical publications, and in 1963 a select bibliography of books published in the previous year. In 1964 Arnold wrote 'Growth and change continue in the community and the Year Book's aim is to depict major phases of activity and to outline the significant trends which have become apparent... continuity – especially of statistical information – must be preserved... At the same time, new developments necessitate new articles and the revision of older ones... some earlier articles often have to be omitted for a few years, eventually to be brought back into the text (in a revised form) at a later date'. This re-cycling of articles was systematised in a section giving reference to articles and maps since 1961 only.

The 1966 edition was the first edition to express values in decimal currency, and the practice of '... "rounding" without adjustment of components to add to totals ...' was introduced. In 1967, with the advent of computer tabulation Arnold stated that '... it is necessary to preserve continuity – especially of statistical information... supplemented by appropriate descriptive text, graphs, maps, and photographs... the specialist reader will frequently need to refer to other publications issued by this Office... frequently expanded... incorporating the steadily increasing amount of statistical information... Because of the time required for various phases of editing and printing the Year Book, later information on a particular topic is often available on mimeographed publications'.

The 1968 edition had a pocket map inside the back cover, the first issue to do so. Also it introduced a select bibliography of books about Victoria, distinct from those published in the previous year. In 1969 it was stated that 'In view of the national importance of the discoveries of natural gas and oil, a special tabular history of drilling is included...'. This was repeated in 1970 which was the first edition to include coloured pictures other than the frontispiece. The 1971 edition was slightly larger, adopting the B5 standard international paper size, and had been redesigned by N. Quaintance, who continued his association as consultant until 1986. It also contained an account of the integrated economic censuses conducted by the Bureau. The 1972 edition included census maps showing statistical divisions and local government areas.

In 1973, the *Year Book* celebrated its centenary and a special edition was produced to commemorate this, although because of discontinuity it was volume Number 87. Its 1,261 pages included 757 pages of specially prepared historical articles set out in five parts: Demographic development, Rural and urban development, Economic development, Social and political development, and Scientific and technological development. There were 310 pages of updated statistics, and 104 pages of appendices, including a series of Historical statistics. Set in 10 on 11 point Times Roman, bound in Royal Blue cloth with a red spine panel, embossed in gold, with endpapers, dust-jacket, and ribbon marker, it was a most impressive presentation. Its detailed contents and selection of coloured and black and white photographs, many of historical significance, made it a valuable encyclopaedia of Victoria.

The preface said that 'the centenary edition... traces major environmental, social, economic, and technological factors which have affected the State... put into historical perspective by covering the main developments that have occurred since settlement... This treatment... led... to separation of statistical tables from text and hence the book is published in two segments'. The decision to produce a special edition had been made in 1965 and the task of arranging and editing the more than 200 contributions took H. L. Speagle and his staff eight years.

With Arnold's resignation in 1974, the next five editions were produced by N. Bowden as Deputy Commonwealth Statistician. Those for 1974, 1975, and 1976 continued the grey cover but had blue dust-jackets. Since 1977 the cloth cover has been blue with gold embossing, without dust-jacket. Endpapers had become standard, but from 1976 the type size became smaller to 9 on 10 point Times Roman with smaller margins, to accommodate the increasing textual content of the book, which underwent a virtual rewriting from 1975 to 1977.

Following the reversion to the usual ten parts in 1974 which took up 'the on-going task... to record current changes in Victoria and to give a faithful, comprehensive, and objective picture of life in the State today... describing the important social, political, and economic activities in the community', the 1975 edition adopted a 28 chapter format, the first being the feature article, then Geography; Climate; Constitution and parliament; Government administration; Local government; Population; Vital statistics; Industrial conditions; Employment; Housing, building, and construction; Energy and mining; Forestry; Fisheries; Rural industry; Manufacturing; Internal trade; External trade; Public finance; Private finance; Prices; Transport; Communications; Education; Health and medical research; Social welfare; Justice and the administration of law; and The Arts, libraries, and media. In 1976 a chapter on Water resources brought the total to 29.

The 1977 edition marked Her Majesty the Queen's Silver Jubilee and included a selection of

appropriate photographs. It drew attention to the stresses Victoria was experiencing by '...the incorporation of new subject matter reflecting the marked changes apparent everywhere... the economic circumstances in which the community finds itself are so much at variance with what obtained a decade or so ago'. This was reinforced in 1978: '... circumstances of life are now changing in many directions... the task of the Year Book remains very much the same as it has been in the past... to present an accurate, comprehensive, and balanced account of Victoria as a whole... The present economic difficulties have drawn attention to the need for conserving resources and in this edition the number of pages has been slightly reduced...' It was printed on Imitation Bible printing paper.

Among new features of the issues from 1974 to 1978 were gradual conversion to metric measures, a summary of the Australian Standard Industrial Classification in 1975, and the inclusion of an annual summary of the State Budget. There was also the commencement of a new approach to the environmental chapters in 1976 which had been '...discussed... with Sir Keith Hancock, K.B.E., as long ago as 1970... [it being] decided to devote each article... to a major topic with regional emphasis wherever appropriate'. In 1977 three new types of illustrations were used: paintings showing the Insignia of Victoria, water colours of Victorian flowers, and line drawings in the text. There was a special treatment of the chapter on Health and medical research and the adoption of select bibliographies at the end of each chapter. In 1978 topical features included articles on arbitration and wage fixation, married women in the labour force, changes in the direction of tertiary education, and social welfare changes in community benefits.

On Bowden's retirement due to ill health W. P. McLennan, as Deputy Commonwealth Statistician, produced the 1979 edition, which was the first to be set by computer typesetting. It retained the 29 chapter format and had special sections on the changing patterns in employment and unemployment, a study of the Household Expenditure Survey, and some results of the population census of 1976. McLennan was promoted to a position in Canberra within a year and I. M. Cowie became Deputy Commonwealth Statistician, producing the next three editions, before his death in 1982.

In 1980 he stated that 'Times of great change... demand that developments and trends of more recent times be clearly recorded... the *Year Book* seeks to fulfil its function as a reference work whose coverage is wide, treatment broad, and presentation comprehensive rather than detailed'. He returned to the theme in 1982, when he acknowledged the impact of technology in the information revolution: 'It is not possible for *Year Books* because of their complexity to contain the latest statistics available at the time of publication, and thus the statistical tables... give the latest facts available at the time of preparation. More detailed, and in many cases more up-to-date, statistics... are available in other ABS publications'. Aspects of the State covered during this period included in 1980, the Office of Ombudsman, and Geelong; in 1981, the Victorian Government Printer, Bendigo, housing, retailing, brewing, and the laws of succession; and in 1982 industrial relations, credit facilities, Legacy, Third Party Liability, and the Victoria Police.

Erle Bourke became Deputy Commonwealth Statistician in 1982 and produced the editions for 1983 to date. The 1983 *Year Book* included data on Freedom of Information legislation, building technology, the Royal Agricultural Society, the Survey of the Handicapped, and the National Companies and Securities Commission. The 1984 edition was a special one, commemorating Victoria's 150th Anniversary of permanent European settlement, which, like that of 1973, had taken H. L. Speagle and his staff eight years to prepare, arranging specially contributed articles. (Curiously the editions of 1884 and 1934 had not paid special attention to Victoria's jubilee or centenary.) It included 30 chapters, replacing standard chapters with historical articles covering the period 1834 to the end of the Second World War. The book concentrated on the fifty years from 1934 as it was believed that there was a desire on the part of the young for greater coverage of recent history. Sir John Dillon, C.M.G. was the Chief Consultant and the volume included many historical photographs, a section on historical statistics, an historical bibliography, and other features. Unfortunately Mr Speagle's ill health caused his retirement in 1983 before completion of the work, although among the special articles his study of the Governors of Victoria, together with Sir John's companion study of the Premiers of the period, was outstanding. The book was typeset from word processor disk prepared within the Office, an indication of rapidly changing technology in book production. Under a new policy it was the first since early in the century to be printed by private contractor. The Victorian Government donated a copy of the book to every educational institution in the State.

Because of the enormous task in bringing this project to fruition the usual update of annual statistics was held over, so that the 1985 edition was a double volume with 30 chapters including new chapters on Regions, heritage, and planning; and Tourism, sport, and recreation. Among its features were all colour photographs except for one historical picture, and articles on colleges of advanced education,

Melbourne's sesquicentenary, the Royal District Nursing Service, the inaugural Australia Games, and *The Sun Aria*. This 1986 edition completes a set of 100 *Victorian Year Books* that collectively provide a most comprehensive assemblage of facts and figures about Victoria's demographic, economic, and social history.

#### CONCLUSION

The official statistical publications of Victoria reflect the expanding role of the central statistical agency. Manuscript compilations were superseded by printed *Statistical Registers*, and the *Victorian Year Book* grew out of the *Registers*. The evolution was in part a result of 19th century statisticians like Archer and Hayter assuming, as part of their responsibilities, the role of Colonial historian.

From being the sole output providing comment on the statistics of the Colony, the *Year Book* has become one source in an array of media produced for an information-oriented society. This change in dissemination practices has been brought about by the shift in emphasis from historical recording to economic and social management which the computer has facilitated.

Currently ABS Victoria produces more than fifty individual titles at monthly, quarterly, annual, and irregular intervals in such major categories as demographic, social, finance, prices, employment, agriculture, manufacturing, retail, building, and transport statistics.

Certain changes are evident in the approach to presenting statistics during recent years. The almost concurrent expansion of tertiary education and the development of information technology has led to a more statistically literate population. Statistical techniques, such as seasonal adjustment, constant prices, index numbers, and sampling, are better understood and this often permits presentation in graphical and diagrammatic form, in many cases computer generated with speed and accuracy.

For much of the 150 years of censuses, *Registers*, and *Year Books* considered, there was continuity in responsibility and supporting staff. Campbell had Archer as his assistant and Archer had Hayter, whose assistants were Fenton and others. Laughton gave frequent credit to J. B. Hourigan and J. S. Macdermott as Assistant Government Statists for their help in editing the *Year Book*. With the frequent changes since integration of the statistical services in 1958 officers occupying the position of Assistant Deputy Commonwealth Statistician have been numerous, but notable among them were F. W. Sayer, R. O. Spencer, and J. F. Clark.

H. H. Hayter, C.M.G. and H. L. Speagle, O.A.M. were honoured for their contributions, the former as the originator of the *Victorian Year Book* who saw it firmly established in its first two decades, and the latter who set a high standard for such publications during the quarter century of his editorship. For the multitude of voluntary contributors and dedicated unnamed staff across the years the rows of monumental books are their memorial.

Although *Statistical Registers* have been discontinued, the first to go being Victoria's in 1916, and bound volumes of the *Census of Population and Housing* last appeared for 1971, the *Victorian Year Book* has continued to serve an invaluable role in reflecting changing society and governments. It is more than the sum of its authors and contributors, but makes a statement about the people of Victoria.