

## CHAPTER III.—WAGES AND HOURS.

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

1. **General.**—Particulars regarding the operation of Commonwealth and State Acts for the regulation of wages, hours and conditions of work were first compiled for the year 1913 and particulars for later years have appeared in subsequent issues of the Labour Report.

2. **Laws Regulating Industrial Matters.**—The principal Acts in force regulating rates of wage, hours of labour and working conditions generally in both Commonwealth and State jurisdictions at the end of 1963 are listed below:—

#### COMMONWEALTH.

Conciliation and Arbitration Act 1904–1961.  
Public Service Arbitration Act 1920–1960.  
Coal Industry Act 1946–1958.  
Stevedoring Industry Act 1956–1963.  
Snowy Mountains Hydro-electric Power Act 1949–1958.  
Navigation Act 1912–1961.

#### STATES.

New South Wales	..	Industrial Arbitration Act, 1940–1961. Coal Industry Act, 1946–1960.
Victoria	..	Labour and Industry Acts 1958–1963.
Queensland	..	Industrial Conciliation and Arbitration Acts, 1961 to 1963.
South Australia	..	Industrial Code, 1920–1963. Public Service Arbitration Act, 1961.
Western Australia	..	Industrial Arbitration Act, 1912–1961. Mining Act, 1904–1963.
Tasmania	..	Wages Boards Act 1920–1963. Public Service Tribunal Act, 1958–1961.

3. **Methods of Administration.**—(i) *Commonwealth*—(a) *Conciliation and Arbitration Act.*—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* 1920–1960 (see page 47) 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 Act No. 44 of 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. In recent years a number of other amendments have been made to the Act, the latest amending Act being No. 40 of 1961. A summary of the provisions of the *Conciliation and Arbitration Act 1904-1961* is given in the following paragraphs.

(b) *The Commonwealth Industrial Court.*—The Commonwealth Industrial Court is at present composed of a Chief Judge and three other Judges and the Act provides that 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 a dismissal or injury of an employee on account of industrial action, interpretation of awards, questions concerning eligibility for 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. Provision is made for the registration of employer and employee associations. In matters involving disputed elections in organizations, the Court may direct the Registrar to make investigations, and if necessary order a new election. The Act also provides 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 is 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 1920-1960*, the parties may, if they wish and the Court grants leave, be represented by officials.

(c) *The Commonwealth Conciliation and Arbitration Commission.*—The Commonwealth Conciliation and Arbitration Commission at the end of 1963 was composed of a President, five Deputy Presidents, a Senior Commissioner, ten Commissioners and three Conciliators. The presidential members of the Commission must have been solicitors or barristers of the High Court or of the Supreme Court of a State of not less than five years' standing or Judges of the previously existing Court of Conciliation and Arbitration.

The Commonwealth Conciliation and Arbitration Commission is empowered to prevent or settle industrial disputes by conciliation or arbitration, and to make suggestions and to do such things as appear right and proper for (a) effecting a reconciliation between the 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, the Act provides that 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.

Only the Commission in Presidential Session, that is, the Commission constituted by at least three presidential members nominated by the President, has the power to make awards, or to certify agreements concerning standard hours, basic wages and long service leave.

An industrial dispute being heard by a Commissioner may be referred to the Commission on the ground of public interest. If a party to a dispute makes an application for such a reference, the Commissioner shall consult with the President, who may direct that the Commission constituted by three members, one of whom is a presidential member and one is, where practicable, the Commissioner concerned, shall hear and determine the dispute, or that part referred to it. In this hearing the Commission may have regard to evidence given and arguments adduced previously before the Commissioner, and it may refer a part of the dispute back to the Commissioner for determination. The President may, before the Commission has been constituted for the referred dispute, authorize a presidential member of the Commission or a Commissioner to take evidence on the Commission's behalf.

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 a presidential bench of the Commission, so that it can have this evidence before it when it commences its hearing.

Where matters relating to appeals or references to the Commission under both or either of the Conciliation and Arbitration Act and the Public Service Arbitration Act are being heard, and the Commission is not constituted by the same persons for these matters, the President may, if he is of the opinion that

they involve a question in common, direct that the Commission in joint session (i.e. comprised of those persons who constituted the Commission in the separate matters) may take evidence and hear argument on that question.

Provision is also made in the Act for a presidential member of the Commission to handle industrial matters in connexion with the maritime industries, the Snowy Mountains Area and the 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 Commission may also make an award in relation to an industrial dispute involving such employees. 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 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 three of the *Public Service Arbitration Act 1920-1960*, not being the *Commonwealth Employees' Compensation Act 1930-1962*, the *Commonwealth Employees' Furlough Act 1943-1959*, the *Superannuation Act 1922-1963* 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 Commonwealth Conciliation and Arbitration 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.

(d) *Coal Industry Tribunal*.—The Coal Industry Tribunal was established under the *Commonwealth Coal Industry Act 1946* and the *New South Wales Coal Industry Act, 1946* to consider and determine interstate disputes and, in respect of New South Wales only, intra-State disputes between the Australian Coal and Shale Employees' Federation and employers in the coal-mining industry.

Special war-time bodies were created to deal with specific aspects of the coal industry, reference to which was made in earlier issues of the Labour Report (see No. 40, page 53). Under amending legislation passed jointly by the Commonwealth and New South Wales Parliaments in 1951, the Tribunal was vested with authority to deal with all interstate industrial disputes in the coal-mining industry, irrespective of the trade union involved, and, in the case of New South Wales, intra-State disputes also. The Tribunal consists of one person, who may appoint two assessors nominated by the parties to advise him in matters relating to any dispute. Subsidiary authorities are the Local Coal Authorities and Mine Conciliation Committees, who may be appointed to assist in the prevention and settlement of certain disputes. An amendment to the Commonwealth Coal Industry Act, passed in 1952, makes it obligatory for the Tribunal to use conciliation and arbitration to settle industrial disputes.

(e) *Commonwealth Public Service Arbitrator*.—Wages, hours of work and working conditions in the Commonwealth Public Service are regulated by the Commonwealth Public Service Arbitrator, under powers conferred by the *Public Service Arbitration Act 1920-1960*. The system of arbitration commenced to operate in 1912, cases being heard by the Commonwealth Court of Conciliation and Arbitration as part of the ordinary work of that Court. In 1920, however, the control was transferred to the Arbitrator, who is appointed by the government for a term of seven years, and who need not have legal qualifications.

Provision is now made for an organization of employees in the Public Service to submit a claim to the Commonwealth Conciliation and Arbitration Commission with the consent of the Public Service Arbitrator or where the Arbitrator has, other than on the ground of triviality, refrained from hearing or determining the claim.

Appeals from decisions of the Arbitrator may be made to the Commission.

(f) *Australian Capital Territory Industrial Board*.—The regulation of industrial matters in the Australian Capital Territory under a local Industrial Board commenced in the year 1922. However, an amending Ordinance, gazetted on 19th May, 1949, abolished the Board and transferred its functions to authorities established by the Commonwealth Conciliation and Arbitration Act. A Commissioner was assigned to the Australian Capital Territory. Matters outside his jurisdiction are now dealt with by the Commonwealth Industrial Court and the Commonwealth Conciliation and Arbitration Commission.

Details of the provisions relating to the Board during its period of jurisdiction may be found in issues of the Labour Report prior to No. 37 (see No. 36, p. 51).

(ii) *States*—(a) *New South Wales*.—The controlling authority is the Industrial Commission of New South Wales, which, at the end of 1963, consisted of a President and seven other Judges. Subsidiary tribunals are the Conciliation Commissioners, the Apprenticeship Commissioner, Conciliation Committees and Apprenticeship Councils constituted for particular industries. Each Conciliation Committee consists of a Conciliation Commissioner as Chairman and equal numbers of representatives of employers and employees. The Apprenticeship Commissioner and the members of the Conciliation Committee for an industry constitute the Apprenticeship Council for the industry. These subsidiary tribunals may make awards binding on industries, but an appeal to the Industrial Commission may be made against any award. Special Commissioners with conciliatory powers and limited arbitration powers may be appointed. Compulsory control commenced in 1901, after the earlier Acts of 1892 and 1899 providing for voluntary submission of matters in dispute had proved abortive.

(b) *Victoria*.—The authorities are separate Wages Boards for the occupations and industries covered, each consisting of a chairman and equal numbers of representatives of employers and employees, and a Court of Industrial Appeals, the latter presided over by a Judge of the County Court. The system was instituted in the State in 1896, and represented the first example in Australia of legal regulation of wage rates.

(c) *Queensland*.—Legal control was first instituted in 1907 with the passing of the *Wages Board Act*. The *Industrial Conciliation and Arbitration Act of 1961* established the Industrial Conciliation and Arbitration Commission and preserved and continued in existence the Industrial Court. The Industrial Court is constituted by the President (a Judge of the Supreme Court of

Queensland) sitting alone, and the Full Industrial Court by the President and two Commissioners. The Conciliation and Arbitration Commission is constituted by a Commissioner sitting alone and the Full Bench of the Commission by at least three Commissioners. Not more than five Commissioners shall be appointed. A Commissioner shall not be capable of being a member of the Executive Council or of the Legislative Assembly, and shall not take part in the management of any business. For further details of the provisions of the *Industrial Conciliation and Arbitration Act of 1961* see Labour Report No. 49, pages 52-54.

(d) *South Australia*.—The principal tribunal is the Industrial Court of South Australia composed of the President (a person eligible for appointment as a Judge of the Supreme Court) who may be joined by two assessors employed in the industry concerned; Deputy Presidents may also be appointed. There are also Industrial Boards, for the various industries, consisting of a chairman and equal numbers of representatives of employers and employees. Another tribunal provided for under the Industrial Code is the Board of Industry, composed of a President, who shall be the President or a Deputy President of the Industrial Court, and four Commissioners. Broadly speaking, the functions of these three tribunals are:—(i) the Industrial Court delivers awards concerning workers who do not come under the jurisdiction of the Industrial Boards and hears appeals from decisions of Industrial Boards, and Boards of Reference; (ii) the determinations of the Industrial Boards apply to most industries in the metropolitan area; however, for employees of the Public Service, Railways and councils of a municipality or district, determinations of Industrial Boards apply to the whole of the State; (iii) the Board of Industry declares, for the whole of the State, the "living wage".

(e) *Western Australia*.—Legal control dates back to 1900. At the end of 1963 the system of control comprised an Arbitration Court, Industrial Boards, Conciliation Committees and a Conciliation Commissioner. Employers and employees were equally represented on both Boards and Committees. The Court consisted of a Judge of the Supreme Court and two members. Commissioners could also be appointed by the Minister for the settlement of particular disputes. An amending Act, to operate from 1st February 1964, created an Industrial Commission and an Industrial Appeals Court and these replace the above tribunals. Details of this new legislation will be found in the next issue of the Labour Report.

The Western Australian Coal Industry Tribunal has power to determine any industrial matter in the coal-mining industry. It consists of a chairman and four other members (two representatives each of employers and employees). Boards of Reference may be appointed by the Tribunal and decisions of the Tribunal may be reviewed by the Court of Arbitration on the application of a party subject to the decision. From 1st February, 1964 this review would be made by the Industrial Commission in Court Session.

(f) *Tasmania*.—The authority consists of Wages Boards for separate industries, comprising a Chairman (who is common to all Wages Boards), appointed by the Governor, and equal numbers of representatives of employers and employees, appointed by the Minister administering the Act. The system was instituted in 1910.

4. *New Legislation and Special Reports*.—Information concerning the main provisions of various industrial acts in force throughout Australia was given in earlier Labour Reports, and brief reviews are furnished in each issue of the more important aspects of new industrial legislation having special application to the terms of awards or determinations. The years 1962 and 1963 are covered in this issue.

(i) *Commonwealth.*—(a) *The Stevedoring Industry Act 1962.* Assent was given on 19th November, 1962 to an amendment to the *Stevedoring Industry Act 1956-1961*. The amendment became operative from that day.

The main purpose of the amending Act was to correct anomalies in the long service leave provisions which had been introduced into the *Stevedoring Act* by an amendment during the previous year. In addition, the benefits of the *Commonwealth Employees' Compensation Act 1930-1962* were extended to the members of the Australian Stevedoring Industry Authority.

The provisions for forfeiture of qualifying service as a result of participation in a port stoppage were repealed. Previously workers involved in a port stoppage had their qualifying service reduced by such periods (not exceeding 30 days) as the Commonwealth Conciliation and Arbitration Commission determined.

The amending Act included provisions to enable waterside workers in ports which have been down-graded to take long service leave under the same conditions as those applying to "A" class ports.

To provide continuity of qualifying service, waterside workers who became union officials were placed on the same basis as men granted leave of absence. In cases where a break in registration exceeds two months and the Authority is satisfied that the break was in the interests of either the industry or the public and of a reasonable duration, or that the worker could reasonably have been granted leave, then such a break will not be treated as breaking continuity for long service leave purposes.

The service of waterside workers who were employed either as permanent waterside workers prior to becoming registered or were deregistered upon becoming permanent, is to be regarded as permanent service for leave purposes. The Act does not affect the worker's entitlement to long service leave which may be applicable to him under any State Act or other scheme in respect of his permanent employment and provision is made to ensure that the worker does not lose by taking up permanent employment. The worker is not entitled to leave under both the *Stevedoring Industry Act* and another scheme but the total leave entitled to cannot be less than that accrued if the whole period of service had been as a casual.

Where waterside workers move from port to port in connexion with their calling, such travelling time will now be allowed as qualifying for long service leave. For movements between "A" and "B" class ports, etc. the legislation was amended to include both for purposes of long service leave. In cases where it is impossible to ascertain the qualifying service of a worker registered at a port, because of the inadequacy or lack of records, the Australian Stevedoring Industry Authority may determine the period to be included as qualifying service.

The provision of long service leave was extended to certain waterside workers, who were employed at the port of Melbourne before June, 1953, so that they may include in their qualifying service such days when employed as coal workers prior to that date. It also included, as qualifying service, the period spent by members of the Sydney Mechanical Branch of the Waterside Workers' Federation of Australia, who between 1944 and 1948, although not registered as waterside workers, were employed in stevedoring operations in the port of Sydney.

Amendments relating to waterside workers who served in the armed forces were included, firstly to enable war service to be counted in the qualifying period for long service leave in cases where the worker concerned had been employed as a waterside worker prior to war service, and secondly to allow workers

entitled to a war service pension at the age of sixty, to transfer to the B register and receive long service leave benefits which would otherwise be payable at 65.

Provision was also made for liberalizing the conditions necessary for an irregular worker to qualify for long service leave by removing the requirement of eight years service as a regular waterside worker.

Appeals by waterside workers against decisions of the Authority which, on medical grounds, transferred workers between Parts A and B of the register, had previously been heard by the Conciliation and Arbitration Commission. The amending legislation transferred the hearing of such appeals to medical boards and in cases where the appeals were upheld, the Australian Stevedoring Industry Authority must pay compensation to the worker for any loss of payments incurred by the transfer.

Payment of compensation was also extended to cover instances where the Commonwealth Conciliation and Arbitration Commission revoked an earlier suspension of the registration of a waterside worker by the Authority. The Authority has to pay the worker an amount adequate to cover any loss entailed by the suspension.

The amended Act now allows the Authority, at its discretion, to pay moneys due to the waterside worker, at the time of death, without the necessity of producing probate of the will or letters of administration.

Where a port stoppage is declared by the Authority, the Commission, upon application by the union within fourteen days (or such longer period as the Commission allows), may rescind any such declaration. In cases where such declarations are rescinded the Authority may then either cancel or suspend the registration of waterside workers involved or those entitled to attendance money on condition that the stoppage did not involve more than 250 or one-third of the number of registered regular waterside workers at that port.

The provision for separate parts of the register for regular and irregular workers respectively, which previously applied only to continuous and seasonal ports, was extended to all ports.

(b) The *Stevedoring Industry Act* 1963, assented to on 28th October, 1963, had effect from 17th September, 1963. This Act, which was introduced to give effect to a recommendation of the National Conference on the problems in the stevedoring industry, suspends the operation of Section 52A of the Act until revived by proclamation. (Section 52A provides for the declaration of stoppages in ports as "port stoppages" where one-third of the labour force or 250 men are involved. A declaration results in the automatic suspension of attendance money for waterside workers involved in such a stoppage for the next four days on which they would otherwise be entitled to receive it.) All suspensions of entitlements to attendance money which were imposed prior to 17th September, 1963, but had not taken effect were to be remitted.

(ii) *New South Wales*.—(a) A new Act (No. 43 of 1962) entitled *Factories, Shops, and Industries Act*, 1962 was assented to on 19th December, 1962.

The Act was designed to make provisions "with respect to the supervision and regulation of factories, shops, and certain other industries; and to the health, safety and welfare of persons employed therein; to restrict the hours on week days and Sundays during which shops may be opened, and certain trades may be carried on; to control the advertising and description of goods; to regulate outdoor work in the clothing trades . . .", etc.



The Act provided for the repeal, in whole or in part, of a number of Acts which were either superseded by, or incorporated in, the provisions of the new Act. However the Act does not affect operations under the *Scaffolding and Lifts Act*, 1912, the *Rural Workers Accommodation Act*, 1926, or the *Textile Products Labelling Act*, 1954.

Generally the legislation sets out a code for the health, safety and welfare of workers, provides for the inspection and approval of working conditions of employees, including provision of dining room facilities, first-aid equipment, amenities, etc.

Conditions setting out restrictions on the hours of trading or work in certain industries were enumerated, with special provisions being made for the opening and closing times of chemists' shops, hairdressers' shops, butchers' shops and shops for the sale of motor vehicles, spirit, oil or accessories. Regulations covering the registration and trading hours of automatic vending devices were also included. Other restrictions on trading hours were made to cover mixed businesses, furniture factories and the manufacture of bread.

A Hairdressers Council was constituted to exercise and discharge powers and functions conferred by the Act. Its duties are aimed at improving methods of hairdressing and standards of hygiene and sanitary conditions.

Under the Act, provision is made for the setting up of a Factory and Industrial Welfare Board, consisting of three members appointed by the Governor. One of such members shall be the person holding the office of Chief Inspector, as Chairman, the other two members of the Board being one representative each of employers and employees.

Other parts of the Act covered outdoor work in the clothing trade; advertising and description of goods; home delivery of certain commodities; sales of refrigerators, ice-chests and ice-boxes; and miscellaneous provisions (e.g. service of orders or summons, penalties).

(b) The *Long Service Leave (Amendment) Act*, 1963 amended the *Long Service Leave Act*, 1955. (See page 139 for a summary of this Act.)

(iii) *Victoria*.—(a) The *Bank Holidays (Saturday) Act* 1962 (No. 6926) amended the *Bank Holidays Act* 1958.

The Act, which became operative on 1st January, 1963, provided for the closing of the banks on Saturday mornings in Victoria, subject to the Governor-in-Council being satisfied that adequate banking facilities were provided on the last banking day prior to Saturday in each week.

(b) The *Labour and Industry (Amendment) Act* 1963 (No. 7080) containing amendments to the *Labour and Industry Act* 1958 was assented to on 10th December, 1963.

The new provisions gave the Governor-in-Council power to make regulations in respect of employment conditions of the chairman of a Wages Board, whether appointed before or after this amending legislation. Members of a Wages Board who are re-appointed must now lodge a statutory declaration that, on the day of re-appointment, they are bona fide representatives in the trade concerned. The Act abolished the statutory offices of Chief Inspector and Assistant Chief Inspector of Factories and Shops and provided for the appointment of a Deputy Registrar to perform the duties on occasions when the Registrar of the Industrial Appeals Court was absent or the office was vacant.

The amending legislation introduced new conditions governing the registration of premises as factories. The condition that the employment of a Chinese person on the premises automatically brings the premises under the definition of a factory was repealed. The annual period of registration of a shop was changed to bring it into line with that of factory registrations, i.e., between the first day of January and the last day of the following December. The half-fee payable when the factory or shop opens during the latter half of the registration period was repealed and fees for renewal of registrations are to be paid within a period of fourteen days from the time specified, either in the certificate of registration or by notice in writing. Premises which previously had not been classified as a factory or shop under the Act but had been required to register particulars of name and locality, were no longer required to submit these details.

Trading hours for the closure of shops selling trailers or boats were extended to 10 p.m. on Fridays and from 1 p.m. to 6 p.m. on Saturdays—the same hours as premises selling motor cars. The limitation on working hours in factories where Chinese persons are employed and the necessity to stamp appropriately furniture manufactured with Chinese or European labour was withdrawn.

Other provisions related to factory employment are—(1) the abolition of the requirement to produce a certificate of fitness for employees under the age of sixteen years; (2) the payment of moneys by an employer owing to an employee (now dead) must be made to that employee's personal representative; and (3) the increase in the maximum limit for breaches of determinations, for the second offence, from £100 to £150.

(c) The *Apprenticeship (Amendment) Act 1963* (No. 7079), assented to on 10th December, 1963, amended the *Apprenticeship Act 1958*. The amending legislation firstly, allows the Apprenticeship Commission, in such cases as it considers desirable, to use an alternative method whereby the apprentice attends classes less frequently but for longer periods, i.e., two weeks in each period of ten weeks instead of one day in each week. The provisions of the Act simply convert the existing maximum liability, which is in terms of eight hours per week, to an equivalent maximum liability in terms of the whole period of apprenticeship, i.e., a total of 1600 hours (with the provision that such leave should not exceed 800 hours in any one year). The particular method chosen by the employer and the apprentice will depend upon the trade or industry concerned. Secondly, the Apprenticeship Commission may, in appropriate cases, admit apprentices at stages other than the initial stage. Thirdly, in cases where an apprentice fails to make satisfactory progress the Commission may extend the currency of the indentures for such periods as it thinks fit but not beyond the term prescribed in the relevant apprenticeship trade.

The Act also applied to country apprentices in attendance at continuous courses of instruction in technical schools.

The Act included the cooking trade with the baking and pastry-cooking trades as being trades where the apprentice normally works outside of daytime school hours and to compensate for his daytime attendance at school, an equivalent time off from work is to be allowed.

Two copies of the apprenticeship indentures are to be lodged with the Commission in a prescribed form, one copy for the employer and one for the apprentice. A register of apprentices is to be established and maintained.

Other amendments to the Act concerned the authorization of legal proceedings and the appointment of an additional deputy chairman of Trade Committees.

(iv) *Queensland.*—(a) The *Industrial Conciliation and Arbitration Act Amendment Act of 1963*, assented to on 18th December, 1963, amended the *Industrial Conciliation and Arbitration Act of 1961*, by setting out certain penalty provisions and offences against the Act.

The amending Act included penalty provisions for industrial unions which fail to admit to membership, within three months, any person who is entitled to membership, or which fail to provide, within one month, a union ticket to any person who has complied with the rules of the union.

Moneys due to an employee who left an employer without being paid the full amount due to him and who cannot be contacted by the employer must, upon demand, be paid to an industrial inspector (instead of a clerk of petty sessions) within a period of six months following the inspector's demand. Failure in turn by the inspector to locate the employee within 30 days involves payment by him of such moneys to the Department of Labour and Industry for the employee's credit. Prosecution for offences are to be made by an industrial magistrate sitting as a court of petty sessions. Any moneys collected by the clerk of petty sessions are likewise to be paid to the Department of Labour and Industry for the employee's credit.

The action of an employer in paying an employee a remuneration less than that prescribed under an award or industrial agreement and the acceptance of this remuneration by the employee were listed as breaches of the particular award or agreement.

The Act also dealt with the transaction of business in a "factory" or "shop" (as defined in the *Factories and Shops Acts 1960 to 1963*) outside of lawful trading hours.

(b) The *Labour and Industry Acts Amendment Act of 1963* was assented to on 16th December, 1963 and amended the *Labour and Industry Acts 1946 to 1961*. The amended legislation related to the issuing, renewal and cancellation of licences for private employment exchanges.

(c) An amendment (No. 14 of 1963) to section 63 of the *Factories and Shops Act of 1960* was assented to on 3rd December, 1963 to elucidate the term "occupier" as used in this section of the Act.

(v) *South Australia.*—The *Industrial Code, 1920-60* was substantially amended by the *Industrial Code Amendment Act, 1963* assented to on 5th December, 1963. The Act became effective on 1st January, 1964.

The amendments affected were not to apply to any award or order made before the commencement of the amending legislation unless the Industrial Court otherwise ordered. The Court was now to be known as the Industrial Court of South Australia and any question of law or interpretation of this Act was to be the jurisdiction of the Court.

Industrial matters submitted to the Court by a particular industry must involve a minimum of twenty employees in that industry or not less than 75 per cent. of all the industry's employees, whichever is the lesser. Whenever necessary the Court has jurisdiction to appoint a Board of Reference of one or more members, to deal with any matters prescribed under an award and shall hear appeals against decisions or orders of such Boards. The currency of awards or orders fixed by the Court may, at the Court's discretion, be varied after the expiration of three years.

On any industrial matter dealt with at a conference called by the President of the Court, the determination and settlement reached shall be binding upon the parties represented at the conference. The President in reaching the settlement may exercise all or any powers of the Court.

Previously the declaration by the Court that an award or order was to be a common rule for an industry had to be published in the *Government Gazette*. This notification must now be published in at least one or more of the daily metropolitan newspapers and, unless the court otherwise orders, at least once in the *Government Gazette*. Consolidation of awards by the Registrar were also to be published in the *Government Gazette*.

The amending legislation introduced revised procedures for dealing with appeals against determinations. It firstly, consolidated the former system of having separate hearings of appeals against determinations applying in the metropolitan area and those localities outside the metropolitan area into a uniform State practice. Secondly, appeals could be made by a majority of representatives of employers or a majority of representatives of employees on the board concerned. Thirdly, appeals by an employer or group of employers, subject to the determination, must cover a minimum of twenty employees or one-quarter of the total number of employees concerned with the determination, whichever is the lesser. Employees may appeal provided their numbers are not less than twenty or one-quarter of the total number of employees subject to the determination, whichever is the lesser. Fourthly, any interested person or association could now appeal against a determination or part of the determination, but only if the appeal is challenging or disputing the legality of the determination. If an appeal is made against a determination, the Court may order a stay of operations of the whole or any special parts of the determination on such terms and conditions as it thinks fit until a decision has been made by the Court. In cases where an application is made to have an award declared illegal, the power of the court, to decide whether such an application testing this legality may be made, was abolished.

The Act stated that salaries of public servants were to be set out by the Public Service Board, instead of the Classification and Efficiency Board, under the *Public Service Act*, 1936-1959. Awards covering teachers' salaries were to be made by the Teachers' Salaries Board, under the *Education Act*, 1915-1962. Any award or order by the Court affecting these two groups was still subject to Parliament's appropriation of money for that purpose.

The provision that the Court, in making any declaration concerning apprentices, should do so with reference to the training of apprentices in technical schools, was deleted.

The amending legislation also affected the registration of associations. If the rules of an association are registered under the Commonwealth Conciliation and Arbitration Act, the Registrar may dispense with compliance by any such association with the conditions relating to its rules.

The rules of a registered association must provide against conditions, obligations or restrictions, which are oppressive, unreasonable or unjust, being imposed upon members or applicants for membership. A member of a registered association may apply to the Court for an order declaring that a union rule (or part thereof) contravenes the requirements of the Act and where such an order is made then the rule is made void.

Other amendments were passed dealing with—(1) the notification in a daily metropolitan newspaper and the advice to other registered associations affected by a new application for registration; (2) adjournment of registration; (3) evidence of rules of an association; and (4) the recovery of fines and contributions. Every association must now keep an up-to-date register of its members which, on request, must be furnished to the Registrar within 28 days. Balance sheets and statements delivered to the Registrar are to be audited by a registered company auditor under the *Companies Act*, 1962. Conditions governing the cancellation and amalgamation of registered associations were further clarified.

The right of a majority (at least three-fifths) of the employers and employees in an industry to enter into an industrial agreement on matters not covered by an existing industrial board was abolished.

In cases where an employee is engaged in different classes of work, the employer must pay the rates fixed by the awards and determinations applicable to such classes of work. Persons convicted by a special magistrate for offences under this Act must pay any sums due to the offended for arrears of wages, etc. Employees who knowingly allow an employer to commit a breach or non-observance of an award or order of the Industrial Court or a determination of an Industrial Board are guilty of an offence under the Act. Proceedings in respect to offences against the Act must commence within six months after the commission of the offence.

Employers who are liable to pay wages under an award or order of the Court may, at the request in writing of an employee, deduct amounts payable to the employee for a sickness and accident fund, a hospital benefits organization, insurance premiums, rent, board and lodging, protective clothing or equipment. Employers are required to keep certain records in respect of their employees to whom an award or order applies. Such records include name and address of employees; age of every person under twenty-one years; a time book or time or wages record time card or time sheet; and details of annual and sick leave granted to employees. These records are to be open upon request to an inspector under the Act. Employers are also required to fix in a conspicuous place the award in force in respect of their employees.

The 1963 Act amended the jurisdiction and duties of Industrial Boards. Previously employees whose wages exceeded £25 per week (other than employees of councils and municipalities) were excluded from the jurisdiction of Industrial Boards but the amending legislation changed this wage limit to twice the "living wage" in force in the metropolitan area at the particular time. In cases where, by reason of any act or omission by any members, an Industrial Board is unable to exercise its powers, the Court may direct the board or its chairman to make a determination. Parties at Industrial Board hearings are to be paid a prescribed allowance for attendances and expenses. Those persons, who are summoned to appear and do not, are liable to a maximum penalty of £50. Determinations of a board did not apply to a son or daughter of an employer under the earlier legislation but this exemption was now abolished. A copy of all determinations made by a board together with all correspondence connected with the determination were to be open for inspection by any person interested in or affected by the determination. The requirement that employees were not to be boarders of an employer, when the employees' wages are fixed

by an Industrial Board, has been abolished. It is no longer necessary for employers to supply a weekly notice showing particulars of overtime worked by employees.

The Board of Industry has the power to decide questions concerning the demarcation of occupations and may incorporate its decision in an order which shall have the same effect as a determination of an Industrial Board but from which there shall be no appeal to the Court. The provisions of the Act relating to the quarterly computation of the "living wage" by the Board of Industry were deleted.

The provisions of the Act concerning factories and shops were amended to deal with the annual renewal of factory registration; notification to the Secretary for Labour and Industry of outside workers; cleanliness and overcrowding; and safety, conveniences and appliances. Foundry and welding operations were brought within the regulations governing factories in which dust is generated. The occupier of a factory is required to keep for a prescribed period a written record of particulars concerning all accidents and report to the Chief Inspector accidents causing loss of life, or incapacity to a person for three days or more (in lieu of 24 hours as previously). The provisions concerning the working hours of employees, especially those for males under 16 years and females under 18 years were amended. The limitation of working hours in factories where Chinese persons are employed was removed. The powers of inspectors under the Act were enumerated in detail to embrace all aspects of inspection and inquiry. The requirement that inspectors should be qualified mechanics was removed.

The amending legislation includes provisions that the Secretary for Labour and Industry must prepare an annual report for the Minister for the purpose of informing Parliament, generally, of the activities of the Department of Labour and Industry.

(vi) *Western Australia*.—In November, 1963 the *Industrial Arbitration Act 1912-1961* was amended by an Act (No. 76 of 1963) assented to on 19th December, 1963. It replaced the Arbitration Court and Conciliation Commission with a four man Industrial Commission and established a Court of Industrial Appeal to decide judicial matters. The Act became effective on 1st February, 1964 and further particulars will be published in the next issue of the Labour Report.

(vii) *Tasmania*.—(a) The *Wages Boards Act 1920* was amended by the *Wages Boards Act 1963* (No. 75 of 1963), assented to on 3rd December, 1963, to ensure that members of a Wages Board and persons giving evidence are paid allowances and reimbursements of expenses incurred through attendances before the Board in addition to the prescribed fees payable.

(b) Following the passing of resolutions by both Houses of Parliament, authorizing the establishment of two new Wages Boards, the Governor, on 22nd October, 1963, established the Ambulance Services' Wages Board and the Alginates' Wages Board. The establishment of these Boards transfers certain powers formerly exercised by the Public Vehicles' Wages Board and the Fish and Games Merchants' Wages Board respectively.

(viii) *Territories*.—No industrial legislation affecting only the Northern Territory or the Australian Capital Territory was passed in 1962 or 1963.

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

1. *General*.—The collection of data for minimum rates of wage in the various occupations in each State was first undertaken by this Bureau in 1913. Particulars were ascertained primarily from awards, determinations and industrial agreements under Commonwealth and State Acts and related to the minimum wage prescribed. In those cases where no award, determination or registered agreement was in force, the ruling union or predominant rate of wage was ascertained from employers and secretaries of trade unions. This applied mainly in the earlier years; in recent years all occupations included have been covered by awards, etc. In a few cases occupations covered by unregistered agreements have been included, where such agreements are dominant in the industries to which they refer. From the particulars so obtained, indexes of "nominal" (i.e. minimum) weekly wage rates were calculated for a number of industry groups until the end of 1959. The index for each industry group was the unweighted average of wage rates for selected occupations within the group. These industry indexes were combined into an aggregate index by using industry weights as current in or about 1911.

Results were first published for 1913 in Labour Report No. 2, pages 28-43. Within a few years, the scope of these indexes was considerably extended (see Labour Report No. 5, pages 44-50). On the basis then adopted, weighted average minimum weekly and hourly wage rates and hours of work were published quarterly from 30th September, 1917, to 30th June, 1959, in the *Quarterly Summary of Australian Statistics*, and these were summarized annually in the Labour Report. Less detailed particulars of wage rates were also ascertained for each year back to 1891, and these were published in earlier issues of the Labour Report.

Early in 1960 these indexes were replaced by a new series constructed on the basis of data obtained from investigations which were commenced in 1954, as described in para. 2 below.

2. *Indexes of Minimum Weekly and Hourly Wage Rates and Standard Hours of Work*.—This section contains 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 indexes there are 15 industry groups for adult males and 8 industry groups for adult females. For relevant periods these indexes replace cognate indexes (base: year 1911 = 1,000 for males and April, 1914 = 1,000 for females) published in issues prior to No. 47, 1959.

The 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., in the various industries, thereby providing occupation weights.

The industry classification used in the current indexes, shown in the table on page 59, does not differ basically from the previous classification, the alterations being largely in the arrangement of groups. A comparison was given in Labour Report No. 47, page 23. The former Pastoral, Agricultural, etc., group is not included in the current indexes and the Domestic part of the group, "Amusement, Hotels, Personal Service, etc.", is excluded because of coverage difficulties.

The minimum wage rates and standard hours of work used in the new indexes are for representative occupations within each industry and have been derived entirely from representative awards, determinations and agreements. Wage rates and index numbers for adult males are available at the end of each quarter for the period March, 1939, to December, 1956, and at the end of each month from January, 1957. Particulars for adult females are compiled quarterly and are available from March, 1951. The index for adult males includes rates for 3,424 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 2,322. For adult females the corresponding numbers are 1,103 and 518. By use of the industry and occupation weights derived from the surveys described above, these rates and hours were combined to give weighted averages for each industry group for each State and Australia. Weighted averages of the components of the total minimum wage rate, i.e. basic wage, margin and loading, were calculated separately for employees covered by Commonwealth awards, etc., and for those covered by State awards, etc. (See page 63.)

Because the indexes are designed to measure movements in prescribed minimum rates of "wages" as distinct from "salaries", those awards, etc., which relate solely or mainly to salary earners are excluded.

The particulars given in this chapter show variations in minimum weekly and hourly rates of wage and standard hours of work from year to year in each State and in various industry groups. The amounts should not be regarded as actual current averages but as indexes expressed in money and hour terms, indicative of trends. Neither the amounts nor the corresponding index numbers measure the relative level of wage rates or hours as between States. Tables showing particulars of wage rates and index numbers from 1939 (for adult males), and 1951 (for adult females) to December, 1963, will be found in Sections V and VI of the Appendix. More detailed particulars of weekly rates and index numbers will be found in the statistical bulletins S.B. 123—*Minimum Weekly Wage Rates, 1939 to 1959* and S.B. 31—*Minimum Wage Rates, January, 1960 to June, 1963*. Current figures are published in the monthly bulletin *Wage Rates and Earnings*.

In Sections VIII. and IX. of the Appendix, particulars of award wage rates and hours of work are given for a large number of the more important occupations in each industry group in Australia.



3. Weekly Wage Rates.—(i) *Adult Males.*—(a) *Industry Groups, States.* The following tables show the weighted average minimum weekly rates of wage payable to adult male workers, for a full week's work, at 31st December, 1962, and 31st December, 1963, together with corresponding index numbers, in each of the principal industry groups.

WEEKLY RATES OF WAGE: ADULT MALES, INDUSTRY GROUPS,  
31st DECEMBER, 1962.(a)

*Weighted Average Minimum Weekly Rates payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.*

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE.(b)							
Mining and Quarrying(c)	438 9	362 2	437 3	353 7	396 8	369 8	420 11
Manufacturing—							
Engineering, Metals, Vehicles, etc.	363 3	359 3	358 3	358 4	367 4	372 5	361 5
Textiles, Clothing and Footwear	356 2	350 9	351 0	340 3	355 6	345 6	352 2
Food, Drink and Tobacco	365 8	373 1	350 6	348 8	368 6	357 11	363 6
Sawmilling, Furniture, etc.	367 6	351 1	344 6	353 10	356 0	354 9	356 4
Paper, Printing, etc.	388 9	402 6	394 0	383 10	421 6	371 6	393 5
Other Manufacturing	368 1	356 9	346 2	353 4	356 10	358 7	360 5
All Manufacturing Groups	365 9	361 6	354 4	356 6	365 5	363 11	362 3
Building and Construction	380 8	378 4	348 2	360 7	360 6	365 1	370 2
Railway Services	372 7	338 1	363 8	347 2	348 6	360 8	357 10
Road and Air Transport	379 8	358 5	338 8	347 11	366 8	358 10	364 2
Shipping and Stevedoring(d)	358 10	357 2	352 11	355 3	352 7	353 4	356 3
Communication	400 7	395 10	394 1	393 6	394 8	392 0	397 1
Wholesale and Retail Trade	373 3	369 0	362 8	355 9	369 6	367 3	368 7
Public Authority (n.e.i.) and Community and Business Services	368 3	354 6	352 5	341 11	349 8	374 10	358 1
Amusement, Hotels, Personal Service, etc.	358 1	339 10	343 3	340 2	349 4	348 7	348 6
All Industry Groups(a)	373 8	363 8	359 8	356 6	365 8	364 9	366 7

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

Mining and Quarrying(c)	155.4	128.2	154.8	125.2	140.5	130.9	149.0
Manufacturing—							
Engineering, Metals, Vehicles, etc.	128.6	127.2	126.9	126.9	130.1	131.9	128.0
Textiles, Clothing and Footwear	126.1	124.2	124.3	120.5	125.9	122.3	124.7
Food, Drink and Tobacco	129.5	132.1	124.1	123.5	130.5	126.7	128.7
Sawmilling, Furniture, etc.	130.1	124.3	122.0	125.3	126.1	125.6	126.2
Paper, Printing, etc.	137.6	142.5	139.5	135.9	149.2	131.5	139.3
Other Manufacturing	130.3	126.3	122.6	125.1	126.3	127.0	127.6
All Manufacturing Groups	129.5	128.0	125.5	126.2	129.4	128.9	128.3
Building and Construction	134.8	134.0	123.3	127.7	127.6	129.3	131.1
Railway Services	131.9	119.7	128.8	122.9	123.4	127.7	126.7
Road and Air Transport	134.4	126.9	119.9	123.2	129.8	127.1	128.9
Shipping and Stevedoring(d)	127.1	126.5	125.0	125.8	124.8	125.1	126.1
Communication	141.8	140.2	139.5	139.3	139.7	138.8	140.6
Wholesale and Retail Trade	132.2	130.7	128.4	126.0	130.8	130.0	130.5
Public Authority (n.e.i.) and Community and Business Services	130.4	125.5	124.8	121.1	123.8	132.7	126.8
Amusement, Hotels, Personal Service, etc.	126.8	120.3	121.5	120.4	123.7	123.4	123.4
All Industry Groups(a)	132.3	128.8	127.4	126.2	129.5	129.2	129.8

(a) Excludes rural industry. (b) The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends. (c) For mining, the average rates of wage are those prevailing at the principal mining centres in each State. They include lead bonuses, etc. (d) Average rates of wage are for occupations other than masters, officers and engineers in the Merchant Marine Service, and include value of keep, where supplied.

**WEEKLY RATES OF WAGE: ADULT MALES, INDUSTRY GROUPS,  
31st DECEMBER, 1963.(a)**

*Weighted Average Minimum Weekly Rates payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.*

Industry Group	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
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**RATES OF WAGE.(b)**

	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
Mining and Quarrying(c) ..	464	8	370	3	448	8	360	6	405	2	381	8	439	5
Manufacturing—														
Engineering, Metals, Vehicles, etc.	370	10	367	0	370	0	365	5	376	6	380	8	369	6
Textiles, Clothing and Footwear	363	0	357	8	359	4	346	9	363	11	351	5	359	1
Food, Drink and Tobacco	370	7	381	9	362	8	354	2	375	2	365	5	371	3
Sawmilling, Furniture, etc.	375	6	357	0	353	1	360	10	364	6	361	3	363	11
Paper, Printing, etc.	394	3	407	7	407	6	393	0	430	4	375	4	399	11
Other Manufacturing	373	11	364	4	354	1	359	10	364	0	364	5	367	2
All Manufacturing Groups	372	7	369	0	365	2	363	4	373	8	370	8	369	10
Building and Construction	390	5	389	9	356	5	368	0	374	9	371	9	380	1
Railway Services	382	10	344	4	376	1	354	5	356	0	372	10	367	3
Road and Air Transport	386	5	365	8	346	0	353	11	375	3	365	4	371	3
Shipping and Stevedoring(d)	371	1	369	7	365	7	367	1	364	6	366	4	368	7
Communication	413	10	410	9	408	9	408	10	409	4	407	3	411	3
Wholesale and Retail Trade	380	7	377	8	371	1	361	3	376	11	375	9	376	3
Public Authority (n.e.i.) and Community and Business Services	378	0	361	4	363	1	349	10	357	1	383	4	366	10
Amusement, Hotels, Personal Service, etc.	364	0	345	4	350	7	345	9	356	7	354	9	354	6
All Industry Groups(a)	382	4	372	0	369	11	363	8	375	0	372	10	375	3

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

Mining and Quarrying(c) ..	164.5	131.1	158.9	127.6	143.5	135.1	155.6
Manufacturing—							
Engineering, Metals, Vehicles, etc.	131.3	129.9	131.0	129.4	133.3	134.8	130.8
Textiles, Clothing and Footwear	128.5	126.6	127.2	122.8	128.9	124.4	127.1
Food, Drink and Tobacco	131.2	135.2	128.4	125.4	132.8	129.4	131.5
Sawmilling, Furniture, etc.	133.0	126.4	125.0	127.8	129.1	127.9	128.9
Paper, Printing, etc.	139.6	144.3	144.3	139.2	152.4	132.9	141.6
Other Manufacturing	132.4	129.0	125.4	127.4	128.9	129.0	130.0
All Manufacturing Groups	131.9	130.7	129.3	128.6	132.3	131.2	131.0
Building and Construction	138.2	138.0	126.2	130.3	132.7	131.6	134.6
Railway Services	135.6	121.9	133.2	125.5	126.1	132.0	130.0
Road and Air Transport	136.8	129.5	122.5	125.3	132.9	129.4	131.5
Shipping and Stevedoring(d)	131.4	130.9	129.4	130.0	129.1	129.7	130.5
Communication	146.5	145.4	144.7	144.8	144.9	144.2	145.6
Wholesale and Retail Trade	134.8	133.7	131.4	127.9	133.5	133.0	133.2
Public Authority (n.e.i.) and Community and Business Services	133.8	127.9	128.6	123.9	126.4	135.7	129.9
Amusement, Hotels, Personal Service, etc.	128.9	122.3	124.1	122.4	126.3	125.6	125.5
All Industry Groups(a)	135.4	131.7	131.0	128.8	132.8	132.0	132.9

(a) Excludes rural industry. (b) The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends. (c) For mining, the average rates of wage are those prevailing at the principal mining centres in each State. They include lead bonuses, etc. (d) Average rates of wages are for occupations other than masters, officers and engineers in the Merchant Marine Service, and include value of keep, where supplied.

(b) *Summary, States.*—The following table shows, for each State and Australia, the weighted average minimum weekly rates of wage payable to adult male workers for a full week's work at the dates specified. Index numbers with the weighted average for Australia for the year 1954 as base (= 100) are also shown.

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

Weighted Average Minimum Weekly Rates payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.

End of—	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGES.(b)							
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
" 1953	287 4	278 7	264 8	273 6	283 8	283 4	280 2
" 1954	293 3	284 10	275 7	281 7	287 2	287 8	286 10
" 1955	305 3	295 7	283 6	285 0	300 1	293 7	297 0
" 1956	322 9	309 7	302 9	296 4	312 10	313 11	313 0
" 1957	324 6	316 0	304 4	306 11	321 7	318 6	317 5
" 1958	329 3	319 8	317 10	312 5	324 0	323 7	322 11
" 1959	350 3	344 2	334 4	339 11	340 9	347 1	344 8
" 1960	362 10	349 11	350 8	342 2	358 1	351 6	355 0
" 1961	373 5	362 2	359 10	354 7	363 9	362 8	365 9
March, 1962	372 9	363 4	359 10	354 8	363 11	362 10	365 10
June, 1962	372 9	363 5	359 10	355 3	363 11	362 10	365 11
September, 1962	372 7	363 6	359 8	355 4	364 3	363 4	365 10
December, 1962	373 8	363 8	359 8	356 6	365 8	364 9	366 7
March, 1963	374 5	363 10	360 0	356 9	365 8	365 0	367 0
June, 1963	380 3	369 0	366 3	362 8	369 5	369 5	372 6
September, 1963	381 9	371 8	369 3	363 6	373 11	372 2	374 9
December, 1963	382 4	372 0	369 11	363 8	375 0	372 10	375 3

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

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
" 1953	101.7	98.6	93.7	96.8	100.4	100.3	99.2
" 1954	103.8	100.9	97.6	99.7	101.7	101.9	101.6
" 1955	108.1	104.7	100.4	100.9	106.3	104.0	105.2
" 1956	114.3	109.6	107.2	104.9	110.8	111.2	110.8
" 1957	114.9	111.9	107.8	108.7	113.9	112.8	112.4
" 1958	116.6	113.2	112.5	110.6	114.7	114.6	114.3
" 1959	124.0	121.9	118.4	120.4	120.7	122.9	122.0
" 1960	128.5	123.9	124.2	121.2	126.8	124.5	125.7
" 1961	132.2	128.2	127.4	125.6	128.8	128.4	129.5
March, 1962	132.0	128.6	127.4	125.6	128.9	128.5	129.5
June, 1962	132.0	128.7	127.4	125.8	128.9	128.5	129.6
September, 1962	131.9	128.7	127.4	125.8	129.0	128.6	129.5
December, 1962	132.3	128.8	127.4	126.2	129.5	129.2	129.8
March, 1963	132.6	128.8	127.5	126.3	129.5	129.2	129.9
June, 1963	134.6	130.7	129.7	128.4	130.8	130.8	131.9
September, 1963	135.2	131.6	130.7	128.7	132.4	131.8	132.7
December, 1963	135.4	131.7	131.0	128.8	132.8	132.0	132.9

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

(c) *Industry Groups, Australia.*—The following table shows for Australia the weighted average minimum weekly rates of wage for each industry group, for all manufacturing groups and for all groups combined, except rural. Corresponding index numbers are also given with the weighted average for all groups for the year 1954 as base (= 100).

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

*Weighted Average Minimum Weekly Rates payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.*

Industry Group.	End of December—													
	1939.		1945.		1950.		1955.		1960.		1962.		1963.	
RATES OF WAGE.(b)														
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
Mining and Quarrying(c)	109	11	138	8	259	7	366	10	414	8	420	11	439	5
Manufacturing—														
Engineering, Metals, Vehicles, etc.	99	10	122	2	201	8	294	9	350	2	361	5	369	6
Textiles, Clothing and Footwear	93	1	115	10	197	5	285	0	340	5	352	2	359	1
Food, Drink and Tobacco	99	1	119	11	201	5	295	9	352	3	363	6	371	3
Sawmilling, Furniture, etc.	97	6	117	11	196	0	288	10	346	2	356	4	363	11
Paper, Printing, etc.	104	7	127	8	214	3	312	6	379	2	393	5	399	11
Other Manufacturing	96	5	118	7	197	7	291	4	347	2	360	5	367	2
All Manufacturing Groups	98	8	120	8	200	10	294	1	350	6	362	3	369	10
Building and Construction	99	3	119	8	198	7	295	6	357	6	370	2	380	1
Railway Services	94	6	117	9	195	10	290	11	346	6	357	10	367	3
Road and Air Transport	99	1	121	7	197	11	294	3	352	6	364	2	371	3
Shipping and Stevedoring(d)	91	0	117	7	196	7	276	11	344	7	356	3	368	7
Communication	97	10	123	9	213	4	316	6	384	11	397	1	411	3
Wholesale and Retail Trade	98	6	119	5	200	10	297	9	357	1	368	7	376	3
Public Authority (n.e.i.) and Community and Business Services	91	11	113	9	192	1	289	10	348	1	358	1	366	10
Amusement, Hotels, Personal Service, etc.	94	1	115	3	192	4	283	7	337	4	348	6	354	6
All Industry Groups(a)	98	4	120	7	202	0	297	0	355	0	366	7	375	3

**INDEX NUMBERS.**

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

Mining and Quarrying(c)	38.9	49.1	91.9	129.9	146.8	149.0	155.6
Manufacturing—							
Engineering, Metals, Vehicles, etc.	35.3	43.3	71.4	104.4	124.0	128.0	130.8
Textiles, Clothing and Footwear	33.0	41.0	69.9	100.9	120.5	124.7	127.1
Food, Drink and Tobacco	35.1	42.5	71.3	104.7	124.7	128.7	131.5
Sawmilling, Furniture, etc.	34.5	41.8	69.4	102.3	122.6	126.2	128.9
Paper, Printing, etc.	37.0	45.2	75.9	110.7	134.3	139.3	141.6
Other Manufacturing	34.1	42.0	70.0	103.2	122.9	127.6	130.0
All Manufacturing Groups	34.9	42.7	71.1	104.1	124.1	128.3	131.0
Building and Construction	35.1	42.4	70.3	104.6	126.6	131.1	134.6
Railway Services	33.5	41.7	69.3	103.0	122.7	126.7	130.0
Road and Air Transport	35.1	43.0	70.1	104.2	124.8	128.9	131.5
Shipping and Stevedoring(d)	32.2	41.6	69.6	98.1	122.0	126.1	130.5
Communication	34.6	43.8	75.5	112.1	136.3	140.6	145.6
Wholesale and Retail Trade	34.9	42.3	71.1	105.4	126.4	130.5	133.2
Public Authority (n.e.i.) and Community and Business Services	32.5	40.3	68.0	102.6	123.2	126.8	129.9
Amusement, Hotels, Personal Service, etc.	33.3	40.8	68.1	100.4	119.4	123.4	125.5
All Industry Groups(a)	34.8	42.7	71.5	105.2	125.7	129.8	132.9

(a) Excludes rural industry. (b) See note (b) to previous table. (c) For mining, the average rates of wage are those prevailing at the principal mining centres in each State. They include lead bonuses, etc. (d) Average rates of wage are for occupations other than masters, officers and engineers in the Merchant Marine Service, and include the value of keep, where supplied.

(d) *Components of Total Wage Rate.*—A dissection of weighted average minimum weekly wage rates for adult males into the three components of the total minimum wage, i.e. basic wage, margin and loading, is given in the following two tables, separate particulars being shown for employees covered by awards, etc., within Commonwealth and State jurisdictions. For the purposes of the index the Commonwealth jurisdiction embraces awards of, or agreements registered with, the Commonwealth Conciliation and Arbitration Commission, and determinations of the Commonwealth Public Service Arbitrator. State jurisdictions embrace awards or determinations of, or agreements registered with, State industrial tribunals, together with certain unregistered agreements, where these are dominant in the particular industries to which they refer.

The basic wage rates shown in this section are weighted averages of the rates prescribed in awards, etc., for the occupations included in the index for each State. For industries other than mining, metropolitan basic wage rates have

generally been used. However, there are a number of occupations for which basic wage rates other than the metropolitan rate are prescribed. Also, in some States at various times, State Government employees under Commonwealth awards have been paid State basic wage rates, and the basic wage rates of some employees have been subject to automatic quarterly adjustments while those of other employees within the same jurisdiction have remained unchanged. In all such cases the basic wage rate actually paid is used in tables below. For these and other reasons, the weighted average basic wage rates differ, in the majority of cases, from the metropolitan basic wage rates shown in other sections of this chapter.

Margins are minimum amounts, in addition to the basic wage, awarded to particular classifications of employees for features attaching to their work, such as skill, experience, arduousness and other like factors.

Loadings are minimum amounts, in addition to the basic wage and margin (if any), awarded for various kinds of disabilities associated with the performance of work, or to meet particular circumstances. They include payments such as industry loadings and other general loadings prescribed in awards, etc., for the occupations included in the index.

For a more detailed description of this dissection of weekly wage rates into components and for tables for each State and Australia, according to jurisdiction, extending back to 1939, see the Statistical Bulletins S.B. 123—*Minimum Weekly Wage Rates, 1939 to 1959*, and S.B. 31—*Minimum Wage Rates, January, 1960 to June, 1963*.

The following table shows the components of the total minimum weekly wage rate for each State and Australia as at 31st December, 1962, and 31st December, 1963, according to jurisdiction. Long term tables for each State and Australia extending back to December, 1941, appear in Section V. of the Appendix.

**WEEKLY WAGE RATES: ADULT MALES, COMPONENTS OF TOTAL WAGE RATE.(a)**

*Weighted Averages of Minimum Weekly Rates Payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements.*

**31st DECEMBER, 1962.**

Jurisdiction and Components of Total Wage Rate.(b)	N.S.W.	Vic.	Qld.	S A.	W.A.	Tas.	Aust.
<i>Commonwealth Awards, etc.—</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>	<i>s. d.</i>
Basic Wage ..	294 7	287 5	279 5	283 6	288 4	293 4	289 7
Margin ..	72 6	67 7	79 5	74 1	86 7	64 10	71 3
Loading ..	5 3	3 8	4 9	2 9	2 10	2 6	4 1
<b>Total Wage Rate</b>	<b>372 4</b>	<b>358 8</b>	<b>363 7</b>	<b>360 4</b>	<b>377 9</b>	<b>360 8</b>	<b>364 11</b>
<i>State Awards, etc.—</i>							
Basic Wage ..	299 11	287 9	284 11	283 1	298 2	294 2	293 1
Margin ..	68 6	80 9	69 2	57 2	62 2	67 5	69 4
Loading ..	6 8	6 4	4 6	7 9	3 9	9 4	5 11
<b>Total Wage Rate</b>	<b>375 1</b>	<b>374 10</b>	<b>358 7</b>	<b>348 0</b>	<b>364 1</b>	<b>370 11</b>	<b>368 4</b>
<i>All Awards, etc.—</i>							
Basic Wage ..	297 2	287 6	283 10	283 5	297 1	293 8	291 3
Margin ..	70 7	71 8	71 3	68 10	65 1	65 10	70 4
Loading ..	5 11	4 6	4 7	4 3	3 6	5 3	5 0
<b>Total Wage Rate</b>	<b>373 8</b>	<b>363 8</b>	<b>359 8</b>	<b>356 6</b>	<b>365 8</b>	<b>364 9</b>	<b>366 7</b>

For footnotes see next page.

## WEEKLY WAGE RATES: ADULT MALES, COMPONENTS OF TOTAL WAGE RATE.(a)—continued.

31st DECEMBER, 1963

Jurisdiction and Components of Total Wage Rate.(b)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
<i>Commonwealth Awards, etc.—</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>	<i>s. d.</i>
Basic Wage ..	295 3	287 5	279 5	283 6	288 5	293 4	289 10
Margin ..	80 3	74 10	88 2	81 8	97 11	71 2	78 9
Loading ..	5 7	4 2	5 4	2 9	2 10	3 4	4 7
<i>Total Wage Rate</i>	<i>381 1</i>	<i>366 5</i>	<i>372 11</i>	<i>367 11</i>	<i>389 2</i>	<i>367 10</i>	<i>373 2</i>
<i>State Awards, etc.—</i>							
Basic Wage ..	302 10	287 9	286 11	283 1	300 11	294 9	295 0
Margin ..	73 2	89 5	76 9	62 6	67 5	76 3	75 8
Loading ..	7 10	7 6	5 5	8 6	4 9	9 7	6 10
<i>Total Wage Rate</i>	<i>383 10</i>	<i>384 8</i>	<i>369 1</i>	<i>354 1</i>	<i>373 1</i>	<i>380 7</i>	<i>377 6</i>
<i>All Awards, etc.—</i>							
Basic Wage ..	298 10	287 6	285 5	283 5	299 5	293 11	292 4
Margin ..	76 10	79 5	79 2	75 9	71 0	73 1	77 3
Loading ..	6 8	5 1	5 4	4 6	4 7	5 10	5 8
<i>Total Wage Rate</i>	<i>382 4</i>	<i>372 0</i>	<i>369 11</i>	<i>363 8</i>	<i>375 0</i>	<i>372 10</i>	<i>375 3</i>

(a) Excludes rural industry. The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends. (b) For definitions see text above.

The components of the total minimum weekly wage rate for Australia, according to jurisdiction, for the years 1939 to 1963, are shown in the following table.

## WEEKLY WAGE RATES: ADULT MALES, COMPONENTS OF TOTAL WAGE RATE(a), AUSTRALIA.

Weighted Averages of Minimum Weekly Rates payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements,

Jurisdiction and Components of Total Wage Rate.(b)	End of December—					
	1939.	1945.	1950.	1960.	1962.	1963.
<i>Commonwealth Awards, etc.—</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>
Basic Wage ..	79 5	97 3	162 2	278 2	289 7	289 10
Margin ..	17 3	19 4	35 8	70 1	71 3	78 9
Loading ..	0 4	4 1	3 11	3 2	4 1	4 7
<i>Total Wage Rate</i>	<i>97 0</i>	<i>120 8</i>	<i>201 9</i>	<i>351 5</i>	<i>364 11</i>	<i>373 2</i>
<i>State Awards, etc.—</i>						
Basic Wage ..	81 11	98 1	161 8	285 2	293 1	295 0
Margin ..	17 4	20 0	35 3	68 5	69 4	75 8
Loading ..	0 6	2 5	5 5	5 3	5 11	6 10
<i>Total Wage Rate</i>	<i>99 9</i>	<i>120 6</i>	<i>202 4</i>	<i>358 10</i>	<i>368 4</i>	<i>377 6</i>
<i>All Awards, etc.—</i>						
Basic Wage ..	80 8	97 8	161 11	281 7	291 3	292 4
Margin ..	17 3	19 8	35 6	69 3	70 4	77 3
Loading ..	0 5	3 3	4 7	4 2	5 0	5 8
<i>Total Wage Rate</i>	<i>98 4</i>	<i>120 7</i>	<i>202 0</i>	<i>355 0</i>	<i>366 7</i>	<i>375 3</i>

For footnotes see table above.

(ii) *Adult Females.*—(a) *Industry Groups, States.* The following tables show the weighted average minimum weekly rates of wage payable to adult female workers, for a full week's work, at 31st December, 1962, and 31st December, 1963, in each of the principal industry groups.

**WEEKLY RATES OF WAGE: ADULT FEMALES, INDUSTRY GROUPS,(a)**  
31st DECEMBER, 1962.

*Weighted Average Minimum Weekly Rates payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.*

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE.(b)							
Manufacturing—	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Engineering, Metals, Vehicles, etc.	264 1	255 0	249 5	247 5	261 3	250 4	258 4
Textiles, Clothing and Footwear	251 4	248 1	249 4	250 2	254 4	242 3	249 6
Food, Drink and Tobacco	267 7	250 10	251 1	246 3	244 3	243 10	255 11
Other Manufacturing	262 4	254 2	255 11	246 4	255 7	245 11	257 8
All Manufacturing Groups	258 6	250 6	251 2	247 8	253 2	244 1	253 8
Transport and Communication	276 1	265 9	266 0	263 7	267 9	268 1	269 10
Wholesale and Retail Trade	288 11	270 10	260 11	258 9	266 8	247 2	274 3
Public Authority (n.e.i.) and Community and Business Services	276 9	265 2	255 6	257 10	253 4	273 8	267 4
Amusement, Hotels, Personal Service, etc.	260 1	247 10	248 1	238 11	271 5	244 9	254 6
All Industry Groups(a)	269 1	256 8	255 9	252 4	262 2	248 4	261 6

**INDEX NUMBERS.**

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

Manufacturing—	132.7	128.1	125.3	124.3	131.2	125.7	129.8
Engineering, Metals, Vehicles, etc.	126.2	124.6	125.2	125.7	127.8	121.7	125.3
Textiles, Clothing and Footwear	134.4	126.0	126.1	123.7	122.7	122.5	128.6
Food, Drink and Tobacco	131.8	127.7	128.6	123.7	128.4	123.5	129.4
Other Manufacturing	129.8	125.8	126.2	124.4	127.2	122.6	127.4
All Manufacturing Groups	138.7	133.5	133.6	132.4	134.5	134.7	135.5
Transport and Communication	145.1	136.0	131.1	130.0	134.0	124.2	137.8
Wholesale and Retail Trade	139.0	133.2	128.3	129.5	127.3	137.5	134.3
Public Authority (n.e.i.) and Community and Business Services	130.6	124.5	124.6	120.0	136.3	122.9	127.8
Amusement, Hotels, Personal Service, etc.	135.2	128.9	128.5	126.7	131.7	124.7	131.4
All Industry Groups(a)							

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends.

**WEEKLY RATES OF WAGE: ADULT FEMALES, INDUSTRY GROUPS,(a)**  
31st DECEMBER, 1963.

*Weighted Average Minimum Weekly Rates payable for a Full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.*

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE.(b)							
Manufacturing—	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Engineering, Metals, Vehicles, etc.	266 8	259 1	254 8	248 10	263 3	253 4	261 5
Textiles, Clothing and Footwear	254 7	251 4	254 0	253 6	258 1	245 4	252 11
Food, Drink and Tobacco	270 7	254 0	253 7	248 1	249 5	243 10	259 2
Other Manufacturing	265 6	257 3	261 11	248 5	258 9	247 9	260 11
All Manufacturing Groups	261 7	253 10	256 2	249 11	256 10	246 6	256 11
Transport and Communication	283 3	271 3	273 8	268 6	274 5	273 0	276 4
Wholesale and Retail Trade	296 9	276 2	267 1	262 0	269 9	251 1	280 8
Public Authority (n.e.i.) and Community and Business Services	288 11	269 11	261 10	260 1	259 5	280 2	275 5
Amusement, Hotels, Personal Service, etc.	263 9	250 10	253 1	241 5	277 2	248 3	258 3
All Industry Groups(a)	274 7	260 7	261 6	255 1	266 5	251 11	266 3

**INDEX NUMBERS.**

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

Manufacturing—	134.0	130.1	127.9	125.0	132.2	127.3	131.3
Engineering, Metals, Vehicles, etc.	127.9	126.2	127.6	127.3	129.6	123.2	127.0
Textiles, Clothing and Footwear	135.9	127.6	128.4	124.6	125.3	123.5	130.2
Food, Drink and Tobacco	133.4	129.2	131.6	124.8	130.0	124.4	131.1
Other Manufacturing	131.4	127.5	128.7	125.5	129.0	123.8	129.1
All Manufacturing Groups	142.3	136.3	137.5	134.9	137.8	137.1	138.8
Transport and Communication	149.1	138.7	134.2	131.6	135.5	126.1	141.0
Wholesale and Retail Trade	145.1	135.6	131.5	130.6	130.3	140.7	138.3
Public Authority (n.e.i.) and Community and Business Services	132.5	126.0	127.1	121.3	139.2	124.7	129.7
Amusement, Hotels, Personal Service, etc.	137.9	130.9	131.4	128.1	133.8	126.5	133.7
All Industry Groups(a)							

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) see note (b) to table above.

(b) *Summary, States.*—The following table shows the weighted average minimum weekly rates of wage payable to adult female workers for a full week's work in each State and Australia at the dates specified. Index numbers with the weighted average for Australia for the year 1954 as base (= 100) are also shown. This series has not been compiled for the years prior to 1951.

#### WEEKLY WAGE RATES : ADULT FEMALES, ALL GROUPS.(a)

*Weighted Average Minimum Weekly Rates payable for a full Week's Work (excluding overtime), as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.*

End of—	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE.(b)							
December 1951	172 4	172 2	161 2	170 3	162 6	165 7	170 4
" 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
" 1958	229 0	227 6	215 3	223 9	214 1	221 3	225 8
" 1959	249 3	241 3	229 8	239 2	224 1	234 3	242 2
" 1960	261 3	246 7	239 4	242 11	251 2	238 10	251 8
" 1961	269 2	256 7	255 6	252 0	256 7	248 3	261 2
March, 1962	269 1	256 8	255 11	252 0	256 7	248 4	261 2
June, 1962	269 1	256 8	255 11	252 0	256 7	248 4	261 2
September, 1962	268 9	256 8	255 9	252 2	256 8	248 4	261 1
December, 1962	269 1	256 8	255 9	252 4	262 2	248 4	261 6
March, 1963	270 0	256 8	255 9	252 4	262 2	248 4	261 11
June, 1963	272 3	259 10	258 8	253 10	263 11	249 8	264 5
September, 1963	274 6	260 7	261 4	255 1	265 10	251 7	266 2
December, 1963	274 7	260 7	261 6	255 1	266 5	251 11	266 3

#### INDEX NUMBERS.

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

December, 1951	86.6	86.5	81.0	85.5	81.6	83.2	85.6
" 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
" 1958	115.0	114.3	108.1	112.4	107.5	111.1	113.4
" 1959	125.2	121.2	115.4	120.1	112.6	117.7	121.6
" 1960	131.2	123.9	120.2	122.0	126.2	120.0	126.4
" 1961	135.2	128.9	128.3	126.6	128.9	124.7	131.2
March, 1962	135.2	128.9	128.6	126.6	128.9	124.7	131.2
June, 1962	135.2	128.9	128.6	126.6	128.9	124.7	131.2
September, 1962	135.0	128.9	128.5	126.7	128.9	124.7	131.1
December, 1962	135.2	128.9	128.5	126.7	131.7	124.7	131.4
March, 1963	135.6	128.9	128.5	126.7	131.7	124.7	131.6
June, 1963	136.8	130.5	129.9	127.5	132.6	125.4	132.8
September, 1963	137.9	130.9	131.3	128.1	133.5	126.4	133.7
December, 1963	137.9	130.9	131.4	128.1	133.8	126.5	133.7

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms indicative of trends.



(c) *Industry Groups, Australia.*—The following table shows for Australia the weighted average minimum weekly rates of wage for each of the industry groups in which the number of females is significant, for all manufacturing groups and for all groups combined, at the dates specified. Corresponding index numbers are also given with the weighted average for all groups for the year 1954 as base (= 100).

**WEEKLY WAGE RATES : ADULT FEMALES, INDUSTRY GROUPS,(a)**  
**AUSTRALIA.**

*Weighted Average Minimum Weekly Rates payable for a Full Week's Work (excluding overtime) as prescribed in Awards, Determinations and Agreements, and Index Numbers of Wage Rates.*

Industry Group.	End of December—					
	1951.	1955.	1960.	1961.	1962.	1963.

**RATES OF WAGE.(b)**

	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
Manufacturing—												
Engineering, Metals, Vehicles, etc. ..	170	11	206	6	249	9	258	5	258	4	261	5
Textiles, Clothing and Footwear ..	171	2	200	11	240	8	249	6	249	6	252	11
Food, Drink and Tobacco ..	165	9	206	10	246	4	256	0	255	11	259	2
Other Manufacturing ..	168	9	203	7	248	0	257	3	257	8	260	11
All Manufacturing Groups ..	169	11	203	4	244	7	253	8	253	8	256	11
Transport and Communication ..	177	6	213	10	260	2	269	7	269	10	276	4
Wholesale and Retail Trade ..	171	1	213	0	263	7	273	10	274	3	280	8
Public Authority (n.e.i.) and Community and Business Services ..	170	1	209	8	257	9	266	6	267	4	275	5
Amusement, Hotels, Personal Service, etc. ..	166	9	201	8	245	0	254	7	254	6	258	3
All Industry Groups ..	170	4	206	11	251	8	261	2	261	6	266	3

**INDEX NUMBERS.**

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

Manufacturing—						
Engineering, Metals, Vehicles, etc. ..	85.9	103.7	125.5	129.8	129.8	131.3
Textiles, Clothing and Footwear ..	86.0	100.9	120.9	125.3	125.3	127.0
Food, Drink and Tobacco ..	83.3	103.9	123.7	128.6	128.6	130.2
Other Manufacturing ..	84.8	102.3	124.6	129.2	129.4	131.1
All Manufacturing Groups ..	85.4	102.1	122.9	127.4	127.4	129.1
Transport and Communication ..	89.2	107.4	130.7	135.4	135.5	138.8
Wholesale and Retail Trade ..	85.9	107.0	132.4	137.5	137.8	141.0
Public Authority (n.e.i.) and Community and Business Services ..	85.4	105.3	129.5	133.9	134.3	138.3
Amusement, Hotels, Personal Service, etc. ..	83.8	101.3	123.1	127.9	127.8	129.7
All Industry Groups ..	85.6	103.9	126.4	131.2	131.4	133.7

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends.

**4. Hourly Wage Rates.—(i) Adult Males.—(a) Industry Groups, States.** The following tables show the weighted average minimum hourly rates of wage payable to adult male workers at 31st December, 1962, and 31st December, 1963.

### HOURLY RATES OF WAGE: ADULT MALES, INDUSTRY GROUPS, 31ST DECEMBER, 1962.(a)

*Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates.*

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
<b>RATES OF WAGE.(b)</b> (Pence.)							
Mining and Quarrying(c) ..	133.56	108.65	131.18	106.07	122.74	110.90	127.81
Manufacturing—							
Engineering, Metals, Vehicles, etc.	108.98	107.78	107.48	107.50	110.20	111.73	108.43
Textiles, Clothing and Footwear	106.85	105.23	105.30	102.08	106.65	103.65	105.65
Food, Drink and Tobacco	109.87	111.92	105.15	104.60	110.55	107.38	109.10
Sawmilling, Furniture, etc.	110.25	105.32	103.35	106.15	106.80	106.43	106.90
Paper, Printing, etc.	116.63	120.93	118.20	115.15	129.00	111.45	118.18
Other Manufacturing	110.42	107.13	103.85	106.26	106.81	107.65	108.18
All Manufacturing Groups	109.75	108.48	106.30	107.00	109.68	109.18	108.70
Building and Construction	114.20	113.50	104.45	108.17	108.15	109.52	111.05
Railway Services	111.77	101.53	109.10	104.15	104.55	108.20	107.38
Road and Air Transport	113.90	107.53	101.60	104.38	110.00	107.65	109.25
Communication	120.17	118.75	118.22	119.27	118.40	118.82	119.27
Wholesale and Retail Trade	111.98	110.70	108.80	106.73	110.85	110.18	110.57
Public Authority (n.e.i.) and Community and Business Services	112.64	109.27	107.01	104.59	106.01	114.19	109.48
Amusement, Hotels, Personal Service, etc.	107.42	101.95	102.98	102.05	104.80	104.86	104.55
All Industry Groups(a) ..	112.34	109.21	108.00	107.08	110.13	109.71	110.16

### INDEX NUMBERS.

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

Mining and Quarrying(c) ..	157.3	128.0	154.5	124.9	144.6	130.6	150.5
Manufacturing—							
Engineering, Metals, Vehicles, etc.	128.4	126.9	126.6	126.6	129.8	131.6	127.7
Textiles, Clothing and Footwear	125.9	123.9	124.0	120.2	125.6	122.1	124.4
Food, Drink and Tobacco	129.4	131.8	123.9	123.2	130.2	126.5	128.5
Sawmilling, Furniture, etc.	129.9	124.1	121.7	125.0	125.8	125.4	125.9
Paper, Printing, etc.	137.4	142.4	139.2	135.6	151.9	131.3	139.2
Other Manufacturing	130.1	126.2	122.3	125.2	125.8	126.8	127.4
All Manufacturing Groups	129.3	127.8	125.2	126.0	129.2	128.6	128.0
Building and Construction	134.5	133.7	123.0	127.4	127.4	129.0	130.8
Railway Services	131.6	119.6	128.5	122.7	123.1	127.4	126.5
Road and Air Transport	134.2	126.7	119.7	122.9	129.6	126.8	128.7
Communication	141.5	139.9	139.2	140.5	139.5	140.0	140.5
Wholesale and Retail Trade	131.9	130.4	128.2	125.7	130.6	129.8	130.2
Public Authority (n.e.i.) and Community and Business Services	132.7	128.7	126.0	123.2	124.9	134.5	129.0
Amusement, Hotels, Personal Service, etc.	126.5	120.1	121.3	120.2	123.4	123.5	123.1
All Industry Groups(a) ..	132.3	128.6	127.2	126.1	129.7	129.2	129.8

(a) Excludes rural industry, and shipping and stevedoring. The former is not included in the Minimum Wage Rate Index and for the latter definite particulars for the computation of hourly wage rates are not available.

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

(c) For mining, the average rates of wage are those prevailing at the principal mining centres in each State. They include lead bonuses, etc.

**HOURLY RATES OF WAGE: ADULT MALES, INDUSTRY GROUPS,  
31ST DECEMBER, 1963.(a)**

*Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates.*

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
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**RATES OF WAGE.(b)**

(Pence.)

Mining and Quarrying(c)	141.45	111.08	134.60	108.15	125.37	114.50	133.43
Manufacturing—							
Engineering, Metals, Vehicles, etc.	111.25	110.10	111.00	109.63	112.95	114.20	110.85
Textiles, Clothing and Footwear	108.90	107.30	107.80	104.03	109.18	105.43	107.72
Food, Drink and Tobacco	111.34	114.53	108.80	106.25	112.55	109.63	111.43
Sawmilling, Furniture, etc.	112.65	107.10	105.92	108.25	109.35	108.38	109.18
Paper, Printing, etc.	118.28	122.46	122.25	117.90	131.70	112.60	120.13
Other Manufacturing	112.18	109.41	106.22	108.19	108.95	109.41	110.21
All Manufacturing Groups	111.80	110.73	109.55	109.05	112.16	111.20	110.98
Building and Construction	117.13	116.93	106.93	110.40	112.43	111.53	114.02
Railway Services	114.85	103.40	112.82	106.33	106.80	111.85	110.20
Road and Air Transport	115.93	109.70	103.80	106.18	112.58	109.60	111.38
Communication	124.15	123.23	122.63	123.92	122.80	123.44	123.53
Wholesale and Retail Trade	114.17	113.30	111.32	108.38	113.08	112.73	112.88
Public Authority (n.e.i.) and Community and Business Services	115.63	111.38	110.25	107.01	108.26	116.78	112.15
Amusement, Hotels, Personal Service, etc.	109.20	103.60	105.17	103.73	106.97	106.72	106.35
All Industry Groups(a)	114.94	111.68	111.08	109.18	112.91	112.06	112.76

**INDEX NUMBERS.**

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

Mining and Quarrying(c)	166.6	130.8	158.5	127.4	147.7	134.9	157.2
Manufacturing—							
Engineering, Metals, Vehicles, etc.	131.0	129.7	130.7	129.1	133.0	134.5	130.6
Textiles, Clothing and Footwear	128.3	126.4	127.0	122.5	128.6	124.2	126.9
Food, Drink and Tobacco	131.1	134.9	128.2	125.1	132.6	129.1	131.2
Sawmilling, Furniture, etc.	132.7	126.1	124.8	127.5	128.8	127.7	128.6
Paper, Printing, etc.	139.3	144.2	144.0	138.9	155.1	132.6	141.5
Other Manufacturing	132.1	128.9	125.1	127.4	128.3	128.9	129.8
All Manufacturing Groups	131.7	130.4	129.0	128.4	132.1	131.0	130.7
Building and Construction	138.0	137.7	125.9	130.0	132.4	131.4	134.3
Railway Services	135.3	121.8	132.9	125.2	125.8	131.7	129.8
Road and Air Transport	136.5	129.2	122.3	125.1	132.6	129.1	131.2
Communication	146.2	145.1	144.4	146.0	144.6	145.4	145.5
Wholesale and Retail Trade	134.5	133.5	131.1	127.7	133.2	132.8	133.0
Public Authority (n.e.i.) and Community and Business Services	136.2	131.2	129.9	126.0	127.5	137.6	132.1
Amusement, Hotels, Personal Service, etc.	128.6	122.0	123.9	122.2	126.0	125.7	125.3
All Industry Groups(a)	135.4	131.5	130.8	128.6	133.0	132.0	132.8

(a) Excludes rural industry, and shipping and stevedoring. The former is not included in the Minimum Wage Rate Index and for the latter definite particulars for the computation of hourly wage rates are not available. (b) The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends. (c) For mining, the average rates of wage are those prevailing at the principal mining centres in each State. They include lead bonuses, etc.

(b) *Summary, States.*—The following table shows the weighted average minimum hourly rates of wage payable to adult males in each State and Australia at the dates specified. Index numbers are also given for each State with the weighted average for Australia for the year 1954 as base (= 100).

**HOURLY WAGE RATES: ADULT MALES, ALL GROUPS.(a)***Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates.*

End of December—	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
<b>RATES OF WAGE.(b)</b> (Pence.)							
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
1960 .. ..	109.09	105.08	105.35	102.73	107.87	105.70	106.71
1961 .. ..	112.29	108.76	108.05	106.46	109.53	109.03	109.91
1962 .. ..	112.34	109.21	108.00	107.08	110.13	109.71	110.16
1963 .. ..	114.94	111.68	111.08	109.18	112.91	112.06	112.76

**INDEX NUMBERS.***(Base: Weighted Average Hourly Wage Rate, Australia, 1954 = 100.)*

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
1960 .. ..	128.5	123.8	124.1	121.0	127.1	124.5	125.7
1961 .. ..	132.3	128.1	127.3	125.4	129.0	128.4	129.5
1962 .. ..	132.3	128.6	127.2	126.1	129.7	129.2	129.8
1963 .. ..	135.4	131.5	130.8	128.6	133.0	132.0	132.8

(a) All industry groups except rural industry, and shipping and stevedoring. The former is not included in the Minimum Wage Rate Index and for the latter definite particulars for the computation of hourly wage rates are not available.

(b) See note (b) to table on page 65.

(c) *Industry Groups, Australia.*—The following table shows for Australia weighted average minimum hourly rates of wage for each industry group, for all manufacturing groups and for all groups combined, except rural industry. Corresponding index numbers are also given with the weighted average for all groups for the year 1954 as base (= 100).

**HOURLY WAGE RATES: ADULT MALES, INDUSTRY GROUPS, AUSTRALIA.(a)***Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates.*

Industry Group.	End of December—						
	1939.	1945.	1950.	1960.	1961.	1962.	1963.
<b>RATES OF WAGE.(b)</b> (Pence.)							
Mining and Quarrying(c) ..	31.85	40.69	78.70	125.91	128.74	127.81	133.43
Manufacturing—							
Engineering, Metals, Vehicles, etc	27.24	33.35	60.50	105.05	108.45	108.43	110.85
Textiles, Clothing and Footwear	25.37	31.60	59.22	102.13	105.60	105.65	107.72
Food, Drink and Tobacco ..	27.06	32.88	60.40	105.73	108.95	109.10	111.43
Sawmilling, Furniture, etc. ..	26.59	32.17	58.80	103.85	106.93	106.90	109.18
Paper, Printing, etc. ..	28.64	35.16	64.36	113.90	117.27	118.18	120.13
Other Manufacturing ..	26.30	32.41	59.29	104.20	107.85	108.18	110.21
All Manufacturing Groups ..	26.93	32.99	60.25	105.18	108.60	108.70	110.98
Building and Construction ..	27.07	32.66	59.57	107.25	109.85	111.05	114.02
Railway Services ..	25.78	32.12	58.76	103.98	107.33	107.38	110.20
Road and Air Transport ..	26.90	33.20	59.38	105.75	109.00	109.25	111.38
Communication ..	26.73	33.81	64.05	115.62	119.27	119.27	123.53
Wholesale and Retail Trade ..	26.55	32.55	60.25	107.12	110.20	110.57	112.88
Public Authority (n.e.l.) and Community and Business Services ..	25.88	32.09	58.72	106.42	109.40	109.48	112.15
Amusement, Hotels, Personal Service, etc. ..	25.26	31.21	57.50	101.20	104.45	104.55	106.35
All Industry Groups(a) ..	26.91	33.05	60.70	106.71	109.91	110.16	112.76

For footnotes see next page.

HOURLY WAGE RATES: ADULT MALES, ETC.—*continued.*

Industry Group.	End of December—						
	1939.	1945.	1950.	1960.	1961.	1962.	1963.
INDEX NUMBERS. (Base: Weighted Average Hourly Wage Rate, Australia, 1954 = 100.)							
Mining and Quarrying(c) ..	37.5	47.9	92.7	148.3	151.6	150.5	157.2
Manufacturing—							
Engineering, Metals, Vehicles, etc.	32.1	39.3	71.3	123.7	127.7	127.7	130.6
Textiles, Clothing and Footwear	29.9	37.2	69.8	120.3	124.4	124.4	126.9
Food, Drink and Tobacco	31.9	38.7	71.1	124.5	128.3	128.5	131.2
Sawmilling, Furniture, etc.	31.3	37.9	69.3	122.3	125.9	125.9	128.6
Paper, Printing, etc.	33.7	41.4	75.8	134.2	138.1	139.2	141.5
Other Manufacturing	31.0	38.2	69.8	122.7	127.0	127.4	129.8
All Manufacturing Groups	31.7	38.9	71.0	123.9	127.9	128.0	130.7
Building and Construction ..	31.9	38.5	70.2	126.3	129.4	130.8	134.3
Railway Services ..	30.4	37.8	69.2	122.5	126.4	126.5	129.8
Road and Air Transport ..	31.7	39.1	69.9	124.6	128.4	128.7	131.2
Communication ..	31.5	39.8	75.4	136.2	140.5	140.5	145.5
Wholesale and Retail Trade ..	31.3	38.3	71.0	126.2	129.8	130.2	133.0
Public Authority (n.e.i.) and Community and Business Services ..	30.5	37.8	69.2	125.3	128.9	129.0	132.1
Amusement, Hotels, Personal Service, etc. ..	29.8	36.8	67.7	119.2	123.0	123.1	125.2
All Industry Groups(a) ..	31.7	38.9	71.5	125.7	129.5	129.8	132.7

(a) Excludes rural industry, and shipping and stevedoring. The former is not included in the Minimum Wage Rate Index and for the latter definite particulars for the computation of hourly rates of wage are not available. (b) See note (b) to table on page 65. (c) For mining, the average rates of wage are those prevailing at the principal mining centres in each State. They include lead bonuses, etc.

(ii) *Adult Females.*—(a) *Industry Groups, States.* The following tables show the weighted average minimum hourly rates of wage payable to adult female workers at 31st December, 1962, and 31st December, 1963, in the principal industry groups, and corresponding index numbers.

HOURLY RATES OF WAGE: ADULT FEMALES, INDUSTRY GROUPS,  
31ST DECEMBER, 1962.(a)

Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates.

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE.(b) (Pence.)							
Manufacturing—							
Engineering, Metals, Vehicles, etc.	79.28	76.75	74.83	74.23	78.38	75.10	77.62
Textiles, Clothing and Footwear	75.49	74.42	74.80	75.05	76.30	72.68	74.89
Food, Drink and Tobacco	80.27	75.25	75.32	73.88	73.28	73.15	76.78
Other Manufacturing	79.11	76.37	76.78	74.16	76.67	73.78	77.55
All Manufacturing Groups	77.71	75.21	75.35	74.36	75.95	73.22	76.20
Transport and Communication ..	87.09	84.05	84.42	83.59	84.82	88.62	85.41
Wholesale and Retail Trade ..	87.66	81.25	78.28	77.63	80.00	74.15	82.65
Public Authority (n.e.i.) and Community and Business Services ..	86.28	81.07	78.13	78.95	77.08	87.11	82.40
Amusement, Hotels, Personal Service, etc. ..	79.21	74.46	74.59	71.95	81.59	74.47	77.00
All Industry Groups(a) ..	81.68	77.37	77.30	76.14	79.09	75.33	79.10

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

Manufacturing—							
Engineering, Metals, Vehicles, etc.	131.7	127.5	124.3	123.3	130.2	124.7	128.9
Textiles, Clothing and Footwear	125.4	123.6	124.2	124.6	126.7	120.7	124.4
Food, Drink and Tobacco	133.3	125.0	125.1	122.7	121.7	121.5	127.5
Other Manufacturing	131.4	126.8	127.5	123.2	127.3	122.5	128.8
All Manufacturing Groups	129.1	124.9	125.1	123.5	126.1	121.6	126.6
Transport and Communication ..	144.6	139.6	140.2	138.8	140.9	147.2	141.9
Wholesale and Retail Trade ..	145.6	134.9	130.0	128.9	132.9	123.2	137.3
Public Authority (n.e.i.) and Community and Business Services ..	143.3	134.6	129.8	131.1	128.0	144.7	136.9
Amusement, Hotels, Personal Service, etc. ..	131.6	123.7	123.9	119.5	135.5	123.7	127.9
All Industry Groups(a) ..	135.7	128.5	128.4	126.5	131.4	125.1	131.4

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) The amounts shown should not be regarded as actual current averages, but as indexes expressed in money terms, indicative of trends.

### HOURLY RATES OF WAGE: ADULT FEMALES, INDUSTRY GROUPS, 31ST DECEMBER, 1963.(a)

*Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates*

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
<b>RATES OF WAGE.(b)</b> (Pence.)							
Manufacturing—							
Engineering, Metals, Vehicles, etc.	80.06	77.98	76.40	74.65	78.98	76.00	78.54
Textiles, Clothing and Footwear	76.47	75.40	76.20	76.05	77.42	73.60	75.91
Food, Drink and Tobacco	81.17	76.20	76.67	74.42	74.83	73.75	77.75
Other Manufacturing	80.07	77.29	78.58	74.79	77.63	74.33	78.53
All Manufacturing Groups	78.63	76.21	76.85	75.03	77.05	73.95	77.17
Transport and Communication	89.35	85.79	86.86	85.15	86.93	90.25	87.47
Wholesale and Retail Trade	90.04	82.85	80.12	78.60	80.93	75.32	84.58
Public Authority (n.e.i.) and Community and Business Services	90.08	82.52	80.07	79.64	78.93	89.18	84.90
Amusement, Hotels, Personal Service, etc.	80.33	75.36	76.10	72.70	83.32	75.53	78.14
All Industry Groups(a)	83.35	78.55	79.04	76.97	80.37	76.42	80.54

#### INDEX NUMBERS.

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

Manufacturing—							
Engineering, Metals, Vehicles, etc.	133.0	129.5	126.9	124.0	131.2	126.2	130.4
Textiles, Clothing and Footwear	127.0	125.2	126.6	126.3	128.6	122.2	126.1
Food, Drink and Tobacco	134.8	126.6	127.3	123.6	124.3	122.5	129.1
Other Manufacturing	133.0	128.4	130.5	124.2	128.9	123.5	130.4
All Manufacturing Groups	130.6	126.6	127.6	124.6	128.0	122.8	128.2
Transport and Communication	148.4	142.5	144.3	141.4	144.4	149.9	145.3
Wholesale and Retail Trade	149.5	137.6	133.1	130.5	134.4	125.1	140.5
Public Authority (n.e.i.) and Community and Business Services	149.6	137.1	133.0	132.3	131.1	148.1	141.0
Amusement, Hotels, Personal Service, etc.	133.4	125.2	126.4	120.7	138.4	125.4	129.8
All Industry Groups(a)	138.4	130.5	131.3	127.8	133.5	126.9	133.8

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) See note (b) to table on page 65.

(b) *Summary, States.*—The following tables show the weighted average minimum hourly rates of wage payable to adult female workers in each State and Australia at the dates specified. Index numbers are also given for each State with the weighted average for Australia for the year 1954 as base (= 100).

#### HOURLY WAGE RATES: ADULT FEMALES, ALL GROUPS.(a)

*Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates.*

End of December—	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
<b>RATES OF WAGE.(b)</b> (Pence.)							
1951 ..	52.30	51.90	48.72	51.37	49.02	50.23	51.51
1955 ..	63.65	63.43	58.72	60.88	59.65	60.67	62.59
1959 ..	75.66	72.72	69.42	72.17	67.57	71.06	73.26
1960 ..	79.31	74.33	72.34	73.30	75.77	72.45	76.13
1961 ..	81.71	77.34	77.23	76.04	77.40	75.30	79.00
1962 ..	81.68	77.37	77.30	76.14	79.09	75.33	79.10
1963 ..	83.35	78.55	79.04	76.97	80.37	76.42	80.54

#### INDEX NUMBERS.

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

1951 ..	86.9	86.2	80.9	85.3	81.4	83.4	85.6
1955 ..	105.7	105.3	97.5	101.1	99.1	100.8	104.0
1959 ..	125.7	120.8	115.3	119.9	112.2	118.0	121.7
1960 ..	131.7	123.5	120.1	121.7	125.8	120.3	126.4
1961 ..	135.7	128.5	128.3	126.3	128.5	125.1	131.2
1962 ..	135.7	128.5	128.4	126.5	131.4	125.1	131.4
1963 ..	138.4	130.5	131.3	127.8	133.5	126.9	133.8

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) See note (b) to table on page 65.

(c) *Industry Groups, Australia*—The following table shows for Australia weighted average minimum hourly rates of wage for each of the industry groups in which the number of females is significant, for all manufacturing groups and for all groups combined, at the dates specified. Corresponding index numbers are also given with the weighted average for all groups for the year 1954 as base (= 100).

**HOURLY WAGE RATES: ADULT FEMALES, INDUSTRY GROUPS, AUSTRALIA. (a)**  
*Weighted Average Minimum Hourly Rates payable and Index Numbers of Hourly Rates.*

Industry Group.	End of December—					
	1951.	1955.	1960.	1961.	1962.	1963.
<b>RATES OF WAGE. (b)</b> (Pence.)						
Manufacturing—						
Engineering, Metals, Vehicles, etc. ..	51.35	62.04	75.04	77.64	77.62	78.54
Textiles, Clothing and Footwear ..	51.38	60.31	72.24	74.89	74.89	75.91
Food, Drink and Tobacco ..	49.73	62.05	73.90	76.80	76.78	77.75
Other Manufacturing ..	50.79	61.27	74.64	77.43	77.55	78.53
All Manufacturing Groups ..	51.04	61.08	73.47	76.20	76.20	77.17
Transport and Communication ..	56.19	67.69	82.35	85.33	85.41	87.47
Wholesale and Retail Trade ..	51.56	64.19	79.43	82.52	82.65	84.58
Public Authority (n.e.i.) and Community and Business Services ..	52.43	64.63	79.45	82.15	82.40	84.90
Amusement, Hotels, Personal Service, etc. ..	50.37	61.02	74.13	77.03	77.00	78.14
All Industry Groups (a) ..	51.51	62.59	76.13	79.00	79.10	80.54

**INDEX NUMBERS.**

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

Manufacturing—						
Engineering, Metals, Vehicles, etc. ..	85.3	103.0	124.6	128.9	128.9	130.4
Textiles, Clothing and Footwear ..	85.3	100.2	120.0	124.4	124.4	126.1
Food, Drink and Tobacco ..	82.6	103.1	122.7	127.6	127.5	129.1
Other Manufacturing ..	84.4	101.8	124.0	128.6	128.8	130.4
All Manufacturing Groups ..	84.8	101.4	122.0	126.6	126.6	128.2
Transport and Communication ..	93.3	112.4	136.8	141.7	141.9	145.3
Wholesale and Retail Trade ..	85.6	106.6	131.9	137.1	137.3	140.5
Public Authority (n.e.i.) and Community and Business Services ..	87.1	107.3	132.0	136.4	136.9	141.0
Amusement, Hotels, Personal Service, etc. ..	83.7	101.3	123.1	127.9	127.9	129.8
All Industry Groups (a) ..	85.6	104.0	126.4	131.2	131.4	133.8

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) See note (b) to table on page 65.

**5. Standard Hours of Work.**—(i) *General.* In the fixation of weekly wage rates most industrial tribunals prescribe the number of hours constituting a full week's work for the wage rates specified. The hours of work so prescribed form the basis of the compilation of the weighted averages and index numbers on pages 68–77.

The main features of the reduction of hours to 44 and later to 40 per week are summarized below. In considering such changes it must be remembered that even within individual States the authority to alter conditions of work is divided between Commonwealth and State industrial tribunals and the various legislatures, and that the State legislation usually does not apply to employees covered by awards of the Commonwealth Conciliation and Arbitration Commission. However, it may do so in respect of matters not treated in Commonwealth awards.

(ii) *The 44-hour Week.*—No permanent reduction to a 44-hour week was effected until 1925, although temporary reductions had been achieved earlier. In 1920 the New South Wales legislature granted a 44-hour week to most industries, but in the following year this provision was withdrawn. Also in 1920 the President of the Commonwealth Court of Conciliation and Arbitration (Higgins J.), after inquiry, granted a 44-hour week to the Timber Workers' Union, and in the following year extended the same privilege to the Amalgamated Society of Engineers. In 1921, however, a reconstituted Commonwealth Court of Conciliation and Arbitration unanimously rejected applications by five trade unions for the shorter standard week and reintroduced the 48-hour week in the case of the above-mentioned two unions then working 44 hours. During 1924 the Queensland Parliament passed legislation to operate from 1st July, 1925, granting the 44-hour standard week to employees whose conditions of work were regulated by awards and agreements of the Queensland State industrial authority. Similar legislative action in New South Wales led to the re-introduction of the 44-hour week in that State as from 4th January, 1926.

In 1927 after an exhaustive inquiry the Commonwealth Court of Conciliation and Arbitration granted a 44-hour week to the Amalgamated Engineering Union and intimated that this reduction in standard hours of work would be extended to industries operating under conditions similar to those in the engineering industry. Applications for the shorter hours by other unions were, however, treated individually, the nature of the industry, the problem of production, the financial status and the amount of foreign competition being fully investigated. The economic depression delayed the extension of the standard 44-hour week until the subsequent improvement in economic conditions made possible its general extension to employees under Commonwealth awards.

In States other than New South Wales and Queensland no legislation was passed to reduce the standard hours of work so that, for employees not covered by Commonwealth awards, the change had to be effected by decisions of the appropriate industrial tribunals. In these cases the date on which the reduction to 44 hours was implemented depended on the decision of the tribunals in particular industries, employees in some industries receiving the benefit of the reduced hours years ahead of those in others. In these States the change to the shorter week extended over the years from 1926 to 1941.

(iii) *The 40-hour Week.*—(a) *Standard Hours Inquiry, 1947.*—Soon after the end of the 1939–45 War, applications were made to the Commonwealth Court of Conciliation and Arbitration for the introduction of a 40-hour week, and the hearing by the Court commenced in October, 1945. Before the Court gave its decision the New South Wales Parliament passed legislation granting a 40-hour week, operative from 1st July, 1947, to industries and trades regulated by State awards and agreements, and in Queensland similar legislation was introduced in Parliament providing for the 40-hour week to operate from 1st January, 1948.

The Commonwealth Court of Conciliation and Arbitration, in its judgment on 8th September, 1947, granted the reduction to the 40-hour week from the beginning of the first pay-period commencing in January, 1948. The Queensland Act was passed, and was proclaimed on 10th October, 1947. On 27th October, 1947, the South Australian Industrial Court, after hearing applications by unions, approved the incorporation of the 40-hour standard week in awards of that State. The Court of Arbitration of Western Australia on 6th November, 1947, approved that, on application, provision for a 40-hour week could be incorporated in awards of the Court, commencing from 1st January, 1948.



In Victoria and Tasmania the Wages Boards met and also incorporated the shorter working week in their determinations, so that from the beginning of 1948 practically all employees in Australia whose conditions of work were regulated by industrial authorities had the advantages of a standard working week of 40 hours or, in certain cases, less.

(b) *Basic Wage and Standard Hours Inquiry, 1952-53.*—In the 1952-53 Basic Wage and Standard Hours Inquiry the employers sought an increase in the standard hours of work per week, claiming that one of the chief causes of the high costs and inflation had been the loss of production due to the introduction of the 40-hour week. This claim was rejected by the Court as it considered that the employers had not proved that the existing economic situation called for a reduction of general standards in the matter of the ordinary working week. (See also page 92.)

(c) *Basic Wage and Standard Hours Inquiry, 1961.* In this Inquiry the Commonwealth Conciliation and Arbitration Commission was asked by the employers to increase the number of ordinary working hours per week from 40 to 42, with a concomitant increase in weekly wages by an amount equal to two hours' pay at ordinary rates, and to effect certain other consequential variations. This was to have been a temporary measure, effective for four years, after which time weekly hours would have reverted to 40, but the increased wage would have remained. The application was rejected by the Commission. (See also page 97.)

(iv) *Weighted Average Standard Weekly Hours of Work.*—(a) *Industry Groups, States.*—The 40-hour week has operated in Australia generally from 1st January, 1948, and in New South Wales from 1st July, 1947 (see para. 5 (iii), page 74). However, the number of hours constituting a full week's work (excluding overtime) differs between occupations and/or between States. The following table shows, for each State and Australia, the weighted average standard hours (excluding overtime) prescribed in awards, determinations and agreements for a full working week in respect of adult males and adult females at 31st December, 1963. Figures for 31st December, 1962, are the same as those shown for 31st December, 1963.

**WEEKLY HOURS OF WORK (EXCLUDING OVERTIME): INDUSTRY GROUPS,  
31ST DECEMBER, 1963.(a)**

*Weighted Average Standard Hours of Work (excluding overtime) for a Full Working Week.*

Industry Group.	N.S.W.	Vic.	Qtd.	S.A.	W.A.	Tas.	Aust.
ADULT MALES.							
Mining and Quarrying(b) ..	39.42	40.00	40.00	40.00	38.78	40.00	39.52
Manufacturing—							
Food, Drink and Tobacco ..	39.94	40.00	40.00	40.00	40.00	40.00	39.98
Paper, Printing, etc. ..	40.00	39.94	40.00	40.00	39.21	40.00	39.95
Other Manufacturing ..	40.00	39.96	40.00	39.91	40.09	39.97	39.98
All Manufacturing Groups ..	39.99	39.99	40.00	39.98	39.98	40.00	39.99
Railway Services ..	40.00	39.96	40.00	40.00	40.00	40.00	39.99
Communication ..	40.00	40.00	40.00	39.59	40.00	39.59	39.95
Public Authority (n.e.i.) and Community and Business Services ..	39.23	38.93	39.52	39.23	39.58	39.39	39.25
Amusement, Hotels, Personal Service, etc. ..	40.00	40.00	40.00	40.00	40.00	39.89	40.00
All Other Groups(c) ..	40.00	40.00	40.00	40.00	40.00	40.00	40.00
All Industry Groups(d) ..	39.95	39.97	39.98	39.96	39.89	39.97	39.96

For footnotes see next page.

**WEEKLY HOURS OF WORK (EXCLUDING OVERTIME), ETC.—continued**  
**31st DECEMBER, 1963. (a)**

Industry Group.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
<b>ADULT FEMALES.</b>							
Manufacturing—							
Engineering, Metals, Vehicles, etc.	39.97	39.87	40.00	40.00	40.00	40.00	39.94
Textiles, Clothing and Footwear	39.95	40.00	40.00	40.00	40.00	40.00	39.98
Food, Drink and Tobacco	40.00	40.00	40.00	40.00	40.00	40.00	40.00
Other Manufacturing	39.79	39.94	40.00	39.86	40.00	40.00	39.87
All Manufacturing Groups	39.92	39.97	40.00	39.97	40.00	40.00	39.95
Transport and Communication	38.04	37.94	37.81	37.84	37.88	36.30	37.91
Wholesale and Retail Trade	39.55	40.00	40.00	40.00	40.00	40.00	39.82
Public Authority (n.e.i.) and Community and Business Services	38.49	39.25	39.24	39.19	39.44	37.70	38.93
Amusement, Hotels, Personal Service, etc.	39.40	39.94	39.91	39.85	39.92	39.44	39.66
All Industry Groups(e)	39.53	39.81	39.70	39.77	39.78	39.56	39.67

(a) The hours of work shown should not be regarded as actual current averages, but as indexes, indicative of trends. (b) For mining, the average hours are those prevailing at the principal mining centres in each State. (c) Engineering, Metals, Vehicles, etc.; Textiles, Clothing and Footwear; Sawmilling, Furniture, etc.; Building and Construction; Road and Air Transport; and Wholesale and Retail Trade. (d) Excludes Rural, and Shipping and Stevedoring. The former is not included in the Minimum Wage Rate Index and for the latter definite particulars of the computation of average hours of work are not available. (e) Excludes rural industry, mining and quarrying, and building and construction.

(b) *Summary, States.*—The following table shows, for each State and Australia, the weighted average standard hours (excluding overtime) in a full working week for adult males during the period March, 1939, to December, 1963, and for adult females during the period March, 1951, to December, 1963. Index numbers are given for each State with the weighted average hours of work for Australia for the year 1954 as base (= 100).

Dates have been selected so as to indicate when the more important changes occurred. Figures for 31st December, 1962, are the same as those shown for 31st December, 1963.

**WEEKLY HOURS OF WORK (EXCLUDING OVERTIME). (a)**  
*Weighted Average Standard Hours of Work (excluding overtime) for a Full Working Week and Index Numbers of Hours of Work.*

End of —	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aust.
<b>ADULT MALES—HOURS OF WORK. (b)</b>							
March, 1939	43.81	44.46	43.55	44.62	44.57	44.32	44.10
September, 1941	43.76	44.02	43.51	43.92	44.12	43.95	43.85
September, 1947	41.83	43.82	43.48	43.83	43.95	43.73	43.00
March, 1948	40.02	40.03	40.01	40.11	40.06	40.22	40.04
September, 1953	39.95	39.97	39.98	39.96	39.89	39.99	39.96
December, 1963	39.95	39.97	39.98	39.96	39.89	39.97	39.96

<b>ADULT MALES—INDEX NUMBERS.</b>							
<i>(Base: Weighted Average Hours of Work, Australia, 1954 = 100.)</i>							
March, 1939	109.6	111.3	109.0	111.7	111.5	110.9	110.4
September, 1941	109.5	110.2	108.9	109.9	110.4	110.0	109.7
September, 1947	104.7	109.7	108.8	109.7	110.0	109.4	107.6
March, 1948	100.2	100.2	100.1	100.4	100.3	100.7	100.2
September, 1953	100.0	100.0	100.0	100.0	99.8	100.1	100.0
December, 1963	100.0	100.0	100.0	100.0	99.8	100.0	100.0

<b>ADULT FEMALES—HOURS OF WORK. (b)</b>							
March, 1951	39.54	39.81	39.70	39.77	39.87	39.56	39.68
June, 1953	39.53	39.81	39.70	39.77	39.78	39.56	39.67
December, 1963	39.53	39.81	39.70	39.77	39.78	39.56	39.67

<b>ADULT FEMALES—INDEX NUMBERS.</b>							
<i>(Base: Weighted Average Hours of Work, Australia, 1954 = 100.)</i>							
March, 1951	99.7	100.4	100.1	100.3	100.5	97.7	100.0
June, 1953	99.6	100.4	100.1	100.3	100.3	99.7	100.0
December, 1963	99.6	100.4	100.1	100.3	100.3	99.7	100.0

(a) Weighted average standard weekly hours of work for all industry groups except rural, and shipping and stevedoring. The former is not included in the index and for the latter definite particulars are not available. (b) The figures shown should not be regarded as actual current averages, but as an index expressed in hours, indicative of trends.

(c) *Industry Groups, Australia.*—The following tables show for Australia, for adult males and adult females, the weighted average standard weekly hours of work in the principal industry groups at the dates specified. Corresponding index numbers are also given with the weighted average for all groups for the year 1954 as base (= 100). Figures for 31st December, 1962, are the same as those shown for 31st December, 1963.

**WEEKLY HOURS OF WORK (EXCLUDING OVERTIME): ADULT MALES, INDUSTRY GROUPS(a), AUSTRALIA.**

*Weighted Average Standard Hours of Work (excluding overtime) for a Full Working Week and Index Numbers of Hours of Work.*

Industry Group.	31st March, 1939.	30th Sept., 1941.	30th Sept., 1947.	31st March, 1948.	30th Sept., 1953.	31st Dec., 1963.
<b>HOURS OF WORK.(b)</b>						
Mining and Quarrying(c) ..	41.49	41.11	40.80	39.62	39.52	39.52
Manufacturing—						
Engineering, Metals, Vehicles, etc. ..	44.03	43.96	43.43	40.01	40.00	40.00
Textiles, Clothing and Footwear ..	44.25	43.99	43.69	40.02	40.00	40.00
Food, Drink and Tobacco ..	44.21	43.84	42.70	40.04	39.98	39.98
Sawmilling, Furniture, etc. ..	44.10	44.00	43.53	40.00	40.00	40.00
Paper, Printing, etc. ..	43.90	43.79	42.94	40.06	39.95	39.95
Other Manufacturing ..	44.05	43.91	42.80	40.08	39.98	39.98
All Manufacturing Groups ..	44.08	43.93	43.21	40.03	39.99	39.99
Building and Construction ..	44.07	43.97	42.71	40.00	40.00	40.00
Railway Services ..	43.99	43.99	43.96	40.06	39.99	39.99
Road and Air Transport ..	45.09	43.95	43.11	40.62	40.00	40.00
Communication ..	43.92	43.92	43.92	39.97	39.97	39.95
Wholesale and Retail Trade ..	44.76	44.12	42.64	40.13	40.00	40.00
Public Authority (n.e.i.) and Community and Business Services ..	42.62	42.61	41.17	39.39	39.25	39.25
Amusement, Hotels, Personal Service, etc. ..	45.13	44.37	43.55	40.29	40.00	40.00
All Industry Groups(a) ..	44.10	43.85	43.00	40.04	39.96	39.96

**INDEX NUMBERS.**

(Base: Weighted Average Hours of Work, Australia, 1954 = 100.)

Industry Group.	1938	1942	1947	1948	1953	1963
Mining and Quarrying(c) ..	103.8	102.9	102.1	99.1	98.9	98.9
Manufacturing—						
Engineering, Metals, Vehicles, etc. ..	110.2	110.0	108.7	100.1	100.1	100.1
Textiles, Clothing and Footwear ..	110.7	110.1	109.3	100.2	100.1	100.1
Food, Drink and Tobacco ..	110.6	109.7	106.9	100.2	100.0	100.0
Sawmilling, Furniture, etc. ..	110.4	110.1	108.9	100.1	100.1	100.1
Paper, Printing, etc. ..	109.9	109.6	107.5	100.3	100.0	100.0
Other Manufacturing ..	110.2	109.9	107.1	100.3	100.0	100.0
All Manufacturing Groups ..	110.3	109.9	108.1	100.2	100.1	100.1
Building and Construction ..	110.3	110.0	106.9	100.1	100.1	100.1
Railway Services ..	110.1	110.1	110.0	100.3	100.1	100.1
Road and Air Transport ..	112.8	110.1	107.9	101.7	100.1	100.1
Communication ..	109.9	109.9	109.9	100.0	100.0	100.0
Wholesale and Retail Trade ..	112.0	110.4	106.7	100.4	100.1	100.1
Public Authority (n.e.i.) and Community and Business Services ..	106.7	106.6	103.0	98.6	98.1	98.1
Amusement, Hotels, Personal Service, etc. ..	112.9	111.0	109.0	100.8	100.1	100.1
All Industry Groups(a) ..	110.4	109.7	107.6	100.2	100.0	100.0

(a) Excludes rural industry, and shipping and stevedoring. (b) See note (b) to table at foot of page 76. (c) For mining, the average hours of work are those prevailing at the principal mining centres in each State.

**WEEKLY HOURS OF WORK (EXCLUDING OVERTIME): ADULT FEMALES, INDUSTRY GROUPS(a), AUSTRALIA.**

*Weighted Average Standard Hours of Work (excluding overtime), for a Full Working Week and Index Numbers of Hours of Work.*

Industry Group.	Hours of Work.(b)			Index Numbers.(c)		
	31st March, 1951.	30th June, 1953.	31st Dec., 1963.	31st March, 1951.	30th June, 1953.	31st Dec., 1963.
Manufacturing—						
Engineering, Metals, Vehicles, etc. ..	39.94	39.94	39.94	100.7	100.7	100.7
Textiles, Clothing and Footwear ..	39.98	39.98	39.98	100.8	100.8	100.8
Food, Drink and Tobacco ..	40.00	40.00	40.00	100.8	100.8	100.8
Other Manufacturing ..	39.87	39.87	39.87	100.5	100.5	100.5
All Manufacturing Groups ..	39.95	39.95	39.95	100.7	100.7	100.7
Transport and Communication ..	37.91	37.91	37.91	95.6	95.6	95.6
Wholesale and Retail Trade ..	39.82	39.82	39.82	100.4	100.4	100.4
Public Authority (n.e.i.) and Community and Business Services ..	38.97	38.93	38.93	98.2	98.1	98.1
Amusement, Hotels, Personal Service, etc. ..	39.73	39.66	39.66	100.2	100.0	100.0
All Industry Groups(c) ..	39.68	39.67	39.67	100.0	100.0	100.0

(a) Excludes rural industry, mining and quarrying, and building and construction. (b) See note (b) to table at foot of page 76. (c) Base: Weighted Average Hours of Work, Australia, 1954 = 100.

## § 3. Average Weekly Earnings.

1. **General.**—The figures in this section are derived from particulars of employment and of wages and salaries recorded on Pay-roll Tax returns, from other direct collections and from estimates of the unrecorded balance. Pay of members of the defence forces is not included.

Particulars of wages and salaries paid are not available for males and females separately from the sources mentioned above; average weekly earnings have therefore been calculated in terms of male units. Male units represent total male employment plus a proportion of female employment based on the approximate ratio of female to male earnings. As it was not possible to estimate the ratio of male to female earnings in the several States the same ratio has been used in each State. Because the actual ratio may vary between States precise comparisons between average earnings in different States cannot be made on the basis of the figures shown.

Since the previous issue of the Labour Report the series of average weekly earnings per employed male unit has been revised to incorporate the new series of employment estimates shown in Chapter IV., §4. Opportunity was also taken to make other adjustments based on analyses of population census data.

For a number of reasons average weekly earnings per employed male unit cannot be compared with the minimum weekly wage rates shown on pages 59-64.

The latter are weighted average minimum (award) rates payable to adult male wage earners in non-rural industry for a full week's work, at the end of each month or year. The average weekly earning series represent actual average weekly payments to all wage earners and salaried employees (whether adult or junior, full-time or part-time, casual, etc.) and are quarterly or annual averages.

Quarterly figures corresponding to those shown below are published in the monthly bulletin *Wage Rates and Earnings* and in the *Monthly Review of Business Statistics*.

The series of average weekly total wages and salaries paid, previously contained in this section, has been discontinued. The publications *Australian National Accounts—National Income and Expenditure* and *Quarterly Estimates of National Income and Expenditure* contain more comprehensive series of total wages, salaries and supplements.

2. **Average Weekly Earnings.**—Particulars of average weekly earnings per employed male unit are shown in the following table for each of the years 1954-55 to 1963-64. Tables showing quarterly and annual figures for each State from September quarter, 1954 and for Australia from September quarter, 1947, will be found in Section VII of the Appendix.

AVERAGE WEEKLY EARNINGS PER EMPLOYED MALE UNIT.(a) (£).

Period.	N.S.W. (b)	Vic.	Qld.	S.A. (c)	W.A.	Tas.	Aust.
1954-55 ..	17.69	17.65	15.59	16.89	16.15	16.60	17.17
1955-56 ..	18.97	18.91	16.48	17.93	16.94	17.79	18.34
1956-57 ..	19.95	19.81	17.42	18.34	17.51	18.85	19.21
1957-58 ..	20.48	20.34	17.86	18.84	18.11	19.14	19.73
1958-59 ..	21.14	20.98	18.62	19.29	18.31	19.62	20.34
1959-60 ..	22.83	22.74	19.71	20.91	19.61	20.96	21.93
1960-61 ..	24.06	23.58	20.79	21.68	20.77	21.66	22.98
1961-62 ..	24.55	24.26	21.61	22.37	21.51	22.64	23.62
1962-63 ..	25.08	25.05	22.18	22.89	22.12	22.95	24.22
1963-64 ..	26.29	26.23	23.34	24.05	23.59	24.28	25.43

(a) Includes, in addition to wages at award rates, earnings of salaried employees, overtime earnings, over-award and bonus payments, payments made in advance or retrospectively during the periods specified, etc. See explanatory notes in paragraph 1 above. (b) Includes the Australian Capital Territory.

(c) Includes the Northern Territory.

3. **Indexes of Average Weekly Earnings.**—The following table shows, for "All Industries" and for "Manufacturing", seasonally adjusted indexes of average weekly earnings (base: 1953-54 = 100) for the period 1953-54 to 1963-64. The "All Industries" index is based on Pay-roll Tax returns and other data. It relates to average weekly earnings per employed male unit. The index for manufacturing industries for the years 1953-54 to 1962-63 is based on the average earnings of male wage and salary earners employed in factories as disclosed by annual factory censuses; figures for quarters subsequent to June quarter, 1963, are preliminary estimates based on Pay-roll Tax returns.

The index numbers for "All Industries" and "Manufacturing" show the movement in average earnings for each group over a period of time. They do not give, at any point of time, a comparison of actual earnings in the two groups.

A table showing seasonally adjusted indexes for each quarter from September quarter, 1954 will be found in Section VII of the Appendix.

INDEXES OF AVERAGE WEEKLY EARNINGS(a): AUSTRALIA.

SEASONALLY ADJUSTED.

(Base: 1953-54 = 100.)

Year.	All Industries.	Manufacturing.	Quarter.	All Industries.	Manufacturing.
1953-54 ..	100.0	100.0	1962—March ..	146.2	144.4
1954-55 ..	105.1	106.9	June ..	147.3	145.4
1955-56 ..	112.3	113.8	September ..	145.3	146.4
1956-57 ..	117.7	118.3	December ..	146.9	146.3
1957-58 ..	120.8	122.0	1963—March ..	149.7	149.3
1958-59 ..	124.5	125.6	June ..	151.3	148.8
1959-60 ..	134.3	135.4	September ..	150.9	150.8
1960-61 ..	140.6	141.1	December ..	154.8	153.6
1961-62 ..	144.7	143.4	1964—March ..	158.0	156.2
1962-63 ..	148.3	147.7	June ..	159.0	156.5
1963-64 ..	155.7	154.3			

(a) Includes, in addition to wages at award rates, earnings of salaried employees, overtime, earnings, over-award and bonus payments, payments made in advance or retrospectively during the periods specified etc. See explanatory notes above.

#### § 4. Surveys of Wage Rates and Earnings.

1. **General.**—Towards the end of 1960 a statistical survey of the wage structure of Australia was undertaken by this Bureau. The object of the survey was to obtain information as to marginal rates of wage and actual weekly earnings of adult male employees (excluding part-time and casual employees) for the last pay-period in September, 1960. The results of this survey are summarized in para. 2 below.

A survey as at the last pay-period in October, 1961, provided similar information as to actual weekly earnings. Because marginal rates of wage had changed very little since the Margins Cases of 1959 (see page 125), this survey was confined to weekly earnings. A summary of the results is given in para. 3 (see page 83).

Both surveys were based on returns from stratified random samples of private employers subject to Pay-roll Tax. They did not include government or semi-government employment. Because of insufficient data, employees in rural industry and private domestic service were excluded, as also were employees of religious, benevolent and other similar bodies exempt from Pay-roll Tax. In addition, the 1960 survey excluded: the shipping and stevedoring industry; the motion picture industry; certain businesses such as those of accountants, consultant engineers, etc.; trade associations, etc.

2. *Survey of Wage Rates and Earnings, September, 1960.*—The results of this survey were based on returns received from more than 3,000 employers, representing a response rate of about 90 per cent. of those approached. The sample was designed to provide accurate particulars only for Australia as a whole; hence no State details are shown in the tables below.

Definitions relevant to the survey are as follows.

- (a) *Number of Employees* refers to adult male employees on the pay-roll on the last pay-day in September, 1960, and includes employees who, although under 21 years of age, were paid at the adult rate prescribed in the appropriate award. Part-time and casual employees and those absent in the defence forces were excluded.
- (b) The term *awards*, as used herein, denotes awards or determinations of, or agreements registered with, Commonwealth or State industrial tribunals. Employees whose rates of pay and working conditions were not regulated by awards, and employees covered by formal, though unregistered, agreements between employee organizations and employers are shown as "not covered by awards".
- (c) *Margins* are minimum amounts, in addition to the basic wage, awarded to particular classifications of employees for features attaching to their work, such as skill, experience, arduousness or other like factors. For the purposes of this survey the following were not included in margins. Special allowances prescribed in awards, such as shift, dirt and height money, leading hand allowances, etc.; and other payments such as commission, payments above the minimum rate for contract and piece work, etc. (see paragraphs (e) and (g) below and also § 6. Wage Margins). In the case of contract work, etc., the margin was determined by the minimum amount prescribed in the award for the class of work performed. Where the marginal rate of wage for an occupation was not specified in an award, the margin was assumed to be the difference between the total minimum prescribed rate of wage for the occupation and the appropriate Commonwealth or State basic wage. For employees not covered by awards, and whose margins were not specified in unregistered agreements, the margin was assumed to be the difference between the appropriate basic wage in the State jurisdiction and the agreed rate of pay for a standard working week (or the weekly equivalent of the agreed rate).
- (d) *Total Weekly Earnings* include ordinary time earnings at award rates (and, for employees not covered by awards, payments at agreed rates for a standard working week), overtime earnings and all other payments. Annual or other periodical bonuses were included only at the appropriate proportion for one week. For employees paid other than weekly, only the proportion of earnings equivalent to one week was included.
- (e) *Ordinary Time Earnings at Award Rates* represent the total weekly payment to adult male employees (excluding part-time and casual employees) for hours of work paid for up to the standard or award hours, calculated at award rates of pay or, for employees not covered by awards, at agreed rates. It includes payments for sick leave, proportion of annual leave, special allowances prescribed in awards, etc. (see paragraph (c) above).

(f) *Overtime Earnings* represent the total weekly payment to adult male employees (excluding part-time and casual employees) for time worked in excess of award or agreed hours.

(g) *Other Earnings* include all payments other than those in paragraphs (e) and (f) above, such as commission, payments above the minimum rate for contract work, incentive scheme, piece-work and profit-sharing scheme payments, proportion of annual or other periodical bonuses, points system payments, attendance or good time-keeping bonuses, etc. (see paragraph (c) above).

(i) *Marginal Rates of Wage.*—(a) *Industry Groups.* In the following table adult male employees in each of the main industry groups are classified according to weekly margin above the basic wage.

**ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL EMPLOYEES) CLASSIFIED ACCORDING TO MARGINAL RATES OF WAGE AND INDUSTRY GROUP, AUSTRALIA, SEPTEMBER, 1960.(a)**

Weekly Margin.(b)	Manufacturing.			Building and Construction. (c)	Wholesale and Retail Trade.	Other Industries.	Total.
	Engineering, Metal Works, etc.	Other Manufacturing.	Total Manufacturing.				

**NUMBER OF EMPLOYEES ('000).(b)**

Amount above Basic Wage—							
Less than 20s. (incl. nil)	6.1	9.0	15.1	0.9	3.3	6.1	25.4
20s. and less than 30s.	32.6	21.0	53.6	4.6	4.6	9.9	72.7
30s. " " " 40s.	26.2	25.7	51.9	2.9	5.5	6.5	66.8
40s. " " " 60s.	41.3	68.3	109.6	7.0	31.4	19.5	167.5
60s. " " " 80s.	37.5	54.0	91.5	12.1	48.0	21.5	173.1
80s. " " " 100s.	65.7	51.2	116.9	11.6	30.4	28.3	187.2
100s. " " " 120s.	26.9	29.5	56.4	10.5	22.9	17.8	107.6
120s. and over	52.5	87.8	140.3	31.3	68.5	64.2	304.3
Total .. ..	288.8	346.5	635.3	80.9	214.6	173.8	1,104.6

**PROPORTION OF TOTAL (PER CENT.).**

Amount above Basic Wage—							
Less than 20s. (incl. nil)	2.1	2.5	2.4	1.2	1.6	3.5	2.3
20s. and less than 30s.	11.3	6.1	8.4	5.6	2.1	5.7	6.6
30s. " " " 40s.	9.1	7.4	8.2	3.5	2.6	3.7	6.0
40s. " " " 60s.	14.3	19.7	17.2	6.6	14.6	11.2	15.2
60s. " " " 80s.	13.0	15.6	14.4	15.0	22.4	12.4	15.7
80s. " " " 100s.	22.7	14.8	18.4	14.4	14.2	16.3	17.0
100s. " " " 120s.	9.3	8.5	8.9	13.0	10.6	10.3	9.7
120s. and over	18.2	25.4	22.1	38.7	31.9	36.9	27.5
Total .. ..	100.0	100.0	100.0	100.0	100.0	100.0	100.0

(a) See page 79 for particulars of the coverage of the survey.

(b) For definitions, see page 80.

(c) For some employees, allowances for sick leave, public holidays, etc., have been included in the marginal rates shown.

(b) *Jurisdiction.*—In the following table adult male employees are classified according to weekly margin above the basic wage, separate particulars being shown for employees under Commonwealth or State jurisdiction and for those not covered by awards.

**ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL EMPLOYEES) CLASSIFIED ACCORDING TO MARGINAL RATES OF WAGE AND JURISDICTION, AUSTRALIA, SEPTEMBER, 1960.(a)**

Weekly Margin.(b)	Number of Employees ('000).(b)				Proportion of Total (Per Cent.).			
	Under Commonwealth Awards.	Under State Awards.	Not Covered by Awards.	Total.	Under Commonwealth Awards.	Under State Awards.	Not Covered by Awards.	Total.
Amount above Basic Wage—								
Less than 20s. (incl. nil)	12.2	11.4	1.8	25.4	2.7	2.4	1.0	2.3
20s. and less than 30s.	42.3	29.5	0.9	72.7	9.3	6.2	0.5	6.6
30s. " " " 40s.	32.6	32.7	1.5	66.8	7.2	6.9	0.8	6.0
40s. " " " 60s.	73.5	91.2	2.8	167.5	16.2	19.2	1.6	15.2
60s. " " " 80s.	72.1	96.7	4.3	173.1	15.9	20.4	2.5	15.7
80s. " " " 100s.	110.8	71.8	4.6	187.2	24.4	15.1	2.6	17.0
100s. " " " 120s.	48.0	54.0	5.6	107.6	10.6	11.4	3.2	9.7
120s. and over ..	61.9	87.3	155.1	304.3	13.7	18.4	87.8	27.5
Total .. ..	453.4	474.6	176.6	1,104.6	100.0	100.0	100.0	100.0

(a) See page 79 for particulars of the coverage of the survey.

(b) For definitions, see page 80.

(ii) *Total Weekly Earnings*—(a) *Ordinary Time, Overtime and Other Earnings*. In the following table the total wages and salaries paid to adult male employees during the last pay-week in September, 1960, are shown for the main industry groups, separate particulars being given for ordinary time earnings at award rates, overtime earnings and all other earnings.

**TOTAL WAGES AND SALARIES PAID TO ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL EMPLOYEES) DURING LAST PAY-WEEK IN SEPTEMBER, 1960: INDUSTRY GROUPS, AUSTRALIA.(a)**

Industry Group.	Ordinary Time Earnings at Award Rates. (b)	Overtime Earnings.(b)	Other Earnings.(b)	Total.
(£'000).				
Manufacturing—				
Engineering, Metal Works, etc.	5,469	1,012	724	7,205
Other Manufacturing ..	6,961	849	700	8,510
Total Manufacturing ..	12,430	1,861	1,424	15,715
Building and Construction ..	1,672	263	169	2,104
Wholesale and Retail Trade ..	4,521	238	425	5,184
Other Industries .. ..	3,837	380	475	4,692
Total .. ..	22,460	2,742	2,493	27,695

**PROPORTION OF TOTAL (PER CENT.).**

Manufacturing—				
Engineering, Metal Works, etc.	75.9	14.0	10.1	100.0
Other Manufacturing ..	81.8	10.0	8.2	100.0
Total Manufacturing ..	79.1	11.8	9.1	100.0
Building and Construction ..	79.5	12.5	8.0	100.0
Wholesale and Retail Trade ..	87.2	4.6	8.2	100.0
Other Industries .. ..	81.8	8.1	10.1	100.0
Total .. ..	81.1	9.9	9.0	100.0

(a) See page 79 for particulars of the coverage of the survey.

(b) For definitions, see page 80.



(b) *Industry Groups.*—Adult male employees in the main industry groups covered by the survey are classified in the following table according to total weekly earnings.

**ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL EMPLOYEES) CLASSIFIED ACCORDING TO TOTAL WEEKLY EARNINGS AND INDUSTRY GROUP, AUSTRALIA, SEPTEMBER, 1960.(a)**

Total Weekly Earnings.(b)	Manufacturing.			Building and Construc- tion.	Wholesale and Retail Trade.	Other Industries.	Total.
	Engi- neering, Metal Works, etc.	Other Manu- facturing.	Total Manu- facturing				

NUMBER OF EMPLOYEES ('000). (b)								
Less than £14(c)	..	6.6	7.2	13.8	1.7	1.7	1.9	19.1
£14 and less than £16	..	8.9	16.7	25.6	1.4	4.4	5.0	36.4
£16 " " " £18	..	23.9	44.7	68.6	5.2	37.4	16.0	127.2
£18 " " " £20	..	33.4	55.1	88.5	9.0	42.2	21.3	161.0
£20 " " " £22	..	37.9	47.8	85.7	11.0	31.9	20.2	148.8
£22 " " " £24	..	36.3	38.5	74.8	14.3	23.1	18.3	130.5
£24 " " " £26	..	30.5	34.2	64.7	8.0	17.1	17.4	107.2
£26 " " " £30	..	47.7	40.8	88.5	11.5	23.6	26.0	149.6
£30 " " " £35	..	34.3	29.0	63.3	9.7	14.4	21.5	108.9
£35 and over	..	29.3	32.5	61.8	9.1	18.8	26.2	115.9
Total	..	288.8	346.5	635.3	80.9	214.6	173.8	1,104.6

**PROPORTION OF TOTAL (PER CENT.).**

Less than £14(c)	2.3	2.1	2.2	2.2	0.8	1.1	1.7
£14 and less than £16	3.1	4.8	4.0	1.7	2.0	2.9	3.3
£16 " " " £18	8.3	12.9	10.8	6.5	17.4	9.2	11.5
£18 " " " £20	11.6	15.9	13.9	11.1	19.7	12.3	14.6
£20 " " " £22	13.2	13.8	13.5	13.6	14.9	11.6	13.5
£22 " " " £24	12.6	11.1	11.8	17.7	10.7	10.5	11.8
£24 " " " £26	10.4	9.9	10.2	9.8	8.0	10.0	9.7
£26 " " " £30	16.5	11.8	13.9	14.2	11.0	14.9	13.5
£30 " " " £35	11.9	8.3	10.0	12.0	6.7	12.4	9.9
£35 and over	10.1	9.4	9.7	11.2	8.8	15.1	10.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

(a) See page 79 for particulars of the coverage of the survey. (b) For definitions, see page 80. (c) Inquiry indicated that many of the adult males in this group worked less than a full week because of absenteeism, changing jobs, etc.

3. *Survey of Weekly Earnings, October, 1961.*—For this survey, returns were received from all employers selected in the sample, numbering more than 3,500. The sample was designed so that particulars of the distribution of earnings in each State could be obtained as well as those for Australia (see below), but it was not possible, without a considerable increase in the number of returns, to obtain particulars for each industry group in each State. State details were therefore restricted to the two major groups, manufacturing and non-manufacturing; those for Australia were obtained for eight separate industry groups. Because of limitations of space, it has not been possible to include all figures in the tables herein. For further details, reference should be made to Statistical Bulletin No. 22—*Survey of Weekly Earnings, October, 1961*, 14th February, 1962.

Within each State, each published industry group was divided into eight size groups, using male employment as recorded on the Pay-roll Tax returns for March, 1961, as a measure of size. This measure was also used to improve the reliability of the sample estimate, using ratio estimation. This technique

involved estimating the ratio of adult male employment in a particular earnings class in October, 1961, within each industry group and State, to total male employment in March, 1961, in that industry group and State (derived from expansion of the sample). Since total male employment by industry group and State in March, 1961, was known accurately from pay-roll records, estimates of adult male employment in these earning classes in October, 1961, were obtained by applying the estimated ratios to the corresponding known totals. The estimates thus obtained were considerably more reliable than any which could have been produced had this supplementary information not been taken into account.

The businesses selected in the sample were allocated by State and by industry and size group in such a way that the precision of the sample estimates for total manufacturing and total non-manufacturing, expressed as percentages of the estimates themselves, would be approximately the same in each State.

Definitions relevant to the survey are as follows.

*Number of Employees* refers to adult male employees on the pay-roll of the last pay-period in October, 1961, and includes employees who, although under 21 years of age, were paid at the adult rate prescribed for their particular occupation. Part-time and casual employees and those absent in the defence forces were excluded. Executive, clerical and sales staff were included, as were employees working short time who would normally have been full-time employees.

*Total Weekly Earnings* (i.e. gross earnings before taxation and other deductions) include ordinary time earnings, overtime earnings and all other payments, such as holiday and sick pay, commission, payments above the minimum rate for contract work, incentive scheme, piece-work and profit-sharing scheme payments, points system payments, attendance bonuses, etc. Annual or other periodical bonuses were included only at the appropriate proportion for one week. For employees paid other than weekly, only the proportion of earnings equivalent to one week was included.

(i) *States.—(a) All Industries.* In the following table adult male employees in each State are classified according to total weekly earnings. The proportions of employees in each earnings group and at various levels of earnings are also shown.

ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL EMPLOYEES) CLASSIFIED ACCORDING TO TOTAL WEEKLY EARNINGS, OCTOBER, 1961.(a)

Total Weekly Earnings.(b)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Total.
NUMBER OF EMPLOYEES.(b)							
Less than £14(c)	4,699	2,911	870	793	209	395	9,877
£14 and less than £16	4,239	5,542	4,175	1,991	1,698	670	18,315
£16 " " £18	28,596	30,362	18,119	10,802	8,103	3,699	99,681
£18 " " £20	57,709	48,429	23,737	16,865	10,906	5,115	162,761
£20 " " £22	58,261	49,596	18,100	16,290	9,379	4,777	156,403
£22 " " £24	54,108	44,498	10,834	12,070	6,665	4,163	132,338
£24 " " £26	50,563	36,034	9,626	9,206	5,019	3,335	113,783
£26 " " £30	65,691	42,401	12,046	11,701	6,546	3,803	142,188
£30 " " £35	49,649	33,157	9,471	8,509	4,463	2,806	108,055
£35 and over	59,894	40,418	10,642	7,674	5,410	2,949	126,987
Total	433,409	333,348	117,620	95,901	58,398	31,712	1,070,388

For footnotes see next page.

**ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL  
EMPLOYEES) CLASSIFIED ACCORDING TO TOTAL WEEKLY  
EARNINGS, OCTOBER, 1961.(a)—continued.**

Total Weekly Earnings.(b)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Total.
PROPORTION OF TOTAL (PER CENT.).							
Less than £14(c)	1.1	0.9	0.8	0.8	0.3	1.2	0.9
£14 and less than £16	1.0	1.7	3.6	2.1	2.9	2.1	1.7
£16 " " £18	6.6	9.1	15.3	11.2	13.9	11.7	9.3
£18 " " £20	13.3	14.5	20.0	17.6	18.7	16.1	15.2
£20 " " £22	13.4	14.9	15.3	17.0	16.1	15.1	14.6
£22 " " £24	12.5	13.4	9.3	12.6	11.4	13.1	12.4
£24 " " £26	11.7	10.8	8.2	9.6	8.6	10.5	10.6
£26 " " £30	15.2	12.7	10.3	12.2	11.2	12.0	13.3
£30 " " £35	11.4	9.9	8.1	8.9	7.6	8.9	10.1
£35 and over	13.8	12.1	9.1	8.0	9.3	9.3	11.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
CUMULATIVE PROPORTION OF TOTAL (PER CENT.).(d)							
£35 and over	13.8	12.1	9.1	8.0	9.3	9.3	11.9
£30 " " "	25.2	22.0	17.2	16.9	16.9	18.2	22.0
£26 " " "	40.4	34.7	27.5	29.1	28.1	30.2	35.3
£24 " " "	52.1	45.5	35.7	38.7	36.7	40.7	45.9
£22 " " "	64.6	58.9	45.0	51.3	48.1	53.8	58.3
£20 " " "	78.0	73.8	60.3	68.3	64.2	68.9	72.9
£18 " " "	91.3	88.3	80.3	85.9	82.9	85.0	88.1
£16 " " "	97.9	97.4	95.6	97.1	96.8	96.7	97.4
£14 " " "	98.9	99.1	99.2	99.2	99.7	98.8	99.1

(a) See page 83 for particulars of the coverage of the survey. (b) For definitions, see page 84.  
(c) Inquiry indicated that the majority of the adult males in this group did not work a full week because of absenteeism, changing jobs, etc. Others were working short time. (d) These percentages indicate the proportion of the total employees in each State whose weekly earnings were as shown.

(b) *Manufacturing and Non-manufacturing.* The proportion of adult male employees in each earnings group is shown for manufacturing and non-manufacturing industries in the following table.

**ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL  
EMPLOYEES) CLASSIFIED ACCORDING TO TOTAL WEEKLY EARNINGS:  
MANUFACTURING AND NON-MANUFACTURING INDUSTRIES, OCTOBER,  
1961.(a)**

Total Weekly Earnings.(b)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Total.
PROPORTION OF TOTAL (PER CENT.).							
MANUFACTURING.							
Less than £14(c)	1.2	1.0	1.3	1.1	0.4	1.5	1.1
£14 and less than £16	1.2	2.1	5.3	2.2	4.2	2.0	2.1
£16 " " £18	7.8	11.0	18.3	10.6	16.8	12.3	10.5
£18 " " £20	12.6	14.6	20.6	17.5	20.2	13.8	14.8
£20 " " £22	13.7	15.3	16.8	17.2	17.6	15.5	15.2
£22 " " £24	13.7	12.8	9.2	13.1	10.5	12.6	12.8
£24 " " £26	11.5	10.6	8.0	10.0	8.2	11.4	10.6
£26 " " £30	15.5	12.5	9.4	12.3	10.0	12.8	13.4
£30 " " £35	11.0	9.6	5.8	9.0	5.9	8.9	9.6
£35 and over	11.6	10.3	5.3	7.0	6.2	9.2	9.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
NON-MANUFACTURING.							
Less than £14(c)	0.9	0.6	0.4	0.5	0.3	0.8	0.7
£14 and less than £16	0.7	1.0	2.2	2.0	2.0	2.3	1.2
£16 " " £18	5.0	6.2	13.0	12.1	11.9	10.8	7.7
£18 " " £20	14.3	14.5	19.6	17.7	17.7	19.2	15.8
£20 " " £22	12.8	13.9	14.2	16.8	15.0	14.5	13.9
£22 " " £24	10.8	14.2	9.3	11.8	12.0	13.8	11.8
£24 " " £26	11.8	11.1	8.5	9.1	8.8	9.4	10.6
£26 " " £30	14.7	13.1	11.0	12.0	12.1	11.0	13.2
£30 " " £35	12.1	10.5	9.8	8.7	8.8	8.8	10.7
£35 and over	16.9	14.9	12.0	9.3	11.4	9.4	14.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

(a) See page 83 for particulars of the coverage of the survey. (b) For definitions, see page 84.  
(c) Inquiry indicated that the majority of the adult males in this group did not work a full week because of absenteeism, changing jobs, etc. Others were working short time.

(ii) *Australia, Industry Groups.*—Adult male employees in the main industry groups covered by the survey are classified in the following table according to total weekly earnings.

**ADULT MALE EMPLOYEES (EXCLUDING PART-TIME AND CASUAL EMPLOYEES) CLASSIFIED ACCORDING TO TOTAL WEEKLY EARNINGS: INDUSTRY GROUPS, AUSTRALIA, OCTOBER, 1961.(a)**

Total Weekly Earnings.(b)	Manufacturing.				Building and Construction.	Wholesale and Retail Trade.	Other Industries.	Total.
	Engineering, Metal Works, etc.	Food, Drink and Tobacco.	Other Manufacturing.	Total Manufacturing.				
NUMBER OF EMPLOYEES.(b)								
Less than £14(c)	3,391	1,143	2,260	6,794	1,020	884	1,179	9,877
£14 and less than £16	4,397	1,974	6,028	12,399	713	2,718	2,485	18,315
£16 " " £18	21,334	10,175	31,617	63,126	2,704	21,669	12,182	99,681
£18 " " £20	36,358	17,249	34,769	88,376	7,616	45,930	20,839	162,761
£20 " " £22	42,864	12,838	35,286	90,988	11,048	33,436	20,931	156,403
£22 " " £24	37,473	10,458	28,772	76,703	12,733	25,644	17,258	132,338
£24 " " £26	28,827	9,029	25,844	63,700	11,396	20,912	17,775	113,783
£26 " " £30	36,221	11,351	32,359	79,931	9,083	25,264	27,910	142,188
£30 " " £35	26,198	7,646	23,680	57,524	6,317	17,616	26,598	108,055
£35 and over	25,540	7,005	26,739	59,284	7,664	23,999	36,040	126,987
Total	262,603	88,868	247,354	598,825	70,294	218,072	183,197	1,070,388

**PROPORTION OF TOTAL (PER CENT.).**

Less than £14(c)	1.3	1.3	0.9	1.1	1.5	0.4	0.6	0.9
£14 and less than £16	1.7	2.2	2.4	2.1	1.0	1.2	1.4	1.7
£16 " " £18	8.1	11.4	12.8	10.5	3.9	9.9	6.7	9.3
£18 " " £20	13.8	19.4	14.1	14.8	10.8	21.1	11.4	15.2
£20 " " £22	16.3	14.4	14.3	15.2	15.7	15.3	11.4	16.6
£22 " " £24	14.2	11.8	11.6	12.8	18.1	11.8	9.4	12.4
£24 " " £26	11.0	10.2	10.4	10.6	16.2	9.6	9.7	10.6
£26 " " £30	13.8	12.8	13.4	13.4	12.9	11.6	15.2	13.3
£30 " " £35	10.0	8.6	9.6	9.6	9.0	8.1	14.5	10.1
£35 and over	9.8	7.9	10.8	9.9	10.9	11.0	19.7	11.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

**CUMULATIVE PROPORTION OF TOTAL (PER CENT.).(d)**

£35 and over	9.8	7.9	10.8	9.9	10.9	11.0	19.7	11.9
£30	19.8	16.5	20.4	19.5	19.9	19.1	34.2	22.0
£26	33.6	29.3	33.5	32.9	32.8	30.7	49.4	35.3
£24	44.6	39.5	43.9	43.5	49.0	40.3	59.1	45.9
£22	58.8	51.3	55.5	56.3	67.1	52.1	68.5	58.3
£20	75.1	65.7	69.8	71.5	82.8	67.4	79.9	72.9
£18	88.9	85.1	83.9	86.3	93.6	88.5	91.3	88.1
£16	97.0	96.5	96.7	96.8	97.5	98.4	98.0	97.4
£14	98.7	98.7	99.1	98.9	98.5	99.6	99.4	99.1

(a) See page 83 for particulars of the coverage of the survey. (b) For definitions, see page 84.  
(c) Inquiry indicated that the majority of the adult males in this group did not work a full week because of absenteeism, changing jobs, etc. Others were working short time. (d) These percentages indicate the proportion of the total employees in each industry group whose weekly earnings were as shown.

**§ 5. Basic Wages in Australia.**

1. *The Basic Wage.*—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".\*

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

Under the Commonwealth Conciliation and Arbitration Act, the Commonwealth Conciliation and Arbitration Commission (prior to June, 1956, 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 a wage, which is just and reasonable, without regard to any circumstance pertaining to the work upon which, or the industry in which, the person is employed) or the principles upon which it is computed.

In practice, the Commonwealth Conciliation and Arbitration Commission holds general basic wage inquiries from time to time and its findings apply 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 the 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 Wages Boards operate, no provision was included in the industrial Acts for the declaration of a basic wage, although 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 have had regard to rates determined by the Commonwealth Court. 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 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 (page 111). (See also Sections X. and XI. of the Appendix for tables containing basic wage rates for adult males and adult females in Commonwealth and State jurisdictions.)

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.

In § 1 of this chapter (pages 43-57) particulars are given of the current Commonwealth and State industrial Acts and the industrial authorities established by these Acts. The powers of these authorities include the determination and variation of basic wage rates.

**2. The Commonwealth Basic Wage.—(i) *Early Judgments.*** The principle of a living or basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, but it was not until the year 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, discussed at length the meaning of "fair and reasonable", and defined the standard of a "fair and reasonable" minimum wage for

unskilled labourers as that appropriate to "the normal needs of the average employee, regarded as a human being living in a civilized community".\* The rate declared by the President in his judgment (known as the "Harvester Judgment") was 7s. a day or £2 2s. a week for Melbourne, the amount considered reasonable for "a family of about five". (For information, then available, on the average number of dependent children per family, see Labour Report No. 41, footnote, page 73.)

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 the year 1913, when the Court took cognizance of the 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 lower rents, on the index numbers for these towns.

During the period of its operation, the adequacy 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" equivalents. A Royal Commission was appointed in 1919 to inquire 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 how the basic wage might be automatically adjusted to maintain purchasing power. The Commission's Reports were presented in November, 1920 and April, 1921. An application by the unions to have the amounts arrived at by the inquiry declared as basic wage rates 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 published 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 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 new method would have resulted in a basic wage lower than that to which employees would have been entitled had the previous practice been continued, and in 1922† the Court added to the basic wage a general loading of 3s. (known as the "Powers 3s."), "a sum . . . which did, to the extent of 3s. per week, relieve the employees from the detrimental effect so far as they were concerned of the change which the Court was then making in its method of fixing the basic wage."‡ This loading continued until 1934.

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

† 16 C.A.R., p. 32.

‡ *Ibid.*, p. 841.

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 92.)

For a description of the several series of retail price indexes referred to in these paragraphs see page 5.

(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.‡ For further particulars see Labour Report No. 22, pages 45-48 and Labour Report No. 23, pages 45-46.

(iii) *Basic Wage Inquiry*, 1934. The "Harvester" standard, adjusted to retail price variations, continued to be the theoretical basis of the basic wage of the Commonwealth Court until the Court's judgment, delivered on 17th April, 1934,§ declared new basic wage rates to operate from 1st May, 1934. The new rates were declared on the basis of the respective "C" Series retail price index numbers for the various cities for the December quarter, 1933, and ranged from 61s. for Brisbane to 67s. for Sydney and Hobart, the average wage for the six capital cities being 65s.

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the automatic quarterly adjustment of the basic wage in accordance with variations in retail price index numbers was transferred from the "A" and the "D" Series to the "C" Series Retail Price Index. (For a description of the "A", "C" and "D" Series see page 5.) The base of the index (1,000) was taken by the Court as equal to 81s. a week. The new basic wage for the six capital cities was the same as that previously paid under the "A" Series, without the "Powers 3s." and without the 10 per cent. reduction. For further particulars of the judgment in this inquiry see Labour Report No. 26, page 76.

(iv) *Basic Wage Inquiry*, 1937. In May and June, 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. The wage assessed on the 1934 basis was designated in the new judgment as the "needs" portion of the total resultant basic wage. These loadings, referred to as "Prosperity" loadings, were 6s. for Sydney,

\* *Commonwealth Arbitration Reports*, Vol. 30, p. 2.  
p. 90. § 33 C.A.R., p. 144.

† 31 C.A.R., p. 305.

‡ 32 C.A.R.,

¶ 37 C.A.R., p. 583.

Melbourne and Brisbane; 4s. for Adelaide, Perth and Hobart; and 5s. for the six capitals basic wage. "Prosperity" loadings for the basic wage for provincial towns in each State, for combinations of towns and combinations of capital cities, and for railway, maritime and pastoral workers were also provided for in the judgment. (b) The minimum adjustment of the basic wage was fixed at 1s. a week instead of 2s. (c) 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 6.) (d) Rates for females and junior males were left for adjustment by individual judges when dealing with specific awards.

The main parts of the judgment were reprinted in Labour Report No. 28, pages 77-87.

(v) *Judgment, December, 1939.* The Commonwealth Court on 19th December, 1939, heard an application by trade unions for an alteration in the date of adjustment of the basic wage in accordance with the variations in the "Court" Series of index numbers. On the same day, the Court directed that such adjustments be made operative from the beginning of the first pay-period to commence in February, May, August or November, one month earlier than the then current practice.\*

(vi) *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. In its judgment of 7th February, 1941,† the Court unanimously refused to grant any increase, and decided that the application should not be dismissed but stood over for further consideration after 30th June, 1941. The application was refused mainly because of the uncertainty of the economic outlook.

Concerning the concept of a basic wage providing for the needs of a specific family unit, Chief Judge Beeby in his judgment 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. . . . More than ever before wage fixation is controlled by the economic outlook."

The Chief Judge suggested that the basic wage should be graded according to family responsibilities and that, notwithstanding the increase in aggregate wages, a reapportionment of national income to those with more than one dependent child would be of advantage to the Commonwealth. The relief afforded to those who needed it would more than offset the inflationary tendency of provision for a comprehensive scheme of child endowment. 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. See § 9 of this chapter, page 142).

\* Commonwealth Arbitration Reports, Vol. 41, p. 520.

† 44 C.A.R., p. 41.



(vii) "*Interim Basic Wage Inquiry*, 1946. The Court, on 25th November, 1946, commenced the hearing of this case as the result of (a) an application made on 30th October, 1946 (during the course of the Standard Hours Case) by the Attorney-General of the Commonwealth for the restoration to the Full Court List of certain adjourned 1940 basic wage applications (see (vi) above); (b) a number of fresh cases which had come to the Court since 1941; and (c) an application by the Australian Council of Trade Unions on behalf of trade unions for an "interim" basic wage declaration.

In its judgment of 13th December, 1946,\* the Court granted an increase of 7s. in the adjustable portion of the six capital cities basic wage, to operate from the beginning of the first pay-period commencing in the month of December, 1946, except in the case of casual and maritime workers, for whom the increases operated from 1st December.

For the purpose of automatic quarterly adjustments a new "Court" Series of index numbers designated "Court Index (Second Series)" was created by increasing the base index number (1923-27) from 81.0 to 87.0. The "Court" Series index number calculated on this base for the September quarter, 1946 effected an increase in the basic wage for the weighted average of the six capital cities from 93s. to 100s. A similar increase in the basic wage resulted for each capital city except Hobart, where the amount was 6s. All "loadings" on the basic wage were retained at their existing amounts unless otherwise ordered by the Court.

The wage rates for adult females and juveniles were to be increased proportionately to the increase granted to adult males, the amount of the increase being determined by the provisions in each award. For further particulars of the judgment see Labour Report No. 38, page 79.

(viii) *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 89), 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.

\* Commonwealth Arbitration Reports, Vol. 57, p. 603.

† 68 C.A.R., p. 698.

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 (Second Series) for the September quarter, 1950 plus a flat-rate addition of £1, together with the standardized "Prosperity" loading of 5s. The declaration provided that the whole of the 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.

Further particulars of the judgment may be found in Labour Report No. 39, page 81.

(ix) *Basic Wage and Standard Hours Inquiry, 1952-53.* On 5th August, 1952, the Commonwealth Court of Conciliation and Arbitration began hearing claims by 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; and by the Metal Trades Federation, an association of employees' organizations, that the basic wage for adult males be increased. This would also have resulted in increasing the amount of the basic wage for adult females, though not the proportion it bore to the basic wage for adult males.

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' application 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; 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 was at any time asked to fix a basic wage on a true needs basis, the question of whether such a method was correct in principle and all questions as to the size of the family unit remained 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, oversea trade, oversea balances, the competitive position of secondary industry and retail trade.

\* *Commonwealth Arbitration Reports*, Vol. 77, p. 477.

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

(x) *Basic Wage Inquiry*, 1956. On 14th February, 1956, the Commonwealth Court of Conciliation and Arbitration commenced hearing an application for alteration of the basic wage 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 was 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 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.

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

(xi) *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, as follows—for the increase of the basic wage to the amount it would have reached if there had remained in the award provisions for automatic quarterly adjustments, and for the re-insertion in the award of the provisions for automatic quarterly adjustments.† In accordance with past practice this application 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 Commonwealth Government 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 was used for this purpose.

\* *Commonwealth Arbitration Reports*, Vol. 84, p. 158.

† 87 C.A.R., p. 439.

Judgment was delivered on 29th April, 1957.\* 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, to come into effect from the first pay-period to commence on or after 15th May, 1957. The Commission also decided that this increase would be uniform for all basic wage rates. The basic wage for adult females was increased by 7s. 6d. with proportionate increases for juniors of both sexes and for apprentices. The claim for restoration of automatic quarterly adjustments was refused. The Commission 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, page 68.

(xii) *Basic Wage Inquiry*, 1958. On 18th February, 1958, the Conciliation and Arbitration Commission in Presidential Session commenced hearing an application by respondent unions for variation of the Metal Trades Award, by increasing the amounts of basic wage prescribed therein to the figure 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., 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 Commonwealth Government intervened in the public interest 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.

The decisions of the Commission, delivered with its judgment on 12th May, 1958,§ were as follows—the claim for restoration of automatic quarterly adjustments and the claim of the South Australian Government for special treatment were refused; and the basic wages of adult male employees covered by Federal awards were increased by a uniform amount of 5s. a week, to operate from the beginning of the first pay-period commencing on or after 21st May, 1958. The Commission indicated that the issues involved in inter-city differential wage rates were complex and could not be decided after a brief hearing.

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.

For a more detailed summary of the judgment see Labour Report No. 49, pages 91–93.

\* *Commonwealth Arbitration Reports*, Vol. 87, p. 439.  
§ *Ibid.*, p. 285.

† *Ibid.*, p. 459.

‡ 89 C.A.R., p. 287.

(xiii) *Basic Wage Inquiry, 1959.* On 24th February, 1959, the Conciliation and Arbitration Commission, constituted in Presidential Session by Kirby C.J., Foster and Gallagher J.J., commenced hearing an application by respondent unions for variation of the Metal Trades Award by increasing the amounts of basic wage prescribed therein for respective cities, towns and localities to the figure 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. The Commonwealth Government intervened and submitted 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 and, in addition, without making a particular submission as to whether there should be an increase or its amount, 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.

The Graziers' Association of New South Wales and other organizations of employers in the pastoral industry asked the Commission 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 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. On 5th May, 1959, at the conclusion of submissions in support of these applications and without calling upon 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, (Kirby C.J. and Gallagher J.) that the system not be restored. 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. The President, Kirby C.J., was of opinion that the increase should be 15s. a week, 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

\* *Commonwealth Arbitration Reports*, Vol. 91, p. 683.

commencing 1st January, 1960. Gallagher J. was of opinion that the increase should be 10s. a week, 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 in order that the Commission might reach an effective decision.

A summary of the separate reasons for judgment will be found in Labour Report No. 49, pages 94-96.

(xiv) *Basic Wage Inquiry*, 1960. On 16th February, 1960, the Conciliation and Arbitration Commission, constituted in Presidential Session by Kirby C.J. (President), Ashburner and Moore J.J. (Deputy Presidents), commenced hearing an application by respondent unions for the restoration to the Metal Trades Award of quarterly adjustments to the basic wage and for an increase in the amount of the basic wage. On the six capital cities rate the amount of the increase sought was 22s. a week. This amount was composed of two parts—firstly, an addition of 5s. a week to restore to the basic wage the same real value as it had in 1953 and, secondly, a further amount of 17s. representing the unions' minimum estimate of the increase in productivity which had occurred in the period since the automatic adjustment system was abolished.

The Commonwealth Government intervened in the public interest and all States except New South Wales were represented. The Commonwealth Government again presented a detailed analysis of the economic situation of Australia, together with comments on fiscal and budgetary policy. It also announced its opposition to the unions' application both for restoration of automatic quarterly adjustments and for an increase in the basic wage.

The State of South Australia presented material to the Commission to show the effect which wage increases would have on its finances and opposed the unions' application. Victoria, Queensland and Western Australia presented information to show how the finances of those States would be affected by wage increases, but neither supported nor opposed the claims of the applicants. Tasmania indicated that it supported the application for restoration of quarterly adjustments but made no submissions in support of its attitude.

In its judgment, delivered on 12th April, 1960,\* the Commission refused the unions' application. A summary of the judgment was given in Labour Report No. 49, pages 97-101.

(xv) *Differential Basic Wage Inquiries*, 1960. On 9th August, 1960, the Commonwealth Conciliation and Arbitration Commission, constituted by Kirby C.J. (President), Ashburner and Moore J.J. (Deputy Presidents) commenced hearing the first of three applications to vary awards in respect of differential basic wages.

This was made by the Federated Engine Drivers and Firemen's Association, to eliminate from the Engine Drivers and Firemen's (General) Award, 1955, those differentials making the basic wage for country areas less than the metropolitan basic wage in New South Wales, Victoria and South Australia, and to alter a number of basic wages in Tasmania.

The other two, by the Metal Industries Association of South Australia and members of the South Australian Chamber of Manufactures Incorporated and the South Australian Employers' Federation, sought to vary the Metal Trades Award, by providing, firstly, that upon any variation increasing the basic wage prescribed in the award for Sydney, the increase in the basic wage for Adelaide should be 25 per cent. less than the increase in that for Sydney until the ratio of the Adelaide to the Sydney rate was reduced to 90 per cent.; and secondly, that any increase in the basic wage for areas of South Australia other

\* *Commonwealth Arbitration Reports*, Vol. 94, p. 314.

than Adelaide, Whyalla and Iron Knob should in the future be 25 per cent. less than the increase for Adelaide, until the "country differential" was increased to 12s.

The three cases were treated as matters of general application.

It became apparent to the Commission during the first case that it could not in fairness to all parties give a decision until all three cases had been heard. It therefore refrained from giving a decision in the first case until the conclusion of the other two, which were heard together.

In the judgment delivered on 14th December, 1960,\* the Commission granted the unions' application for elimination of the 3s. country differential, and dismissed the two applications by the employers.

Joint reasons for these decisions were given on 1st March, 1961. A summary was given in Labour Report No. 49, pages 101-104.

(xvi) *Basic Wage and Standard Hours Inquiry*, 1961. On 14th February, 1961, the Commonwealth Conciliation and Arbitration Commission, constituted by Kirby C.J. (President), Ashburner and Moore JJ. (Deputy Presidents), commenced hearing applications by employers and unions for variation of the Metal Trades Award. In the first application the employers sought to increase the number of ordinary working hours per week from 40 to 42, with a concomitant increase in weekly wages by an amount equivalent to two hours pay at ordinary rates, and to effect certain other consequential variations. In the second the unions applied for an increase in the basic wage on a six capital cities basis by the amount of 49s. (which was amended during the hearing to 52s.) and for the re-introduction of automatic quarterly adjustments based on the "C" Series Retail Price Index. The amount claimed represented 27s. (30s.) for cost of living increases since 1953 and 22s. to reflect increases in productivity since that time. The applications were heard together.

All States except New South Wales were represented at the hearing. South Australia made no submissions and called no evidence. Tasmania indicated its support for the unions' application for the restoration of automatic adjustments, plus an adjustment of the basic wage to the level indicated by the movement in the "C" Series Index, but presented no material. Victoria, Queensland and Western Australia neither supported nor opposed the application of the unions, but all presented some statistical information. Although the Commonwealth Government followed its usual practice of supplying, for the benefit of the Commission and the parties, certain economic and statistical material, it expressed no attitude other than its opposition to the re-introduction of quarterly adjustments.

In its judgment, delivered on 4th July, 1961,† the Commission made the following decisions.

- " 1. The employers' claim for an increase in the standard hours of work from forty to forty-two with a concomitant increase in the weekly wage equivalent to two hours' pay at ordinary rates is refused.
2. The unions' claim for restoration of automatic quarterly adjustments is refused.
3. The basic wages of adult male employees covered by federal awards will be increased by a uniform amount of 12s. per week.
4. The new rates will come into effect from the beginning of the first pay-period commencing on or after 7th July instant subject to special cases.

\* *Commonwealth Arbitration Reports*, Vol. 96., p. 573.

† 97 C.A.R., p. 377.

5. For the specific reasons set out in the judgment we consider that in February next the only issue in regard to the basic wage should be why the money wages fixed as a result of our decision should not be adjusted in accordance with any change in the Consumer Price Index and for the purpose of deciding that issue the Order giving effect to the decisions hereby announced will also provide for the adjournment of the application of the unions for increase of the basic wages under the Metal Trades Award to Tuesday, 20th February, 1962, in Melbourne, when such submissions thereon as are desired to be made will be heard.
6. The decision regarding increases in basic wages is applicable to all the applications which have been ordered by the Commission to be joined for hearing and decision with the original application and those joined applications are stood over to a date after 20th February, 1962, to be fixed by the Commission.”\*

*The Unions' Claims.* In dealing with the unions' claims the Commission first discussed its own role and that of the Commonwealth and States.

In view of certain propositions put forward which seemed to be founded on the assumption that it had jurisdiction to deal with economic matters at large, the Commission once again set out the role and function of a federal arbitral tribunal in cases such as this. After citing what had been said in earlier judgments the Commission further stated:—“We are not national economic policy makers or planners. We are confined to the legislation under which we act, and, in particular, in basic wage cases we have the function of deciding only what is a just and reasonable basic wage. This does not mean, of course, that we have not to consider seriously the probable effects of our decision on the economy.”†

The question of what weight the Commission should give to the attitude and submissions of the Commonwealth Government was again raised. The Commission stated that it was not concerned with drawing inferences, as it had been asked to do, from the material presented, as to whether the Commonwealth had an attitude and as to what it might be. On this question of the Commonwealth's attitude the Commission further stated:—“Because of a suggestion made in this case that the mere fact that the Commonwealth adopted, an attitude before the Commission would result in that attitude being accepted, we unfortunately consider it necessary to repeat what we have said in the past that this simply is not so. It has not been so in the past and will not be so in the future. We wish to make it clear that any opposition to or support of any claim by the Commonwealth will be treated on its merits”.‡

In claiming the re-introduction of automatic quarterly adjustments, the unions submitted, firstly, that the reasoning in each of the judgments of the Court and the Commission from 1952-53 to 1960 was wrong and that there was in none of them any proper reason for rejecting the principle of automatic quarterly adjustments; and secondly, that it was wrong for the Commission to fix a wage based on the capacity of the economy and not to provide some machinery which would ensure that the value of the wage was not subsequently eroded by price movements when prices increased.

The Commission considered it indisputable that at the time of its fixation the amount of a basic wage is both a money wage and a real wage, but the value of the real wage is altered by subsequent changes in price levels. The unions submitted that a real basic wage should be determined from time to time with some interval longer than one year between determinations, and

\* *Commonwealth Arbitration Reports*, Vol. 97, p. 378.

† *Ibid.*, pp. 380-1.

‡ *Ibid.*, p. 382.



that the real value of the basic wage between determinations should be maintained automatically by adjustment in accordance with a price index. Unless this were done the amount of goods and services that could be purchased by the basic wage would decline as prices rose.

The Commission was asked to assume that between basic wage fixations the capacity of the economy to maintain a basic wage would increase or remain constant. If capacity were to diminish, the unions argued that the Commission is of easy access and employers could seek corrective action. The Commission's duty was to fix a just and reasonable basic wage and the provision of automatic quarterly adjustments would ensure that this was done. Further, the provision of automatic adjustments would relieve the Commission of the necessity of annual reviews of the state of the economy. The unions claimed that it was not practicable for the Commission to make a proper assessment of the economy, including movements in productivity, every twelve months, and to give proper consideration to the fixation of a new real basic wage.

The Commission rejected the employers' argument that the unions were really asking it to return to a needs basic wage as distinct from a capacity basic wage.

It went on to consider the practical difficulty which would in the past have confronted both the Court and the Commission if they had attempted to ensure that a basic wage fixed by them could be properly maintained at its real level. The Commission stated:—" . . . the 'C' Series Index was over a period becoming suspect and the Court and the Commission could not have relied on it to achieve a proper result. The emergence of the Consumer Price Index, however, has removed that difficulty and we are therefore now able to seek to ensure that the basic wage which we fix should, subject to our supervision, maintain its real standard; in other words, that employees should, between fixations of the real basic wage and subject to our supervision, continue to be able to purchase the same amount of goods and services with the basic wage portion of their wage. We add that amongst other things the emergence of the Consumer Price Index has also enabled us to fix at this time a standard which, in our view, is more likely to be properly maintainable than recent past standards".\*

Having reached the conclusion that the principle of the maintenance of the purchasing power of the basic wage could be adopted, the Commission found it unnecessary to deal with the first part of the unions' argument, as to the correctness or otherwise of earlier decisions.

After comparing the "C" Series Retail Price Index and the Consumer Price Index, the Commission said:—"In our view the material available demonstrates the superiority of the Consumer Price Index over the 'C' Series Retail Price Index. The former is an index recently constructed by the Commonwealth Statistician in order to give a proper and accurate up-to-date coverage of movements in retail prices. The latter index on a regimen constructed many years ago can no longer in our view be considered reliable for wage fixing purposes. We find the Consumer Price Index suitable under present circumstances for the maintenance of the purchasing power of the basic wage we will now fix".†

It was then necessary to consider the question of how movements in the Consumer Price Index could be used. In the 1959 and 1960 basic wage decisions the Commission had stated that an annual review of the basic wage was better than arbitrary adjustment by means of an index. However, with the publication of the Consumer Price Index, upon which greater reliance could be placed, what had been said in those two cases was no longer adequate.

\* *Commonwealth Arbitration Reports*, Vol. 97, p. 385.

† *Ibid.*, p. 386.

Nevertheless, the Commission was not prepared to return to a system whereby adjustment was purely automatic, because it thought that there should be some safeguard. Although the Consumer Price Index was preferred to the "C" Series Retail Price Index, it could not be assumed that this index would at all times so accurately measure movements in retail prices that the Commission would be prepared to apply its workings automatically to the basic wage.

In its judgment the Commission stated:—"We consider it desirable that the application of the Consumer Price Index should always be subject to control by the Commission and the Commission should be able to decide whether a particular increase or decrease in the figures as disclosed in the Consumer Price Index should be applied to the basic wage. Our present opinion is that this consideration of prices should take place annually. We will each year make the assumption that the effect of movements in the Consumer Price Index should be reflected in the basic wage unless we are persuaded to the contrary by those seeking to oppose the change. As the basis of our decision is the desirability of maintaining the value of the real wage based on the concept of national capacity, the appropriate matter for consideration would appear to be what should be the effect on the six capital cities basic wage of movements in the six capital cities index. The resulting figure will be applied to all federal basic wages.

"Since such a consideration of price movements is to take place annually the question remains whether the Commission should at the annual hearing continue to review all factors in the economy to decide whether or not to change the level of the real basic wage. It seems to us that once the question of prices is dealt with otherwise a review of the economy generally and in particular of productivity increases could more properly take place at longer periods of time, say, every three or four years. This statement of our views does not, of course, preclude any party from seeking to exercise its right to come to the Commission more frequently than every three or four years to seek a change in the real basic wage but, except in unusual circumstances, we consider such a period a proper interval between reviews of this kind".\*

The Commission concluded that the basic wage which it had fixed took into account increases in productivity up to June, 1960, and it therefore anticipated that a review of the real basic wage would not be necessary for some three years. The Commission went on:—"If our anticipation is correct, in the proceedings next year the only issue will be whether or not the money wage should be adjusted in accordance with any change in the Consumer Price Index. The onus will be on the party opposing such an alteration to show that it should not be made. If the price index has risen the unions may rely *prima facie* on that fact. It will then be for the employers to show that the increase in prices is of an exceptional character . . . so that it should not be reflected in a basic wage increase or that there is some special factor in the economy which would make it inadvisable to allow the increase".†

The Commission had felt in the past some difficulty in endeavouring to make a satisfactory assessment of the economy from the long-range point of view every twelve months, and this difficulty played its part in the Commission's attempt to confine short-term considerations to price movements and to allow a longer period of time between considerations of the long-term trends in the economy.

On the subject of departure from past practices, the Commission said:—"We consider it to be of importance that the Commission should not only consider itself open to depart from past practices when the occasion demands, but that it should make it quite clear that this will happen when the Commission,

\* Commonwealth Arbitration Reports, Vol. 97, p. 387.

† Ibid., 388.

after due and careful consideration, considers it necessary. This concept is fundamental to our decision to depart from what has become the practice of having annual reviews of the basic wage in which the question of price increases is only one of a number of factors and is not given any special status."\*

*Productivity.* The unions claimed that there should be an increase of 22s. a week in the basic wage, based on an estimated one per cent. per annum increase in productivity over the previous decade, and that since 1952-53 no proper allowance had been made in the amounts awarded for increases in productivity.

On this subject the Commission stated:—"The question of productivity has been mentioned from time to time in various judgments of the Commission and there is really no dispute between the parties that workers are entitled to their share of increases in productivity. The issues between the parties are whether productivity can be measured with reasonable accuracy and whether in fact through wage increases workers have received their share of increased productivity".†

In evidence presented by the unions, productivity was calculated by taking the Gross National Product for a year, deflating it by a price index and dividing the figure corrected for prices by (a) population and (b) the total of wage and salary earners in civilian employment. On the basis of these calculations it was claimed that from 1952-53 to 1959-60 productivity had increased by about 2.6 per cent. per annum, "real" average earnings had increased by less than productivity, and the "real" basic wage had decreased. Counsel for the unions submitted that by taking one per cent. per annum the unions had clearly allowed for a safe margin of error.

In answer to this the employers produced a similar type of calculation, but one that used a different deflator and 1949-50 as the base year. On this basis it was claimed that the "real" basic wage had increased slightly more than productivity per person employed and some ten per cent. more than productivity measured on a population basis, and "real" average weekly earnings had increased more than the "real" basic wage.

After considering the various calculations which had been submitted the Commission concluded that 1952-53 was an abnormal year for the purpose of relevant comparison, and that 1949-50 was more satisfactory to take as a starting point. In the Commission's view it followed that the 1960 basic wage properly reflected increased productivity in so far as that could be approximately measured.

The employers claimed that the Commission should look at average weekly earnings as the true indicator of whether increases in productivity had been distributed to the work force, and that the only thing to be measured against productivity was what was in fact earned, and not the basic wage. In the Commission's view, the relevant consideration in fixing a basic wage was whether, if average weekly earnings properly reflected increased productivity but the basic wage did not, there was room for an increase in the basic wage based on the same increased productivity. In view of its finding that the 1960 basic wage did reflect increased productivity, the Commission concluded that it was unnecessary to decide the question on that occasion.

The Commission then reviewed in detail the indicators of the state of the economy. Having examined the problems bound up in the questions of excessive demand, wool, and the competitive position of secondary industry, and their interlocking with overseas trade and overseas reserves, the Commission considered that the economy had the capacity to sustain an increase of 12s.

\* *Commonwealth Arbitration Reports*, Vol. 97, p. 388.

† *Ibid.*, p. 389.

in the basic wage and that that increase was the highest that could be sustained. This amount was sufficient to restore to the 1960 basic wage its purchasing power as measured by the Consumer Price Index.

Having decided that the most appropriate standard was that set by the basic wage of 1960, the Commission considered the standards of the seven basic wages of the previous ten years and the basic wage increases necessary to maintain those standards in 1961. It felt that the new basic wage combined in the result its conclusions on fundamental factors in a threefold way, because it was fixed at the highest amount the capacity of the economy allowed, it adopted as a standard that set by the basic wage of 1960, and it took account of productivity increases up to and including 1959-60.

Both the employers and the Commonwealth Government referred to the danger of inflation which might result from an increase in wages. However, the Commission pointed out that there was no legal reason why any increase in the basic wage should not be absorbed by over-award payments, although this might not be possible because of industrial pressure and scarcity of skilled labour. While the increase in wages granted would cause some increase in costs, the stimulation of demand would only restore it to the level of the previous year. The estimated increase of £60 million a year in wages and salaries would add less than two per cent. to the annual wages bill.

*The Employers' Claim.* The employers' claim was for an increase in standard hours from forty to forty-two per week, with a concomitant increase in the weekly wage equivalent to two hours' pay at ordinary rates. This was to operate for four years, after which time weekly hours would revert to forty but the increased wage would remain. The Commission rejected arguments supporting this application, which stated that such a measure was called for by the balance of payments crisis, and that it would lead to increased productivity at stable prices and distribute more evenly the amount of overtime worked. The Commission did not think that the state of the economy was such that standard hours should be increased.

*Employees on Lower Margins.* During the course of the proceedings the President asked for submissions on the question of whether by prescription of the basic wage special consideration should or could be given to those employees who receive a margin above the basic wage of, say, £1 a week or less. The Commission decided that even if it had jurisdiction it would not, as a matter of discretion, make a differential basic wage at that time.

*Annual Leave Decision.* The Commission rejected the view that the reasons given for not granting an increase in annual leave in 1960 should impel it to refuse an increase in the basic wage. The question of wages was more fundamental and more important to the worker than the question of leave, and reasons which might delay the granting of additional leave may not be of sufficient weight to delay a basic wage increase. Also, had an increase in annual leave been granted, the Commission might not have been able to grant the increase in wages.

(xvii) *Basic Wage Inquiry, 1962.* In accordance with decision No. 5 in the 1961 Inquiry (see page 98), the adjourned hearing was held on 20th February, 1962, before Kirby C.J., Ashburner and Moore JJ.

The unions submitted that, although the 1961 judgment represented a recognition of union claims as to the need to maintain the real value of the basic wage, it had not met in full the demands of the trade union movement. The unions intended to return to the Commission at the appropriate time to argue at length for the implementation of their policy as to the basic wage standard and the question of quarterly adjustment.

In the employers' submission, reference was made to the Commission's 1961 judgment as indicating a firm intention to confine argument in the current hearing to the quantum of any basic wage change and to exclude any re-examination of the Commission's departure from previously accepted principles. As the Consumer Price Index had shown practically no change between the March and December quarters of 1961, there could be no change in the basic wage. However, the employers' view was that in any hearing involving movement in the basic wage the parties must be free to discuss economic capacity to sustain the basic wage at any given level and the principles upon which it is computed.

The Commonwealth Government stated that at the proper time the Commonwealth would appear before the Commission to present argument as to the use of price indexes in basic wage fixation and other important issues raised by the 1961 judgment. However the matter might come before the Commission as a matter of procedure, when if circumstances called for the debate of any substantive issue, the Commonwealth would then be in a position to make further submissions.

The decision of the Commission was as follows:—

- “ 1. There will be no alteration in the amounts of the existing basic wages until further order of the Commission;
2. The application before the Commission is further adjourned until 19th February, 1963;
3. At such adjourned hearing the issues will be:
  - (a) The issue set out in paragraph 5 of the decisions of 4th July, 1961;
  - (b) Any issue which a party desires to raise and of which it has given notice to the Industrial Registrar, the other parties and to the Attorney-General by the 31st January, 1963;
4. The applications referred to in paragraph 6 of the decision of 4th July, 1961, are stood over to a date after the 19th February, 1963, to be fixed by the Commission with liberty to any of the parties to those applications to apply in the meantime.”

(xviii) *Basic Wage Inquiry*, 1963. This was an adjourned inquiry which arose out of an order made by the Commission on 20th February, 1962, (*see above*). The hearing was held on 5th February, 1963 before Kirby C.J., Ashburner and Moore JJ.

During the proceedings, the unions discussed the various methods by which changes in the rates of basic wage could be calculated by using changes in the index numbers of the Consumer Price Index and asked for a direction by the Commission as to which method should be used.

In conformity with the decision in the 1962 Basic Wage Inquiry (*see above*), the employers gave notice to the Commission that issues and procedures referred to in the 1961 Basic Wage Judgment that related to the fixation of wages or conditions of employment by reference to the capacity of the national economy would, of necessity, be argued at the present hearings.

The employers submitted that the following matters were essential considerations in the hearing and determining of any application seeking to alter wages and conditions of employment on a national basis.

- (a) The role of the Commission in relation to government economic or fiscal policies, inflation, etc.

- (b) The justification for adjustment of wages by reference to a price index either automatically or *prima facie*, including the relationship between movements in a price index and variations in capacity of the national economy.
- (c) The relationship between the capacity of the economy to absorb increases in wages or labour costs and the movements or likely movements in national productivity.

The unions submitted that the matters raised by the employers could be discussed only before a Presidential Bench of the Commission and that the employers could not seek the right to argue the 1961 basic wage decisions before a bench of the Commission constituted otherwise.

In the judgment given on 5th February, 1963 the Commission said:—

“ 1. There will be no alteration in the amounts of the existing basic wage until further order of the Commission.

2. The application before the Commission is further adjourned until 18th February, 1964.

3. At such adjourned hearing the issues will be:—

(a) The issue set out in paragraph (5) of the decision of 4th July, 1961; and

(b) Any issue which a party desires to raise and of which it has given notice to the Industrial Registrar, the other parties, and the Attorney-General, by the 31st January, 1964.”

With regard to the various methods by which changes in the rates of basic wage could be calculated, the Commission felt that it was not the appropriate time to deal with the matter, but it would be further considered when it was appropriate.

The Commission referred to the matter raised by the employers concerning the considerations to be taken into account by the Commission when hearing applications to alter wages and conditions of employment, and ruled that it was not the appropriate time to deal with the submissions made.

If submissions were made before benches of the Commission differently constituted from the present one, then those benches were the ones to deal with their relevance, admissibility or otherwise.

The applications referred to in para. 6 of the decision of 4th July, 1961 were further stood over to a date, after 18th February, 1964, to be fixed by the Commission with liberty to any of the parties to these applications to apply in the meantime.

(xix) *Basic Wage Inquiry, 1964.* The Commonwealth Conciliation and Arbitration Commission announced on 9th June, 1964, its decision on trade union claims for an increase in basic wages for adult males covered by Federal Awards. The Commission was unanimous that an increase be granted but was equally divided in opinion on the amount of the increase, the President (Kirby C.J.) and Moore J. being of the opinion that it should be 20s. and Gallagher and Nimmo J.J. that it should be 10s. The Commission being equally divided in opinion, the matter was decided according to the opinion of the President, as provided for in the Conciliation and Arbitration Act. The increase of 20s. a week would apply to adult male employees covered by Federal Awards and would operate from the beginning of the first pay-period commencing on or after 19th June, 1964. The Commission refused the unions' application for restoration of automatic quarterly adjustments of the basic wage. The 1s. per

week disparity in the basic wage for station hands under the Pastoral Award was abolished. A summary of the reasons for these decisions will be included in the next issue of the Labour Report.

(xx) *Employers' Total Wage Case, 1964.* On 9th June, 1964, the Commonwealth Conciliation and Arbitration Commission announced its decision rejecting the application of employers for deletion from the Commission's Awards, generally, of the basic wage provisions, and for the insertion in those Awards of a wage expressed as a total wage. A summary of the reasons for this decision will be included in the next issue of the Labour Report.

(xxi) *Rates Operative, Principal Towns.* The "basic" wage rates of the Commonwealth Conciliation and Arbitration Commission for adult males and adult females, operative in the principal towns of Australia as from the beginning of the first pay-period commencing on or after 19th June, 1964, are shown in the following table.

COMMONWEALTH BASIC WAGE: WEEKLY RATES, JUNE, 1964.(a)

City or Town.	Rate of Wage.		City or Town.	Rate of Wage	
	Adult Males.	Adult Females.		Adult Males.	Adult Females
	£ s. d.	£ s. d.		£ s. d.	£ s. d.
New South Wales—			Western Australia—		
Sydney .. ..	15 15 0	11 16 0	Perth .. ..	15 8 0	11 11 0
Newcastle .. ..	15 15 0	11 16 0	Kalgoorlie .. ..	15 15 0	11 16 0
Port Kembla-Wollongong .. ..	15 15 0	11 16 0	Geraldton .. ..	16 1 0	12 0 6
Broken Hill .. ..	15 19 0	11 19 0	Five Towns .. ..	15 9 0	11 11 6
Five Towns .. ..	15 14 0	11 15 6	Tasmania—		
Victoria—			Hobart .. ..	15 14 0	11 15 6
Melbourne .. ..	15 7 0	11 10 0	Launceston .. ..	15 10 0	11 12 6
Geelong .. ..	15 7 0	11 10 0	Queenstown .. ..	15 5 0	11 8 6
Warrnambool .. ..	15 7 0	11 10 0	Five Towns .. ..	15 12 0	11 14 0
Mildura .. ..	15 7 0	11 10 0	Thirty Towns .. ..	15 8 0	11 11 0
Yallourn (b) .. ..	15 13 6	11 15 0	Six Capital Cities .. ..	15 8 0	11 11 0
Five Towns .. ..	15 7 0	11 10 0	Northern Territory (d)—		
Queensland—			Darwin .. ..	16 7 0	12 5 0
Brisbane .. ..	14 10 0	10 17 6	South of 20th Parallel .. ..	15 14 0	11 15 6
Five Towns .. ..	14 11 0	10 18 0	Australian Capital Territory—		
South Australia—			Canberra .. ..	15 10 0	11 12 6
Adelaide .. ..	15 3 0	11 7 0			
Whyalla and Iron Knob (c) .. ..	15 8 0	11 11 0			
Five Towns .. ..	15 2 0	11 6 6			

(a) Operative from the beginning of the first pay-period commencing on or after 19th June, 1964.  
 (b) Melbourne rate plus 6s. 6d. 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. (d) See pages 108-111 regarding special loadings.

The rate for adult females is 75 per cent. of the male rate.

A table of Commonwealth basic wage rates for adult males from 1923 and for adult females from December, 1950 will be found in Section X of the Appendix.

3. **Commonwealth Basic Wage Rates for Females.**—In its judgment of 17th April, 1934, wherein the Commonwealth Court of Conciliation and Arbitration laid down the basis of its "needs" basic wage for adult males, the Court made the following statement in regard to the female rate:—

"The Court does not think it is necessary or desirable, at any rate at the present time, to declare any wage as a basic wage for female employees. Generally speaking they carry no family responsibilities. The minimum wage should, of course, never be too low for the reasonable needs of the employee, but those needs may vary in different industries. In the variations now to be made the proportion in each award of the minimum wage for females to that for males will be preserved."\*

Generally speaking, this proportion varied between 54 and 56 per cent. of the male rate, and this practice continued until superseded by the war-time and post-war developments. During the 1939–45 War these percentages had in a number of industries, been raised and for some female occupations total wage rates were expressed as not less than 75 per cent. of the corresponding male rate. For further information on war-time developments reference should be made to Labour Report No. 46, pages 77–80. Postwar developments are described briefly below.

The *Commonwealth Conciliation and Arbitration Act 1947* (see Labour Report No. 37, page 50) provided amongst other things that "a Conciliation Commissioner shall not be empowered to make an order or award altering . . . (d) the minimum rate of remuneration for adult females in an industry". Following an inquiry in 1948, it was held by the Full Court of the Commonwealth Court of Conciliation and Arbitration that Conciliation Commissioners had jurisdiction to "fix" the female rates in question under the provisions of the Act, but that the provision referred only to the basic wage element in any prescribed female rates. In December, 1948, the Government amended the Act to authorize the Court—and the Court alone—to fix the basic rate by providing that "a Conciliation Commissioner shall not be empowered to make an order or award . . . (d) determining or altering the minimum rate of remuneration for adult females in an industry".

A further amendment in 1949 empowered the Court to determine or alter a "basic wage for adult females" which was defined as "that wage, or that part of a wage, which is just and reasonable for an adult female, without regard to any circumstance pertaining to the work upon which, or the industry in which, she is employed".

The first major post-war declaration of policy in respect of the female basic wage was made by the Commonwealth Court of Conciliation and Arbitration in the course of its judgment in the 1949–50 Basic Wage Inquiry (see page 91). The Court fixed a new basic weekly wage for adult females at 75 per cent. of the corresponding male rate, operative from the beginning of the first pay-period commencing in December, 1950 and that ratio has remained in operation.

A table showing Commonwealth female basic wage rates since December, 1950 will be found in Section X of the Appendix.

Further particulars regarding female basic wage rates may be found in Labour Report No. 46, pages 75–81, and earlier issues.

\* *Commonwealth Arbitration Reports*, Vol. 33, p. 156.



4. *Australian Territories.*—(i) *Australian Capital Territory.* Prior to 1922 the lowest rate payable to an unskilled labourer was not defined as a basic wage, as all wages were paid under the authority of the Federal Capital Commission as a lump sum for the particular occupation in which the worker was employed, but in 1922 an Industrial Board commenced to operate under a local Ordinance (*see* page 47). A summary of the decisions made by the Industrial Board during its period of operation was given in earlier issues of the Labour Report (*see* No. 40, page 89).

By an amending Ordinance, No. 4 of 1949, the Industrial Board was abolished and its functions were transferred to the Commonwealth Court of Conciliation and Arbitration, which assigned a Conciliation Commissioner to the Australian Capital Territory. It was provided, however, that all orders and agreements in existence should continue to operate subject to later orders, awards and determinations made by the Court.

An amendment to the Commonwealth Conciliation and Arbitration Act, operative from 30th June, 1956, transferred the respective functions of the Commonwealth Conciliation and Arbitration Court to the Commonwealth Conciliation and Arbitration Commission and the Commonwealth Industrial Court. The Conciliation Commissioner mentioned above, under the amended legislation, became the Commissioner for the Australian Capital Territory.

In reviewing the Australian Capital Territory awards, following its decision of 12th October, 1950, in the 1949-50 Basic Wage Inquiry (*see* page 91), the Commonwealth Court of Conciliation and Arbitration fixed the Canberra basic wage at £8 5s. a week for adult males, operative from the beginning of the first pay-period commencing in December, 1950.\*

Until August, 1953, the basic wage for the Australian Capital Territory was varied each quarter in accordance with movements in the "C" Series retail price index numbers. However, following a decision of the Commonwealth Court of Conciliation and Arbitration to delete automatic adjustment clauses from its awards (*see* page 92), the basic wage for the Australian Capital Territory remained unchanged from August, 1953, until June, 1956. Since then, the uniform increases made to the basic wage by the Court and the Conciliation and Arbitration Commission have applied. The basic wages for the Australian Capital Territory, under awards of the Commonwealth Conciliation and Arbitration Commission since December, 1950, are set out in Section X of the Appendix.

(ii) *Northern Territory.* The determination of the basic wage for this Territory comes within the jurisdiction of the Commonwealth Conciliation and Arbitration Commission.

There are, in fact, two basic wages operating—(a) in respect of areas north of the 20th parallel of south latitude, and generally referred to as the "Darwin" rate, and (b) in respect of areas south of that parallel. These are calculated on different bases as set out briefly in the following paragraphs. More detailed information was published in previous issues of the Labour Report.

(a) *The Darwin Basic Wage.* This wage was first determined by the Commonwealth Court of Conciliation and Arbitration in 1915† when a rate of £3 17s. a week, or 1s. 9d. an hour, for an unskilled labourer, including a

\* *Commonwealth Arbitration Reports*, Vol. 69, p. 486.

† 9 C.A.R., p. 1.

weekly allowance of 4s. for lost time, was awarded. In 1916-17 the Court refused to alter this basic amount of 1s. 9d. an hour, and referred to an agreement dated 2nd June, 1916, between the Amalgamated Carpenters and Joiners and the Northern Agency, which provided for rates based on the estimated living requirements of a family consisting of a man, wife and two dependent children, amounting to £3 11s. 1d. a week. The list of items used to assess this figure was used in subsequent basic wage determinations.

In 1924, Powers *J.*, when considering the rate for employees of the Commonwealth Railways, which stood at £5 4s. 6d., stated that he had in mind the amount of £4 12s. as a basic wage. He considered that the wage of £5 4s. 6d. then payable contained a special isolation allowance, and that the question of such special allowances was a matter for employers and employees to settle between themselves.\*

In 1927,† Beeby *J.* also referred to the regimen of 1916, and fixed the basic wage at £5 10s. a week, or 2s. 6d. an hour, including £1 a week district allowance which had been suggested by Powers *J.* in his 1924 award as being a reasonable amount. As there was no adjustment clause in operation in Territory awards, the basic wage of £5 10s. a week remained in operation until 1934, except for the reduction by the *Financial Emergency Act* 1931 to £4 16s. 3d.

The Full Court of the Commonwealth Court of Conciliation and Arbitration considered the Darwin basic wage for the first time in 1934.‡ The Court awarded a basic wage of £4 10s. 9d. a week, which was arrived at by bringing up to date the prices of the list of items of the 1916 agreement (*see above*) and altering the rent figure from 45s. to 65s. a month. Automatic adjustment provisions were first introduced into awards by this judgment by inserting an appropriate adjustment scale based on the movement in the Food and Groceries Retail Price Index (Special) for Darwin.

In 1938§ the Court granted a "loading" of 3s. a week on the wage because the Commonwealth Government had extended to the Territory its general civil service increase of £8 a year.

In 1939 an additional amount was added to the basic wage as a special loading to offset the increase in the cost of living not reflected by the index numbers. The loading was 16s. 3d. for employees on works and 10s. for railway employees.|| In February, 1940, before an automatic adjustment increase of 2s. became payable, the Court suspended the adjustment clause, pending further inquiry.¶

In 1941\*\* the Full Court again reviewed the basic wage and, after a full investigation of its past history, awarded £5 12s. 9d., made up of (a) £4 10s. 9d. awarded in 1934; (b) 4s. in respect of accrued adjustments since 1939; (c) 5s. additional allowance for rent; and (d) two constant (unadjustable) "loadings" of 3s. and 10s. a week. The Court also restored the adjustment clause based solely on the movement in the Food and Groceries Retail Price Index. This, however, never became effective, because it was superseded early in 1942 by the Blakeley Orders referred to below.

The basis of adjustment was altered by Conciliation Commissioner Blakeley by Orders dated 29th January, 1942,†† owing to the urgent necessity to provide, over the period of the war, for adjustments in respect of rent, clothing and other miscellaneous items of domestic expenditure. Adjustment by means of the Food and Groceries Index only was no longer doing justice to the workers

\* *Commonwealth Arbitration Reports*, Vol. 20, p. 737.

† 39 C.A.R., p. 501.

\*\* 44 C.A.R., p. 253.

‡ 40 C.A.R., p. 323 and 41 C.A.R., p. 269.

†† 46 C.A.R., p. 411.

† 25 C.A.R., p. 898.

‡ 33 C.A.R., p. 944.

¶ 42 C.A.R., p. 164.

of the Territory, since the workers elsewhere in Australia were enjoying the benefit derived from the adjustment of their wages by means of the more comprehensive "C" Series Retail Price Index. As there was no "C" Series Retail Price Index for the Territory, and it was not possible to compile one on the basis of prices in Darwin, a composite index, "The Darwin Special 'All Items' Index" was created. This index was computed on the basis of food and groceries prices in Darwin, combined with Townsville prices for rent, clothing and miscellaneous items.

The December quarter, 1940, was taken as a suitable period upon which to base the adjustments, and for this quarter the Special "All Items" Index number was 1,036 and the "needs" equivalent £4 4s. The basic wage for adult males, payable from 1st February, 1942 (when the new system first became operative), on the basis of the index number for the December quarter, 1941, was £5 17s. 9d., made up of the £4 4s. "needs" equivalent mentioned above, 5s. from adjustments since the December quarter, 1940, an unadjustable amount of 15s. 9d. and the two unadjustable loadings of 3s. and 10s., granted in 1941.

After the bombing of Darwin in 1942, food and grocery prices in the Special Index for Darwin were varied in accordance with fluctuations in food and grocery prices in Alice Springs and Tennant Creek.\*

Following its "Interim" Basic Wage Judgment of 13th December, 1946 (*see* page 91), the Court decided in March, 1947, to postpone any adjustment pending a general review of the basic wage in the Territory. This review was made in 1948, and the Court increased the basic wage for adult males by 8s. a week. It also adopted as from the March quarter, 1948, the new Darwin Special "All Items" Index (containing the restored prices of food and groceries for Darwin proper, plus Townsville prices for rent, clothing and miscellaneous items) and transferred the basis of adjustment to the "Court" Index (Second Series). The new basic wage, which came into operation from the beginning of the first pay-period commencing after 20th May, 1948, was £7 0s. 9d., including the unadjustable amount of 15s. 9d. (*see* above), and the loadings of 3s. and 10s.

Consequent upon the decision of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry (*see* page 91), an interim increase of £1 2s. a week, payable from the first pay-period in December, 1950, was authorized, pending a special inquiry into the fixation of a new basic wage for the Northern Territory.† After the inquiry, and as a result of agreement between employers and employees, the Court fixed the basic wage at £10 10s. a week, operative from the beginning of the first pay-period commencing in November, 1951.‡ The Darwin Special "All Items" Index (*see* above) was retained as the basis for quarterly adjustments. Subsequently, a special loading of 10s. a week was added to the wage rates in a number of awards.

Quarterly adjustments continued to operate until August, 1953. They were suspended by the Court's decision of 12th September, 1953, as a result of the 1953 Basic Wage Inquiry. Since then, the uniform increases made to the basic wage by the Court and the Conciliation and Arbitration Commission have applied. The basic wages payable to adult males since December, 1950, are shown in Section X of the Appendix. To these rates must be added the 10s. special loading mentioned above. The basic wage for adult females is 75 per cent. of the adult male rate.

\* *Commonwealth Arbitration Reports*, Vol. 48, p. 20

† 69 C.A.R., p. 836.

‡ 72 C.A.R., p. 113

(b) *Northern Territory (South of the 20th parallel of South Latitude).* In earlier years there were two main groups of employees in this area of the Northern Territory, namely, employees of the Commonwealth Railways and employees of the Department of Works (formerly the Works and Services Branch of the Department of the Interior).

Prior to 1937, all employees of Commonwealth Railways, except clerks, were covered by awards of the Commonwealth Court of Conciliation and Arbitration, but since that year rates of pay for certain occupations have been prescribed by determinations of the Commonwealth Public Service Arbitrator. It has been the practice to fix a common base rate for Commonwealth Railways employees (the main centre being Port Augusta) and to provide, by means of "district allowances", additional rates to employees in isolated areas.

Other Commonwealth employees in the Northern Territory south of the 20th parallel of south latitude were paid the Darwin basic wage prior to February, 1935 (see page 107). The Full Court, in a judgment issued on 13th November, 1934,\* fixed a rate of £4 a week for Works and Services employees, which included an amount of 7s. a week to cover the cost of freight on goods purchased from the Railway Stores at Port Augusta. This rate compared with £4 10s. 9d. being paid in areas north of the 20th parallel, and with £3 5s. in Adelaide. Provision was also made for the adjustment of this wage to be made in the manner provided by the Court for railway employees at Alice Springs, namely on the basis of variations in the "Special" retail price index numbers for Port Augusta (inclusive of Railway Stores prices for groceries and dairy produce), but only £3 6s. of the total amount was adjustable.

The 3s. a week "loading" granted by the Court in 1938 (see page 108) applied to employees located south of the 20th parallel of south latitude as well as to those engaged north thereof.

At a hearing on 12th and 13th March, 1947, the Full Court granted to workers in this area the amount of 7s. a week consequent upon its "Interim" Basic Wage Judgment of 13th December, 1946, as an addition to the "adjustable" part of the basic wage applicable. The questions raised as to a general review of the basic wage in the Territory as a whole were postponed pending the hearing and finalization of the 1949-50 Basic Wage Inquiry (see page 91).

In a judgment on 11th October, 1949,† the Full Court amended the adjustment clause of the Commonwealth Works and Services (Northern Territory) Award to provide for the adjustment to date and thereafter of the 7s. a week excess over the "needs" rate granted in November, 1934 (see above). The basic wage payable from the first Sunday in December, 1949, then became £7 14s., made up of a "needs" rate of £6 14s. and the loadings of 7s. for "Freight Costs" and 3s. for "Prosperity" loading. This represented an increase of 6s. over the basic wage calculated on the former basis.

Consequent upon the decision of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry (see page 91), an interim increase of £1 2s. a week, payable from the first pay-period in December, 1950, was authorized, pending a special inquiry into the fixation of a new basic wage for the Northern Territory.‡ After the inquiry, and as a result of agreement between employers and employees, the Court fixed the basic wage at £10 10s. a week, operative from the beginning of the first pay-period commencing in

\* *Commonwealth Arbitration Reports*, Vol., 33 p. 947.  
p. 836

† 65 C.A.R., p. 573.

‡ 69 C.A.R.,

November, 1951.\* The Port Augusta Special "All Items" Index (see page 110) was retained as the basis for quarterly adjustments. Subsequently, a special loading of 7s. a week was added to the wage rates in a number of awards.

Quarterly adjustments continued to operate until August, 1953. They were suspended by the Court's decision of 12th September, 1953, as a result of the 1953 Basic Wage Inquiry. Since then, the uniform increases made to the basic wage by the Court and the Conciliation and Arbitration Commission have applied. The basic wages payable to adult males since December, 1950, are shown in Section X of the Appendix. The adult female basic wage rates are 75 per cent. of those for adult males. To these rates must be added the 7s. special loading mentioned above.

**5. State Basic Wages.**—(i) *General.* Basic wage declarations for adult males and adult females made by State industrial tribunals have been included in Section XI of the Appendix.

(ii) *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, when the Court of Industrial Arbitration fixed the "living" wage at £2 8s. a week for adult male employees in the metropolitan area. 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 during the period 1918 to 1925, but ceased to function after the *Industrial Arbitration (Amendment) Act*, 1926, transferred its powers, as from 15th April, 1926, to the Industrial Commission of New South Wales. The *Industrial Arbitration (Amendment) Act*, 1927, altered the constitution of the Industrial Commission from a single Commissioner to one consisting of three members. Act No. 14 of 1936, however, provided for the appointment of four members and Act No. 36 of 1938 for the appointment of not less than five and not more than six members. The Commission was directed, *inter alia*, "not more frequently than once in every six months to determine a standard of living and to declare . . . the living wage based upon such standard for adult male and female employees in the State". The *Industrial Arbitration (Amendment) Act*, 1932, directed the Commission within twenty-eight days from the end of the months of March and September to adjust the living wages so declared to accord with the increased or decreased cost of maintaining the determined standard. The first declaration of the Commission was made on 15th December, 1926, when the rate for adult males was fixed at £4 4s. a week, the same rate as that previously declared by the Board of Trade. 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 (see page 112), the identification of a specified family unit with the basic wage disappeared.

A living wage for adult male rural workers of £3 6s. a week was in force for twelve months from October, 1921, and a rate of £4 4s. operated from June, 1927, to December, 1929, when the power of industrial tribunals to fix a living wage for rural workers was withdrawn. This power was restored by an amendment to the Industrial Arbitration Act made in June, 1951.

\* Commonwealth Arbitration Reports, Vol. 72, p. 113.

Following the judgment of the Commonwealth Court of Conciliation and Arbitration of 23rd June, 1937 (see page 89), the State basic wage was brought into line with the Commonwealth rates ruling in the State by an amendment of the Industrial Arbitration Act (No. 9 of 1937) which came into operation from the commencement of the first pay-period in October, 1937. Provision was made for the automatic adjustment of wages in conformity with variations of retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index numbers, and the Commonwealth Court's principle of treating the "Prosperity" loadings as a separate and non-adjustable part of the total basic wage was adopted. The rates for country towns were, with certain exceptions, fixed at 3s. a week below the metropolitan rate; and Crown employees, as defined, received a "Prosperity" loading of 5s. a week, as against the 6s. laid down for employees in outside industry. The basic rate for adult females was fixed at 54 per cent. of the adult male rate, to the nearest sixpence. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the intentions of the new Act: of defining boundaries within which the various rates were to operate; and of specifying the appropriate "Court" Series retail price index numbers to which they were to be related.\*

An amendment to the Industrial Arbitration Act, assented to on 23rd November, 1950, empowered the Industrial Commission to vary the terms of awards and industrial agreements affecting male rates of pay, to the extent to which the Commission thought fit, to give effect to the alteration in the basic wage for adult males made by the judgment of the Commonwealth Court of Conciliation and Arbitration of 12th October, 1950. In the case of female rates of pay the Commission was empowered to review the terms of awards and industrial agreements and to vary such terms as in the circumstances the Commission decided proper, but no variation was to fix rates of pay for female employees lower than the Commonwealth basic wage for adult females. The rates for adult males were increased by the same amounts as for the corresponding Commonwealth rates, with special provision to cover the cases of apprentices, casual workers and employees on piecework. In deciding the variation for female employees the Commission prescribed an increase in the total wage rate (i.e. basic wage plus marginal rate) of £1 4s. 6d. a week, subject to the statutory provision that the minimum total rate was to be not less than the basic wage for adult females prescribed in Commonwealth awards, that is, at least 75 per cent. of the corresponding male basic wage rate. For Sydney, the rate was £6 3s. 6d. a week.

In the judgment delivered on 9th March, 1951,† giving reasons for its decision on female rates, the Commission decided that the basic wage for adult females prescribed by the Commonwealth Court in reality included a portion "due to secondary considerations", and could not be considered a "reasonable and proper basic wage for the assessment of rates of female employees under the Industrial Arbitration Act".

In discussing the composition of the amount of £6 3s. 6d. the Commission stated that it was "reasonable to allocate £1 of the said sum . . . to secondary considerations and to regard the amount of £1 4s. 6d. as an addition proper to be made to the pre-existing basic wage in New South Wales of

\* *New South Wales Industrial Gazette*, Vol. 52, pp. 783-4.  
Reports, 1951, p. 16.

† *New South Wales Arbitration*

£3 19s.", and that the total, £5 3s. 6d., therefore became the true female basic wage for Sydney under the State Act. (This decision of the Commission was superseded by an amendment of the Act in 1958—see below.)

As a consequence of the over-riding statutory requirement that no rate for adult females in State awards shall fall below the Commonwealth basic wage for adult females, the amount of the quarterly adjustments to the female basic wage for changes in the "Court" Series index numbers was the same in Commonwealth and State awards.

By an amendment to the Industrial Arbitration Act in June, 1951, the differentiation in the basic wage rates in different districts and for employees under Crown awards was eliminated as a general rule, making the basic wage throughout most of the State equal to that paid in Sydney. The main exception was the Broken Hill district, where a different basic wage rate prevailed until the Act was amended in 1961 (see page 114).

After considering the decision of the Commonwealth Court of Conciliation and Arbitration in September, 1953, to discontinue the system of automatic adjustment of the basic wage, the New South Wales Industrial Commission, on 23rd October, 1953, stated that there had been an alteration in the principles upon which the Commonwealth basic wage was computed and ordered the deletion of the automatic adjustment clauses from awards and agreements within its jurisdiction.\* In October, 1955, however, the Industrial Commission was required by the Industrial Arbitration (Basic Wage) Amendment Act to restore, to all awards and agreements within its jurisdiction, quarterly adjustments of the basic wage consequent on variations in the "C" Series retail price index numbers. Subsequently, the basic wage was adjusted as from the beginning of the first pay-period commencing in November, 1955, when the rates for the State, excluding Broken Hill, became £12 13s. for adult males and £9 9s. 6d. for adult females. The new rate for adult males was an increase of 10s. on the rate previously payable from August, 1953, and represented the full increase in the basic wage adjusted in accordance with movements in the "C" Series Retail Price Index numbers between the June quarter, 1953, and the September quarter, 1955.

The Industrial Arbitration Act was amended by the Industrial Arbitration (Female Rates) Amendment Act (No. 42, 1958) which became operative on 1st January, 1959. The Act defined the existing basic wage for adult females as being 75 per cent. of the male basic wage, notwithstanding anything contained in the 1950 judgment of the Industrial Commission of New South Wales (see page 112), and the Commission should upon application, or might of its own motion, vary existing awards or industrial agreements to give effect to this definition. Such a variation is not to prescribe a wage rate less than the sum of the newly defined basic wage plus the marginal or secondary amounts applicable immediately prior to this variation, or more than the wage payable to adult males performing similar work.

Upon application the Commission or a Conciliation Committee shall include in awards and industrial agreements provision for equal pay between the sexes. Where the Commission or 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

\* *New South Wales Industrial Gazette*, Vol. 111, p. 128.

basic wage for adult males as from 1st January, 1959. Thereafter, the basic wage was to be increased annually by 5 per cent., so that on 1st January, 1963, it became the same as that for adult males. The provisions for equal pay do not apply to persons engaged on work essentially or usually performed by females, but upon which males may also be employed.

Act No. 29, 1961 (assented to on 13th October, 1961) amended the *Industrial Arbitration (Amendment) Act, 1961*, by adopting the Consumer Price Index numbers in place of the "C" Series Retail Price Index numbers for purposes of the automatic quarterly adjustment of the basic wage. The November, 1961, variation was the first based on the Consumer Price Index. Consumer Price Index numbers relate only to capital cities and the weighted average for the six capitals and as a result the Sydney basic wage became the rate for the whole of New South Wales, separate rates no longer being prescribed for Broken Hill and the "Five Towns" after November, 1961.

A table showing the New South Wales State basic wage rates for Sydney from 1914 to date will be found in Section XI. of the Appendix.

(iii) *Victoria.* There is no provision in Victorian industrial legislation for the declaration of a State basic wage. Wages Boards constituted from representatives of employers and employees and an independent chairman, for each industry group or calling, determine the minimum rate of wage to be paid in 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. This amending Act also gave Wages Boards power to adjust wage rates "with the variation from time to time of the cost of living as indicated by such retail price index numbers published by the Commonwealth Statistician as the Wages Board considers appropriate". The Wages Boards thus adopted the basic wages declared by the Commonwealth Court of Conciliation and Arbitration and followed that Court's system of adjusting the basic wage in accordance with variations in retail price index numbers.

After the Commonwealth Court of Conciliation and Arbitration discontinued the system of automatic adjustment of the Commonwealth basic wage (see page 92), a number of Wages Boards met in September, 1953 and deleted references to these adjustments. However, an amendment to the Factories and Shops Act in November, 1953 required Wages Boards to provide for 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*, which 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. The last automatic quarterly adjustment of the basic wage, based on the variation in retail price index numbers for the June quarter, 1956,



became payable from the beginning of the first pay-period in August, 1956. Following the judgment of the Commonwealth Conciliation and Arbitration Commission in the 1961 Basic Wage Inquiry (see page 97), Wages Boards met in July and August, 1961, and varied their determinations by incorporating the new Commonwealth rates.

A table showing basic wage rates for Melbourne used generally by Wages Boards will be found in Section XI. of the Appendix.

(iv) *Queensland.* The *Industrial Conciliation and Arbitration Act of 1929* established an Industrial Court, and provided that the Court could make declarations as to the basic wage and standard hours. This Act, as subsequently amended, was repealed by the *Industrial Conciliation and Arbitration Act of 1961*, which established, in addition to the Industrial Court, an Industrial Conciliation and Arbitration Commission. The Full Bench of the Commission, consisting of not less than three Commissioners, may make declarations as to, *inter alia*, the basic wage for males and/or females and the standard hours of work.

The main provisions to be observed by the Commission when making general declarations as to the basic wage are—(a) All persons interested must be given an opportunity to be heard before any such general declaration can be made; (b) the minimum wage of an adult male employee shall be not less than is sufficient to maintain a well-conducted employee of average health, strength and competence, and his wife and a family of three children in a fair and average standard of comfort, having regard to the conditions of living prevailing among employees in the calling in respect of which such minimum wage is fixed, and provided that the earnings of the children or wife of such employee shall not be taken into account; (c) the minimum wage of an adult female employee shall be not less than is sufficient to enable her to support herself in a fair and average standard of comfort, having regard to the nature of her duties and to the conditions of living prevailing among female employees in the calling in respect of which such minimum wage is fixed; (d) the Commission shall, in the matter of making declarations in regard to the basic wage or standard hours, take into consideration the probable economic effect of such declaration in relation to the community in general, and the probable economic effect thereof upon industry or any industry or industries concerned.

The first formal declaration of a basic wage by an industrial tribunal in Queensland was gazetted on 24th February, 1921, when the basic wage was declared at £4 5s. a week for adult males and £2 3s. for adult females. Prior to this declaration the rate of £3 17s. a week for adult males had been generally recognized as the "basic" or "living" wage.

On 15th April, 1942 the Court declared the rates operative from 31st March, 1941 as adequately meeting the requirements of section 9 of the *Industrial Conciliation and Arbitration Act of 1932*, having regard to the level of the "C" Series Retail Price Index for Brisbane for the December quarter, 1941, and decided to make a quarterly declaration of the basic wage on the basis of the variations in the "cost of living" as disclosed by the "C" Series index for Brisbane, commencing with the figures for the March quarter, 1942. This declaration was duly made by the Court on 21st April, 1942 at the rates of £4 11s. for adult males and £2 9s. 6d. for adult females. Following this judgment regular quarterly adjustments were made to the basic wage until January, 1953 (see page 116).

The 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 (*see* page 91).

Following the decision of the Commonwealth Court of Conciliation and Arbitration to increase the male and female basic wages from December, 1950 (*see* page 91), the Queensland Industrial Court conducted an inquiry as to what change should be made to the State basic wage for Queensland and granted an increase of 15s. a week to both adult males and adult females, thus increasing the metropolitan rates to £7 14s. a week and £5 2s. 6d. a week respectively, operative from 7th December, 1950. The basic wage payable to adult females became 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 Retail Price Index numbers for Brisbane. If the practice had been continued, a reduction of 1s. 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 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. For the following four quarters also the Court 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 the basic wage for adult males should be increased to £11 7s. from 1st August, 1955. In this judgment the Court emphasized that it held 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. During the next year increases were granted in three of the four quarters.

In announcing an increase of 4s. in the adult male basic wage for Brisbane, payable from 29th October, 1956, the Court stated that the considerable increases in the "C" Series index numbers for the September quarter, 1956, were due substantially to the abnormal increases in the prices of potatoes and onions, and therefore, under the circumstances, it decided not to increase the basic wage on the basis of the "C" Series Retail Price Index numbers including potatoes and onions.

Consequent on the issue of the index numbers for the December quarter, 1956, the Court announced that there would be no change in the basic wage and stated: "The existing Basic Wage of £12 1s. for adult males truly reflects the increase in the 'C' Series index as shown between the June quarter and the end of the December quarter".§

In the following four years increases were made each quarter, except in October, 1957, and August, 1959.

\* *Queensland Industrial Gazette*, Vol. 35, p. 1253.  
Vol. 39, p. 355.

§ *Qld. I.G.*, Vol. 42, p. 167.

† *Qld. I.G.*, Vol. 38, p. 137.

‡ *Qld. I.G.*,

On 22nd and 23rd April, 1958, the Court heard an application by combined unions for an immediate increase of £1 in the basic wage, on the ground that a state of emergency existed with regard to the cost of living. In its judgment of 30th May, 1958, the Court dismissed the application.

In December, 1960, the Court determined that as from 1st May, 1961, the basic wage for adult females should be 75 per cent. of that for adult males.\*

In its basic wage declaration of 25th January, 1961, the Court referred to the fact that for current statistical purposes variations in retail prices were measured by the Consumer Price Index. Taking into consideration all relevant factors, including the approximate increase in price levels as disclosed by the Consumer Price Index, the Court decided to increase the basic wage for adult males by 4s.

Following an inquiry, the Commission, in a decision issued on 24th May, 1961, increased the adult male basic wage by 4s. a week, which was approximately the amount of the increase indicated by the Consumer Price Index for March quarter, 1961.

In September, 1961, the Commission heard an application by employer organizations for a declaration of a general ruling that the basic wage for males and/or females should not be reviewed merely by reason of any change in the Consumer Price Index at intervals of less than 12 months. The application was opposed by the trade unions generally. In a judgment delivered on 14th November, 1961,† the Commission refused the employers' application. An appeal to the Industrial Court against this decision was dismissed on 10th July, 1962.

An inquiry held in November and December, 1962, dealt with an application by unions for increases of £1 4s. in the adult male basic wage and 18s. in the adult female basic wage. The application was opposed by employer organizations generally, by the State of Queensland and by the Queensland Commissioner for Railways. Judgment was given on 20th December, 1962,‡ the application being refused.

A further application was made by trade unions for a declaration of a basic wage, and an inquiry was held in April, 1963. Employers generally opposed the application, and the State of Queensland, while adopting a neutral attitude, submitted information for the assistance of the Commission. In a judgment delivered on 26th April, 1963,|| the Commission increased the basic wage, in accordance with the movement in the Consumer Price Index, by 2s. for adult males and by 1s. 6d. for adult females from 6th May, 1963.

The basic wage rates payable in the Southern Division (Eastern District) from 1921 to date will be found in Section XI of the Appendix.

In addition to the basic wage for the Southern Division (Eastern District—including 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.; and Northern Division (Western District), £1 12s. 6d. From May, 1961, the allowances for adult females were increased from 50 per cent. to 75 per cent. of those for adult males.

\* *Queensland Industrial Gazette*, Vol. 46, p. 475.  
Vol. 52, p. 27.

|| *Qld. I.G.*, Vol. 53, p. 51.

† *Qld. I.G.*, Vol. 49, p. 23.

‡ *Qld. I.G.*,

(v) *South Australia.* The *Industrial Code, 1920-1963* provides that the Board of Industry shall, after public inquiry as to the increase or decrease in the average cost of living, declare the "living wage" to be paid to adult male employees and to adult female employees. The living wage is defined as "a sum sufficient for the normal and reasonable needs of the average employee living in the locality in which the work under consideration is done or is to be done". The family unit is not specifically defined in the Code, but the South Australian Industrial Court in 1920 decided that the "average employee" in respect of whom the adult male living wage is to be declared is a man with a wife and three children. However, the concept of a family unit has disappeared with the adoption of basic wage rates declared by the Commonwealth Conciliation and Arbitration Commission (*see below*).

The Board of Industry has power to fix different rates to be paid in different parts of the State and the Code also provides that the Board shall hold an inquiry for the purpose of declaring the living wage whenever a substantial change in the cost of living or any other circumstance has, in the opinion of the Board, rendered it just and expedient to review the question of the living wage, but a new determination may not be made by the Board until the expiration of at least six months from the date of its previous determination.

The Board of Industry consists of a President (who shall be the President or Deputy President of the Industrial Court of South Australia) and four commissioners, two of whom shall be representatives of employers and two representatives of employees.

The first declaration by the Board of Industry operated from 4th August, 1921, when the living wage for adult male employees in the metropolitan area was determined at £3 19s. 6d. a week. The living wage of £1 15s. a week for adult female employees in the same area was declared to operate from 1st September, 1921.

Following the declaration of an "interim" increase in its "needs" basic wage by the Commonwealth Court of Conciliation and Arbitration on 13th December, 1946 (*see page 91*) the South Australian Government made provision through 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. On 24th December, 1946, the Governor issued a proclamation, declaring a rate of £5 2s. a week for adult males, including the 4s. "Prosperity" loading, to operate from 7th January, 1947. The Act also provided for similar proclamations in respect of adjustments to the living wage; however, the powers of the Board of Industry to declare a living wage, which would supersede any wage declared by proclamation, were retained.

On 24th May, 1947, the Board of Industry recommended, after an inquiry, that a loading of 5s. a week, over the living wage for the rest of South Australia should apply to adult males located at Whyalla and adjacent areas. This amount, to compensate for the higher cost of living, was subsequently adopted and continues to operate.

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 (see page 91), the South Australian Industrial Code was amended to provide for declarations of the living wage by proclamation, to prevent unjustifiable differences between the Commonwealth and State basic wages. By proclamation dated 30th November, 1950, the South Australian living wage was increased from £6 17s. to £7 18s. for adult males and from £3 14s. 11d. to £5 18s. 6d. for adult females, operative from 4th December, 1950. These new rates were identical with the December rates fixed by the Commonwealth Court of Conciliation and Arbitration for the metropolitan area of South Australia. The female rate was, by the proclamation, increased from approximately 55 per cent. to 75 per cent. of the corresponding male basic wage.

The living wage for South Australia was adjusted each quarter, as required under the State Industrial Code, in accordance with variations in the Commonwealth basic wage for Adelaide until the August, 1953, adjustment. After the Commonwealth Court of Conciliation and Arbitration announced the discontinuance of quarterly adjustments, the Commonwealth basic wages for Adelaide, and consequently the State basic wages, remained unchanged from the beginning of the first pay-period commencing in August, 1953, until the first pay-period in June, 1956, when an increase of 10s. a week was granted to adult males and an increase of 7s. 6d. to adult females. Subsequent increases have been the same as those made to the Commonwealth rates as the result of Basic Wage Inquiries.

A table showing the South Australian basic wage rates for the State (with the exception of Whyalla and adjacent areas), from 1921 will be found in Section XI. of the Appendix.

(vi) *Western Australia.* The Court of Arbitration appointed under the provisions of the *Industrial Arbitration Act, 1912-1961* determined and declared the "basic wage" in this State. The Court consisted of three members appointed by the Governor, one on the recommendation of the industrial unions of employers and one on the recommendation of the industrial unions of employees, while the third member, a Judge of the Supreme Court, was to be the President.

The *Industrial Arbitration Act, 1912-1961* provided 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 should be made within twelve months of the preceding inquiry. The Court had jurisdiction to declare differential basic wages to be paid in respect of special or defined areas of the State. In fact the Court, from August, 1931, declared separate basic wage rates for three areas of the State namely—(a) the Metropolitan area, (b) South-West Land Division, and (c) the Goldfields Areas and other parts of the State.

The term "basic wage" was 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 was just and reasonable the Court was obliged to take into account not only the needs of an average worker but also the economic capacity of industry and any other matters the Court deemed relevant. The family

unit in relation to the adult male basic wage was not specifically defined in the Act, but it became the practice of the Court to take as a basis for its calculations a man, his wife and two dependent children.

The Act provided that the Court of Arbitration may make adjustments to the basic wage each quarter if the official statement supplied to the Court by the State Government Statistician relating to the "cost of living" showed that a variation of 1s. or more a week had occurred, compared with the preceding quarter. These adjustments applied from the dates of declaration by the Court. The Act did not define the term "cost of living", but it was defined by Mr. Justice Dwyer, in the Court of Arbitration, Western Australia, in the matter of the Quarterly Adjustment of the Basic Wage, 18th August, 1931,\* to mean "the basic wage as declared from time to time by the Court and as existing at the time that we (the Court) have taken into consideration the Statistician's figures".

Prior to 1950 the legislation differed from that outlined above. Particulars of the previous legislation will be found in issues of the Labour Report prior to No. 39, 1950.

The first declaration of the "basic wage" by the Court of Arbitration since the authority to fix one was vested in the Court by the *Industrial Arbitration Act*, 1925, operated from 1st July, 1926. The rate for adult male employees was £4 5s. a week, and for adult female employees £2 5s. 11d. a week. Since that date the principal inquiries have been those of 1938, 1947, 1950 and 1951.

The declaration of 13th June, 1938, (operative from 1st July) was based on the findings of the Royal Commission on the Basic Wage, 1920 (see page 88). For this purpose the Court reduced the amount recommended by the Commission for a five-unit family to the equivalent for a four-unit family and brought the resulting amounts up to their equivalents at the March quarter, 1938, by means of movements in the separate "group" retail price index numbers in respect of the sections for food, clothing and miscellaneous expenditure, and for rent added an amount which was considered fair under ruling conditions.†

The increased basic wage of 26th February, 1947, was granted after an inquiry‡ by the Western Australian Court of Arbitration consequent upon the "Interim" Basic Wage Judgment of the Commonwealth Court of Conciliation and Arbitration in December, 1946 (see page 91).

Following the judgment of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry (see page 91), 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. The rates in the metropolitan area then became £8 6s. 6d. for adult males and £4 14s. 1d. for adult females, operative from 18th December, 1950. The unions' claim for a female basic wage equal to 75 per cent. of the male rate instead of the existing 54 per cent. was not granted, but it was intimated that the increase of 15s. should not necessarily be regarded as the Court's final word on the subject.

\* *Western Australian Industrial Gazette*, Vol. 9, p. 166.  
† *W.A.I.G.*, Vol. 27, p. 39.

§ *W.A.I.G.*, Vol. 30, p. 336.

‡ *W.A.I.G.*, Vol. 18, p. 151.

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 between the basic wage and the total wage as specified by the appropriate award or determination.

Following the decision of the Commonwealth Court of Conciliation and Arbitration to discontinue quarterly adjustments (*see* page 92) the Western Australian Court of Arbitration exercised its discretionary power and, after reviewing the quarterly statements prepared by the Government Statistician for each quarter from the September quarter, 1953 to the March quarter, 1955, declined to make, where applicable, any adjustment to the basic wage. However, after reviewing the statement submitted by the Government Statistician for the quarter ended 30th June, 1955, the Court decided to increase the basic wage for Perth by 5s. 11d. a week for adult males and to make corresponding increases for the other areas in the State. Subsequently, adjustments were made to the basic wage each quarter, except in February, 1959, and February, 1960, when no change was made.

In a decision issued on 30th January, 1960, the Court, acting in recognition of agreement between representatives of unions and employers, increased the basic wage for adult females from 65 per cent. to 75 per cent. of the adult male rate.† The increased rates were payable from the beginning of the first pay-period commencing on or after the above date. Simultaneously, various awards of, and agreements registered with, the Court were varied to provide that where margins for adult females were equal to or greater than the increase in the female basic wage they would be correspondingly reduced, and where they were less than the increase they would be deleted.

From 1st February, 1964, an amendment to the Industrial Arbitration Act established an Industrial Commission and an Industrial Appeals Court in place of the Western Australian Court of Arbitration. The Industrial Commission in Court Session (constituted by three Commissioners) was given power to fix and adjust basic wage rates.

A table showing the West Australian State basic wages for the Perth Metropolitan area from 1926 to date will be found in Section XI of the Appendix.

(vii) *Tasmania.* A State basic wage is not declared in Tasmania. Under the *Wages Boards Act* 1920-1963, 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), with power to determine the minimum rates 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 rates of wage to be paid.

Wages Boards have power to adjust wage rates in accordance with variations in the cost of living as indicated by retail price index numbers published by the Commonwealth Statistician and, until November, 1953, Wages Boards' determinations provided for automatic adjustments of the basic wage. Following the decision of the Commonwealth Court in September, 1953, to discontinue the system of automatic quarterly adjustments of the basic wage, the Chairman of Wages Boards stated: "I consider that the basic wage should remain stationary for a reasonable trial period . . . but if a serious attempt is not

\* *Western Australian Industrial Gazette*, Vol. 36, p. 497.

† *W.A.J.G.*, Vol. 40, p. 61.

made to stabilize prices and in some cases to reduce them, applications can be made for meetings of Wages Boards to reconsider the position." 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 in November, 1953. However, after meeting, all Wages Boards decided to delete, as from 9th December, 1953, the automatic adjustment clause from determinations and to cancel the adjustments made in November.

During 1955 representations were made for the restoration of automatic quarterly adjustments and, on 1st November, 1955, at the conclusion of a compulsory conference of employer and employee representatives, the Chairman of Wages Boards announced that, in his opinion, automatic quarterly adjustments should be restored to Wages Boards' determinations. He suggested, however, that the adjustments should be delayed until February, 1956, so that a serious attempt could be made during November, December and January to reduce prices. In accordance with this decision, Wages Boards met and re-inserted in determinations the provision for automatic quarterly adjustments. The wage rate payable under Wages Boards' determinations from the first pay-period in February, 1956, became that which would have been payable if quarterly adjustments had continued in the period under review.

Following the decision of the Commonwealth Court of Conciliation and Arbitration in the 1956 Basic Wage Inquiry (*see* page 93), the Employers' Federation requested that Wages Boards accept the Commonwealth basic wage and delete automatic adjustment provisions from their determinations. On 3rd July, 1956, the Chairman of Wages Boards issued a statement that he favoured the suspension of automatic adjustments in order to achieve some measure of stability. He added, however, that if prices continued to rise it would be necessary to review the position.

The majority of Wages Boards suspended quarterly basic wage adjustments after the August, 1956, adjustment and to July, 1959, wage rates remained unchanged. Following the decision of the Commonwealth Conciliation and Arbitration Commission in July, 1961, to increase the basic wage (*see* page 97), Wages Boards met in July and August, 1961, and incorporated the new rates in their determinations. During January, 1961, Wages Boards adopted the Hobart basic wage as the uniform rate applicable throughout the State.

During 1962, a number of Wages Boards met and varied determinations by making provision for the automatic adjustment of the basic wage to conform to any change in the basic wage determined from time to time in awards of the Commonwealth Conciliation and Arbitration Commission.

A table in Section XI of the Appendix sets out Hobart basic wage rates, which were generally adopted by Wages Boards in Tasmania.

(viii) *Rates Prescribed.* The "basic" wage rates of State industrial tribunals operative from September, 1964, are summarized in the following table. State basic wage rates for adult males and adult females are shown in Section XI of the Appendix. Current figures are published in the monthly bulletin *Wage Rates and Earnings*.

Since June, 1964, the New South Wales basic wage has been the same as the Commonwealth basic wage for Sydney. Prior to this, the State basic wage was automatically adjusted each quarter in accordance with variations in the



Consumer Price Index. State basic wages are not declared in Victoria and Tasmania, but Wages Boards, which determine minimum rates to be paid in various industry groups or callings, now generally adopt Commonwealth rates. In Queensland, the industrial authority may declare a basic wage only after a full inquiry. In South Australia, the rates have been the same as Commonwealth rates since 1950. The Industrial Authority in Western Australia determines the basic wage each quarter after considering retail price index numbers. In all States, since May, 1961, the basic wage for adult females has been 75 per cent. of the adult male rate.

## STATE BASIC WAGES: WEEKLY RATES.

State and Locality	Date of Operation	Males.		Females.	
		s.	d.	s.	d.
New South Wales .. .. .	19.6.64	315	0	236	0
Victoria .. .. .	June/July, 1964	307	0	230	0
Queensland					
Southern Division—					
Eastern District, including Brisbane ..	13.7.64	300	0	225	0
Western District .. .. .	13.7.64	310	6	233	0
Mackay Division .. .. .	13.7.64	309	0	231	9
Northern Division—					
Eastern District .. .. .	13.7.64	310	6	233	0
Western District .. .. .	13.7.64	332	6	249	6
South Australia .. .. .	22.6.64	303	0	227	0
Western Australia(a)					
Metropolitan Area .. .. .	} 22.9.64	308	0	231	0
S.W. Land Division .. .. .					
Goldfields and other areas .. .. .					
Tasmania .. .. .	June, 1964	314	0	235	6

(a) Differential rates abolished as from 22nd September, 1964.

## § 6. 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”. \*

Marginal rates of wage are determined by Commonwealth and State industrial tribunals. In the Commonwealth jurisdiction, prior to 1954, the Commonwealth Court of Conciliation and Arbitration had not made any general determination in respect of wage margins, but general principles of marginal rate fixation had been enunciated by the Court in the Engineers' Case of 1924, the Merchant Service Guild Case of 1942 and the Printing Trades Case of 1947. Major determinations affecting margins were made in the Commonwealth jurisdiction in 1954 and 1959. The decisions of the Commonwealth Court

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

and later the Commonwealth Conciliation and Arbitration Commission have generally been followed by State industrial tribunals in the determination of margins in State awards.

A summary of the 1954 and 1959 Margins Cases is given in the following paragraphs.

**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 JJ.) 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 margin of a fitter from 52s. a week to 75s. a week, increased similarly margins of other skilled occupations, and made no increase in margins of what may generally be described as the unskilled or only slightly skilled occupations under the Metal Trades Award. The new rates operated from the beginning of the first pay-period commencing on or after 13th December, 1954.

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\* *Commonwealth Arbitration Reports*, Vol. 80, p. 3.

At the end of its judgment the Court stated that while its decision in this case related immediately to one particular industry, it was expected to afford general guidance to all authorities operating under the Conciliation and Arbitration Act, or under other legislation which provided for tribunals having power to make 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 101-108.

**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 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 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 paragraph. Extensive extracts from the judgment were printed in Labour Report No. 49, pages 133-137.

*Metal Trades Award, Part I.* The unions sought to have restored the relativities within the marginal structure of the Metal Trades Award which existed prior to the Metal Trades Case, 1954 (see para. 2, above). Their claim was for an increase in the margin of the fitter from 52s. to 134s. a week and an increase of 157 per cent. in the margins of other classifications. The employers counter-claimed for a reduction in margins of 15s. a week.

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 alleged

\* Commonwealth Arbitration Reports, Vol. 92 p. 796.

that the 1954 Metal Trades decision had departed from these principles. They produced material to demonstrate the economic situation which would justify the increases asked for, and 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 so far as the lower paid classifications were concerned.

The Commonwealth Government 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 the Commonwealth 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. The Commission also stated that the decision was based on the material placed before them and their general industrial knowledge which, in view of their functions under the Act, they thought proper to use. Both that material and that knowledge related to the Metal Trades industry and to the economy generally. The decision, however, related only to the Metal Trades Award. The Commission realized that on occasions in the past, margins fixed in the Metal Trades Award, and in particular the margin of the fitter, had been used as standards for other awards. The use of the increases as a guide in other disputes would be a matter for the parties as far as conciliation was concerned and, if arbitration was necessary, for the Commission however constituted.

*Gold and Metalliferous Mining Award.* Judgment was also delivered on 27th November, 1959,† in connexion with the application for variation of margins in this award. The margin for the miner was increased from 30s. 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. Subsequently, the parties to the award agreed that margins for all other classifications should be increased in the same proportion as the margin for the miner (i.e. by 41.7 per cent.). The Commissioner varied the award accordingly.

*Metal Trades Award, Part II. and Aircraft Industry Award, Part II.* On 11th December, 1959,‡ the Commission delivered a judgment granting a 20 per

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

† 92 C.A.R., p. 814.

‡ 93 C.A.R., p. 63.

cent. interim increase in margins to graduates and diplomates in engineering or science, payable as from the beginning of the first full pay-period commencing in December, 1959.

*Bank Officials' Award.* On 11th December, 1959,\* a 20 per cent. interim increase in margins was granted to officers in the 10th to 18th year of service inclusive and to accountants and managers, payable retrospectively as from 11th June, 1959. Interim increases were not awarded to more junior officers, nor to females. Subsequently, the parties to the Bank Officials' Award met before a Senior Commissioner and a consent award was made giving final marginal increases to adult males and adult females and making adjustments to junior rates of pay.

4. *Margins Case, 1963.*—Following the conclusion of the 1963 Basic Wage Case, two benches of the Commonwealth Conciliation and Arbitration Commission commenced, on 5th February, 1963, to hear applications by metal trades unions for increased margins and for three weeks annual leave (*see p. 132*). The two benches sat jointly for the convenience of the parties involved and were constituted as follows: margins case—Kirby C.J. (President), Moore and Ashburner JJ. and Commissioner Apsey; three weeks annual leave case—Kirby C.J. (President), Moore J. (Deputy President) and Commissioner Apsey. In their application, the claimant unions were supported by the Australian Workers Union, the High Council of Commonwealth Public Service Organizations, the Australian Council of Salaried and Professional Associations and certain affiliated organizations. The claim was opposed by the respondent employers who were supported in their opposition by the banks respondents to the Bank Officials Award, and by members of the Australian Wool Growers and Graziers Council.

The unions' claim on margins was that the Commission restore, on an assessed basic wage, the relativities within the Metal Trades Award established in 1947 by what is known as the second Mooney formula. Taking £15 7s. as the assessed basic wage (calculated as the 1947 basic wage adjusted to price changes since 1947) and applying the percentage 48.6, which the fitter's margin was of the 1947 basic wage, the unions arrived at a new marginal rate of £7 9s. for a fitter or an increase of £2 13s. on the current margin. This claim of £7 9s. was 2.86 times the 1947 fitter's margin, and hence the unions sought to have all 1947 margins multiplied by 2.86. This claim was opposed by the employers who asked that any consideration of marginal increases be deferred for an unspecified time.

The Commonwealth Government intervened in the public interest and made submissions as to the approach to be adopted to marginal fixation generally, and to marginal fixation in the metal trades industry, as well as supplying information to the Commission about the economic situation and the government's assessment of it. The Commonwealth Government neither opposed nor supported the claim. The State of South Australia neither opposed nor supported the claim for marginal increases but did oppose any change in present relativities. The State of Queensland neither opposed nor supported the application for increases in margins but submitted certain information regarding possible effects in Queensland. The Commission declined to allow submissions aimed at showing what might happen in State awards if State industrial tribunals followed their past practices with respect to the Commission's decisions.

\* *Commonwealth Arbitration Reports*, Vol. 93, p. 63

The unions' case in outline comprised firstly, a critical analysis of major decisions of the Court and of the Commission extending back to the "Harvester" decision of 1907; secondly, a demonstration from those decisions of the basic criteria used in the fixation of margins, in particular the market value of the work of the various classifications at the time of fixation and the inter-related consideration of economic capacity; thirdly, evidence to demonstrate what is the current market value; and, finally, material concerning economic capacity to pay the rates being claimed.

Referring to past decisions and the problem of marginal fixation the Commission stated that "the assessment of particular margins at particular times must be an act of judgment by the person or persons making the assessment in the light of current knowledge and practice both of which are themselves susceptible of change. . . . We hold the view that whatever may have been the practice in the past there is no reason why any margin should, after a period of time, necessarily be restored to any earlier relativity which it may have had with any earlier basic wage. . . . Margins are awarded for skill and other factors which are not included in the assessment of the basic wage. The value from time to time of skill and other factors relevant only to margins may change independently of changes in the basic wage. We are not prepared to assume that because in 1947 the fitter's margin represented 48.6 per cent. of the basic wage that it should now represent the same percentage of the current basic wage". The Commission emphasised the need to have before it all information essential for a complete assessment of margins, some of which must relate to the work actually being done, and pointed out that margins in the Metal Trades Award cannot be properly assessed either absolutely or relatively until the Commission in one form or another has before it an application which will enable it to deal with all aspects of marginal fixation.

In absence of any evidence or material on work value the Commission said they accepted the margins then current in the metal trades award as a starting point. Since last fixing margins in 1959 the Consumer Price Index had risen 6.05 per cent. and the Commission stated that they were prepared to assume that this showed a movement in purchasing power of money with sufficient accuracy to enable this to be taken into account in fixing margins, and believing that a compensating increase is within capacity they considered it would be inequitable not to award it. But as this would only restore margins to the real value of the 1959 margins, it was necessary to consider whether there was any ground for an increase in real margins. To do this, and in the absence of any material related to the work itself, the Commission said it could only consider the question of economic capacity in the metal trades and in industry generally.

The Commission repeated what had been said in the 1961 Basic Wage Case, namely, that productivity figures could be used only to demonstrate a trend and that productivity can only be approximately measured. The unions put forward the view that both past and future increases in productivity should be noted, whilst the employers said the proper approach was to ignore the past except to the extent to which it indicates the future and to adjust wages in a ratio slightly less than any expected future increase in productivity. The employers argued that if, over all, the level of wages increases at a faster rate than the increase in national productivity then there will be an increase in prices or a shift in income to the wages sector. The Commission made the following observations on this proposition—firstly, that increases in national productivity can only be imperfectly calculated and that such productivity figures as are now available can only be properly used to demonstrate a trend; secondly, that the case for marginal

increase relates to the metal trades industry only; thirdly, that if current margins are inadequate, it should be a matter of equity to award margins which are adequate even if such increase raises wages by a percentage greater than the estimated immediate future increase in national productivity; and, finally, that it was an over simplification to relate the movement in prices to general economic considerations only. The Commission then considered figures from 1949-50 of the movement in national productivity based on Gross National Product per person employed at 1952-53 prices and pointed out that since the 1959 assessment of margins to 1961-62, national productivity measured in this way had increased by 5.1 per cent.

On economic capacity the Commission came to the conclusion that after a period of slowing down, the economy had recovered some of its impetus and this recovery was likely to continue in the immediate future at a somewhat higher rate than that of the past year. After considering material related to the metal trades industry, namely, over-award payments, average hours of overtime and average weekly hours for adult males, and keeping in mind that employers did not suggest that the economic capacity of the metal trades industry was less than industry generally, or that increases in productivity in that industry had been or will be less than increases in national productivity, the Commission was prepared to assume in the unions' favour that by and large the economic capacity of the metal trades industry was certainly not less than and probably more than that of industry generally.

Summing up the Commission said: "In our judgment of national economic capacity, including productivity, the likely future trends in that capacity, and the relationship between the capacity of the Metal Trades industry and national capacity, we consider that we should as a matter of equity increase the real value of margins under this award. Having regard to this decision and the decreased purchasing power of money since the last assessment we consider that it would be fair to increase margins under this award by ten per cent. We have reached this conclusion in the knowledge that today employees under this award have been awarded an extra week's annual leave. We emphasise again that no information about work values has been placed before us which would enable us to make a more accurate and from our point of view a more satisfactory assessment."

The Commission then considered in detail the capacity of the economy as shown by the following economic indicators: Rural Industry, Balance of Payments, Competitive Position of Secondary Industries, Investment, Employment, Company Income, Money and Banking and Retail Trade, and General. Under Company Income the Commission dealt with a submission of the employers that because wages had gone up as a result of the 1961 Basic Wage decision in a period of comparatively low activity in the economy and because the price level had not risen as a result of that decision there had been a movement in income from the company sector to the wage sector. Any further increase in wages, the employers submitted, would be likely to cause a further drift in company income followed by a further dampening down of investment and a consequent deleterious effect on activity in the economy and a worsening of the economic position of wage earners. The Commission referred to figures of Gross National Product, Company Income, and Wages and Salaries, which indicated that movements in company income were not directly related to movements in wages and salaries, but stated, that the fact that company incomes had been lower in the past two years indicated the necessity for caution in awarding marginal increases.

The Commission concluded its consideration of the indicators with these words ". . . our own investigation of the economy (is) that both from a long term point of view and also from a short term point of view the prospects for the economy may be reasonably regarded with optimism. On a consideration of the whole of the indicators, we conclude that national capacity has increased and that it is likely to continue to increase in the foreseeable future. In these circumstances we are confident that the economy is able to sustain the increase of ten per cent in margins in this award which we consider is otherwise justified".

At the request of the parties the Commission took the unusual course of making a pronouncement early in the proceedings as to the extent to which the decision in the metal trades case should be used in other industries. The Commission reaffirmed what was said in the 1959 Basic Wage Judgement that the decision would relate to the Metal Trades Award only, although they realized that the margin of the fitter had been used as a standard for other awards. In the present case the Commission stated it was not intended that the decision should be applied automatically outside the metal trades. The use of any changes in margins granted by the Commission, as a guide in other disputes, would be a matter for the parties as far as conciliation was concerned and, if arbitration was necessary, for the Commission, however constituted.

The order of the Commission was that the margins for adult males in the Metal Trades Award be increased by ten per cent., the increase to be calculated to the nearest shilling and to operate from the beginning of the first pay-period to commence on and after 22nd April, 1963.

### § 7. Annual Leave.

1. **General.**—The judgment delivered by the Commonwealth Court of Conciliation and Arbitration, in the Commercial Printing Case of 1936, granting one week's annual leave with full pay to employees in the industry, has usually been regarded as the first statement in the Commonwealth jurisdiction of the principles involved in deciding whether or not annual leave should be awarded. Over a period of time annual leave was introduced industry by industry when and if the Judge responsible for the industry considered it proper.

In 1945, the question of annual leave was before the Court\* and the Court in its judgment set out what it considered to be the principles to be applied in all applications for an extension of the annual leave period to fourteen days. Alteration of particular awards was left to the discretion of the single judge who heard the application.

Further inquiries into annual leave have been conducted and a summary of the most recent inquiries is given below.

Annual leave for employees under the jurisdiction of State awards, etc. is subject to separate determination and a brief summary is given in paras. 3. to 8, pages 134–136.

At present the majority of employees in Australia receive at least three weeks' annual leave.

2. **Commonwealth.**—Since 1960, three inquiries have been held following union claims to increase paid annual leave from two to three weeks in Commonwealth Awards. A report on these cases is given below.

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\* *Commonwealth Arbitration Reports*, Vol. 55, p. 595.



(i) *Three Weeks' Annual Leave Inquiry, 1960.* Unions respondent to the Metal Trades Award applied to the Commonwealth Conciliation and Arbitration Commission on 18th July, 1960, to vary the Award to provide three weeks' paid annual leave instead of two weeks.

The application was opposed by employers, the State of Victoria and the Electricity Trust of South Australia. The State of Tasmania supported the application. The Commonwealth Government and the State of Queensland neither supported nor opposed the application, though the Commonwealth tendered statistical and economic information for the benefit of the Commission and the parties.

In its judgment of 14th December, 1960, the Commission summarized the submissions made by the unions and the employers, and stated that the two economic factors considered most important were the export-import position and the state of employment. The Commission stated that it had decided to reject the application, but emphasized that its decision was not intended to apply to a situation where, for special reasons related to a particular industry, it may consider an amount of annual leave greater than two weeks to be justified.

Part of the conclusion of the Commission stated:—"We accordingly dismiss this application because of the present economic situation. In doing so we would again repeat what we have said earlier in this judgment that we do not consider that employees under Federal Awards have yet achieved all the leisure which they should achieve. We have done no more than decide that the present is not an appropriate time in which to award an extra week's paid leave". \*

For further particulars see Labour Report No. 49, pages 139-142.

(ii) *Three Weeks' Annual Leave Inquiry, 1962.* On 10th April, 1962, the Commonwealth Conciliation and Arbitration Commission, constituted by Kirby C.J. (President), Moore J. (Deputy President) and D. G. Apsey (Commissioner) commenced hearing an application by unions respondent to the Metal Trades Award for variation of the award to provide three weeks' paid annual leave instead of two weeks.

Although the application was made in respect of the Metal Trades Award only, the unions made it clear that they wished the claim to be regarded as a test case which, if granted, would involve the inclusion in federal awards generally of the basic standard of three weeks' annual leave. The application was opposed by employers, the State of Victoria and the Electricity Trust of South Australia. New South Wales and Tasmania supported the application. The Commonwealth Government and the State of Queensland neither supported nor opposed the application, although the Commonwealth intervened in the public interest and made submissions on the state of the economy, as well as providing economic and statistical information for the benefit of the Commission and the parties.

The hearing was concluded on 2nd May, 1962, and on 30th May the Commission made the following announcement:—

"We have given careful consideration to the submissions which have been made to us in this case. The applicant unions have asked that we consider the claim a general one, the result to be applied to Federal awards generally. This must result in greater caution on our part in deciding whether or not the application should succeed. Our present intention is that an increase to three weeks' annual leave generally in secondary industry, subject to special cases, should be granted as soon as we are satisfied that the economy is in a position to cope with the effects of such an increase. However, there are two aspects of the economic arguments about which we are troubled and about

\* Commonwealth Arbitration Reports, Vol. 96, p. 217.

which we consider it too early to make any firm decision. These are, firstly, whether our internal economy has sufficiently recovered from the recession of late 1961 and, if so, what is the likely rate of its recovery in the future and, secondly, the effect on Australia of success or failure of the application of the United Kingdom to enter the European Common Market. There have been developments in relation to the latter question since the hearing which both emphasize its importance and the lack of accurate information as to what is going to happen and the short and long term effect on Australia's economy.

"So that we may be able better to assess these matters we have decided to adjourn these proceedings until a date in February or March next which will be announced later when the parties and interveners will be able to make such further submissions on these two matters as they may desire."

A brief summary of the case is given in the following paragraphs.

The unions submitted that about half of the Australian work force was already entitled to three weeks' leave or more, and that the Commission was being asked to settle a genuine industrial dispute arising from the disparity between the leave granted to different sections of the work force. The unions referred to the judgment in the 1960 Annual Leave Inquiry, in which the Commission had stated that its decision to refuse the application had been influenced by the export-import position and the state of employment, and submitted that there had been sufficient improvement in these two factors to justify the granting of the application, particularly as the Commission had in the 1960 case conceded that two weeks should not be regarded as the ultimate in paid annual leave.

The unions submitted evidence to show that three weeks' annual leave, which had been granted by legislation in New South Wales in 1958, had not had any adverse effects on the economy of that State. They also submitted that, in the 17 years since 1945, when annual leave was extended to two weeks, the national economy had developed in a way which would permit the granting of an extra week's leave with much more safety than had been possible in 1945, at the end of the war.

The employers, in opposing the application, said that since the previous rejection of the unions' claim in 1960 Australia had undergone a major recession. No new arguments had been advanced by the unions in support of their claim and it should therefore again be rejected. They also submitted that even on the ground of social justice the claim should be rejected because Australian workers enjoyed shorter annual hours of work than those of any other country in the world. In addition, an examination of the relation of average weekly earnings to productivity showed that they had already received the fruits of all productivity increases.

The balance of payments situation, though improved, had been achieved only through drastic Government action and in fact looked satisfactory only in comparison with that of the previous year. As to employment, there was still a shortage of skilled labour, which would be aggravated by the granting of increased leave.

The employers submitted that the claim should not be treated as a test case, because it was being argued not only on general economic issues but also in relation to specific problems in the metal trades. No party to any other award should be inhibited in any way from arguing the particular circumstances of other industries.

(iii) *Three Weeks' Annual Leave Inquiry, 1963.* On 5th February, 1963, the Commonwealth Conciliation and Arbitration Commission constituted by Kirby C.J. (President), Moore J. (Deputy President) and Commissioner Apsey, commenced hearing an application, which had been adjourned from May, 1962, (see (ii) above) to vary the Metal Trades Award, to provide three weeks' paid annual leave, instead of two.

The hearing was continued during March and April, 1963, jointly with the Metal Trades Margins case hearing (see pages 127-130), and in its judgment on 18th April, 1963, the Commission referred to the announcement it had made on 30th May, 1962, as to the Commission's intention to grant a period of three weeks' annual leave, when it was satisfied that the economy was in a position to cope with the effects of such an increase. "In our view the Australian economy has recovered sufficiently from the recession of 1961 and its likely rate of recovery in the future is such as to enable us to grant three weeks' annual leave. The second aspect of the economic arguments about which we were troubled has for the purposes of this decision been changed in a manner in which the problem has become no longer relevant. Therefore we see no reason why we should not implement our express intention of May last year to increase annual leave to three weeks generally in secondary industry, subject to special cases."

The Commission then announced that the Metal Trades Award would be varied to produce the following result: "A period of 21 consecutive days' leave shall be allowed to employees who have completed twelve months' continuous service by or after 30th November, 1963".

Provision for proportionate leave for periods of employment of one month and over was made in respect of employment after 1st June, 1963.

It was stated that the application of the new standard of annual leave for secondary industry in other Federal awards would be a matter for individual Commissioners upon proper application being made for variation.

In a decision given on 22nd October, 1963, the Commission, comprising Wright J. (Acting President), Moore J. (Deputy President) and Commissioner Winter, unanimously rejected an application by the Metal Trades Employers' Association and other employers' organizations firstly, for permission, at the employer's discretion, to require employees to take their annual leave in two periods of seven and fourteen days respectively; and secondly, that the time after accrual, within which leave must be taken, should be extended to nine months when leave is taken in one period and twelve months when leave is taken in more than one period.

The main reasons urged in support of the application was that employers needed greater flexibility in the conduct of their businesses and reference was made to seasonal variations in the demand for certain goods and services, especially where December and January were peak months; the extent of overtime worked before and after any close down; the unavailability of alternative labour; the integration between tasks carried on by employers; and the time and method of taking annual leave by suppliers and customers.

Moore J. and Commissioner Winter in a joint statement contrasted the nature of the employers' claim with the paucity of information given by them in support. They considered that the issue to be decided is whether a production loss, claimed to be involved in the grant of three weeks, would be minimized by allowing employers to require leave to be taken in two periods and although evidence suggested inconvenience to employers and perhaps to customers, it did not show that failure to grant the employers claim would in any real sense cause loss of production. However, the Commission considered that there might be individual cases where some relief would be desirable in the first Christmas period after the increase became effective and accordingly they favoured the insertion of a provision in the Metal Trades Award which would enable an employer "in order to maintain the efficient working of his undertaking or his service to the public, to seek from the Union or unions concerned,

an agreement to split annual leave of the employees in his establishment or part of it either by two close-downs or by rostering or by a combination of one close-down and rostering". In instances where agreement could not be reached, the employer would have the right to seek permission to split the leave from a Board of Reference.

The order was to operate for a period of six months as it might be desirable to reconsider the matter after the ensuing Christmas-New Year period when it would be possible to see how the new standard of annual leave had affected industry.

On the material before it the Commission was not prepared to alter the period in which leave must be taken but this might be re-considered when the case resumed on a date to be fixed in May, 1964.

(iv) *Australian Territories.* Annual leave provisions for private employees covered by awards in the Northern Territory and the Australian Capital Territory are subject to the jurisdiction of the Commonwealth Conciliation and Arbitration Commission. (See paragraphs (i) to (iii) above).

3. *New South Wales.*—Employees in New South Wales in private industry, other than those covered by Federal awards, were granted three weeks' annual leave by an amendment to the Annual Holidays Act, passed in 1958. In February 1964, the State Government indicated that it would grant its employees four weeks' annual leave.

4. *Victoria.*—Following the decision of the Commonwealth Conciliation and Arbitration Commission in May, 1963, individual Wages Boards commenced to alter provisions of their determinations to grant employees an extra week's leave. By September, 1963, the majority of Boards had included three weeks' annual leave in their determinations.

In December, 1963 the Industrial Appeals Court upheld an appeal by employees against the determination of the Photographic Goods Board which stated that an employer may direct the workers or group of workers to take their annual leave in two periods of two consecutive weeks and one week, respectively. The President of the Court pointed out that the Commonwealth Conciliation and Arbitration Commission contemplated that employers might need to plan properly and far enough in advance to enable the appropriate adjustments to the new standard of leave to be made. The Court considered that it had been demonstrated during the year that the employer would be able to make these adjustments without the kind of hardship which the Commonwealth Commission contemplated would warrant exemption from the obligation to give three consecutive weeks' leave.

5. *Queensland.*—In June, 1963\*, the Full Bench of the Industrial Conciliation and Arbitration Commission granted an extra week's annual leave to employees with twelve months' continuous service on or after 30th November, 1963. This move implemented a previous decision of the Commission in which it was decided, as a matter of policy, to grant increased leave to persons already enjoying two weeks' leave.

The decision applied to day workers and non-continuous shift workers receiving two weeks' leave; continuous shift workers receiving three weeks' leave; and day workers and shift workers receiving additional leave in lieu of extra payment for working on statutory holidays. The order became effective as from 1st June, 1963.

The terms of the decision of the Commonwealth Conciliation and Arbitration Commission, as handed down in April, 1963, (see page 133) were to apply to awards of the Industrial Conciliation and Arbitration Commission of

\* *Queensland Government Industrial Gazette*, Vol. 53, p. 473.

Queensland with the exception that, in the State awards, pro-rata payment for leave not taken at the termination of employment was to be expressed at hours per month. The Commission added that those industries or employers who felt that the condition of an industry warranted exemption or exclusion from such additional leave, should make an application showing justification for the exemption or exclusion as the onus rested upon that industry or employer to do so.

The decision did not apply to employees in primary industry—apart from the sugar industry—or those in western areas. Extra leave for these employees was subject to separate applications.

6. *South Australia.*—The Full Bench of the South Australian Industrial Court in May, 1963 announced an increased standard of annual leave in the State, adopting the standard fixed by the Commonwealth Conciliation and Arbitration Commission (*see* page 133).

The Court pointed out that it had embraced three weeks as the general standard for annual leave for the time being. There would not be any automatic extension as the court would decide the application for each industry as it arose to ensure that comparable industrial justice would be applied to the various groups of employees in the State. The Court felt that the Commonwealth Commission's forecast regarding the future of the economy was not based entirely upon established facts but partly on a predicted economic trend for the near future. If that trend is not maintained the Court would, if application were made, be prepared, in a proper case to review the new standard of annual leave.

The Court, as a general indication as to its attitude, expressed the view that annual leave should be taken at a time fixed either by agreement or, if this is not possible, at a time fixed by the employer. The leave should be allowed in two parts and one part must be of at least two weeks' duration. These however were factors which could vary from award to award and their determination would depend on the needs of the particular industry.

7. *Western Australia.*—Following a general inquiry concerning Annual Leave and Public Holidays, the Court of Arbitration in June, 1963\*, adopted three weeks as the new standard for the normal period of annual leave in State awards, with four weeks for seven-day shift workers. The date of operation was the same as that decided by the Commonwealth Conciliation and Arbitration Commission (*see* page 133).

Existing awards and agreements which already provided annual leave in excess of the Court's standard were to be examined separately to ascertain whether special circumstances existed to justify leave greater than the normal standard.

The President of the Court in the reasons for his decision said that he was not convinced that the economic capacity of the State, and its economic capacity for the future, was less than that of the country as a whole.

In the inquiry the Government sought a reduction in the number of public holidays and a review of other conditions where these were more favourable than the Court's standard. Private employers opposed any increase in annual leave but, alternatively, submitted that, if there was to be an increase, then the new standard should be two weeks and four days per annum or the number of

\* *Western Australian Industrial Gazette*, Vol. 43, p. 392

public holidays in each year should be reduced by one. Both these submissions were rejected and the standard number of public holidays was retained at ten with the provision that where an award provided for more than ten public holidays a year, that award, unless the union consented to a reduction to ten, would be excluded from the above order amending the annual leave provisions until it was established that special circumstances justified the continuance of the greater number of holidays.

In November, 1963\* the Court refused an application by employers for the right to split the annual leave into two parts since it decided to follow the decision of most other State tribunals and allow the additional leave in conformity with conditions similar to those prescribed by the Commonwealth Conciliation and Arbitration Commission. The right to split the leave would only be allowed by the Court in exceptional circumstances, unless all the parties concerned agreed to the inclusion of such a provision.

8. *Tasmania*.—Following an amendment to the Wages Board Act in 1961 Wages Boards were permitted to grant employees up to three weeks' paid recreational leave. In June, 1962, the determination of the Ironmongers' Wages Board provided that the entitlement to annual leave, on and from 1st January, 1963, where the year of employment ended after 31st December, 1962, would be fourteen consecutive days, together with a period during working hours equal to  $3\frac{1}{2}$  hours for each completed month of employment after 31st December, 1962. Employees whose year of employment commenced after 31st December, 1963 would be eligible for three weeks' annual leave.

By the end of 1962, the determinations of 72 Wages Boards had been amended to include these entitlements for extra leave. The remaining three Boards incorporated the entitlements in early 1963.

Generally, most Wages Boards adopted provisions to enable leave to be taken in one consecutive period within six months from the end of the preceding year of employment or, if the employer and employee agree, in two separate periods, the lesser of which shall be of not less than seven consecutive days.

### § 8. Long Service Leave.

1. *General*.—Paid long service leave, i.e., leave granted to workers who remain with the one employer over an extended period of time, has been included in the provisions of industrial legislation in the several States and a brief summary is given in the following paragraphs. The position in regard to Commonwealth award employees is also summarized. In all cases the transfer of ownership of a business does not constitute a break in continuity of service with the same employer.

2. *Commonwealth*.—(i) *General*.—Until May, 1964, the Commonwealth Conciliation and Arbitration Commission had not included provision for long service leave in its awards and had refrained from determining disputes relating to this subject except in the case of the Northern Territory and the Australian Capital Territory (see page 139). Consequently till then, the provisions of the various State Acts, relating to long service leave, applied to workers covered by awards of the Commonwealth. The applicability of long service leave provisions under State law to workers under Commonwealth awards had been tested before the High Court and the Privy Council and such provisions had been held to be valid.

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\* *Western Australian Industrial Gazette*, Vol. 43, p. 1459.

The Commission's position was set out in its decision, issued on 16th September, 1959\*, regarding disputes on the inclusion, in the Graphic Arts (Interim) Award, 1957, of provisions for long service leave. It stated that it should refrain, until further order, from determining the disputes so far as they concerned long service leave and that if, in future, the Commission decided that long service leave on a national basis was desirable, it was open to proceed to the making of an award on the matter.

Following notifications in February and March, 1963, by employers in the graphic arts and metal trades industries of disputes regarding long service leave for employees in these industries, the Commission commenced to hear the matters on 4th April, 1963. The trade unions submitted that nothing had happened to reverse the Commission's decision of 16th September, 1959, hence no award should be made. The employers stated that the present application arose because the substantial uniformity of long service leave entitlements under the various State Acts, which existed at the time of the Commission's 1959 decision, no longer prevailed because of the amending New South Wales legislation granting thirteen weeks leave after 15 years' service. In a majority decision handed down on 6th June, 1963, the Commission (Moore and Sweeney JJ., Gallagher J. dissenting) rejected the unions' submission that it should refrain from making provisions for long service leave in its awards and decided that the matters should proceed to hearing.

The two cases were listed and called together on 29th August, 1963, before the Commission as constituted by Wright J. (Acting President), Moore and Sweeney JJ. (Deputy Presidents). The unions asked for an adjournment to enable application to be made to the Acting President "for an assembly of a Presidential Session of the Commission including, if possible, all the presidential members". In the alternative, the unions asked for an adjournment to enable an application to be made to the High Court for a writ of mandamus to require the Acting President to hear the application. Both appeals were rejected and the Commission decided that the hearing of the two cases should proceed.

The applicant employers completed submissions for an award prescribing leave on the basis of a "national code" which provided thirteen weeks leave after completion of twenty years service with the one employer, and six and a half weeks on completion of each succeeding ten years service thereafter.

The New South Wales Government intervened and submitted that the Commission should do nothing which would reverse the standard of long service leave in that State nor make itself a barrier to the operation, on a State wide basis, of State legislation. It was stated that should the Commission make an award embodying a lower standard than that in New South Wales and extend it to that State, there would, in consequence, be considerable industrial unrest. The New South Wales Government asked for exemption of workers in the State from any award of long service leave that the Commission may make or, failing this, the adoption of the New South Wales standard.

The Tasmanian Government also intervened and stated that any award made should be in terms as would direct compliance with provisions operating from time to time under State law in the several States and/or long service leave provisions operating under Tasmanian law should apply, or in the event of making an award in any other terms, Tasmania should be exempted.

The trade unions sought, by an action in the High Court, to prohibit the Commission from proceeding to a settlement of the disputes in the two industries but they were unsuccessful.

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\* *Commonwealth Arbitration Reports*, Vol. 92, pp. 566-571.

Matters relating to long service leave in respect to other Commonwealth awards were stood over pending the completion of the hearing of the graphic arts and metal trades cases.

On 11th May, 1964,\* the Full Bench of the Commonwealth Conciliation and Arbitration Commission, announced its decision and the main points are set out below.

Long service leave entitlement would be calculated on the basis of thirteen weeks for twenty years of unbroken employment, in respect of employment before 11th May, 1964 (or in New South Wales, 1st April, 1963), and at the rate of thirteen weeks for fifteen years in respect of service after 11th May, 1964 (or in New South Wales, 1st April, 1963). After further periods of ten years employees would be entitled to an additional pro-rata period of leave calculated on the same basis. Those employees who completed an unbroken contract of employment of ten years but less than fifteen years and whose employment was terminated by death, or by the employer for any cause other than serious and wilful misconduct, or by the employee on account of illness, incapacity or domestic or other pressing necessity, would be entitled to pro-rata payment.

Exemptions obtained by employers under State legislation, except in South Australia, would continue, pending further order of the Commission. Any long service leave allowed, or payment in lieu thereof made, before 11th May, 1964, under a State law or long service leave scheme would be taken into account for the purpose of these awards.

The rate of payment while on leave would be the current award rates applicable at the date on which the employee commenced leave. This rate, however, would be subject to basic wage changes and marginal adjustments which occurred during the leave period. The position of piece-workers and part-time and casual workers was reserved for further consideration.

The leave is to be taken after twenty-eight days' notice by the employer in one continuous period, or, if the employer and the employee agree, in not more than three separate periods for the first thirteen weeks' entitlement and in not more than two separate periods for any subsequent entitlement. Employees on long service leave were not to engage in any employment for hire or reward with other employers respondents to the awards, and employers under the awards were not to employ any such employees who are known to be on leave.

Contracts of employment cannot be terminated either by the employer to avoid leave obligations imposed by the awards or through a slackness of trade if the employee is re-employed within six months, or for any other reason if the worker is re-employed within two months. Interruption or termination of employment arising directly or indirectly from an industrial dispute would be deemed as not breaking continuity of employment, provided the employee returned to work in accordance with the settlement terms of the dispute but the period of absence from duty would not count for long service leave purposes. Apprentices who entered into a contract of employment within a period of twelve months after the completion of an apprenticeship with the employer may include the period of apprenticeship in their entitlement to long service leave from that employer. Service with the Commonwealth armed forces and the Civil Construction Corps (established under the *National Security Act 1939-1946*) would be counted as employment with the employer by whom the employee was last employed prior to service with either of these forces.



In its judgment the Commission made the following observations: "In approaching the problem of deciding the form of long service leave in these awards we have carefully considered the provisions of the existing State Acts, and in South Australia the terms of the agreement. However our responsibility is not to be discharged by adopting the standards of a particular State Act, but rather by seeking to formulate long service leave provisions for these two industries which will, in our judgment, do justice between employer and employee".\*

"It seems to us the decision as to the number of qualifying years must ultimately be an act of judgment, made without the benefit of any earlier arbitral precedent, and in a field where the existing standards are based on legislation or upon industrial agreements. In all the circumstances we consider that we should prescribe a period of 15 years as a sufficient period to require an employee to work for one employer in order to qualify".†

(ii) *Australian Territories*.—Long service leave codes for employees covered by Northern Territory and the Australian Capital Territory awards were prescribed on 4th December, 1961, by the Commonwealth Conciliation and Arbitration Commission in Presidential Session. The Commission decided that employees should be granted three months' long service leave after twenty years service with one employer, even if part of this service was outside the Territory. In addition, the Australian Capital Territory code prescribed that employees presently employed might "go back for a period of 25 years in regard to the calculation of their present or future entitlement of long service leave".‡

(iii) *Stevedoring Industry*.—The *Stevedoring Industry Act* 1962 which came into force on 19th November, 1962 amended the *Stevedoring Industry Act* 1956–1961 (see Labour Report No. 49, page 145) by extending the eligibility and qualifying periods of the long service leave provisions of the Act. No changes were made to the entitlement for long service leave which remained at thirteen weeks after twenty years' qualifying service and six and a half weeks for each subsequent ten years' qualifying service.

3. *New South Wales*.—Long service leave was first introduced for the majority of workers by the *Industrial Arbitration (Amendment) Act*, 1951, which provided such leave for workers under State awards. This Act was replaced by the *Long Service Leave Act*, 1955, which extended the benefits to any worker within the State. Leave provided for was three months for twenty years' continuous service with the same employer.

In 1963 the *Long Service Leave Act*, 1955 was amended by the *Long Service Leave (Amendment) Act*, 1963, which was assented to, and took effect from, 1st April, 1963. The provisions of the Act apply to workers in the whole State with the exception of those employed in the Public Service or in certain Government undertakings as these were already receiving long service leave benefits either on more favourable terms or under another Act.

Under the amended Act the term "ordinary time rate of pay" (i.e. the rate of pay for which employees were to be paid for their long service leave) was defined to exclude payments for shift work, overtime and other penalty rates. In cases where, during the period of twelve months immediately preceding the date on which the worker entered or was deemed to have entered upon long service leave, or the date of his death (as the case may be), the worker would

\* Print No. A9584, p. 18.

† Ibid., p. 22.

‡ Commonwealth Arbitration Reports, Vol. 98,

p. 705.

receive any amounts due from bonus, incentive or other similar schemes, had such amounts been paid in equal weekly payments throughout that period of twelve months.

The Act amended the qualifying period for long service leave from twenty to fifteen years. It also provided that those employees who have completed—(1) at least ten years but less than fifteen years service and whose services are terminated for any reason; or (2) a minimum of five years service as an adult and whose services are terminated by the employer for any reason, or by the employee through illness, incapacity, or domestic or other pressing necessity, or by death of the employee, are eligible for payment for long service leave on the pro-rata basis of three months for fifteen years service. The term "service as an adult" is defined as meaning service with an employer during which the employee received a rate of pay either—(a) not less than the lowest rates fixed under an award or industrial agreement for an adult male or adult female in the same trade, classification or calling as the worker; or (b) a rate of pay not less than the rate prescribed by the award for a journeyman in the same trade, classification or calling; or (c) if no award or calling covers the occupation, then the period of service with the employer on and from the age of twenty-one years.

For workers whose service with an employer began before this amending Act and who were entitled to long service leave, the amount of such leave was to be the sum of the amounts calculated on the old (1955 Act) and the new (1963 Act) bases according to periods of service before and as from the commencement of the 1963 Act.

Workers on completing their apprenticeship with an employer, were now allowed twelve months, instead of six, to enter into a contract of employment with the employer and the period of apprenticeship is to be included for the purpose of determining period of service with that employer.

Previously employers had been granted exemptions, by the Industrial Commission of New South Wales, from the long service leave provisions of the 1955 Act on the understanding that they grant workers benefits in the nature of long service leave under a scheme which would not place workers in a less favourable position than that specified in the Act. As from 1st April, 1964, no such exemptions would be granted unless long service leave is provided in the scheme. To enable the review of exemptions under the former Act the Industrial Commission, either on its own motion or that of an industrial union of employers or employees, or an employer concerned, would review the terms of any exemptions previously granted and if the benefits under the scheme, the subject of the exemption, were not as favourable as those specified in the amending legislation, or if it was no longer in the best interests of the workers concerned that the exemption should continue, then the Commission may—(i) vary either the terms of the exemption or any conditions necessary for the granting of the exemption; or (ii) revoke the exemption.

The *Long Service Leave (Metalliferous Mining Industry) Act, 1963* was assented to on 13th December, 1963, and came into operation on 1st January, 1964. The object of the Act was to confer on certain workers in the metalliferous mining industry the right to three months' long service leave after ten years' service. The Act stated that a worker covered by its provisions would not be eligible to entitlements under the *Long Service Leave Act, 1955–1963*.

Workers' entitlement to long service leave under the Act would be on the basis of three months for twenty years for service prior to the commencement of the Act and three months for ten years for service thereafter. The remaining provisions of the Act substantially followed provisions of the *Long Service Leave Act, 1955-1963*.

4. **Victoria.**—The *Factories and Shops (Long Service Leave) Act 1953* first provided for long service leave for workers in Victoria, the provisions of this Act being subsequently incorporated in the Labour and Industry Act. Leave provided for is thirteen weeks for twenty years' continuous service with the same employer. Contributions by employers to retirement schemes can be taken into consideration in dealing with exemptions from the Act.

5. **Queensland.**—In 1952 the Industrial Conciliation and Arbitration Act was amended to include long service leave provisions for employees within the jurisdiction of the Industrial Court, and the Act was amended again in 1955 to extend these provisions to any employee in respect of whose employment there was not in force an award or industrial agreement under the Act and to seasonal workers in sugar mills and meat works. Leave provided for is thirteen weeks for twenty years' continuous service with the same employer.

6. **South Australia.**—The Long Service Leave Act, passed in 1957, exempts a large number of industrial agreements with wide industrial coverage from specifying long service leave for employees. For those covered by the Act, leave provided for is seven days in the eighth and in each subsequent year of continuous service. Contributions by employers to retirement schemes can be taken into consideration in dealing with exemptions under the Act.

7. **Western Australia.**—The Long Service Leave Act was passed in 1958, but it does not apply to employees whose conditions of work are regulated under the Western Australian Industrial Arbitration Act. The Court of Arbitration of Western Australia, in an order dated 1st April, 1958,\* incorporated, in most of the awards and agreements within its jurisdiction, provisions similar to those in the Long Service Leave Act. Leave provided for is thirteen weeks for twenty years' continuous service with the same employer. Contributions by employers to retirement schemes can be taken into consideration in dealing with exemptions from the Act.

A general inquiry into long service leave, public holidays, annual leave and hours was held by the Court in 1961. In its judgment, delivered on 5th May, 1961,† the Court rejected the major claims by the parties relating to long service leave. However, it deleted a sub-clause of the 1958 Order which entitled an employer to offset any payment in respect of long service leave under the Order against any payment by him to any long service leave scheme, superannuation scheme, pension scheme, retiring allowance scheme, provident fund or the like or under any combination thereof operative at 1st April, 1958.

8. **Tasmania.**—The Long Service Leave Act, which was passed in 1956, provides for thirteen weeks leave for twenty years' continuous service with the same employer. Contributions by employers to retirement schemes can be taken into consideration in dealing with exemptions from the Act.

\* *Western Australian Industrial Gazette*, Vol. 38, p. 261.

† *W.A.I.G.*, Vol. 41, p. 355.

### § 9. Child Endowment in Australia.

In June, 1927, the Commonwealth Government called a conference of State Premiers to consider a national scheme of child endowment. After discussion, the matter was referred to a Royal Commission appointed by the Commonwealth Government.

The Commission submitted its report in December, 1928. The findings and recommendations were given in Labour Report No. 19.

At a conference of Commonwealth and State Ministers held in May, 1929, the Prime Minister stated that the Commonwealth Government was not prepared to adopt a scheme financed entirely from the proceeds of taxation. It agreed with the majority of the Commission that child endowment could not be separated from the control of the basic wage—a power which the Commonwealth did not possess and which the States were not prepared to relinquish. The Government, therefore, did not propose to establish any system of child endowment.

It was generally agreed that any scheme which would increase the charges upon industry would be unwise at that particular time. The matter of child endowment was accordingly left to be dealt with by the State Governments.

In 1941, the Commonwealth Government introduced a scheme of child endowment throughout Australia. Appropriate steps were then taken for the termination of existing schemes operating in New South Wales and the Commonwealth Public Service. The New South Wales system of child endowment operated from July, 1927 to July, 1941, and the Commonwealth Public Service system from November, 1920 until July, 1941. Details of these Schemes appeared in earlier issues of the Labour Report (*see* No. 36, page 103).

From 1st July, 1941, when the Commonwealth Child Endowment scheme was introduced, the rate of endowment for children under 16 years of age was 5s. a week for each child in excess of one in a family and for each child in an approved institution. The rate was increased to 7s. 6d. a week from 26th June, 1945, and to 10s. a week from 9th November, 1948. Endowment for the first child under 16 years in a family was first provided for by an amendment of the legislation in June, 1950. Endowment for full-time student children and increased rates for third and subsequent children were introduced in January, 1964. At present the main features of the scheme are as follows:—

Any person who is a resident of Australia and has the custody, care and control of one or more children under the age of 16 years or, of student children over 16 years but under 21 years, or an approved institution of which children are inmates, is qualified to receive an endowment in respect of each child. There are provisions to meet cases of families divided because of divorce, separation, unemployment or death of a parent. In such cases payment may be made to the father, mother or another person. There is no means test.

Since January, 1964, the rates are:

- (a) first or only child under 16 years in a family, 5s. a week;
- (b) second child under 16 years in a family, 10s. a week;
- (c) third or subsequent children under 16 years in a family, children in an approved institution, full-time student children between 16 and 21 years, 15s. a week.

There is a twelve months residential requirement for claimants and children who were not born in Australia, but this is waived if the Department of Social Services is satisfied that the claimant and the child are likely to remain permanently in Australia.

Under certain conditions endowment may be paid to Australians who are temporarily absent overseas. Endowment is payable to Aborigines unless they are nomadic or primitive.

Endowment is paid for the children of members of the naval, military or air forces of the United Kingdom who are serving with the Australian Forces from the time of arrival of the children in Australia.

A summary of the operations of this scheme during each of the years 1958-59 to 1962-63 is given below.

## CHILD ENDOWMENT: AUSTRALIA.

At 30th June--	Family Groups.		Institutions.		Total Endowed Children.
	Claims in Force.	Number of Endowed Children.	Number.	Number of Endowed Children.	
1959 .. ..	1,451,516	3,149,516	421	22,307	3,171,823
1960 .. ..	1,476,835	3,228,657	443	23,756	3,252,413
1961 .. ..	1,501,180	3,313,225	465	27,077	3,340,302
1962 .. ..	1,523,074	3,395,449	479	24,685	3,420,134
1963 .. ..	1,535,388	3,432,166	497	25,454	3,457,620

Year.	Amount Paid to Endowees and Institutions.	Annual Liability at 30th June.	Average Annual Rate of Endowment per Endowed Family at 30th June.	Average Number of Endowed Children per Endowed Family at 30th June.	Number of Endowed Children in each 10 000 of Population.
	£	£	£		
1958-59 .. ..	67,539,615	63,597,690	43.415	2.170	3,154
1959-60 .. ..	62,531,977	63,363,883	43.841	2.186	3,165
1960-61 .. ..	74,302,614	67,332,512	44.384	2.207	3,178
1961-62 .. ..	66,377,628	69,123,522	44.963	2.229	3,195
1962-63 .. ..	67,710,463	69,938,076	45.120	2.235	3,167