

Chapter 10

LABOUR, PRICES AND WAGES

EMPLOYMENT

Historical

Although employment statistics are accepted today as a vital economic indicator, Tasmanian records for the first ninety years give no dissection of the population such that the total number of wage and salary earners can be accurately ascertained. From December, 1841, successive Population Censuses had recorded the "rank, profession or occupation" of the community but had failed to make such elementary distinctions as those between "employer", "employee" and "unemployed".

The first Census to provide the necessary analysis was that of 1891, the categories being closely analogous to those currently employed, as the following comparison will show:

Comparison of Occupational Classifications, 1891 and 1961

Census 1891		Census 1961 Classification
Classification	Persons	
(1) Employer	5,538	(1) Employer
(2) Engaged on own account	9,492	(2) Self-employed
(3) Wage earner	37,996	(3) Employee
(4) Relative assisting	5,943	(4) Helper
(5) Unemployed	1,746	(5) Not at work (a)
(6) Dependants	85,952	(6) Not in work force
State Total	146,667	..

(a) "Not at work" is a wider concept than "unemployed" and includes those on strike, changing jobs, temporarily laid off, &c.

In the above table, the first four categories of the two classifications are similar in concept except that a helper need not be a "relative". The fifth and sixth categories are not a perfect match but refer basically to the same segments of the community. So, from 1891 and from successive Population Censuses, it is possible to ascertain the total number of wage and salary earners ("employees") at widely separate points in time.

The Census of 1891 also correctly identified the work force which was defined as employers, those engaged on their own account, relatives assisting, wage-earners and the unemployed; the total of these five categories was given the title "breadwinners". Considerable confusion exists today due to a tendency to use the term "work force" as though it refers exclusively to wage-earners and often employment statistics appear in the press under the incorrect heading "Work Force". In terms of the 1891 classification, no such confusion can exist, since it is immediately obvious that "breadwinners" are not simply those who work for others but include also employers, the self-employed, and the unemployed.

Work Force and Employment

It is essential to distinguish between "work force" and "employees" since employment statistics in this section relate mainly to wage and salary earners. The following table shows the composition of the work force at all Censuses since 1901:

Elements of Work Force from Census of 1901

Census Year	Employer	Self-Employed	Employee	Helper not Receiving Wage or Salary	"Not at Work" (a)	Total in Work Force	Total Population
1901—Males ..	6,213	9,100	36,063	4,098	1,810	57,284	89,624
Females	462	2,434	10,229	2,071	356	15,552	82,851
Persons	6,675	11,534	46,292	6,169	2,166	72,836	172,475
1911—Males ..	8,477	6,742	40,555	3,916	1,492	61,182	97,591
Females	642	1,249	10,715	411	326	13,343	93,620
Persons	9,119	7,991	51,270	4,327	1,818	74,525	191,211
1921—Males ..	4,445	13,309	42,763	1,875	3,606	65,998	107,743
Females	347	1,593	11,484	67	510	14,001	106,037
Persons	4,792	14,902	54,247	1,942	4,116	79,999	213,780
1933—Males ..	7,277	11,887	38,084	1,752	10,226	69,226	115,097
Females	798	1,423	13,082	116	1,442	16,861	112,502
Persons	8,075	13,310	51,166	1,868	11,668	86,087	227,599
1947—Males ..	6,718	12,522	58,097	997	1,867	80,201	129,244
Females	659	1,198	17,693	86	481	20,117	127,834
Persons	7,377	13,720	75,790	1,083	2,348	100,318	257,078
1954—Males ..	6,886	12,616	72,481	778	1,215	93,976	157,129
Females	788	1,329	21,590	246	279	24,232	151,623
Persons	7,674	13,945	94,071	1,024	1,494	118,208	308,752
1961—Males ..	7,108	11,619	78,863	505	3,194	101,289	177,628
Females	1,113	1,572	25,853	194	896	29,628	172,712
Persons	8,221	13,191	104,716	699	4,090	130,917	350,340

(a) Includes those who stated they were usually engaged in work, but were not actively seeking a job at the time of the Census by reason of sickness, accident, &c., or because they were on strike, changing jobs, temporarily laid off, &c. It also includes persons able and willing to work but unable to secure employment, as well as casual and seasonal workers not actively engaged in a job at the time of a Census.

The term "Not at Work" was first used in the Census of 30th June, 1947, so the comparison with pre-1947 data in the above table is approximate only. The associated definitional problems are discussed in a later section dealing with "Unemployment".

Married Women in Work Force

A post-war trend has been the increase of married women in the work force. The next table gives data from the Censuses of 1933 to 1961 inclusive and examines the trend on two bases:

- (i) married women in the work force as a proportion of all females in the work force, and
- (ii) married women in the work force as a proportion of all married women.

Married Women in Work Force, 1933 to 1961

Census, 30th June	Married Women (a)			Females In Work Force	Married Women in Work Force as Proportion of—	
	In Work Force	Not In Work Force	Total		Total Females In Work Force	Total Married Women
	No.	No.	No.	No.	Percent	Percent
1933 (b) ..	1,753	41,090	42,843	16,861	10.40	4.09
1947 (c) ..	2,560	52,896	55,456	20,117	12.73	4.62
1954 (c) ..	7,004	60,822	67,826	24,232	28.90	10.33
1961 (c) ..	11,337	64,816	76,153	29,628	38.26	14.89

(a) No distribution has been made of the numbers of women whose conjugal condition was not stated for Censuses 1933 to 1954.

(b) "Married woman" includes "married but permanently separated".

(c) "Married woman" excludes "married but permanently separated".

The following couplets, "In Work Force" followed by "Not In Work Force", show the conjugal condition of all females at 30th June, 1961: never married, 15,243 and 66,342; married, 11,337 and 64,816; married but permanently separated, 938 and 1,142; widowed, 1,480 and 10,266; divorced, 630 and 518; total, 29,628 and 143,084.

Of the 66,342 females "never married" and "not in work force", 57,447 were under 15 years of age.

Monthly Estimates of Employment

The following table gives some early details of Tasmanian wage and salary earners in employment, the basis of estimation being pay-roll tax returns, Government employment returns and the various administrative investigations:

Wage and Salary Earners in Employment
(Excluding Employees in Rural Industry, Private Domestic Service and
Defence Forces)
(^{'000})

Year and Month	Males	Females	Persons
1933—June (a)	29.0	9.1	38.1
1939—July	37.4	11.6	49.0
1941—July	38.6	15.2	53.8
1943—June	36.9	16.7	53.6
1945—June	39.5	16.7	56.2

(a) From Census of Population, June 1933.

Monthly estimates of total employment are a comparatively new development in Australian statistics. In Year Book No. 32 (1939), the Commonwealth Statistician quotes no monthly figure for total Australian employment although reference is made to figures available for Tasmania, N.S.W. and Queensland. The pre-war Tasmanian monthly employment series was compiled by the Bureau from the State wages tax returns of private employers in respect of their employees and from returns of Commonwealth, State and Local Government employment (a State wages tax had been imposed as from 1934-35 to

help meet the depression emergency). Use was made of a wider concept of employment than is embodied in current series and therefore any comparisons based on these pre-war figures would be misleading.

The likelihood of a war involving Australia, and later the actual outbreak of hostilities, gave rise to Federal administrative investigations into national manpower (the National Register, July 1939; the Civilian Register, June 1943; the Occupational Survey, June 1945). Federal pay-roll tax was imposed as from July, 1941, and just as the pre-war Tasmanian wages tax returns had formed the basis for a State employment series, so this new fiscal requirement was used to produce estimates of employment for all States and for Australia as a whole.

Pay-roll tax returns cover only a small proportion of wage earners on rural holdings and practically no private domestic servants; accordingly, these classes of workers were excluded entirely from the estimates.

Current Series of Employment Statistics

In this chapter, it is intended to show employment details as from June, 1954. The series from this date is based on comprehensive data (referred to as "benchmarks") derived from the Population Censuses of June, 1954 and June, 1961. Figures for periods between and subsequent to the two benchmark points of time are estimates obtained from three main sources, namely: (a) current pay-roll tax returns; (b) current returns from Government bodies; (c) some other direct current records of employment (e.g. for hospitals). Data from these sources have been supplemented by estimates of the change in the number of wage and salary earners not covered by the foregoing collections. (The series for the period prior to 30th June, 1954, used, as a benchmark, the Population Census of 30th June, 1947.)

The benchmark figures are derived from particulars recorded for individuals on population census schedules, whereas the estimated monthly figures are derived mainly from reports supplied by employers, relating to enterprises or establishments. These two sources differ, in some cases, in scope and in reporting of industry; however, the industry dissection of the benchmark total has been adjusted, as nearly as may be, to an enterprise or establishment reporting basis. The industry classification used throughout the series is that of the Population Census of June, 1961.

Pay-roll tax returns are lodged at present by all employers paying more than \$400 a week in wages (other than certain Commonwealth Government bodies, religious and benevolent institutions, public hospitals and other similar organisations specifically exempted under the *Pay-roll Tax Assessment Act 1941-1962*). At 30th June, 1954, this Act required employers paying wages of more than \$160 a week to lodge returns. The exemption limit was raised to \$240 a week from 1st September, 1954, and to the present level of \$400 a week as from 1st September, 1957.

As previously explained, employees in rural industry and in private domestic service are not included in the estimates because of the inadequacy of current data. The terms "Employment", "Number Employed", "Employees" and "Wage Earners" used throughout are synonymous with, and relate to, "Wage and Salary Earners" on pay-rolls or in employment in the latter part of each month, as distinct from numbers of employees actually working on a specific date. They include some persons working part-time.

Figures for current months are subject to revision. As they become available, particulars of employment obtained from other Bureau collections, such as the annual factory census and the censuses and sample surveys of retail

establishments, are used to check and, where necessary, to revise estimates in relevant sections. When the results of the Population Census of 30th June, 1966 become available, it will be possible, with 1961 and 1966 benchmarks, to revise the complete series for the inter-censal period, if this should seem desirable.

The following table gives estimated totals for employees in Tasmania at June and December of each year since June, 1954:

Wage and Salary Earners in Civilian Employment, June and December
(Excluding Employees in Rural Industry, Private Domestic Service and Defence Forces)
(^{'000})

Year	June			December		
	Males	Females	Persons	Males	Females	Persons
1954	64.8	20.2	85.0	66.4	20.2	86.6
1955	66.7	20.9	87.6	67.0	21.6	88.6
1956	67.6	22.4	90.0	68.6	22.1	90.7
1957	68.2	22.2	90.4	69.1	22.3	91.4
1958	69.5	22.9	92.4	70.0	22.7	92.7
1959	70.4	23.2	93.6	71.8	23.7	95.5
1960	72.6	24.5	97.1	74.1	25.1	99.2
1961	73.2	24.9	98.1	73.6	24.8	98.4
1962	73.6	25.5	99.1	75.0	25.4	100.4
1963	74.9	25.5	100.4	76.9	26.7	103.6
1964	77.5	27.0	104.5	78.0	27.6	105.7
1965	78.5	27.8	106.3	80.4	29.2	109.6

Note—Figures rounded to nearest 100 without adjustment to add to totals.

The detailed study of employment trends requires examination of monthly figures, so the next table has been compiled to show totals of employees for each month from January, 1963:

Wage and Salary Earners in Civilian Employment, Monthly Estimates
(Excluding Employees in Rural Industry, Private Domestic Service and Defence Forces)
(^{'000})

Month	Males			Females			Persons		
	1963	1964	1965	1963	1964	1965	1963	1964	1965
January ..	75.4	77.1	78.1	25.4	26.5	27.3	100.8	103.6	105.5
February ..	75.4	77.8	78.7	25.8	26.9	27.7	101.2	104.6	106.5
March ..	75.1	78.0	79.1	25.9	27.4	28.3	101.0	105.4	107.5
April ..	75.3	77.8	79.3	25.9	27.4	28.3	101.2	105.3	107.7
May ..	75.6	77.8	79.3	25.7	27.1	28.3	101.3	104.9	107.6
June ..	74.9	77.5	78.5	25.5	27.0	27.8	100.4	104.5	106.3
July ..	74.9	77.0	78.4	25.3	26.8	27.8	100.2	103.9	106.2
August ..	75.0	76.4	77.9	25.4	26.7	27.9	100.4	103.1	105.8
September ..	75.2	76.7	78.2	25.5	26.7	27.9	100.7	103.5	106.1
October ..	75.1	76.8	78.4	25.8	26.7	28.1	100.9	103.5	106.5
November ..	75.8	77.1	79.3	26.0	26.9	28.4	101.8	104.0	107.7
December ..	76.9	78.0	80.4	26.7	27.6	29.2	103.6	105.7	109.6

Note—Figures rounded to nearest 100 without adjustment to add to totals.

Civilian Employees of Government Bodies

In Tasmania, as in other Australian States, a relatively high proportion of wage and salary earners is employed by government bodies operating at four levels: Commonwealth, State, Local and Semi-Government (with the complication that semi-government authorities may have been created by either the Commonwealth or the State). For the purposes of these statistics, govern-

ment employees include persons working on government services such as railways, tramways, banks, post offices, power and light, air transport, education (including universities), broadcasting, television, police, public works, government factories, departmental hospitals and institutions, &c., as well as those engaged in administrative services.

In comparing the levels of employment in the government and private sectors, account should be taken of the fact that, in Tasmania and other Australian States, there are many business undertakings under government control and ownership. Thus the government employment figures include not just administrative personnel but also bus drivers, air pilots, postmen, train drivers, engineers, construction workers, architects, carpenters, printers and others in a variety of non-clerical occupations. Also, employment figures in the private sector do not include workers in rural industry and private domestic service.

The following table shows the number of government employees at June, 1965 according to the level of government:

Civilian Employees of Government Bodies, June, 1965
(^{'000})

Particulars	Level of Government—			Total
	Commonwealth Government (a)	State Government (a)	Local Government	
Males	4.8	17.5	2.1	24.4
Females	1.3	4.7	0.2	6.2
Persons	6.2	22.2	2.3	30.7

Note—Figures rounded to nearest 100 without adjustment to add to totals.

(a) Includes semi-government bodies.

The next table shows the number of government employees from June, 1954 at annual intervals and also the number of wage and salary earners working for private employers:

Total Civilian Employees of Private Employers and Government Bodies (a)
(^{'000})

June	Males Employed By		Females Employed By		Persons Employed By	
	Private Employers	Govt. Bodies	Private Employers	Govt. Bodies	Private Employers	Govt. Bodies
1954	44.5	20.3	15.9	4.3	60.4	24.6
1955	45.3	21.4	16.4	4.5	61.7	25.9
1956	47.2	20.4	17.6	4.8	64.8	25.2
1957	47.4	20.8	17.3	4.9	64.7	25.7
1958	47.4	22.1	17.8	5.1	65.2	27.2
1959	48.1	22.3	18.0	5.2	66.1	27.5
1960	50.3	22.3	19.1	5.4	69.4	27.7
1961	51.3	21.9	19.4	5.5	70.7	27.4
1962	51.2	22.4	20.0	5.5	71.2	27.9
1963	51.7	23.2	19.6	5.9	71.3	29.1
1964	53.6	23.9	21.0	6.0	74.6	29.9
1965	54.1	24.4	21.5	6.2	75.6	30.7

Note—Figures have been rounded to nearest 100 without adjustment to add to totals.

(a) Excludes from (i) Private Sector: employees in rural industry and private domestic service, and from (ii) Government Sector: State and local government employees engaged in rural industry or in private homes as employees of government emergency housekeeper services; excludes also defence forces.

Industrial Classification of Employees

In the following table, wage and salary earners in civilian employment at 30th June, 1965 are classified according to industry:

Wage and Salary Earners in Civilian Employment: Industry Groups and Sub-Groups, June, 1965

(Excluding Employees in Rural Industry, Private Domestic Service, and Defence Forces)
(’000)

Industry Group and Sub-Group	Males	Females	Persons
Forestry, Fishing and Trapping	1.1	..	1.1
Mining and Quarrying	3.1	0.1	3.2
Manufacturing	24.4	5.7	30.1
Electricity, Gas, Water and Sanitary Services	3.4	0.2	3.7
Building and Construction	10.1	0.2	10.3
Transport and Storage—			
Road Transport and Storage	2.2	0.2	2.4
Shipping and Stevedoring	2.4	0.1	2.4
Rail and Air Transport	1.6	0.1	1.7
Total	6.2	0.4	6.6
Communication	3.0	0.8	3.8
Finance and Property—			
Banking	1.2	0.7	1.9
Other	1.4	1.0	2.4
Total	2.6	1.6	4.2
Commerce—			
Retail Trade	7.1	5.3	12.4
Wholesale and Other Commerce	5.7	0.8	6.5
Total	12.7	6.1	18.8
Public Authority Activities (n.e.i.)	4.3	1.3	5.6
Other Industries—			
Health, Hospitals, &c.	1.2	4.1	5.3
Education	2.4	3.6	6.0
Amusement, Hotels, Personal Service, &c.	1.9	2.6	4.5
Other (a)	2.1	1.1	3.2
Total	7.6	11.3	18.9
Grand Total	78.5	27.8	106.3

Note—Figures have been rounded to the nearest 100 without adjustment to add to totals.

(a) Comprises Law, Order and Public Safety; Religion and Social Welfare; Other Community and Business Services.

The analysis of wage and salary earners by industry groups clearly indicates “manufacturing” as the predominant activity. Unfortunately, employees in rural industry are excluded from the series so it is not possible to compare employment in primary, secondary and tertiary industries on the basis of the data appearing in the table. (“Employment on Rural Holdings” is described in Chapter 6 but the seasonal character of this work makes it difficult to estimate the level of rural employment in any given month.) Attention is drawn to the relatively minor level of employment in “Public Authority Activities (n.e.i.)”; the civilian employees of government bodies shown in a previous table have been classified according to their appropriate industry group (e.g. transport, communication, health, education, &c.) and only those not included in a specified group appear in this item. Attention is also called to the relatively high level of employment in tertiary industry.

The next table specifies the main industrial groups and shows the industrial classification of civilian employees at annual intervals since June, 1958:

Wage and Salary Earners in Civilian Employment: Main Industry Groups from June, 1958
(Excluding Employees in Rural Industry, Private Domestic Service and Defence Forces)
(’000)

June	Mining and Quarrying	Manufacturing (a)	Building and Construction	Transport, Storage and Communication	Retail Trade	Wholesale Trade, &c; Finance, Property	Public Authority (n.e.i.); Community Services, &c. (b)	Amusement, Hotels, Personal Service, &c.
MALES								
1958	3.3	22.0	9.6	9.4	5.6	6.6	7.5	1.7
1959	3.2	22.2	9.8	9.3	5.7	6.7	7.9	1.8
1960	3.3	22.9	9.9	9.5	6.0	7.2	8.2	1.8
1961	3.4	22.5	9.8	9.5	6.3	7.5	8.3	1.9
1962	3.3	23.0	9.6	9.3	6.2	7.7	8.6	1.8
1963	3.2	23.5	9.9	9.1	6.5	7.7	9.2	1.8
1964	3.1	24.1	10.1	9.3	6.8	8.3	9.5	1.9
1965	3.1	24.4	10.1	9.2	7.1	8.3	10.0	1.9
FEMALES								
1958	0.1	5.2	0.1	1.2	4.4	1.8	7.8	2.2
1959	0.1	5.1	0.1	1.2	4.6	1.8	8.0	2.2
1960	0.1	5.4	0.1	1.1	4.8	2.0	8.4	2.4
1961	0.1	5.2	0.1	1.2	5.0	2.1	8.7	2.3
1962	0.1	5.6	0.1	1.1	5.0	2.2	8.9	2.2
1963	0.1	5.2	0.1	1.1	5.0	2.2	9.3	2.2
1964	0.1	5.8	0.2	1.1	5.2	2.3	9.6	2.5
1965	0.1	5.7	0.2	1.2	5.3	2.4	10.0	2.6
PERSONS								
1958	3.4	27.2	9.7	10.6	10.0	8.4	15.3	3.9
1959	3.3	27.3	9.9	10.5	10.3	8.5	15.9	4.0
1960	3.4	28.3	10.0	10.6	10.8	9.2	16.6	4.2
1961	3.5	27.7	9.9	10.7	11.3	9.6	17.0	4.2
1962	3.4	28.6	9.7	10.4	11.2	9.9	17.5	4.0
1963	3.3	28.7	10.1	10.2	11.5	9.9	18.5	4.0
1964	3.2	29.9	10.3	10.4	12.0	10.6	19.1	4.4
1965	3.2	30.1	10.3	10.4	12.4	10.7	20.0	4.5

Note—Figures have been rounded to nearest 100 without adjustment to add to totals.

(a) Includes employees engaged in selling and distribution, &c. as well as those occupied directly in manufacturing activities.

(b) Includes Law and Order, Religion and Social Welfare, Health Services, Education and Other Community and Business Services.

UNEMPLOYMENT

Historical

The total of persons “unemployed” has been recorded by the Bureau of Census and Statistics at the dates of successive Population Censuses. The measurement of unemployment is complicated by definitional problems since

persons normally in the work force, but not having a job at the time of a census, may be in this position for reasons other than those associated with scarcity of employment. The following table records data from the Censuses of 1921 and 1933:

Work Force and Unemployment, Censuses of 1921 and 1933

Particulars	Census, 4th April, 1921			Census, 30th June, 1933		
	Males	Females	Persons	Males	Females	Persons
Work Force (a) ..	65,998	14,001	79,999	69,226	16,861	86,087
"Unemployed" ..	3,606	510	4,116	10,226	1,442	(b) 11,668
"Unemployed" as Percentage of Work Force ..	5.5	3.6	5.1	14.8	8.6	13.6

(a) Comprises employers, self-employed, employees, helpers and unemployed.

(b) Excludes 4,944 persons (4,193 males) employed part-time, including those on sustenance or relief work. Such persons were classified as employees.

Those describing themselves as unemployed were further invited to state the cause. The result from the Census of 1933 is quoted below:

Causes of Unemployment, Census of 30th June, 1933

Cause of Unemployment	Number			Proportion of Total (Per cent)		
	Males	Females	Persons	Males	Females	Persons
Scarcity of Employment	8,883	1,002	9,885	86.9	69.5	84.7
All Other Causes (a)	1,343	440	1,783	13.1	30.5	15.3
Total ..	10,226	1,442	11,668	100.0	100.0	100.0

(a) Includes sickness, accident, industrial dispute, voluntarily idle and cause not stated.

From the 1947 Census onwards, the enquiry was broadened to include all persons (usually engaged in industry, business, trade, profession or service) who were out of a job and "not at work" at the time of the census for whatever reason, including reasons not normally associated with unemployment.

"Not at Work"

In the next table, a summary is made of data from the Censuses of 1947, 1954 and 1961, the principal comparison being the respective levels of the work force and of those classified "not at work".

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

The term "Not at Work" does not apply to those who have a job but happen to be absent from it at Census date due to sickness or leave.

Work Force and Persons "Not at Work"
Censuses of 1947, 1954 and 1961

30th June	Work Force (a)	Persons "Not at Work"	
		Number	Proportion of Work Force (Percent)
1947—Males . . .	80,201	1,867	2.3
Females . . .	20,117	481	2.4
Persons . . .	100,318	2,348	2.3
1954—Males . . .	93,976	1,215	1.3
Females . . .	24,232	279	1.2
Persons . . .	118,208	1,494	1.3
1961—Males . . .	101,289	3,194	3.2
Females . . .	29,628	896	3.0
Persons . . .	130,917	4,090	3.1

(a) Comprises employers, self-employed, employees, helpers and those "not at work".

Other Measures of Unemployment

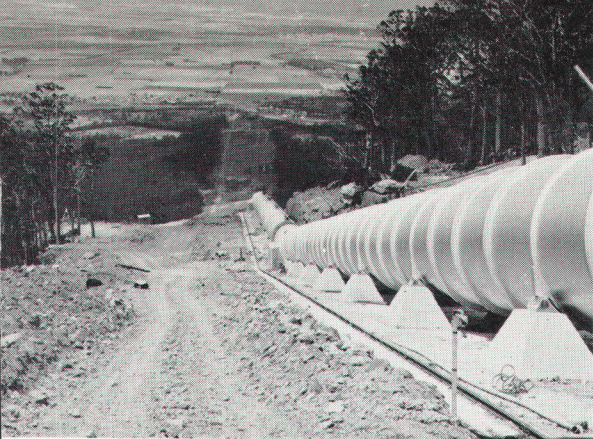
Trade Union Reports: From 1913 onwards, the Commonwealth Statistician collected returns at quarterly intervals from Australian trade unions, the main items of information being the membership of each union and the number of members known by the Secretary to be unemployed. (Some unions kept unemployment registers.) The resulting union unemployment series was regarded of value at the time by virtue of the indication it gave of the relative intensity of unemployment from time to time and was taken as a rough index of the percentage of all workers unemployed at any time. The post-war development of the Commonwealth Employment Service opened up the possibility of obtaining information on a much broader basis.

Registrations With Commonwealth Employment Service

The Commonwealth Employment Service (C.E.S.) was established by Federal legislation under Section 47 of the *Re-establishment and Employment Act* 1945, and under the *Social Services Legislation Declaratory Act* 1947. The principal function of this Service is to provide facilities in relation to employment for the benefit of persons seeking to change or obtain employment, or seeking to engage labour, and to provide facilities to assist in bringing about and maintaining a high and stable level of employment throughout the Commonwealth.

The C.E.S. functions within the Employment Division of the Department of Labour and National Service on a decentralised basis. The Central Office is in Melbourne and there is a Regional Office in Hobart with District Employment Offices in Hobart, Launceston, Devonport and Burnie, and agencies at Smithton and Huonville.

The C.E.S. also has responsibility in the administration of the unemployment benefits provided under the *Social Services Act* 1947-1966. All applicants for benefits must register at a District Employment Office or agency of the C.E.S. which is responsible for certifying whether or not suitable employment



*Pipe-line from Great Lake
(head of water for power
generation—2,730 ft). Part
of Poatina scheme.
(Dept. of Film Production)*

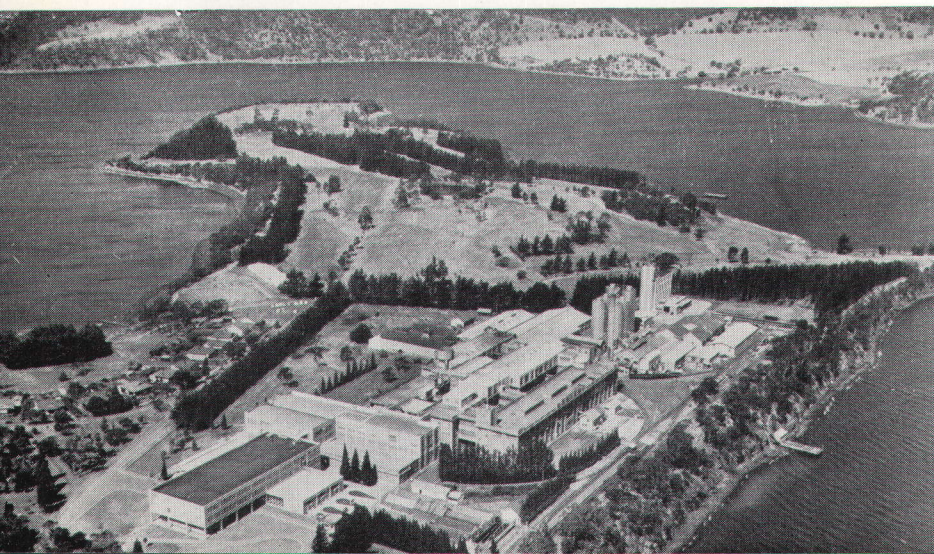
*Rainbow trout landed from Huon River.
(The Mercury)*



*Preparing crayfish for export.
(The Mercury)*



*Chocolate and confectionery plant of Cadbury-Fry-Pascall Ltd. at Claremont on the Derwent.
(Dept. of Industrial Development)*



can be offered them. Claims for unemployment benefits are passed to the Department of Social Services for payment; country residents remote from an office or agency can make their original claim by mail.

The establishment of the Commonwealth Employment Service created two new methods of measuring fluctuations in unemployment; these measures are:

- (1) number of persons registered for employment with the Commonwealth Employment Service at the end of each month; and
- (2) number of persons receiving unemployment benefit from the Department of Social Services at the end of each month.

"Registered for Employment"

In the following table, the persons shown are those who claimed, when registering with the Commonwealth Employment Service, *that they were not employed* and who were recorded on the last Friday in the month as *unplaced*. The count includes those referred to employers and those who may have obtained employment without notifying the C.E.S.; persons receiving unemployment benefit are included.

**Persons Registered for Employment With Commonwealth Employment Service
At June and December of Each Year from 1947 (a)**

Year	On Register, June (a)			On Register, December (a)		
	Males	Females	Persons	Males	Females	Persons
1947 .. ..	..	..	..	155	19	174
1948	172	32	204	132	26	158
1949	227	49	276	156	40	196
1950	158	50	208	144	33	177
1951	117	52	169	127	55	182
1952	514	129	643	554	116	670
1953	680	132	812	389	189	578
1954	438	117	555	304	245	549
1955	402	158	560	244	165	409
1956	359	194	553	494	391	885
1957	1,197	388	1,585	1,134	506	1,640
1958	1,568	663	2,231	1,086	589	1,675
1959	1,373	736	2,109	1,108	726	1,834
1960	1,389	815	2,204	1,581	1,371	2,952
1961	2,328	885	3,213	3,136	2,150	5,286
1962	2,476	1,133	3,609	2,956	2,356	5,312
1963	2,112	1,315	3,427	2,713	2,210	4,923
1964	1,812	1,156	2,968	1,860	1,598	3,458
1965	1,260	975	2,235	1,426	1,350	2,776

(a) Recorded as unplaced on the last Friday in the month.

In interpreting the very low level of registrations in the early period of the table, account should be taken of the fact that registration is a voluntary act and that the facilities of a newly established government employment service may have required some years to become widely known and used. Thus, in the earlier years, an increase in registrations does not necessarily coincide with an actual increase in the number of unemployed and may, in some cases at least, merely indicate a wider acceptance by the public of the facilities offered by the Commonwealth Employment Service.

The table that follows has been compiled to show the number registered for employment at the end of each month. The monthly figures are subject to pronounced seasonal influences, the most obvious being the effect of school-leavers on registration in December and January.

**Persons Registered for Employment With Commonwealth Employment Service
At End of Each Month**

Month (a)—	1963			1964			1965		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
January ..	2,927	2,156	5,083	2,558	2,115	4,673	1,724	1,507	3,231
February ..	2,484	1,886	4,370	1,908	1,573	3,481	1,317	1,260	2,577
March ..	1,515	1,196	2,711	1,286	1,259	2,545	724	970	1,694
April ..	1,618	1,256	2,874	1,334	1,068	2,402	791	919	1,710
May ..	1,833	1,244	3,077	1,484	1,058	2,542	995	986	1,981
June ..	2,112	1,315	3,427	1,812	1,156	2,968	1,260	975	2,235
July ..	2,232	1,547	3,779	2,194	1,249	3,443	1,248	960	2,208
August ..	2,127	1,399	3,526	1,980	1,167	3,147	1,046	886	1,932
September ..	2,191	1,272	3,463	1,819	1,145	2,964	965	859	1,824
October ..	1,822	1,202	3,024	1,541	1,085	2,626	862	875	1,737
November ..	1,617	1,130	2,747	1,280	1,056	2,336	686	789	1,475
December ..	2,713	2,210	4,923	1,860	1,598	3,458	1,426	1,350	2,776

(a) At Friday nearest last day of month.

Persons Receiving Unemployment Benefit

It is possible for a person to register as unemployed but make no claim for unemployment benefit. On the other hand, a person claiming unemployment benefit is required to register for employment. The next table gives details of persons receiving unemployment benefit each month from 1958:

Monthly Number of Persons Receiving Unemployment Benefit (a) From 1958

Month (a)	1958	1959	1960	1961	1962	1963	1964	1965
January ..	434	411	397	291	1,385	1,186	1,191	876
February ..	326	454	371	323	1,225	1,093	1,159	828
March ..	243	398	286	366	913	964	885	542
April ..	296	446	352	689	1,093	1,106	907	538
May ..	459	497	424	998	1,199	1,272	1,171	728
June ..	639	670	500	1,336	1,778	1,777	1,399	926
July ..	712	798	587	1,814	1,937	1,995	1,702	937
August ..	891	932	590	2,023	2,018	1,948	1,732	813
September ..	849	816	596	2,182	1,827	1,939	1,595	763
October ..	789	714	452	1,673	1,588	1,669	1,395	557
November ..	635	600	367	1,575	1,580	1,447	1,115	484
December ..	580	546	319	1,398	1,432	1,173	1,060	465

(a) Number on benefit at last Saturday of month. Source, Department of Social Services.

The number of males and females in receipt of unemployment benefit is shown for June of each year from 1958 onward:

Persons Receiving Unemployment Benefit (a) At June.

Particulars	1958	1959	1960	1961	1962	1963	1964	1965
Males ..	525	502	371	1,060	1,343	1,123	905	517
Females ..	114	168	129	276	435	654	494	409
Persons ..	639	670	500	1,336	1,778	1,777	1,399	926

(a) Number on benefit at last Saturday of June in each year. Source, Department of Social Services.

Comparison of Unemployment Data

The following table shows those classified as "Not at Work" at the Censuses of 1954 and 1961, according to reason together with the corresponding measures of unemployment available from the Commonwealth Employment Service and the Department of Social Services:

Persons "Not at Work" According to Reason, Persons Registered for Employment and Persons Receiving Unemployment Benefit, 1954 and 1961

Particulars	June, 1954			June, 1961		
	Males	Females	Persons	Males	Females	Persons
CENSUS OF 30TH JUNE						
Unable to Secure Employment ..	329	74	403	2,085	507	2,592
Temporarily Laid Off ..	159	26	185	376	81	457
Illness	355	89	444	398	156	554
Accident	58	6	64	106	10	116
Industrial Dispute ..	33	..	33	4	1	5
Other (a)	281	84	365	225	141	366
Total "Not at Work" ..	1,215	279	1,494	3,194	896	4,090
DEPARTMENT OF LABOUR AND NATIONAL SERVICE (b)						
Registered for Employment (b) ..	438	117	555	2,328	885	3,213
DEPARTMENT OF SOCIAL SERVICES (c)						
Receiving Unemployment Benefit (c)	96	13	109	1,060	276	1,336

(a) Mainly persons resting between jobs or changing jobs.

(b) At Friday nearest last day of June.

(c) At last Saturday of June.

The following couplets (male followed by female) analyse "Not at Work" at the Census of 30th June, 1947: unable to secure employment, 434 and 67; temporarily laid off, 427 and 73; illness, 412 and 115; accident, 67 and 5; industrial dispute, 8 and 0; other, 519 and 221; total, 1,867 and 481. The comparison with other sources of data on unemployment is not given since the Commonwealth Employment Service was just commencing to operate.

INDUSTRIAL LEGISLATION AND CONDITIONS

Apprenticeship

Legislation: The *Apprentices Act* 1942 is described as "An Act to encourage, regulate and control the employment and training of apprentices in certain trades", the relevant trades being those to which the Act is proclaimed to apply.

Apprenticeship Commission: The Apprenticeship Commission is a statutory authority constituted under, and responsible for, the administration of the Act; its authority is extended by powers derived from awards of the Commonwealth Conciliation and Arbitration Commission. The Apprenticeship Commission consists of two trades union representatives, two representatives of

employers' organisations and a President, who meet at regular monthly intervals to deal with matters of major importance affecting apprentices. Routine matters are dealt with by the Commission's staff in Hobart.

Duties of Commission: Apprenticeship trades are proclaimed on the recommendation of the Commission which is empowered to: (i) inquire into the conditions obtaining in any trade to determine whether an employer has adequate trade knowledge and facilities for the training of apprentices, and to determine the number of apprentices that may be employed; (ii) to exercise a general supervision over the theoretical and practical training of apprentices to ensure that the terms of apprenticeship contracts are observed. The discharge of these administrative responsibilities has been facilitated by the appointment of supervisors who visit employing establishments and technical colleges to obtain the required information. The supervisors also act as advisers on apprenticeship matters to apprentices and employers, conduct "on the spot" investigations into complaints by either, and refer unresolved problems to the Commission for determination.

Apprenticeships: No apprenticeship may commence without the prior consent of the Commission; having been approved and commenced, no apprenticeship may proceed beyond an initial probationary period of service without indentures (contract of service) having been signed by the contracting parties and the documents registered by the Commission. Once the indentures are registered, the apprenticeship may not be assigned, suspended or terminated without the authority of the Commission. It is required that all differences between the parties arising from the indentures, and any question as to the rights, duties or liabilities of the employer or the apprentice, shall be determined by the Commission.

Annual Reports: Employers are required to report annually concerning the progress of apprentices. Technical Colleges submit similar terminal reports; all unsatisfactory reports are investigated and appropriate measures taken.

Bursaries: To encourage and assist apprentices to become better tradesmen, four bursaries are awarded annually to outstanding apprentices, two of which are of \$300 each and two \$150 each. Additionally a bursary of \$450 contributed in equal proportions by employers' organisations, trades unions and the Commission, is awarded to "The Apprentice of the Year". The bursaries enable the successful apprentice to secure wider trade experience in the service of another employer either in Tasmania or in another State, all necessary arrangements being made by the Commission after the winners have made known their wishes. Time so occupied by bursary winners is accounted part of the apprenticeship term.

Numbers of Apprentices: Approximately 120 trades have been proclaimed as apprenticeship trades in Tasmania. As at 30th June, 1965, 2,952 apprentices were employed, 791 of whom were registered during 1964-65; 548 apprenticeships were completed during the same period. (In addition, 444 youths were listed as probationers at 30th June, 1965.)

Policy: The administrative policy of the Commission is to encourage, regulate and control the employment of apprentices. This three-fold purpose is stimulated by a three-fold objective, namely: (i) to ensure successful trade careers for Tasmanian youths; (ii) to provide well-trained craftsmen for industry; and (iii) to meet the need for national development.

Industrial Accidents

Source of Statistics: Industrial accident statistics in Tasmania are compiled from returns submitted under the *Workers' Compensation Act* by insurance companies, self-insurers and State Government departments. Among workers excluded from coverage are employees of the Commonwealth, police officers and self-employed persons.

Definition: An industrial accident is defined as a work injury causing either death, or absence of the injured person from work for one day or more. For statistical purposes, an accident causing injury to more than one person is counted as more than one accident.

Accidents: In 1963-64, there were 8,167 industrial accidents of which 20 were fatal; 7,644 involved males and 523 involved females. The total time lost from non-fatal accidents amounted to 15,621 weeks of five days (or approximately 319 "worker years").

The most common accident factors in the case of males were: manual handling, 33 per cent; persons falling, slipping, stepping or striking against objects, 25 per cent; falling objects, earth and flying objects, 18 per cent.

Claims and Premiums: In 1963-64, insurers under the *Workers' Compensation Act* paid \$2,248,462 in premiums. Insurance companies paid out \$1,106,690 in claims.

Industrial Safety and Accident Prevention

Responsibility: The Department of Labour and Industry is concerned with industrial safety and accident prevention, and discharges this function with the knowledge that there are approximately 8,000 accidents involving lost time each year among the population covered by the *Workers' Compensation Act*.

Cause of Industrial Accidents: Two major factors are held to underly most industrial accidents, namely (i) unsafe working conditions; (ii) unsafe actions; in some accidents, both factors may be operative.

Prevention: Prevention obviously has a two-fold aspect: (i) inspection programmes aimed at pin-pointing unsafe working conditions; (ii) education and training designed to eliminate unsafe actions.

Training: The problem of training is basically one of educating supervisors and foremen since an attitude of "safety consciousness" has to start with management. Formal training in industrial safety and accident prevention can be had at Hobart and Launceston Technical Colleges in two-year four-subject courses. Informal training is arranged by the Department of Labour and Industry, the courses available being based on the concept of "training within industry". Typical is the "Job Safety Programme" course which can take ten hours or be spread over two days. This course covers the safety responsibilities of the supervisor and provides some techniques to improve his safety performance on the job. He is encouraged to: (i) "spot the danger" in work areas, in work methods, and in individual workers; (ii) "control the danger" by appropriate action; (iii) "prevent recurrence"; (iv) "follow up his previous work". Single lectures on industrial and farm safety are also available and the Department makes arrangements to provide lecturers on request.

Safety Officers: It is expected that large undertakings will have their own specialists concerned with safety matters. However, government safety officers are available to industries which may use their services for a short period. Their function is purely advisory—they are not inspectors—and they assist

organisations which wish to set up safety programmes or to reduce their accident rates; the demand for such service comes from undertakings too small in scale to employ their own expert safety officers.

Research Facilities: The Department carries out a safety research programme, one important field of recent investigation being tractor accidents. A comprehensive classification of safety data is maintained and information, if not available locally, is sought from interstate and international sources.

Workers' Compensation

Legislation: Workers' Compensation legislation in Tasmania was first introduced in 1910 but it was not until 1927 that the Parliament introduced the principle of compulsory insurance against the risk of personal injury being caused to workers in the course of their employment. The machinery for compulsory insurance and compensation is embodied in the *Workers' Compensation Act 1927*, as amended.

Major amendments to the Act were made in 1963, the chief being the adjustment of compensation rates in accordance with variations in the basic wage, and compensation to be paid by a "nominal insurer" in certain cases.

Purpose and Limitations: The principle of the Act is provision for compensation on the death or disablement of a worker, if occasioned by personal injury caused in the course of employment. Self-inflicted injuries are excluded and certain limitations are applied where serious or wilful misconduct is involved.

Monetary benefits have fixed limits. Over and above weekly payments during incapacity and any lump sum entitlement for scheduled injuries, all reasonable costs of medical, hospital, nursing and ambulance services, and in the event of death, the reasonable costs of burial or cremation, are paid up to a maximum of \$2,500.

Non-Contributory Basis: The Act is non-contributory, i.e. the worker does not pay into any fund for the provision of benefits. The employer is obliged to insure with an approved insurance company against the liability to compensation, except in certain cases where he is allowed to carry his own risk.

In any case where an employer has no paid up insurance policy, where the employer cannot be found or where the employer or his insurance company has become insolvent, the worker may claim against a "nominal insurer" as if he were the employer.

Amounts paid by the "nominal insurer" are provided by all insurance companies carrying on Workers' Compensation business in the State. Each company is required to contribute to these types of claim in proportion to the premium income derived from policies effected under the Act during the preceding year.

Compensation on Death: Where death results from an injury, the compensation payable to dependants wholly dependent on the worker's earnings is 284 times the current Hobart basic rate, plus seven times the current Hobart basic rate for each worker's child under 16 years at the date of injury. Partial dependants are entitled to proportionate amounts. ("Current", in this context, means the basic rate at the time of injury.)

"Basic Rate" means an amount 40 cents below the minimum weekly wage payable to an unskilled adult male employed at Hobart under the Federal Metal Trades Award, and it therefore slightly exceeds the basic wage.

Weekly Payments During Incapacity: When the worker is totally incapacitated, the following weekly payments apply: (i) in respect of the worker—70 per cent of the basic rate; (ii) in respect of a dependent wife—17 per cent of the basic rate; (iii) in respect of a dependent child under 16 (or a full-time student under 21)—nine per cent of the basic rate. The application of these formulae, however, is subject to restrictions set out in the next section headed “Maximum Limits of Weekly Payments”.

When a worker is partially incapacitated, he receives the rates appropriate to total incapacity reduced by application of the following factor:

$\frac{\text{Loss of Weekly Earnings}}{\text{Average Weekly Earnings}}$. (“Average weekly earnings”, in this context, refers to his earnings before the date when the injury was sustained).

Maximum Limits of Weekly Payments: The worker’s average weekly earnings before injury are taken into account in fixing maximum weekly compensation payments, the formulae being as follows (with B as basic rate):

- (i) worker’s average weekly earnings not greater than $B \times 1.20$; maximum payment not to exceed 85 per cent of his average weekly earnings;
- (ii) worker’s average weekly earnings between $B \times 1.20$ and $B \times 1.36$; maximum payment not to exceed the basic rate plus two per cent;
- (iii) worker’s average weekly earnings greater than $B \times 1.36$; maximum payment not to exceed 75 per cent of his average weekly earnings.

In cases of the partial or total incapacity of any worker, the total liability of an employer in making weekly compensation payments is limited to 284 times the current Hobart basic rate.

Lump Sum Payments: In addition to weekly incapacity payments, lump sum payments are made in respect of the loss of members of the body or of bodily powers or functions. In the Act, specific injuries are listed and the single amount payable is related to the current Hobart basic rate (specified as B in the following examples): (i) loss of both feet, $B \times 284$; (ii) loss of leg, $B \times 138$; (iii) loss of thumb, $B \times 51$; (iv) loss of great toe, $B \times 35$, &c. Where more than one of these injuries are suffered in the same accident, a maximum payment equal to $B \times 532$ may be paid.

Factory Legislation and Inspection

Legislation: Working conditions in factories in Tasmania are covered under the *Factories, Shops and Offices Act* 1965 as amended which makes provision with respect to the health, welfare, safety, and working conditions of persons employed in factories, shops, and offices and the sanitation of factories, shops, and offices, and matters incidental thereto. Factories are designated in two classes: (a) premises in which four or more persons (including the occupier) are employed; (b) a small factory—in which any number of persons less than four is employed.

Registration Fees: Registration of all factories is required and dates from 1st January each year. Fees for registration range from \$2 for small factories, up to \$40 for factories employing one hundred persons, and \$20 for each additional hundred.

New Factories: When a new factory building is proposed, Section 456 of the *Local Government Act* requires that plans and specifications of the building be submitted to the Department of Labour and Industry before being approved

by the Local Authority. This is to ensure that the factory will comply with regulations in regard to natural lighting, ventilation, fire exits, fire protection, stairs, access ladders, platforms, sanitary conveniences, washing facilities, change and meal rooms and general safety.

Application for Registration: An application for registration of a factory is submitted to the Secretary for Labour with the appropriate fee based on the number of persons to be employed. Upon receipt of this application, an inspection is made of the premises and the occupier is informed of any alterations required to bring the premises into full compliance with the Act. The inspection also entails a study of the process and the working conditions in order that any unsafe conditions or practices may be brought to the notice of management, and the necessary safeguards or improvements made.

Inspection: After premises have been registered, regular routine inspections are made (at least once a year) by officers of the Department, to remedy or prevent unsafe conditions or unsafe practices which could cause bodily injury. At these inspections, particular attention is given to such items as overcrowding, ventilation, natural and artificial lighting, conditions of floors, &c. Access ladders and platforms are checked for compliance with prescribed standards. Contamination of the atmosphere by dust or toxic fumes is studied and means of removal dealt with. Safe handling and storage of dangerous substances; the provision of fire protection, types and placement of portable extinguishers, the provision of fire exits, escapes and exit drills; adequacy of sanitary conveniences, washing, change and meal rooms; the provision of safety equipment such as safety goggles, respirators, welding screens, &c. are all items which require periodic checking.

Accident Reports: Where an accident occurs, the occupier is required, in the case of machinery, to report the accident within 24 hours and in other cases, to report any accident which is likely to incapacitate a worker for not less than seven days. In such cases, an officer of the Department investigates the accident and advises on means of preventing a recurrence.

Construction Sites: Regulations also apply to working conditions on construction works and provide for suitable sanitary, washing and general amenities, in addition to general safety precautions. Where persons are required to work on any construction works at a height of not less than 20 feet or at a depth of not less than five feet, the provision of safety helmets is compulsory.

The Inspection of Machinery

Legislation: The inspection of machinery is carried out under the *Inspection of Machinery Act* 1960 as amended; in this context, inspection applies also to boilers, pressure vessels, lifts and cranes. As with other industrial legislation, the enforcement responsibility lies with the Department of Labour and Industry. The necessary staff consists of a Chief Inspector with specialist inspectors located at Hobart, Launceston and Burnie.

Machinery Inspection: An owner acquiring machinery as defined in the Act is required to notify his nearest district office and have it inspected in order to obtain a certificate as to its safety in use. Inspection may reveal the need for additional guards before permission can be given to operate the machine at all; alternatively the owner may be given a set period in which to make the necessary alterations.

All machinery plants are inspected annually as a matter of routine, and all guards are checked for efficient working and adherence to safety standards. Defects are pointed out to the management and, where necessary, formal

notice may be served. If the inspection is satisfactory or, alternatively, if the defects are remedied, a certificate is issued. In addition to the previous routine inspections, special investigations may arise from accidents, union complaints or modifications to machinery already certified.

Lifts Inspection: Lifts, cranes and hoists, from an inspection point of view, are treated as machinery but there is the additional requirement that design approval must be obtained before construction begins; tests, including beam deflections under load, are made on completion. The standards set are those specified by the Standards Association of Australia.

Boilers Inspection: Before boilers or pressure vessels are installed, the design must be approved by the Chief Inspector and conform with specified Australian or oversea standards. Inspections are made on installation and thereafter annually, unless a special investigation is required arising from plant modification, accidents or from employers' or employees' requests. Only qualified persons may be in charge of pressure plant.

Shop Trading Legislation

Introduction

Hobart is unique among Australian capitals in its observance, in general, of a five-day shopping week (with Saturday and Sunday closing); this practice dates from 1937.

The first Tasmanian *Shops Act* was passed in 1911, its objects being to provide fixed closing hours, to introduce a five and a half day shopping week, and to limit working hours for females and children. A year before, Parliament had introduced other types of control over industrial conditions with the *Factories Act* 1910 and the *Wages Board Act* 1910.

A new *Shops Act* became operative in 1925 and amendments made in 1937 had the effect of introducing a five-day shopping week into the City of Hobart and the Municipality of Glenorchy; in the rest of the State, the five and a half day shopping week continued. With minor modifications, this system operates today.

Factories, Shops and Offices Act 1958

The above Act contains comprehensive provisions relating to the health, welfare, safety and working conditions of shop assistants and office employees. Amendments made in 1965 extended the area of five-day trading to include, not only the cities of Hobart and Glenorchy, but also any parts of the municipalities of Clarence and Kingborough within six miles radius of the G.P.O. at Hobart. (For convenience, the whole area is called the "Hobart Zone" in the rest of this section.) The amendments affecting trading hours became operative from 1st January, 1966 and can be summarised as follows:

Shop Hours, 1966 (a)

Days	"Hobart Zone"		Rest of State	
	Open	Close	Open	Close
Mondays to Thursdays (inclusive)	6 a.m.	6 p.m.	6 a.m.	6 p.m.
Fridays	6 a.m.	9 p.m.	6 a.m.	9 p.m.
Saturdays .. .. .	..	All Day	6 a.m.	Noon
Sundays .. .. .	..	All Day	..	All Day

(a) Permitted trading hours for shops not subject to special provisions.

Longer hours of trading are permitted for "small shops" and shops selling "exempted goods".

Small Shops

A small shop is one in which no more than two persons, including the shopkeeper, work at any time, provided that the shopkeeper is not acting as the agent of another person, and is not employed or engaged in any other business. Small shops, as just defined, may remain open at any time except that they must sell newsvendor goods only within the hours applying to news-vendors and observe certain restrictions on petrol sales. (As from July, 1966, two persons was increased to three.)

Sale of Exempted Goods

Exempted goods are listed under the Act and include a scheduled variety of foodstuffs (excluding butchers' meat), plants, cigarettes, &c. souvenirs, stationery, cut flowers and photographic films. Shops selling nothing but exempted goods are free to trade without restriction.

Special Categories of Trading

In addition to the provisions relating to small shops and the sale of exempted goods, the Act specifies special working hours for certain types of trading:

Chemists: In addition to observing a five day week, chemists may stay open from 7.00 p.m. to 8.30 p.m. on any Saturday, Sunday or holiday, and may be opened at any time for the purpose of supplying only medicine or surgical requirements.

Eating Houses: Places supplying meals and refreshments, and dealing only in exempted goods, may be kept open at any time.

Newsvendors: These are allowed 9 p.m. closing five days a week with provision for morning and evening opening on Saturdays; Sunday opening is permitted subject to certain limitations.

Butchers: Butchers in the "Hobart Zone", the City of Launceston and the towns of Burnie, Devonport, Penguin and Ulverstone are restricted to a five day week with 6.00 p.m. closing; elsewhere normal shop hours (i.e. with Saturday opening) apply.

Petrol Filling Stations: Ordinary permitted hours are 6.30 a.m. to 7.30 p.m. on week days (with an extra two hours on Friday evening) and 12.30 p.m. closing on Saturdays. However, a system operates to give the public an opportunity to buy petrol outside these hours at rostered filling stations.

PRICES

Retail Prices and Price Indexes

General

The description of price indexes that follows is, in the main, an abridgement of the text appearing in the Bureau's Labour Report; this report is a basic document in any serious study of official price indexes.

Collection of Retail Price Information

Retail prices of food and groceries and average rentals of houses for years extending back to the year 1901 were collected by the Commonwealth Statistician. As far back as 1856, the average retail prices of provisions at Hobart were published in the "Statistics of Tasmania".

Retail prices of a more extensive range of commodities (including clothing) and certain services in common demand have been ascertained at frequent and regular intervals by the Commonwealth Statistician since 1923. Comparable information is available for the month of November in each year from 1914 to 1922 for each of the six capital cities.

From retail price data, various retail price indexes have been constructed. In the following section, the tables cover, in respect of Hobart, the period from 1914 to the present, the relevant indexes being the "C" Series Retail Price Index and, for more recent years, the Consumer Price Index. The manner in which the main body of commodity prices used in the retail price indexes is ascertained and certain methods adopted to ensure their accuracy and comparability from period to period, are briefly as follows:

- (i) Representative and reputable retailers are selected for each city covered by the indexes and are required to furnish information as to prices (monthly in respect of food and groceries and quarterly in respect of other items). Prices for each item are obtained where practicable from ten or more retailers in each capital. Supplementary information is also obtained from other retailers.
- (ii) Information is collected under authority of the *Census and Statistics Act* 1905-1949, which makes supply of the data compulsory but ensures that particulars supplied by individual retailers will not be divulged to any other person or government authority. Penalties are provided against failure to supply information, against supplying false information and against failure to answer truthfully any question asked by an authorised officer in respect of the contents of any return.
- (iii) The actual collection of information is carried out by qualified Field Officers of the Commonwealth Bureau of Census and Statistics working under the supervision of the Statistician in each State. These Field Officers have wide powers of investigation, including entry of premises and inspection of goods, records, &c.
- (iv) The Field Officers not only receive and check returns but visit the retail shops concerned, whenever necessary, to obtain requisite information. In respect of some articles, where variation of quality may be considerable, Field Officers are equipped with samples of goods used for price comparisons. In such cases, the Field Officers visit every retail informant at each quarterly collection and personally inspect the goods and prices thereof.
- (v) Before each quarterly collection, Supervising Field Officers review the standards of the whole of the items for which prices are collected, after making extensive enquiries among manufacturers, wholesalers and retailers. These Supervising Field Officers periodically accompany Field Officers at their price collections and check their work.
- (vi) The lists of items and the standards thereof are revised from time to time to keep them in harmony with changing conditions.
- (vii) Returns of rents for unfurnished houses of four and five rooms are made at the middle of each quarter by a representative number (ranging up to 30) of house agents in each city covered by the indexes. In addition, particulars are obtained as to the cost of building new houses, local government rates, prices of materials for repairs and maintenance, and weekly payments for houses let by State housing authorities. These are used, together with rents of privately owned houses, to provide a broadly based housing component in the Consumer Price Index.

Nature of Retail Price Indexes

General: The basic principle of a retail price index is relatively simple. It is to select commodities representative of the field to be covered and to combine their prices at regular intervals in accordance with their relative importance in that field. The aim is to measure the degree of change in prices for the selected field taken as a whole. In practice, the application of this principle over a term of years presents great difficulty by reason of the numerous changes which occur in the type, grade and relative quantities of many of the items commonly used.

In the simplest method of compiling retail price indexes, the price of each item is multiplied by a fixed quantity or "weight", the product being an "expenditure". The sum of these products for all items at any given date represents an "aggregate expenditure". The "aggregate expenditures" for successive periods are converted into an index by representing the aggregate of a selected or "base" period by an appropriate number (e.g. 100 or 1,000), and calculating index numbers to that base by the proportion which the aggregate of each period bears to the aggregate of the base period.

Weighting: Weighting is the process by which the prices of commodities are combined into an index in accordance with their relative importance in the field to be covered; the field, in the case of retail price indexes, is usually that of household expenditure.

Obviously, price changes of major items affect household expenditure more than do price changes (in like ratio) of minor items. A 10 per cent rise in the price of butter, for example, will have a greater effect on household expenditure than a 10 per cent rise in the price of sardines. Items are therefore assigned appropriate "weights" which are used as multipliers in the computation of the index. These may be "quantity weights", obtained from estimates of household consumption, or "expenditure (i.e. value) weights", obtained from estimates of the relative importance of the items in household expenditure.

The problem of arriving at appropriate "weights", and of varying the weighting pattern to accord with changes in the consumption pattern, is discussed in more detail under the section headed "Consumer Price Index".

The List of Items: The list of items must be a selected list because it is impossible in practice to ascertain at regular intervals prices of every item of goods and services entering into household expenditure. The list therefore is not (as is sometimes erroneously supposed) a basic wage regimen, nor is it a full list of component items in a standard of living. It does not imply that any particular goods or any selected grades or quantities of these goods should enter into determination of a basic or living wage. The lists used are simply selected items combined in certain proportions for the purpose of measuring price variations. The items are representative of the fields covered, and the proportions approximate to those in average consumption, so far as can be ascertained.

Essential Features: Apart from clear thinking, common sense and sound arithmetic, the prime essentials in compiling a retail price index are therefore: (a) that prices be accurately ascertained at regular intervals for goods of constant grade and quality; (b) that the list of items be as representative as possible of the field to be covered; (c) that the weights be in approximate proportion to quantities actually used in the selected field.

Effects of Changing Conditions on Indexes: Technological development and changes in fashion render it necessary to substitute new grades, qualities or types of articles for those formerly used as indicators of changes in price. Such substitutions help to keep the indexes representative of current conditions and

are not injurious to the index provided the transitional difficulties can be solved as they arise. No change in principle is involved. The indexes continue to measure, as nearly as may be, price variations, and price variations only. Those differences in prices which are solely due to substitution of a new item for one which has ceased to be available, or in common use, are neutralised by taking the price of the old item as typical of price variation in its class up to the time of substitution, and the price of the new item as typical of such changes in price thereafter.

The problem of maintaining an index adequately representative of current usage has intensified since 1950 because of major changes in the pattern of household expenditure and in modes of living. In consequence, the Consumer Price Index was devised as a series of linked indexes.

Purpose and Use of Retail Price Indexes

General: Retail price indexes are designed to measure the extent of changes in price levels only. While they may be used as indicating proportionate variations in cost of a constant standard of living, they do not measure the absolute cost of any standard of living, nor the absolute cost of changes in the standard of living. Strictly speaking, they only measure the proportionate change in the aggregate cost of specified quantities and qualities of the selected list of items included in the index. In a broad sense, they measure proportionate changes in retail price levels within the field they represent.

Price Indexes for Individual Cities: Retail price indexes measure average variations in prices for specified cities individually. They measure proportionate changes from one time to another and not differences in price levels as between cities nor comparative costs of living in different cities.

Price Indexes and Purchasing Power: Retail price indexes are sometimes used as a measure of change in the "purchasing power of money". Strictly speaking, such a measure relates only to purchasing power over the list of items of the index combined in their specified proportions. It is impossible to compile a single general measure that will show for all purposes, and in all classes of transactions, the change in the value of money from one time to another.

Use of Price Indexes by Industrial Tribunals: Retail price indexes are sometimes used by industrial tribunals and other authorities for the adjustment of wages. It is for these authorities to decide, however, what use (if any) they should make of available indexes or whether the Statistician should be asked to compile a special index or adapt an existing index to suit their purposes. The Statistician expresses no view as to whether industrial tribunals should use retail price indexes in their deliberations.

The function of the Statistician is frequently misunderstood. It is sometimes erroneously supposed that certain basic wages are determined by ascertaining the aggregate cost of the list of items included by the Statistician in a retail price index, or by calculating separate components of the wage from the aggregate cost of the items in separate groups of such an index. The actual position is briefly as follows:

- (i) Tribunals determine a basic wage in the light of relevant evidence, presented by the parties, usually covering a wide range of economic conditions. This may, or may not, include evidence on changes in price levels.
- (ii) In some cases it may be provided by statute or by judgment of the tribunal that the total wage thus determined shall be adjusted for price change in ratio to the overall movement in a specified retail price index (e.g. practice of automatic adjustment of Commonwealth Basic Wage in the period 1921-1953).

Previous Retail Price Indexes

General: Five series of retail price indexes were compiled at various times for Australia by the Commonwealth Statistician prior to 1960. Each of these was continued until changed conditions required the compilation of indexes more directly relevant to current conditions. A brief summary of these indexes follows:

- (i) *The "A" Series Index* (covering food, groceries and house rents) was first compiled in 1912 with the year 1911 as base = 1,000. It was discontinued in June, 1938. From 1913 to May, 1933, this index was used for wage adjustment purposes by the Commonwealth Court of Conciliation and Arbitration. Some other tribunals continued to use it until 1938 in certain localities.
- (ii) *The "B" Series Index* (covering food, groceries and rent of four and five roomed houses) was first compiled in 1925 and continued until the December Quarter, 1953. It was the food and rent constituent of the "C" Series Index and was designed to replace the "A" Series Index for general statistical purposes. The "B" Series Index was not used by industrial tribunals in connexion with the adjustment of wages. Its publication was discontinued as from the December Quarter, 1953.
- (iii) *The "C" Series Index* (covering food and groceries, rent of four and five roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking and some other miscellaneous items) was first compiled in 1921. It was used by the Commonwealth Court of Conciliation and Arbitration for purposes of quarterly wage adjustments from May, 1934 to August, 1953. Some State tribunals continued to use or consider it in their proceedings until it was discontinued. It was last issued on its original basis for December Quarter, 1960. For certain transitional purposes a "C" Series Index was issued for March, June and September Quarters of 1961 (see Section III of appendix to Labour Report No. 48, 1960).
- (iv) *The "D" Series Index*, derived by combining the "A" and "C" Series Indexes, was used by the Commonwealth Court of Conciliation and Arbitration from May, 1933 to May, 1934, and then discontinued.
- (v) *The Interim Index* (covering food and groceries, rent of four and five roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking, certain services and some other miscellaneous items) was first compiled in 1954 with the year 1952-53 as base = 100. As its title indicated, it was constructed as a transitional index. Its compilation was discontinued following its replacement by the Consumer Price Index in June Quarter, 1960.

The "Court" Index

In 1937 the Commonwealth Court of Conciliation and Arbitration introduced a "Court" Index for the purpose of making automatic quarterly adjustments to the basic wage within its jurisdiction. A "Court" Index (Second Series) was created by the Court in 1946 and a "Court" Index (Third Series) in November, 1950, to provide for automatic adjustment of the increased amounts of adjustable basic wage then determined by the Court at those dates. By decision of the Court, the "Court" Index ceased to be issued by the Industrial Registrar as at the December Quarter, 1953. These "Court" Indexes were an arithmetical conversion of the "C" Series Retail Price Index.

Retail Price Index Numbers, 1901 to 1964

The index numbers that follow are presented as a continuous series, but they give only a broad indication of long-term trends in retail price levels. They are derived by linking a number of indexes that differ greatly in scope. The successive indexes used are: 1901-1914, the "A" Series; from 1914 to 1946-47, the "C" Series; from 1946-47 to 1948-49, a composite of Consumer Price Index Housing Group (partly estimated) and "C" Series excluding rent; and from 1948-49, the Consumer Price Index. It should be noted that this long-term series is for the six capital cities combined, not for Hobart alone.

Retail Price Index Numbers, 1901 to 1964
Six State Capital Cities Combined
(Base—Year 1911 = 100)

Year	Index Number	Year	Index Number	Year	Index Number	Year	Index Number
1901 ..	88	1917 (a) ..	141	1933 ..	133	1949 ..	240
1902 ..	93	1918 (a) ..	150	1934 ..	136	1950 ..	262
1903 ..	91	1919 (a) ..	170	1935 ..	138	1951 ..	313
1904 ..	86	1920 (a) ..	193	1936 ..	141	1952 ..	367
1905 ..	90	1921 (a) ..	168	1937 ..	145	1953 ..	383
1906 ..	90	1922 (a) ..	162	1938 ..	149	1954 ..	386
1907 ..	90	1923 ..	166	1939 ..	153	1955 ..	394
1908 ..	95	1924 ..	164	1940 ..	159	1956 ..	419
1909 ..	95	1925 ..	165	1941 ..	167	1957 ..	429
1910 ..	97	1926 ..	168	1942 ..	181	1958 ..	435
1911 ..	100	1927 ..	166	1943 ..	188	1959 ..	443
1912 ..	110	1928 ..	167	1944 ..	187	1960 ..	459
1913 ..	110	1929 ..	171	1945 ..	187	1961 ..	471
1914 (a) ..	114	1930 ..	162	1946 ..	190	1962 ..	469
1915 (a) ..	130	1931 ..	145	1947 ..	198	1963 ..	472
1916 (a) ..	132	1932 ..	138	1948 ..	218	1964 ..	483

(a) November.

"C" Series Retail Price Index Numbers for Hobart from 1914

As previously indicated, the Consumer Price Index is the current index produced by the Bureau, the "C" Series Index having been discontinued. The following table shows the "C" Series Retail Price Index Numbers for Hobart from 1914 to 1953; it should be noted that the Consumer Price Index is regarded as being more representative of price variations from 1948-49 onwards; full details of this later index appear in subsequent tables.

"C" Series Retail Price Index Numbers, All Groups, Hobart
(Base—Weighted Average of Six Capital Cities, 1923-1927 = 1,000)

Year	Index	Year	Index	Year	Index
1914 (a) ..	687	1928 ..	980	1942 ..	1,078
1915 (a) ..	776	1929 ..	1,000	1943 ..	1,117
1916 (a) ..	783	1930 ..	956	1944 ..	1,105
1917 (a) ..	879	1931 ..	875	1945 ..	1,107
1918 (a) ..	923	1932 ..	844	1946 ..	1,138
1919 (a) ..	1,042	1933 ..	825	1947 ..	1,178
1920 (a) ..	1,213	1934 ..	837	1948 (b) ..	1,292
1921 (a) ..	1,070	1935 ..	849	1949 (b) ..	1,419
1922 (a) ..	997	1936 ..	860	1950 (b) ..	1,526
1923 ..	1,042	1937 ..	875	1951 (b) ..	1,861
1924 ..	1,051	1938 ..	887	1952 (b) ..	2,180
1925 ..	1,028	1939 ..	908	1953 (b) ..	2,399
1926 ..	1,035	1940 ..	945		
1927 ..	998	1941 ..	1,001		

(a) At November; remaining figures are average for year.

(b) See tables that follow for Consumer Price Index from 1948-49; "C" Series Index number for year 1952-53 (Hobart) was 2,287.

Consumer Price Index

Introduction: The Consumer Price Index was first compiled in 1960, retrospective to the September quarter, 1948. It replaced both the "C" Series Retail Price Index and the Interim Retail Price Index in official statistical publications of the Bureau. The title "Consumer Price Index" is used for purposes of convenience and does not imply that the new index differs in definition or purpose from previous retail price indexes. A longer but more completely descriptive title would be "Consumer Series Retail Price Index Numbers". For practical purposes, the terms "retail prices" and "consumer prices" are synonymous. The Consumer Price Index is designed to measure quarterly variations in retail prices of goods and services representing a high proportion of the expenditure of wage earner households in the aggregate.

Investigations revealed that the incidence and frequency of changes in the pattern of household expenditure since 1950 were such as to render it necessary to construct not one, but a *series of new indexes* introducing additional items and changes in weighting patterns at short intervals between 1949 and 1960. For this period, to obtain a continuously representative measure of retail price change, these now necessarily replace the types of indexes with a constant list of items and a constant set of weights which were kept unchanged for extensive periods. The Consumer Price Index therefore consists of a sequence of short-term retail price indexes chain linked at June quarter, 1952, June quarter, 1956, March quarter, 1960, and December quarter, 1963 into one series with reference base year 1952-53 = 100.0.

Origin: The list of component items and the weighting pattern of the "C" Series Retail Price Index, first adopted in 1921, were slightly revised by a Conference of Statisticians in 1936, but otherwise continued almost unchanged until the index was discontinued in 1960.

The period 1939 to 1948 was marked by war-time controls, price control, and rationing; with the cessation of these controls, there was a rapid rise in prices and a new sequence of changes in consumption and in the pattern of wage-earner expenditure. Thus, in the immediate post-war period, it was virtually impossible to establish a system of weighting that would adequately reflect the changing pattern of household expenditure, or be more continuously representative of current conditions, than that employed in the existing "C" Series Index. Accordingly, the "C" Series Index continued to be compiled on its pre-war basis without significant change in procedures.

The Interim Index was a transitional index designed to measure retail price variations on the "C" Series model in terms of post-war consumption weights, as emerging in the late 1950's. It embraced a wider range of commodities and services than did the "C" Series Index, but it did not take into account successive major changes in the pattern of expenditure and modes of living that occurred between 1950 and 1960. These changes could not, in fact, be detected and measured promptly, and incorporated into an index concurrently with their happening. In this period, home owning largely replaced house renting, the use of the motor car greatly increased and partly replaced use of public transport, and various items of electrical household equipment and television came into widespread use. The impact of these (and other) changes in usage upon the pattern of household expenditure was heightened by disparate movements in prices. Together they rendered nugatory the attempt to meet the situation by devising a single Interim Retail Price Index. As studies progressed and new data became available, it was clear that no single list of items and no single set of fixed weights would be adequately representative as a basis for measuring retail price changes at all times throughout the post-war

period. In consequence, the situation was met by compiling the Consumer Price Index, constructed as a chain of linked indexes with significant changes in composition and weighting effected at short intervals (1952, 1956, 1960, 1963).

Purpose, Scope and Composition: The Consumer Price Index is a quarterly measure of variations in retail prices of goods and services representing a high proportion of the expenditure of wage-earner households. The weighting pattern relates to estimated aggregates of wage-earner household expenditures and not to estimated expenditures of an "average" or individual household of specified size, type, or of mode of living. In this way it is possible to give appropriate representation to owner-occupied houses, as well as rented houses, and to include motor cars, television sets and other major expenditures which relate to some households and not to others.

Consumer (retail) price indexes are sometimes loosely called "cost of living indexes" and are thought to measure changes in the "cost of living". Neither the Consumer Price Index, nor any other retail price index, measures changes in the cost of living that result directly from changes in the mode or level of living. Changes of that kind are matters for consideration apart from price indexes. However, the change in prices of goods and services is a very important part of the change in the cost of living and this part is measured by consumer (retail) price indexes.

The Consumer Price Index covers a wide range of commodities and services arranged in the following five major groups: Food; Clothing and Drapery; Housing; Household Supplies and Equipment; Miscellaneous. These groups do not include every item of household spending. It is both impracticable and unnecessary for them to do so. Prices are collected regularly for specified quantities and qualities of a large and representative selection of commodities and services. Movements in the prices of these items, when combined in suitable proportions, provide a representative measure of price change as affecting a high proportion of the expenditure of wage earner households.

Weighting in Cities: A common pattern of consumption for all cities is used as the basis of weighting in most fields of the index. But there are some important exceptions. Local weights for individual cities are used for the following:

- (a) Housing—local weighting of the various modes of occupancy of houses, and the weighting generally in the Housing Group.
- (b) Fuel and Light and Fares—the weight for each item included is as estimated from particulars of consumption, revenue, &c. in the individual cities. For each item, the several price series used, and their combining weights, are representative of local usage.
- (c) Meat—in Brisbane and Hobart, the sub-sections beef, mutton, lamb and pork are combined in local proportions.
- (d) For some minor items in one or more cities.

It follows that the separate city indexes measure price movements within each city individually. They do not compare price levels as between cities.

A comprehensive view of the present composition and weighting of the Consumer Price Index is given in the following table. The weights shown are those comprised in the index for the six State capital cities combined. Broadly, they are in proportion to estimated consumption at or about 1961-62, valued at the relevant prices of December quarter, 1963. They indicate the relative influence given to the various components in measuring the degree of price change in the index from December quarter, 1963 (i.e. from the beginning of the current linked series).

Consumer Price Index

Composition and Weighting Pattern as at December Quarter, 1963 for the Six State Capital Cities Combined

Group, Section, &c.	Percentage Weight	
	Section, &c.	Group
Food—		32.1
Cereal Products—Bread, flour, biscuits, rice and breakfast foods	4.0	
Dairy Produce—Milk, cheese, butter and eggs	7.1	
Potatoes, Onions, Preserved Fruit and Vegetables—Potatoes and onions, canned and dried fruits, and canned and frozen vegetables	1.9	
Soft Drink, Ice Cream and Confectionery	4.0	
Other (except Meat)—Sugar, jam, margarine, tea, coffee, baby foods, and sundry canned and other foods	4.1	
Meat—Butchers' (Beef, mutton, lamb and pork)	9.1	
Processed (Bacon, smallgoods and canned meat)	1.9	
		16.9
Clothing and Drapery—		
Men's Clothing	4.1	
Women's Clothing	6.5	
Boys' Clothing	0.6	
Girls' Clothing	1.0	
Piecgoods, &c.—Wool, cotton and rayon cloth, nursery squares and knitting wool	1.0	
Footwear—Men's, women's and children's	2.7	
Household Drapery—Bedclothes, towels, tablecloths, &c.	1.0	
		12.6
Housing—		
Rent—Privately owned houses	2.8	
Government owned houses	0.8	
Home Ownership—House Price	5.2	
Rates	2.6	
Repairs and Maintenance	1.2	
Household Supplies and Equipment—		14.5
Fuel and Light—Electricity	2.4	
Gas	1.3	
Other (Firewood and Kerosene)	0.9	
Household Appliances—Refrigerator, washing machine, stove, radio set, television set, vacuum cleaner, electric iron, &c.	3.6	
Other Household Articles—		
Furniture and Floor Coverings	2.2	
Kitchen and Other Utensils, Gardening and Small Tools	0.9	
Household Sundries (Household soaps, &c.)	1.0	
Personal Requisites (Toilet soap, cosmetics, &c.)	1.1	
Proprietary Medicines	1.0	
School Requisites	0.1	
Miscellaneous—		23.9
Transport—Fares—Train	1.2	
Tram and bus	1.9	
Private Motoring—Car purchase	3.0	
Car operation	4.4	
Tobacco and Cigarettes	3.9	
Beer	3.8	
Services—Hairdressing (Haircut, wave, &c.)	0.7	
Drycleaning	0.5	
Shoe repairs	0.3	
Postal and telephone services	0.9	
Other—Radio and television operation	1.3	
Cinema admission	0.7	
Newspapers and weekly magazines	1.3	
Total	100.0	100.0

Six Capital City Index: The Six Capital City Consumer Price Index is derived as the weighted average of the indexes for the individual cities, the basis of weighting being their populations as recorded at the latest Census (30th June 1947, 1954, 1961 and so on as data become available).

Comparison of the Five Linked Series: The Consumer Price Index is a chain of "fixed weight aggregative" indexes, with significant changes in composition and weighting effected at the linking dates; the principal changes were:

- (a) June quarter, 1952—introduction of private motoring; changed proportions for modes of house occupancy; change in weights of fuel and fares.
- (b) June quarter, 1956—changed proportions in modes of house occupancy; changed weights for fuel, fares and private motoring.
- (c) March quarter, 1960—introduction of television.
- (d) December quarter, 1963—changed weights for fuel, light, fares and motoring; revised housing weights.

The resultant sets of index weights are broadly typical of the patterns of consumption of:

- 1948-49: for periods up to June quarter, 1952;
 1952-53: for periods from June quarter, 1952 to June quarter, 1956;
 1956-57: for periods from June quarter, 1956 to December quarter, 1963;
 1961-62: for periods from December quarter, 1963.

The next table has been compiled to show the percentage contribution to the total index of each of the major groups, first at the beginning of each series, and then at the quarter in which the linking transition was made. The data are for the six capital cities weighted average, and are not completely identical with those employed in calculating the Hobart index; nevertheless the table illustrates the linking mechanism in broad outline:

Consumer Price Index—Analysis of Weighting in Five Linked Series

Linked Series	Percentage Contribution to Total Index (Weighted Average, Six Capital Cities)					
	Food Group	Clothing and Drapery Group	Housing Group	Household Supplies and Equipment Group	Miscellaneous Group	Total
First—						
June Qtr., 1949 ..	31.3	22.8	11.4	13.1	21.4	100.0
June Qtr., 1952 (a)	35.7	23.0	9.2	12.2	19.9	100.0
Second—						
June Qtr., 1952 (b)	33.6	21.6	9.4	11.7	23.7	100.0
June Qtr., 1956 (a)	34.3	20.0	10.5	10.9	24.3	100.0
Third—						
June Qtr., 1956 (b)	33.7	19.7	10.5	11.6	24.5	100.0
March Qtr., 1960 (a)	33.0	19.5	11.0	11.5	25.0	100.0
Fourth—						
March Qtr., 1960 (b)	32.1	19.0	10.7	13.2	25.0	100.0
Dec. Qtr., 1963 (a)	31.6	18.8	12.0	12.6	25.0	100.0
Fifth—						
Dec. Qtr., 1963 (b)	32.1	16.9	12.6	14.5	23.9	100.0

(a) Change in proportions due to disparate price movements during short period shown.

(b) Change in proportions due to deliberate changes in composition or weighting.

The sets of weights used for the successive periods covered by the index have been derived from analyses of statistics of production and consumption, the general Censuses of 1947, 1954 and 1961, the Censuses of Retail Establishments of 1948-49, 1952-53, 1956-57 and 1961-62 and the continuing Survey of Retail Establishments, from information supplied by manufacturing, commercial and other relevant sources, and from special surveys.

Consumer Price Index, Hobart

The Consumer Price Index for Hobart is compiled to the base 1952-53 = 100, the number 100 being the base value for each of the five major groups (Food, Clothing and Drapery, Housing, &c.) and also for the "All Group" index.

The following table has been compiled to show group index movements for Hobart on a quarterly basis as from 1960-61:

Consumer Price Index Numbers—Group Indexes, Hobart
(Base of Each Index—Year 1952-53 = 100.0 (a))

Quarter	Food	Clothing and Drapery	Housing	Household Supplies and Equipment	Miscellan- eous	All Groups
1960-61—Sept. ..	128.4	111.6	153.7	121.3	125.7	125.8
Dec. ..	131.7	112.3	155.9	120.3	125.9	127.1
March ..	133.9	112.5	158.0	120.8	126.7	128.3
June ..	134.4	113.3	158.9	121.9	126.5	128.9
1961-62—Sept. ..	132.9	113.4	160.8	124.9	127.1	129.1
Dec. ..	129.5	114.0	163.7	124.1	127.0	128.3
March ..	127.2	114.2	164.6	123.9	126.8	127.5
June ..	126.5	114.2	166.1	124.2	126.9	127.5
1962-63—Sept. ..	126.6	114.4	166.3	124.2	126.9	127.6
Dec. ..	128.0	114.4	168.7	123.7	126.9	128.2
March ..	127.2	114.4	169.4	123.6	127.1	128.0
June ..	127.0	114.8	170.3	123.8	127.2	128.2
1963-64—Sept. ..	128.7	115.0	170.7	123.4	127.3	128.8
Dec. ..	127.9	114.9	173.6	123.7	127.9	129.0
March ..	129.1	114.9	175.7	123.8	128.7	129.8
June ..	129.5	115.7	175.9	124.1	128.8	130.1
1964-65—Sept. ..	131.6	116.1	176.4	124.4	131.8	131.7
Dec. ..	134.2	116.4	180.9	124.3	133.5	133.4
March ..	135.0	116.9	182.4	124.3	133.9	134.0
June ..	137.2	117.3	183.5	124.9	134.7	135.2
1965-66—Sept. ..	140.9	117.2	184.5	125.6	136.2	137.0
Dec. ..	142.6	117.5	185.9	125.2	141.6	138.8
March ..	140.0	117.9	186.0	125.4	141.5	138.1
June ..	142.2	118.9	187.0	126.7	141.7	139.3

(a) Figures appearing after the decimal point possess little significance for general statistical purposes. They are inserted to avoid the distortions that would occur in rounding off figures to the nearest whole number.

The following table shows the "All Group" index numbers for Hobart quarter by quarter, and also as averages for financial years:

Consumer Price Index Numbers—All Groups, Hobart
(Base of Index—Year 1952-53 = 100.0 (a))

Year	Quarter Ending—				Average for Year
	September	December	March	June	
1948-49	58.8	59.9	61.3	62.8	60.7
1949-50	63.6	64.3	64.5	66.3	64.7
1950-51	68.6	70.5	74.5	79.6	73.3
1951-52	84.1	89.3	92.5	95.5	90.4
1952-53	98.1	98.8	100.8	102.3	100.0
1953-54	105.2	105.5	105.0	104.4	105.0
1954-55	104.2	104.1	105.2	105.9	104.9
1955-56	107.4	109.1	110.5	113.6	110.2
1956-57	116.2	117.2	116.7	117.5	116.9
1957-58	116.7	116.9	117.1	117.3	117.0
1958-59	117.7	118.7	119.1	119.3	118.7
1959-60	119.7	120.1	120.8	122.6	120.8
1960-61	125.8	127.1	128.3	128.9	127.5
1961-62	129.1	128.3	127.5	127.5	128.1
1962-63	127.6	128.2	128.0	128.2	128.0
1963-64	128.8	129.0	129.8	130.1	129.4
1964-65	131.7	133.4	134.0	135.2	133.6
1965-66	137.0	138.8	138.1	139.3	138.3

(a) Figures appearing after the decimal point possess little significance for general statistical purposes. They are inserted to avoid the distortions that would occur in rounding off figures to the nearest whole number.

The next table shows, as averages for financial years, the group indexes for Hobart.

Consumer Price Index Numbers—Group Indexes, Hobart
(Base of Each Index—Year 1952-53 = 100.0 (a))

Year	Food	Clothing and Drapery	Housing	Household Supplies and Equipment	Miscellaneous	All Groups
1948-49	56.0	58.0	70.3	68.1	63.1	60.7
1949-50	59.0	67.8	73.0	70.0	63.5	64.7
1950-51	67.3	78.4	79.8	77.2	72.6	73.3
1951-52	87.1	94.3	88.3	92.3	91.7	90.4
1952-53	100.0	100.0	100.0	100.0	100.0	100.0
1953-54	107.9	101.8	107.1	103.0	103.9	105.0
1954-55	107.1	102.0	110.7	103.7	102.0	104.9
1955-56	113.7	103.3	121.9	108.6	106.8	110.2
1956-57	118.6	106.1	133.3	115.2	118.5	116.9
1957-58	115.1	108.7	137.3	116.0	119.5	117.0
1958-59	116.8	109.8	141.3	116.8	121.2	118.7
1959-60	118.5	110.7	148.5	118.5	123.3	120.8
1960-61	132.1	112.4	156.6	121.1	126.2	127.5
1961-62	129.0	114.0	163.8	124.3	127.0	128.1
1962-63	127.2	114.5	168.7	123.8	127.0	128.0
1963-64	128.8	115.1	174.0	123.8	128.2	129.4
1964-65	134.5	116.7	180.8	124.5	133.5	133.6
1965-66	141.4	117.9	185.9	125.7	140.3	138.3

(a) Figures appearing after the decimal point possess little significance for general statistical purposes. They are inserted to avoid the distortions that would occur in rounding off figures to the nearest whole number.

Consumer Price Index—Six State Capitals

The following table shows the separate city indexes and the six capitals weighted average for the years 1963-64 and 1964-65. It should be noted that each city's index measures price movements for that city individually. Comparisons may be drawn between cities as to difference in degree of price movement from period to period but not as to difference in price level.

Consumer Price Index Numbers—Six State Capital Cities

(Base of Each Index—Year 1952-53 = 100 (a))

Capital City	Food	Clothing and Drapery	Housing	Household Supplies and Equipment	Miscellaneous	All Groups
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INDEX NUMBERS, 1963-64

Sydney	122.6	112.5	160.1	111.3	130.0	124.5
Melbourne	127.2	115.2	164.5	112.6	130.8	127.1
Brisbane	133.1	117.8	145.2	111.7	135.2	129.0
Adelaide	129.1	112.8	158.5	104.4	122.3	123.5
Perth	125.4	112.8	155.9	105.2	128.5	123.8
Hobart	128.8	115.1	174.0	123.8	128.2	129.4
Six Capital City Average (b) ..	126.0	114.0	159.6	111.0	129.9	125.7

INDEX NUMBERS, 1964-65

Sydney	129.6	114.2	166.6	110.7	135.1	128.8
Melbourne	133.9	116.8	169.2	115.2	138.3	132.2
Brisbane	141.5	119.5	149.0	112.7	140.9	133.9
Adelaide	136.6	114.4	164.6	104.9	129.6	128.6
Perth	130.5	114.1	160.0	106.4	134.2	127.6
Hobart	134.5	116.7	180.8	124.5	133.5	133.6
Six Capital City Average (b) ..	133.0	115.6	165.0	111.9	136.1	130.4

PERCENTAGE CHANGE FROM 1963-64 TO 1964-65

Sydney	+ 5.7	+ 1.5	+ 4.1	- 0.5	+ 3.9	+ 3.5
Melbourne	+ 5.3	+ 1.4	+ 2.9	+ 2.3	+ 5.7	+ 4.0
Brisbane	+ 6.3	+ 1.4	+ 2.6	+ 0.9	+ 4.2	+ 3.8
Adelaide	+ 5.8	+ 1.4	+ 3.8	+ 0.5	+ 6.0	+ 4.1
Perth	+ 4.1	+ 1.2	+ 2.6	+ 1.1	+ 4.4	+ 3.1
Hobart	+ 4.4	+ 1.4	+ 3.9	+ 0.6	+ 4.1	+ 3.2
Six Capital City Average (b) ..	+ 5.6	+ 1.4	+ 3.4	+ 0.8	+ 4.8	+ 3.7

(a) The base (year 1952-53 = 100) applies—(i) to all groups; (ii) to all cities; (iii) to the six capital cities weighted average.

(b) Average weighted according to Census population of each city.

Wholesale Price Index

History of Wholesale Price Indexes

The first wholesale price index compiled by the Bureau was the Melbourne Wholesale Price Index, originally computed in 1912, with weights for basic materials and food appropriate to usage in 1910. After reviewing the list of items and weighting of the Melbourne Wholesale Price Index, the 1930 Conference of Statisticians resolved that a new index of wholesale prices of basic materials and foodstuffs should be compiled. This index—the Wholesale Price (Basic Materials and Foodstuffs) Index—extends back to the year 1928 and is compiled monthly.

The Melbourne Wholesale Price Index—now obsolete—was continued up to the year 1961 and is of historic interest since the series was taken back in time to 1861, but still using the weights appropriate to 1910. Details of this index, from 1861 to 1953, were published in the Bureau's Labour Report, No. 49 (1961).

General

The term "Wholesale Price Index" is currently the short title for "Wholesale Price (Basic Materials and Foodstuffs) Index". While retail price indexes have been compiled for individual capitals and towns, the wholesale price index is derived almost exclusively from Melbourne sources; it follows that it is impossible to quote specific wholesale index numbers for Hobart. Nevertheless, the series is of value as indicative of the trend of wholesale prices in Australian markets generally.

Index Numbers

The following table summarises the index numbers for the past ten years and shows details for each commodity group. The data have been compiled as averages for financial years but the series is also maintained on a monthly basis.

Wholesale Price (Basic Materials and Foodstuffs) Index Numbers
(Base of Each Index—Average of Three Years Ended June, 1939 = 100)

Particulars	1955-56	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65
Basic Materials—							
Metals and Coal ..	404	395	399	392	388	383	391
Oils, Fats and Waxes ..	220	225	222	212	209	207	207
Textiles	456	403	387	400	432	484	427
Chemicals	317	331	331	333	317	286	286
Rubber and Hides ..	328	379	341	302	262	221	242
Building Materials ..	415	431	439	439	439	473	503
Total (a)	345	347	346	340	336	339	345
Foodstuffs and Tobacco	325	348	372	332	342	352	364
Total All Groups (a)	334	348	360	336	340	346	355
All Groups By Origin—							
Principally Imported(b)	292	281	278	270	272	275	277
Principally Home Produced ..	352	375	394	363	368	376	388

(a) Weighted average.

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

Definition: The commodities in the current index are priced in their primary or basic form wherever possible. The prices used have, in the main, been obtained directly from manufacturers and merchants. With a few important exceptions, they are from Melbourne sources. The weighting system adopted is based on estimates of the average annual consumption of the commodities in Australia during the years 1928-29 to 1934-35 inclusive. Work is proceeding on the preparation of new series of wholesale price index numbers but meanwhile the present series continues to be compiled on the existing basis which has been increasingly affected by changes in usage, changes of category as between "imported" and "home-produced" for some commodities, and changes in industrial structure.

WAGES

Basic Wage in Tasmania

General

The concept of a "basic" or "living" wage is common to rates of wages determined by industrial authorities in Australia. Initially the concept was interpreted as the "minimum" or "basic wage" necessary to maintain an average employee and his family in a reasonable state of comfort. However, it is now generally accepted "that the wage should be fixed at the highest amount which the economy can sustain and that the dominant factor is the capacity of the community to carry the resultant wage levels" (Commonwealth Arbitration Report, Vol. 77).

In Tasmania, some workers are members of industrial organisations (trade unions) which have interstate affiliations and which fall within the jurisdiction of the Commonwealth Conciliation and Arbitration Commission; other workers are members of trade unions which are without interstate affiliations and which fall within the jurisdiction of State Wages Boards. Thus, at any point in time, it is possible to have two basic wages operative in Tasmania, one fixed by a Commonwealth authority and the other fixed by a State authority. This, however, is a simplification—in theory, at least, each State Wages Board is at liberty to determine an individual basic wage for the trade covered by its jurisdiction. It follows, again in theory, that there could be seventy different basic wages in operation since there are approximately seventy active Wages Boards. In actual fact, machinery exists to avoid such a situation arising and the operation of this machinery is described in a subsequent section headed "State Wages Boards". The present situation may be summarised as follows: the basic wage fixed by the Commonwealth Conciliation and Arbitration Commission in the Federal Metal Trades Award has eventual application not only to most Tasmanian workers under Federal awards but also to most workers under the jurisdiction of State Wages Boards.

Commonwealth Basic Wage

Under the Commonwealth Conciliation and Arbitration Act 1904-1964, the Commonwealth Conciliation and Arbitration Commission (previously the Commonwealth Court of Conciliation and Arbitration) may, for the purpose of preventing or settling an industrial dispute extending beyond the limits of any State, make an order or award "altering the basic wage (that is to say, that wage or part of the wage, which is just and reasonable for an adult male [female] without regard to any circumstances pertaining to the work upon which, or the industry in which he [she] is employed) or the principles upon which it is computed". From this quotation, it may be deduced that margins and other "secondary" components over and above the basic wage are fixed by consideration of "circumstances pertaining to the work upon which, or the industry in which the worker is employed".

Summary of Commonwealth Judgments

- 1907** Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, defined the standard of a "fair and reasonable" minimum wage for unskilled workers as that standard appropriate to "the normal needs of the average employee, regarded as a human being living in a civilised community". The rate declared was 7s. (70 cents) a day or 42s. (\$4.20) for Melbourne, the amount considered reasonable for "a family of about five". This was known as the "Harvester" standard since it arose from a tariff application involving the Sunshine Harvester Works.
- 1913** The Court, in its awards, took cognizance of retail price index numbers, covering food and groceries and house rents ("A" Series) of the 30 more important towns in Australia, first published by the Commonwealth Statistician in 1912. Court practice was to equate the retail price index number of 875 for Melbourne for the year 1907 to the "Harvester" rate of 42s. (\$4.20) per week; by simple proportion, a basic rate of 48s. (\$4.80) per week was then equated with the base of the index (1,000). Similar principles were followed to vary basic wage rates for individual towns in accordance with their respective retail price index numbers. Adjustments were made irregularly in relation to retail price indexes for the previous calendar year or the year ended with the preceding quarter.
- 1921** A system was introduced of making automatic quarterly adjustments to the basic wage in direct ratio to variations in the retail price index ("A" Series). The new system, at that point in time, would have had the effect of yielding a lower base rate than that calculated by the traditional system; accordingly in 1922 the Court added a 3s. (30 cents) loading (known as the "Powers 3s."). The system of automatic quarterly adjustment persisted until September, 1953 while the "Powers 3s." was a basic wage component until 1934.
- 1931** The economic depression resulted in a Court decision to reduce all wages under its jurisdiction by 10 per cent.
- 1933** The Court transferred the basis of quarterly adjustments from the "A" Series to the "D" Series Retail Price Index.
- 1934** The Court adopted the "C" Series Retail Price Index as the indicator for quarterly adjustments, equating the index base (1,000) with 81s. (\$8.10) per week. Basic wages, computed on this relativity, were virtually those which would have been derived under the previous "A" Series without the "Powers 3s." added in, and without the 10 per cent depression reduction.
- 1937** (i) "Prosperity loadings" from 4s. (40 cents) to 6s. (60 cents) according to capital city were added as non-adjustable increments, the adjustable part of the basic wage being termed the "needs" portion. (ii) The minimum permissible adjustment of the basic wage was reduced from 2s. (20 cents) to 1s. (10 cents). (iii) The Court evolved a special "Court" Series based on the "C" Series for adjusting the "needs" portion of the basic wage.
- 1941** The Commonwealth *Child Endowment Act* 1941 came into operation; the basic wage, designed to maintain a family, was in effect supplemented for those with families by independent government action.
- 1946** "Needs" portion of basic wage was increased in December by 7s. (70 cents) per week, and a new "Court" Index ("Second Series") was adopted for purposes of quarterly adjustment. All "loadings" were retained. The 7s. (70 cents) increase was additional to normal quarterly adjustments made during the year.

- 1950 In October, the Court added £1 (\$2) to the basic wage and standardised the varying prosperity loadings at 5s. (50 cents). The judgment further provided that the total basic wage should become subject to automatic quarterly adjustment as from the first quarter in 1951. The £1 (\$2) increase was additional to normal quarterly adjustments made during the year. The new rate, including the 25s. (\$2.50), was equated with the "C" Series retail price index number 1,572 for the six capital cities (weighted average) for the September quarter, 1950. From this equation was derived a new "Court" index (Third Series) with 103.0 equated to 1,000 in the "C" Series Index. (The new six capital cities rate at the time of re-framing the equation was £8-2s. (\$16.20) weekly.)
- 1953 In September, the Court ruled automatic quarterly adjustments of the basic wage should cease.
- 1956 In May, the Court rejected the principle of automatic quarterly adjustments but increased the male basic wage by 10s. (\$1).
- 1957 In April, the Commission again rejected the principle of automatic quarterly adjustment and again increased the male basic wage 10s. (\$1). It expressed support for the principle of annual reviews of the basic wage.
- 1958 In May, an increase of 5s. (50 cents) was made but automatic quarterly adjustments were again refused.
- 1959 In June, the Commission, by majority decision, decided on an increase of 15s. (\$1.50); also, by majority decision, it rejected the principle of automatic quarterly adjustments.
- 1960 In April, the Commission decided to grant no increase.
- 1961 In July, the Commission increased the basic wage by 12s. (\$1.20), rejecting both employers' claims for a 42 hour week and unions' claims for automatic quarterly adjustment. It also ruled that, in February, 1962, "the only issue in regard to the basic wage should be why the money wages fixed as a result of our decision should not be adjusted in accordance with any change in the Consumer Price Index".
- 1962 At the February hearing (as prescribed in the 1961 judgment), the Commission considered the movement in the Consumer Price Index. The index being virtually stationary in the year under review, the Commission granted no increase.
- 1963 In February, the Commission again rejected claims for an increase.
- 1964 In June, the Commission was divided on the amount of the appropriate increase and the award of £1 (\$2) was made on the casting vote of the President. It rejected the application of employers for deletion from the Commission's awards, generally, of the basic wage provisions and for the insertion in those awards of a wage expressed as a total wage.
- 1965 Hearing of the National Wages Case commenced on 2nd March, 1965, before Kirby C J., Gallagher, Moore, Sweeney and Nimmo, J J. Claims by the employers and the trade unions were heard concurrently. The employers' claim (Part A) was for the abolition of the concepts of the basic wage and margins, and the introduction into the Metal Trades Award of an obligation to pay a total wage made up of the sum of the amounts expressed in terms of the basic wage and a margin, plus an amount equivalent to one per cent of such sum. The employers also asked (Part B) that, in respect of the ensuing twelve

months, the level of the basic wage and the level of margins, in so far as the latter is determined upon general economic grounds, should be decided simultaneously. It was open to the Commission under Part B of these claims to decide whether there should be an increase in (a) the basic wage element alone; (b) the marginal element alone; or (c) both the basic wage and marginal elements, to whatever extent, in respect of each element, the Commission deemed proper.

The trade unions sought new basic wage rates incorporating increases proportionate to the rises in the Consumer Price Index. For the Six Capitals Cities basic wage, the increase claimed was 12s. (\$1.20) weekly for adult males.

By majority judgment (Gallagher, Sweeney and Nimmo, *JJ.*) on 29th June, the Commission ruled: (a) Part A of the employers' application was refused. (b) With regard to Part (B) of the employers' application—

- (i) there would be no alteration to the basic wage,
- (ii) with effect from the first pay period commencing on or after 1st July, each margin in Clause 4 of the Metal Trades Award was to be increased by an amount equal to $1\frac{1}{2}$ per cent of the sum of the Six Capital Cities basic wage and that margin.

The majority judgment anticipated that, subject to the question of a particular industry and the question of any margins which had already been increased on general economic grounds since 1963, the increases awarded would be speedily reflected throughout the awards of the Commission.

To summarise, there was no increase in the Commonwealth basic wage in 1965 but margins were varied by the " $1\frac{1}{2}$ per cent formula", i.e. the total of current basic wage and margin was increased by $1\frac{1}{2}$ per cent and the resulting increment was awarded as a variation in the margin.

1966 The Commission increased the basic wage by \$2 with effect from 11th July, 1966, but gave notice of intention to accept a total wage concept at a future hearing.

Basic Wage Rates from 1923

The following table shows the basic weekly wage rates prescribed for adult males under periodical decisions of the Commonwealth Court of Conciliation and Arbitration (and later of the Commonwealth Conciliation and Arbitration Commission).

The rates of wages shown include the "Powers 3s." (30 cents) or its equivalent, and "Prosperity" loadings, where applicable, and the 10 per cent reduction operative from February, 1931 to May, 1934. They also include automatic variations in accordance with quarterly changes in retail price index numbers to August, 1953. Since then, the rates have been declared as the result of an enquiry. The amount *legally* payable in any specific instance must be determined by reference to the appropriate award.

The rates generally are operative from the first pay-period commencing in the month shown or commencing on or after the date shown, and are those applicable to Hobart.

**Commonwealth Basic Wage Rate From 1923—Hobart
Adult Males (\$)**

Date Operative	Weekly Rate	Date Operative	Weekly Rate	Date Operative	Weekly Rate
1923—Feb. ..	8.15	1933—Feb. ..	6.34	1947—Feb. ..	10.40
May ..	8.30	May ..	6.48	Aug. ..	10.50
Aug. ..	8.75	Aug. ..	6.38	Nov. ..	10.70
Nov. ..	8.90	Nov. ..	6.39	1948—Feb. ..	11.00
1924—Feb. ..	8.95	1934—Feb. ..	6.48	May ..	11.20
Aug. ..	8.85	May ..	(a) 6.70	Aug. ..	11.50
Nov. ..	8.80	1935—March ..	6.90	Nov. ..	11.80
1925—Feb. ..	8.70	1937—July ..	(a) 7.20	1949—Feb. ..	12.10
Nov. ..	8.55	Sept. ..	7.30	May ..	12.40
1926—Feb. ..	8.60	Oct. ..	(a) 7.50	Aug. ..	12.70
May ..	8.90	1938—March ..	7.60	Nov. ..	12.80
Nov. ..	8.85	1939—June ..	7.70	1950—Feb. ..	13.10
1927—Feb. ..	8.70	1940—Feb. ..	7.80	Aug. ..	13.50
May ..	8.65	Aug. ..	8.00	Nov. ..	13.90
Aug. ..	8.55	Nov. ..	8.10	Dec. ..	(a) 16.00
Nov. ..	8.50	1941—Feb. ..	8.30	1951—Feb. ..	16.50
1928—Feb. ..	8.40	May ..	8.40	May ..	17.30
May ..	8.25	Aug. ..	8.50	Aug. ..	18.70
Aug. ..	8.30	1942—Feb. ..	8.70	Nov. ..	19.90
Nov. ..	8.25	May ..	8.80	1952—Feb. ..	20.80
1929—Feb. ..	8.30	Aug. ..	9.10	May ..	21.40
May ..	8.60	Nov. ..	9.20	Aug. ..	22.20
Aug. ..	8.55	1943—Feb. ..	9.40	Nov. ..	23.00
Nov. ..	8.60	Aug. ..	9.50	1953—Feb. ..	23.20
1930—Feb. ..	8.65	1944—Feb. ..	9.40	May ..	23.90
May ..	8.40	Aug. ..	9.30	Aug. ..	(a) 24.20
Nov. ..	8.20	Nov. ..	9.40	1956—June ..	(a) 25.20
1931—Feb. ..	(a) 7.02	1945—May ..	9.30	1957—15th May	(a) 26.20
May ..	6.88	Nov. ..	9.40	1958—21st May	(a) 26.70
Aug. ..	6.71	1946—Feb. ..	9.50	1959—11th June	(a) 28.20
Nov. ..	6.43	Aug. ..	9.60	1961—7th July	(a) 29.40
1932—Feb. ..	6.48	Nov. ..	9.70	1964—19th June	(a) 31.40
May ..	6.52	Dec. ..	(a) 10.30	1966—11th July	(a) 33.40
Aug. ..	6.57				
Nov. ..	6.43				

(a) Rate declared subsequent to an enquiry.

The next table has been compiled to show the Commonwealth basic wage rates operating in Australian capital cities:

**Commonwealth Basic Wage—Weekly Rates, Adult Males
(\$)**

Date Operative (a)	Sydney	Melbourne	Brisbane	Adelaide	Perth	Hobart	Six Capital Cities
August, 1953 (b)	24.30	23.50	21.80	23.10	23.60	24.20	23.60
June, 1956 ..	25.30	24.50	22.80	24.10	24.60	25.20	24.60
15th May, 1957	26.30	25.50	23.80	25.10	25.60	26.20	25.60
21st May, 1958	26.80	26.00	24.30	25.60	26.10	26.70	26.10
11th June, 1959	28.30	27.50	25.80	27.10	27.60	28.20	27.60
7th July, 1961 ..	29.50	28.70	27.00	28.30	28.80	29.40	28.80
19th June, 1964	31.50	30.70	29.00	30.30	30.80	31.40	30.80
11th July, 1966	33.50	32.70	31.00	32.30	32.80	33.40	32.80

(a) Rates operative from the beginning of the first pay-period commencing in the month shown or commencing on or after the date shown.

(b) Automatic adjustments discontinued.

Commonwealth Basic Wage Rates for Females

The following table summarises the Commonwealth basic wage applicable to females from 1939. Prior to 1950, female basic wage rates had been approximately 54 to 56 per cent of male rates but the Court of Conciliation and Arbitration in its judgment in December of that year fixed the relativity at 75 per cent, and this relationship is still preserved in the latest determinations.

Commonwealth Basic Wage Rate, Hobart—Adult Females
(£)

Date Operative (a)	Weekly Rate	Date Operative (a)	Weekly Rate	Date Operative (a)	Weekly Rate
Sept., 1939 ..	4.20	May, 1952 ..	16.05	15th May, 1957	19.65
Nov., 1947 ..	5.80	Aug., 1952 ..	16.65	21st May, 1958	20.00
Nov., 1948 ..	6.35	Nov., 1952 ..	17.25	11th June, 1959	21.15
Nov., 1949 ..	6.90	Feb., 1953 ..	17.40	7th July, 1961	22.05
Nov., 1950 ..	7.50	May, 1953 ..	17.90	19th June, 1964	23.55
Dec., 1950 (b) ..	12.00	Aug., 1953 ..	18.15	11th July, 1966	25.05
Nov., 1951 ..	14.90	June, 1956 ..	18.90	..	..

(a) Rates operative from the beginning of the first pay-period commencing in the month shown or commencing on or after the date shown.

(b) Female rate increased to 75 per cent of male rate.

State Basic Wage

It is something of a contradiction to speak of a Tasmanian State basic wage, since no provision exists in industrial legislation for the declaration of a State rate. Prior to February, 1956, most Wages Boards adopted Commonwealth basic wage rates. However, from February, 1956 to May, 1958 there was a divergence between Commonwealth and State rates as shown in the following table:

Basic Wage, Hobart—Adult Males and Females (Weekly Rates)
Divergence Between Commonwealth and State Awards (1956-1958)
(£)

Month of Operation (a)	Commonwealth Awards		State Wages Boards' Awards	
	Males	Females	Males	Females
August, 1953	24.20	18.15	24.20	18.15
February, 1956	24.20	18.15	25.90	19.42
May, 1956	24.20	18.15	26.80	20.10
June, 1956	25.20	18.90	26.80	20.10
August, 1956	25.20	18.90	27.20	20.40
May, 1957	26.20	19.65	27.20	20.40
May, 1958	26.70	20.00	27.20	20.40
June, 1959	28.20	21.15	28.20	21.15

(a) Operative as from the beginning of the first pay period in the month shown.

In February, May and August, 1956, most State Wages Boards reverted to the system of automatic quarterly adjustments abandoned by the Commonwealth Court in September, 1953. In June, 1959, most Wages Boards brought their basic wage into line with that awarded by the Commonwealth Commission and have followed its judgments since that date. More detailed reasons for the divergence between Commonwealth and State basic wage rates in this period will be found in the section headed "State Wages Boards".

The next table shows State basic wages in the various States, operative in September, 1965:

State Basic Wages—Weekly Rates
(£)

State or Locality	Date of Operation (a)	September, 1965	
		Males	Females
New South Wales	19th June, 1964	31.50	23.60
Victoria	June, 1964	30.70	23.00
Queensland (Brisbane) ..	20th Sept., 1965	31.40	23.55
South Australia (Adelaide) ..	22nd June, 1964	30.30	22.70
Western Australia	26th July, 1965	31.78	23.84
Tasmania (Hobart)	June, 1964	31.40	23.55

(a) Rates are operative from the beginning of the first pay-period commencing after the date shown, or during the month shown.

Four States (N.S.W., Victoria, S.A., and Tasmania) have adopted Commonwealth rates while two (Queensland and W.A.) are fixing different rates.

Wage Margins in Tasmania

General

Wage margins have been defined as "minimum amounts awarded above the basic wage to particular classifications of employees for the features attaching to their work which justify payments above the basic wage, whether these features are the skill or experience required for the performance of that work, its particularly laborious nature, or the disabilities attached to its performance" (Commonwealth Arbitration Report, Vol. 80).

Marginal rates of wages are determined both by Commonwealth and State industrial tribunals (in Tasmania, by State Wages Boards). In the Commonwealth jurisdiction, prior to 1954, the Commonwealth Court of Conciliation and Arbitration had not made any general determination in respect of wage margins, but general principles of marginal rate fixation had been enunciated by the Court in the Engineers' Case of 1924, the Merchant Service Guild Case of 1942 and the Printing Trades Case of 1947. Major determinations affecting margins were made in the Commonwealth jurisdiction in 1954, 1959, 1963 and 1965 (the 1965 hearing resulted in a determination affecting margins generally even though conceived originally by the claimant trade unions as concerned purely with basic wage issues). The decisions of the Commonwealth Court (and later of the Commonwealth Conciliation and Arbitration Commission) have generally been followed by State industrial tribunals in the determination of margins in State awards. The Tasmanian State Wages Boards have undoubtedly been influenced in their margins determinations by those made in the Commonwealth jurisdiction, although an independent policy has sometimes been pursued (e.g. special 15 per cent marginal increases for certain tradesmen in the State sphere in 1963, as opposed to 10 per cent increases granted in the Commonwealth jurisdiction). The extent of this influence is discussed more fully in the subsequent section "Interdependence of Wage-Fixing Authorities" under the general heading "State Wages Boards".

Summary of Major Judgments (Commonwealth)

- 1954** In November, the Commonwealth Court made an order re-assessing the margin structure in the Metal Trades Award by, in general, raising the current amount of the margin to $2\frac{1}{2}$ times the amount of the margin that had been current in 1937. However, in cases in which the result of the calculation produced an amount less than the existing margin, the existing margin was to remain unaltered. In effect, this decision increased the margin of a fitter from 52s. (\$5.20) weekly to 75s. (\$7.50), increased similarly margins of other skilled occupations, and made no increase in margins of what may generally be described as the unskilled or only slightly skilled occupations under the Metal Trades Award.

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

The " $2\frac{1}{2}$ times Metal Trades formula" was generally adopted in Commonwealth awards and also became a basis for calculating marginal adjustments for trades within the jurisdiction of State Wages Boards in Tasmania.

- 1959** In November, the Commission made an order re-assessing the marginal structure in the Metal Trades Award, Part I, by increasing the existing margins by 28 per cent, the amount of the increase being taken to the nearest 6d. (5 cents). The effect of this decision was to increase the margin of the fitter from 75s. (\$7.50) to 96s. (\$9.60) per week.

The Commission emphasised that the decision related only to the Metal Trades Award but acknowledged that on occasions in the past, margins fixed in the Metal Trades Award, and in particular the margin of the fitter, had been used as standards for other awards. The use of the 28 per cent formula as a guide in other disputes would be a matter for the parties as far as conciliation was concerned and, if arbitration was necessary, for the Commission itself.

In December, the Commission delivered a judgment granting a 20 per cent interim increase to graduates and diplomates in engineering and science (in variation of the Metal Trades Award, Part II and the Aircraft Industry Award, Part II). In the same month, judgment in the Bank Officials' case resulted in an interim increase of 20 per cent in margins for bank officers either with specified length of service (10th to 18th year) or holding specified positions (accountants and managers).

The 28 per cent formula, despite the fact that it had not been designed for general application, was in fact subsequently embodied in most Commonwealth tradesmen's awards and also had wide application in determinations of State Wages Boards in Tasmania.

1963 In April, the Commission made an order increasing margins for adult males in the Metal Trades Award by ten per cent, operative from the first pay-period commencing on and after 22nd April. The Commission emphasised that the decision would relate to the Metal Trades Award only, although it was realised that the margin of the fitter had been used as a standard for other awards. In the present case, the Commission stated it was not intended that the decision should be applied automatically outside the metal trades. The use of any changes in margins granted by the Commission, as a guide in other disputes, would be a matter for the parties as far as conciliation was concerned and, if arbitration was necessary, for the Commission.

In making the determination, the Commission took into account price increases since the judgment of 1959, and also increases in productivity. In Tasmania, the 10 per cent formula had fairly general application in most Federal awards; however, for workers under the jurisdiction of State Wages Boards, the Commonwealth formula was varied, the more highly skilled receiving a 15 per cent increase in margins, the less highly skilled a 10 per cent increase.

1965 The judgment of the Commission delivered on 29th June is given in some detail in the preceding section headed "Basic Wage in Tasmania — Summary of Commonwealth Judgments".

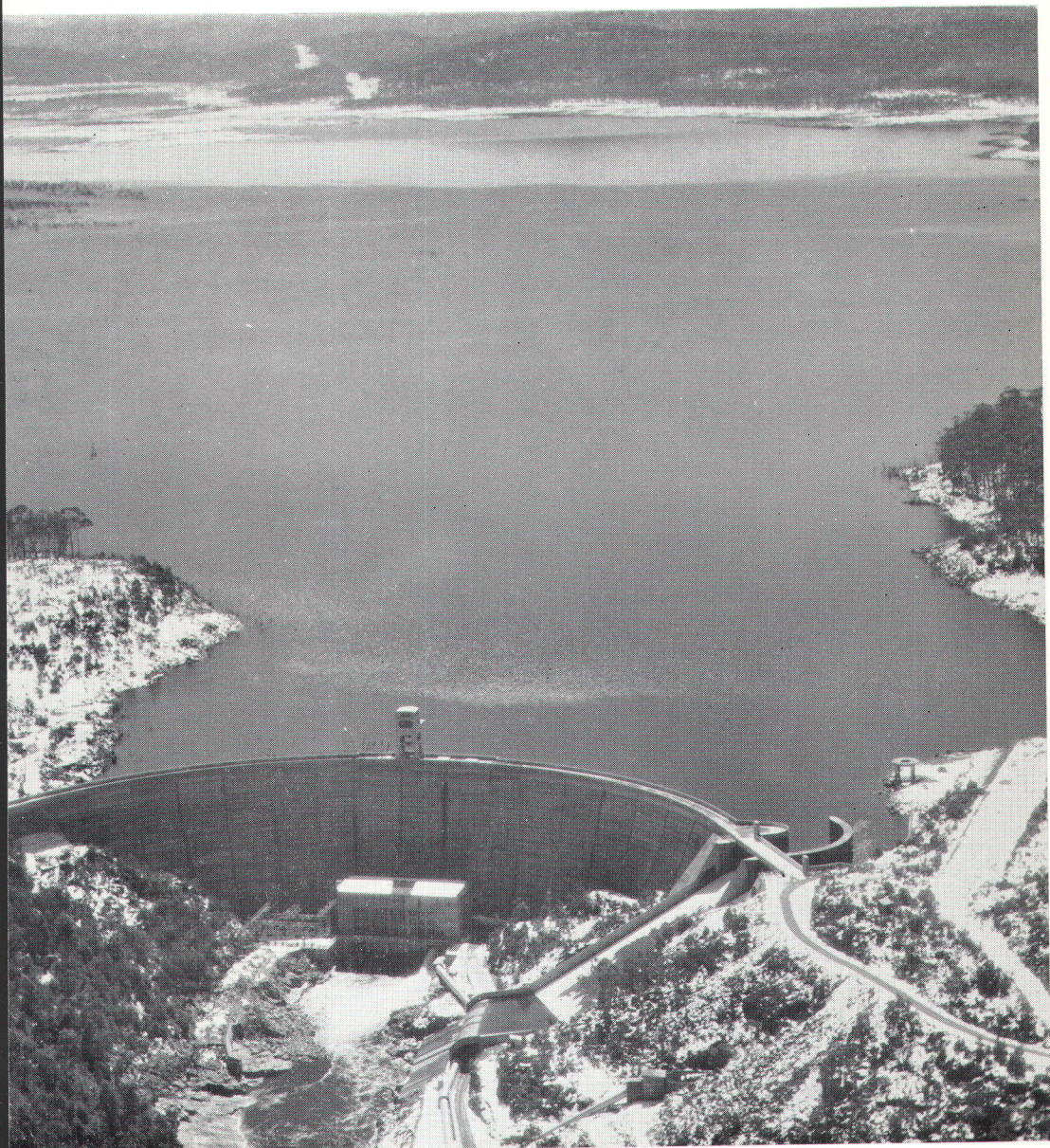
The order of the Commission had the effect of varying margins by the " $1\frac{1}{2}$ per cent total wage" formula, i.e. the total of the current basic wage and margin was increased by $1\frac{1}{2}$ per cent and the resulting increment was awarded as a variation in the margin.

The 1965 judgment introduced a new principle into margins fixation. The judgments of 1954, 1959 and 1963 had led to the variation of a great number of margins under various Federal awards on a "flat-rate" formula basis, i.e. a uniform percentage increase was applied to individual current margins; the effect of "flat-rate" percentage marginal adjustments was that individual total wage rates increased in accordance with the principle that the greater the margin, the greater the proportionate increase in the total wage rate. The 1965 judgment, depending as it did on a total wage formula, had the effect of increasing individual total wage rates by a uniform percentage; a necessary result of such a formula is that marginal increases exhibit "tapering", i.e. the percentage increase in the margin becomes proportionately smaller for the more highly paid.

One other aspect of the 1965 judgment invites comment. Each variation in the basic wage, and each general variation in margins resulting from previous judgments, had had the effect of altering relativities in individual total wage rates as between the various trades and occupations. The 1965 judgment, by using a total wage formula, preserved existing percentage relativities as between individual total wage rates.

1966 In announcing the basic wage increase of \$2 to operate from 11th July, 1966, the Commission gave no final decision in the matter of margins, but gave notice of an intention to adopt the total wage concept at a hearing to be held later.

*Clark Dam which creates Lake King William and feeds water to the Derwent System Power Stations.
(Hydro-Electric Commission)*





*Launceston viewed from Royal Park.
(Dept. of Film Production)*



*Sheep being hand-fed silage.
(Dept. of Agriculture)*

Minimum Weekly Wage Rates in Tasmania

Definitions

In this section, "minimum weekly wage rates" is used as a short title for "*weighted average* minimum weekly wage rates". The rates are those applicable to adult males and adult females.

The minimum wage is the lowest rate payable for a particular occupation, and for most occupations it comprises the basic wage and "secondary" wage payments, i.e. additional amounts such as margins for skill, &c. and loadings of various kinds. In the majority of cases such rates are prescribed in awards or determinations of Commonwealth or State industrial authorities or in agreements registered with them. Some rates are prescribed in unregistered agreements between employers and employees.

Weighting: To arrive at a weighted average rate for a particular field (e.g. rate for occupations in Tasmania covered by Commonwealth awards), certain data are required. The basic initial information is the award rate applying to each occupation and its relative significance (broadly, the numbers in each occupation).

The calculation of average minimum rates is based on the occupational structure existing in 1954. Weights for each industry and each occupation were derived from two sample surveys made by the Bureau in that year. The first was the Survey of Awards in April, 1954 which showed the number of employees covered by individual awards, determinations and agreements, and provided employee weights for each industry as well as a basis for the Survey of Award Occupations made in November, 1954. This second survey showed the number of employees in each occupation within selected awards, &c. in the various industries, thereby providing weights for each occupation.

The individual minimum wage rates combined to give the averages shown in the tables are those for representative occupations within each industry. They have been derived entirely from representative awards, determinations and agreements in force at the end of each period commencing with March, 1939 for adult males, and March, 1951 for adult females. In Australian figures for adult male rates, 2,313 individual award occupations are included; for adult female rates, 515; a lesser number is used in determining Tasmanian rates. By use of the industry and occupation weights derived from the surveys of 1954, rates for these occupations were combined to give weighted averages for each industry group for each State and for Australia. Because of coverage difficulties, the rural industry is not included.

Since the aim is to measure movements in prescribed minimum rates of "wages" as distinct from "salaries", those awards, &c. which relate solely or mainly to salary-earners are excluded.

Weighted averages of the components of the total minimum weekly wage rate, i.e. basic wage, margin and loading, are calculated separately for adult male employees covered by Commonwealth awards, &c., and for those covered by State awards, &c.

"Commonwealth Awards, &c.": These include awards of, or agreements registered with, the Commonwealth Conciliation and Arbitration Commission, and determinations of the Commonwealth Public Service Arbitrator.

"State Awards, &c.": These include awards or determinations of, or agreements registered with, State industrial tribunals, together with certain unregistered agreements, where these are dominant in the particular industries to which they refer. (In Tasmania, the principal tribunals are the State Wages Boards.)

"Basic Wage Rates": These are weighted averages of the weekly rates prescribed in awards, &c. for the occupations included in the calculation. For industries other than mining, metropolitan basic wage rates have generally been used. However, there are a number of occupations for which basic wage rates other than the metropolitan rate are prescribed. In all such cases, the basic wage rate actually paid is used in the tables. As a result, the weighted average basic wage shown in this section differs from the Hobart basic wage appearing elsewhere.

"Margins": These are minimum amounts, in addition to the basic wage, awarded to particular classifications of employees for special features such as skill, experience, arduousness or other like factors.

"Loadings": These include industry loadings and other general loadings prescribed in awards, &c. for the occupations included in the calculation. Loadings that are not applicable to all workers in a specified award occupation (for example, those payable because of length of service; working in wet, dirty or confined spaces, &c.) are not included in the calculation.

Limitation: The wage rates shown in the tables in this section should not be regarded as actual current averages, but rather as indexes expressed in money terms, indicative of trends. The wage rates do not measure the relative level of minimum wages as between States.

Minimum weekly wage rates for adult males should not be compared with "average weekly earnings per employed male unit" appearing in a later section of this chapter; the latter includes not only the earnings of adult wage-earners but also those of salaried employees, junior wage-earners and part-time and casual employees.

Male and Female Rates

The following table summarises minimum weekly wage rates for adult males and adult females in Tasmania from 1951 onwards. The averages include Commonwealth and State awards, &c. and are for all industry groups combined:

**Minimum Weekly Wage Rates (a)
Adult Males and Adult Females—All Groups
(\$)**

End of—	Adult Rate		End of—	Adult Rate	
	Male	Female		Male	Female
December—1951 ..	23.82	16.56	December—1959 ..	34.71	23.42
1952 ..	27.22	18.92	1960 ..	35.15	23.88
1953 ..	28.33	19.72	1961 ..	36.27	24.82
1954 ..	28.77	19.76	1962 ..	36.48	24.83
1955 ..	29.36	20.00	1963 ..	37.29	25.21
1956 ..	31.39	21.52	1964 ..	39.66	27.02
1957 ..	31.85	21.90	1965 ..	40.64	27.95
1958 ..	32.36	22.12	March—1966 ..	40.84	27.95

(a) Weighted average minimum weekly rates payable for a full week's work (excluding overtime), as prescribed in awards, determinations, &c.

Rates in Industry Groups

In the next table, details are shown of Tasmanian minimum weekly wage rates in the various industry groups for adult males and adult females; also the same information converted to index numbers with the Australian weighted average weekly wage rate for 1954 equated with 100:

**Minimum Weekly Wage Rates and Index Numbers
Adult Males and Adult Females—Industry Groups, 30th September, 1965**

Industry Group	Adult Males		Adult Females	
	Rates of Wage (a) (\$)	Index Numbers (b)	Rates of Wage (a) (\$)	Index Numbers (b)
Mining and Quarrying	41.06	145.4	..	..
Manufacturing—				
Engineering, Metals, Vehicles, &c. ..	40.97	145.1	27.00	135.6
Textiles, Clothing and Footwear ..	37.74	133.6	26.44	132.8
Food, Drink and Tobacco	39.12	138.5	26.55	133.4
Sawmilling, Furniture, &c.	38.77	137.3		
Paper, Printing, &c.	39.95	141.5	26.72	134.3
Other Manufacturing	39.40	139.5		
All Manufacturing Groups	39.81	140.9	26.58	133.5
Building and Construction	40.72	144.2	..	..
Railway Services	39.44	139.7		
Road and Air Transport	40.89	144.8	31.58	158.6
Shipping and Stevedoring	39.24	138.9		
Communication	45.80	162.2		
Wholesale and Retail Trade	40.40	143.0	27.59	138.6
Public Authority (n.e.i.) and Community and Business Services	42.28	149.7	31.25	157.0
Amusement, Hotels, Personal Service, &c. .	38.14	135.0	27.32	137.2
All Industry Groups	40.32	142.8	27.60	138.7

(a) Weighted average minimum weekly rates payable for a full week's work (excluding overtime) as prescribed in awards, determinations, &c.

(b) Base of index numbers—weighted average weekly wage rate, Australia, 1954 = 100.

Index Numbers

In the previous table, the minimum weekly wage rates have been expressed as index numbers. It should be emphasised that the rates themselves are not actual current averages but are rather indexes expressed in money terms; as such they are indicative of trends rather than of levels.

The following table shows, in summary form, the index numbers for adult male and adult female minimum weekly wage rates in Tasmania from 1960:

**Minimum Weekly Wage Rates—Index Numbers, All Groups
Adult Males and Adult Females**

End of—	Index Numbers (a)		End of—	Index Numbers (a)	
	Male	Female		Male	Female
December—1960 ..	124.5	120.0	December—1964..	140.4	135.7
1961 ..	128.4	124.7	June—1965..	140.8	137.2
1962 ..	129.2	124.7	September—1965..	142.8	138.7
1963 ..	132.0	126.6	December—1965..	143.9	140.4

(a) Base of index numbers—weighted average weekly wage rate, Australia, 1954 = 100.

Components of Total Minimum Wage Rates (Male)

The next table has been compiled to show the individual wage components i.e. basic wage, margin and loading and also the distinction between Commonwealth and State awards, &c. The two elements, Commonwealth and State, are combined to produce the adult male minimum weekly wage rate for Tasmania:

Minimum Weekly Wage Rates Each December From 1960 (a)
Components of Total Wage Rate, All Groups—Adult Males
(\$)

Particulars	1960	1961	1962	1963	1964	1965
Commonwealth Awards, &c.—						
Basic Wage ..	28.49	29.37	29.33	29.33	31.21	31.21
Margin ..	6.18	6.24	6.48	7.12	7.38	8.20
Loading ..	0.20	0.20	0.26	0.34	0.55	0.77
Total Wage	34.87	35.81	36.07	36.79	39.14	40.18
State Awards, &c.—						
Basic Wage ..	28.21	29.42	29.42	29.48	31.39	31.39
Margin ..	6.67	6.73	6.74	7.64	7.93	8.74
Loading ..	0.74	0.83	0.93	0.96	1.13	1.20
Total Wage	35.62	36.98	37.09	38.08	40.45	41.33
All Awards, &c.—						
Basic Wage ..	28.38	29.38	29.37	29.39	31.28	31.28
Margin ..	6.35	6.44	6.58	7.32	7.60	8.41
Loading ..	0.42	0.45	0.53	0.58	0.78	0.95
Total Wage	35.15	36.27	36.48	37.29	39.66	40.64

(a) Weighted average minimum weekly rates payable for a full week's work (excluding overtime) as prescribed in awards, determinations, &c.

The following table shows, for Tasmania, in summary form, male adult minimum weekly wage rates from 1939, in terms of basic wage, margin and loading:

Minimum Weekly Wage Rates From 1939 (a)
Components of Total Wage Rate, All Groups—Adult Males
(\$)

End of—	All Awards, &c. (Commonwealth and State)			
	Basic Wage	Margin	Loading	Total Wage
December—1939 ..	(b)	(b)	(b)	9.22
1945 ..	9.39	1.74	0.43	11.56
1950 ..	15.98	3.37	0.45	19.80
1955 ..	24.03	4.81	0.52	29.36
1956 ..	25.98	4.90	0.51	31.39
1957 ..	26.47	4.92	0.46	31.85
1958 ..	26.89	5.08	0.39	32.36
1959 ..	28.14	6.15	0.42	34.71
1960 ..	28.38	6.35	0.42	35.15
1961 ..	29.38	6.44	0.45	36.27
1962 ..	29.37	6.58	0.53	36.48
1963 ..	29.39	7.32	0.58	37.29
1964 ..	31.28	7.60	0.78	39.66
June—1965 ..	31.28	7.71	0.79	39.78
September—1965 ..	31.28	8.22	0.82	40.32
December—1965 ..	31.28	8.41	0.95	40.64

(a) Weighted average minimum weekly rates payable for a full week's work (excluding overtime) as prescribed in awards, determinations, &c.

(b) Not available.

Australian Rates

In the next table, rates and index numbers are shown for each Australian State. Neither the wage rates nor the corresponding index numbers measure the relative level of minimum wages as between States. Both measures, i.e. the wage rates and the corresponding index numbers, are indicative of trends but it should be noted that the wage rates are not to be regarded as actual current averages but rather as indexes expressed in money terms.

**Australia—Minimum Weekly Wage Rates—All Groups
Adult Males**

End of—	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia
RATES OF WAGE (a) (\$)							
December—1962	37.37	36.37	35.97	35.65	36.57	36.48	36.66
1963	38.28	37.20	37.00	36.40	37.50	37.29	37.55
1964	40.23	39.46	39.21	38.67	38.82	39.66	39.62
September—1965	40.82	40.22	41.42	39.33	40.15	40.32	40.54
December—1965	40.98	40.32	41.64	39.44	40.48	40.64	40.70
INDEX NUMBERS (b)							
December—1962	132.3	128.8	127.4	126.2	129.5	129.2	129.8
1963	135.5	131.7	131.0	128.9	132.8	132.0	133.0
1964	142.5	139.7	138.8	136.9	137.5	140.4	140.3
September—1965	144.5	142.4	146.7	139.3	142.2	142.8	143.5
December—1965	145.1	142.8	147.4	139.6	143.4	143.9	144.1

(a) Weighted average minimum weekly rates payable for a full week's work (excluding overtime), as prescribed in awards, determinations, &c.

(b) Base of index numbers—weighted average weekly wage rate, Australia, 1954 = 100.

Minimum Hourly Wage Rates in Tasmania

General

Minimum hourly wage rates is the short title for "weighted average minimum hourly rates payable". The concept is completely analogous to that embodied in minimum weekly wage rates and the calculation is similarly based on rates prescribed in awards or determinations of Commonwealth and State industrial authorities or in agreements registered with them.

Definitions

Hours of Work: In the fixation of weekly wage rates, most industrial tribunals prescribe the number of hours constituting a full week's work for the wage rates specified. The hours of work so prescribed form the basis of the compilation of the weighted averages of hourly rates.

Rural industry is excluded from the calculation of minimum weekly wage rates. Rural industry, and in addition the shipping and stevedoring industry, are excluded from the calculation of minimum hourly wage rates; the shipping and stevedoring group is excluded since definite particulars for the computation of hourly wage rates are not available.

The 40-hour week has operated in Australia generally from 1st January, 1948 (N.S.W., from 1st July, 1947). Nevertheless the number of hours constituting a full week's work (excluding overtime) differs between occupations

and/or States. The weighted average standard hours of work (excluding overtime) prescribed in awards, determinations and agreements for a full working week, in respect of adult male workers in all industry groups except rural, and shipping and stevedoring, at 31st December, 1964, were: N.S.W., 39.95; Victoria, 39.97; Queensland, 39.98; S.A., 39.96; W.A., 39.89; Tasmania, 39.97; Australia, 39.96. Corresponding figures for adult female workers at 31st December, 1964, were: N.S.W., 39.53; Victoria, 39.81; Queensland, 39.70; S.A., 39.77; W.A., 39.78; Tasmania, 39.56; Australia, 39.67.

Minimum Weekly Wage Rate Definitions: Apart from exclusion of the shipping and stevedoring industry, the definitions in the section headed "minimum weekly wage rates" apply with equal force to the calculation of minimum hourly wage rates.

Summary of Details

The following table shows, for Tasmania, minimum hourly wage rates for adult male and adult female workers in all industries (except rural, and shipping and stevedoring) since 1939:

Minimum Hourly Wage Rates, All Groups (a)
Adult Males and Adult Females

End of—	Males (b)	Females (c)	End of—	Males (b)	Females (c)
RATE OF WAGE (\$)					
December—1939 ..	0.2095	n.a.	December—1962..	0.9142	0.6277
1945 ..	0.2642	n.a.	1963..	0.9340	0.6361
1950 ..	0.4952	n.a.	1964..	0.9937	0.6819
1955 ..	0.7371	0.5056	March— 1965..	0.9956	0.6857
1959 ..	0.8698	0.5921	June— 1965..	0.9968	0.6892
1960 ..	0.8808	0.6037	September—1965..	1.0103	0.6966
1961 ..	0.9086	0.6275	December— 1965..	1.0187	0.7052
INDEX NUMBERS (d)					
December—1939 ..	29.6	n.a.	December—1962..	129.2	125.1
1945 ..	37.3	n.a.	1963..	132.0	126.8
1950 ..	70.0	n.a.	1964..	140.4	135.9
1955 ..	104.2	100.8	March— 1965..	140.7	136.7
1959 ..	122.9	118.0	June— 1965..	140.9	137.4
1960 ..	124.5	120.3	September—1965..	142.8	138.8
1961 ..	128.4	125.1	December— 1965..	144.0	140.5

(a) Weighted average minimum hourly rates payable.

(b) All industry groups except rural, and shipping and stevedoring.

(c) All industry groups except rural, mining and quarrying, and building and construction.

(d) Base of index numbers—weighted average hourly wage rate, Australia, 1954 = 100.

Average Weekly Earnings in Tasmania

Source of Data

The figures in the following section are derived from particulars of employment and of wages and salaries recorded on pay-roll tax returns, from other direct collections and from estimates of the unrecorded balance. (In general, businesses with pay-rolls of less than \$1,734 per month are exempt from pay-roll tax and do not need to supply monthly details of employment and of wages and salaries.) Pay of members of the defence forces is not included.

Definitions

"Employed Male Unit": This is a special unit devised to overcome the difficulty that particulars of wages and salaries are not available separately for males and females. (The basic data available are the number of males, the number of females and the total pay-roll only.) The number of females is converted to a *lesser equivalent number* of males by taking into account the approximate ratio of female to male earnings; a divisor for deriving average "male" earnings is then obtained by adding the actual number of males to the calculated number of "male equivalents". The divisor so obtained consists of "employed male units". As it is not possible to estimate the ratio of male to female earnings in the several States, the same ratio is used for each State. Because the actual ratio may vary between States, precise comparisons between average earnings in different States cannot be made on the basis of the figures.

Components of Pay-roll: Pay-roll includes, in addition to wages at award rates, the earnings of salaried employees, over-time earnings, over-award and bonus payments, and payments made in advance or retrospectively, (e.g. advances of annual leave pay). Included also are the wages and salaries, not only of adults, but also of juniors; the earnings may relate to full-time, part-time or casual workers.

Invalid Comparison: Average earnings per employed male unit cannot be compared with male minimum weekly wage rates shown in the previous section. Minimum weekly wage rates relate to award rates for adult male wage earners in non-rural industry for a full week's work, at the end of each month or year; the average weekly earnings per employed male unit are derived from the pay-roll concept shown in the previous paragraph, and obviously cover a wider field of earnings and of wage and salary earners.

Seasonal Influence: Quarterly figures are affected by seasonal influences. Comparisons as to trends are generally best made by relating complete years or corresponding periods of incomplete years. However, from December quarter, 1963, comparisons with corresponding quarters of earlier years are affected by additional prepayments arising from three weeks' leave.

Annual and Quarterly Details

The following table shows, for Tasmania, average weekly earnings per employed male unit since 1954-55; the figures are arranged both as quarterly and annual averages.

Average Weekly Earnings Per Employed Male Unit (a)
(\$)

Year	Average for Quarter Ending—				Average for Year
	September	December	March	June	
1954-55	31.40	32.80	32.50	36.00	33.20
1955-56	34.40	35.40	34.70	37.80	35.60
1956-57	36.40	38.30	37.00	39.20	37.70
1957-58	36.70	38.70	37.50	40.20	38.30
1958-59	37.90	41.20	37.60	40.30	39.20
1959-60	40.20	42.30	40.70	44.50	41.90
1960-61	41.90	44.20	42.50	44.70	43.30
1961-62	43.00	45.80	44.50	47.80	45.30
1962-63	44.90	45.90	44.50	48.30	45.90
1963-64	46.50	50.80	47.30	49.60	48.60
1964-65	49.90	50.90	50.00	52.40	50.80
1965-66	50.90	56.80	53.50	55.60	54.20

(a) For definitions, see section headed "Definitions".

Australian Details

The next table shows average weekly earnings per employed male unit for each Australian State. The calculation of the number of "employed male units" depends on use of a common ratio of male to female earnings for all States; because the actual ratio may vary between States, precise comparisons between average earnings in different States cannot be made on the basis of the figures shown.

Australia—Average Weekly Earnings Per Employed Male Unit (a)
(£)

Period	N.S.W. (b)	Vic.	Qld.	S.A. (c)	W.A.	Tas.	Australia
1954-55 ..	35.40	35.30	31.20	33.80	32.30	33.20	34.30
1959-60 ..	45.70	45.50	39.40	41.80	39.20	41.90	43.90
1964-65 ..	56.60	56.30	50.40	51.70	49.30	50.80	54.60
Sept. Qtr., 1965	58.20	59.00	52.60	54.30	52.70	50.90	56.70
March Qtr., 1966	56.80	55.40	49.20	51.10	52.00	53.50	54.50

(a) For definitions, see section headed "Definitions".

(b) Includes the Australian Capital Territory.

(c) Includes the Northern Territory.

WAGE-FIXING AUTHORITIES

Tasmanian Wages Boards

Introduction

The Tasmanian Wages Board system consists of a large number of autonomous Boards set up under an Act of the Tasmanian Parliament to prescribe the minimum rates of wages payable, and conditions of service to be provided, by employers engaged in particular trades.

Early Legislation: The first legislation of this kind was passed in 1911 but was superseded by an Act of 1920. The prescriptions of Boards are called Determinations. Those made in the earliest phase of the system reflected the relatively primitive state of industrial development and hence a simpler mode of industrial relations than is general today. Classifications of occupations tended to be few and conditions of employment were not particularised in such detail as they are today. Provision for such amenities as recreation and sick leave, and payment for statutory holidays were not known.

Recent Legislation: In more recent times, certain matters which lay within the province of Wages Boards have been removed by specific legislation providing common conditions for all employees. Minimum standards of sanitary, messing and change-room facilities in work-places are now laid down by Regulations made under the *Factories, Shops and Offices Act* 1958. Long service leave arrangements, which made a brief appearance in some Determinations, are now cared for by the *Tasmanian Long Service Leave Act* of 1956. Finally, although Wages Boards have continued to prescribe the rates of pay of apprentices, authority to determine such rates is now the prerogative of the Apprenticeship Commission, which can displace the Board's prescription whenever it so desires. The Commission fully exercises its powers over the indentures and training of apprentices.

Powers of Boards

The powers retained and exercised by Wages Boards can be distinguished as mandatory and permissive:

Mandatory: Every Board *must* determine minimum rates of wages, and the ordinary hours of work for persons engaged in the trades in respect of which it is established. It must determine which adult employees are tradesmen, and specify, where the proportion of junior workers is limited, the class of work such workers can do. The Board has the obligation, further, to set the date when its Determination will come into force—a date limited, with regard to retrospectivity, to 14 days before the meeting at which the Determination is made.

Permissive: Boards *may* extend their Determinations to include any or all of the following additional provisions: penalty rates for overtime, week-end, or holiday work, casual work, and other rates related to time factors; the period of recreational leave; deductions from wages for board and lodgings where the employee is accommodated and/or supplied with meals by the employer; the day of the week and hour at which wages shall be paid; special rates where the type or conditions of work warrant such consideration; the proportion of juniors to adults that may be employed in a particular establishment, or the prohibition of the employment of juniors; weekly wages for any specified class of employee, without relation to the hours worked or to normal overtime entitlement; and the length of notice for termination of the contract of service.

Constitution and Mode of Operation of Boards

Meaning of Trade: Tasmanian Wages Boards are constituted under a Statute of 1920, in respect of trades (e.g. Hairdressers, Carpet-makers) or groups of trades having a common link (e.g. Builders and Painters, embracing employers of bricklayers, carpenters, painters, glaziers and builders' labourers; or Automotive Industries which associate automotive engineers, service-station proprietors, motor vehicle builders and repairmen, and sellers of motor vehicle spares). The word 'trade' is given a wide enough connotation to cover professions such as Doctors and Dentists (in their character of employers) and providers of services such as Licensed Clubs and Restaurant-Keepers. The constitutional nexus of a Board is the trade (or industry, or profession, as noted above) of the employer, not the common occupation of the employees.

Chairman: Each Board, of which there are about seventy at present in active existence, consists of an equal number of representatives of employers and employees and a chairman appointed by the Government. Prior to an amendment of the Act in 1961, each Board might legally have had its own separate chairman, though in practice one, and only one, person was appointed to hold this office on every Board. The 1961 amendment provided for the appointment of a full-time Chairman of Wages Boards, who united in his person the chairmanship of all Boards within the system. An officer of the Department of Labour and Industry is Secretary of each Board.

Members: Board members are selected and appointed by the responsible Minister (the Chief Secretary) from persons engaged as employers or managing experts in the trade or trades appropriate to the Board, and from those who are employees of such persons. Officers of industrial organisations or associations of either employers, or employees, whose members are engaged in a particular trade, are also eligible to sit on the relevant Boards, with the limitation that on

any Board having four or more representative members on each side, not more than two of these may be officers of organisations of this kind, while Boards having three or fewer members on each side may have only one such officer. Persons in legal practice are disqualified from appointment as members of any Board except only as representatives of employers on the Barristers and Solicitors Wages Board.

Size of Boards: The size of Boards varies, the number of representative members being that considered expedient in all the circumstances by the Minister. The largest Board, Electrolytic Zinc, has eight representative members on each side, while to the Fuel Merchants Board belongs the distinction of having merely one representative each of employers and employees.

Selection: Representative members are appointed to a three-year term of office, but when the expiration of a Board's term is imminent the Minister may give notice of his intention to re-appoint the representative members unless valid objection is lodged. The Minister's selections for appointment to a Board, or his decision to re-appoint retiring members, may be objected to by persons engaged in the trade. In the latter case, new nominations are called for, and if the number received exceeds the number of positions to be filled, the Minister must make a selection. If objection is again raised, an election is held from the list of nominees, to fill the number of required positions. The roll of electors is compiled in respect of employers' representatives from the names of all persons known to be engaged in the trade, or in respect of employees' representatives, from all persons employed by persons so engaged in the trade. A returning officer is appointed by the Minister, who normally deposes the State Chief Electoral Officer to conduct the ballot. Successful candidates are then formally appointed to the Board.

Elections: Competition for places on Wages Boards is the exceptional case, the initial appointment and subsequent reappointment of Boards appearing to excite little attention in the trades affected. Occasionally, however, the Minister's selections for members, or his proposal to reappoint retiring members, are objected to and an election is precipitated, such events having occurred about once a year in recent times.

Conduct of Boards: The Boards are intended to practise conciliation with the Chairman assuming the role of moderator, or conciliator-in-chief. Proposals may come from either side of the table and are voted upon after opportunity for deliberation and the production of evidence, the Chairman exercising a casting vote if the representative members are tied. (A member unable to be present may be represented by a proxy appointed by him, but if either side lacks a representative, it is the custom for the other to grant a "pair". A quorum consists of half the members of each side, together with the Chairman.) The Chairman wields no arbitral power but is enjoined, when there is equal division between the representative members, to do all things ("whether by adjourning... by making suggestions, consulting with members... or otherwise") needful to obtain agreement of the Board, before deciding the matter at issue on his casting vote.

Secret Hearings: It has become invariable custom not to admit the public or press-reporters to proceedings for at least two considerations; firstly the safeguarding of confidential information, such as trade secrets or the financial standing of persons engaged in the trade, which may be mentioned by Board members, and secondly, conciliation works best in the absence of a distracting audience or the fear that published reports of proceedings might be partial.

Witnesses: A Board, on the other hand, has the power to summon witnesses considered to be able to inform members on particular matters before it. While such witnesses may be required to present their evidence on oath, this practice is frequently waived to ensure an atmosphere of unconstraint and cordiality.

Determinations: From the record of decisions made at a Board meeting by its Secretary, and confirmed by the members after hearing it read, the code of wage-rates, allowances and conditions for the particular trade, known as the Determination of the particular Wages Board, is drafted by the Chairman, and upon its gazettal becomes the law. General review meetings, at which the entire Determination is recommitted for consideration, may not be convened more often than once every two years, and in practice tend to be more widely spaced, especially with the less active Boards. If the Minister is satisfied, however, that because of changed conditions or the discovery of a significant anomaly in a Determination, a Board should be reconvened after a shorter interval, he may authorise such a meeting, but its agenda must specify the matters to be considered; this excludes the transaction of any other matter. Any decisions of a Board resulting from a specially convened meeting are translated into the current Determination by means of a notice of variation, and become part of the basic code.

The Concept of a Basic Wage

Before World War II: The concept of a basic wage, present almost from the inception of the Federal Arbitration system, was little regarded by Tasmanian Wages Boards until the years immediately preceding, or during, the 1939-45 War. Provision was first inserted in the *Wages Boards Act* 1928 for Boards to prescribe an adjustable basic wage, but this was ignored by many Boards, which for many years afterwards expressed all wage-rates as an indivisible amount, without distinguishing what were later to be known as basic and marginal components. Trades having some employees subject to Federal Awards showed a tendency to adopt a basic wage ahead of others, and in several instances (e.g. Ironmongers), a basic wage was written into a part of the Determination applying to Carters and Drivers, as much as ten years before the principle was adopted for the primary classes of employees.

Lack of Uniformity: With the general upward movement of living costs generated by the inflationary pressures of the war and its aftermath, most Boards came to recognise the expediency of incorporating a basic wage clause applying to all persons covered by Determinations, with provision for automatic adjustment in accordance with quarterly movements in the "C" Series Retail Price Index compiled by the Commonwealth Statistician. But, owing to the autonomy of each Wages Board, no uniform basic wage was adopted. In fact, the existence of separate indexes for Hobart and for four other named Tasmanian towns, another for the weighted average of these five towns, and such "national" weighted averages as those of the "Six Capital Cities" and "30 (Australian) Towns", gave to the Boards a range of differing values from which to select one—or more—considered appropriate for the particular trade. Thus Boards covering employees dispersed in several centres were inclined to determine separate basic wages for Hobart, Launceston and elsewhere; or regionally-located Boards set a basic wage related to the index for a local town, e.g. Devonport or Queenstown. The deciding factor for yet other Boards, conscious of the links of their trades with particular Federal Awards, was the basic wage prescribed in those Awards, commonly based on

the "Six Capitals" index. The resulting pattern was a medley of basic wages observed within the State, especially confusing to undertakings which were subject to several Determinations and/or Awards.

Suspension of Adjustments: Abolition in 1953 of automatic quarterly adjustments in Federal Awards exposed the dependence which Wages Boards had developed on Federal initiative in the determination of basic wages. The outcome of an urgently summoned conference of representatives of employer and employee organisations involved in the Tasmanian economy was the decision not to abolish but to *suspend* quarterly adjustments to the basic wage in State Determinations. The Chairman of Wages Boards, who had presided at the conference, warned that if, after a trial period, the "C" Series index resumed its rapid rate of increase, the Boards should make application for a meeting to reconsider the position. When in the latter part of 1955, the continuance of upward movement in the index prompted this very development, the Chairman stated at the end of a second "plenary" conference that adjustments should recommence from the following February (1956) unless the index fell in the interim. As it did not, automatic adjustments were duly resumed as from the first pay period in that month.

Operation of the automatic adjustments was shortlived, however, in all but a few Determinations, for the declaration by the Commonwealth Arbitration Commission in May, 1956 of the first increase in the Federal basic wage since its freezing in 1953, prompted the calling of a third general conference to reconsider the question of basic wage fixation in Tasmania and a new pronouncement of policy was made by the Wages Board Chairman.

In a long statement, the Chairman traced the course which the various basic wages of the State had traversed in recent years and strongly deprecated the failure of the Commonwealth Court to seek by means of conferences with State industrial authorities an agreement on a uniform basic wage throughout the land. Re-affirming an earlier opinion, based on observation of the movement of the "C" Series Retail Price Index, that "the basic wage at present prescribed by wages boards does nothing more than ensure a reasonable standard of living", the Chairman said he would not be prepared to cast his vote at any Wages Board meeting to reduce the then Hobart basic wage by 16s. (\$1.60) to align it with the new Federal basic wage for Hobart. He would, however, support suspension, for a period, of further automatic adjustments on the dual grounds of the need of some industries for wage stability to enable long-term tendering or price-fixing, and the danger that relatively higher wage-costs in Tasmania could cause the closure or transfer of industries.

In the aftermath of these remarks, all Boards met and with four exceptions followed these recommendations. Two Boards decided to adopt the Federal basic wage (though relating it to different indexes), one suspended adjustments as from the *previous* quarter, and although the fourth Board decided to continue automatic adjustments, this had negligible effect because its Determination had become virtually superfluous.

Adoption of Federal Standard: Fortunately the gradient of the graph of cost-of-living increases was lowered during the following years, engendering rather less anxiety about basic wage adjustment. Boards, with few exceptions, deleted reference to the Statistician's index from their Determinations and deferred action to vary their basic wage until, by the third of the relatively small increases resulting from annual reviews of the Federal basic wage in 1957, 1958, and 1959, the Federal wage for Hobart attained a level 10s. (\$1) above the amount which had been operative for Hobart in most Determinations

from August, 1956 onwards, namely £13.12s. (\$27.20). Convened in June, 1959, for the first State basic wage revision in those three years, the Boards re-established, in respect of the amount determined for the Hobart area, equality with the new Federal basic wage for the area, by prescribing the amount of £14.2s. (\$28.20). The next alteration also followed a Federal basic wage increase, in 1961, when the Boards raised the local wage by the same amount as that awarded by the Commonwealth tribunal, namely 12s. (\$1.20). The £1 (\$2) adjustment of 1964 was also observed in State Wages Boards' Determinations.

Rationalisation: Two significant rationalisations have occurred in recent years. The first, resulting from a broadly-based conference representative of employer and employee organisations, convened by the Minister in December, 1960 with the Chairman of Wages Boards presiding, was the adoption of the Hobart Commonwealth basic wage as a standard for the State (departed from only by those Boards which retain a basic wage of "Six Capitals" or "Four Capitals" origin, derived from the existence of a so-called "parent" Award in the Federal jurisdiction). At this point of time, however, prescriptions of 32s. (\$3.20) and 5s. (50 cents) respectively above the Federal basic wage for Hobart were current in two Determinations, these Boards having diverged from the prevailing practice of the recent past by resuming adjustment of their basic wage amounts. The smaller disparity (in the Softgoods Determination) was removed on the occasion of the next general basic wage variation, in 1961, but the Country Councils Wages Board's male basic wage of £15.14s. (\$31.40) remained conspicuously above that in every other Determination until overtaken by the further Federal basic wage variation of June, 1964.

The second, and more important, development was the amendment of the *Wages Boards Act* in 1961, to permit Boards to make explicit reference to the basic wage in a particular Federal Award as having application to the employees subject to a Determination; also the provision by way of Regulation for the Chairman of Wages Boards, in the event of any change made in such Federal basic wage, to prepare a notice advising the actual adjustments of the amount of the basic wage prescribed in the Determination, and any amounts directly related to such basic wage. Boards which took advantage of this provision of the Act and inserted an appropriate clause in their Determinations thereby divested themselves of the need to meet to deal specifically with basic wage claims in the wake of Federal basic wage increases. Following the appointment in April, 1962, of the first permanent Chairman of Wages Boards, every Board was convened and all but two (one of which was the Country Councils Board, referred to earlier) re-framed their basic wage clauses in the manner envisaged in the amended Act, in the majority of cases citing the basic wage of the Federal Metal Trades Award as the operative provision.

Federal Standard Still Optional: Adoption of this procedure by the overwhelming number of Boards made fully explicit the relationship that existed in fact between the State and the Federal jurisdiction in respect of the basic wage. However, the transmission of changes in the Federal basic wage to State basic wages and related clauses (as, for instance, the prescription of rates for juniors or apprentices, which familiarly are expressed as percentages of the male basic wage) is automatic only so long as a Board chooses to retain the existing provision. By formal decision, a Board could, at any time it meets for a general or special review, delete this connecting-rod and thus sever its basic wage from the decisions of the Commonwealth Arbitration Commission.

Three Weeks' Annual Leave in Tasmania

Two Weeks' Leave: Prior to an amendment of the *Wages Boards Act* in 1961, the amount of paid annual leave which Boards were empowered to determine for employees on day work was two weeks, a maximum which

had remained in force for many years, having been set in 1928. Exception to this rule was permitted only in the case of (a) employees on shift work, (b) nurses, and (c) undertakings where a greater period of leave was allowed by mutual agreement between employer and employees. Beyond this point, but seldom resorted to, was a provision that if employer and employee representatives on a Board unanimously so resolved (the Chairman in such event having no vote), the normal limitation on the period of annual leave could be waived.

Amendment of 1961: Three weeks' annual leave, however, had for some time been enjoyed by many employees within the State. Apart from the State Public Service and certain classes of employees such as railway workers, who qualified for the longer period by having completed a stipulated number of years of service, three weeks' leave had been allowed to the employees of a number of large industrial undertakings under industrial agreements. In lifting the ceiling formerly imposed by the Act to *three* weeks for day-workers, the State legislature in 1961 was therefore doing no more than providing for the *possibility* of increased leave for employees within the Wages Boards system. It was not, as had been done by the N.S.W. Parliament in 1958, legislating general entitlement of three weeks' annual leave to have effect as from a certain future date.

Conference of 1962: To enable thorough discussion, the Chief Secretary convened a conference of employer and employee interests in the private sector of the State's economy. The Ironmongers Wages Board, to whom an initial submission had been addressed, met on 29th May, 1962 and promptly adjourned so that the discussion could proceed in the broader forum of the conference. Organisations represented at the conference on the employers' side were: Employers Federation of Tasmania, Chamber of Manufactures, Electrolytic Zinc Industries, Australian Mines and Metals Association, Tasmanian Master Drapers, Tasmanian Farmers, Stockowners and Orchardists Assn., Meat and Allied Trades Federation, and Master Builders Association. Employee organisations with officers present were: Federated Clerks Union, Australian Workers Union, Federated Ironworkers Association, Electrical Trade Union, Building Workers Industrial Union, Furnishing Trades Union and Australian Meat Industry Employees Union.

Argument: Lengthy submissions in favour of the increased leave were put forward and the opposing case was then presented by employer representatives. The exchange of submissions occupied several days. In part, the employers' case was based on the contention that a decision to introduce three weeks' leave as a general entitlement should not be made before the Commonwealth Arbitration Commission decided when the principle should be adopted in Federal Awards. It was argued that Tasmania's economy could not bear a burden not so far imposed except in N.S.W.

Decision: The Chairman, at the conclusion of the meeting, reserved his decision and on the resumption of the conference announced that his vote would be cast in favour of three weeks' annual leave for the employees under the Ironmongers Board, and subsequently for all employees within the State system. The Chairman set out a summary of the views he had heard expressed in the conference, and of the reasons for his decision. He found that the greatest single desire of employees in the Tasmanian economy was extended leave, even to the partial prejudice of their other aspirations in the industrial sphere. Granting this claim would assist, he believed, in maintaining the high degree of industrial harmony which had prevailed in the State. Although it

undoubtedly would raise the costs of Tasmanian industry, he was not convinced that the additional leave would be economically insupportable, or that it would materially affect entrepreneurial confidence.

Independence: Rejecting the doctrine that Tasmania should wait upon the initiative of the Commonwealth Commission, the Chairman's decision contained this passage: "It has never been the intention that the State Wages Boards should consistently follow the patterns set in the Federal jurisdiction, and it is clearly evident that where this State tribunal has seen the necessity to do so, it has quite independently adopted standards at variance with Federal standards on major issues."

Implementation: At a meeting of the Electrolytic Zinc Wages Board a few weeks later, the Chairman again used his casting vote to maintain the entitlement of continuous shift-workers to an additional week of annual leave beyond the period allowed to day-workers.

During the remainder of 1962, every Wages Board was convened and all Boards but two made provision for the additional week for day-workers and continuous shift-workers alike. 1963 was made the transitional year in which the extra week would accrue for the first time. In many cases, the decision was by agreement of the Board, but if not, on the vote of the Chairman cast in favour of the employees' claim. The two Boards which by agreement of representative members deferred action in the matter were concerned with trades whose employees, save for a minority, were subject to Federal Awards, and the members considered they should not act until three weeks' leave was implemented in those Awards. When the Commonwealth Arbitration Commission in 1963 brought down its decision granting the longer leave to Federal workers, these two Boards conformed with the general Tasmanian pattern in their leave provisions.

Interdependence of Wage-Fixing Authorities

Dual Authority: State Wages Boards and the Commonwealth Conciliation and Arbitration Commission exercise authority in Tasmania, both frequently exercising their powers within the same industry. Even though the respective tribunals have no official contacts with each other, the circumstance that professionals of the industrial relations field (employers' advocates on the one hand, trade union officials on the other) alternate their participation in Wages Boards meetings with attendance before proceedings of Federal Conciliation Commissioners, ensures that both tribunals stand on common ground in their sources of information.

Types of Claim: Although their methods of operation differ markedly in conception, especially in the absence of an arbitral power in the brief of the Wages Boards Chairman, there exists a tendency for the State system to assimilate to the Federal, even though the differences are still very great. In part, this tendency arises from imperfect comprehension of the historically-evolved Wages Board system (with its accent on informal discussion and the arrival at concordant views under the helm of the Chairman) by the professional advocates. The industrial schooling of such advocates has frequently been within the framework of arbitration, or outside of Tasmania, where the serving of log and counter-log is normal practice, the proponents appealing to the concept of 'ambit', or the setting up of claims at a certain level for the purpose of long-term policy, rather than at a more moderate level within the possibility of immediate realisation.

Arbitration versus Conciliation: When these professionals sit on Boards, and nowadays every important Wages Board has one or more representative members of this type, their propensity is to adopt a somewhat modified form of the approach which is appropriate to Federal tribunal proceedings. One effect of this 'over-stated' approach is to inhibit contributions by the 'lay' members, the employers and employees directly from the trade. The net result is that the Chairman, from being primarily a harmoniser of initially discordant views, is not infrequently impelled to take up an intermediate position between the rigid stances adopted by the opposing sides. In other words, the parties on some occasions are not prepared to relax the deadlock in their publicly stated positions, but indicate their readiness to accept a decision as much arbitrated as mediated.

Finding of Precedents: If Wages Boards know the content of Federal Awards, they do not imitate their provisions closely except in those industries mainly subject to Federal Awards where the Wages Board has been retained as a sort of backstop to deal with new employer-entrants to the industry, or with classes of employees not figuring in the Federal prescription. In many other cases, the Boards are quite jealous of their independence and while the incorporation of Federal provisions, to meet new-felt needs, is not an uncommon occurrence, more often than not a precedent will be sought in another Wages Board Determination. The Chairman, as the one personality linking all Boards, bears considerable responsibility for advising members on what provisions existing elsewhere might usefully be adopted or adapted, or alternatively, on what might be called "standards"—in respect of, say, penalty rates, sick leave provision, or wages for juniors.

Effect of Federal Margins: In an overall sense, wage-rates for comparable work tend to equalise throughout the country, and the Wages Boards are informed, either by professional members or by the Chairman himself, of what rates have been set in other jurisdictions. Often, however, the evidence—especially where partial—on rates obtaining elsewhere is rejected, and local considerations only are invoked to determine the particular issue. General movements in wage-margins, like the basic wage itself, are a special case, and certainly the Boards cannot insulate themselves from major decisions of the Commonwealth Commission. The imminence of a Federal decision has some restraining effect on the variation of margins in State Determinations. Also, after each of the major Metal Trades decisions in the Federal sphere in the past decade, there has been an ensuing wave of marginal adjustments made by State Wages Boards.

Tradesman's Margin: The influence of successive Chairmen has been exerted against slavish adherence to Federal prescriptions. This was illustrated by the 1963 decision on margins in the Tasmanian jurisdiction. Once again the Chairman's decision followed a general conference of representatives of management and labour in the private sector of the State economy. It paralleled the Federal precedent insofar as the generality of employees, the semi-skilled or unskilled, were granted a *ten* per cent increase in margins; but for tradesmen, a *fifteen* per cent increase was determined.

The Chairman declared that the differential treatment of the tradesmen was intended to restore relative value to their margins which had been eroded over the years. Apprentices, whose rates are in most cases directly related to the tradesman's, would benefit immediately, and he hoped this would make the acquisition of trade skills more rewarding and thus attract more young men into apprenticeship training, which had failed to supply industry's needs.

Tasmanian Wages Boards showed independence also in prescribing more favourable rates for unapprenticed juniors than was usual in other States, and in more liberal provisions for sick leave accumulation.

Conciliation in Industrial Disputes

Compulsory Conference: Post-war expansion of industry and the restlessness of the work-force which was a phenomenon of those years led to the insertion in the *Wages Boards Act* in 1950 of a Section (No. 77) providing for the summoning by the Minister of compulsory conferences for the purpose of preventing or settling industrial disputes. A compulsory conference is, however, restricted in its scope to matters that are within the powers of Wages Boards and one additional matter, namely the demarcation of functions of employees or classes of employees. It cannot deal with matters that are not directly concerned with the relations of employers and employees as such.

Convening of Conference: The compulsory conference is presided over by a person directed by the Minister to undertake such duty. In practice, the Chairman of Wages Boards is awarded this assignment if his other duties permit. This likelihood is enhanced by a sub-section which provides that either in addition to or in lieu of convening a conference, the Minister may, if it appears to him necessary for settling a dispute, convene a meeting of a Wages Board. In the latter event the normal minimum notice of seven days given to members may be reduced to 48 hours and may be given by any means considered expedient by the Minister. Persons summoned to attend a conference, may be summoned telegraphically or in writing over the Minister's signature, as the Minister considers expedient, and are obliged to attend and remain at the conference until released by the president appointed by him.

Participants: Persons who may be summoned to a conference include not only the direct participants in a dispute, but also persons concerned in industrial matters which bear on a dispute, and—even more broadly—persons, whether connected with the dispute or not, whose attendance would, in the Minister's opinion, conduce to the prevention or settlement of a dispute.

President's Powers: Section 78, inserted in the Act in 1960, further defined the action which the president of a compulsory conference might take. It provides that, if after considering the views expressed at the conference, he is of the opinion that certain action should be taken to effect the aim of the conference, then he may, by written order, direct such action be taken. An order of this nature is effective only to the extent that it does not require any person to contravene any Wages Board Determination or place himself in legal jeopardy in any way. Persons given directions by the order must be served with a copy of it, either to them in person, or by its being left at their place of work or residence, or by post, and the recipient is bound to comply with the terms of the order under penalty of a fine of £100 (\$200).

Major Issues: Although primarily intended as machinery to avert or quickly bring to an end threatened or actual industrial disputes, the device of a compulsory conference was early and usefully applied to the situation of general industrial issues potentially affecting all Boards, e.g. the question of whether cost-of-living adjustments should continue to be made to the basic wage.

Basic Wage Conference: The absence of provision for a common rule in the *Wages Boards Act* was a major difficulty when, in consequence of the abandonment of automatic adjustments by the Commonwealth Court, in October 1953,

the evolution of a common policy towards the basic wage became a question of urgency if the economy were to retain stability. While no visible "dispute" existed, it was apparent that unless a speedy consensus could be obtained of the views of the sector of the economy affected by Wages Boards' decisions, a situation of the utmost confusion might soon result. The solution was found by invoking Section 77 and convening a compulsory conference of a selected group of representatives of primary, secondary and service industries in the State, and an equal number of leaders of the principal trade union organisations. The gathering was chaired by the Chairman of Wages Boards.

Presidential Views: The purpose of this conference and of others which succeeded it in later years was to enable the Chairman "to inform his mind" on contentious industrial matters which would later come before him as Chairman of each separate Board. By allowing extended opportunity for the major spokesmen of both management and labour to state their views, the president was able to draw certain conclusions at the end of the conference. His conclusions amounted to an expression of intention to recommend and cast his vote in a particular way at subsequent Board meetings which would consider the issue. While this statement of the president's views had no legal binding effect upon either the participants in the conference or the Board members when they met, it was indicative of the way in which most Boards would eventually move, and this machinery has generally given a degree of stability which might seem belied by the autonomous character of the Boards.

Such conferences have been resorted to over basic wage issues. They have also been convened in connection with general margin claims, and the claim for an additional week of annual-leave. The procedure, which has by now become customary, is for the first formal presentation of a general industrial proposition to be made at a meeting of a particular Wages Board, the Electrical Engineers Board having been selected for basic wage and margins claims. Immediately the outline of the case has been stated, the Chairman adjourns the Board meeting, and the compulsory conference ensues, perhaps proceeding through several days, with the representative members of the "test" Board also present and competent to address the Chair. Following the president's statement of his "informed" opinion, the conference is closed and the Board resumes its formal session, to vote upon the matter of moment lately considered in the wider forum.

Savage River Iron Ore Dispute: In December, 1965, a compulsory conference was called to settle a dispute that was affecting recruitment of labour for the Savage River iron ore scheme. The contractors, as employers, had negotiated an agreement with the Australian Workers Union, an organisation not affiliated with the A.C.T.U. The dispute arose because other unions, affiliated with the A.C.T.U., wished to negotiate independently for their members, in accordance with normal Tasmanian industrial practice. Agreement was reached without the President being required to make a ruling.

The Tasmanian Public Service Tribunal

Establishment: The *Public Service Tribunal Act* 1958, together with various Orders-in-Council and Regulations made thereunder came into operation on 1st December, 1959, and by this Act provision was made for the setting up of a single wage-fixing authority for the employees of government and semi-government instrumentalities.

Function: Briefly, the Act provides for the establishment of the Public Service Tribunal, and vests in it the power and functions of making principal awards for the purpose of determining the salaries and specified conditions

of service of employees in the Public Service, and in addition, employees in the teaching service, the police force, public hospitals, and in various statutory authorities and State instrumentalities as prescribed. These functions include the making of determinations in respect of hours of work, qualifications required for advancement to higher grades, and rates of relieving, travelling, mileage, proficiency, lodging and meal allowances.

Members: The Tribunal is composed of a full-time chairman, and four part-time members, one being the Government nominee, and the others being the elected representatives of the police force, the teaching service and the general service respectively. For each hearing the Tribunal consists of the Chairman, the Government nominee, and the appropriate elected member, according to the group affected by the claim being heard.

"Authorities" and "Organisations": The Act provides for employer authorities and for the formation of employee organisations, known respectively as "Controlling Authorities" and "Service Organisations". These, together with the Chief Secretary as Minister administering the Act on behalf of the Government, constitute the parties entitled to be represented and appear before the Tribunal in its proceedings. At present, there are six controlling authorities prescribed, and twenty-three service organisations registered under the Act, and since the individual employee has no right to instigate proceedings, all approaches to the Tribunal must be through his controlling authority or service organisation.

Lodging of Claims: Awards of the Tribunal are current for a statutory period of three years, and thereafter continue in force until revoked by a subsequent principal award. However, claims to amend an award may be made within this term on the several grounds prescribed by the Act, which include the correction of defects or anomalies, and variations in the basic wage or in awards of wage-fixing authorities in other States. In this way, a considerable degree of flexibility is introduced and parties are allowed access to the Tribunal in the event of changed circumstances during the term of an award.

Obligation Imposed on Tribunal: In the exercise of its functions, the Tribunal is required to have regard to:

- (a) the necessity for promoting the efficiency of employees in the Public Service;
- (b) the latest awards and orders of the Commonwealth Industrial Court or of the Commonwealth Conciliation and Arbitration Commission prescribing standard rates of salaries for skilled, semi-skilled, and unskilled workers;
- (c) the rates of remuneration, direct and indirect, and the working conditions generally, prevailing in industry;
- (d) any changes in the cost of living; and
- (e) any award, order, or decision of an industrial court, court of arbitration, board, or other authority constituted under a law of any State or Territory of the Commonwealth that the Tribunal considers relevant, being an award, order, or decision that fixes, determines, or varies the salaries or scales of salaries payable to officers of the Public Service of that State or Territory or to any class or section of those officers.

It must act, in all proceedings, according to equity, good conscience, and the substantial merits of the case, without regard to technicalities or legal forms, and is not bound by any rules of evidence, but may inform its mind on any matter in such manner as it thinks fit.

Classification: In making awards, the Tribunal is empowered to determine, *inter alia*, "... scales of salaries for grades, divisions and occupational groups of employees, and for sub-divisions of those grades, divisions and occupational groups", but the power to classify employees within these scales remains with the controlling authorities. Within two months of such a classification being made, a service organisation, any member of which is affected thereby, may apply to the Tribunal to have the classification varied or disallowed, and in dealing with such an application, the Tribunal may, if it so determines, classify or grade the holder of an individual position within the terms of the appropriate award. It has no power, except where a new position is created, or where an appeal against a classification by a controlling authority is upheld, to determine the salary to be paid the holder of a particular office, or to make a classification or grading in respect thereof.

Jurisdiction: Tribunal awards are binding on the Crown, on every controlling authority and service organisation, and on every employee whom they purport to affect, and are not subject to challenge or review before any Court or in any legal proceedings. However, they have no application in respect of certain classes of employee, specifically exempted from Tribunal jurisdiction. The major exclusion relates to persons whose salaries and conditions of service are prescribed in an order or award under the *Commonwealth Conciliation and Arbitration Act*.