

## CHAPTER XII.

## LABOUR, WAGES AND PRICES.

NOTE.—Reference is made in this chapter to retail and wholesale price indexes. For particulars of the Export Price Index, see Chapter XIII., § 16, and of the Farm Production Price Index, see Chapter XXX., § 2.

## A. RETAIL PRICES AND PRICE INDEXES.

## § 1. General.

The information on retail prices and price indexes presented in this chapter is extracted from the annual *Labour Report*. For a full explanation of methods adopted and an analysis of problems involved see the detailed reference in Chapter I. of *Labour Report* No. 46, 1958.

Retail prices of food and groceries and average rentals of houses for years extending back to 1901 were collected by the Commonwealth Statistician, and in some cases have been recorded by the Statisticians of various States for earlier years.

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 since 1923 for each of the six capital cities and for 27 of the more important towns of Australia. Comparable information is available for the month of November in each year from 1914 to 1922 for each of the six capital cities. The list of items priced for index purposes is published in *Labour Report* No. 46.

## § 2. Previous Retail Price Indexes.

1. General.—Four series of retail price indexes had been compiled at various times for Australia by the Commonwealth Statistician prior to 1954. Each of these was continued until changed conditions required the compilation of indexes more directly relevant to current conditions. The respective indexes were—

- (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.
- (ii) *The "B" Series Index* (covering food, groceries and rent of 4 and 5 roomed houses) was first compiled in 1925 and continued until 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.
- (iii) *The "C" Series Index* (covering food and groceries, rent of 4 and 5 roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking and some other miscellaneous items) was first compiled in 1921 and published at quarterly intervals from June Quarter, 1922. 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 use or consider it in their proceedings. Its publication in mimeograph each quarter will be continued for the present in the customary form and on its customary basis. For general statistical purposes it has been replaced by the Interim Retail Price Index (1952–53 base year) described at length in a Statistical Bulletin published on 24th March, 1954, and briefly in the following section of this chapter.
- (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.

Of the four retail price indexes described above, only the "C" Series is now compiled. The new Interim Index will continue in its present form until the components of certain groups are finalized.

2. The "Court" Index.—In 1937, the Commonwealth Court of Conciliation and Arbitration introduced a "Court" Index for the purpose of its system of making automatic quarterly adjustments to the basic wage within its jurisdiction. By decision of the Court the "Court" Index ceased to be issued by the Industrial Registrar as at December Quarter, 1953. "Court" index numbers were an arithmetical conversion of the "C" Series Index.

### § 3. The Interim Retail Price Index (1952-53 Base Year).

1. *Origin of the Interim Retail Price Index (1952-53 Base Year).*—The list of component items and the weighting pattern of the "C" Series Retail Price Index were first adopted in 1921 but were reviewed by Conference of Statisticians in 1936. (*See Labour Report No. 41, 1952, page 33.*)

From the outbreak of war in 1939 to late in 1948, periodic policy changes in regard to various war-time controls (including rationing) caused recurrent changes in consumption and the pattern of expenditure. This rendered it impracticable either to produce a new index or to revise the old one on any basis that would render the index more representative, than it already was, of the changing pattern.

When commodity rationing had virtually ceased in the latter part of 1948, action was taken by the Statistician to collect price data of about 100 additional items and to gather information as to current consumption and expenditure patterns. By the middle of 1949 a considerable number of new price series were coming into being and the body of data available as to expenditure and consumption (in the post-rationing period) was beginning to indicate something of the new weighting pattern likely to be appropriate for post-war review of the components and construction of the "C" Series Index.

There supervened in the next two years conditions which caused wide price dispersion, a very rapid rise in prices and a new sequence of changes in consumption and the pattern of wage earner expenditure. Under these conditions it was not possible to devise any new weighting pattern for the years 1949-50, 1950-51 and 1951-52 likely to be better suited to the index or more continuously representative of conditions then current than was the existing "C" Series Index on the 1936 revision. Conference of Statisticians therefore deferred revision of the weighting system and component items of the "C" Series Index until it was advised by the Acting Commonwealth Statistician in June, 1953 (a) that although the aggregate "C" Series Index (as verified by supplementary indexes) was still reasonably reliable for current use, some of the component groups (more particularly food and miscellaneous) were not satisfactory individually; and (b) that the time had arrived either to produce a new index or to reconstruct the "C" Series Index extensively.

The Interim Retail Price Index has been compiled pursuant to Resolution 13 of Conference of Statisticians in June, 1953, reading—

#### " 13. Retail Price Indexes—

- (a) That in view of the persistence of recurrent changes in the pattern of consumer expenditure in the post-war period, it is undesirable to make a general revision of the list of items and weighting system of the "C" Series Retail Price Index at present, unless industrial tribunals expressly desire some revision for special purposes.
- (b) That an Interim Retail Price Index be compiled with putative weights and components representative, as nearly as may be, of the post-war pattern of consumer usage and expenditure.
- (c) That, having regard to the complexities of the problem and the limit of staff resources available, such interim index relate only to each capital city and to the six capital cities combined.
- (d) That attention be drawn again to the statement already published that the "C" Series Retail Price Index cannot measure changes in relative retail price levels as between capital cities consistently with its main purpose of measuring periodic changes in retail price levels for each city.
- (e) That the problem of measuring comparative retail price levels as between cities at any point of time differs in principle from the problem of measuring periodic variations in price level in an individual city."

The Interim Retail Price Index (1952-53 base year) is used as the current retail price index in statistical publications of the Commonwealth Statistician for general statistical purposes. It relates only to six capital cities of Australia because it is not practicable with existing staff resources to collect price data for the greatly enlarged list of items for 27 other cities and towns. These continue to be covered as to the less extensive list of items used for the "C" Series Index.

At times appreciable disparities appear in the movement of the respective indexes for individual cities from quarter to quarter. The Interim Index, being based on recent weights and an extended list of items, is the more representative measure of quarterly retail price variations.

2. **Definition of the Interim Retail Price Index.**—This index provides the interim results of researches designed to measure retail price variations (with 1952-53 = 100 as base year) on the basis of—

- (a) a current pattern of wage earner expenditure using recent consumption weights for foods and recent expenditure weights for combining groups of items into the aggregate index;
- (b) a wider range of commodities and services than that covered by any existing price index in order to provide greater representativeness; and
- (c) individual city weights for such items as electricity, gas and fares.

The components and weighting of the Interim Retail Price Index are being reviewed in the light of data derived from the census of retail sales as to consumer expenditure on various kinds of goods, estimates of consumer expenditure on services relevant to construction of a retail price index of this type and data as to rents and housing derived from the Census of 30th June, 1954 and additional special surveys. It is proposed to cast the index into final form as soon as possible and this may entail some revision in the index.

3. **Differences between the Structure of the Interim Retail Price Index and that of the "C" Series Retail Price Index.**—The main differences between the structure of the Interim Retail Price Index and that of the "C" Series Retail Price Index are (a) the group weights and item weights of the Interim Index relate broadly to the consumption pattern 1950-53, while those of the "C" Series Index relate to pre-war years; and (b) the Interim Index includes a large number of items not included in the "C" Series Index.

A full list of the items used in the Interim Index is shown on pages 9-12 of *Labour Report* No. 46. The changes in structure of each group of items as adopted for the Interim Retail Price Index are summarized below.

(i) **Food Group.**—The weights of some of the main items (e.g., milk, eggs, meat, potatoes and flour) in the Interim Index are substantially different from those of the "C" Series Index. Twenty-four new items extend the group coverage over a wider field. The total number of items in the Food Group of the Interim Index is 60 as compared with 38 in the "C" Series Index. The principal new items are lamb, packaged breakfast foods, biscuits, ice cream, packet cheese, honey, sandwich spreads, coffee, cocoa, soft drinks and certain types of confectionery.

(ii) **Clothing and Drapery Group.**—In the Interim Index, 17 new items have been added to the Clothing and Drapery Group, and 25 items each formerly represented by one type of article are now each represented by two or more types. Consequential adjustments have been made in weights of individual items. The principal new items added to this group are:—sports coat, sports trousers, cardigan (and other types of knitted wear), overalls, piece-goods (rayon, cotton and woollen) and knitting wool.

(iii) **Rent Group.**—Only minor changes have been made in the Rent Group. Available data indicate (a) that, in general, very few new houses have been built by private owners for renting in the post-war years; (b) that in some cities considerable numbers of new government houses have been built for renting or occupancy on a quasi-rental basis; and (c) that there has been a substantial increase in the numbers of owner-occupied houses, including new instalment-purchase or quasi-instalment-purchase houses under governmental and private housing schemes. In recent years the difficulty of obtaining data suitable for the housing component of a price index has therefore intensified. The Census of 1954 showed that a very rapid diminution had occurred since 1947 in both the numbers and proportions in privately rented houses. Recent supplementary surveys indicate a continuation of this trend in the six capital cities. Further study is therefore being given to the hitherto intractable problems associated with measuring at quarterly intervals "housing price" variations in a form suitable for use in a retail index in respect of owner-occupied houses, instalment-purchase houses, and houses occupied under the various types of governmental housing schemes.

(iv) **Other Groups.**—Six new sub-groups are included in the Interim Index, comprising 75 items as compared with 32 in the "C" Series Index. The principal new items are garden tools, floor coverings, shaving cream, toilet soap, etc., patent medicines, baby foods, haircuts, dry cleaning, shoe repairs, postage, etc. Necessary adjustments have been made to bring the group weight into conformity with recent expenditure and consumption patterns. The weight of this group is much greater than it was in the "C" Series Index.

(v) **Group Weights.**—The group weights in the new Interim Index have been brought into general conformity with the estimated group distribution of wage earner household expenditure in recent years over the field covered. In some cases the weights are putative weights assessed on available data and are subject to some revision.

In the year 1952-53 the ratio of the individual group "aggregate expenditure" to the "aggregate expenditure" of the whole index for the six capital cities combined was as follows:—

Group.	"C" Series Retail Price Index.	Interim Retail Price Index.
	Per cent.	Per cent.
Food .. .. .	41.0	37.1
Clothing and Drapery .. .. .	33.0	26.8
Rent .. .. .	11.3	9.0
Other Groups .. .. .	14.7	27.1
	{ 4.5 { 5.3 { 2.8 { 2.1	{ 4.6 Fuel and Light { 4.6 Household Sundries { 2.5 Certain Repairs and Services { 3.0 Cinema, Radio, Newspapers { 6.6 Rail, Tram and Bus Fares { 5.8 Tobacco and Cigarettes
	100.0	100.0

In the Interim Index common weights are adopted for all groups and items in the index for each city except in respect of fares, gas, electricity and some minor items. The resultant indexes measure price movement from period to period for each city separately. While they indicate *degree* of price movement from time to time for respective cities, they do not indicate the *relative* level of prices (or level of living costs) in each city. For that reason the Interim Index Number for each city in the base year 1952-53 is 100.

4. Comparison of Trends of the Interim Retail Price Index with Trends of the "C" Series Retail Price Index.—The following table shows for each of the years 1952-53 to 1958-59 and for each quarter from March Quarter, 1957 to December Quarter, 1959 the Interim Index for the six capital cities combined, with the year 1952-53 as base = 100, in comparison with the "C" Series Index arithmetically converted to the same base:—

Period.	Six Capital Cities: Weighted Average. (Base: Year 1952-53 = 100.)			
	"C" Series Index.		Interim Index.	
			A	B
Year ended June—				
1953 .. .. .	100.0		100.0	100.0
1954 .. .. .	102.8		102.2	102.5
1955 .. .. .	103.7		103.7	103.6
	A	B		
1956 .. .. .	107.5	108.8	107.0	108.0
1957 .. .. .	112.2	114.1	113.0	114.3
1958 .. .. .	114.7	114.3	115.7	115.6
1959 .. .. .	117.5	117.2	118.4	118.5
Quarter ended—	A	B		
1957—March .. .. .	112.6	112.8	113.5	113.7
June .. .. .	113.5	113.8	114.5	114.8
September .. .. .	114.0	113.8	115.1	115.1
December .. .. .	114.0	113.5	115.1	114.9
1958—March .. .. .	115.0	114.7	115.9	115.8
June .. .. .	115.9	115.3	116.7	116.5
September .. .. .	116.3	115.7	117.1	116.9
December .. .. .	117.3	117.0	118.3	118.3
1959—March .. .. .	117.7	117.8	118.8	119.0
June .. .. .	118.6	118.4	119.7	119.7
September .. .. .	119.7	119.6	120.4	120.5
December .. .. .	121.0	120.8	121.4	121.5

NOTE.—Indexes in columns "A" exclude, and those in columns "B" include, potatoes and onions. (See para. 5 on next page.)

The figures appearing after the decimal point possess little significance for general statistical purposes. They are inserted to avoid the distortion that would occur in rounding off the figures to the nearest whole number. Price indexes cannot measure aggregate price variations with an accuracy of the order of one-tenth of 1 per cent.

With changing conditions significant divergencies may occur between the movements shown by a retail price index (such as the "C" Series Index) constructed on pre-war weights and a comparatively limited range of major items and a retail price index (such as the Interim Index) constructed on 1950-53 weights and a broader list of items.

Due regard should be paid to the fact that a composite price index is necessarily an approximate summary which combines into one aggregate price variations of many items. Any more rigid use of the index for specific purposes is the responsibility of the bodies or persons using the indexes.

**5. Compilation of Indexes Including and Excluding Price Movement of Potatoes and Onions.**—Abnormally large seasonal fluctuations in prices of potatoes and onions had a major effect (first upwards and then downwards) on the movement of the price indexes in most cities from September Quarter, 1956 to March Quarter, 1957. The fluctuations also caused highly disparate movements in the aggregate indexes as between cities. In order to provide an indication of the trend of the indexes apart from these abnormally large seasonal fluctuations, index numbers excluding the effects of price movements of potatoes and onions are calculated for comparison with those which include those items.

The Interim Retail Price Index is calculated both inclusive and exclusive of potatoes and onions as from the base period 1952-53. For the "C" Series Retail Price Index, index numbers have been calculated excluding the price movement of potatoes and onions as from (and including) September Quarter, 1955.

#### § 4. Tabular Statements of Retail Price Index Numbers.

**1. General.**—Information on retail price movements is published as follows:—

(i) *Monthly.* The *Monthly Review of Business Statistics* contains annual and quarterly index numbers to the latest available date. The *Digest of Current Economic Statistics* contains annual and quarterly index numbers for the Interim Retail Price Index.

(ii) *Quarterly.* Statements are issued about three weeks after the end of each quarter relating to the Interim and the "C" Series Retail Price Indexes respectively for that quarter and immediately preceding quarters. The *Quarterly Summary of Australian Statistics* contains annual and quarterly index numbers to the latest available date. This publication also contains certain average prices of items of food and groceries for the latest available quarter.

(iii) *Annually.* In addition to information in this publication the annual *Labour Report* contains index numbers for past years and the quarterly results for recent years. Certain average prices for the latest year of items of food and groceries are also published in the *Labour Report*.

**2. The "C" Series Retail Price Index.**—A table of "C" Series index numbers for the weighted average of the six capital cities combined, together with index numbers for each of the four main groups of items in the "C" Series Index, for each year from 1914 to 1959 is shown on page 411. Detailed tables were last published in *Labour Report* No. 41, 1952, pages 19-27.

**3. The Interim Retail Price Index.**—On the following pages are published:—

(i) the Interim Retail Price Index numbers for each of the years ended June from 1953 to 1959, and for each quarter of the calendar year 1959 for each capital city and for the six capital cities combined, together with separate indexes for each of the four groups of items (pages 408-9).

(ii) the Interim Retail Price Index numbers for each of the years ended June from 1953 to 1959, and for each quarter during the period March Quarter, 1957 to December Quarter, 1959, for the weighted average of the six capital cities combined, together with separate indexes for each of the four groups of items (page 409).

## INTERIM RETAIL PRICE INDEX NUMBERS.

(Base of each Index: Year 1952-53 = 100.)

NOTE.—The index numbers hereunder are designed to measure aggregate variations in retail prices of specified groups of items for specified cities individually. They measure variations from time to time and not differences in price level as between cities nor comparative costs of groups of items.

City.	Year ended June—							1959.			
	1953.	1954.	1955.	1956.	1957.	1958.	1959.	Mar. Qtr.	June. Qtr.	Sept. Qtr.	Dec. Qtr.

## GROUP I.—FOOD (EXCLUDING POTATOES AND ONIONS).(a)

Sydney ..	100.0	101.5	104.0	106.7	111.4	113.6	114.1	114.2	114.9	116.1	117.8
Melbourne	100.0	103.8	104.7	109.9	114.2	114.9	116.5	116.7	118.7	119.1	119.1
Brisbane ..	100.0	102.2	103.4	104.7	108.4	113.3	118.4	119.6	120.2	121.4	121.8
Adelaide ..	100.0	102.5	106.3	108.7	111.1	112.2	118.0	118.4	120.7	121.2	120.3
Perth ..	100.0	106.3	109.4	111.0	115.8	115.0	116.0	115.6	117.9	118.0	116.2
Hobart ..	100.0	106.9	106.7	111.3	115.3	114.7	116.4	116.3	116.7	116.7	116.0
Six Capitals <sup>b</sup>	100.0	102.8	104.8	108.1	112.4	114.0	115.8	116.1	117.4	118.2	118.7

## GROUP I.—FOOD (INCLUDING POTATOES AND ONIONS).

Sydney ..	100.0	102.4	103.6	109.0	114.4	112.9	113.7	114.3	114.6	115.8	117.2
Melbourne	100.0	104.6	104.3	112.9	118.6	115.1	117.0	118.0	119.4	119.9	120.2
Brisbane ..	100.0	104.1	104.2	108.1	112.1	113.4	119.0	120.9	120.6	122.2	121.9
Adelaide ..	100.0	103.5	106.2	111.1	114.9	111.9	118.0	119.1	120.5	121.1	120.8
Perth ..	100.0	106.3	109.5	111.3	116.8	115.4	116.4	116.1	118.5	119.3	117.1
Hobart ..	100.0	107.7	106.8	113.6	118.3	114.4	116.5	117.5	117.1	117.4	116.9
Six Capitals <sup>b</sup>	100.0	103.7	104.6	110.6	115.8	113.7	115.9	116.7	117.6	118.5	118.9

## GROUP II.—CLOTHING AND DRAPERY.

Sydney ..	100.0	101.7	102.3	103.0	105.9	108.8	110.0	109.8	110.3	110.6	112.0
Melbourne	100.0	101.3	102.2	103.9	106.4	110.5	111.6	111.4	111.8	112.1	113.5
Brisbane ..	100.0	101.7	102.9	103.3	105.8	109.2	110.9	110.7	111.5	112.1	113.7
Adelaide ..	100.0	102.2	102.9	102.9	103.9	107.1	107.9	107.6	107.8	108.7	109.8
Perth ..	100.0	100.9	101.6	103.0	105.4	108.5	110.3	110.3	110.6	111.0	111.6
Hobart ..	100.0	102.6	103.1	104.6	107.8	110.6	112.1	112.2	112.1	112.8	113.7
Six Capitals <sup>b</sup>	100.0	101.6	102.4	103.3	105.8	109.2	110.4	110.3	110.7	111.1	112.4

## GROUP III.—RENT (c) (4 AND 5 ROOMED HOUSES).

Sydney ..	100.0	107.7	109.5	111.3	113.5	118.8	124.8	125.5	126.4	127.4	128.4
Melbourne	100.0	100.8	102.0	111.9	123.3	127.1	133.6	134.8	136.3	139.5	143.1
Brisbane ..	100.0	102.9	105.2	107.0	111.0	120.8	141.9	142.2	144.8	146.3	147.3
Adelaide ..	100.0	102.7	105.6	114.9	124.8	134.6	144.9	145.7	146.2	148.1	150.4
Perth ..	100.0	110.8	149.6	159.1	169.2	176.2	183.9	184.5	185.4	186.7	188.3
Hobart ..	100.0	108.8	109.4	126.1	151.9	160.4	171.1	173.8	175.7	183.1	193.8
Six Capitals <sup>b</sup>	100.0	105.0	109.6	115.5	122.5	128.4	136.5	137.4	138.6	140.6	142.8

## GROUP IV.—OTHER ITEMS.(d)

Sydney ..	100.0	100.5	100.9	103.6	121.5	124.8	125.7	125.7	126.3	126.4	127.2
Melbourne	100.0	100.9	101.3	109.6	116.4	117.7	125.9	127.8	128.3	128.7	129.6
Brisbane ..	100.0	103.0	104.5	110.1	117.9	120.0	124.8	125.8	126.2	127.0	128.4
Adelaide ..	100.0	99.3	99.9	103.7	107.9	111.2	113.0	113.3	113.5	117.5	119.1
Perth ..	100.0	100.8	101.9	106.4	113.7	115.8	116.9	117.1	117.3	117.7	120.2
Hobart ..	100.0	108.2	105.1	110.3	120.1	121.4	124.8	125.3	125.8	126.3	127.2
Six Capitals <sup>b</sup>	100.0	100.9	101.4	106.4	117.8	120.2	123.9	124.7	125.2	125.8	126.9

NOTE.—For footnotes see next page.

INTERIM RETAIL PRICE INDEX NUMBERS—*continued.*

(Base of each Index: Year 1952-53 = 100.)

City.	Year ended June—							1959.			
	1953.	1954.	1955.	1956.	1957.	1958.	1959.	Mar. Qtr.	June. Qtr.	Sept. Qtr.	Dec. Qtr.
<b>ALL GROUPS (EXCLUDING POTATOES AND ONIONS).(a)</b>											
Sydney ..	100.0	101.9	103.2	105.3	113.0	116.0	117.2	117.3	117.9	118.6	119.9
Melbourne	100.0	102.1	102.9	108.4	113.5	115.5	119.3	119.9	121.0	121.6	122.6
Brisbane ..	100.0	102.3	103.7	105.9	110.3	114.5	119.9	120.7	121.4	122.4	123.4
Adelaide ..	100.0	101.6	103.6	106.3	109.5	112.6	116.4	116.6	117.6	119.2	119.8
Perth ..	100.0	103.9	109.5	112.6	117.9	119.7	121.6	121.6	122.7	123.1	123.3
Hobart ..	100.0	106.3	105.6	110.6	118.0	119.7	122.6	123.0	123.4	124.4	125.6
Six Capitals <sup>b</sup>	100.0	102.2	103.7	107.0	113.0	115.7	118.4	118.8	119.7	120.4	121.4

<b>ALL GROUPS (INCLUDING POTATOES AND ONIONS).</b>											
Sydney ..	100.0	102.2	103.1	106.1	114.1	115.7	117.0	117.3	117.8	118.4	119.7
Melbourne	100.0	102.4	102.7	109.5	115.1	115.6	119.4	120.3	121.3	121.9	122.9
Brisbane ..	100.0	103.0	104.0	107.1	111.7	114.5	120.2	121.1	121.5	122.7	123.5
Adelaide ..	100.0	102.0	103.6	107.2	110.9	112.5	116.4	116.8	117.5	119.2	120.0
Perth ..	100.0	103.9	109.6	112.7	118.3	119.8	121.7	121.7	122.9	123.5	123.6
Hobart ..	100.0	106.6	105.6	111.5	119.1	119.5	122.6	123.4	123.5	124.6	125.9
Six Capitals <sup>b</sup>	100.0	102.5	103.6	108.0	114.3	115.6	118.5	119.0	119.7	120.5	121.5

(a) See para. 5 on page 407. (b) Weighted average. (c) Rent.—The rent index numbers shown in the table above and elsewhere in this publication measure the proportionate rise and fall in the average weekly rentals paid for houses of four and five rooms taking corresponding houses throughout. They are "price" indexes in the strict sense, i.e., they are designed to measure only the "price" element in rent fluctuations. Rentals of new tenanted houses completed since the end of the 1939-45 war are not taken into account. (d) A group of items under the following headings—Electricity, Gas and Firewood; Household Sundries; Services; Cinema Admission, Radio Licence and Newspapers; Fares; and Tobacco and Cigarettes.

INTERIM RETAIL PRICE INDEX—GROUP INDEXES.

WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

(Base: Year 1952-53 = 100.)

Period.	Food.(a)		Clothing and Drapery.	Rent.(b)	Other Items.	Aggregate All Groups.(a)	
	A	B				A	B
<b>Year ended June—</b>							
1953 .. ..	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1954 .. ..	102.8	103.7	101.6	105.0	100.9	102.2	102.5
1955 .. ..	104.8	104.6	102.4	109.6	101.4	103.7	103.6
1956 .. ..	108.1	110.6	103.3	115.5	106.4	107.0	108.0
1957 .. ..	112.4	115.8	105.8	122.5	117.8	113.0	114.3
1958 .. ..	114.0	113.7	109.2	128.4	120.2	115.7	115.6
1959 .. ..	115.8	115.9	110.4	136.5	123.9	118.4	118.5
<b>Quarter ended—</b>							
1957—March ..	112.6	113.2	106.3	123.1	118.5	113.5	113.7
June .. ..	113.3	114.2	107.9	124.6	119.3	114.5	114.8
September ..	113.7	113.8	108.4	126.1	119.9	115.1	115.1
December ..	112.8	112.4	109.1	127.0	120.1	115.1	114.9
1958—March ..	114.6	114.4	109.3	128.2	120.2	115.9	115.8
June .. ..	114.9	114.4	110.2	132.2	120.4	116.7	116.5
September ..	114.7	114.2	110.3	134.2	121.4	117.1	116.9
December ..	115.1	115.1	110.5	136.0	124.5	118.3	118.3
1959—March ..	116.1	116.7	110.3	137.4	124.7	118.8	119.0
June .. ..	117.4	117.6	110.7	138.6	125.2	119.7	119.7
September ..	118.2	118.5	111.1	140.6	125.8	120.4	120.5
December ..	118.7	118.9	112.4	142.8	126.9	121.4	121.5

(a) The index in column "A" excludes, and that in column "B" includes, potatoes and onions. See para. 5 on page 407. (b) See note (c) to table above.

## § 5. The "C" Series Retail Price Index: 1914-1959.

1. **Construction.**—Full particulars relating to the construction, items, weights and methods of tabulation of the "C" Series Retail Price Index were last published in *Labour Report* No. 41, 1952, pages 10-18. Tabular statements of index numbers were shown on pages 19-27 and historical particulars of the index, and its relation to automatic basic wage variations prior to 12th September, 1953, on pages 32-42.

2. **Significant Dates.**—The following table furnishes index numbers for the six capital cities as a whole for certain significant dates since November, 1914—the earliest date for which this index is available.

## "C" SERIES RETAIL PRICE INDEX NUMBERS.

## WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

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

1914, November	..	..	..	687 (Beginning of 1914-18 War)
1918, November	..	..	..	905 (End of 1914-18 War)
1920, November	..	..	..	1,166 (Post-War peak)
1922, November	..	..	..	975 (Post-War trough)
1929, Year	..	..	..	1,033 (Pre-Depression peak)
1933, Year	..	..	..	804 (Depression trough)
1939, September Quarter	..	..	..	916 (Pre-1939-45 War)
1943, March Quarter	..	..	..	1,123 (Pre-Price Stabilization)
1943, June Quarter	..	..	..	1,143 (1939-45 War peak)
1945, September Quarter	..	..	..	1,126 (End of 1939-45 War)
1948, September Quarter	..	..	..	1,311
1950, September Quarter	..	..	..	1,572
1952, September Quarter	..	..	..	2,238
1953, September Quarter	..	..	..	2,321
1954, September Quarter	..	..	..	2,321
1959, September Quarter	..	..	..	(a)2,707

(a) Excludes price movement of potatoes and onions. See para. 5 on page 407.

The index rose by approximately 32 per cent. during the 1914-18 War, and by a further 29 per cent. in the two post-war years (November, 1918 to November, 1920). From November, 1920 to November, 1922, there was a fall of 16 per cent. and the index remained relatively stable until the onset of the depression in 1929. During the four years of the depression 1929 to 1933 the index fell by 22 per cent., thereafter rising steadily until 1939 when it was nearly 14 per cent. above the level of 1933, and approximately at the level it had occupied at the date of the Armistice of 1918. Between the outbreak of war (September, 1939) and March, 1943 (pre-price stabilization) the index rose by approximately 23 per cent. to a level slightly below that reached at the height of the post-war boom in 1920. Compared with that for March Quarter, 1943, the index number at the close of the war was practically unchanged.

Immediately after the outbreak of the war, price control was established by the Government under Regulations dated 28th September, 1939, and a national policy of price stabilization was applied as from 12th April, 1943, backed by more stringent price control and price subsidies. The retail price level, as measured by the index, remained relatively steady throughout 1944 and 1945 at the level of March, 1943. This stabilized level was approximately 23 per cent. above that of 1939 and 63 per cent. above the level prevailing at the beginning of the 1914-18 War. After June Quarter, 1946, war-time controls, subsidies, etc., were progressively modified and by early 1949 had been virtually eliminated. In the latter part of 1950, export prices (especially for wool) rose very substantially. In December, 1950, the Commonwealth Court of Conciliation and Arbitration raised the basic wage by approximately 14 per cent. Concurrently, public works expenditure and private investment rose to very high levels.

This retail price index rose by 16 per cent. in the three years following the end of the 1939-45 War (i.e., to September Quarter, 1948) and by 77 per cent. in the next five years to September Quarter, 1953, and remained relatively stable at that level until December



Quarter, 1954. Since then the index has risen each year and by September Quarter, 1959, was approximately 17 per cent. higher than at September Quarter, 1954. This level was approximately 196 per cent. above that of 1939.

3. "C" Series Retail Price Index, Six Capital Cities, 1914 to 1959.—The movement in the various groups of the index and in the index as a whole for each year for which it has been compiled is shown in the following table for the six capital cities combined:—

**"C" SERIES RETAIL PRICE INDEX AND ITS "GROUP" INDEX NUMBERS(a)  
FOR THE SIX CAPITAL CITIES COMBINED.**

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

Period.	Food and Groceries. (b)	Rent (4 and 5 Roomed Houses). (c)	Clothing.	Miscellaneous.	Total "C" Series Index. (b)	
1914 (d) .. .. .	641	649	754	749	687	
1915 (d) .. .. .	842	659	792	786	782	
1916 (d) .. .. .	812	665	881	802	795	
1917 (d) .. .. .	836	685	992	882	847	
1918 (d) .. .. .	861	722	1,097	972	905	
1919 (d) .. .. .	1,026	768	1,238	1,036	1,022	
1920 (d) .. .. .	1,209	851	1,365	1,194	1,166	
1921 (d) .. .. .	950	877	1,246	1,010	1,013	
1922 (d) .. .. .	945	929	1,052	999	975	
1923 .. .. .	1,009	950	1,045	999	1,003	
1924 .. .. .	969	988	1,003	1,004	987	
1925 .. .. .	998	1,008	991	992	997	
1926 .. .. .	1,023	1,026	986	998	1,011	
1927 .. .. .	1,000	1,030	975	1,008	1,002	
1928 .. .. .	985	1,066	997	1,010	1,009	
1929 .. .. .	1,044	1,073	996	1,007	1,033	
1930 .. .. .	941	1,047	951	999	975	
1931 .. .. .	826	901	853	973	873	
1932 .. .. .	796	817	804	958	830	
1933 .. .. .	751	804	787	950	804	
1934 .. .. .	783	810	785	944	817	
1935 .. .. .	806	839	783	946	832	
1936 .. .. .	825	879	792	947	850	
1937 .. .. .	851	912	811	960	873	
1938 .. .. .	886	942	829	961	897	
1939 .. .. .	927	965	841	962	920	
1940 .. .. .	939	973	956	998	957	
1941 .. .. .	947	976	1,118	1,060	1,008	
1942 .. .. .	1,031	976	1,308	1,112	1,091	
1943 .. .. .	1,037	975	1,440	1,160	1,131	
1944 .. .. .	1,026	976	1,435	1,165	1,126	
1945 .. .. .	1,034	975	1,425	1,161	1,126	
1946 .. .. .	1,036	976	1,505	1,167	1,145	
1947 .. .. .	1,100	977	1,566	1,199	1,188	
1948 .. .. .	1,256	979	1,744	1,257	1,295	
1949 .. .. .	1,394	982	1,997	1,338	1,415	
1950 .. .. .	1,566	987	2,286	1,435	1,560	
1951 .. .. .	2,041	1,009	2,749	1,679	1,883	
1952 .. .. .	2,526	1,057	3,096	1,958	2,196	
1953 .. .. .	2,641	1,138	3,223	2,053	2,302	
1954 .. .. .	2,671	1,192	3,218	2,062	2,326	
1955 .. .. .	2,811	1,226	3,237	2,081	2,393	
	A	B			A	B
1956 .. .. .	2,923	3,084	1,325	3,261	2,236	2,489
1957 .. .. .	2,973	2,971	1,380	3,357	2,372	2,567
1958 .. .. .	3,021	2,993	1,460	3,418	2,424	2,626
1959 .. .. .	3,116	3,111	1,536	3,455	2,481	2,696
1959—March Quarter .. .. .	3,057	3,067	1,510	3,420	2,474	2,660
June .. .. .	3,096	3,086	1,524	3,440	2,473	2,677
September .. .. .	3,139	3,132	1,544	3,455	2,484	2,707
December .. .. .	3,170	3,160	1,567	3,504	2,492	2,735

(a) "Group" index numbers in the above table cannot be compared with each other in order to show the relative cost of Food and Groceries, Rent, Clothing or Miscellaneous requirements, since each "Group" has its own base = 1,000, namely, the weighted average cost for the six capital cities as a whole during the five-year period 1923-27. (b) The index in column "A" excludes, and that in column "B" includes, the price movement of potatoes and onions. See para. 5 on page 407. (c) See note (c) to table at top of page 409. (d) November.

## § 6. International Comparisons.

The following table shows the movement of retail prices in recent years in Australia and certain other countries.

**RETAIL PRICE INDEX NUMBERS.**  
(FOOD, RENT, CLOTHING, MISCELLANEOUS HOUSEHOLD EXPENDITURE.)  
(Base: September Quarter, 1939 = 100.)

Period.	Australia. (a)	United Kingdom.	Canada.	New Zealand.	Union of South Africa.	United States of America.
1939—						
September Quarter ..	100	100	100	100	100	100
1940—Year .. ..	105	119	105	104	104	100
1941— „ .. ..	110	128	111	108	109	105
1942— „ .. ..	119	129	116	111	118	116
1943— „ .. ..	124	128	117	114	126	123
1944— „ .. ..	123	129	118	116	130	125
1945— „ .. ..	123	131	119	118	133	127
1946— „ .. ..	125	131	123	119	135	138
		Base: 17.6.47 =100.(b)				
1947— „ .. ..	130	102	134	122	141	158
1948— „ .. ..	141	108	154	132	149	170
1949— „ .. ..	155	111	(c) 160	(d) 134	154	168
1950— „ .. ..	170	114	165	142	160	171
1951— „ .. ..	206	124	183	157	172	185
1952— „ .. ..	240	(c) 136	186	170	187	189
1953— „ .. ..	251	140	184	177	194	190
1954— „ .. ..	254	143	185	186	197	191
1955— „ .. ..	261	149	185	(c) 190	204	191
	A	B				
1956— „ .. ..	272	278	(c) 157	197	207	193
1957— „ .. ..	280	280	162	194	213	200
1958— „ .. ..	287	286	167	199	221	205
1959— „ .. ..	295	294	168	201	218	207
					(e)	
1959—March Quarter ..	290	291	169	200	217	206
June „ .. ..	293	292	168	200	217	206
Sept. „ .. ..	296	295	167	201	219	208
Dec. „ .. ..	299	298	169	204	219	209

(a) The index in column "A" excludes, and that in column "B" includes, the price movement of potatoes and onions. See para. 5 on page 407. (b) New series cannot be linked to former series. (c) New Series linked to former series. (d) Consumers' Price Index from March Quarter, 1949, onwards. Index numbers for earlier periods (shown for purposes of comparison) are obtained by linking the movement in the Retail Price Index (base 1926-30) to the new index. (e) Not available.

## B. WHOLESALE PRICES AND PRICE INDEXES.

## § 1. General.

Two indexes of wholesale prices have been compiled by the Commonwealth Bureau of Census and Statistics. These are:—

- (i) The Melbourne Wholesale Price Index;
- (ii) The Wholesale Price (Basic Materials and Foodstuffs) Index.

Particulars of the Melbourne Wholesale Price Index, which is now obsolescent, are given in § 3 commencing on page 414.

After reviewing the list of items and weighting of this 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—which extends back to the year 1928 and is compiled monthly, is a special purpose index and one of a series of wholesale price indexes designed for special purposes.

## § 2. Wholesale Price (Basic Materials and Foodstuffs) Index.

1. **Price Quotations.**—The prices used in the index have in the main been obtained directly from manufacturers and merchants, and, with a few important exceptions, from Melbourne sources. Apart from locally-produced building materials and one or two minor commodities, however, the price movements may be taken as representative of variations in wholesale prices of basic materials in most Australian markets.

Commodities in the index are priced in their primary or basic form wherever possible and, in respect of imported materials, as nearly as may be at the point where they first make effective impact on the local price structure. Thus the prices of imported goods are not taken at the time of import, but rather on an ex-bond (or into factory) basis.

Broadly, where home-consumption prices exist for local products, they have been used in this index. During the year 1950–51, wool for local manufacture was subsidized, and the home-consumption price for wool was used to calculate the index numbers shown in the table on page 414.

2. **Commodities and Grouping.**—For purposes of this index “basic” materials (as opposed to certain of the foodstuffs) are commodities in the primary or basic forms in which they first enter into productive processes carried out in Australia. The list of items is divided into seven main groups, each of which is sub-divided into goods which are mainly imported, and goods which are mainly home-produced. The percentage of the total aggregate in 1959 contributed by each group was as follows:—Metals and coal, 17.53; oils, fats and waxes, 8.83; textiles, 2.98; chemicals, 3.93; rubber and hides, 2.15; building materials, 10.66; foodstuffs and tobacco, 53.92. Goods principally imported comprised 24.46 per cent. of the total aggregate in 1959, and goods principally home-produced, 75.54.

A full list of the commodities and the quantity-multipliers (weights) is published in *Labour Report* No. 46, 1958, page 26.

3. **Method of Construction.**—The index is constructed on the simple aggregative fixed-weights formula. The weights (quantity-multipliers) are based on estimates of the average annual consumption of the commodities in Australia during the period 1928–29 to 1934–35 inclusive. Changes in usage, changes of category as between “imported” and “home-produced” for some commodities, and changes in the industrial structure have affected the validity of some of the weights in the index.

During 1956, supplies and prices of potatoes and onions fluctuated violently upwards and downwards between abnormally wide limits. These fluctuations were so great as to dominate the movement of the sections of the index in which these items were included, namely, “Foodstuffs and Tobacco”, “Goods Principally Home-produced” and “Total All Groups”. In the circumstances of the case, neither seasonal adjustment nor conversion of the index to a “changing weights” formula could be applied to eliminate these transient fluctuations. Accordingly, in order to provide a representative measure of general trend in wholesale prices, the index was reconstructed as from July, 1936 by omitting potatoes and onions.

Consideration is being given to the enlargement of the index to cover additional groups and to revision of the weighting pattern of the index.

4. **Index Numbers.**—Index numbers for each group of commodities and for all groups combined for the index of wholesale prices of basic materials and foodstuffs are given in the following table. Current index numbers, on the base: Average of three years ended June, 1939 = 100, are published monthly in the mimeographed statistical bulletin *Wholesale Price (Basic Materials and Foodstuffs) Index* and in the *Monthly Review of Business Statistics*. A table showing index numbers computed to the base 1928 = 100 is published in the *Labour Report*.

## WHOLESALE PRICE (BASIC MATERIALS AND FOODSTUFFS) INDEX NUMBERS.

(Base of each Group: Average of 3 years ended June, 1939 = 100.)

Period.	Basic Materials.						Total.	Food-stuffs and Tobacco. (a)	Basic Materials and Foodstuffs.		
	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.			Goods principally Imported. (b)	Goods principally Home-produced. (a)	Total All Groups. (a)
1928-29	127	106	129	121	115	95	114	107	91	118	110
1929-30	126	111	99	116	87	94	107	110	94	118	111
1930-31	116	117	80	117	73	96	105	91	100	99	99
1931-32	108	113	77	119	74	95	101	86	100	92	95
1932-33	104	109	75	119	69	95	98	80	97	87	90
1933-34	103	84	102	111	80	94	92	84	89	89	90
1934-35	97	90	78	102	77	93	89	87	92	89	90
1935-36	92	95	100	99	88	93	90	92	95	92	93
1936-37	96	99	118	99	111	99	99	98	99	98	99
1937-38	101	101	100	100	97	104	102	102	102	101	101
1938-39	103	100	82	101	92	97	99	101	99	100	100
1939-40	105	115	104	107	116	108	109	99	111	101	104
1940-41	107	137	111	124	126	128	122	107	133	106	114
1941-42	117	151	118	137	135	135	133	116	153	112	124
1942-43	129	167	147	142	138	163	149	126	176	120	136
1943-44	131	170	150	143	140	174	153	130	182	122	140
1944-45	131	168	152	143	140	175	152	132	182	124	141
1945-46	130	156	152	142	140	177	149	136	178	127	142
1946-47	132	145	191	140	131	180	149	139	177	130	144
1947-48	146	161	283	148	126	190	166	154	192	145	159
1948-49	185	173	342	159	130	198	188	174	201	172	180
1949-50	214	184	434	187	143	225	214	196	223	196	204
1950-51	256	196	641	242	292	268	264	229	256	240	244
1951-52	343	220	577	314	298	370	321	276	288	300	297
1952-53	392	234	607	350	224	404	350	293	292	331	319
1953-54	388	222	566	323	191	363	332	308	271	339	319
1954-55	391	214	510	314	246	372	330	315	277	340	322
1955-56	404	220	456	317	328	415	345	325	292	352	334
1956-57	409	241	520	344	302	463	367	324	311	357	344
1957-58	398	238	437	349	280	453	355	325	301	355	339
1958-59	392	231	362	327	293	423	340	332	283	358	336
1959—											
Jan. . .	391	231	333	327	263	422	336	320	280	347	327
Feb. . .	392	231	346	327	284	422	338	328	281	354	332
Mar. . .	390	232	353	327	326	422	340	341	282	365	340
Apr. . .	390	232	398	327	410	422	346	340	282	368	343
May . . .	387	232	402	327	371	422	344	336	284	363	340
June . . .	388	232	392	327	361	422	343	338	284	364	340
July . . .	385	231	392	330	394	422	343	340	282	366	342
Aug. . .	388	230	417	330	411	422	346	343	281	371	345
Sept. . .	388	223	405	330	414	425	345	339	276	369	342
Oct. . .	388	223	404	328	375	425	343	339	277	367	341
Nov. . .	390	223	399	328	360	425	342	335	279	363	338
Dec. . .	389	223	411	328	359	433	344	338	280	366	341

(a) During 1956 these indexes were reconstructed from July, 1936 by excluding potatoes and onions. See para. 3 on p. 413. (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.

## § 3. Melbourne Wholesale Price Index.

1. General.—An index of Melbourne wholesale prices was first computed in 1912. It relates chiefly to basic materials and foods weighted in accordance with consumption in the years immediately preceding that date. Neither the components of the list of items nor the weighting have been varied, except as indicated in footnote (a) to the following table. Consequently, the index is outmoded for current use but it has some historical significance as a measure of changes in the prices of its component items combined in the proportions in which they were in common use about the year 1910. It is now published on an annual basis for "All Groups" only and is used mainly as an approximate indication of long-term trends since the year 1861, for which it was first compiled. A description of the index and a list of the commodities included in it were published in *Labour Report* No. 38, 1949, pages 43-45.

2. **Index Numbers.**—Index numbers for each group of commodities as well as for all groups combined are shown in the following table:—

**MELBOURNE WHOLESALE PRICE INDEX NUMBERS.**

(Base of each Group: Year 1911 = 1,000.)

Year.	Metals and Coal.	Wool, Cotton, Leather, etc.	Agricultural Produce, etc.	Dairy Produce.	Groceries.	Meat.	Building Materials.	Chemicals.	All Groups.
1861 .. ..	1,438	1,381	1,583	1,008	1,963	..	1,070	2,030	1,538
1871 .. ..	1,096	1,257	1,236	864	1,586	..	1,044	1,409	1,229
1881 .. ..	1,178	1,115	1,012	935	1,421	..	1,091	1,587	1,121
1891 .. ..	895	847	1,024	995	1,032	888	780	1,194	945
1901 .. ..	1,061	774	928	1,029	1,048	1,345	841	917	974
1911 .. ..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1921 .. ..	2,173	1,361	1,767	2,000	1,977	2,158	2,733	2,303	1,903
1931 .. ..	1,826	1,040	1,121	1,398	1,794	1,512	2,025	2,166	1,429
1941 .. ..	1,960	1,402	1,721	1,554	1,883	1,776	3,138	2,527	1,796
1949 .. ..	3,502	3,966	2,876	2,309	2,558	3,356	4,611	3,221	3,191
1950 .. ..	3,902	5,464	3,155	2,459	2,829	4,616	(a)5,567	3,263	3,816
1951 .. ..	5,080	7,943	4,512	2,930	2,850	6,438	(a)7,074	3,294	5,098
1952 .. ..	6,481	7,365	5,038	4,024	3,455	6,289	(a)9,338	3,723	5,647
1953 .. ..	6,615	6,950	4,958	4,533	3,767	6,303	(a)8,519	4,691	(b)5,631

(a) The list of items and weighting of the original Building Materials group of this index are outmoded in respect of recent years. The movement shown here for this group between 1949 and 1953 has been calculated in accordance with the movement occurring in the Building Materials group of the Basic Materials and Foodstuffs Index. (b) The "All Groups" index numbers for the years 1954, 1955, 1956, 1957, 1958 and 1959 were 5,384, 5,548, 5,916, 5,814, 5,575 and 5,394 respectively.

**C. CONTROL OF PRICES DURING AND SINCE THE 1939-45 WAR.**

1. **General.**—An account of the measures taken by the Commonwealth Government to control prices from September, 1939 (immediately after the outbreak of war), until 29th May, 1948 (the date of the Prices Referendum), was given in Official Year Book No. 37, pages 458-464.

2. **Transfer of Price Control to the States.**—Consequent upon the rejection of the proposal embodied in the Prices Referendum held on 29th May, 1948, that permanent power to control rents and prices (including charges) be conferred on the Commonwealth Government, responsibility for price fixation was assumed by the State Governments and steps were taken to pass State Prices Acts. These acts were proclaimed to operate simultaneously on 20th September, 1948. Except in the case of Queensland, each Act was to remain in force for a specific period, but the period varied from State to State.

On 20th September, 1948, each State Government issued declarations covering uniform lists of goods and services, which were brought under price control. Existing Commonwealth Prices Regulation Orders continued to apply to these goods and services until specially varied in accordance with the terms of the State legislation. At the same time, the Commonwealth Government issued an identical list of declared items to operate in the Australian Capital Territory and other Territories of the Commonwealth.

In the operation of State price control, the State Prices Commissioners collaborated closely. Conferences of Commissioners were held at intervals of approximately two months. Thus a large degree of uniformity was attained in controlling and decontrolling items and in the fixation of margins and prices of major items.

Since 1952, price control has been progressively modified in all States. General price control ceased in Western Australia on 31st December, 1953; in Tasmania on 31st October, 1954; in Victoria on 31st December, 1954; and in the Australian Capital Territory on 10th February, 1955. In New South Wales, general control of prices was suspended on 15th April, 1955, but was temporarily restored on some items from July, 1955 to September, 1956.

3. **Price Stabilization.**—Expenditure by the Commonwealth Government on price stabilization subsidies reached a peak in 1947-48 and since then the Commonwealth Government has progressively reduced the range of commodities eligible for subsidy.

In addition to those subsidies which had been an integral part of the Price Stabilization Plan, the Commonwealth Government paid bounties and subsidies for assistance to primary production, and these payments also had a stabilizing influence on prices.

For particulars of expenditure by the Commonwealth Government on price stabilization see Official Year Book No. 38, page 414 and for other subsidies and bounties, see Chapter XXI.—Public Finance.

## D. WAGES.

## § 1. Arbitration and Wages Boards Acts and Associated Legislation.

1. **General.**—Particulars regarding the operation of Commonwealth and State Laws for the regulation of wages, hours and conditions of labour were first compiled for the year 1913, and revised particulars have appeared annually in the *Labour Report* and in issues of the Official Year Book prior to No. 38.

2. **Commonwealth.**—Under placitum (xxxv) of section 51 of the Commonwealth of Australia Constitution, the Commonwealth Parliament is empowered to make laws with respect to "conciliation and arbitration for the prevention and settlement of industrial disputes extending beyond the limits of any one State". The Parliament has made such a law, namely the Conciliation and Arbitration Act.

This Act defines an "industrial dispute" as "(a) A dispute (including a threatened, impending or probable dispute) as to industrial matters which extends beyond the limits of any one State; and (b) a situation which is likely to give rise to a dispute as to industrial matters which so extends; and includes—(c) such a dispute in relation to employment in an industry carried on by, or under the control of, a State or an authority of a State; (d) a dispute in relation to employment in an industry carried on by, or under the control of, the Commonwealth or an authority of the Commonwealth, whether or not the dispute extends beyond the limits of any one State; and (e) a claim which an organization is entitled to submit to the Commission under section eleven A of the *Public Service Arbitration Act 1920-1959* or an application or matter which the Public Service Arbitrator has refrained from hearing, or from further hearing, or from determining under section fourteen A of that Act, whether or not there exists in relation to the claim, application or matter a dispute as to industrial matters which extends beyond the limits of any one State."

The Conciliation and Arbitration Act was extensively amended by an Act (No. 44 of 1956) assented to on 30th June, 1956. This amendment altered the structure of the arbitration machinery by separating the judicial functions from the conciliation and arbitration functions. The Commonwealth Industrial Court was established to deal with judicial matters under the Act and the Commonwealth Conciliation and Arbitration Commission to handle the functions of conciliation and arbitration. Further amendments were made by Act No. 103 of 1956, Act No. 30 of 1958 and Act No. 40 of 1959. A summary of the provisions of the Conciliation and Arbitration Act 1904-1959 is given in the following paragraphs.

The Commonwealth Industrial Court is composed of a Chief Judge and not more than two other Judges. The Commonwealth Conciliation and Arbitration Commission comprises a President, not less than two Deputy Presidents, a Senior Commissioner, not less than five Commissioners and a number of Conciliators. Judges of the Commonwealth Court of Conciliation and Arbitration were made either members of the Commonwealth Industrial Court or presidential members of the Commonwealth Conciliation and Arbitration Commission. Conciliation Commissioners became non-presidential members of the Commission.

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

Special provision was also made concerning the right of audience before the Commonwealth Industrial Court. Briefly, except in proceedings which, in general, involve questions of law or offences against the Act, parties are able to elect whether to

appear personally or to be represented by lawyers or officials. Even in proceedings involving questions of law, except appeals from decisions by other Courts to the Industrial Court, on matters arising under this Act or the Public Service Arbitration Act 1920-1959, the parties may, if they wish and the Court grants leave, be represented by officials.

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

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

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

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

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

An appeal against the decision of a Commissioner shall be heard by not less than three members nominated by the President, of whom at least two shall be presidential members of the Commission. However, an appeal will not be heard unless the Commission considers it is necessary as a matter of public interest. The President, after taking account of the views of the parties to a dispute, may appoint a member of the Commission to take evidence on behalf of the full bench of the Commission, so that the full bench can have this evidence before it when it commences its hearing.

Full benches of the Commission not constituted by the same persons may sit in joint session at the direction of the President when he considers it desirable and has the opinion that a question is common to the matters before those benches. A joint session may be held whether the benches concerned are constituted pursuant to the Conciliation and Arbitration Act or the Public Service Arbitration Act, and whether they are constituted to hear references or appeals. However, it is left to each appropriate full bench to determine any of the matters before it.

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

The Commonwealth Conciliation and Arbitration Commission also deals with disputes and industrial matters, interstate or intra-state, associated with undertakings or projects of the Commonwealth Government which have been declared by the Minister to be Commonwealth projects for the purposes of this Act. In effect, this places employees of Commonwealth projects, so declared, under the jurisdiction of the Commission. The Minister has the power to exempt certain persons or classes of persons working on these projects from the jurisdiction of the Commission.

The Commission may make an award in relation to an industrial dispute concerning employees of a Commonwealth project or when the Public Service Arbitrator refrains from dealing with claims made by a Public Service employee organization or consents to the claims being presented to the Commission, though such an award may be inconsistent with a law

of the Commonwealth relating to salaries, wages, rates of pay or terms or conditions of service of employees in the Public Service as defined by section 3 of the Public Service Arbitration Act 1920-1959, not being the Commonwealth Employees' Compensation Act 1930-1959, the Commonwealth Employees' Furlough Act 1943-1959, the Superannuation Act 1922-1959 or any other prescribed Act.

The Act provides that where a State law, or an order, award, decision or determination of a State industrial authority is inconsistent with or deals with a matter dealt with in an award of the Commission, the latter shall prevail, and the former, to the extent of the inconsistency or in relation to the matter dealt with, shall be invalid.

For further particulars regarding Commonwealth arbitration legislation see the annual *Labour Report*.

3. States.—In each State, Industrial Tribunals have been established to regulate and arbitrate in industrial matters. The chief of these are the Industrial Commission of New South Wales, the Industrial Courts of Queensland and South Australia, and the Western Australian Court of Arbitration, together with Wages Boards for specific industries or occupations which operate in Victoria, South Australia and Tasmania. Further details concerning the functions and powers of these authorities may be found in the *Labour Report*.

## § 2. Rates of Wage and Hours of Work.

1. General.—This section contains new indexes (with base year 1954 = 100) of minimum weekly and hourly rates of wage and standard hours of work for adult males and adult females for Australia and each State. In the new indexes there are 16 industrial groups for adult males and 8 industrial groups for adult females. For relevant periods the new indexes replace cognate indexes (Base: Year 1911 = 1,000 for males and April, 1914 = 1,000 for females) published in previous issues. Pending further investigation there is no new index for the rural group.

The overall trends of the old and new indexes (excluding rural industry) show comparatively little divergence from each other, except in the mining and building groups, for which the basis of measuring wage rates was changed in the new indexes.

The old indexes were the unweighted averages of selected occupations for each industry. The aggregate indexes combined these industry indexes by using industry weights current in or about 1911. The new indexes are based on the occupation structure existing in 1954. Weights for each industry and each occupation were derived from two sample surveys made in that year. The first was the Survey of Awards in April, 1954, which showed the number of employees covered by individual awards, determinations and agreements. This provided employee weights for each industry as well as a basis for the Survey of Award Occupations made in November, 1954. This second survey showed the number of employees in each occupation within selected awards, etc., thereby providing occupation weights.

In addition to the improved weighting, some desirable changes have been made in the industry classification used. The Miscellaneous group in the old index has been dissected into two component industry groups "Wholesale and Retail Trade", and "Public Administration and Professional". Two new groups, "Communication" and "Amusement, Sport and Recreation", have been included. The "Domestic" part of the Domestic, Hotels, etc. group has been omitted because of coverage difficulties. The former Pastoral, Agricultural, etc. group is not yet included in the new index. Further data are being sought for this industry.

The minimum wage rates and standard hours of work used in the new indexes are for representative occupations within each industry. They have been derived entirely from representative awards, determinations and agreements in force at the end of each quarter, commencing with 31st March, 1939 for adult males and 31st March, 1951 for adult females. The index for adult males includes rates and hours for 3,393 award designations. However, as some of these designations are operative within more than one industry, or in more than one State, the total number of individual award occupations is 2,301. For adult females the corresponding numbers are 1,120 and 522. Using the industry and occupation weights derived from the surveys described above, these rates and hours were combined to give weighted averages for each industrial group for each State and Australia.

The indexes are designed to measure movements in prescribed minimum rates of "wages" as distinct from "salaries". Consequently, awards, etc., relating solely or mainly to salary earners are excluded.

A more detailed description of the new indexes of minimum rates of wage and standard hours of work is given in *Labour Report* No. 47, 1959, which also contains an extensive tabular presentation of the minimum rates of wage for adult males and females in the principal occupations in the capital city of each State.



2. Weekly Wage Rates.—(i) *Adult Males—States.* The following table shows, for each State and Australia, the weighted average minimum weekly rates of wage payable to adult male workers at the dates specified:—

**WEEKLY WAGE RATES: ADULT MALES, ALL GROUPS.(a)**

WEIGHTED AVERAGE MINIMUM WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES.

Date.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE.(b)							
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
31st December, 1939..	100 1	97 1	99 5	94 1	100 6	92 2	98 4
" " 1945..	122 6	121 1	118 1	116 0	120 4	115 7	120 7
" " 1950..	206 2	201 9	195 2	197 11	200 7	198 0	202 0
" " 1955..	305 3	295 7	283 6	285 0	300 1	293 7	297 0
" " 1959..	348 3	343 8	334 0	338 11	338 10	345 7	343 6

INDEX NUMBERS.

(Base: Weighted Average Weekly Wage Rate for Australia, 1954 = 100.)

31st December, 1939..	35.4	34.4	35.2	33.3	35.6	32.6	34.8
" " 1945..	43.4	42.9	41.8	41.1	42.6	40.9	42.7
" " 1950..	73.0	71.4	69.1	70.1	71.0	70.1	71.5
" " 1955..	108.1	104.7	100.4	100.9	106.3	104.0	105.2
" " 1959..	123.3	121.7	118.3	120.0	120.0	122.4	121.6

(a) Excludes Rural. (b) The amounts shown should not be regarded as actual current averages but as an index expressed in money terms, indicative of trends.

(ii) *Adult Males—Industrial Groups.* The following table shows for Australia the weighted average minimum weekly rates of wage and index numbers in each industrial group and for all groups (excluding rural) at the dates specified.

**WEEKLY WAGE RATES: ADULT MALES, INDUSTRIAL GROUPS, AUSTRALIA.**

WEIGHTED AVERAGE MINIMUM WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES.

Industrial Group.	31st Dec., 1939.	31st Dec., 1945.	31st Dec., 1950.	31st Dec., 1955.	31st Dec., 1959.
RATES OF WAGE.(a)					
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Mining and Quarrying ..	109 11	138 8	259 7	366 10	405 8
Engineering, Metal Works, etc. ..	99 10	122 2	201 8	294 9	344 0
Textiles, Clothing and Footwear ..	93 1	115 10	197 5	285 0	331 6
Food, Drink and Tobacco ..	99 1	119 11	201 5	295 9	338 3
Sawmilling, Furniture, etc. ..	97 6	117 11	196 0	288 10	335 0
Paper, Printing, etc. ..	104 7	127 8	214 3	312 6	362 9
Other Manufacturing ..	96 5	118 7	197 7	291 4	333 4
All Manufacturing Groups ..	98 8	120 8	200 10	294 1	340 8
Building and Construction ..	99 3	119 8	198 7	295 6	342 5
Railway Services ..	94 6	117 9	195 10	290 11	336 4
Road and Air Transport ..	99 1	121 7	197 11	294 3	338 5
Shipping and Stevedoring(b) ..	91 0	117 7	196 7	276 11	338 1
Communication ..	97 10	123 9	213 4	316 6	383 7
Wholesale and Retail Trade ..	98 6	119 5	200 10	297 9	339 5
Public Administration and Professional ..	91 11	113 9	192 1	289 10	332 1
Amusement, Sport and Recreation ..	103 4	125 5	202 1	313 1	364 11
Hotels, etc. and Personal Service ..	91 11	112 11	190 1	276 9	318 11
All Industrial Groups(c) ..	98 4	120 7	202 0	297 0	343 6

For footnotes see next page.

WEEKLY WAGE RATES: ADULT MALES, INDUSTRIAL GROUPS, AUSTRALIA  
—continued.

Industrial Group.	31st Dec., 1939.	31st Dec., 1945.	31st Dec., 1950.	31st Dec., 1955.	31st Dec., 1959.
INDEX NUMBERS.					
(Base: Weighted Average Weekly Wage Rate for Australia, 1954 = 100.)					
Mining and Quarrying .. ..	38.9	49.1	91.9	129.9	143.6
Engineering, Metal Works, etc. ..	35.3	43.3	71.4	104.4	121.8
Textiles, Clothing and Footwear ..	33.0	41.0	69.9	100.9	117.4
Food, Drink and Tobacco .. ..	35.1	42.5	71.3	104.7	119.8
Sawmilling, Furniture, etc. .. ..	34.5	41.8	69.4	102.3	118.6
Paper, Printing, etc. .. ..	37.0	45.2	75.9	110.7	128.4
Other Manufacturing .. ..	34.1	42.0	70.0	103.2	118.0
All Manufacturing Groups .. ..	34.9	42.7	71.1	104.1	120.6
Building and Construction .. ..	35.1	42.4	70.3	104.6	121.2
Railway Services .. ..	33.5	41.7	69.3	103.0	119.1
Road and Air Transport .. ..	35.1	43.0	70.1	104.2	119.8
Shipping and Stevedoring(b) .. ..	32.2	41.6	69.6	98.1	119.7
Communication .. ..	34.6	43.8	75.5	112.1	135.8
Wholesale and Retail Trade .. ..	34.9	42.3	71.1	105.4	120.2
Public Administration and Professional ..	32.5	40.3	68.0	102.6	117.6
Amusement, Sport and Recreation ..	36.6	44.4	71.6	110.9	129.2
Hotels, etc. and Personal Service ..	32.5	40.0	67.3	98.0	112.9
All Industrial Groups(c) .. ..	34.8	42.7	71.5	105.2	121.6

(a) The amounts shown should not be regarded as actual current averages but as an index expressed in money terms, indicative of trends. (b) Includes the value of keep, where supplied. (c) Excludes Rural.

(iii) *Adult Females—States.* The following table shows, for each State and Australia, the weighted average minimum weekly rates of wage payable to adult female workers for a full week's work at the dates specified.

WEEKLY WAGE RATES: ADULT FEMALES.

WEIGHTED AVERAGE MINIMUM WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK  
(EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES.

Date.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE.(a)							
	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>
31st December, 1951.. ..	172 4	172 2	161 2	170 3	162 6	165 7	170 4
" " 1953.. ..	200 6	201 4	188 2	199 1	190 2	197 2	198 9
" " 1955.. ..	209 8	210 5	194 3	201 9	197 9	200 0	206 11
" " 1957.. ..	223 8	225 0	206 1	219 6	212 5	219 0	221 3
" " 1959.. ..	248 10	241 1	229 6	238 11	223 7	234 1	241 10

INDEX NUMBERS.

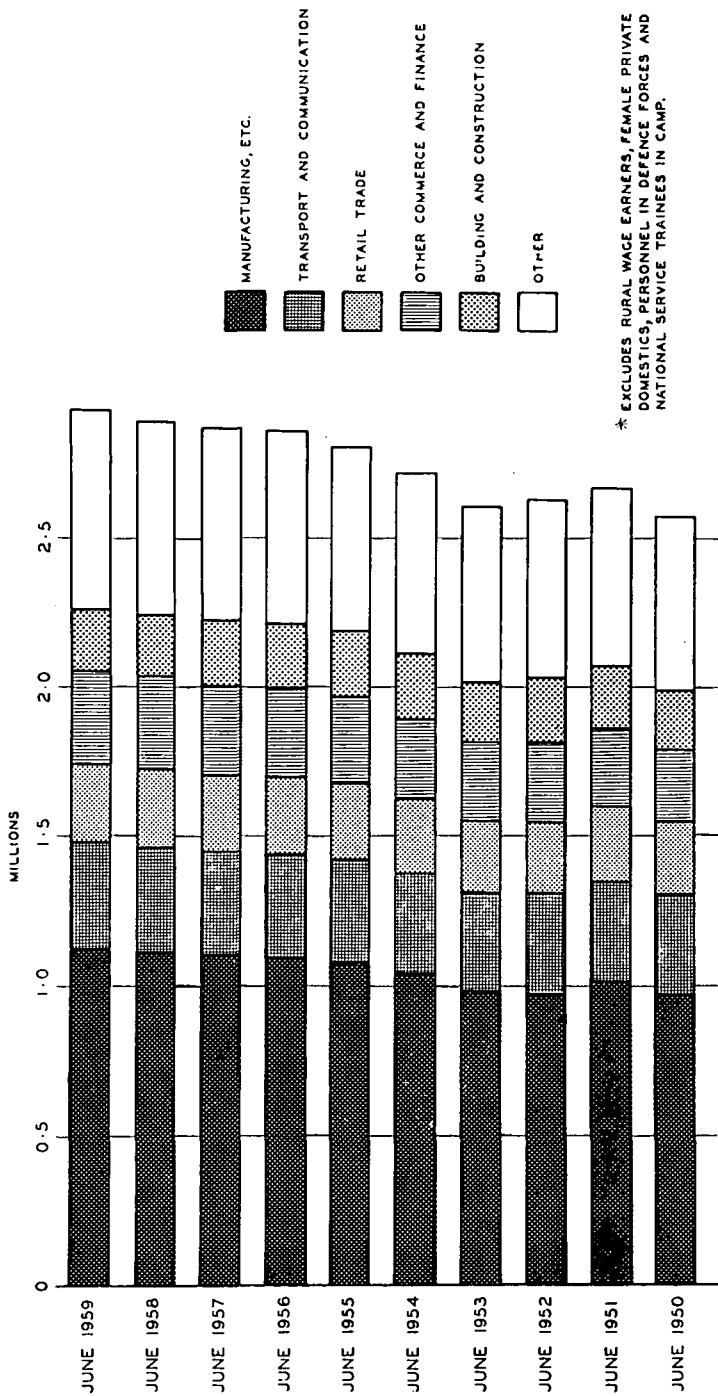
(Base: Weighted Average Weekly Wage Rate for Australia, 1954 = 100.)

31st December, 1951.. ..	86.6	86.5	81.0	85.5	81.6	83.2	85.6
" " 1953.. ..	100.7	101.1	94.5	100.0	95.5	99.0	99.8
" " 1955.. ..	105.3	105.7	97.6	101.3	99.3	100.5	103.9
" " 1957.. ..	112.4	113.0	103.5	110.3	106.7	110.0	111.1
" " 1959.. ..	125.0	121.1	115.3	120.0	112.3	117.6	121.5

(a) See note (a) to previous table.

# WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT\*

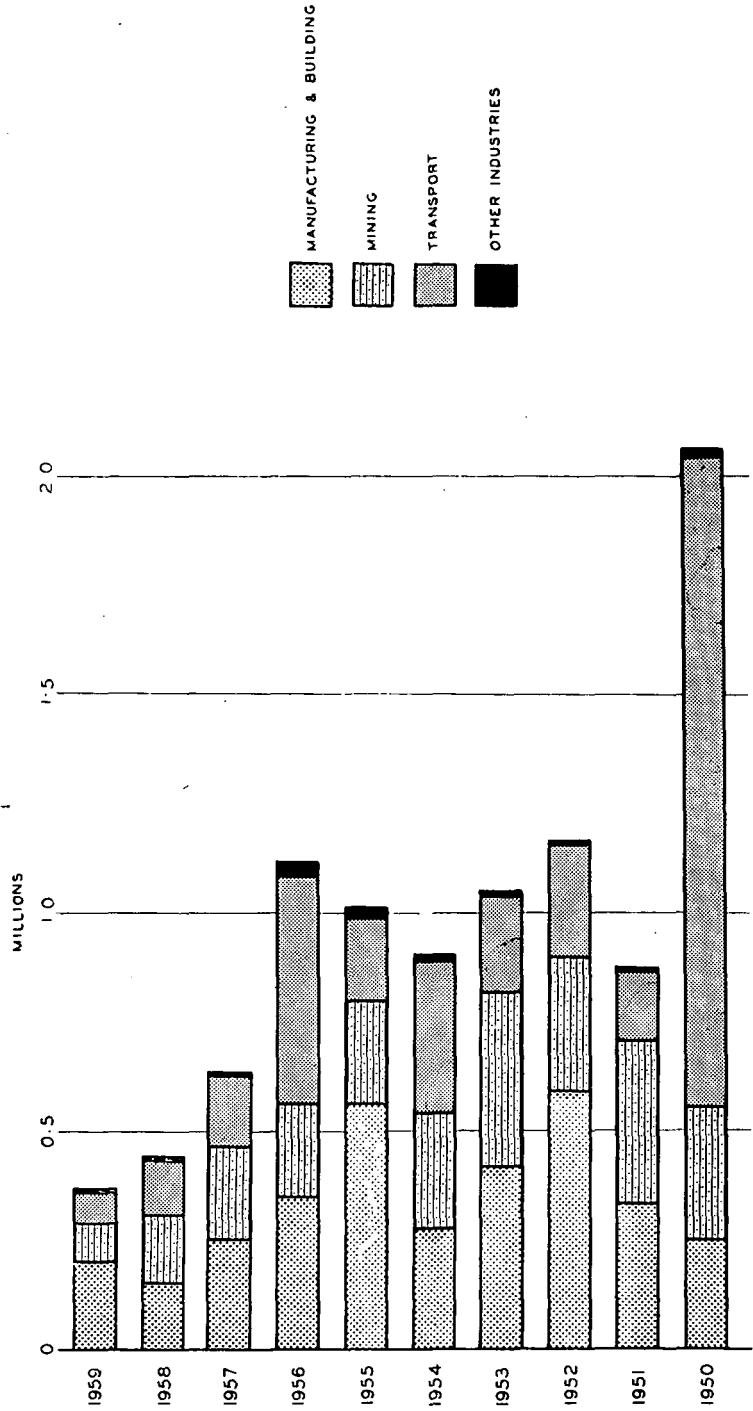
AUSTRALIA, 1950 TO 1959



\* EXCLUDES RURAL WAGE EARNERS, FEMALE PRIVATE DOMESTICS, PERSONNEL IN DEFENCE FORCES AND NATIONAL SERVICE TRAINEES IN CAMP.

# INDUSTRIAL DISPUTES, AUSTRALIA, 1950 TO 1959

## WORKING DAYS LOST - INDUSTRIAL GROUPS



(iv) *Adult Females—Industrial Groups.* The following table shows for Australia (a) the weighted average minimum weekly rate of wage in each of the industrial groups in which the number of females employed is important, and (b) the weighted average for all groups combined, at the dates specified.

**WEEKLY WAGE RATES: ADULT FEMALES, INDUSTRIAL GROUPS, AUSTRALIA.**

WEIGHTED AVERAGE MINIMUM WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES.

Industrial Group.	31st Dec., 1951.	31st Dec., 1953.	31st Dec., 1955.	31st Dec., 1957.	31st Dec., 1959.
RATES OF WAGE.(a)					
Engineering, Metal Works, etc. ..	170 11	200 7	206 6	220 9	241 2
Textiles, Clothing and Footwear ..	171 2	198 9	200 11	217 4	237 3
Food, Drink and Tobacco ..	165 9	194 6	206 10	215 11	235 11
Other Manufacturing ..	168 9	197 7	203 7	217 8	238 5
All Manufacturing Groups ..	169 11	198 3	203 4	217 10	238 0
Transport and Communication ..	177 6	206 5	213 10	228 3	254 4
Wholesale and Retail Trade ..	171 1	199 7	213 0	227 2	247 6
Public Administration and Professional ..	170 1	199 1	209 8	224 7	244 2
Hotels, etc. and Personal Service ..	166 6	194 2	200 7	214 7	235 4
All Industrial Groups.. ..	170 4	198 9	206 11	221 3	241 10

INDEX NUMBERS.

(Base: Weighted Average Weekly Wage Rate for Australia, 1954 = 100.)

Engineering, Metal Works, etc. ..	85.9	100.8	103.7	110.9	121.1
Textiles, Clothing and Footwear ..	86.0	99.8	100.9	109.2	119.2
Food, Drink and Tobacco ..	83.3	97.7	103.9	108.5	118.5
Other Manufacturing ..	84.8	99.2	102.3	109.3	119.8
All Manufacturing Groups ..	85.4	99.6	102.1	109.4	119.5
Transport and Communication ..	89.2	103.7	107.4	114.7	127.8
Wholesale and Retail Trade ..	85.9	100.3	107.0	114.1	124.3
Public Administration and Professional ..	85.4	100.0	105.3	112.8	122.6
Hotels, etc. and Personal Service ..	83.6	97.5	100.8	107.8	118.2
All Industrial Groups.. ..	85.6	99.8	103.9	111.1	121.5

(a) The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends.

3. *Hourly Wage Rates.*—(i) *General.* The average rates of wage in the preceding tables are based on the minimum rates prescribed for selected occupations in awards, etc., for a full week's work, excluding overtime. However, the number of hours constituting a full week's work differs in some instances between various occupations in each State, and between the same occupations in the several States. For some purposes a better comparison may be obtained by reducing the results in the preceding paragraphs to a common basis, namely, the rate of wage per hour. The particulars of weighted average minimum hourly rates of wage given in the following tables relate to all industrial groups except Rural and Shipping and Stevedoring. The Rural industry is not yet included in the new index and Shipping and Stevedoring has been excluded because, for some of the occupations in this group, definite particulars for the computation of average working hours and hourly rates of wage are not available.

(ii) *Adult Males—States.* The following table shows the weighted average minimum hourly rates of wage payable to adult male workers in each State at the dates specified.

## HOURLY WAGE RATES(a) : ADULT MALES.

WEIGHTED AVERAGE MINIMUM HOURLY RATES PAYABLE AND INDEX NUMBERS OF HOURLY RATES.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
RATES OF WAGE.(b) (Pence.)							
31st December, 1939..	27.48	26.44	27.49	25.45	27.15	25.14	26.91
" " 1945..	33.64	33.05	32.63	31.72	32.83	31.71	33.05
" " 1950..	61.96	60.58	58.60	59.44	60.35	59.42	60.70
" " 1955..	91.89	88.87	85.22	85.68	90.50	88.45	89.36
" " 1959..	104.68	103.20	100.25	101.78	101.96	103.83	103.18

## INDEX NUMBERS.

(Base: Weighted Average Hourly Wage Rate for Australia, 1954 = 100.)

31st December, 1939..	32.4	31.1	32.4	30.0	32.0	29.6	31.7
" " 1945..	39.6	38.9	38.4	37.4	38.7	37.3	38.9
" " 1950..	73.0	71.4	69.0	70.0	71.1	70.0	71.5
" " 1955..	108.2	104.7	100.4	100.9	106.6	104.2	105.3
" " 1959..	123.3	121.6	118.1	119.9	120.1	122.4	121.5

(a) Weighted average hourly rates of wage for all industrial groups except Rural and Shipping and Stevedoring. See para. 3 (i) on previous page. (b) The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends.

(iii) *Adult Females—States.* The following table shows the weighted average minimum hourly rates of wage payable to adult female workers in each State at the dates specified.

## HOURLY WAGE RATES: ADULT FEMALEES.

WEIGHTED AVERAGE MINIMUM HOURLY RATES PAYABLE AND INDEX NUMBERS OF HOURLY RATES.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
RATES OF WAGE.(a) (Pence.)							
31st December, 1951..	52.30	51.90	48.72	51.37	49.02	50.23	51.51
" " 1953..	60.87	60.69	56.88	60.07	57.37	59.81	60.12
" " 1955..	63.65	63.43	58.72	60.88	59.65	60.67	62.59
" " 1957..	67.90	67.82	62.29	66.23	64.08	66.43	66.93
" " 1959..	75.54	72.67	69.37	72.09	67.44	71.01	73.15

## INDEX NUMBERS.

(Base: Weighted Average Hourly Wage Rate for Australia, 1954 = 100.)

31st December, 1951..	86.9	86.2	80.9	85.3	81.4	83.4	85.6
" " 1953..	101.1	100.8	94.5	99.8	95.3	99.3	99.9
" " 1955..	105.7	105.3	97.5	101.1	99.1	100.8	104.0
" " 1957..	112.8	112.6	103.5	110.0	106.4	110.3	111.2
" " 1959..	125.5	120.7	115.2	119.7	112.0	117.9	121.5

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

4. *Weekly Hours of Work.*—(i) *General.* The number of hours constituting a full week's work (excluding overtime) differs in some instances between various occupations in each State and between the same occupations in the several States. The particulars of weekly hours of work given in the following tables relate to all industrial groups except Rural and

Shipping and Stevedoring. The former is not included in the index and the latter has been excluded because of the difficulty of obtaining, for some of the occupations, definite particulars for the computation of average working hours.

(ii) *Adult Males—States.* The following table shows 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 each State and Australia, together with the corresponding index numbers.

Except in Tasmania, there has been no change in the weighted average standard hours of work for adult males since 1953.

**WEEKLY HOURS OF WORK (EXCLUDING OVERTIME)(a): ADULT MALES.**

WEIGHTED AVERAGE STANDARD HOURS OF WORK (EXCLUDING OVERTIME) FOR A FULL WORKING WEEK AND INDEX NUMBERS OF HOURS OF WORK.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
<b>WEEKLY HOURS OF WORK.(b)</b>							
31st December, 1939 ..	43.78	44.10	43.51	44.41	44.57	44.11	43.96
" " 1947 ..	41.81	43.78	43.38	43.83	43.88	43.60	42.96
" " 1948 ..	39.96	39.99	39.98	39.97	39.94	40.17	39.98
" " 1959 ..	39.95	39.97	39.98	39.96	39.89	39.97	39.96

INDEX NUMBERS.

(Base: Weighted Average for Australia, 1954 = 100.)

31st December, 1939 ..	109.6	110.4	108.9	111.1	111.5	110.4	110.0
" " 1947 ..	104.6	109.6	108.6	109.7	109.8	109.1	107.5
" " 1948 ..	100.0	100.1	100.0	100.0	99.9	100.5	100.0
" " 1959 ..	100.0	100.0	100.0	100.0	99.8	100.0	100.0

(a) Weighted average working hours per week for all industrial groups except Rural and Shipping and Stevedoring. See para. 4 (i) above. (b) The figures shown should not be regarded as actual current averages, but as an index expressed in hours, indicative of trends.

(iii) *Adult Females—States.* The following table shows the weighted average standard hours of work (excluding overtime) prescribed in awards for a full working week for adult female workers in each State and Australia at 31st December, 1951 and 1959, together with the corresponding index numbers.

**WEEKLY HOURS OF WORK (EXCLUDING OVERTIME): ADULT FEMALES.**

WEIGHTED AVERAGE STANDARD HOURS OF WORK (EXCLUDING OVERTIME) FOR A FULL WORKING WEEK AND INDEX NUMBERS OF HOURS OF WORK.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
<b>WEEKLY HOURS OF WORK.(a)</b>							
31st December, 1951 ..	39.54	39.81	39.70	39.77	39.78	39.56	39.68
" " 1959 ..	39.53	39.81	39.70	39.77	39.78	39.56	39.67

INDEX NUMBERS.

(Base: Weighted Average for Australia, 1954 = 100.)

31st December, 1951 ..	99.7	100.4	100.1	100.3	100.3	99.7	100.0
" " 1959 ..	99.6	100.4	100.1	100.3	100.3	99.7	100.0

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

5. "Real" Wage Rates.—Pending further investigation, the particulars of "real" wage rates, previously published, have been omitted from this issue.

## § 3. Average Weekly Wage Earnings.

1. Average Weekly Total Wages Paid and Average Earnings, All Industries.—The following figures are derived from employment and wages recorded on Pay-roll Tax returns (which cover approximately 73 per cent. of the estimated number of civilian wage and salary earners in employment), from other direct collections and from estimates of the unrecorded balance. Pay of members of the Defence Forces is not included. The figures are not seasonally adjusted, but a seasonally adjusted quarterly index of average weekly wage earnings is shown in para. 2 below. Corresponding figures for each quarter are published in the *Monthly Review of Business Statistics*, the *Monthly Bulletin of Employment Statistics* and the *Digest of Current Economic Statistics*.

## AVERAGE WEEKLY TOTAL WAGES PAID AND AVERAGE EARNINGS.(a)

Year.	N.S.W. (b)	Vic.	Q'land.	S. Aust. (c)	W. Aust.	Tas.	Aust.
AVERAGE WEEKLY TOTAL WAGES PAID. (£'000.)							
1953-54 .. ..	16,480	11,767	5,227	3,615	2,754	1,305	41,148
1954-55 .. ..	17,970	12,901	5,601	3,940	2,928	1,399	44,739
1955-56 .. ..	19,764	14,144	6,033	4,330	3,104	1,521	48,896
1956-57 .. ..	20,943	14,925	6,457	4,507	3,177	1,635	51,644
1957-58 .. ..	21,664	15,510	6,585	4,635	3,284	1,671	53,349
1958-59 .. ..	22,414	16,240	6,970	4,823	3,347	1,725	55,519

## AVERAGE WEEKLY EARNINGS PER EMPLOYED MALE UNIT.(d)

(£.)							
1953-54 .. ..	16.69	16.64	14.98	15.87	15.59	15.78	16.26
1954-55 .. ..	17.64	17.59	15.58	16.83	16.11	16.54	17.13
1955-56 .. ..	18.92	18.78	16.49	17.88	16.92	17.75	18.28
1956-57 .. ..	19.89	19.70	17.50	18.28	17.48	18.79	19.16
1957-58 .. ..	20.44	20.22	17.94	18.68	18.05	18.95	19.67
1958-59 .. ..	21.04	20.69	18.64	19.10	18.19	19.33	20.19

(a) Includes salaries. (b) Includes the Australian Capital Territory. (c) Includes the Northern Territory. (d) Male units represent total male employment plus a proportion of female employment based on the approximate ratio of female to male earnings. The same ratio has been used in each State, and because the average ratio of female to male earnings may vary between States, precise comparisons between average earnings in different States cannot be made on the basis of the figures above.

2. Average Weekly Wage Earnings Index Numbers.—The following table shows, for "All Industries" and for "Manufacturing", the movement in average weekly wage earnings from 1947-48 to the March Quarter, 1960. The "All Industries" index is based on Pay-roll Tax returns and other data. The index for manufacturing industries for the years 1947-48 to 1958-59 is based on the average earnings of male wage and salary earners employed in factories as disclosed by annual factory censuses (see Chapter VI.—Manufacturing Industry, § 8, para. 2 (iii)); figures subsequent to June, 1959 are preliminary estimates based on Pay-roll Tax returns.

The index numbers show for "All Industries" and "Manufacturing" the movement in average earnings over a period of time. However, they do not give, at any point of time, a comparison of actual earnings in the two groups. The base of each series is the year 1953-54 = 100 and both series have been seasonally adjusted. The series shown herein, with base 1953-54 = 100, replace the series with base 1945-46 = 1000, published in previous issues.



AVERAGE WEEKLY WAGE EARNINGS<sup>(a)</sup> INDEX NUMBERS: AUSTRALIA,

NEW SERIES (SEASONALLY ADJUSTED).

*(Base of each Series: 1953-54 = 100.)*

Year.	All Industries. <sup>(b)</sup>	Manufacturing.	Quarter.	All Industries. <sup>(b)</sup>	Manufacturing.
1947-48..	47.5	48.0	1957-58—Sept.	120.2	119.8
1948-49..	53.9	54.3	Dec.	121.5	122.1
1949-50..	59.3	60.0	March	121.3	122.3
1950-51..	71.1	72.0	June	122.3	123.6
1951-52..	87.1	88.4			
1952-53..	95.2	95.4	1958-59—Sept.	123.5	124.1
			Dec.	124.5	125.9
1953-54..	100.0	100.0	March	124.2	125.3
1954-55..	105.4	106.9	June	125.5	126.6
1955-56..	112.2	113.8			
1956-57..	118.2	118.3	1959-60—Sept.	129.6	130.9
1957-58..	121.3	122.0	Dec.	130.5	131.8
1958-59..	124.4	125.5	March	135.3	136.5

(a) Includes salaries. (b) Average earnings per male unit employed. Male units represent total male employment plus a proportion of female employment based on the approximate ratio of female to male earnings.

## § 4. Basic Wages in Australia.

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

Under the Commonwealth Conciliation and Arbitration Act 1904-1959 (*see* page 416), 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 that part of the wage, which is just and reasonable for an adult male [female], without regard to any circumstance pertaining to the work upon which, or the industry in which he [she] is employed) or the principles upon which it is computed”.

In the past, the Commonwealth Court of Conciliation and Arbitration held *genera* basic wage inquiries from time to time and its findings applied to industrial awards within its jurisdiction. Prior to the decision of the Commonwealth Court of Conciliation and Arbitration, announced on 12th September, 1953, discontinuing the automatic adjustment of basic wages in Commonwealth awards in accordance with variations occurring in retail price index numbers, the relevant basic wage of the Commonwealth Court of Conciliation and Arbitration was adopted to a considerable extent by State Industrial Tribunals. In New South Wales and South Australia, the State industrial authorities adopted the relevant Commonwealth basic wage. In Victoria and Tasmania, where the Wages Boards systems operate, no provision was included in the industrial Acts for the declaration of a basic wage, although, in the past, Wages Boards generally adopted basic wages based on those of the Commonwealth Court. In Queensland and Western Australia, the determination of a basic wage is a function of the respective State Industrial or Arbitration Courts and (subject to State law) they took into account the rates determined by the Commonwealth Court.

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

Following the decision of the Commonwealth Court of Conciliation and Arbitration to discontinue automatic quarterly adjustments to the basic wage, the various State industrial authorities have determined State basic wages in accordance with the provisions of their respective State industrial legislation. Details of the action taken in each State and subsequent variations in State basic wages are set out in para. 5 (*see pp. 441-5*).

In addition to the basic wage, "secondary" wage payments, including margins for skill, loadings and other special considerations peculiar to the occupations or industry, are determined by these authorities. The basic wage, and the "secondary" wage, where prescribed, make up the "minimum" wage for a particular occupation. The term "minimum wage" as distinct from the basic wage is used currently to express the lowest rate payable for a particular occupation or industry.

2. **The Commonwealth Basic Wage.**—(i) *Early Judgments.* The principle of a living or basic wage was propounded as far back as 1890 but it was not until 1907 that a wage, as such, was declared by a Court in Australia. The declaration was made by way of an order in terms of section 2 (d) of the Excise Tariff 1906 in the matter of an application by H. V. McKay that the remuneration of labour employed by him at the Sunshine Harvester Works, Victoria, was "fair and reasonable". Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, defined the standard of a "fair and reasonable" minimum wage for unskilled labourers as that standard appropriate to "the normal needs of the average employee, regarded as a human being living in a civilized community".\* The rate declared was 7s. a day or £2 2s. a week for Melbourne, the amount considered reasonable for "a family of about five".

The "Harvester" standard was adopted by the Commonwealth Court of Conciliation and Arbitration for incorporation in its awards, and practically the same rates continued until 1913, when the Court took cognizance of retail price index numbers, covering food and groceries and rent of all houses ("A" Series) for the 30 more important towns of Australia, which had been published by the Commonwealth Statistician for the first time in the preceding year. The basic wage rates for towns were thereafter varied in accordance with the respective retail price index numbers. Court practice was to equate the retail price index number 875 for Melbourne for the year 1907 to the "Harvester" rate of 42s. a week (or the base of the index (1,000) to 48s. a week). At intervals thereafter as awards came before it for review, the Court usually revised the basic wage rate of the award in proportion to variations in the retail price index. In some country towns, certain "loadings" were added by the Court to wage rates so derived to offset the effect of lower housing standards, and consequently of house rents, on the index numbers for these towns.

Over the period of its operation, the adequacy or otherwise of the "Harvester" standard was the subject of much discussion, the author of the judgment himself urging on several occasions the need for its review. During the period of rapidly rising prices towards the end of the 1914-18 War, strong criticism developed that this system did not adequately maintain the "Harvester" equivalent. A Royal Commission was appointed in 1919 to inquire as to what it would actually cost a man, wife and three children under fourteen years of age to live in a reasonable standard of comfort, and as to how the basic wage might be automatically adjusted to maintain purchasing power. The Commission's Reports were presented in 1920 and 1921. An application by the unions to have the amounts arrived at by the inquiry declared as the basic wage was not accepted by the Court because they were considerably in advance of existing rates and grave doubts were expressed by members of the Court as to the ability of industry to pay such rates. Further details of the recommendations of the Commission were given in *Labour Report* No. 41, page 102.

The system of making automatic quarterly adjustments to the basic wage in direct ratio to variations in the retail price index ("A" Series) was first introduced in 1921. The practice then adopted was to calculate the adjustments to the basic wage quarterly on the index number for the preceding quarter. Previously, adjustments had been made sporadically in relation to retail price indexes for the previous calendar year or the year ended with the preceding quarter. The practice adopted by the Commonwealth Court in 1921 of making automatic quarterly adjustments continued until the Court's judgment of 12th September, 1953 (*see page 431*).

\* *Commonwealth Arbitration Reports*, Vol. 2, p. 3.

In 1922, an amount known as the "Powers' 3s." was added by the Court as a general "loading" to the weekly basic wage for the purpose of maintaining, during a period of rising prices, the full equivalent of the "Harvester" standard. This loading continued until 1934.

(ii) *Basic Wage Inquiries, 1930-31, 1932, 1933.* No change was made in the method of fixation and adjustment of the basic wage until the onset of the depression, which began to be felt severely during 1930. Applications were then made to the Court for some greater measure of reduction of wages than that which resulted from the automatic adjustments due to falling retail prices. The Court held a general inquiry, and, while declining to make any change in the existing method of calculating the basic wage, reduced all wage rates under its jurisdiction by 10 per cent. from 1st February, 1931. In June, 1932, the Court refused applications by employee organizations for the cancellation of the 10 per cent. reduction in wage rates. In May, 1933, the Court again refused to cancel the 10 per cent. reduction in wage rates, but decided that the existing method of adjustment of the basic wage in accordance with the "A" Series retail price index number had resulted in some instances in a reduction of more than 10 per cent. In order to rectify this, the Court adopted the "D" Series of retail price index numbers for future quarterly adjustments of the basic wage.

Particulars of the 1930-31 and the 1932 Inquiries may be found in *Labour Report* No. 22, pages 45-48 and of the 1933 Inquiry in *Labour Report* No. 23, pages 45-46.

(iii) *Basic Wage Inquiry, 1934.* A summary of the judgment delivered on 17th April, 1934, was given in *Official Year Book* No. 29, page 545. Until this judgment the "Harvester" standard, adjusted by variations in retail price index numbers, continued to be the theoretical basis of the wage of the Commonwealth Court. The new rate for the six capital cities was in effect the same as that previously paid under the "A" Series, without the "Powers' 3s." and without the 10 per cent. reduction, which then ceased to operate.

Automatic quarterly adjustment of the basic wage was transferred from the "A" and the "D" Series to the "C" Series Retail Price Index. The base of the index (1,000) was taken by the Court as equal to 81s. a week. This gave rates as declared on this occasion for the capital cities on the basis of their respective index numbers ranging from 61s. for Brisbane to 67s. for Sydney and Hobart, the average wage for the six capital cities being 65s.

(iv) *Basic Wage Inquiry, 1937.* In May, 1937, the Commonwealth Court heard an application by the combined unions for an increase in the basic wage. The unions asked that the equivalent of the base (1,000) of the "C" Series Index be increased from 81s. to 93s., which on index numbers then current would have represented an average increase of about 10s. a week. The chief features of the judgment delivered on 23rd June were:—

(a) Amounts were added to the basic wage not as an integral, and therefore adjustable, part of that wage, but as "loadings" additional to the rates payable under the 1934 judgment, which were referred to in the judgment as the "needs" portion of the total resultant basic wages. These loadings, commonly referred to as "Prosperity" loadings, ranged, for capital cities, from 4s. to 6s., that for the six capitals being 5s.

(b) The basis of the adjustment of the "needs" portion of the wage in accordance with the variations shown by retail price index numbers was transferred from the "C" Series to a special "Court" Series based upon the "C" Series (see page 403).

(c) Female and junior rates were left for adjustment by individual Judges when dealing with specific awards.

The main parts of the judgment were reprinted in *Official Year Book* No. 30, pages 564-75 and in *Labour Report* No. 28, pages 77-87.

(v) *Basic Wage Inquiry, 1940.* On 5th August, 1940, the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" Series Index upon which the "Court" Series was based) from 81s. to 100s. a week, and the incorporation of the existing

“Prosperity” loadings in the new rate mentioned. In its judgment of 7th February, 1941, the Court unanimously refused to grant any increase, owing mainly to the uncertainty of the economic outlook under existing war conditions. The application was stood over for further consideration. (*See* (vi) following.)

The Chief Judge stated: “The Court has always conceded that the ‘needs’ of an average family should be kept in mind in fixing a basic wage. But it has never, as the result of its own inquiry, specifically declared what is an average family, or what is the cost of a regimen of food, clothing, shelter and miscellaneous items necessary to maintain it in frugal comfort, or that a basic wage should give effect to any such finding. In the end economic possibilities have always been the determining factor . . . what should be sought is the independent ascertainment and prescription of the highest basic wage that can be sustained by the total of industry in all its primary, secondary and ancillary forms”.\*

The Chief Judge also suggested that the more logical system would be to grade the basic wage according to family responsibilities by means of a comprehensive system of child endowment, and that if a scheme of this nature were established, future fixations of the basic wage would be greatly simplified. (The Commonwealth Child Endowment Act came into operation on 1st July, 1941. For details *see* Chapter XVIII.—Welfare Services.)

(vi) “*Interim Basic Wage Inquiry*, 1946. As the result of (a) an application made by the Commonwealth Attorney-General for the restoration to the Full Court List of certain adjourned 1940 basic wage applications (*see* (v) above), (b) a number of fresh cases which had come to the Court since 1941, and (c) an application by the combined unions for an “interim” basic wage declaration, the Court commenced the hearing of this case on 25th November, 1946. Judgment was delivered on 13th December, 1946 whereby an increase of 7s. a week was granted in the “needs” portion of the basic wage then current, the rate for the six capital cities as a whole being increased from 93s. to 100s. a week. For automatic quarterly adjustments a new “Court” Index (Second Series) (Base 1923–27 = 87.0) was adopted. All “loadings” on the basic wage were retained. Further particulars of this judgment may be obtained from *Labour Report* No. 38, page 79.

(vii) *Basic Wage Inquiry*, 1949–50. This finalized the case begun in 1940 and continued in 1946 (*see* above). In 1946, during the hearing of the Standard Hours Inquiry and following the restoration to the Full Court List of applications for an increased basic wage, the Chief Judge ruled that the claim for an increase in the basic wage should be heard concurrently with the “40-hour week” claims then before the Court. The unions, however, objected to this course being followed, and, on appeal to the High Court, that Court in March, 1947, gave a decision which resulted in the Arbitration Court proceeding with the “Hours” Case to its conclusion.

The Basic Wage Inquiry, 1949–50, finally opened in February, 1949, and the general hearing of the unions’ claims was commenced on 17th May, 1949. Separate judgments were delivered on 12th October, 1950;† in the judgments, which were in the nature of general declarations, a majority of the Court (Foster and Dunphy JJ.) was of the opinion that the basic wage for adult males should be increased by £1 a week, and that for adult females should be 75 per cent. of the adult male rate. Kelly C.J., dissenting, considered that no increase in either the male or the female wage was justified.

The Court on 24th October and 17th and 23rd November, 1950, made further declarations concerning the “Prosperity” and other loadings. The “Prosperity” loading of 1937 (*see* page 429), which was being paid at rates of between 3s. and 6s. a week according to localities, was standardized at a uniform rate of 5s. a week for all localities and was declared to be an adjustable part of the basic wage, the “War” loadings were declared to be not part of the basic wage, and any other loading declared to be part of the basic wage ceased to be paid as a separate entity.

The new rates operated from the beginning of the first pay-period in December, 1950, in all cases being the rate based on the Court Index (2nd Series) for the September quarter, 1950 plus a flat-rate addition of £1, together with the standardized “Prosperity” loading of 5s. The new basic wage rate for the six capital cities (weighted average) was £8 2s. comprising £6 17s. Court (2nd Series) plus 5s. uniform “Prosperity” loading plus the £1 addition.

\* *Commonwealth Arbitration Reports*, Vol. 44, pp. 47–8.

† 68 C.A.R., p. 698.

The declaration provided that the whole of this basic wage would be subject to automatic quarterly adjustments as from the beginning of the first pay-period commencing in February, 1951, on the basis of the index numbers for the December quarter, 1950. For this purpose the new rate of £8 2s. was equated to the "C" Series retail price index number 1572 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 basic wage rates operative from the beginning of the first pay-period commencing in December, 1950 were as follows (rates operative in November, 1950 in parentheses):—Sydney, £8 5s. (£7 6s.); Melbourne, £8 2s. (£7 3s.); Brisbane, £7 14s. (£6 15s.); Adelaide, £7 18s. (£6 17s.); Perth, £8 (£6 19s.); Hobart, £8 (£6 19s.); Six Capitals, £8 2s. (£7 2s.). Further particulars of the judgment may be found in *Labour Report* No. 39, page 81.

(viii) *Basic Wage and Standard Hours Inquiry, 1952–53.* On 5th August, 1952, the Commonwealth Court of Conciliation and Arbitration began hearing claims by—

- (1) The Metal Trades Employers' Association and other employers' organizations that (a) the basic wage for adult males be reduced; (b) the basic wage for adult females be reduced; (c) the standard hours of work be increased; (d) the system of adjusting the basic wages in accordance with variations occurring in retail price index numbers be abandoned.
- (2) The Metal Trades Federation, an association of employees' organizations, that the basic wage for adult males be increased, which would also have resulted in increasing the amount, though not the proportion it bore to the basic wage for adult males, of the basic wage for adult females.

A number of Governments, organizations and other bodies obtained leave to intervene and in this role the Australian Council of Trade Unions supported the claims of the Metal Trades Federation.

The decision of the Court, announced on 12th September, 1953, was as follows:—the employers' applications for reduction of the basic wages for adult males and females and for an increase of the standard hours of work were refused; the employers' applications for omission or deletion of clauses or sub-clauses providing for the adjustment of basic wages were granted; and the unions' applications for increases of basic wages were refused.

The Court in the course of its judgment said that nothing had been put before it during the inquiry in support of a departure from its well-established principle that the basic wage should be the highest that the capacity of the community as a whole could sustain. If the Court is at any time asked to fix a basic wage on a true needs basis, the question of whether such a method is correct in principle and all questions as to the size of the family unit remain open.

In order to remove certain misconceptions about its function, the Court stated that it was neither a social nor an economic legislature, and that its function under section 25 of the Act was to prevent or settle specific industrial disputes. However, these must be settled upon terms which seem just to the Court, having regard to conditions which exist at the time of its decision.

The Court intimated that time would be saved in future inquiries if the parties to the disputes, in discussing the principle of the "capacity to pay", directed their attention to the broader aspects of the economy, as indicated by a study of employment, investment, production and productivity, overseas trade, overseas balances, the competitive position of secondary industry and retail trade.

In accordance with its decision to abolish the automatic adjustment clause from its awards, the Court, commencing on 21st October, 1953, amended all awards listed before it as a result of applications by one of the parties to the awards. Afterwards the Court, on its own motion under section 49 of the Commonwealth Conciliation and Arbitration Act, listed those awards not the subject of an application by one of the parties and then proceeded to delete the clauses providing for the automatic adjustment of the basic wage.

The power of the Commonwealth Court of Conciliation and Arbitration to vary awards not the subject of an application by one of the parties was unsuccessfully challenged in the High Court of Australia.

For further particulars of the judgment see *Labour Report* No. 46, page 64.

(ix) *Basic Wage Inquiry*, 1956. On 14th February, 1956 the Commonwealth Court of Conciliation and Arbitration commenced hearing an application by the Amalgamated Engineering Union and others made by summons for alteration of the basic wage prescribed in the Metal Trades award in the following respects:—namely, for an increase in the basic wage to the amount it would have reached if automatic quarterly adjustments deleted by the Court in September, 1953 had remained in force; an increase of a further £1 in the basic wage; the re-introduction of automatic quarterly adjustments; and the abolition of what is known as the 3s. country differential. This application was regarded as a general application for variation of the basic wage in all awards of the Commonwealth Court of Conciliation and Arbitration.

All the claims made by the unions were opposed by the respondent employers. The Commonwealth Government appeared not as a party to the dispute but in the public interest and supplied much factual and statistical material in a review of the economy from 1953. However, the Commonwealth opposed the re-introduction of automatic adjustments. The States of New South Wales, Queensland, Western Australia and Tasmania supported the unions' claims for the re-establishment of the system of automatic adjustments and the raising of the basic wage to the levels indicated by the current "C" Series index numbers, but the State of South Australia opposed these claims. The State of Victoria neither supported nor opposed the unions' claims.

The judgment was delivered on 26th May, 1956. The Court rejected each claim made by the unions but decided to increase the adult male basic wage by 10s. a week, payable from the beginning of the first pay-period in June. As a result of this decision, the basic wage for adult females was increased by 7s. 6d. a week with proportionate increases for juniors of both sexes and for apprentices.

The Court took the view that its decision in 1953 to abandon the system of quarterly adjustments was clearly right and that "so long as the assessment of the basic wage is made as the highest which the capacity of the economy can sustain, the automatic adjustment of that basic wage upon price index numbers cannot be justified, since movements in the index have no relation to the movements in the capacity of the economy".\* The Court was satisfied "that a basic wage assessed at the highest amount which the economy can afford to pay cannot in any way be arrived at on the current price of listed commodities. There is simply no relationship between the two methods of assessment".†

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

In the course of setting out the reasons for its decision the Court considered the period over which the capacity of the economy should be assessed, and concluded: "A year has been found almost universally to be a sensible and practicable period for such a purpose in the case of trading institutions the world over. The Court considers—fortified by the Judges' experience of considering from time to time Australia's capacity—that a yearly assessment of the capacity of Australia for the purpose of fixing a basic wage would be most appropriate. We would encourage any steps to have the Court fulfil such a task each year . . .".‡

For further details see *Labour Report* No. 46, page 67.

(x) *Basic Wage Inquiry*, 1956–57. On 13th November, 1956 the Commonwealth Conciliation and Arbitration Commission in Presidential Session commenced to hear claims for alteration of the basic wage prescribed in the Metal Trades Award. The claims made were as follows:—

1. "For the increase of the basic wage in all its manifestations to the amount it would have reached if there had remained in the award provisions for automatic quarterly adjustments, which had been deleted in September, 1953 . . ."

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

† *Ibid.*, p. 176.

‡ *Ibid.*, p. 177.

2. " For the re-insertion in the award of the provisions for the automatic quarterly adjustment of the basic wage . . . . . " \*

In accordance with past practice this application in respect of the Metal Trades Award was treated by the Commission as a general application for alteration of the basic wage in all Federal awards.

The unions claims were opposed by the respondent employers. The Australian Council of Salaried and Professional Associations intervened in support of the applicant unions. Victoria and South Australia were the only States to appear before the Commission and the Attorney-General of the Commonwealth intervened in the public interest.

Victoria neither supported nor opposed the application by the unions. South Australia opposed the unions' claims and suggested that, if an increase in the basic wage were granted, the Commission should decide on the increase to be added to the six capitals basic wage and then apportion that increase amongst the six capital cities on a basis accurately reflecting the differences in their cost of living.

The Commonwealth opposed the restoration of the automatic adjustment system, whatever index were used for this purpose.

The Commission decided that before it could reach a decision it would have to examine, in detail, three main issues, namely: (i) should the system of automatic adjustment be restored? (ii) should there be an increase in the basic wage, and, if so, of what amount? and (iii) should the increase, if there be one, be of a uniform amount, or should it be variable as between capital cities?

(i) *Should the System of Automatic Adjustment be Restored?* After hearing submissions by counsel for the unions that automatic quarterly adjustments of the basic wage should be restored and argument as to the appropriateness of using the "C" Series index for this purpose, the Commission reaffirmed the decision of the Court in 1953, which, it said, "was primarily based on the view that there is no justification for automatically adjusting in accordance with a price index a wage assessed as the highest that the capacity of the community as a whole can sustain."† Accordingly, the claim for restoration of automatic quarterly adjustments was refused.

(ii) *Should there be an Increase in the Basic Wage and, if so, of what Amount?* The Commission reaffirmed the principles used to determine the basic wage in the 1953 and 1956 judgments of the Court and accepted as correct the decision of the Court in 1956 to increase the then existing basic wages by 10s. This led the Commission to a comparison of the state of the national economy at the time of the 1956 and 1957 basic wage inquiries.

The Commission, having considered all aspects of the state of the economy, decided that the basic wages in Federal awards should be increased and that the increase to the six capital cities basic wage should be 10s. a week for adult males.

(iii) *Should the Increase be of a Uniform Amount?* The historical background of differential rates of basic wage for respective cities and towns was examined by the Commission and it acknowledged that the Federal basic wage had two components. The first and greater component differed for each capital city and represented a rate of wage calculated by the use of "C" Series retail price index numbers for the June quarter, 1953 and the second component, common to all places, was the uniform 10s. awarded by the Court in 1956.

On the question of whether the increase should be of a uniform amount the alternative open to the Commission appeared to be either to follow what the Court did in 1956, or to recalculate the inter-capital-city differentials of the newly-fixed standard basic wage according to the latest "C" Series index numbers. The Commission decided to grant an increase of a uniform amount.

In the judgment delivered on 29th April, 1957, the Commission rejected the claims made by the unions and granted a uniform increase of 10s. a week in the basic wage for adult males to come into effect from the first pay-period to commence on or after 15th May, 1957.

\* Print No. A5436, p. 3.

† Ibid., p. 9.

As a result of this decision the basic wage for adult females was increased by 7s. 6d. with proportionate increases for juniors of both sexes and for apprentices. The Commission also advised that it approved an annual review of the basic wage and would be available for this purpose in February, 1958. However, although favouring an annual review of the basic wage, the Commission considered that "it would not be proper for it nor would it wish to curtail the existing right of disputants to make an application at whatever time they think it necessary to do so".\*

A more detailed summary of the judgment may be found in *Labour Report No. 46*, pages 68-71.

(xi) *Basic Wage Inquiry*, 1958. On 18th February, 1958, the Conciliation and Arbitration Commission, constituted in Presidential Session, commenced hearing an application by respondent unions for the following variations of the existing Metal Trades Award, namely:—

"By increasing the amounts of basic wage prescribed therein for respective cities, towns and localities to the figure they each would have reached had the quarterly adjustment system based on the "C" Series retail price index numbers been retained, plus an addition of 10s. to each basic wage, and by making provision for future adjustment of each of the new amounts at quarterly intervals by the application thereto of the same index numbers."†

The claims for the restoration of quarterly adjustments and for basic wage increases were opposed by private employers and by the State of South Australia, which also contended that as the cost of living was much lower in Adelaide than in Melbourne and Sydney, greater disparities in basic wage rates than then existed should be determined if, against its submission, any general increase in the basic wage were decided upon. Tasmania, the only other State represented, made no submissions.

The Attorney-General of the Commonwealth intervened in the public interest under section 36 (1) of the Conciliation and Arbitration Act and leave to intervene was granted to the Professional Officers' Association of the Commonwealth Public Service, three other organizations of medical and scientific workers employed in the Commonwealth Public Service and the Australian Council of Salaried and Professional Associations.

In its judgment, delivered on 12th May, 1958, the Commission rejected the submission by counsel for the Professional Officers' Association "that if the Commission is satisfied that there is in the community capacity to pay a higher wage bill, consideration should be given to the question whether that increased capacity should be reflected in an increased basic wage only or extended also to the marginal or secondary contents of aggregate wages and salaries".‡ The Commission also rejected the submission by counsel for the Australian Council of Salaried and Professional Associations that when the Commission looked at the capacity of industry to pay and gave an increase in the basic wage, it "always kept something in hand for a marginal claim which would probably be coming up".§

The claim of the unions for the restoration of the 1953 basic wage standard was rejected by the Commission on the same grounds as in its 1957 judgment, i.e., that it was unsafe to assume that the economy could sustain the 1953 rate as a "standard" in real terms.

The Commission then considered the three specific issues before it, namely, (i) should the system of automatic adjustments be restored? (ii) should the basic wage be increased, and if so, by what amount? and (iii) should there be uniform or disparate increases?

(i) *Should the System of Automatic Adjustments be Restored?* Counsel for the unions submitted that the unions still regarded the "C" Series index as a proper guide for the determination of basic wage levels but that if this contention were unacceptable to the Commission, as it had been in the three previous inquiries, there should be an immediate decision upon principle and later, if need be, an inquiry in an effort to ascertain a proper price index. He also submitted that there should be from time to time, additions to wages to afford to workers their proper share of increased productivity and efficiency and that although the unions had never claimed that increments for increased productivity could under present circumstances be made by way of automatic adjustment, the objective of wage increases commensurate with price increases could best be achieved by the use of an automatic adjustment system.

\* Print No. A5436, p. 23.

† Print No. A6079, p. 4.

‡ Ibid., p. 5.

§ Ibid., p. 7.



After having considered the submissions and without hearing arguments against the proposition, the Commission, on 21st February, 1958, rejected the application for the restoration of automatic adjustments and for a deferred inquiry thereon.

In the reasons for its judgment the Commission stated that there was nothing in the submission to justify a departure from the decisions of 1953, 1956 and 1957 to reject automatic wage adjustments. The Commission also again expressed the opinion that a yearly assessment of the capacity of Australia for the purpose of fixing a basic wage would be most appropriate.

(ii) *Should the Basic Wage be Increased and, if so, by what amount?* After hearing arguments for and against an increase in the basic wage rates, and submissions, mainly statistical, on behalf of the Commonwealth, the Commission was unanimously of the opinion that the position of the economy regarded as a whole was such as to justify an increase in the basic wage, but a difference of opinion existed as to what the amount of the increase should be.

A majority of the members, namely, Kirby C.J. and Gallagher J., considered that it was undesirable in the interests of all to grant an increase higher than 5s.; Wright J., on the other hand, considered that a basic wage level substantially higher than that proposed by the majority was justified.

Under section 68 of the Conciliation and Arbitration Act 1904-1956, the question was decided according to the decision of the majority. Accordingly the decision of the Commission was that the rates of basic wage for adult males under Federal awards should each be increased by 5s. a week.

(iii) *Uniform or Disparate Increases?* The South Australian Government submitted that economically there was no scope at all for a basic wage increase anywhere in Australia; and, as in the 1957 inquiry, again pursued the question of inter-city differentials in those awards where it applied, as an answer to the union claim that the amount of the basic wage in Adelaide should be calculated by reference to the "C" Series retail price index numbers for that city. The substance of the State's case on inter-city differentials was that the actual cost of living was so much lower in Adelaide than in Melbourne and Sydney that greater disparities in basic wage rates than then existed should be determined by the Commission, if any general increase in the basic wage were decided upon. Subject to a stipulation that no reduction should be made in the existing basic wage rate for Adelaide, counsel for the South Australian Government claimed that the rate should be approximately 10 per cent. below the rate fixed for Sydney instead of approximately 5 per cent. below, as it then was.

He also claimed that the proposal had the support of South Australian employers, but in the Commission's view the employers had not spoken unitedly or unanimously, nor had anyone supported the proposal as put to the Commission. It concluded that the claim must be rejected on the ground that it would not be wise or just to apply it in South Australia in view of the fact that it was neither sought nor supported by any other party, and its application to the Government and its instrumentalities alone was not sought.

The Commission indicated that the issues involved in inter-city differential wage rates were complex and could not be decided after a brief hearing.

In the judgment delivered on 12th May, 1958, the decisions of the Commission were given in the following terms:—

- "1. The claim for restoration of automatic quarterly adjustments is refused.
2. The claim of the South Australian Government for special treatment is refused.
3. The basic wages of adult male employees covered by Federal awards will be increased by a uniform amount of 5s. per week.
4. The new rates will come into effect from the beginning of the first pay-period commencing on or after 21st May instant subject to special cases." \*

As a result of this decision the basic wage for adult females was increased to 75 per cent. of the new basic wage for adult males with proportionate increases for juniors and apprentices of both sexes.

(xii) *Basic Wage Inquiry*, 1959. On 24th February, 1959, the Conciliation and Arbitration Commission, constituted in Presidential Session by Kirby *C.J.* (President), Foster and Gallagher *J.J.* (Deputy Presidents), commenced hearing an application by respondent unions for the following variations of the existing Metal Trades Award, namely:—

“By increasing the amounts of basic wage prescribed therein for respective cities; towns and localities to the figure they each would have reached had the quarterly adjustment system based on the “C” Series retail price index numbers been retained, plus an addition of 10s. to each basic wage, and by making provision for future adjustment of each of the new amounts at quarterly intervals by the application thereto of the same index numbers.”\*

A large number of applications for similar variation of other awards were ordered to be treated as involved in the inquiry and as such to be decided upon the evidence, material and submissions made from the beginning of the hearing.

The application of the unions was opposed by private employers generally, and by the State of South Australia and two of its instrumentalities.

Tasmania was the only other State represented and it appeared in support of the application of the unions in regard to the increase of the basic wage to the amount it would have reached had the adjustment system been retained and the restoration of that system.

Counsel for the Attorney-General of the Commonwealth, who intervened pursuant to his statutory right, submitted on behalf of the Commonwealth that the application for restoration of the automatic adjustment system should be refused. The Commonwealth again supplied for the benefit of the Commission and the parties, economic and statistical information and material. In addition, the Commonwealth, without making a particular submission as to whether there should be an increase, made a general submission on the state of the national economy.

The Australian Council of Salaried and Professional Associations was granted leave to intervene, and submissions were also presented on behalf of fixed income earners and pensioners generally.

Counsel for the employers also appeared for The Graziers Association of New South Wales and other organizations of employers in the pastoral industry to reduce the basic wage in the Pastoral Award, 1956, by £1 5s., being the aggregate amount of the increases granted by the Court in 1956 and the Commission in 1957 and 1958. The Commission decided to join these applications in the main hearing on 17th March, 1959, as a matter of procedure only and without deciding affirmatively that the Commission as constituted for that hearing had power to grant them in whole or in part. At the conclusion on 5th May, 1959, of submissions in support of these applications and without calling upon counsel for the Australian Workers' Union in reply, the Commission stated that it would reject the applications for reduction of the basic wage in the Pastoral Award and again indicated that the question of jurisdiction as to whether the Commission had the power to decide a different basic wage remained “undecided and open.”

On 5th June, 1959, the three Judges delivered separate judgments. On the question of whether the system of automatic quarterly adjustments should be restored the members of the Commission were divided in opinion and therefore the question was decided in accordance with the decision of the majority. The majority decision, namely, that of Kirby *C.J.* and Gallagher *J.*, was that the claim of the unions for restoration of the said system should be refused. Foster *J.* dissented.

The members of the Commission were unanimous in the opinion that there should be an increase in the basic wage but as to the amount of the increase they were divided in opinion as follows:—

The President, Kirby *C.J.*, was of opinion that the increase should be 15s. a week added to each basic wage for adult males in the awards concerned and that the increased basic wage should become payable as from the beginning of the first pay-period commencing on or after 11th June, 1959.

Foster *J.* was of opinion that the increase should be 20s. a week, payable as to 10s. as from the first pay-period in July, 1959 and as to the balance by increases of 2s. 6d. for four quarters commencing 1st January, 1960.

Gallagher *J.* was of opinion that the increase should be one of 10s. a week and that the increased wage should become payable as from the date chosen by the President.

Foster *J.*, while holding his opinion, decided to concur in the decision proposed by the President.

A summary of the separate reasons for judgment is set out in the following paragraphs.

*Kirby C.J.* The President said that apart from the question of the basic wage in the pastoral industry, which had already been decided, there were two issues for the Commission's decision:—(i) should the automatic adjustment system be restored? (ii) should the basic wage in the Commission's awards generally be increased and, if so, by what amount?

(i) *Should the Automatic Adjustment System be Restored?* On this question the President stated that in his view nothing had been put at the inquiry which would justify a restoration of the system, and the decisions against the retention or restoration of the system made by the Court in 1953 and 1956 and by the Commission in 1957 and 1958 were correct. He said "I have come to this conclusion on the material and submissions before the Commission at this hearing and quite independently of the admitted shortcomings since 1953 of the 'C' Series index. I would emphasize that the annual review of the amount of the basic wage by a presidential session of this Commission is a substitute in every way for arbitrary adjustment by an index which has to do with one factor only of the many making up the economy. Its aim in practice as well as theory is to fix a basic wage at the highest amount the economy can afford to pay . . . . . A period of one year—in the absence of exceptional circumstances calling for a different period—remains in my view the ideal period between reviews of the basic wage".\* He considered that assessment of the many factors making up national economic capacity proves difficult enough when assessing a money sum, and that the difficulties of assessment of these many factors would be increased immeasurably if the task were to add a fluctuating sum to an already fluctuating wage even if the task were to be undertaken at longer intervals. The President also stated "I wish to make it clear that my rejection of the adjustment system is based not on the imperfections of the available indexes but on the system's intrinsic demerits when compared with a system based on judgment of all factors of the economy including judgment on the movement of prices".†

(ii) *Should the basic wage be increased and, if so, by what amount?* The President considered various indicators of the state of the economy and said that they justified a basic wage increase of a not insignificant amount. He agreed that the worker was entitled to an increase in the basic wage because of increased productivity but he could not agree that on the available material the growth of productivity could be accurately measured or that basic wage increases were the only or main means of ensuring the worker his share of the fruits of increased productivity. Nevertheless, he felt that some allowance should be made for the growth of productivity in assessing an increase in the basic wage. After considering all the material before the Commission and the submissions made on behalf of the parties, he was of opinion that the basic wage should be increased by 15s. a week.

*Foster J.* Foster *J.*, in considering the powers and functions of the Commission and the form of the inquiry, stated ". . . . . if, as is my view, these 'inquiries' no longer have, and should never have had, the character of litigation, then it is proper to consider whether the 'inquiry' in the form it now has is adequate to achieve its avowed function".‡ He referred to some of the powers and duties entrusted to the Commission which revealed and emphasized the extraordinary differences between the Commission and a traditional court of law. He considered that although the Commission "gets two points of view placed before it, elaborately discussed and tested by questioning, . . . . . the matters for the Commission's determination are far wider than the particular points of view of the interests which assume the roles of contestants before us".§ In his view, the data made available by the Commonwealth Government, as intervener, are in effect the foundations of the opinions and conclusions of all the expert witnesses as well as of all the contentions of the representatives of the various contestants, and it must be upon this

\* Print No. A6618, p. 6.

† *Ibid.*, p. 8.

‡ *Ibid.*, p. 25.

§ *Ibid.*, p. 27.

material and interpretation that the Commission ultimately bases its decision. He suggested that "experts in consultation with the Commission in the presence of representatives of the economic interests concerned might well bring far more satisfactory results than a proceeding modelled misleadingly upon a civil action at law".\*

Foster *J.* stated that the purpose of the inquiry was to fix a money sum for a basic wage which, at the time of its pronouncement, would represent a standard of living which the Commission finds to be within the capacity of the economy to sustain throughout the period it determines for the duration of its award. For this reason he considered that the basic wage should be automatically adjustable at quarterly intervals. As to whether such adjustment should be made by the application of a price index, he said that "A price index . . . . . does enable the standard of living prescribed by the Commission to be maintained, and it does prevent the wage determined upon a capacity basis from falling below or rising above that ascertained capacity. It prevents the defeat of the Commission's award and is, in my opinion, the only satisfactory method of preventing that award from becoming to some extent illusory and potentially mischievous".† In his view, the decision in 1953 to abandon the quarterly adjustment system was wrong.

Foster *J.* was of opinion that the basic wage should be increased so as to restore, in part at least, the standard of living awarded in 1950 and maintained by quarterly adjustments until 1953 and to secure to the basic wage earner some share of the increased productivity of the community. The amount of the increase would depend on whether or not the quarterly adjustment system were to be restored. If it were restored, the increase in the basic wage should be 16s. a week payable at the first pay-period in July, 1959, adjustable quarterly by the "C" Series index, the first adjustment to be for the quarter ending 30th June, 1959. If quarterly adjustments were not restored, the ultimate increase should be 20s. a week, the amount of the increase to be spread over a period of eighteen months, payable as to 10s. as from the first pay-period in July, 1959, with an increase of 2s. 6d. on each of the first pay-periods in January, April, July and October, 1960.

In giving his reasons for the proposed increase, Foster *J.* reviewed the indicators of the state of the economy and referred to economic and statistical material submitted by counsel for the Commonwealth, which, he said, "confirms my opinion that the economy, seen at this point of time, is sounder than it was last year, and indeed, in some of the years when the Commission did in fact raise the basic wage".‡

Although reluctant to depart from his views as to the amount of the increase, Foster *J.* decided to concur in the proposed decision of the President, in order that the Commission might reach an effective decision.

*Gallagher J.* On the question of whether there should be a restoration of the quarterly adjustment system, *Gallagher J.* said that he was in complete agreement with *Kirby C.J.*, and with the reasons which the President had given for his conclusion, and added:—"Between December, 1950, and November, 1952, the operation of quarterly adjustments caused the basic wage for Sydney to move from 165s. to 237s. A system which, without any examination of the capacity of the economy to pay, added a sum of £3 12s. weekly to a basic wage in so short a time was quite unsuitable for modern conditions. . . . .".§

*Gallagher J.*, after setting out in general terms the arguments of the unions and the employers and summarizing the essentials of the submissions of the Commonwealth, stated that in his opinion the economy of the country was such as would sustain a higher basic wage, but the amount claimed by the unions was too high. In giving reasons for his opinion, he said ". . . . . it is almost certainly the position that every male employee in the community who works under an industrial award receives something over and above the basic wage, and in the determination whether he is receiving his proper share of the national wealth. . . . . this is a relevant and material matter for consideration".|| In support of this view he quoted pronouncements made in a number of previous basic wage inquiries.

After referring to a number of matters which he considered should be taken into account in the assessment of a basic wage, *Gallagher J.* said "Minded of the general considerations which I have set out, giving due recognition on the one hand to the improved state of the economy and on the other hand to the undoubtedly heavy losses which were suffered by the country because of the combined effect of the 1957 drought and

\* Print No. A6618, p. 28. † *Ibid.*, p. 30. ‡ *Ibid.*, p. 37. § *Ibid.*, p. 49. || *Ibid.*, p. 53.

of reduced export prices, and taking into account that amongst the employers who will be called upon to meet basic wage increases are farmers who have recently suffered a big loss of income, I am of the opinion that the sum of ten shillings represents the highest weekly payment which the economy should be called upon to sustain in respect of an increase of each basic wage for adult males covered by relevant awards or agreements".\*

He then proceeded to state briefly his reasons for rejecting the application for a lower basic wage in the pastoral industry. He was of the opinion that "it would in the absence of the most exceptional circumstances be wholly undesirable and against the interests of industrial peace that there should be for employees in the rural industries a basic wage lower than that which is prescribed for other employees".\*

(xiii) *Basic Wage Inquiry, 1960.* Particulars of the claims made by employee organizations and the decision given will be found in the Appendix.

(xiv) *Rates Operative, Principal Towns.* The basic wage rates of the Commonwealth Conciliation and Arbitration Commission for adult males and females, operative as from the beginning of the first pay-period commencing on or after 11th June, 1959, were as shown in the following table:—

COMMONWEALTH BASIC WAGE: WEEKLY RATES (a), JUNE, 1959.

City or Town.	Rate of Wage.		City or Town.	Rate of Wage.	
	Males.	Females.		Males.	Females.
	£ s. d.	£ s. d.		£ s. d.	£ s. d.
New South Wales—			Western Australia—		
Sydney ..	14 3 0	10 12 0	Perth ..	13 16 0	10 7 0
Newcastle ..	14 3 0	10 12 0	Kalgoorlie ..	14 3 0	10 12 0
Port Kembla—			Geraldton ..	14 9 0	10 16 6
Wollongong ..	14 3 0	10 12 0	Five Towns ..	13 17 0	10 7 6
Broken Hill ..	14 7 0	10 15 0	Tasmania—		
Five Towns ..	14 2 0	10 11 6	Hobart ..	14 2 0	10 11 6
Victoria—			Launceston ..	13 18 0	10 8 6
Melbourne ..	13 15 0	10 6 0	Queenstown ..	13 13 0	10 4 6
Geelong ..	13 15 0	10 6 0	Five Towns ..	14 0 0	10 10 0
Warrnambool ..	13 15 0	10 6 0	Thirty Towns ..	13 16 0	10 7 0
Mildura ..	13 15 0	10 6 0	Six Capital Cities	13 16 0	10 7 0
Yallourn(b) ..	14 1 6	10 11 0	Northern Territory—		
Five Towns ..	13 15 0	10 6 0	Darwin ..	14 15 0	11 1 0
Queensland—			South of 20th Parallel ..	14 2 0	10 11 6
Brisbane ..	12 18 0	9 13 6	Australian Capital Territory—		
Five Towns ..	12 19 0	9 14 0	Canberra ..	13 18 0	10 8 6
South Australia—					
Adelaide ..	13 11 0	10 3 0			
Whyalla and Iron Knob(c) ..	13 16 0	10 7 0			
Five Towns ..	13 10 0	10 2 6			

(a) Operative from the beginning of the first pay-period commencing on or after 11th June, 1959; female rates are 75 per cent. of male rates. (b) Melbourne rate plus 6s. 6d. loading for males; 75 per cent. of male rate for females. (c) Adelaide rate plus 5s. for males; 75 per cent. of male rate for females.

The rate for provincial towns, other than those mentioned above, is 3s. less than that for their respective capital cities.

The following table shows the movements of this wage in all State capital cities and the six capital cities as a whole during the period 1939 to 1959.

**BASIC WAGE: WEEKLY RATES<sup>(a)</sup>, CAPITAL CITIES, PRESCRIBED BY COMMONWEALTH CONCILIATION AND ARBITRATION COMMISSION <sup>(b)</sup> FOR ADULT MALES.**

Date Operative. <sup>(c)</sup>	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
September, 1939 ..	81 0	81 0	76 0	78 0	77 0	77 0	79 0
November, 1941 ..	89 0	88 0	84 0	84 0	85 0	85 0	87 0
„ 1942 ..	97 0	97 0	91 0	93 0	91 0	92 0	95 0
„ 1943 ..	99 0	98 0	93 0	94 0	94 0	95 0	97 0
„ 1944 ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
„ 1945 ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
„ 1946 ..	101 0	99 0	94 0	95 0	95 0	97 0	98 0
December, 1946 ..	108 0	106 0	101 0	102 0	102 0	103 0	105 0
November, 1947 ..	112 0	109 0	105 0	106 0	106 0	107 0	109 0
„ 1948 ..	122 0	120 0	115 0	116 0	116 0	118 0	119 0
„ 1949 ..	132 0	130 0	125 0	126 0	129 0	128 0	129 0
„ 1950 ..	146 0	143 0	135 0	137 0	139 0	139 0	142 0
December, 1950 ..	165 0	162 0	154 0	158 0	160 0	160 0	162 0
November, 1951 ..	207 0	199 0	185 0	195 0	197 0	199 0	200 0
„ 1952 ..	237 0	228 0	216 0	229 0	228 0	230 0	231 0
August, 1953 <sup>(d)</sup> ..	243 0	235 0	218 0	231 0	236 0	242 0	236 0
June, 1956 ..	253 0	245 0	228 0	241 0	246 0	252 0	246 0
May, 1957 <sup>(e)</sup> ..	263 0	255 0	238 0	251 0	256 0	262 0	256 0
May, 1958 <sup>(f)</sup> ..	268 0	260 0	243 0	256 0	261 0	267 0	261 0
June, 1959 <sup>(g)</sup> ..	283 0	275 0	258 0	271 0	276 0	282 0	276 0

(a) Rates include prosperity loadings where applicable. (b) Prior to 30th June, 1956, Commonwealth Court of Conciliation and Arbitration. (c) Rates operative from the beginning of the first pay-period in the month indicated, unless otherwise stated. (d) Automatic adjustment discontinued (see p. 431). (e) Operative from the beginning of the first pay-period commencing on or after 15th May, 1957. (f) Operative from the beginning of the first pay-period commencing on or after 21st May, 1958. (g) Operative from the beginning of the first pay-period commencing on or after 11th June, 1959.

A table showing Commonwealth basic wage rates from 1923 to 1959 was published in *Labour Report* No. 46, pages 194–7.

3. **Australian Territories.**—In the Northern Territory there are two basic wages operating, one in respect of areas north of the 20th parallel of South Latitude, generally referred to as the “Darwin” rate, and the other in respect of areas south of that parallel and extending down to the 26th parallel (the “Port Augusta” rate).

The basic wage rates payable as from the beginning of the first pay-period commencing on or after 11th June, 1959, were:—“Darwin” rate, adult males, £14 15s., adult females, £11 1s.; “Port Augusta” rate, adult males, £14 2s., adult females, £10 11s. 6d.

In addition to the above rates, special loadings were prescribed in Northern Territory awards following the fixation of the basic wage rates operative from November, 1951.

In the Australian Capital Territory, the rates payable as from the beginning of the first pay-period commencing on or after 11th June, 1959, were £13 18s. for adult males and £10 8s. 6d. for adult females.

Further details of basic wage rates in the Northern Territory and the Australian Capital Territory may be found in *Labour Report* No. 46, pages 81–7.

4. **Basic Wage Rates for Females.**—Reference should be made to *Labour Report* No. 46, (pp. 75–81) for an account of the fixation of minimum rates and basic wages for adult females by the Commonwealth Court of Conciliation and Arbitration. At the end of the 1949–50 Basic Wage Inquiry the Commonwealth Court of Conciliation and Arbitration, by a majority decision, fixed the basic weekly wage for adult females at 75 per cent. of the corresponding male rate from the beginning of the first pay-period commencing in December, 1950. This percentage has continued to be prescribed in subsequent inquiries.

5. *State Basic Wages.*—(i) *New South Wales.* The first determination under the New South Wales Industrial Arbitration Act of a standard “living” wage for adult male employees was made on 16th February, 1914, by the Court of Industrial Arbitration. A Board of Trade established in 1918, with power to determine the “living” wage for adult male and female employees in the State, made numerous declarations from 1918 to 1925, but ceased to function after the Industrial Arbitration (Amendment) Act 1926 transferred its powers to the Industrial Commission of New South Wales as from 15th April, 1926.

The adult male rate was determined on the family unit of a man, wife and two children from 1914 to 1925; a man and wife only in 1927, with family allowances for dependent children; and a man, wife and one child in 1929, with family allowances for other dependent children. However, with the adoption in 1937 of the Commonwealth basic wage, the identification of a specified family unit with the basic wage disappeared.

A table showing the variations in the living wages determined by the industrial tribunals of New South Wales up to 27th April, 1937, was published in earlier issues of the Official Year Book (*see* No. 37, page 481). From that date until November, 1955, the rates adopted followed the Commonwealth basic wage (*see* below).

Shortly after the Commonwealth Court of Conciliation and Arbitration announced its judgment in the 1937 Basic Wage Inquiry, the Government of New South Wales amended the Industrial Arbitration Act to make the State basic wage agree with the Commonwealth rate ruling in New South Wales, and to adopt, as far as practicable, the general principles of operation laid down by the Commonwealth Court.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age was operative in New South Wales from July, 1927, until superseded by the Commonwealth Government Scheme operative from 1st July, 1941. A brief account of the main features of the system was given in Official Year Book No. 37, pages 485–6.

Further amendments to the Industrial Arbitration Act were made in 1950 to give effect to the new rates declared by the Commonwealth Court of Conciliation and Arbitration in the 1949–50 Basic Wage Inquiry.

Differential basic wage rates for country areas (except Broken Hill) and for employees under Crown awards were eliminated by an amendment of the Industrial Arbitration Act in 1951.

The decision of the Commonwealth Court of Conciliation and Arbitration in September, 1953, to discontinue the system of automatic adjustment of the basic wage consequent on changes in the “Court” Series retail price index numbers was considered by the New South Wales Industrial Commission. On 23rd October, 1953, it certified that there had been an alteration in the principles of fixation of the basic wage, and instructed that the automatic adjustment clause be deleted from awards, etc., within its jurisdiction.

As a result, the basic wages applicable for the State and operative from the beginning of the first pay-period commencing in August, 1953, remained unchanged until November, 1955, the rates for New South Wales (excluding Broken Hill) during this period being £12 3s. a week for adult males and £9 2s. for adult females.

In October, 1955, the Industrial Arbitration Act 1940–1955 was amended to provide for the automatic adjustment of the existing basic wage each quarter, in accordance with the movements in the Commonwealth Statistician’s retail price index numbers. The first adjustment, based on the index number for the September quarter, 1955, represented the amount which would have been added to the basic wage if quarterly adjustments had not been suspended, and was made payable from the beginning of the first pay-period in November, 1955. The rates then payable were £12 13s. for adult males and £9 9s. 6d. for adult females.

Automatic quarterly adjustments were made for each subsequent quarter and the State basic wage payable in New South Wales (except Broken Hill) from the first pay-period in May, 1960 was £14 5s. for adult males and £10 13s. 6d. for adult females.

The Industrial Arbitration Act was further amended by the Industrial Arbitration (Female Rates) Amendment Act (No. 42, 1958) which became operative on 1st January, 1959. This Act defined the existing basic wage for adult females as being 75 per cent. of the male basic wage. Provision was also made for equal pay for males and females in certain circumstances. Where the Industrial Commission or a Conciliation Committee is satisfied that male and female employees are performing work of the same or a like nature and of equal value, they shall prescribe the same marginal or secondary rates of wage. The basic wage for these adult females was prescribed as 80 per cent. of the appropriate basic wage for adult males as from 1st January, 1959. Thereafter, the basic wage is to be increased annually by 5 per cent., so that on 1st January, 1963 it will be the same as that for adult males.

(ii) *Victoria.* There is no provision in Victorian industrial legislation for the declaration of a State basic wage. Wages Boards constituted from representatives of employers, employees and an independent chairman, for each industry group or calling, determine the minimum rate of wage to be paid in that industry or calling. In general, these Boards have adopted a basic wage in determining the rate of wage to be paid.

By an amendment to the Factories and Shops Act in 1934, Wages Boards were given discretionary power to include in their determinations appropriate provisions of relevant Commonwealth Awards. A further amendment to this Act in 1937 made it compulsory for Wages Boards to adopt such provisions of Commonwealth Awards. The 1937 Act, as amended, also gave Wages Boards power to adjust wage rates, "with the variation from time to time of the cost of living as indicated by such retail price index numbers published by the Commonwealth Statistician as the Wages Board considers appropriate". The Wages Boards thus adopted the basic wages declared by the Commonwealth Court of Conciliation and Arbitration and followed that Court's system of adjusting the basic wage in accordance with variations in retail price index numbers.

After the Commonwealth Court of Conciliation and Arbitration discontinued the system of automatic adjustment of the Commonwealth basic wage in September, 1953, a number of Wages Boards met in November, 1953, and deleted references to these adjustments. However, an amendment to the Factories and Shops Act in November, 1953, required Wages Boards to provide for the automatic adjustment of wage rates in accordance with variations in retail price index numbers. From 1st July, 1954, the Factories and Shops Acts 1928-1953 were replaced by the Labour and Industry Act 1953. This was, in general, a consolidation of the previous Acts and retained the requirement providing for the automatic adjustment of wages in accordance with variations in retail price index numbers.

An amendment to the Labour and Industry Act proclaimed on 17th October, 1956, deleted the automatic adjustment provision and directed Wages Boards in determining wage rates to take into consideration relevant awards of, or agreements certified by, the Commonwealth Conciliation and Arbitration Commission. As a result of this legislation the last automatic quarterly adjustment of the basic wage made was based on the variation in retail price index numbers for the June quarter, 1956, and was payable as from the beginning of the first pay-period in August, 1956. Following the judgment of the Commonwealth Conciliation and Arbitration Commission in the 1959 Basic Wage Inquiry (see page 436), Wages Boards met in June and July, 1959 and varied their determinations by incorporating the new Commonwealth rates. The rates for Melbourne, which were still payable in May, 1960, were £13 15s. a week for adult males and £10 6s. for adult females.

(iii) *Queensland.* The first formal declaration of a basic wage (£4 5s. for adult males) by the Queensland Court of Industrial Arbitration was gazetted on 24th February, 1921. Prior to this declaration, the rate of £3 17s. a week for adult males had been generally recognized by the Court in its awards as the basic or living wage. The Queensland Industrial Conciliation and Arbitration Act provides that any basic wage declared must at least maintain an employee, his wife and family of three children in a fair and average standard of comfort.

The rates declared by the Queensland Court at various dates were shown in the table on page 92 of *Labour Report* No. 46.

From 21st April, 1942, the Queensland Industrial Court adopted the practice of making quarterly declarations of the basic wage on the basis of variations in the "C" Series retail price index number for Brisbane.

The Queensland Industrial Court granted increases of 7s. and 5s. to the basic wages for adult males and adult females respectively, payable from 23rd December, 1946, following the "interim" basic wage judgment of the Commonwealth Court of Conciliation and Arbitration announced earlier in December, 1946.

Following the decision of the Commonwealth Court of Conciliation and Arbitration to increase the male and female basic wages from December, 1950, the Queensland Industrial Court conducted an inquiry as to what change, if any, should be made to the State basic wage for Queensland. The Industrial Court granted an increase of 15s. a week to both adult males and adult females, operative from 7th December, 1950. The new male rate was identical with the Commonwealth basic wage for the Brisbane metropolitan area. The basic wage payable to adult females was approximately 66 per cent. of the male rate.

In January, 1953, the Queensland Industrial Court departed from the practice established in 1942 of varying the basic wage in accordance with quarterly variations in the "C" Series of retail price index numbers. If the practice had been continued, a reduction of one shilling would have been made in the basic wage for adult males from



January, 1953. The Court was not satisfied, however, that the movement in the "C" Series index for Brisbane for the December quarter, 1952 was a true representation or reflex of the economic position for Queensland as a whole and so declined to make any alteration to the then existing basic wage. Quarterly adjustments were made for the next four quarters and the basic wage became £11 5s. for adult males from 1st February, 1954.

Commencing in March, 1954, a Basic Wage Inquiry was conducted by the Court and in its judgment of 11th June, 1954, the Court stated that there would be no change in the basic wage rates declared for February, 1954.

At subsequent hearings consequent on the movement in the "C" Series of retail price index numbers for Brisbane in respect of the quarters ended 30th June, 30th September and 31st December, 1954 and 31st March, 1955, the Court again decided not to vary the existing basic wage rates. However, after considering the "C" Series index number for the quarter ended 30th June, 1955 and its relation to the index number for the March quarter, 1955, the Court announced that, as these figures showed a continued upward trend of cost of living in 1955, the basic wage for adult males should be increased from £11 5s. to £11 7s. from 1st August, 1955. In this judgment, the Court emphasized that it holds itself free whether or not to adjust the basic wage upwards or downwards in accordance with movements in the "C" Series retail price index numbers.

The Court examined the movement in the "C" Series retail price index numbers for each subsequent quarter and announced variations in the basic wage. The rates payable in the Southern Division (Eastern District) from 2nd May, 1960, were £13 11s. for adult males and £9 6s. for adult females.

In addition to the basic wage for the Southern Division (Eastern District), which includes Brisbane, adult males in other areas receive district allowances. As from 2nd February, 1959, the allowances have been:—Southern Division (Western District) 10s. 6d., Mackay Division 9s., Northern Division (Eastern District) 10s. 6d., Northern Division (Western District) £1 12s. 6d. The allowances for adult females are half of those for adult males.

(iv) *South Australia.* The Industrial Code, 1920–1958 provides that the Board of Industry shall after public inquiry declare the "living wages" to be paid to adult male and female employees. The Board has power also to fix different rates to be paid in defined areas.

The family unit was not specifically defined in the Code, but the South Australian Industrial Court in 1920 decided that the average employee in respect of whom the living wage is to be declared is a man with a wife and three children.

The first declaration by the Board of Industry was made on 15th July, 1921, when the living wage for adult male employees in the metropolitan area was determined at £3 19s. 6d. a week. A table showing the living wages declared from time to time was published on page 95 of *Labour Report* No. 46.

Following the "interim" increase in the "needs" basic wage of the Commonwealth Court of Conciliation and Arbitration announced on 13th December, 1946, the South Australian Government made a provision in the Economic Stability Act 1946 for the declaration by the Governor of a living wage based on the Commonwealth basic wage for Adelaide. This action was taken because the Board of Industry had made a determination on 5th September, 1946, and under the Industrial Code was not able to make a further determination for six months.

The Industrial Code Amendment Act, 1949 made provision for the quarterly adjustment of the living wage in accordance with the variations in the Commonwealth basic wage for Adelaide. In effect, this made the State living wage and the Commonwealth basic wage equal from the beginning of the first pay-period commencing in February, 1950. The prescribed adjustment to the female living wage was seven-twelfths of that made to the Commonwealth male basic wage. The Board of Industry retained power to amend the living wage but any new living wage was to be adjusted quarterly as above.

Following the decision of the Commonwealth Court of Conciliation and Arbitration in the 1949–50 Basic Wage Inquiry, the South Australian Industrial Code was amended to provide for declarations of the living wage by proclamation to prevent unjustifiable differences between the State and Commonwealth rates of wage. By proclamation dated 30th November, 1950, the South Australian living wage in the metropolitan area was made identical with the December, 1950, rates fixed by the Commonwealth Court of Conciliation and Arbitration for the metropolitan area of South Australia. The female basic wage, which had been approximately 54 per cent. of the male basic wage, was increased to 75 per cent. of the corresponding male rate.

When the Commonwealth Court of Conciliation and Arbitration discontinued quarterly adjustments to Commonwealth basic wages in September, 1953, the South Australian living wage also ceased to be varied quarterly and since that time has remained the same as the Commonwealth basic wage for Adelaide. Following the Commonwealth basic wage inquiries in 1956 and subsequent years, increases were made in the Commonwealth basic wage for adult males, with proportionate increases for adult females. Similar increases were made to the South Australian living wage by proclamation. The rates operative from 15th June, 1959, were £13 11s. for adult males and £10 3s. for adult females. These rates were still operative in May, 1960.

(v) *Western Australia.* The Industrial Arbitration Act 1912-1952 provides that the Court of Arbitration may determine and declare a basic wage at any time on its own motion and must do so when requested by a majority of industrial unions or by the Western Australian Employers' Federation, with the limitation that no new determination shall be made within twelve months of the previous inquiry.

The term "basic wage" is defined in the Act as "a wage which the Court considers to be just and reasonable for the average worker to whom it applies". In determining what is just and reasonable, the Court must take into account not only the "needs of an average worker" but also the "economic capacity of industry" and any other matters it deems relevant.

The Act provides that the Court of Arbitration may make adjustments to the basic wage each quarter if the statement supplied by the State Government Statistician showing the "C" Series retail price index numbers and monetary equivalents in terms of the State basic wages indicates that there has been a variation of 1s. or more a week compared with the previous quarter. These adjustments apply from the dates of declaration by the Court.

The first declaration of the basic wage by the Court of Arbitration, after the authority to fix one was vested in the Court in 1925, was made on 11th June, 1926. The family unit is not specifically defined in the Act, but it has been the practice of the Court to take as a basis for its calculations a man, his wife and two dependent children. Since that date the principal inquiries have been those of 1938, 1947, 1950 and 1951. A table showing annual and special declarations of the basic wage by the Court of Arbitration will be found in *Labour Report* No. 46, page 98.

Following the judgment of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry, the Western Australian Court of Arbitration resumed an inquiry which had been adjourned, to ascertain what change should be made in the State basic wage rates. In its judgment of 7th December, 1950, the Court decided that the basic wage should be increased by £1 a week for adult males and by 15s. a week for adult females. As the result of a subsequent inquiry, the basic wage for adult females was increased from 1st December, 1951 to 65 per cent. of the corresponding male rate. This was subject to the condition that the increase in the basic wage should be offset by the reduction in or deletion of existing margins as specified by the appropriate award or determination.

Following the decision of the Commonwealth Court of Conciliation and Arbitration, in September, 1953, to discontinue quarterly adjustments to Commonwealth basic wages, the Western Australian Court of Arbitration exercised its discretionary power and declined to make any adjustments to the basic wage from November, 1953, to the June quarter, 1955.

However, from 9th August, 1955, the Western Australian Court decided to increase the adult male basic wage by 5s. 11d. a week for Perth and to make corresponding increases for other areas. No further change was announced in the basic wage until January, 1956, and for each subsequent quarter the Court has varied the State basic wages after considering the official statement supplied by the State Government Statistician except in February, 1959 when no change was made.

The rates payable in the metropolitan area as from 2nd May, 1960 were £14 6s. 4d. for adult males and £10 14s. 9d. for adult females.

(vi) *Tasmania.* A State basic wage is not declared in Tasmania. Wages Boards are constituted for a number of industries, from representatives of employers and employees and an independent chairman (who is common to all Wages Boards), and determine the minimum rate of wage payable in each industry. Until February, 1956, these Boards generally adopted the basic wages of the Commonwealth Court of Conciliation and Arbitration in determining the rate of wage to be paid.

The Wages Board Act gives Wages Boards power to adjust their wage rates in accordance with variations in cost of living as indicated by retail price index numbers published by the Commonwealth Statistician. When the Commonwealth Court discontinued the system of automatic adjustments of the basic wage in September, 1953, the Chairman of the Wages Boards stated he was of the opinion that automatic adjustment

clauses should be deleted from all Wages Boards determinations. Before Wages Boards met to consider this matter, the wage rates for all determinations were automatically adjusted upwards from the beginning of the first pay-period commencing in November. By early December, 1953, all Wages Boards had met and deleted the automatic adjustment clause from determinations and cancelled the adjustment increases payable from November.

Automatic quarterly adjustments in accordance with movements in retail price index numbers were reintroduced by Wages Boards in February, 1956 and the rate payable from the first pay-period in February restored the basic wage to the level it would have reached if quarterly adjustments had not been discontinued in 1953. Following a rise in the retail price index number for the March quarter, 1956, a further basic wage increase was payable from the first pay-period in May, 1956.

The Employers' Federation of Tasmania sought a conference under section 77 of the Wages Boards Act 1920-1951 to consider an application to adopt the basic wage promulgated by the Commonwealth Court of Conciliation and Arbitration on 25th May, 1956, and for the deletion of automatic quarterly adjustment of the basic wage from determinations of Wages Boards. As a result of this application, a conference of organized bodies of employers and employees was convened by the Chief Secretary on 22nd June, 1956, to enable a discussion to take place on the advisability or otherwise of adopting the request of the Employers' Federation, so that the Chairman of Wages Boards could be fully informed at a representative gathering prior to the meeting of individual Wages Boards.

At the conclusion of the conference, the Chairman of the Wages Boards stated he was of the opinion that the adjustments should be suspended for a period in an endeavour to achieve some measure of stability. He also indicated that any Wages Board was competent by agreement between the representatives of employers and employees or majority decision to adopt the Commonwealth Court's basic wage or any other method of fixing the basic wage.

The majority of Wages Boards decided to suspend automatic quarterly adjustments after adopting the increase based on retail price index numbers for the June quarter, 1956, and payable from the first pay-period in August, 1956, and wage rates remained unchanged until July, 1959. Following the decision of the Commonwealth Conciliation and Arbitration Commission in June, 1959 to increase the basic wage, Wages Boards met in July, 1959 and incorporated the new rates in their determinations. The rates for Hobart then became £14 2s. for adult males and £10 11s. 6d. for adult females.

(vii) *State Basic Wage Rates.* The "basic" wage rates of State industrial tribunals, operative in May, 1959, and May, 1960, are summarized in the following table:—

STATE BASIC WAGES—WEEKLY RATES.

State.	May, 1959.			May, 1960.		
	Date of Operation. (a)	Males.	Females.	Date of Operation. (a)	Males.	Females.
		<i>s. d.</i>	<i>s. d.</i>		<i>s. d.</i>	<i>s. d.</i>
New South Wales—						
Metropolitan and Country, excluding Broken Hill .. .. .	May, 1959	276 0	207 0	May, 1960	285 0	213 6
Broken Hill .. .. .	May, 1959	276 0	207 0	May, 1960	283 0	212 0
Victoria(b) .. .. .	Aug., 1956	263 0	197 0	(c)	275 0	206 0
Queensland—						
Southern Division (Eastern District), including Brisbane .. .. .	27.4.59	263 0	179 0	2.5.60	271 0	186 0
Southern Division (Western District) .. .. .	27.4.59	273 6	184 3	2.5.60	281 6	191 3
Mackay Division .. .. .	27.4.59	272 0	183 6	2.5.60	280 0	190 6
Northern Division (Eastern District) .. .. .	27.4.59	273 6	184 3	2.5.60	281 6	191 3
Northern Division (Western District) .. .. .	27.4.59	295 6	195 3	2.5.60	303 6	202 3
South Australia(d) .. .. .	26.5.58	256 0	192 0	15.6.59	271 0	203 0
Western Australia—						
Metropolitan Area .. .. .	27.4.59	275 1	178 10	2.5.60	286 4	e214 9
South-West Land Division .. .. .	27.4.59	274 6	178 5	2.5.60	283 1	e212 4
Goldfields and other areas .. .. .	27.4.59	271 6	176 6	2.5.60	278 10	e209 2
Tasmania(b) .. .. .	Aug., 1956	272 0	204 0	July, 1959(f)	282 0	211 6

(a) Where dates are not quoted wage rates operate from the beginning of the first pay-period commencing in the month shown. (b) No basic wage declared. Rates shown are those adopted by most Wages Boards. (c) During June and July, 1959, Wages Boards varied determinations by adopting the Commonwealth basic wage rate. (d) The "living wage" declared for the metropolitan area is also adopted for country areas, except at Whyalla where a loading of 5s. a week is generally payable. (e) As from the beginning of the first pay-period commencing in February, 1960 the female basic wage rate was increased from 65 per cent. to 75 per cent. of the male basic wage rate. (f) Wages Boards adopted the Commonwealth basic wage rate from July, 1959.

### § 5. Wage Margins.

1. **General.**—Wage margins have been defined as “ Minimum amounts awarded above the basic wage to particular classifications of employees for the features attaching to their work which justify payments above the basic wage, whether those features are the skill or experience required for the performance of that work, its particularly laborious nature, or the disabilities attached to its performance ”.\*

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.

2. **Metal Trades Case, 1954.**—The Amalgamated Engineering Union, the Electrical Trades Union and other employee organizations parties to the Metal Trades Award, 1952, filed applications during 1953 for increased margins for all workers covered by this award.

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

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

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

The Court decided to take the Commissioner's two references together and the matter came on for hearing before the Full Arbitration Court (Kelly C.J., Kirby, Dunphy and Morgan J.J.) in Melbourne on 13th October, 1953.

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

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

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

At the end of its judgment the Court stated that while its decision in this case related immediately to one particular industry, it was expected to afford general guidances to all authorities operating under the Conciliation and Arbitration Act, or under other legislation which provided for tribunals having power to make references, or being subject to appeal, to the Court, where the wage or salary may properly be regarded as containing a margin. The Court added observations for the guidance of these and of other tribunals “ which may regard decisions of this Court as of persuasive authority ”. Further details were published in *Labour Report* No. 46, 1958, pages 101–8.

3. **Margins Cases, 1959.**—On 25th August, 1959, the Commonwealth Conciliation and Arbitration Commission began considering a number of applications for increases in marginal rates. The Amalgamated Engineering Union and other employee organizations applied for increases in margins in Part I. of the Metal Trades Award. There were also applications by the Association of Architects, Engineers, Surveyors and Draughtsmen of Australia and

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

† *Ibid.*, p. 3.

the Federation of Scientific and Technical Workers for variation of the Metal Trades Award, Part II. and of the Aircraft Industry Award, Part II., by the Australian Bank Officials' Association regarding the Bank Officials' Award and by the Australian Workers Union regarding the Gold and Metalliferous Mining Award. Finally there was an application by the Metal Trades Employers' Association and others to reduce rates in the Metal Trades Award. All of these matters were references under Section 34 of the Conciliation and Arbitration Act from the appropriate Commissioner.

During a debate as to whether these matters should be heard together, it became apparent that the applicants in respect of Part II. of the Metal Trades and Aircraft Industry Awards and the Bank Officials' Award desired to ask only for an interim increase in margins at that stage. The employers submitted that the applicants should be required to submit their whole case. The Commission decided to hear all the matters together, permitting the applicants in these three cases to ask first for an interim decision, it being understood that those applicants would have to satisfy the Commission that a case had been made out for an interim increase.

On 27th November, 1959, judgments were delivered in connexion with two of the five cases before the Commission, namely, those concerning margins in the Metal Trades Award Part I. and the Gold and Metalliferous Mining Award. This was done to avoid delay and to give parties to the other three cases the opportunity of making further submissions in the light of the decisions (and reasons for the decisions) in these two cases.

A summary of the Metal Trades Case, Part I., is given in the following paragraphs.

The employee organizations claimed an increase in the margin for the fitter, as set out in the Metal Trades Award, 1952 (i.e., the award as it existed prior to the Metal Trades Case, 1954—see para. 2, page 446), from 52s. to 134s. a week and an increase of 157 per cent. in the margins for other classifications. The employers counter-claimed for a reduction in margins of 15s. a week.

Counsel for the unions put broadly a case that in the proper fixation of margins the basic criteria were the market value at the time of the fixation of the wage and the economic capacity of the economy to pay the wages claimed and he alleged that the 1954 Metal Trades decision had departed from these principles. He produced to the Commission material to demonstrate the economic situation which would justify the increases asked for. He also submitted that the true relativities in the Metal Trades Award should be those created by a combination of the 1947 Full Court decision and the second variation order made in 1947 by G. A. Mooney, C.C.\*

The employers adopted the view that no case had been made out for any increase and that there should be wage reductions. They also supplied the Commission with economic material in support of their case that there was no capacity in the community to sustain increased margins and alternatively that any increased economic capacity which may have occurred since 1954 had been exhausted by basic wage fixations.

As to relativities the employers submitted that the 1954 decision should be adhered to and should be carried to its logical conclusion in so far as the lower paid classifications were concerned.

The Attorney-General of the Commonwealth intervened and not only submitted statistical material and an analysis of the economic situation but also assisted the Commission with an exposition of various factors proper to be taken into account in the fixation of margins. In particular, counsel for the Attorney-General emphasized the desirability of flexibility in the workings of the arbitration system.

In the judgment, delivered on 27th November, 1959, the Commission rejected the employers' application to reduce wages under the Metal Trades Award and made an order re-assessing the marginal structure in the award by increasing the existing margins by 28 per cent., the amount of the increase being taken to the nearest 6d. The new margins applied from the beginning of the first full pay-period commencing in December, 1959. The effect of this decision was to increase the margin of the fitter from 75s. to 96s. a week.

The Commission stated that, not having before it the question of work values, and having decided not to alter the 1954 relativities, the increases had been expressed as a percentage of current margins, but this was not to be taken as an endorsement of that method of fixing margins.

In view of the widespread effects of this judgment some extensive extracts from it are given below:—

*Functions of the Commission.*—"We find it necessary to make a few general remarks about the functions of the Commission in view of some of the submissions which have been made to us . . . The true function of the Commission is to settle industrial disputes. In the settlement of disputes involving payment of wages, such as this one in which such issues have been raised, the Commission will bear in mind the various economic submissions made to it, including those about price rises and inflation; it will also bear in mind the fiscal and economic policies of the Government. It will not ignore the consequences to be expected

\* *Commonwealth Arbitration Reports*, Vol. 59, p. 1272.

from its actions but it will not deliberately create situations which would need rectification by Governmental action. It will not use its powers for the purposes of causing any particular economic result apart from altered wages although in the event the decision it makes may have other economic consequences”.

*Principles of Marginal Fixation.*—“In the discharge of our function of settling the particular disputes before us and as this is the first occasion on which this Commission constituted as a full bench has been called upon to deal with a major case concerning general marginal principles we propose to deal with some of the submissions which have been put to us as to general principles. We would, however, emphasize that we do not regard what we have to say as exhausting the subject of marginal fixations.”

“In our view there is no real reason why a margin should be expressed as a percentage of the basic wage, and it would be unwise to express any margin in that way.

A closely related question is whether margins should be increased merely because of the decreased purchasing power of money since last fixed. We were referred to the 1954 Margins Judgment and other judgments on that point (*see* 80 C.A.R. 1 at pp. 30 and 31 and the judgments there cited). If those judgments do no more than reject the automatic or mathematical approach, that is, reject the proposition that a margin should be fixed merely by multiplying an existing margin by whatever is necessary to make up the decrease in purchasing power of money, we agree with them. If those judgments suggest that the decrease in purchasing power is not a factor to be taken into account at all, we find ourselves unable to agree with them. Whenever a margin is fixed, it is fixed in current money terms and if no account at all is taken of the decreased purchasing power of money since the margin was last assessed, then the fixation would not be a real one. Whenever a margin is under review, some account must be taken of the amount at which the margin was originally fixed and of the decrease in purchasing power of money since then, if in fact it has decreased. Although this concept is capable of being expressed shortly, its application in practice is complicated by the lack of any adequate measure of the decreased purchasing power of money. In arriving at the rates we award we have taken into account the fact that there has been a significant fall in real value of the current margins since they were fixed.”

“The proceedings before us were largely taken up with submissions regarding economic capacity and a question arose whether in these proceedings we should look at the capacity of the economy generally, the capacity of the particular industry or industries covered by the awards in question, or both. Historically it would appear that prior to 1947 it had been the practice, in the Metal Trades industry at least, to look at the economic situation of the industry itself.”

“This seemed to be the approach until 1947 when the Court looked at both the economic capacity of industry generally and the capacity of the particular industry (58 C.A.R. 1088 at p. 1090). It was not until 1954 that the Court considered only the capacity of industry generally and did not concern itself with the capacity of the Metal Trades industry as such. It must be borne in mind that in the 1954 Metal Trades case the Court proceeded to lay down a formula intended, speaking generally, for all industry. In such a context, consideration of the economic position of a particular industry would not be relevant. We do not think it could be said that the economic capacity of a particular industry could not be relevant in a particular case . . . Economic capacity, either generally or in a particular industry, may not be an issue at all in the fixation of margins. In many cases in the past margins have been fixed without consideration of capacity and we see no reason why in appropriate circumstances that practice should not continue.”

“Although this may not be a principle of marginal fixation, we find it convenient here to deal with the submission made by the employers, that even if there had been capacity to pay increased wages, that capacity had been exhausted by basic wage decisions in recent years. In making this submission they relied both on economic material and on statements in the judgments, particularly in the 1958 Basic Wage Judgment (Print A 6079).

We would think it clear that neither the Court nor the Commission has ever talked in terms of “exhausting” the capacity of the economy as far as wages generally are concerned when fixing a basic wage. The reference on p. 8 of the 1958 Basic Wage Judgment to marginal claims refutes any suggestion that in that case the Commission believed it was exhausting the capacity of the economy with its basic wage decision.”

*Relativities.*—“The Unions sought in these proceedings to have restored the relativities within the marginal structure of the Metal Trades Award which existed prior to the 1954 decision, that is, a combination of the Full Court’s 1947 decision and the second Mooney formula.”

“The employers not only relied on the relativities created in 1937 and confirmed in 1954, except as to the lower paid classifications, but also asked us to take the 1954 relativities to their logical conclusion in our decision in this matter as far as those classifications are concerned.

The difference between margins in an award occurs because the award maker has decided that there is a difference in the amounts to be awarded for skill, arduousness and other like factors proper to be taken into account in fixing a secondary wage. In origin, at least, relativities in margins are merely an expression of relative work values and there is before us no evidence of such present values.

We are therefore in this position. We have the 1954 award, which for the past five years has regulated the relativities of margins in this industry. In these proceedings, the real criterion for relativities, namely, work value, does not fall for decision. We have been asked on the one hand to go behind the 1954 decision and to restore the relativities which that decision changed and on the other hand to extend the reasoning of the 1954 Judgment to margins which the Court was not then prepared to reduce.

In all the circumstances we are not prepared to accede either to the Unions' submissions or to the employers' submission in this regard, and we have accepted the relativities established by the 1954 decision except to the extent necessary to round some of the figures off.

The question of relativities in margins in the Metal Trades Award, based on work value, is thus still open."

*Over-Award Payments.*—"The question of over-award payments is a complex one. The material before us is fragmentary and incomplete and it contains difficulties because many of the descriptions used were not defined in advance and may mean different things in different places. From the very nature of things it may not be possible to obtain precise and complete information from Union sources. Nevertheless, we feel that the material put before us by the Unions on this occasion, unanswered by evidence from the employers, is helpful to the extent indicated hereafter. The question of what is in fact being paid in an industry has been regarded as a relevant consideration in wage fixation by the Commonwealth Court of Conciliation and Arbitration. It has been regarded as relevant even when the amounts paid were obtained under pressure. See Metal Trades case (37 C.A.R. 176 at p. 182) and Bank Officials' case (34 C.A.R. 843 at p. 849)."

"We have given earnest consideration to the question whether this Commission should pay regard to payments which have been obtained by duress. From the economic point of view it seems hardly open to question that the means by which over-award payments of sufficient duration were obtained is irrelevant when one is concerned with discovering economic capacity. The mere fact that such amounts are being paid and have been paid over an appreciable period is sufficient to demonstrate capacity. We would point out, however, that the over-award payments with which we are dealing, are, in the main, over-award payments which have been built up over the past five years since the 1954 Metal Trades Award was made. If, in that time, the Unions concerned in the applications before us had applied their energies to seeking relief in this tribunal instead of seeking to obtain relief by direct action it may well be that instead of an incomplete and fragmentary picture of over-award payments, identifiable and general increased payments might have been obtained through the processes of arbitration.

We have been unable on the material before us to arrive at any figure which could be said to be a reliable average over-award payment for any classification. The most we are able to say in the context of our general industrial knowledge is that in the Metal Trades industry there are over-award payments of varying amounts in quite a number of establishments. We have taken this factor, indefinite though it is, into account in arriving at our decision."

*Economic Considerations.*—Counsel for the unions took as the starting point for his economic submissions the year in which, he said, rates had last been properly fixed in the award, namely, 1947. He submitted that there had been a remarkable improvement in the economy since that date, and that over the period since then the economy had shown itself able to sustain the increases in margins claimed.

The employers took as their starting point 1954, the year in which margins were last fixed in this industry, and submitted that capacity had not improved since that time.

In reviewing the economic situation, the Commission considered the current position in the light of information which had become available since the 1959 Basic Wage Judgment. After considering various indicators of the state of the economy the Commission discussed the problems of inflation and the maintenance of economic stability. The Commission stated its views as follows:—

"We are conscious of the desirability of attempting to maintain the economic stability which this country has achieved. We are also conscious of the desirability of ensuring that wage justice should be done to employees under this Award. We have looked at the increases which we propose to grant in this case in the light of the submissions about economic stability and we do not consider that such increases are so likely to affect that stability that the economy will be adversely affected. If marginal increases cannot be granted in times of economic prosperity such as the present, it is difficult to imagine when they can be granted."

"We have considered, with the qualifications already mentioned in this Judgment, the decrease in the purchasing power of money which has occurred since the 1954 marginal fixation, we have assessed as well as we are able to the increased capacity which has occurred in the Australian economy since that time and the fact that productivity has played its part in that increase of strength, and we have considered the Basic Wage decisions and appraisals of the economy by the Court and the Commission since 1954. In the result we have thought it proper to increase margins in the Metal Trades industry in the particular circumstances which confront us by an amount which exceeds the loss in purchasing power of the 1954 margins which excess we consider has been earned by the contribution of the employees to productivity increases and made possible by the additional strength of the national economy."

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

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

It will be seen that these new margins represent an increase of 28 per cent. and we award for all other classifications adjustments of 28 per cent. on current margins, the amount of the increase to be taken to the nearest 6d."

"The order giving effect to this decision will be settled by the Registrar with recourse if necessary to a member of this bench and will be expressed as a variation of the existing Award the period of operation being until 30th November, 1961."

Judgment was also delivered on 27th November, 1959, in connexion with the application for variation of margins in the Gold and Metalliferous Mining Award. The margin for the miner was increased from 32s. to 42s. 6d. a week from the beginning of the first full pay-period commencing in December, 1959. Marginal claims for other classifications were referred back to the appropriate Commissioner for consideration.

The Commission delivered a judgment on the application for interim increases with regard to the Metal Trades Award, Part II., the Aircraft Industry Award, Part II. and the Bank Officials' Award on 11th December, 1959. After considering the principles to be applied in determining whether interim increases should be made and, if so, how they should be assessed, the Commission concluded that interim increases should be granted, as follows:—

*Metal Trades Award, Part II. and Aircraft Industry Award, Part II.*—A 20 per cent. increase in margins to graduates and diplomates, payable as from the beginning of the first full pay-period commencing in December, 1959.

*Bank Officials' Award.*—A 20 per cent. increase in margins to officers in the 10th to 18th year of service inclusive and to accountants and managers, payable retrospectively as from 11th June, 1959. Increases were not awarded to more junior officers, nor to females.

## E. EMPLOYMENT AND UNEMPLOYMENT.

### § 1. Employment.

1. *Total Occupied Persons.*—(i) *General.* The total number of occupied persons in Australia is obtained from the results of each population Census, supplemented by data in respect of Australian defence personnel serving outside Australia, who, in accordance with usual Census procedure, are not recorded in the Census. The figures shown below in sub-para. (ii) and (iii) are derived from the 1933, 1947 and 1954 Censuses, after making the adjustments referred to in the notes to the tables and in the accompanying text (sub-para. (ii)). For this reason and because of the distribution of "not stated" (see p. 313) they differ from the Census figures shown in Chapter IX.—Population.



(ii) *Australia*. The figures in the table below are divided into three categories:— (a) defence forces; (b) all persons fully occupied as employers, or as self-employed in businesses or on farms; and (c) wage and salary earners employed, or occupied as casual, part-time, intermittent or seasonal workers. "Unemployed" persons (*see* explanation on page 456) are excluded.

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

**TOTAL OCCUPIED PERSONS: AUSTRALIA, JUNE, 1933, 1947 AND 1954.**  
( '000.)

June.	Defence Forces. (a)	Employers and Self-employed.			Wage and Salary Earners.			Total Occupied Civilians.	Total Occupied Persons, including Defence Forces. (a)
		Rural Industry.	Other Industries.	Total.	Rural Industry.	Other Industries.	Total.		
<b>MALES.</b>									
1933	5.8	293.5	249.0	542.5	200.1	989.8	1,189.9	1,732.4	1,738.2
1947	53.2	278.9	286.8	565.7	148.2	1,659.4	1,807.6	2,373.3	2,426.5
1954	(b) 50.9	279.2	316.9	596.1	154.2	2,020.3	2,174.5	2,770.6	2,821.5
<b>FEMALES.</b>									
1933	..	15.2	56.3	71.5	3.2	(c) 446.6	449.8	521.3	521.3
1947	0.8	13.8	55.8	69.6	8.1	(d) 659.9	668.0	737.6	738.4
1954	2.0	19.6	62.1	81.7	7.6	735.4	743.0	824.7	826.7
<b>PERSONS.</b>									
1933	5.8	308.7	305.3	614.0	203.3	1,436.4	1,639.7	2,253.7	2,259.5
1947	54.0	292.7	342.6	635.3	156.3	2,319.3	2,475.6	3,110.9	3,164.9
1954	52.9	298.8	379.0	677.8	161.8	2,755.7	2,917.5	3,595.3	3,648.2

(a) Includes those serving outside Australia. (b) Excludes approximately 10,300 males undergoing full-time National Service Training at the time of the Census. With the exception of full-time students these persons have been included in the figures of occupied civilians. (c) Includes females in private domestic service:—106,700 in 1933, 40,200 in 1947 and 29,600 in 1954. (d) Includes an estimate of 40,400 part-time workers not classified as wage earners at the Census.

The numbers of defence personnel serving outside Australia who were included in the defence forces shown in the table above were as follows:—1947, 13,843 males, 143 females; 1954, 5,841 males, 62 females.

During the fourteen years from 1933 to 1947, the number of persons actually occupied at work increased by 905,400, or by an average of 64,700 persons per annum, whilst during the seven years from 1947 to 1954, the increase amounted to 483,300 or 69,000 per annum. Practically all of the increase in the number of occupied persons during the years 1947 to 1954 was due to the growth of the total available work force. During the previous intercensal period (1933 to 1947), the increase in the number of persons occupied comprised approximately 400,000 persons who had been unemployed in 1933 and approximately 500,000 growth in the total available work force.

The total numbers of employers, self-employed and wage and salary earners of both sexes classified at the Census as engaged in agricultural, pastoral and dairying industries (excluding female "helpers"—*see* above) declined from 512,000 in 1933 to 460,600 in 1954. There was very little movement in the figures between 1947 and 1954.

The proportion of male employers and self-employed in industries other than rural declined from 20.1 per cent. of occupied civilian males in these industries in 1933 to 14.7 per cent. in 1947, and to 13.6 per cent. in 1954. The corresponding proportion of female employers and self-employed declined from 11.2 per cent. of all occupied females in non-rural industries in 1933 to 7.8 per cent. in 1947, and remained constant at 7.8 per cent.

in 1954. The increase in the number of male employers and self-employed in non-rural industries during the years 1947 to 1954 averaged only 4,300 a year. The average increase during the same period in the number of male wage and salary earners in these industries was 51,600 a year.

(iii) *States.* The following table shows the total numbers of occupied males and females in each State and Territory in June of 1947 and 1954, classified as defence forces, employers and self-employed persons, and wage and salary earners.

**TOTAL OCCUPIED PERSONS: STATES AND TERRITORIES,  
JUNE, 1947 AND 1954.  
(‘000.)**

State or Territory.	Defence Forces. (a)		Employers and Self-employed.		Wage and Salary Earners.		Total Occupied Persons, including Defence Forces.(a)	
	June, 1947.	June, 1954.	June, 1947.	June, 1954.	June, 1947.	June, 1954.	June, 1947.	June, 1954.
<b>MALES.</b>								
	(b)							
New South Wales ..	23.1	21.4	197.5	207.3	728.1	833.7	948.7	1,062.4
Victoria ..	15.9	15.0	158.1	167.1	490.5	596.9	664.5	779.0
Queensland ..	5.9	6.6	96.9	99.7	252.0	307.4	354.8	413.7
South Australia ..	2.6	2.3	51.8	55.5	153.3	194.1	207.7	251.9
Western Australia ..	3.4	3.1	39.8	44.3	116.6	156.1	159.8	203.5
Tasmania ..	0.8	0.8	20.1	20.2	57.8	71.9	78.7	92.9
Northern Territory ..	0.8	0.7	1.0	1.1	4.0	5.8	5.8	7.6
Australian Capital Territory ..	0.7	1.0	0.5	0.9	5.3	8.6	6.5	10.5
<i>Australia</i> ..	<i>53.2</i>	<i>50.9</i>	<i>565.7</i>	<i>596.1</i>	<i>1,807.6</i>	<i>2,174.5</i>	<i>2,426.5</i>	<i>2,821.5</i>
<b>FEMALES.</b>								
New South Wales ..	0.3	0.5	25.4	29.0	268.6	290.6	294.3	320.1
Victoria ..	0.4	0.8	22.5	25.3	202.0	227.0	224.9	253.1
Queensland ..	0.1	0.2	10.2	12.5	83.9	93.1	94.2	105.8
South Australia ..	..	0.1	5.2	7.0	52.9	59.9	58.1	67.0
Western Australia ..	..	0.1	4.3	5.6	39.2	46.6	43.5	52.3
Tasmania ..	..	0.1	1.8	2.1	18.9	21.7	20.7	23.9
Northern Territory ..	..	0.1	0.1	0.1	0.7	1.3	0.8	1.5
Australian Capital Territory ..	..	0.1	0.1	0.1	1.8	2.8	1.9	3.0
<i>Australia</i> ..	<i>0.8</i>	<i>2.0</i>	<i>69.6</i>	<i>81.7</i>	<i>668.0</i>	<i>743.0</i>	<i>738.4</i>	<i>826.7</i>
<b>PERSONS.</b>								
	(b)							
New South Wales ..	23.4	21.9	222.9	236.3	996.7	1,124.3	1,243.0	1,382.5
Victoria ..	16.3	15.8	180.6	192.4	692.5	823.9	889.4	1,032.1
Queensland ..	6.0	6.8	107.1	112.2	335.9	400.5	449.0	519.5
South Australia ..	2.6	2.4	57.0	62.5	206.2	254.0	265.8	318.9
Western Australia ..	3.4	3.2	44.1	49.9	155.8	202.7	203.3	255.8
Tasmania ..	0.8	0.9	21.9	22.3	76.7	93.6	99.4	116.8
Northern Territory ..	0.8	0.8	1.1	1.2	4.7	7.1	6.6	9.1
Australian Capital Territory ..	0.7	1.1	0.6	1.0	7.1	11.4	8.4	13.5
<i>Australia</i> ..	<i>54.0</i>	<i>52.9</i>	<i>635.3</i>	<i>677.8</i>	<i>2,475.6</i>	<i>2,917.5</i>	<i>3,164.9</i>	<i>3,648.2</i>

(a) Includes those serving outside Australia. (b) Excludes approximately 10,300 males undergoing full-time National Service Training at the time of the Census. See also footnotes to previous table.

The occupied population of Australia (including defence forces but excluding un-employed, pensioners, retired, persons of independent means and dependants) increased from 1947 to 1954 by 15.3 per cent. The percentage increase in each State and Territory was as follows:—New South Wales, 11.2; Victoria, 16.0; Queensland, 15.7; South Australia, 20.0; Western Australia, 25.8; Tasmania, 17.5; Northern Territory, 37.9; and Australian Capital Territory, 60.7.

2. *Wage and Salary Earners in Civilian Employment.*—(i) *General.* Monthly estimates of the number of wage and salary earners in civilian employment (excluding employees in rural industry and female private domestics) are obtained from three main sources, namely, (a) monthly data as to persons employed in factories as shown at annual Factory Censuses; (b) current monthly returns from Governmental Bodies; and (c) current monthly Pay-roll Tax returns. There are also some other direct records of monthly employment (e.g., for hospitals).

These are supplemented by estimates of the number of employees outside the ambit of the Factory Census, returns from Governmental Bodies and Pay-roll Tax returns. Monthly numbers of factory employees subsequent to June, 1959 are estimated and are subject to revision when the Factory Censuses for 1959-60 and ensuing years are tabulated.

The estimates of wage and salary earners in this section are compiled on an establishment or enterprise basis, and therefore do not cover exactly the same area of industry as do the relevant industry tabulations of the General Censuses of 1947 and 1954, which are based on the returns of individual employees.

The purpose of these estimates of employment is to measure, as nearly as may be with available data, current monthly *trends* in employment in the defined field. Industry groups herein are not identical in coverage with Census groups.

Pay-roll Tax returns are lodged by all employers paying more than £200 a week in wages, other than certain Commonwealth Government Bodies, religious and benevolent institutions, public hospitals and other similar organizations specifically exempted under the Pay-roll Tax Assessment Act 1941-1957.

(ii) *Australia: Industrial Groups.* The following table shows total male and female wage and salary earners in civilian employment (excluding employees in rural industry, female private domestics, permanent defence forces and National Service trainees in camp) subdivided to show the extent of employment provided by Government bodies and by private employers respectively. Principal industrial groups shown in the table include both private employees and Government employees, if any. (Current figures are published in the *Monthly Bulletin of Employment Statistics* and the *Monthly Review of Business Statistics*). The manufacturing employment figures published in this table comprise (i) the series showing actual monthly employment in factories as recorded at successive annual Censuses of Factories to June, 1959 (see Chapter VI.), with interim estimates for subsequent months, and (ii) estimates of the number of employees in industrial establishments outside the scope of the definition of a factory and persons employed by factory proprietors but engaged in selling and distribution, etc.

### WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT: INDUSTRIAL GROUPS, AUSTRALIA.

(Excluding Rural Wage Earners, Female Private Domestics, Personnel in Defence Forces and National Service Trainees in Camp.)

('000.)

Industrial Group.	June, 1954.	June, 1955.	June, 1956.	June, 1957.	June, 1958.	June, 1959.	Dec., 1959.
<b>MALES.</b>							
Mining and Quarrying .. .. .	58.7	58.3	57.3	56.3	51.6	49.1	49.0
Manufacturing, etc.(a) .. .. .	798.7	826.2	842.4	845.1	857.2	873.6	882.2
Building and Construction .. .. .	205.7	211.8	214.6	207.4	202.4	205.2	201.9
Transport(b) .. .. .	238.7	244.7	245.9	245.1	242.1	241.7	239.0
Communication .. .. .	61.4	64.0	64.5	67.9	69.7	70.9	70.7
Property and Finance .. .. .	57.9	59.6	61.7	64.0	66.0	68.8	69.7
Retail Trade .. .. .	128.4	129.3	130.0	129.6	132.7	133.6	141.0
Wholesale and Other Commerce .. .. .	140.4	147.5	151.0	150.0	150.3	152.7	157.3
Public Authority Activity, n.e.i. .. .. .	97.5	99.2	100.6	101.7	104.0	105.4	105.8
Health .. .. .	25.9	26.0	26.8	27.1	27.5	28.3	28.8
Education .. .. .	36.7	38.8	40.9	43.5	45.4	49.1	49.5
Personal Service .. .. .	52.1	54.3	54.4	54.7	54.9	54.3	56.3
Other(c) .. .. .	88.2	90.0	92.1	93.0	94.1	94.9	96.7
<i>Total</i> .. .. .	<i>1,990.3</i>	<i>2,049.7</i>	<i>2,082.2</i>	<i>2,085.4</i>	<i>2,097.9</i>	<i>2,127.6</i>	<i>2,147.9</i>
Government(d) .. .. .	581.4	599.1	604.9	609.5	621.8	633.9	630.1
Private .. .. .	1,408.9	1,450.6	1,477.3	1,475.9	1,476.1	1,493.7	1,517.8
<i>Total</i> .. .. .	<i>1,990.3</i>	<i>2,049.7</i>	<i>2,082.2</i>	<i>2,085.4</i>	<i>2,097.9</i>	<i>2,127.6</i>	<i>2,147.9</i>

NOTE.—For footnotes see next page.

WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT: INDUSTRIAL GROUPS, AUSTRALIA—*continued.*

('000.)

Industrial Group.	June, 1954.	June, 1955.	June, 1956.	June, 1957.	June, 1958.	June, 1959.	Dec., 1959.
<b>FEMALES.</b>							
Mining and Quarrying .. .. .	1.0	1.1	1.2	1.2	1.1	1.1	1.1
Manufacturing, etc. (a) .. .	239.0	245.7	250.0	250.4	251.7	256.8	264.9
Building and Construction .. .	4.7	4.9	5.1	5.3	5.5	5.6	5.7
Transport (b) .. .. .	18.7	19.7	20.7	20.4	20.3	20.6	20.9
Communication .. .. .	17.8	18.7	19.4	19.7	19.6	19.7	19.8
Property and Finance .. .. .	34.7	38.1	41.8	43.5	45.4	48.0	48.8
Retail Trade .. .. .	115.3	121.7	123.0	121.6	125.6	126.5	137.2
Wholesale and Other Commerce .. .	42.3	45.0	46.3	46.8	46.9	47.3	48.1
Public Authority Activity, n.e.i. . .	27.3	28.0	29.1	29.2	29.8	30.7	30.9
Health .. .. .	70.8	73.5	77.6	79.4	82.1	87.6	88.5
Education .. .. .	44.9	48.0	50.6	53.9	56.3	60.8	60.2
Personal Service .. .. .	67.0	69.6	70.2	69.5	68.7	68.3	69.7
Other (c) .. .. .	36.2	37.3	38.4	39.3	39.5	40.0	40.8
<b>Total .. .. .</b>	<b>719.7</b>	<b>751.9</b>	<b>773.4</b>	<b>780.2</b>	<b>792.5</b>	<b>813.0</b>	<b>836.6</b>
<b>Government (d) .. .. .</b>	<b>114.5</b>	<b>122.8</b>	<b>129.8</b>	<b>132.8</b>	<b>136.6</b>	<b>143.9</b>	<b>143.5</b>
<b>Private .. .. .</b>	<b>605.2</b>	<b>629.1</b>	<b>643.6</b>	<b>647.4</b>	<b>655.9</b>	<b>669.1</b>	<b>693.1</b>
<b>Total .. .. .</b>	<b>719.7</b>	<b>751.9</b>	<b>773.4</b>	<b>780.2</b>	<b>792.5</b>	<b>813.0</b>	<b>836.6</b>

**PERSONS.**

Mining and Quarrying .. .. .	59.7	59.4	58.5	57.5	52.7	50.2	50.1
Manufacturing, etc. (a) .. .	1,037.7	1,071.9	1,092.4	1,095.5	1,108.9	1,130.4	1,147.1
Building and Construction .. .	210.4	216.7	219.7	212.7	207.9	210.8	207.6
Transport (b) .. .. .	257.4	264.4	266.6	265.5	262.4	262.3	259.9
Communication .. .. .	79.2	82.7	83.9	87.6	89.3	90.6	90.5
Property and Finance .. .. .	92.6	97.7	103.5	107.5	111.4	116.8	118.5
Retail Trade .. .. .	243.7	251.0	253.0	251.2	258.3	260.1	278.2
Wholesale and Other Commerce .. .	182.7	192.5	197.3	196.8	197.2	200.0	205.4
Public Authority Activity, n.e.i. . .	124.8	127.8	129.7	130.9	133.8	136.1	136.7
Health .. .. .	96.7	99.5	104.4	106.5	109.6	115.9	117.3
Education .. .. .	81.6	86.8	91.5	97.4	101.7	109.9	109.7
Personal Service .. .. .	119.1	123.9	124.6	124.2	123.6	122.6	126.0
Other (c) .. .. .	124.4	127.3	130.5	132.3	133.6	134.9	137.5
<b>Total .. .. .</b>	<b>2,710.0</b>	<b>2,801.6</b>	<b>2,855.6</b>	<b>2,865.6</b>	<b>2,890.4</b>	<b>2,940.6</b>	<b>2,984.5</b>
<b>Government (d) .. .. .</b>	<b>695.9</b>	<b>721.9</b>	<b>734.7</b>	<b>742.3</b>	<b>758.4</b>	<b>777.8</b>	<b>773.6</b>
<b>Private .. .. .</b>	<b>2,014.1</b>	<b>2,079.7</b>	<b>2,120.9</b>	<b>2,123.3</b>	<b>2,132.0</b>	<b>2,162.8</b>	<b>2,210.9</b>
<b>Total .. .. .</b>	<b>2,710.0</b>	<b>2,801.6</b>	<b>2,855.6</b>	<b>2,865.6</b>	<b>2,890.4</b>	<b>2,940.6</b>	<b>2,984.5</b>

(a) Includes employees engaged in selling and distribution, etc., who are outside the scope of the factory employment figures as defined and published in Chapter VI. (b) Includes road transport; shipping and stevedoring; rail and air transport. (c) Includes forestry, fishing and trapping; law and order; religion and social welfare; other professional; amusement, sport and recreation. (d) Includes employees of Commonwealth, State, Local and semi-Governmental authorities. See para. 3 (i) below.

A graph showing wage and salary earners in civilian employment in the main industrial groups appears on page 421.

(iii) *States.* Statistics of total employment of wage and salary earners (excluding rural wage earners, female private domestics and defence forces) since 1954 are shown for each State and Territory in the following table.

### WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT.

(Excluding Rural Wage Earners, Female Private Domestics, Personnel in Defence Forces and National Service Trainees in Camp.)

('000.)

Year and Month.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	N.T.	A.C.T.	Aust.
MALES.									
1954—June ..	771.3	556.8	269.6	176.8	139.1	63.6	4.9	8.2	1,990.3
1955—June ..	794.1	576.2	278.2	180.8	141.5	65.1	4.8	9.0	2,049.7
1956—June ..	808.3	583.2	282.4	187.9	140.5	65.7	5.2	9.0	2,082.2
1957—June ..	810.2	586.0	282.6	186.4	138.4	66.0	5.8	10.0	2,085.4
1958—June ..	813.9	592.9	282.8	186.0	138.6	67.0	5.6	11.1	2,097.9
1959—June ..	819.0	603.4	287.8	192.0	140.0	67.6	5.9	11.9	2,127.6
1959—December	831.9	611.6	282.0	194.3	140.8	68.6	6.0	12.7	2,147.9

### FEMALES.

1954—June ..	284.3	222.1	88.6	56.6	43.4	21.2	0.9	2.6	719.7
1955—June ..	297.4	232.4	92.1	59.8	44.3	21.8	1.0	3.1	751.9
1956—June ..	305.9	238.5	93.7	62.5	45.1	23.2	1.2	3.3	773.4
1957—June ..	309.3	240.4	95.8	62.4	44.5	22.9	1.2	3.7	780.2
1958—June ..	314.4	244.5	95.9	63.4	45.6	23.5	1.3	3.9	792.5
1959—June ..	320.4	252.8	97.9	65.9	47.0	23.3	1.4	4.3	813.0
1959—December	331.7	259.6	99.6	67.9	48.2	23.6	1.5	4.5	836.6

### PERSONS.

1954—June ..	1,055.6	778.9	358.2	233.4	182.5	84.8	5.8	10.8	2,710.0
1955—June ..	1,091.5	808.6	370.3	240.6	185.8	86.9	5.8	12.1	2,801.6
1956—June ..	1,114.2	821.7	376.1	250.4	185.6	88.9	6.4	12.3	2,855.6
1957—June ..	1,119.5	826.4	378.4	248.8	182.9	88.9	7.0	13.7	2,865.6
1958—June ..	1,128.3	837.4	378.7	249.4	184.2	90.5	6.9	15.0	2,890.4
1959—June ..	1,139.4	856.2	385.7	257.9	187.0	90.9	7.3	16.2	2,940.6
1959—December	1,163.6	871.2	381.6	262.2	189.0	92.2	7.5	17.2	2,984.5

(iv) *Factories.* Actual monthly factory employment derived from the results of annual factory censuses is published in the Bulletin *Secondary Industries*, issued by this Bureau.

Additional tables regarding employment in factories may be found in Chapter VI.—Manufacturing Industry.

An index of factory employment in Australia, published in the *Monthly Review of Business Statistics*, shows that for the year 1958–59, the level of employment in factories was 99 per cent. higher than the average factory employment for the three years ended June, 1939.

3. *Government Employees.*—(i) *States and Territories.* The numbers of civilian employees of Commonwealth Government, State, Local and semi-Government authorities in each State and Territory at June, 1959 are shown in the following table. These include all employees of government authorities on services such as railways, tramways, banks, post office, air transport, education, broadcasting, television, police, public works, factories and munitions establishments, migrant hostels, etc., as well as administrative employees, within Australia.

## CIVILIAN EMPLOYEES OF GOVERNMENT AUTHORITIES(a): JUNE, 1959.

State or Territory.	Commonwealth Government.			State Government.			Local Government.			Total.		
	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.
N.S.W. ..	58,341	15,583	73,924	135,997	29,733	165,730	28,052	3,207	31,259	222,390	48,523	270,913
Vic. ..	52,670	15,328	67,998	102,916	27,969	130,885	13,729	1,929	15,658	169,315	45,226	214,541
Qld. ..	18,494	4,885	23,379	56,943	9,017	65,960	18,524	981	19,505	93,961	14,883	108,844
S.A. ..	17,708	3,810	21,518	40,523	11,623	52,146	3,517	326	3,843	61,748	15,759	77,507
W.A. ..	9,657	2,284	11,941	39,902	7,592	47,494	3,667	362	4,029	53,226	10,238	63,464
Tas. ..	4,830	1,336	6,166	14,993	4,183	19,176	2,276	196	2,472	22,099	5,715	27,814
N.T. ..	3,004	774	3,778	..	..	..	83	7	90	3,087	781	3,868
A.C.T. ..	8,020	2,810	10,830	..	..	..	..	..	..	8,020	2,810	10,830
Aust.	172,724	46,810	219,534	391,274	90,117	481,391	69,848	7,008	76,856	633,846	143,935	777,781

(a) Includes semi-Government authorities. See explanation above.

(ii) *Australia.* The following table shows at June in each of the years 1954 to 1959, and at December, 1959, the number of civilian employees of Commonwealth, State, Local and semi-Government authorities.

## CIVILIAN EMPLOYEES OF GOVERNMENT AUTHORITIES(a): AUSTRALIA.

Date.	Commonwealth Government.			State Government.			Local Government.			Total.		
	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.
June—												
1954 ..	156,604	41,579	198,183	363,095	67,466	430,561	61,643	5,493	67,136	581,342	114,538	695,880
1955 ..	160,840	44,291	205,131	373,238	72,728	445,966	65,026	5,771	70,797	599,104	122,790	721,894
1956 ..	162,314	46,114	208,428	377,077	77,587	454,664	65,558	6,138	71,696	604,949	129,839	734,788
1957 ..	165,566	45,612	211,178	378,055	80,825	458,880	65,854	6,376	72,230	609,475	132,813	742,288
1958 ..	169,764	45,654	215,418	384,424	84,326	468,750	67,603	6,688	74,291	621,791	136,668	758,459
1959 ..	172,724	46,810	219,534	391,274	90,117	481,391	69,848	7,008	76,856	633,846	143,935	777,781
Dec.—												
1959 ..	172,398	46,898	219,296	386,407	89,344	475,751	71,340	7,219	78,559	630,145	143,461	773,606

(a) Includes semi-Government authorities. See explanation above.

## § 2. Unemployment.

The total number of persons "unemployed" has been recorded only at the dates of the various Censuses. Prior to the 1947 Census, persons who were "unemployed" were requested to furnish particulars of the cause and duration of unemployment, but from 1947 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 any not normally associated with unemployment. This change in the form of the questionnaire probably resulted in some variation in response. The following table sets out the number of persons recorded within these categories at the Censuses of 1933 to 1954. The percentage of "unemployed" at each date to all wage and salary earners, comprising those estimated to be in employment and those unemployed, is also shown.

## UNEMPLOYMENT (ALL CAUSES): AUSTRALIA, CENSUSES, 1933, 1947 AND 1954.

Date.	Wage and Salary Earners Unemployed. ('000.)			Proportion of Wage and Salary Earners Unemployed. (Per Cent.)		
	Males.	Females.	Persons.	Males.	Females.	Persons.
June, 1933(a) ..	405.4	75.8	481.2	25.4	14.5	22.7
June, 1947(b) ..	66.6	16.9	83.5	3.5	2.5	3.2
June, 1954(b) ..	41.0	14.0	55.0	1.8	1.9	1.8

(a) As recorded at the Census. In addition there were considerable numbers of youths and young women of working ages who had never been employed and were "not at work" at the time of the Census.  
 (b) Persons in the work force who were "not at work" (see explanation above) at the time of the Census.

The following table shows the numbers of males and females "unemployed" or "not at work" classified according to cause of unemployment at the Censuses of 1933, 1947 and 1954. The change in the form of questionnaire after 1933 should be borne in mind.

## CAUSES OF UNEMPLOYMENT: AUSTRALIA, CENSUSES, 1933, 1947 AND 1954.

Year.	Unable to Secure Employment.	Temporarily Laid Off.	Illness.	Accident.	Industrial Dispute.	Other.	Total.
MALES.							
1933 ..	374,569	(a)	18,083	4,702	1,595	6,483	405,432
1947 (b) ..	17,314	12,458	14,639	2,985	475	(c)18,743	66,614
1954 (b) (d) ..	9,912	4,423	11,879	2,804	344	(c)11,652	41,014
FEMALES.							
1933 ..	62,630	(a)	9,193	434	95	3,465	75,817
1947 (b) ..	2,254	2,449	4,396	280	24	(c) 7,512	16,915
1954 (b) (d) ..	3,685	1,386	4,310	318	17	(c) 4,284	14,000

(a) Not available. (b) See note (b) to previous table. (c) The majority of these persons were resting between jobs or changing jobs. (d) Revised since previous issue.

Details of the number of persons receiving unemployment and sickness benefits and the payments made may be found in Chapter XVIII.—Welfare Services.

## § 3. Commonwealth Employment Service.

Statutory warrant for the Commonwealth Employment Service (C.E.S.) is to be found in the Re-establishment and Employment Act 1945-1958 (sections 47 and 48). In brief, the main functions of the Service are to assist people seeking employment to obtain positions best suited to their training, experience, abilities and qualifications; and to assist employers seeking labour to obtain employees best suited to the demands of the employers' particular class of work.

The organization and functions of the C.E.S. accord with the Employment Service Convention 1948 and Recommendation 1948 of the International Labour Organization, which were respectively ratified and adopted by Australia in December, 1949.

The C.E.S. functions within the Employment Division of the Department of Labour and National Service, on a four-tiered decentralized basis. The Central Office is in Melbourne and there is a Regional Office in the capital city of each State, with 120 District Employment Offices in suburban and the larger provincial centres and 341 agents in the smaller country centres. The District Employment Offices are distributed as follows: New South Wales, 47; Victoria, 31; Queensland, 19; South Australia, 8; Western Australia, 9; Tasmania, 4; Northern Territory, 1; Australian Capital Territory, 1.

The C.E.S. provides specialized facilities for young people, persons with physical and mental handicaps, ex-service personnel, migrants, rural workers and persons with professional and technical qualifications.

Vocational guidance is provided by the C.E.S., free of charge, by a staff of qualified psychologists. It is available to any person, but is provided particularly for young people, ex-servicemen and the physically handicapped. In New South Wales the State Department of Labour and Industry offers a similar service, mainly to young people leaving school.

The C.E.S. has responsibilities in the administration of the unemployment and sickness benefits provided under the Social Services Act 1947-1959. 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 can be offered to them.

The C.E.S. is responsible for placing in employment migrant workers sponsored by the Commonwealth under the Commonwealth Nomination and similar schemes. This includes arranging for them to move to their initial employment and for their admission, if necessary, to Commonwealth migrant hostels. Assistance to obtain employment is provided to other migrants as required. From the inception of the various free and assisted schemes, including the Displaced Persons Scheme, to the end of December, 1959, about 191,000 British and European migrant workers had been placed in employment by the C.E.S.

Since 1951, the C.E.S. has been responsible for recruiting Australian experts for overseas service under the Colombo Plan and the United Nations Expanded Programme of Technical Assistance. The principal spheres in which experts have been supplied are agriculture, education, engineering, geology, health and economic and scientific research and development.

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

The Service completed its thirteenth year of operation in May, 1959. During the year ended 31st December, 1959, there were 749,236 applicants who registered for employment, of whom 509,063 were referred to employers and 353,926 placed in employment. New vacancies notified numbered 494,145 and vacancies unfilled at the end of December, 1959, 37,516.



Prior to the setting up of the Commonwealth Employment Service, State Labour Exchange Organizations existed in several States, but they have been superseded. Details of the organization and administration of these exchanges were given in *Labour Report*, No. 30, page 133.

#### § 4. Industrial Disputes.

1. **General.**—Detailed information regarding industrial disputes involving stoppage of work is given in the *Labour Report*.

Particulars of all disputes in progress during the year are included in the annual figures whether the dispute commenced in that year or was in progress at the beginning of the year. Consequently, details of "the number of disputes" and "workers involved" in disputes which commenced in any year and were still in progress during the following year will be included in the figures for both years.

2. **Industrial Groups.**—The following table gives, for Australia as a whole, particulars of industrial disputes which were in progress during 1959, classified according to industrial groups. The industrial groups have been rearranged to conform, as nearly as may be, with the order adopted in other tables in this chapter. However, the figures for each industrial group shown are comparable with those published in previous issues.

INDUSTRIAL DISPUTES(a): INDUSTRIAL GROUPS, AUSTRALIA, 1959.

Industrial Group.	Num-ber.	Workers Involved.			Working Days Lost.	Esti-mated Loss in Wages. (£).
		Directly.	In-directly. (b)	Total.		
Agriculture, Grazing, etc. . . . .	1	820	..	820	410	1,353
Coal Mining . . . . .	330	42,705	..	42,705	69,648	262,477
Other Mining and Quarrying . . . . .	15	10,654	..	10,654	18,106	96,043
Engineering, Metal Works, etc. . . . .	88	29,592	804	30,396	88,685	314,075
Textiles, Clothing and Footwear . . . . .	8	1,510	80	1,590	3,732	15,044
Food, Drink and Tobacco . . . . .	78	24,095	4,701	28,796	51,492	188,735
Sawmilling, Furniture, etc. . . . .	..	..	..	..	..	..
Paper, Printing, etc. . . . .	1	240	..	240	1,030	3,500
Other Manufacturing . . . . .	50	7,884	2,179	10,063	35,437	134,235
Building and Construction . . . . .	38	8,922	186	9,108	21,507	90,266
Railway and Tramway Services . . . . .	31	18,074	39	18,113	5,503	17,486
Road and Air Transport . . . . .	16	2,829	..	2,829	2,373	6,771
Shipping . . . . .	6	309	..	309	720	2,609
Stevedoring . . . . .	189	72,345	..	72,345	58,695	217,101
Hotels, etc. and Personal Service . . . . .	3	7,101	13	7,114	3,706	12,380
Other Industries (c) . . . . .	15	2,389	..	2,389	3,995	15,145
<b>Total . . . . .</b>	<b>869</b>	<b>229,469</b>	<b>8,002</b>	<b>237,471</b>	<b>365,039</b>	<b>1,377,220</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute. (c) Includes Communication; Finance and Property; Wholesale and Retail Trade; Public Administration and Professional Services; and Amusement, Sport and Recreation.

A graph showing, for the years 1950 to 1959, the working days lost as a result of industrial disputes in the main industrial groups will be found on page 422.

3. **States and Territories.**—The following table gives particulars of the number of industrial disputes in each State and Territory, together with the number of workers involved, and the losses in working days and wages caused by disputes which were current during each of the years 1956 to 1959.

## INDUSTRIAL DISPUTES(a): STATES AND TERRITORIES.

State or Territory.	Year.	Number.	Workers Involved.			Working Days Lost.	Estimated Loss in Wages. (£)
			Directly.	Indirectly. (b)	Total.		
New South Wales ..	1956	878	219,458	6,796	226,254	611,279	2,199,764
	1957	761	253,041	5,950	258,991	505,910	1,860,101
	1958	624	137,922	3,906	141,828	231,537	832,644
	1959	547	123,558	2,493	126,051	211,352	819,585
Victoria ..	1956	54	35,594	2,283	37,877	111,665	386,139
	1957	47	8,728	453	9,181	13,444	45,576
	1958	66	45,594	1,124	46,718	99,855	340,346
	1959	60	31,134	1,107	32,241	35,890	131,440
Queensland ..	1956	269	112,409	2,973	115,382	238,812	815,592
	1957	221	43,123	4,611	47,734	95,300	348,422
	1958	203	60,208	2,024	62,232	87,866	343,662
	1959	175	50,883	3,996	54,879	90,777	330,653
South Australia ..	1956	21	18,527	..	18,527	74,666	259,636
	1957	13	6,274	7	6,281	3,703	12,571
	1958	22	8,129	62	8,191	9,338	34,540
	1959	21	5,437	..	5,437	7,487	24,950
Western Australia ..	1956	14	9,780	1,341	11,121	31,944	111,504
	1957	14	5,352	..	5,352	3,068	10,801
	1958	20	10,847	160	11,007	2,970	10,382
	1959	20	10,864	383	11,247	11,243	39,620
Tasmania ..	1956	45	15,969	..	15,969	46,907	172,206
	1957	36	7,236	..	7,236	5,330	18,294
	1958	24	9,268	..	9,268	4,508	15,066
	1959	34	6,348	..	6,348	6,593	24,375
Northern Territory ..	1956	24	2,770	..	2,770	5,197	18,194
	1957	9	2,183	..	2,183	2,428	9,241
	1958	27	3,535	..	3,535	3,376	12,563
	1959	9	1,007	11	1,018	966	3,537
Australian Capital Territory	1956	1	83	..	83	913	4,026
	1957	2	58	27	85	1,030	3,616
	1958	1	70	..	70	440	1,400
	1959	3	238	12	250	731	3,060
Australia ..	1956	1,306	414,590	13,393	427,983	1,121,383	3,967,061
	1957	1,103	325,995	11,048	337,043	630,213	2,308,622
	1958	987	275,573	7,276	282,849	439,890	1,590,603
	1959	869	229,469	8,002	237,471	365,039	1,377,220

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute.

4. Duration.—The following table gives particulars of industrial disputes during 1959 in the three groups "Coal Mining", "Stevedoring" and "Other Industries", classified according to duration. This dissection has been made because the pattern of the disputes in coal mining and stevedoring differs significantly from that in other industries.

## DURATION OF INDUSTRIAL DISPUTES(a): AUSTRALIA, 1959.

Duration.(b)	Coal Mining.	Stevedoring.	Other Industries.	All Industries.
1 day and less .. .. .	219	141	151	511
2 days and more than 1 day .. .. .	59	36	62	157
3 days and more than 2 days .. .. .	20	10	35	65
Over 3 days and less than 1 week .. .. .	10	1	34	45
1 week and less than 2 weeks .. .. .	16	1	45	62
2 weeks and less than 4 weeks .. .. .	5	..	13	18
4 weeks and less than 8 weeks .. .. .	1	..	9	10
8 weeks and over .. .. .	..	..	1	1
<b>Total .. .. .</b>	<b>330</b>	<b>189</b>	<b>350</b>	<b>869</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) One week equals five working days.

DURATION OF INDUSTRIAL DISPUTES(a): AUSTRALIA, 1959—*continued.*

Duration.(b)	Coal Mining.	Stevedoring.	Other Industries.	All Industries.
<b>WORKERS INVOLVED(c).</b>				
1 day and less .. .. .	29,490	62,090	68,052	159,632
2 days and more than 1 day .. .. .	5,436	7,167	28,402	41,005
3 days and more than 2 days .. .. .	4,079	2,411	8,966	15,456
Over 3 days and less than 1 week .. .. .	1,650	90	5,547	7,287
1 week and less than 2 weeks .. .. .	1,729	587	8,408	10,724
2 weeks and less than 4 weeks .. .. .	295	..	1,955	2,250
4 weeks and less than 8 weeks .. .. .	26	..	603	629
8 weeks and over .. .. .	..	..	488	488
<b>Total .. .. .</b>	<b>42,705</b>	<b>72,345</b>	<b>122,421</b>	<b>237,471</b>

**WORKING DAYS LOST.**

1 day and less .. .. .	28,377	37,555	41,640	107,572
2 days and more than 1 day .. .. .	9,688	10,975	41,425	62,088
3 days and more than 2 days .. .. .	10,029	6,681	23,269	39,979
Over 3 days and less than 1 week .. .. .	6,277	315	19,875	26,467
1 week and less than 2 weeks .. .. .	11,178	3,169	50,745	65,092
2 weeks and less than 4 weeks .. .. .	3,449	..	21,803	25,252
4 weeks and less than 8 weeks .. .. .	650	..	14,289	14,939
8 weeks and over .. .. .	..	..	23,650	23,650
<b>Total .. .. .</b>	<b>69,648</b>	<b>58,695</b>	<b>236,696</b>	<b>365,039</b>

(a) Refers only to disputes involving a stoppage of work of 10-man-days or more. (b) One week equals five working days. (c) Includes workers indirectly involved. See note (b) to previous table.

5. Causes.—(i) *General.* In issues of the Official Year Book prior to No. 40 the causes of industrial disputes were classified in some detail for all industries combined. As from 1950, however, stoppages have been analysed in three separate groups, "Coal Mining", "Stevedoring" and "Other Industries".

Under this classification, causes are grouped under four main headings:—(1) Wages, Hours and Leave; (2) Physical Working Conditions and Managerial Policy; (3) Trade Unionism; (4) Other Causes. The first group is restricted to disputes involving general principles relating to wages, hours and leave; minor questions regarding the claims to pay or leave by individual employees are included under managerial policy. The second group comprises disputes regarding physical working conditions and general questions of managerial policy, which term covers disciplinary action, the promotion of employees, the employment of particular individuals, personal disagreements between employees and supervisory staff and disputes arising from the computation of wages, leave, etc., in individual cases. The third group includes stoppages over employment of non-unionists, inter-union and intra-union disputes, disputes over recognition of union activities, and sympathy stoppages in support of employees in another industry. The last group comprises disputes by way of protest against situations not arising from the usual relationship of employer and employee, e.g., political matters, and cases (occurring mainly in the coal mining industry) where the cause of the stoppage is not officially made known to the management.

As the items included under these headings differ somewhat from those included under the similar headings used for classifying causes of disputes in years prior to 1950, figures for 1950 and subsequent years are not strictly comparable with those for earlier years.

(ii) *Industry Groups.* The following table shows particulars of industrial disputes for 1959 classified according to cause in three industry groups:—

**CAUSES OF INDUSTRIAL DISPUTES(a): AUSTRALIA, 1959.**

Cause of Dispute.	Coal Mining.	Stevedoring.	Other Industries.	All Industries.
<b>NUMBER OF DISPUTES.</b>				
Wages, Hours and Leave .. .. .	19	7	79	105
Physical Working Conditions and Managerial Policy ..	194	144	218	556
Trade Unionism .. .. .	37	19	30	86
Other .. .. .	80	19	23	122
<b>Total .. .. .</b>	<b>330</b>	<b>189</b>	<b>350</b>	<b>869</b>
<b>WORKERS INVOLVED.(b)</b>				
Wages, Hours and Leave .. .. .	5,084	19,009	50,234	74,327
Physical Working Conditions and Managerial Policy ..	18,138	36,929	53,772	108,839
Trade Unionism .. .. .	3,406	9,020	9,138	21,564
Other .. .. .	16,077	7,387	9,277	32,741
<b>Total .. .. .</b>	<b>42,705</b>	<b>72,345</b>	<b>122,421</b>	<b>237,471</b>
<b>WORKING DAYS LOST.</b>				
Wages, Hours and Leave .. .. .	7,602	13,178	97,230	118,010
Physical Working Conditions and Managerial Policy ..	36,899	31,752	116,631	185,282
Trade Unionism .. .. .	6,167	10,309	12,350	28,826
Other .. .. .	18,980	3,456	10,485	32,921
<b>Total .. .. .</b>	<b>69,648</b>	<b>58,695</b>	<b>236,696</b>	<b>365,039</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Includes workers indirectly involved. See note (b) to table at top of page 460.

(iii) *Summary, 1955 to 1959.* The following table gives particulars of industrial disputes according to cause for the years 1955 to 1959.

**CAUSES OF INDUSTRIAL DISPUTES(a): AUSTRALIA.**

Cause of Dispute.	1955.	1956.	1957.	1958.	1959.
<b>NUMBER OF DISPUTES.</b>					
Wages, Hours and Leave .. .. .	201	107	75	73	105
Physical Working Conditions and Managerial Policy ..	887	792	674	630	556
Trade Unionism .. .. .	172	106	70	80	86
Other .. .. .	272	301	284	204	122
<b>Total .. .. .</b>	<b>1,532</b>	<b>1,306</b>	<b>1,103</b>	<b>987</b>	<b>869</b>
<b>WORKERS INVOLVED.(b)</b>					
Wages, Hours and Leave .. .. .	139,522	130,526	62,708	15,861	74,327
Physical Working Conditions and Managerial Policy ..	184,449	149,208	151,863	158,729	108,839
Trade Unionism .. .. .	37,998	19,816	13,612	16,432	21,564
Other .. .. .	82,678	128,433	108,860	91,827	32,741
<b>Total .. .. .</b>	<b>444,647</b>	<b>427,983</b>	<b>337,043</b>	<b>282,849</b>	<b>237,471</b>
<b>WORKING DAYS LOST.</b>					
Wages, Hours and Leave .. .. .	467,591	667,964	181,839	56,214	118,010
Physical Working Conditions and Managerial Policy ..	398,147	295,633	321,422	279,253	185,282
Trade Unionism .. .. .	62,103	40,844	19,460	23,139	28,826
Other .. .. .	83,043	116,942	107,492	81,284	32,921
<b>Total .. .. .</b>	<b>1,010,884</b>	<b>1,121,383</b>	<b>630,213</b>	<b>439,890</b>	<b>365,039</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Includes workers indirectly involved. See note (b) to table at top of page 460.

6. Results.—In issues of the Official Year Book prior to No. 40, tables were included showing analyses of the results of industrial disputes over a period of years. This tabulation was discontinued because of the difficulty of obtaining the details necessary to make a classification in precise terms of the results of industrial disputes.

7. **Methods of Settlement.**—The following table shows particulars of industrial disputes for 1959 classified according to method of settlement, in three industry groups:—

**INDUSTRIAL DISPUTES(a): METHODS OF SETTLEMENT, AUSTRALIA, 1959.**

Method of Settlement.	Coal Mining.	Steevedoring.	Other Industries. (b)	All Industries. (b)
NUMBER OF DISPUTES.				
1. By private negotiation .. .. .	83	3	106	192
2. By mediation not based on legislation .. .. .	1	..	1	2
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	1	..	78	79
(b) By reference to State Government officials .. .. .	..	..	1	1
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	1	56	57
(ii) Coal Industry Acts .. .. .	22	..	..	22
(iii) Stevedoring Industry Act .. .. .	..	1	..	1
(iv) Other Acts .. .. .	..	..	1	1
(b) By reference to Commonwealth Government officials .. .. .	..	76	..	76
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	223	108	105	436
8. By other methods .. .. .	..	..	..	..
Total .. .. .	330	189	348	867

**WORKERS INVOLVED.(c)**

1. By private negotiation .. .. .	6,554	1,927	24,355	32,836
2. By mediation not based on legislation .. .. .	54	..	364	418
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	110	..	18,674	18,784
(b) By reference to State Government officials .. .. .	..	..	25	25
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	90	7,823	7,913
(ii) Coal Industry Acts .. .. .	2,301	..	..	2,301
(iii) Stevedoring Industry Act .. .. .	..	62	..	62
(iv) Other Acts .. .. .	..	..	25	25
(b) By reference to Commonwealth Government officials .. .. .	..	9,624	..	9,624
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	33,686	60,642	70,971	165,299
8. By other methods .. .. .	..	..	..	..
Total .. .. .	42,705	72,345	122,237	237,287

**WORKING DAYS LOST.**

1. By private negotiation .. .. .	13,796	4,767	57,116	75,679
2. By mediation not based on legislation .. .. .	162	..	800	962
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	1,096	..	58,879	59,975
(b) By reference to State Government officials .. .. .	..	..	125	125
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	315	58,423	58,738
(ii) Coal Industry Acts .. .. .	10,166	..	..	10,166
(iii) Stevedoring Industry Act .. .. .	..	47	..	47
(iv) Other Acts .. .. .	..	..	50	50
(b) By reference to Commonwealth Government officials .. .. .	..	11,803	..	11,803
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	44,428	41,763	59,819	146,010
8. By other methods .. .. .	..	..	..	..
Total .. .. .	69,648	58,695	235,212	363,555

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Two disputes which commenced in 1959 were not settled at the end of the year, therefore the totals shown do not agree with totals for other tables. (c) Includes workers indirectly involved. See note (b) to table at top of page 460.

**F. WORKERS' COMPENSATION LEGISLATION.**

A conspectus of the principal provisions of Workers' Compensation Acts in force in Australia at 30th June, 1958, will be found in *Labour Report* No. 46, pages 139-147.

## G. LABOUR ORGANIZATIONS.

## § 1. Labour Organizations in Australia.

1. **Registration.**—(i) *Under Trade Union Acts.* In earlier issues of the Official Year Book (see No. 39, p. 448) reference was made to the registration of trade unions under the Trade Union Acts. In general the available information is inadequate for statistical purposes.

(ii) *Under State Industrial Legislation.* Information with regard to registrations of employers' associations and trade unions under the various State Industrial Arbitration Acts will be found in earlier issues of the Official Year Book (see No. 39, p. 448).

(iii) *Under the (Commonwealth) Conciliation and Arbitration Act.* Under Part VIII. of the Conciliation and Arbitration Act 1904–1958, any association of employers in any industry who have, or any employer who has, employed, on an average taken per month, not less than 100 employees during the six months preceding application for registration, or any association of not less than 100 employees in any industry, may be registered. However, under the Public Service Arbitration Act an association of less than 100 employees may be registered as an organization, provided that its members comprise at least three-fifths of all persons engaged in that industry in the Service. Such organizations are included in the figures shown below. Registered unions include both interstate associations and associations operating within one State only. Registration under Commonwealth legislation began in 1906. At the end of 1959, the number of employers' organizations registered under the provisions of the Conciliation and Arbitration Act was 61. The number of unions of employees registered at the end of 1959 was 157, with a membership of 1,504,091, representing 81 per cent. of the total membership of all trade unions in Australia.

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

(ii) *Number and Membership.* Returns showing membership by States as at 31st December each year are obtained for all trade unions and employee organizations. The affairs of single organizations are not disclosed in the published results and this has assisted in securing complete information. The Bureau is indebted to the secretaries of trade unions for their co-operation in supplying information. The following table shows the position at the end of each of the years 1957 to 1959.

TRADE UNIONS: NUMBER AND MEMBERSHIP.

State or Territory.	Number of Separate Unions.(a)			Number of Members.			Percentage Increase in Membership.(b)		
	1957.	1958.	1959.	1957.	1958.	1959.	1957.	1958.	1959.
New South Wales ..	235	231	234	737,358	731,375	741,610	— 0.2	— 0.8	1.4
Victoria ..	162	161	159	443,040	444,150	461,314	0.4	0.3	3.9
Queensland ..	133	131	129	310,821	313,744	322,150	— 1.3	0.9	2.7
South Australia ..	137	136	135	144,914	147,029	147,093	— 1.9	1.5	0.0
Western Australia ..	156	156	154	114,095	114,494	114,497	— 3.3	0.3	0.0
Tasmania ..	98	98	97	51,951	51,508	54,136	— 1.4	— 0.9	5.1
Northern Territory	21	20	23	2,408	2,433	2,552	2.4	1.0	4.9
Australian Capital Territory ..	33	30	29	5,567	6,485	7,375	— 6.5	16.5	13.7
<b>Australia</b> ..	<b>373</b>	<b>370</b>	<b>369</b>	<b>1,810,154</b>	<b>1,811,218</b>	<b>1,850,727</b>	<b>— 0.1</b>	<b>0.1</b>	<b>2.2</b>

(a) Without interstate duplication. See letterpress below.

(b) On preceding year.

NOTE.—Minus sign (—) denotes decrease.

In the preceding table, under the heading "Number of Separate Unions", a union reporting members in a State is counted as one union within that State. The figures by States do not add to the Australian total (shown in the last line) because a union represented in more than one State is included in the figure for each State in which it is represented, but is counted only once in the Australian total.

The collection of statistics relating to the number of branches of trade unions, appearing in issues of the Official Year Book prior to No. 39, has been discontinued.

(iii) *Classification in Industrial Groups.* The following table shows the number of unions and members thereof in Australia at the end of each of the years 1957 to 1959. Compared with that in 1939, membership in 1959 had increased by 102 per cent.

The industrial groups have been rearranged to conform, as nearly as may be, with the order adopted in other tables in this chapter. However, the figures for each industrial group shown are comparable with those published in previous issues.

**TRADE UNIONS: INDUSTRIAL GROUPS, AUSTRALIA.**

Industrial Group.	1957.		1958.		1959.	
	No. of Unions. (a)	No. of Members.	No. of Unions. (a)	No. of Members.	No. of Unions. (a)	No. of Members.
Agriculture, Grazing, etc. .. ..	3	62,028	3	61,120	3	62,681
Mining and Quarrying .. ..	12	42,221	12	38,332	12	40,795
Manufacturing—						
Engineering, Metal Works, etc. ..	15	270,798	15	275,273	15	280,848
Textiles, Clothing and Footwear ..	7	101,967	7	96,239	7	99,381
Food, Drink and Tobacco .. ..	35	107,999	34	110,563	34	116,727
Sawmilling, Furniture, etc. .. ..	6	45,460	7	42,631	7	46,544
Paper, Printing, etc. .. ..	6	43,312	6	45,455	6	48,226
Other Manufacturing .. ..	38	86,115	36	86,816	34	88,929
<i>Total Manufacturing</i> .. ..	<i>107</i>	<i>655,651</i>	<i>105</i>	<i>656,977</i>	<i>103</i>	<i>680,655</i>
Building and Construction .. ..	30	135,541	30	132,492	29	137,231
Railway and Tramway Services ..	25	141,566	25	137,438	25	136,444
Road and Air Transport .. ..	11	59,985	10	62,104	10	55,305
Shipping and Stevedoring .. ..	14	38,162	14	38,131	14	36,624
Banking, Insurance and Clerical ..	18	112,722	19	110,747	20	109,040
Wholesale and Retail Trade .. ..	12	73,238	12	74,736	12	77,839
Public Administration(b) .. ..	76	303,940	76	309,293	75	318,618
Hotels, etc. and Personal Service ..	12	39,196	12	40,441	13	41,709
Other Industries(c) .. ..	53	145,904	52	149,407	53	153,786
<b>Total .. ..</b>	<b>373</b>	<b>1,810,154</b>	<b>370</b>	<b>1,811,218</b>	<b>369</b>	<b>1,850,727</b>

(a) Without interstate duplication. See letterpress above. (b) Includes Communication and Municipal, etc. (c) Includes Professional Services; and Amusement, Sport and Recreation.

(iv) *Number of Members and Proportion of Wage and Salary Earners.* The following table shows the estimated percentages of wage and salary earners in employment who are members of trade unions. As current estimates of wage and salary earners in employment do not include employees engaged in rural industry or females in private domestic service, the percentages have been calculated on figures obtained by adding to the end of year estimates the number of employees in rural industry and females in private domestic service recorded at the Census of 30th June, 1954. For this reason, and also because the membership of trade unions includes some persons not in employment, the percentages shown in the table must be regarded as approximations.

**TRADE UNIONS: NUMBER OF MEMBERS AND PROPORTION OF TOTAL WAGE AND SALARY EARNERS, AUSTRALIA.**

Year.	Number of Members.			Proportion of Total Wage and Salary Earners. (Per cent.)		
	Males.	Females.	Persons.	Males.	Females.	Persons.
1955 .. ..	1,464,016	337,846	1,801,862	66	42	59
1956 .. ..	1,470,606	340,802	1,811,408	66	42	59
1957 .. ..	1,463,985	346,169	1,810,154	65	42	59
1958 .. ..	1,465,682	345,536	1,811,218	65	41	58
1959 .. ..	1,494,669	356,058	1,850,727	65	41	58

(v) *Interstate or Federated Trade Unions.* The following table gives particulars of the number and membership of interstate or federated trade unions in 1958 and 1959:—

**INTERSTATE OR FEDERATED TRADE UNIONS(a): AUSTRALIA.**

Particulars.	Unions Operating in—					Total.	
	2 States.	3 States.	4 States.	5 States.	6 States.		
Number of Unions	1958 ..	13	12	20	33	63	141
	1959 ..	13	9	23	35	60	140
" " Members	1958 ..	31,348	64,983	206,572	385,246	887,929	1,576,078
	1959 ..	31,923	60,642	224,737	396,005	900,910	1,614,217

(a) Certain unions in this group have, in addition to branches in the States, branches in the Northern Territory and/or in the Australian Capital Territory.

The number of organizations operating in two or more States increased from 116 in 1939 to 140 in 1959, and the ratio of the membership of such organizations to the total membership of all organizations rose from 83 to 87 per cent. during the same period.

**3. Central Labour Organizations.**—Delegate organizations, consisting of representatives from a group of trade unions, have been established in each of the capital cities and in a number of industrial centres elsewhere. Their revenue is raised by means of a *per capita* tax on the members of each affiliated union. In most of the towns where such central organizations exist, the majority of the local unions are affiliated with the central organization, which is usually known as the Labour or the Trades Hall Council. In Western Australia, a unified system of organization extends over the industrial centres throughout the State. In this State, there is a provincial branch of the Australian Labour Party, having a central council and executive, and metropolitan and branch district councils, with which the local bodies are affiliated. The central council, on which all district councils are represented, meets periodically. In the other five States, however, the organization is not so close, and, while provision usually exists in the rules of the central council at the capital city of each State for the organization of district councils or for the representation of the central council on the local councils in the smaller industrial centres of the State, the councils in each State are generally independent bodies.

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated therewith in each State and Territory at the end of the years 1958 and 1959:—

**CENTRAL LABOUR ORGANIZATIONS: NUMBER, AND UNIONS AND BRANCH UNIONS AFFILIATED.**

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W.A.	Tas.	N.T.	A.C.T.	Total.
<b>Number of Councils—</b>									
1958 .. ..	11	9	12	6	10	5	..	1	54
1959 .. ..	11	9	12	6	10	5	..	1	54
<b>Number of Unions and Branch Unions affiliated—</b>									
1958 .. ..	297	269	171	150	400	113	..	23	1,423
1959 .. ..	297	284	178	160	384	111	..	23	1,437

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



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

The ordinary meetings of Congress are held in each alternate year. Special meetings of Congress shall be held whenever deemed advisable by decisions of the Executive, as approved by the majority of its branches, or by resolution of unions representing one-third of the total membership of the A.C.T.U.

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

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

All the major unions are affiliated with the A.C.T.U., with the exception of the largest, the Australian Workers' Union, which is itself virtually a central organization of branches catering in the main for employees in rural and constructional pursuits.

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

## § 2. International Labour Organization.

The International Labour Organization (I.L.O.) was established on 11th April, 1919, as an autonomous institution associated with the League of Nations. Its original constitution was adopted as Part XIII. of the Treaty of Versailles and formed part of other treaties of peace. During the years between its establishment and the outbreak of the 1939–45 War, the I.L.O., with headquarters at Geneva, played a leading role in promoting the improvement of labour conditions throughout the world.

In 1940, in order to ensure that the I.L.O. should be able to continue to function freely, a working centre was established at Montreal, Canada. In 1946, the Organization became the first of the specialized agencies of the United Nations. Under the terms of agreement, the United Nations recognizes the I.L.O. as a specialized agency having responsibility in the field defined by its constitution, which embraces labour conditions, industrial relations, employment organization, social security and other aspects of social policy. The Organization has three basic parts. These are the International Labour Conference, its highest

authority, which as a rule meets annually; the Governing Body, its executive council, which usually meets three times each year; and the International Labour Office, which provides the secretariat of the Organization. The Conference is composed of delegations from the Member States of the Organization. At the end of 1959, there were 80 Member States, each of which is entitled to be represented by four delegates—two Government, one representing employers and one representing workers, together with their advisers. Each delegate speaks and votes independently, so that all points of view in each country are fully expressed. The Governing Body consists of the representatives of twenty governments and ten employers' and ten workers' representatives. Of the twenty government representatives, half are from the ten countries of major industrial importance and ten are elected by the remaining governments. These latter ten government representatives and the ten employers' and ten workers' titular delegates and the deputy members of the three groups are elected by their groups at the Conference every three years. Since the 1939-45 War, Australia has alternated as a Member and Deputy Member of the government group, and is at present a Deputy Member. Particulars are given in *Labour Report No. 47* of the proceedings of International Labour Conferences up to the 42nd Session, held in Geneva in June, 1959. For details of I.L.O. conventions ratified by Australia see *Labour Report No. 47*, Chapter V.