

CHAPTER III.—WAGES AND HOURS.

§ 1. Arbitration and Wages Board Acts and Associated Legislation.

1. **General.**—Particulars regarding the operation of Commonwealth and State Laws for the regulation of wages, hours and conditions of labour were first compiled for the year 1913, and reviews to the end of each annual period appear in previous issues of the Labour Report. A conspectus of Acts in force relating to Workers' Compensation is included in this issue in Chapter IV. (see page 137).

2. **Laws Regulating Industrial Matters.**—The principal Laws in force regulating rates of wage, hours of labour, and working conditions generally in both Commonwealth and State jurisdictions at the end of 1952 are listed below :—

COMMONWEALTH.

Conciliation and Arbitration Act 1904-1952.
 Defence Transition (Residual Provisions) Act 1952.
 Public Service Arbitration Act 1920-1952.
 Coal Industry Act 1946-1952.
 Stevedoring Industry Act 1949.
 Snowy Mountains Hydro-electric Power Act 1949-1952.
 Navigation Act 1912-1952.

STATES.

New South Wales	..	Industrial Arbitration Act 1940-1952. Coal Industry Act 1946-1951.
Victoria	..	Factories and Shops Acts 1928-1951.
Queensland	..	Industrial Conciliation and Arbitration Acts 1932 to 1952.
South Australia	..	Industrial Code 1920-1951.
Western Australia	..	Industrial Arbitration Act 1912-1952. Mining Act 1904-1952.
Tasmania	..	Wages Boards Act 1920-1951.

3. **Methods of Administration.**—(i) COMMONWEALTH—(a) *Commonwealth Conciliation and Arbitration Tribunal.*—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 “dispute (including a threatened, impending or probable dispute) as to industrial matters, which extends beyond the limits of any one State and a situation which is likely to give rise to a dispute as to industrial matters which so extends”. Such disputes are dealt with, in part, by a Court constituted under the Act, and otherwise by Conciliation Commissioners appointed under the Act. At the present time, the Court comprises a Chief Judge and six other Judges, whilst there is a Chief Conciliation Commissioner and twelve other Conciliation Commissioners.

The Act provides that where a State award or determination is inconsistent with an award issued by the Commonwealth Authority, the latter shall prevail, and the Commonwealth Court can also restrain a State Authority from proceeding in a matter already covered, or being dealt with, by the Commonwealth Authority.

During the 1939-45 War, the powers of the Court were considerably enlarged under National Security (Industrial Peace) Regulations to secure the prompt settlement of industrial disputes. The Defence Transition (Residual Provisions) Act 1952 provides for the continuation of awards, orders, determinations or decisions made under these National Security Regulations unless revoked by a Commonwealth or State industrial authority.

The allocation of the respective powers and functions of the Court and the Conciliation Commissioners is defined by Statute. The Court deals with industrial disputes in so far as they concern the standard hours of work in an industry, the basic wage for both adult males and adult females and questions relating to long service leave with pay, but all other matters in dispute are dealt with by a Conciliation Commissioner. There is, however, provision for a Conciliation Commissioner to refer any dispute or any part of a dispute to the Court for determination, but a Conciliation Commissioner is only entitled to so refer a matter if he is of the opinion, and if the Chief Judge concurs in that opinion, that the matter is one of such importance that, in the public interest, it should be dealt with by the Court.

In addition to the functions outlined above, the Act empowers the Court to make orders concerning the interpretation, and relating to the enforcement, of orders and awards. The Act also makes provision for the registration of associations of employees and employers, and certain powers in connexion therewith are, by the Act, given to the Court.

Although, in certain circumstances, there is a right of approach to the High Court with respect to decisions of the Court, the circumstances are very limited, and, for practical purposes, it can be said that decisions given by the Court are final. Decisions given by a Conciliation Commissioner, however, may be made the subject of appeal to the Court (i.e., the Arbitration Court) provided the party desiring to appeal can satisfy the Chief Judge, by way of application for leave to appeal, that the order or award the subject of the application deals with a matter of such importance that leave to appeal should, in the public interest, be granted.

Whilst many of the minor powers of the Court may be exercised by a Court constituted by one Judge, in all major matters, e.g., questions relating to the basic wage, standard hours of work, long service leave, applications concerning registered organizations and also appeals from orders or awards made by Conciliation Commissioners, the Court must be constituted by at least three Judges one of whom may be the Chief Judge.

The Conciliation Commissioners have been given wide powers, without technical and artificial hindrances, to go to the cause of impending industrial trouble in the particular industries to which they have been assigned and to endeavour to remove the cause of the trouble by conciliating the disputants. If this fails, the Conciliation Commissioner should then, but not until then, with no further formalities, act in an arbitral capacity to prevent or settle the dispute by making an award or order. Prior to 1947, there was no division of work as between the Court and Conciliation Commissioners, a dispute being dealt with by either one or other part of the Tribunal, with the exception that questions relating to the basic wage and standard hours could

only be dealt with by at least three Judges of the Court sitting together. There was also, at that time, a right of appeal to the Court against a decision of a Conciliation Commissioner. The amending Act of 1947 brought about the division of work between the two parts of the Tribunal, and, at the same time, made decisions of Conciliation Commissioners final. However, a further amending Act passed in 1952 gives the Full Court (consisting of not less than three judges) power to hear appeals from decisions of Conciliation Commissioners, from decisions of single judges appointed to deal with industrial disputes in the maritime industry and the Snowy Mountains Hydroelectric Scheme and from decisions of the Public Service Arbitrator. From 19th December, 1952, jurisdiction for the settlement of interstate disputes in the maritime industry has been transferred from a Conciliation Commissioner to a single judge of the Court. The Snowy Mountains Hydroelectric Power Act 1951 also gives a single judge of the Court power to hear and determine industrial disputes affecting employees working on this project.

(b) *Coal Industry Tribunal.*—The Coal Industry Tribunal was established under the Commonwealth Coal Industry Act No. 40 of 1946 and the New South Wales Coal Industry Act No. 44 of 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 previous issues of the Labour Report (see No. 41, page 53), but 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.

(c) *Australian Stevedoring Industry Board.*—The Australian Stevedoring Industry Board (established under the Stevedoring Industry Act 1949) replaced the Stevedoring Industry Commission set up in 1947 in continuation of war-time authorities. The functions of the Board are the regulation and control of the performance of stevedoring operations, the development of port facilities, the provision of labour for stevedoring operations, the payment of attendance money, the establishment of employment bureaux and the provision of medical facilities and amenities for waterside workers. The Board is responsible for registration of employers and waterside workers and may delegate any of its powers to Waterside Employment Committees.

The arbitral jurisdiction formerly exercised by the Stevedoring Industry Commission to prevent and settle industrial disputes and regulate industrial matters in the industry is now vested in the Commonwealth Court of Conciliation and Arbitration and is exercisable by a single judge, who may refer questions of law for the opinion of the Full Court.

(d) *Commonwealth Public Service Arbitrator*.—Wages, hours of labour 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 1920-1952. 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. From 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 necessarily have legal qualifications. In 1952 legislation was enacted providing for right of appeal to the Full Court from decisions of the Arbitrator.

(e) *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. An amending Ordinance gazetted on 19th May, 1949, however, abolished the Board and transferred its functions to authorities established by the Commonwealth Conciliation and Arbitration Act. A separate Registry of the Commonwealth Court of Conciliation and Arbitration was established in Canberra. Industrial matters formerly dealt with by the Industrial Board are now determined either by the Commonwealth Court of Conciliation and Arbitration or by the Conciliation Commissioner assigned to the Australian Capital Territory.

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 consisting of a President and five 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 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 only 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 represents the first instance in Australia of legal regulation in this sphere.

(c) *Queensland*.—The authority is the Industrial Court, consisting of a Judge of the Supreme Court and not more than four members appointed by the Governor in Council. Legal control was first instituted in 1907 with the passing of the Wages Board Act.

(d) *South Australia*.—The principal tribunal is called the Industrial Court; there are also Industrial Boards consisting of a chairman and equal numbers of representatives of employers and employees for the various

industries, and a Board of Industry. The Court is composed of the President (a person eligible for appointment as a Judge of the Supreme Court) who may be joined by two assessors who must be employed in the industry concerned. Deputy Presidents may also be appointed. The "Living Wage" is declared by the Board of Industry, composed of the President or Deputy President of the Industrial Court and four Commissioners. Legal control was first instituted in 1900.

(e) *Western Australia.*—The system of control comprises an Arbitration Court, Industrial Boards, Conciliation Committees and a Conciliation Commissioner. Employers and employees are equally represented on both Boards and Committees. The Court consists of a Judge of the Supreme Court and two members. Commissioners may also be appointed by the Minister for the settlement of particular disputes. Legal control dates back to 1900.

Since 1949, legislation has provided for the appointment of a Western Australian Coal Industry Tribunal to settle intra-state disputes in the coal-mining industry in Western Australia. It was not, however, until April, 1952, that persons were appointed to the Tribunal. The Tribunal 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 President of the Arbitration Court.

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

4. Awards, Determinations, and Agreements in Force.—Considerable extension of the principle of the fixation of legal minimum and marginal rates of wage and of working conditions has taken place since 1913 when the tabulation of such statistics was first undertaken by the Bureau, and until 1939 figures showing approximately the magnitude of these operations were published in this Report. Since that year their publication has ceased owing to great difficulties in obtaining precise data for reasons explained in part in the following paragraph.

With reference to the number of industrial awards and registered industrial agreements in force at the end of any period, awards and determinations made by both State and Commonwealth tribunals generally continue in force after the term of operation mentioned therein has expired, until rescinded or superseded by a subsequent order or award. Clause 48 (2) of the Commonwealth Conciliation and Arbitration Act provides that, after the expiration of the period specified, the award shall, unless the Court otherwise orders, continue in force until a new award has been made; provided that, where in pursuance of this sub-section an award has continued in force after the expiration of the period specified in the award, any award made by the Court for the settlement of a new industrial dispute between the parties may, if the Court so orders, be made retrospective to a date not earlier than the date upon which the Court first had cognizance of that dispute. In the Industrial Code of South Australia, Clause 47 (2), and in legislation for other States, similar provisions are in force. All industrial agreements continue in force after the expiration of the term mentioned

until rescinded or superseded by a subsequent agreement or order. The Tasmanian Wages Boards Act 1934 repealed Part IV. of the Principal Act providing for industrial agreements and all such agreements ceased to operate from the commencement of the Act unless an agreement existed in a trade to which no determination of a Board was applicable, in which case the agreement remained in force until its expiry or until a determination was made.

5. **New Legislation and Special Reports.**—Information concerning the main provisions of various Industrial Acts in force throughout Australia was given in earlier Reports, and brief reviews are furnished each year of the more important aspects of new industrial legislation having special application to the terms of awards or determinations. The period January to December, 1952, is covered by this Report.

(i) *Commonwealth.*—The Conciliation and Arbitration Act 1952 transferred the authority to make provisions in awards relating to annual leave and sick leave from the Court to Conciliation Commissioners. Matters in dispute can be referred from a Conciliation Commissioner to the Full Court and appeals can be made from decisions of Conciliation Commissioners to the Full Court.

The Snowy Mountains Hydro-electric Power Act 1952 and the Public Service Arbitration Act 1952 provided for appeals to the Full Court from decisions of Tribunals set up by these Acts.

The Navigation Act 1952 inserted a new Part (XA., Industrial Matters) in the Principal Act. This part gives a single Judge of the Commonwealth Court of Conciliation and Arbitration authority to hear and determine interstate industrial disputes in the maritime industry. Appeals can be made from the decisions of the single Judge to the Full Court.

The Coal Industry Act 1952 made it obligatory for the Coal Industry Tribunal to use conciliation and arbitration when determining industrial disputes in the coal-mining industry.

(ii) *New South Wales.*—The provisions in the Industrial Arbitration Act relating to long service leave have been amended. Pro-rata long-service leave has been granted to employees who are forced to terminate their employment and the effect of industrial disputes, slackness of trade and the transfer of businesses on the continuity of service of employees has been defined.

(iii) *Victoria.*—The Factories and Shops Acts were not amended in 1952.

(iv) *Queensland.*—The main provision of amendments to the Industrial Conciliation and Arbitration Acts in 1952 was the granting of thirteen weeks long-service leave to employees after twenty years continuous service. Payment of long-service leave and annual leave is to be made at actual (as distinct from award) rates of pay. Easter Saturday has been added to the list of holidays. Other provisions dealt with sick leave, payment for holidays, records to be kept by unions and the recovery of wages.

(v) *South Australia.*—There were no amendments made to the Industrial Code in 1952.

(vi) *Western Australia.*—Amendments to the Industrial Arbitration Act in 1952 affected provisions dealing with trade union rules and records, the

election of union officials, secret ballot of union members, re-registration of trade unions, and other matters. The Court has been given power to cancel or suspend its orders or awards.

(vii) *Tasmania*.—The Wages Boards Act was not amended during 1952.

(viii) *Australian Capital Territory*.—There was no special industrial legislation affecting only the Australian Capital Territory passed in 1952. However, legislation passed by the Commonwealth Parliament (see para. 5(i) above) covered employees in the Territory.

§ 2. Rates of Wage and Hours of Labour.

1. **General**.—The collection of data respecting the nominal rates of wage payable in different callings and in occupations in various industries carried on in each State was first undertaken by this Bureau in the early part of the year 1913. Owing to the difficulty of ascertaining reliable particulars of the numbers of apprentices, improvers and other juvenile workers to whom progressive rates of wage fixed according to increasing age or experience were payable from year to year, the inquiry was confined to the rates of wage payable to adult workers only, and was further limited generally to those industries in operation within the metropolitan area of each State. In order to make the inquiry comprehensive, however, certain industries were included which were not carried on in the capital cities, e.g., mining, shipping, agriculture, and the pastoral industry. The particulars acquired were obtained primarily from awards, determinations and industrial agreements under Commonwealth and State Acts, and related to the minimum wage prescribed. In cases where no award, determination or agreement was in force, the ruling union or predominant rate of wage was ascertained from employers and secretaries of trade unions. For convenience of comparison weekly rates of wage were adopted. In many instances, however, the wages were based on daily or hourly rates, since in many industries and occupations in which employment is casual or intermittent wages are so fixed; hence the average weekly earnings in such occupations may fall short of the computed weekly rates. The information thus obtained referred to the weekly rate of wage in upwards of 400 specific occupations. Rates of wage were of course not available for each of these occupations in every State but the aggregate collection for the six States amounted to 1,569 male occupations or callings. These particulars furnished the necessary data for the computation of average rates of wage in various industrial groups,* and in each State and Australia as a whole. The average rate of wage for each industrial group in each State was computed by taking the arithmetical average† of the rates of wage payable for all classified occupations within that group. A more detailed system of weighting could not be applied owing to the difficulty in the past of obtaining satisfactory data as to the number of persons engaged in each of the occupations for which rates of wage had been obtained. Though a considerable amount of information as to the number of persons engaged in different industries and occupations was available from subsequent Census results, it was found impracticable to bring the classification of these results into line with the detailed classification of occupations in the various industries as set out in the awards and determinations. For final results for each State and for each industrial group throughout the States, however, a careful system of weighting according to industrial groups was adopted. For example, in

* The adopted classification of industries is shown on page III.

† The sum of the weekly rates of wage divided by the number of occupations included

computing the result for any State in any period, the computed average wage in each industrial group was multiplied by a number (weight) representing the relative number of all male workers engaged in that group of industries in the particular State. The sum of the products thus obtained, divided by the sum of the weights, represented the average wage for that State for the particular period. The weights used for each industrial group in the computations of the average wage for male and female occupations were published in issues of the Labour Report prior to No. 20 of 1929.

The results thus ascertained for the year 1913 were published in Labour Report No. 2, pp. 28-43. In the early part of the year 1914, the scope of the inquiry was considerably extended, and particulars included of the weekly rates of wage in respect of 930 specific occupations. The aggregate collection for the six States amounted to 4,256 adult occupations (3,948 male and 308 female). The results obtained thereby to 30th April, 1914, were published in Labour Report No. 5, pp. 44-50. These results were further analysed, and the average number of working hours which constituted a full week's work in each occupation was ascertained and weighted in a similar manner to the rates of wage. This course was adopted in order to overcome the difficulty of making comparisons between States of the rates of wage in any specified occupation, since, in many instances, a different number of working hours constituted a full week's work in different States. By dividing the weighted average number of working hours into the weighted average weekly rate of wage, a more satisfactory standard of comparison was ascertained. Results obtained from these computations were given for each industrial group for each State.

Since 30th April, 1914, the number of occupations included in comparative computations has been slightly reduced. When technical change or some other factor has led to the disappearance of the original occupation from an award, agreement, or determination, the usual practice has been to substitute a similar occupation with a comparable rate of wage. In some cases, however, such a substitution could not be made and the slight drop in the total number of occupations included has resulted. The particulars of wages given in the Appendix (Sections VII. and VIII.) to this Report include all the more important occupations. These have been taken from awards or determinations made by industrial tribunals, or from agreements registered under Commonwealth or State Acts.

To supplement the results thus obtained, investigations were made regarding rates of wage in past years with a view to showing their general trend in each State and in the several industrial groups. The total number of occupations for which particulars were available back to 1891 was 652.

The particulars given in this chapter show variations in nominal wages from year to year in each State and in various industrial groups. Index-numbers are also given showing variations in effective wages in each State. The figures of nominal wages and hours of labour are in course of revision to meet changes in industrial structure. The amounts should not be regarded as actual current averages but as an index of changes expressed in money and hour terms.

A comparison of wage rates and hours of labour for certain occupations in Australia, Great Britain and Northern Ireland and New Zealand will be found in Section IX. of the Appendix.

2. **Adult Male Weekly Wages—States, 1891 to 1952.**—The following table shows the weighted average nominal weekly rates of wage payable to adult male workers at the dates specified for a full week's work in each State and Australia. Index-numbers are also given for each State with the average for Australia for the year 1911 as base (= 1,000) :—

Weekly Wage Rates(a) : Adult Males, States.

Weighted Average Nominal Weekly Rates payable for a Full Week's Work (excluding Overtime) and Index-numbers of Wage Rates.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.
No. of Occupations included.(b)	870	894	615	562	477	466	3,884

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1891	44 1	40 5	46 6	41 7	52 4	38 6	43 5
" " 1901	43 11	40 9	46 2	12 0	53 11	36 10	43 5
" " 1911	51 5	50 6	51 1	51 11	59 0	41 0	51 3
" " 1914	56 2	54 7	53 5	51 5	62 10	52 8	55 7
" " 1921	95 10	93 7	96 8	89 5	95 0	91 8	94 6
" " 1929	102 11	101 1	101 2	97 2	100 7	94 8	101 2
" " 1931	93 5	82 2	89 0	75 0	85 1	79 9	86 10
" " 1941	105 4	104 5	101 9	100 3	110 2	99 3	104 3
" " 1947	141 3	136 10	134 9	133 10	137 8	133 0	137 11
" " 1948	150 9	155 5	151 4	153 7	156 6	153 2	156 4
" " 1949	171 11	168 11	167 10	165 3	171 6	165 4	169 8
" " 1950	209 6	204 5	199 10	200 6	208 3	199 7	205 6
" " 1951	255 0	245 5	240 10	241 8	251 4	247 3	248 7
31st March, 1952	263 6	254 11	254 3	250 9	260 0	255 5	258 1
30th June, 1952	270 5	258 2	262 5	256 6	269 2	261 3	264 3
30th September, 1952	281 8	269 11	263 9	263 7	277 9	268 8	273 11
31st December, 1952	284 8	274 5	267 9	274 6	284 7	276 2	278 2

INDEX-NUMBERS.

(Base: Weighted Average Wage for Australia (51s. 3d.), 1911 = 1,000.)

31st December, 1891	861	789	908	811	1,022	751	848
" " 1901	858	796	901	819	1,052	719	848
" " 1911	1,003	935	997	1,013	1,152	799	1,000
" " 1914	1,096	1,065	1,042	1,062	1,226	1,028	1,085
" " 1921	1,869	1,826	1,856	1,745	1,853	1,788	1,844
" " 1929	2,607	1,972	1,975	1,896	1,963	1,848	1,974
" " 1931	1,823	1,603	1,737	1,463	1,641	1,556	1,694
" " 1941	2,056	2,037	1,985	1,957	2,149	1,937	2,034
" " 1947	2,757	2,670	2,630	2,612	2,686	2,595	2,690
" " 1948	3,117	3,032	2,943	2,907	3,051	2,988	3,050
" " 1949	3,355	3,266	3,276	3,225	3,346	3,227	3,310
" " 1950	4,088	3,689	3,900	3,911	4,064	3,895	4,009
" " 1951	4,975	4,789	4,699	4,715	4,904	4,825	4,850
31st March, 1952	5,141	4,974	4,961	4,892	5,074	4,984	5,036
30th June, 1952	5,277	5,037	5,121	5,005	5,253	5,097	5,156
30th September, 1952	5,496	5,267	5,147	5,241	5,419	5,242	5,345
31st December, 1952	5,555	5,354	5,224	5,356	5,553	5,388	5,428

(a) The figures of nominal wages and hours of labour are in course of revision to meet changes in industrial structure. The amounts shown should not be regarded as actual current averages but as an index of changes expressed in money and hour terms. (b) As at 31st December, 1952.

3. **Adult Male Weekly Wages—Australia—Industrial Groups, 1891 to 1952.**—The following table shows for Australia (a) the weighted average weekly rate of wage in each of the industrial groups, and (b) the weighted average wage for all groups combined, at the dates specified. Index-numbers are also given for each industrial group with the average for all groups for the year 1911 as base (= 1,000).

Weekly Wage Rates(a) : Adult Males, Industrial Groups.

Weighted Average Nominal Weekly Rates payable for a Full Week's Work (excluding Overtime) and Index-numbers of Wage Rates in Each Industrial Group.

Date.	INDUSTRIAL GROUP.														
	I. Wood, Furniture, etc.	II. Engineer-ing, etc.	III. Food, Drink, etc.	IV. Clothing, Textiles, etc.	V. Books, Printing, etc.	VI. Other Manu-factur-ing.	VII. Building.	VIII. Mining, etc.	IX. Railways, etc.	X. Other Land Trans- port.	XI. Shipping, etc.(b)	XII. Pastoral, etc.(c)	XIII. Domestic, etc.(c)	XIV. Miscel- laneous.	All Industrial Groups.
RATES OF WAGE.															
31st December, 1891 ..	s. d. 52 5	s. d. 47 8	s. d. 38 2	s. d. 36 8	s. d. 53 5	s. d. 46 4	s. d. 50 6	s. d. 58 1	s. d. 50 10	s. d. 39 6	s. d. 38 2	s. d. 34 10	s. d. 32 10	s. d. 39 7	s. d. 43 5
" " 1901 ..	52 3	48 5	44 7	36 3	51 0	46 5	53 10	54 8	52 4	49 9	38 5	32 1	30 8	38 10	43 5
" " 1911 ..	57 8	54 6	50 9	50 3	58 11	51 11	61 2	61 2	57 0	46 7	44 7	43 0	45 5	47 7	51 3
" " 1914 ..	50 6	57 9	55 8	53 0	63 10	56 0	65 5	65 2	59 8	52 8	49 10	49 5	47 11	54 0	55 7
" " 1921 ..	98 2	98 2	93 10	93 3	104 7	95 0	102 5	105 4	97 5	90 4	101 8	89 0	84 2	91 1	94 6
" " 1929 ..	104 10	103 6	100 10	99 6	110 1	102 2	113 0	110 7	105 2	96 9	107 0	95 6	92 6	96 8	101 3
" " 1931 ..	85 7	86 3	88 6	83 11	102 0	85 4	98 9	102 5	86 7	83 11	81 10	80 3	85 3	83 11	86 10
" " 1939 ..	100 1	99 3	96 9	93 2	114 3	105 8	106 5	109 1	96 6	92 10	98 6	84 0	89 11	92 10	95 3
" " 1941 ..	108 5	110 0	106 1	105 7	119 6	107 0	116 11	115 1	108 8	101 11	106 9	93 6	97 10	101 2	104 3
" " 1947 ..	140 2	144 0	134 8	132 8	158 7	136 8	154 0	148 4	142 3	128 6	136 4	136 5	126 11	130 10	137 11
" " 1948 ..	155 6	155 10	151 6	153 7	177 2	153 11	171 9	163 5	150 1	145 8	182 0	158 1	141 5	148 3	156 4
" " 1949 ..	166 7	166 1	166 2	164 2	194 7	165 1	183 0	173 7	167 3	160 0	192 4	174 7	154 9	162 0	169 8
" " 1950 ..	199 8	198 2	199 11	202 10	228 4	199 0	215 11	211 0	199 2	192 7	230 2	222 2	186 8	192 9	203 6
" " 1951 ..	238 8	237 1	239 3	242 10	274 5	238 10	259 0	249 2	238 0	233 2	271 11	279 1	224 8	232 0	248 7
31st March, 1952 ..	249 1	247 0	249 9	252 9	284 9	248 10	269 10	259 3	248 3	243 7	282 3	286 0	234 8	242 0	258 1
30th June, 1952 ..	255 5	252 10	256 10	258 6	290 6	255 2	276 5	266 10	255 0	249 8	288 6	291 1	240 11	248 0	264 3
30th September, 1952 ..	260 1	264 4	268 0	269 11	302 0	266 9	290 2	278 0	266 0	260 6	299 1	294 4	252 3	259 0	273 11
31st December, 1952 ..	270 2	267 10	271 3	273 6	305 5	270 2	293 11	281 8	269 4	263 11	303 1	300 11	255 8	262 10	278 2
INDEX-NUMBERS.															
(Base : Weighted Average Wage for Australia (51s. 3d.), 1911 = 1,000.)															
31st December, 1891 ..	1,023	931	745	716	1,043	904	986	1,134	992	772	745	680	641	773	818
" " 1901 ..	1,019	945	871	708	996	907	1,050	1,067	1,021	795	751	627	598	759	818
" " 1911 ..	1,125	1,064	991	951	1,149	1,013	1,213	1,194	1,113	910	871	830	837	929	1,000
" " 1914 ..	1,161	1,127	1,085	1,034	1,246	1,093	1,276	1,272	1,165	1,026	973	905	935	1,054	1,085
" " 1921 ..	1,916	1,915	1,832	1,819	2,040	1,854	1,999	2,056	1,901	1,760	1,984	1,736	1,642	1,778	1,814
" " 1929 ..	2,046	2,019	1,967	1,942	2,323	1,994	2,205	2,157	2,052	1,883	2,087	1,863	1,804	1,886	1,974
" " 1931 ..	1,669	1,683	1,727	1,638	1,991	1,664	1,926	1,999	1,690	1,638	1,596	1,560	1,663	1,637	1,691
" " 1939 ..	1,953	1,930	1,888	1,817	2,229	1,867	2,076	2,142	1,812	1,727	1,927	1,639	1,755	1,811	1,853
" " 1941 ..	2,116	2,147	2,071	2,060	2,332	2,038	2,282	2,245	2,121	1,989	2,082	1,825	1,908	1,974	2,034
" " 1947 ..	2,735	2,811	2,628	2,589	3,094	2,667	3,005	2,895	2,775	2,507	2,667	2,662	2,476	2,553	2,690
" " 1948 ..	3,034	3,041	2,956	2,997	3,457	3,003	3,332	3,189	3,045	2,843	3,551	3,085	2,759	2,893	3,050
" " 1949 ..	3,250	3,241	3,243	3,204	3,796	3,221	3,570	3,426	3,263	3,123	3,753	3,407	3,020	3,161	3,310
" " 1950 ..	3,896	3,867	3,901	3,957	4,463	3,883	4,212	4,178	3,887	3,737	4,491	4,335	3,643	3,761	4,009
" " 1951 ..	4,656	4,626	4,668	4,738	5,355	4,661	5,054	4,861	4,643	4,550	5,306	5,445	4,384	4,527	4,850
31st March, 1952 ..	4,860	4,820	4,872	4,932	5,555	4,856	5,265	5,059	4,845	4,752	5,507	5,580	4,578	4,723	5,036
30th June, 1952 ..	4,984	4,934	5,012	5,044	5,668	4,979	5,394	5,206	4,976	4,871	5,629	5,680	4,700	4,830	5,156
30th September, 1952 ..	5,192	5,158	5,229	5,266	5,892	5,204	5,661	5,424	5,190	5,084	5,835	5,743	4,922	5,053	5,345
31st December, 1952 ..	5,272	5,226	5,296	5,337	5,959	5,272	5,735	5,495	5,256	5,150	5,914	5,871	4,989	5,128	5,428

(a) See note (a) to table on page 59.

(b) Including the value of victualling and accommodation, where supplied.

(c) Including the value of board and lodging, where supplied.

4. **Adult Female Weekly Wages—States, 1914 to 1952.**—The index-numbers given in the preceding paragraphs for male adult workers were computed with the weighted average wage in 1911 as base (= 1,000). In the case of females, however, it has not been possible to secure information for years prior to 1914, and the index-numbers are therefore computed with the weighted average rate of wage payable to adult female workers in Australia at 30th April, 1914, as base (= 1,000).

The following table shows the weighted average nominal 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 are also given for each State with the average for Australia at 30th April, 1914, as base (= 1,000).

Weekly Wage Rates(a) : Adult Females, States.

Weighted Average Nominal Weekly Rates payable for a Full Week's Work (excluding Overtime) and Index-numbers of Wage Rates.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Australia.
No. of Occupations included.(b)	84	87	38	47	24	32	312

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1914	26 10	27 9	27 1	24 1	37 4	25 10	27 5
" " 1921	49 0	47 10	50 3	45 2	56 4	47 6	48 8
" " 1929	53 11	54 1	54 10	51 4	58 10	53 9	54 1
" " 1931	49 8	45 10	47 11	43 1	51 7	45 8	47 5
" " 1939	53 3	51 9	55 2	49 7	55 8	50 8	52 8
" " 1941	57 11	58 4	59 6	55 5	60 4	56 7	58 2
" " 1947	84 3	88 6	85 10	80 10	80 1	81 11	85 8
" " 1948	100 0	103 1	98 4	95 1	93 5	96 8	100 4
" " 1949	108 1	112 4	108 5	101 0	105 5	106 4	109 1
" " 1950	139 11	142 11	135 11	142 1	132 3	137 2	140 5
31st March, 1951	144 3	146 7	137 11	145 9	134 6	141 2	144 1
30th June, 1951	151 0	153 11	145 0	152 4	142 7	149 0	151 2
30th September, 1951	157 11	160 0	149 2	158 3	146 10	153 9	157 2
31st December, 1951	171 1	172 10	161 7	171 4	163 2	168 7	170 4
31st March, 1952	178 3	180 7	170 9	178 10	169 10	175 0	177 11
30th June, 1952	183 1	184 3	175 11	183 4	175 5	179 10	182 4
30th September, 1952	191 10	193 2	181 10	192 5	182 5	186 8	190 9
31st December, 1952	193 11	196 2	184 4	195 8	186 0	191 2	193 5

INDEX-NUMBERS.

(Base : Weighted Average Wage for Australia (27s. 2d.), 30th April, 1914 = 1,000.)

31st December, 1914	987	1,022	996	885	1,373	950	1,008
" " 1921	1,803	1,761	1,849	1,661	1,074	1,749	1,790
" " 1929	1,983	1,900	2,020	1,888	2,165	1,978	1,990
" " 1931	1,828	1,688	1,765	1,584	1,900	1,681	1,746
" " 1939	1,960	1,906	2,031	1,826	2,049	1,866	1,938
" " 1941	2,433	2,148	2,191	2,038	2,220	2,082	2,141
" " 1947	3,102	3,256	3,160	2,976	2,947	3,014	3,152
" " 1948	3,681	3,795	3,618	3,499	3,435	3,559	3,604
" " 1949	3,979	4,134	3,990	3,716	3,880	3,915	4,015
" " 1950	5,150	5,259	5,003	5,229	4,866	5,050	5,169
31st March, 1951	5,308	5,395	5,075	5,361	4,951	5,197	5,303
30th June, 1951	5,558	5,666	5,337	5,606	5,248	5,484	5,563
30th September, 1951	5,811	5,889	5,491	5,825	5,404	5,660	5,786
31st December, 1951	6,296	6,362	5,948	6,305	6,007	6,204	6,268
31st March, 1952	6,562	6,646	6,283	6,583	6,250	6,441	6,549
30th June, 1952	6,738	6,783	6,474	6,748	6,457	6,618	6,712
30th September, 1952	7,061	7,108	6,691	7,082	6,714	6,872	7,020
31st December, 1952	7,138	7,220	6,784	7,202	6,846	7,037	7,120

(a) See note (a) to table on page 59.

(b) As at 31st December, 1952.

5. Adult Female Weekly Wages—Australia—Industrial Groups, 1914 to 1952.—The following table shows for Australia (a) the weighted average weekly rate of wage in each of the industrial groups in which females are mainly employed, and (b) the weighted average wage for all groups combined, at the dates specified. Index-numbers are also given for each industrial group with the average for all groups at 30th April, 1914, as base (= 1,000).

Weekly Wage Rates(a) : Adult Females, Industrial Groups.

Weighted Average Nominal Weekly Rates payable for a Full Week's Work (excluding Overtime) and Index-numbers of Wage Rates in Industrial Groups.

Date.	INDUSTRIAL GROUP.						All Groups
	III. Food, Drink, etc.	IV. Clothing, Textiles, etc.	I., II., V., and VI. All Other Manu- facturing.	XIII. Domestic, Hotels, etc.(b)	XIV. Miscel- laneous.		
RATES OF WAGE.							
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
31st December, 1914	23 5	24 11	27 0	30 2	31 4	27 5	27 5
" " 1921	43 9	48 7	48 0	48 6	50 0	48 6	48 6
" " 1929	49 4	54 4	53 11	54 9	53 10	54 1	54 1
" " 1931	44 4	45 5	46 11	50 9	49 10	47 5	47 5
" " 1939	48 9	50 9	51 11	54 5	56 8	52 8	52 8
" " 1941	53 5	57 4	58 0	58 9	60 7	58 2	58 2
" " 1947	83 3	87 7	90 2	76 7	88 5	85 8	85 8
" " 1948	95 10	101 7	103 3	89 3	107 9	100 4	100 4
" " 1949	105 5	109 5	111 11	97 5	119 1	109 1	109 1
" " 1950	135 9	139 2	147 1	132 1	149 9	140 5	140 5
31st March, 1951	141 8	140 8	152 10	137 0	156 1	144 1	144 1
30th June, 1951	146 10	149 8	158 5	142 4	161 4	151 2	151 2
30th September, 1951	155 8	152 2	168 3	151 5	170 8	157 2	157 2
31st December, 1951	164 2	169 6	177 1	160 10	179 10	170 4	170 4
31st March, 1952	171 10	177 0	184 9	168 5	187 10	177 11	177 11
30th June, 1952	175 10	181 4	188 10	173 0	192 6	182 4	182 4
30th September, 1952	184 3	189 6	198 1	180 11	201 4	190 9	190 9
31st December, 1952	186 8	192 5	200 9	183 6	203 10	193 5	193 5

INDEX-NUMBERS.

(Base : Weighted Average Wage for Australia (27s. 2d.), 30th April, 1914 = 1,000.)

31st December, 1914	862	917	994	1,110	1,153	1,008
" " 1921	1,009	1,789	1,766	1,787	1,841	1,790
" " 1929	1,815	1,999	1,984	2,015	1,982	1,990
" " 1931	1,630	1,672	1,728	1,869	1,834	1,746
" " 1939	1,795	1,869	1,910	2,003	2,085	1,938
" " 1941	1,967	2,110	2,134	2,163	2,229	2,141
" " 1947	3,064	3,222	3,317	2,820	3,253	3,152
" " 1948	3,526	3,739	3,802	3,284	3,967	3,904
" " 1949	3,879	4,026	4,118	3,586	4,384	4,015
" " 1950	4,996	5,121	5,412	4,861	5,512	5,169
31st March, 1951	5,213	5,176	5,626	5,042	5,744	5,303
30th June, 1951	5,404	5,508	5,829	5,239	5,938	5,565
30th September, 1951	5,728	5,601	6,194	5,572	6,283	5,786
31st December, 1951	6,043	6,238	6,517	5,919	6,618	6,268
31st March, 1952	6,323	6,514	6,801	6,197	6,912	6,549
30th June, 1952	6,471	6,674	6,951	6,366	7,085	6,712
30th September, 1952	6,781	6,975	7,291	6,658	7,411	7,020
31st December, 1952	6,869	7,081	7,389	6,755	7,501	7,120

(a) See note (a) to table on page 59.

(b) Including the value of board and lodging, where supplied.

6. Weekly and Hourly Rates of Wage, and Weekly Hours of Labour, 31st December, 1952.—(i) *General.*—The rates of wage referred to in the preceding paragraphs are the minima payable for a full week's work (excluding overtime). The number of hours constituting a full week's work differs, however, in some instances, between various trades and occupations

in each State, and between the same trades and occupations in the several States. To secure what may be for some purposes a better comparison, the results in the preceding paragraphs are reduced to a common basis, namely, the rate of wage per hour in industrial groups in each State and in all States. In the Appendix (Sections VII. and VIII.) details are given of the number of hours worked per week in the various industries. The following tables include the average number of hours per week in industrial groups for each State.

The tables show (a) the average weekly wage; (b) the average number of working hours per week for a full week's work; and (c) the average hourly wage for adult male and female workers in each State and industrial group except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). Some of the occupations included in the latter two groups are of a casual or seasonal nature, and the hours of labour are not generally regulated either by awards or determinations of industrial tribunals or in other ways. Hence the necessary definite particulars for the computation of average working hours and hourly rates of wage are not available.

(ii) *Adult Males.*—The following table shows the average nominal weekly and hourly rates of wage payable to adult male workers and the weekly hours of labour at 31st December, 1952.

Weekly and Hourly Wage Rates and Weekly Hours of Labour(a) : Adult Males, Industrial Groups.

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1952.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (b)
I. Wood, Furniture, etc. ...	Weekly Wage	279/2	268/3	249/3	268/5	277/5	269/7	270/2
	Working Hours	40 00	40 00	40 00	40 00	40 00	40 00	40 00
	Hourly Wage	6/11½	6/8½	6/2½	6/8½	6/11½	6/8½	6/9
II. Engineering, Metal Works, etc. ...	Weekly Wage	273/10	263/8	255/2	264/11	278/10	270/10	267/10
	Working Hours	40 00	40 00	40 00	40 00	40 00	40 00	40 00
	Hourly Wage	6/19½	6/7	6/4½	6/7½	6/11½	6/9½	6/8½
III. Food, Drink, etc. ...	Weekly Wage	275/10	277/1	253/0	272/4	272/0	279/9	271/5
	Working Hours	40 00	39.93	40 00	40 00	40 00	40 00	39 98
	Hourly Wage	6/10½	6/11½	6/4	6/9½	6/9½	7/0	6/9½
IV. Clothing, Textiles, etc. ...	Weekly Wage	271/0	272/11	279/4	279/4	282/7	270/0	273/6
	Working Hours	40 00	40 00	40 00	40 00	40 00	40 00	40 00
	Hourly Wage	6/9½	6/10	6/11½	6/11½	7/0½	6/9	6/10
V. Books, Printing, etc. ...	Weekly Wage	312/5	305/8	285/8	299/11	304/6	305/10	305/5
	Working Hours	40 00	39.51	40 00	40 00	37.69	40 00	39.72
	Hourly Wage	7/9½	7/8½	7/1½	7/6	8/1	7/7½	7/8½
VI. Other Manufacturing ...	Weekly Wage	277/2	266/4	249/2	271/9	273/8	272/1	270/2
	Working Hours	40 00	40 00	40 00	40 00	40 00	40 00	40 00
	Hourly Wage	6/11½	6/8	6/2½	6/9½	6/10	6/9½	6/9
VII. Building ...	Weekly Wage	305/5	289/7	275/4	285/7	292/6	286/9	293/11
	Working Hours	39 94	40 00	40 00	40 00	40 00	40 00	39 98
	Hourly Wage	7/7½	7/2½	6/10½	7/1½	7/3	7/2	7/4½
VIII. Mining(d) ...	Weekly Wage	284/2	275/5	267/5	270/1	3300/3	275/3	287/8
	Working Hours	40 00	40 00	40 00	40 00	38.15	40 00	39 69
	Hourly Wage	7/1½	6/10½	6/8½	6/9	7/10½	6/10½	7/1½
IX. Rail and Tram Services ...	Weekly Wage	277/3	267/6	255/9	263/2	272/2	265/1	269/4
	Working Hours	40 00	40 00	40 00	40 00	40 00	40 00	40 00
	Hourly Wage	6/11½	6/8½	6/4½	6/7	6/9½	6/7½	6/8½
X. Other Land Transport ...	Weekly Wage	273/11	258/1	245/3	259/8	271/8	262/4	263/11
	Working Hours	40 00	40 00	40 00	40 00	40 00	40 00	40 00
	Hourly Wage	6/10½	6/5½	6/1½	6/6	6/9½	6/6½	6/½

(a) See note (a) to table on page 59. (b) Weighted average (c) Excludes district allowances in the gold-mining industry. (d) Average rates of wage and hours prevailing at the principal mining centres in each State.

**Weekly and Hourly Wage Rates and Weekly Hours of Labour(a) : Adult Males;
Industrial Groups—continued.**

*Average Rates of Wage Payable and Weekly Hours of Labour, 31st
December, 1952—continued.*

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (b)
XI. Shipping, etc.	Weekly Waged	301/6	306/0	302/0	303/6	304/1	304/11	303/1
XII. Pastoral, Agricultural, etc.	Weekly Waged	306/0	295/0	300/1	299/6	307/6	289/9	300/11
XIII. Domestic, Hotels, etc.	Weekly Wage(s)	264/4	255/11	234/6	248/3	256/0	250/5	255/8
	Working Hours	40.00	40.00	40.00	40.00	40.00	40.00	40.00
	Hourly Wage(e)	6/7½	6/4½	5/10½	6/2½	6/4½	6/3	6/4½
XIV. Miscellaneous	Weekly Wage	271/6	262/1	244/10	254/10	264/4	258/10	262/10
	Working Hours	40.00	40.00	40.00	40.00	40.00	40.00	40.00
	Hourly Wage	6/9½	6/6½	6/1½	6/4½	6/7½	6/5½	6/6½
All Groups(b)	Weekly Wage	284/8	274/5	267/9	274/6	284/7	276/2	278/2
All Groups except XI. and XII.(b)	Weekly Wage	278/5	269/1	254/3	265/1	278/10	269/1	271/1
	Working Hours	39.99	39.98	40.00	40.00	39.51	40.00	39.95
	Hourly Wage	6/11½	6/8½	6/4½	6/7½	7/0½	6/8½	6/9½

(a) See note (a) to table on page 59. (b) Weighted average. (c) Average rates of wage are for occupations other than Masters, Officers and Engineers in the Merchant Marine Service, and include value of victualling and accommodation, where supplied. (d) Definite particulars for the computation of average working hours and hourly rates of wage are not available. (e) Includes the estimated value of board and lodging, where supplied.

(iii) *Adult Females.*—The following table shows the average nominal weekly and hourly rates of wage payable to adult female workers and the weekly hours of labour at 31st December, 1952.

**Weekly and Hourly Wage Rates and Weekly Hours of Labour(a) : Adult Females,
Industrial Groups.**

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1952.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (b)
III. Food, Drink, etc.	Weekly Wage	188/2	187/9	165/3	166/3	190/10	193/9	186/8
	Working Hours	40.00	40.00	40.00	40.00	40.00	40.00	40.00
	Hourly Wage	4/8½	4/8½	4/1½	4/11	4/9½	4/10½	4/8
IV. Clothing, Textiles, etc.	Weekly Wage	190/7	191/9	195/8	195/8	197/0	194/1	192/5
	Working Hours	40.00	40.00	40.00	40.00	40.00	40.00	40.00
	Hourly Wage	4/9½	4/9½	4/10½	4/10½	4/11	4/10½	4/9½
I, II, V. & VI. All Other Manufacturing	Weekly Wage	202/1	201/3	185/10	207/11	..	192/6	200/9
	Working Hours	40.00	40.00	40.00	40.00	..	40.00	40.00
	Hourly Wage	5/0½	5/0½	4/7½	5/2½	..	4/9½	5/0½
XIII. Domestic, Hotels, etc.	Weekly Wage(c)	186/0	192/1	163/3	195/6	174/11	184/0	183/6
	Working Hours	40.00	40.00	40.00	40.00	40.00	40.00	40.00
	Hourly Wage(c)	4/7½	4/9½	4/1	4/10½	4/4½	4/7½	4/7
XIV. Shop Assistants, Clerks, etc.	Weekly Wage	204/11	211/3	188/5	193/0	..	..	203/10
	Working Hours	40.00	40.00	40.00	40.00	..	..	40.00
	Hourly Wage	5/1½	5/3½	4/8½	4/10	..	..	5/1½
All Groups(b)	Weekly Wage	193/11	196/2	184/4	195/8	186/0	191/2	193/5
	Working Hours	40.00	40.00	40.00	40.00	40.00	40.00	40.00
	Hourly Wage	4/10½	4/10½	4/7½	4/10½	4/7½	4/9½	4/10

(a) See note (a) to table on page 59. (b) Weighted average. (c) Includes the estimated value of board and lodging, where supplied, in order that the rate may be comparable with those paid in other industries.

7. **Adult Male Hourly Wages—States, 1914 to 1952.**—The following table shows the weighted average nominal hourly rates of wage payable to adult male workers in each State at the dates specified. Index-numbers are also given for each State with the average for Australia at 30th April, 1914 as base (= 1,000).

Hourly Wage Rates(a) : Adult Males, States.

Weighted Average Nominal Hourly Rates (to the nearest farthing) payable and Index-numbers of Hourly Rates.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
-------	------------------	-----------	-------------	------------------	--------------------	-----------	------------

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1914	1 2	1 1½	1 1½	1 1½	1 4½	1 1	1 2
" " 1921	2 1½	2 0½	2 2	1 10½	2 1	1 11½	2 0½
" " 1929	2 4	2 2½	2 4	2 1½	2 2½	2 0½	2 3
" " 1931	2 2½	1 9½	2 0½	1 7½	1 10½	1 8½	1 11½
" " 1939	2 3½	2 1½	2 3½	1 11½	2 4	2 0	2 2½
" " 1941	2 5½	2 5	2 5½	2 3½	2 7½	2 3	2 5½
" " 1947	3 5½	3 1½	3 0½	3 1½	3 2½	3 1	3 3
" " 1948	3 11½	3 10½	3 8½	3 9½	3 11	3 9½	3 10½
" " 1949	4 3	4 2½	4 0½	4 0½	4 3½	4 1	4 2½
" " 1950	5 1½	5 0½	4 8½	4 9½	5 1½	4 11	5 0
" " 1951	6 2½	5 11½	5 6½	5 9	6 2½	5 11	6 0
" " 1952	6 11½	6 8½	6 4½	6 7½	7 0½	6 8½	6 9½

INDEX-NUMBERS.

(Base : Weighted Average for Australia (13.96d.), 30th April, 1914 = 1,000.)

31st December, 1914	1,010	990	985	993	1,173	936	1,009
" " 1921	1,817	1,741	1,865	1,637	1,796	1,675	1,779
" " 1929	2,011	1,895	2,001	1,808	1,923	1,751	1,940
" " 1931	1,873	1,527	1,749	1,383	1,617	1,480	1,676
" " 1939	1,963	1,834	1,979	1,692	2,001	1,717	1,903
" " 1941	2,138	2,071	2,092	1,956	2,240	1,938	2,098
" " 1947	2,974	2,709	2,638	2,692	2,754	2,648	2,797
" " 1948	3,399	3,322	3,180	3,246	3,304	3,254	3,327
" " 1949	3,654	3,605	3,463	3,484	3,691	3,515	3,599
" " 1950	4,393	4,318	4,047	4,142	4,430	4,230	4,301
" " 1951	5,318	5,142	4,756	4,948	5,319	5,079	5,153
" " 1952	5,985	5,785	5,464	5,697	6,066	5,782	5,833

(a) Weighted average hourly rates of wage for all industrial groups except Groups XI. (Shipping, etc.), and XII. (Pastoral, Agricultural, etc.). Working hours have not been generally regulated by industrial tribunals for some of the occupations classified in Industrial Groups XI and XII. See also note (a) to table on page 59.

8. **Adult Female Hourly Wages—States, 1914 to 1952.**—The following table shows the weighted average nominal hourly rates of wage payable to adult female workers in each State at the dates specified. Index-numbers are also given for each State with the average for Australia at 30th April, 1914 as base (= 1,000).

Hourly Wage Rates(a) : Adult Females, States.

Weighted Average Nominal Hourly Rates (to the nearest farthing) payable and Index-numbers of Hourly Rates.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
RATES OF WAGE.							
31st December, 1914	0 6½	0 6½	0 6½	0 5¾	0 9	0 6	0 6½
" " 1927	1 1	1 0½	1 1¼	0 11½	1 2½	1 0	1 0½
" " 1929	1 2½	1 2½	1 3	1 1½	1 3½	1 2	1 2½
" " 1931	1 1½	1 0	1 1	0 11¼	1 1½	1 0	1 0½
" " 1939	1 2½	1 2	1 3	1 1	1 2½	1 1½	1 2½
" " 1941	1 3½	1 3½	1 4½	1 3	1 4½	1 3½	1 3½
" " 1947	2 0¼	2 0¼	1 11½	1 11	1 9½	1 10¼	1 11¼
" " 1948	2 6	2 7	2 5½	2 4½	2 4	2 5	2 6
" " 1949	2 8½	2 9½	2 8½	2 6½	2 7½	2 8	2 8½
" " 1950	3 6	3 6½	3 4½	3 6½	3 3½	3 5½	3 6½
" " 1951	4 3½	4 3½	4 0½	4 3½	4 1	4 2½	4 3
" " 1952	4 10¼	4 10¼	4 7½	4 10¼	4 7½	4 9½	4 10

INDEX-NUMBERS.

(Base : Weighted Average for Australia (6.64d.), 30th April, 1914 = 1,000.)

31st December, 1914	983	1,035	983	881	1,364	920	1,009
" " 1921	1,965	1,878	1,989	1,770	2,215	1,794	1,923
" " 1929	2,218	2,154	2,252	2,015	2,333	2,108	2,182
" " 1931	2,044	1,822	1,943	1,688	2,045	1,791	1,910
" " 1939	2,193	2,107	2,267	1,952	2,217	2,032	2,145
" " 1941	2,387	2,387	2,444	2,274	2,477	2,324	2,387
" " 1947	3,646	3,634	3,527	3,464	3,289	3,363	3,593
" " 1948	4,518	4,658	4,441	4,295	4,220	4,369	4,535
" " 1949	4,884	5,074	4,898	4,562	4,762	4,806	4,929
" " 1950	6,322	6,455	6,142	6,419	5,973	6,199	6,345
" " 1951	7,729	7,810	7,301	7,741	7,373	7,616	7,694
" " 1952	8,762	8,863	8,328	8,840	8,404	8,639	8,739

(a) See note (a) to table on page 59.

9. **Nominal Weekly Hours of Labour—Adult Males, States.**—The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult male workers in each State and Australia at 31st December, 1914 to 1952. Index-numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

Weekly Hours of Labour (excluding Overtime)(a) : Adult Males, States.
Weighted Average Nominal Hours of Labour (excluding Overtime) worked during a Full Working Week and Index-numbers of Hours of Labour.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
WEEKLY HOURS OF LABOUR.							
31st December, 1914	49.35	48.66	48.64	48.59	48.18	48.62	48.87
" " 1921	45.66	46.95	45.52	47.07	46.24	46.84	46.22
" " 1929	44.14	46.83	43.96	46.83	45.58	47.09	45.34
" " 1931	44.22	46.88	44.98	46.83	45.55	46.76	45.51
" " 1939	43.92	44.61	43.46	45.83	44.33	45.33	44.29
" " 1941	43.68	44.12	43.43	44.49	43.13	44.42	43.83
" " 1947	41.11	43.68	43.18	42.84	43.15	43.27	42.51
" " 1948	40.00	39.99	40.00	40.00	39.57	40.00	39.96
" " 1949	39.99	39.99	40.00	40.00	39.54	40.00	39.96
" " 1950	39.99	39.99	40.00	40.00	39.54	40.00	39.96
" " 1951	39.99	39.98	40.00	40.00	39.51	40.00	39.95
" " 1952	39.99	39.98	40.00	40.00	39.51	40.00	39.95

INDEX-NUMBERS.

(Base: Weighted Average for Australia (48.93), 30th April, 1914 = 1,000.)

31st December, 1914	1,009	994	994	993	985	994	999
" " 1921	933	960	930	962	945	957	945
" " 1929	902	957	898	957	932	962	927
" " 1931	904	958	919	957	931	956	930
" " 1939	898	912	888	937	906	926	905
" " 1941	893	902	888	909	881	908	896
" " 1947	840	893	882	876	882	884	869
" " 1948	817	817	817	817	809	817	817
" " 1949	817	817	817	817	808	817	817
" " 1950	817	817	817	817	808	817	817
" " 1951	817	817	817	817	807	817	816
" " 1952	817	817	817	817	807	817	816

(a) Weighted average working hours per week for all industrial groups except Groups XI. (Shipping, etc.), and XII. (Pastoral, Agricultural, etc.). Working hours have not been generally regulated by industrial tribunals for some of the occupations classified in Industrial Groups XI. and XII. See also note (a) to table on page 59.

10. **Nominal Weekly Hours of Labour—Adult Females, States.**—The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult female workers in each State and Australia at 31st December, 1914 to 1952. Index-numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

Weekly Hours of Labour (excluding Overtime)(a) : Adult Females, States.
Weighted Average Nominal Hours of Labour (excluding Overtime) worked during a Full Working Week and Index-numbers of Hours of Labour.

Date.	New South Wales	Victoria.	Queensland	South Australia.	Western Australia.	Tasmania.	Australia.
WEEKLY HOURS OF LABOUR.							
31st December, 1914	49.34	48.54	49.82	49.33	49.44	50.76	49.11
" " 1921	45.06	46.04	45.66	46.10	45.97	47.86	45.69
" " 1929	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1931	43.93	45.44	44.56	46.03	45.57	46.07	44.88
" " 1939	43.88	44.42	44.01	45.96	45.38	45.10	44.36
" " 1941	43.88	44.19	44.00	44.00	44.00	44.00	44.03
" " 1947	41.78	43.99	44.00	42.19	44.00	44.00	43.08
" " 1948	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1949	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1950	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1951	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1952	40.00	40.00	40.00	40.00	40.00	40.00	40.00
INDEX-NUMBERS.							
(Base : Weighted Average for Australia (49.08), 30th April, 1914 = 1,000.)							
31st December, 1914	1,005	989	1,015	1,005	1,007	1,034	1,001
" " 1921	918	938	930	939	937	975	931
" " 1929	895	925	897	938	928	939	913
" " 1931	895	926	908	938	928	939	914
" " 1939	894	905	897	936	925	919	904
" " 1941	894	900	896	896	896	896	897
" " 1947	851	896	896	860	896	896	878
" " 1948	814	814	814	814	814	814	814
" " 1949	814	814	814	814	814	814	814
" " 1950	814	814	814	814	814	814	814
" " 1951	814	814	814	814	814	814	814
" " 1952	814	814	814	814	814	814	814

(a) See note (a) to table on page 59.

II. Nominal and Effective Wages.—(i) *General.*—Index-numbers of wage rates are said to be *nominal* when they represent changes in the wage rates themselves but are described as *effective* or *real* when they represent changes in equivalent purchasing power, that is, the purchasing power of the corresponding wages in terms of some definite composite unit or regimen the cost of which can be ascertained at different times. The relation between *nominal* and *effective* or *real* wages was discussed at some length in Labour Report No. 6, and was also referred to in Labour Report No. 11.

Since it is possible to measure purchasing power over more than one composite unit or regimen it is equally possible to convert any given nominal wage series into more than one series of effective or real wages. Prior to 1936 it was the practice of the Bureau to compute effective wage index-numbers by dividing the nominal wage index-numbers by the corresponding retail price index-numbers for food, groceries and rent of all houses ("A" series). While wage rates were generally varied on the basis of the "A" series index-numbers there was a good deal to be said for this procedure. When the Commonwealth Court abandoned the "A" series, the merits of

* For explanation of "A" series, see page 38.

the "C" series of retail price index-numbers for "deflating" nominal wage rates were strengthened. The "C" series covers food, groceries, rent of four and five-roomed houses, clothing and miscellaneous household requirements. As the computation of the "A" series index by this Bureau was discontinued after the June quarter, 1938, real wages are measured in terms of their purchasing power over the "C" series only. A table showing for each State and for Australia real wages to the end of 1937 measured in terms of their purchasing power over the "A" series appeared in previous issues of the Labour Report (see No. 38, page 70).

(ii) *Nominal Weekly Wage Index-numbers—Adult Males, States, 1911 to 1952.*—The following table shows for the period 1911 to 1952 the weighted average nominal weekly rates of wage in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). The index-numbers for 1911 are based on rates current at the end of December, annual averages not being available. For 1914 and subsequent years, however, the index-numbers have been computed from the average of the rates current at the end of each quarter.

Nominal Wage(a) Index-Numbers : Adult Males, States.

(Base : Weighted Average Weekly Wage(a) for Australia, 1911 = 1,000.)

State.	1911.	1914.	1921.	1929.	1931.	1939.	1941.	1946.	1947.	1948.	1949.	1950.	1951.	1952.
N.S. Wales ..	1,003	1,093	1,862	2,012	1,851	1,874	2,024	2,431	2,647	2,973	3,259	3,649	4,588	5,367
Victoria ..	985	1,062	1,803	1,964	1,683	1,808	1,984	2,403	2,585	2,909	3,200	3,584	4,458	5,158
Queensland ..	997	1,035	1,879	1,976	1,769	1,885	1,981	2,384	2,580	2,840	3,149	3,548	4,377	5,113
S. Australia ..	1,013	1,061	1,897	1,891	1,580	1,725	1,897	2,285	2,496	2,841	3,150	3,503	4,376	5,124
W. Australia ..	1,152	1,223	1,832	1,960	1,745	1,956	2,106	2,424	2,597	2,888	3,226	3,638	4,557	5,325
Tasmania ..	790	1,027	1,745	1,840	1,625	1,738	1,895	2,336	2,512	2,861	3,149	3,472	4,441	5,178
Australia ..	1,000	1,081	1,826	1,972	1,752	1,816	1,997	2,400	2,598	2,914	3,210	3,596	4,495	5,241

(a) For a full week's work (excluding overtime).

(iii) *Effective or Real Wage Index-numbers—Adult Males, States—1911 to 1952.*—In obtaining the effective wage index-numbers in the following table the nominal wage index-numbers shown above have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

Since the "C" series index-numbers were not compiled for periods prior to November, 1914, it has been assumed for the purpose of the following table that fluctuations between 1911 (the base of the table) and 1914 in the "C" series would have been similar to the fluctuations observed in the "A" series.

Effective or Real Wage(a) Index-Numbers for Adult Males : Measured in terms of purchasing power over the "C" series regimen.

(Base : Weighted Average Real Wage(a) for Australia in 1911 = 1,000.)

State.	1911.	1914.	1921.	1929.	1931.	1939.	1941.	1946.	1947.	1948.	1949.	1950.	1951.	1952.
N.S. Wales	925	1,073	1,130	1,210	1,207	1,187	1,258	1,316	1,359	1,365	1,380	1,430	1,428
Victoria	954	1,084	1,164	1,200	1,180	1,187	1,260	1,312	1,355	1,363	1,381	1,429	1,432
Queensland	1,022	1,227	1,200	1,336	1,209	1,240	1,314	1,367	1,379	1,407	1,453	1,499	1,494
S. Australia	914	1,034	1,099	1,137	1,147	1,158	1,229	1,291	1,341	1,362	1,388	1,439	1,430
W. Australia	1,043	1,096	1,152	1,139	1,308	1,279	1,296	1,348	1,377	1,379	1,426	1,477	1,479
Tasmania	902	984	1,108	1,120	1,153	1,142	1,237	1,285	1,334	1,338	1,371	1,438	1,432
Australia ..	1,000.	948	1,087	1,151	1,210	1,211	1,194	1,263	1,318	1,357	1,367	1,380	1,439	1,438

(a) For a full week's work (excluding overtime).

In the above table the *effective* wage index-numbers are computed to the one base, that of Australia for 1911. As the index-numbers are

* For explanation of "C" series, see page 38

comparable in all respects, comparisons may be made as to the increase or decrease in the *effective wage index-number* for any State over any period of years.

As retail prices (as shown by the "C" series index), rose by 16.7 per cent. in 1952, while nominal wages rose by 16.6 per cent., the *effective wage index-number* fell from 1,439 to 1,438. Index-numbers of nominal and effective wages as well as total and average weekly earnings for periods subsequent to 1952 appear in the *Monthly Review of Business Statistics*.

(iv) *Effective or Real Wage Index-numbers—Adult Males, Australia—1901 to 1951.* In Labour Report No. 40, page 70, a table was included showing, at intervals from 1901 to 1929 and for each year 1931 to 1951, similar index-numbers for Australia as a whole under both the "A" and "C" series. For the reason referred to above, index-numbers under the "A" series could not be published beyond 1937.

12. Productive Activity.—The preceding tables show the movement in *real (or effective) wages*, i.e., wages measured in terms of retail purchasing power. A parallel problem is the measure of productivity, i.e., the quantity of production (irrespective of prices) in relation to population or persons engaged in production. The tables formerly published in this Section relating to gross value of Australian production, material production per head of population and per person engaged in material production (*see Labour Report No. 35*) have been discontinued, as it has been found that the methods previously used in constructing these indexes do not give reliable results under conditions experienced in recent years. At this stage, no alternative methods have been devised to measure satisfactorily the productivity of the working population.

§ 3. Standard Hours of Work.

1. 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 index numbers on pages 65-68 of this Labour Report. The first year shown is 1914 at which time the 48-hour week was recognized as a standard working week for most industries. The main features of the reduction of hours from 48 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 labour is divided between Commonwealth and State industrial tribunals and the various legislatures, and that the State legislation does not apply to employees covered by awards of the Commonwealth Court of Conciliation and Arbitration.

2. 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 Timber Workers, 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 two above-mentioned 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 in that State. 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.

3. **The 40-hour Week.**—Soon after the cessation of hostilities in 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 which provided for the 40-hour week in that State to become operative from 1st January, 1948, was introduced in Parliament.

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, granted the 40-hour week to employees under its jurisdiction from the beginning of the first pay-period to commence in 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 labour were regulated by industrial authorities had the advantages of a standard working week of 40 hours or, in certain cases, less.

* See Appendix, page 213 hereof for decision in the 1952-53 Basic Wage and Standard Hours Inquiry.

§ 4. The Basic Wage and Child Endowment in Australia.

I. **The Basic Wage.**—(i) *General.*—The “basic” wage is determined in Australia by various industrial tribunals operating under Commonwealth and State industrial legislation. In the industrial legislation of Queensland and Western Australia, provision is made for the tribunals appointed under the Acts to determine the basic rates of wage to be paid to adult unskilled workers. In Tasmania provision for the declaration of a basic rate of wage is not included in the industrial Acts in force. The Wages Board system operates in this State, and each Wages Board determines the rate of wage to be paid to the unskilled worker when the determination for an industry or calling is under review. In Victoria, however, while a similar Wages Board system exists, the Factories and Shops Acts oblige Wages Boards to adopt the same rates as those determined by the Commonwealth Court of Conciliation and Arbitration for similar industries. In New South Wales and South Australia in general, tribunals are required to adopt the prevailing Commonwealth basic wage.

As the power of the Commonwealth Court of Conciliation and Arbitration is limited by the Commonwealth Constitution to the settlement, by conciliation and arbitration, of industrial disputes extending beyond the limits of any one State, no similar provision respecting the determination of a basic wage is to be found in the Commonwealth Conciliation and Arbitration Act. In practice, however, the Court does declare a Commonwealth basic wage and uses the wage so declared as a basis for all awards made by it in the exercise of its jurisdiction, except in the case of awards made for Whyalla and Iron Knob, where the basis of awards has, since 1947, been the South Australian “living” wage plus 5s. That is, upon a new basic wage being declared, the awards made in the settlement of all interstate industrial disputes are re-opened and amended accordingly.

In addition to the “basic” wage, the industrial tribunals also determine what is known as the “secondary” wage—“the extra payment to be made for trained skill or other exceptional qualities necessary for an employee exercising the functions required”.* The term “minimum” wage, as distinct from the “basic” wage, is used to express the lowest rate payable in a particular industry or occupation, and is either equal to, or greater than, the “basic” wage.

(ii) *Acts in Force.*—The acts in force at the end of 1952 providing for the determination or variation of a “basic” wage in industry generally are listed below:—

- (a) Commonwealth—Conciliation and Arbitration Act 1904-1952.†
- (b) New South Wales—Industrial Arbitration Act 1940-1952.
- (c) Victoria—Factories and Shops Acts 1928-1951.
- (d) Queensland—Industrial Conciliation and Arbitration Acts, 1932 to 1952.
- (e) South Australia—Industrial Code 1920-1951.
- (f) Western Australia—Industrial Arbitration Act 1912-1952.
- (g) Tasmania—Wages Boards Act 1920-1951.

2. **The Commonwealth Basic Wage.**—(i) *General.*—The doctrine of a 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 the first

* Mr Justice Higgins—*A New Province of Law and Order*

† See limitations mentioned in

second paragraph of (i) above

basic wage, as such, was declared by a Court in Australia. This declaration was made by Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, and is popularly known as the "Harvester Judgment" by reason of its having been determined in connexion with H. V. McKay's Sunshine Harvester Works.* The rate declared in this case was 7s. per day or £2 2s. per week for Melbourne, the amount considered reasonable for "a family of about five".† According to a rough allocation by the Judge, the constituent parts of this amount were £1 5s. 5d. for food, 7s. for rent, and 9s. 7d. for all other expenditure.

The judgment was delivered on 8th November, 1907, in the matter of the application of H. V. McKay for an Order in terms of Section 2 (d) of the Excise Tariff Act 1906. The Commonwealth Parliament had by this Act imposed certain excise duties on agricultural implements, but provided that the Act should not apply to goods manufactured in Australia "under conditions as to the remuneration of labour which are declared by the President of the Commonwealth Court of Conciliation and Arbitration to be fair and reasonable". The President discussed at length the meaning of "fair and reasonable", and stated: "These remarks would not be made if the Legislature had defined the general principles on which I am to determine whether wages are fair and reasonable or the reverse. . . . The provision for fair and reasonable remuneration is obviously designed for the benefit of the employees in the industry; and it must be meant to secure to them something which they cannot get by the ordinary system of individual bargaining with employers. . . . The standard must therefore be something else; and I cannot think of any other standard appropriate than 'the normal needs of the average employee regarded as a human being living in a civilized community'". This may therefore be taken as the original criterion adopted by the Commonwealth Court of Conciliation and Arbitration in the fixation of its "basic" ‡ wage.

The "Harvester" basic rate 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 the Commonwealth, which had been published by the Commonwealth Statistician for the first time in the preceding year. These index-numbers had been taken back to 1901, with the year 1911 as base, and disclosed not only considerable percentage increases since 1907, but also large disparities in the relative purchasing power of money in the various towns. The basic rates for towns were thereafter fixed on their respective index-numbers, taking the index-number 875 for Melbourne for the year 1907 as being equivalent to 42s. per week, or the base of the index (1,000) as being equivalent to 48s. per

* 1 C.A.R., p. 1.

† The average number of dependent children per family was apparently regarded by the Court as about three, although statistical information available at the time did not permit of exact figures being ascertained. The 1911 Census disclosed, however, that the average issue of husbands aged 35-39 in the wage and salary earning group (excluding unemployed) was 3.00 children of all ages, and some such figure was probably in the mind of the Court. The only figures available from the 1921 Census for dependent children under 14 years for the wage and salary earning group (including unemployed) were—per male householder, 1.55, and an estimate per adult male of 1.0. The average numbers of dependent children under sixteen years for the wage and salary earning group (including unemployed) at the 1933 Census were as follows—per adult married male, 1.45, and per adult male, 0.91. The following are the estimated numbers of dependent children under fourteen years for the same group—per adult married male, 1.27, and per adult male, 0.80. See however, page 76 for the Court's interpretation in the 1940 Basic Wage Inquiry of the real basis of this wage.

‡ The term "minimum" wage, on the other hand, is used to express the lowest rate of wage payable in a particular industry or occupation, and is either equal to or greater than the "basic" wage.

week. Exceptions were made in the case of many country towns, where certain "loadings" were applied to counterbalance the lower index-numbers due to cheaper rentals.*

The adequacy or otherwise of the "Harvester" standard was the subject of much discussion during the period of its operation, the author of the judgment himself urging on several occasions the need for its review. The abnormal conditions during and for some time after the 1914-18 War hindered such a review, which was regarded as less urgent by reason of the fact that wages throughout Australia were being adjusted to changes in retail prices. A Royal Commission, however, was appointed in 1919 to assess a basic wage, but although its recommendations were not carried out (owing mainly to the considerable advance the amounts recommended represented over current rates and the grave doubts expressed as to the ability of industry to pay such rates), the two Reports of the Commission of 1920 and 1921 comprise a most valuable contribution on the subject of the basic wage in Australia, and a *résumé* of its findings is given on page 102:

In 1922 an amount known as the "Powers' 3s."† was added as a general "loading" to the weekly wage for the purpose of securing to the worker during a period of rising prices the full equivalent of the "Harvester" standard. In the same year the system was instituted of making regular quarterly adjustments of the basic wage to accord with variations in purchasing power as disclosed by the "A" series retail price index-numbers, and of basing the adjustments on the index-number for the quarter in place of that for the previous calendar year or the year ended the preceding quarter.

The Conciliation and Arbitration Act provides that any alteration of the "basic" wage or the principles on which it is computed, or any variation or interpretation of any award where the variation or interpretation would result in any such alteration, shall have no force or effect unless it is considered by a Court constituted by the Chief Judge and not less than two other Judges, and must be approved by a majority of the members of the Court. By a judgment of the High Court on 21st April, 1933, the "basic" wage is taken to mean for the foregoing purpose, not only the "Harvester" wage, but any "loadings" forming part of the primary wage of an unskilled labourer, the wage payable for skilled labour being assessed on the basis of that primary wage. A "loading" is defined as an addition to the "basic" wage as compensation for some peculiar condition of labour or environment, and not by way of "margin for skill."

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 by employers for some greater measure of reduction of wages than that afforded by the automatic adjustments to falling retail prices. An account of the proceedings which resulted in the Court reducing all wages under its jurisdiction by 10 per cent. from 1st February, 1931, was given in Labour Report No. 23, page 74. Reference was also made to the Court's refusal in June, 1932, and May, 1933, to remove this special reduction.‡

(ii) *Basic Wage Inquiry, 1934.*—The "Harvester" standard, adjusted to retail price variations, continued as the theoretical basis of the wage of the Commonwealth Court until 30th April, 1934, when it was superseded by a

* As these indexes covered only about 60 per cent. of household expenditure, a low index due to low rentals would wrongly presume low costs in the remaining uninvestigated 40 per cent. of household expenditure and *vice versa*.

† Awarded by Mr. Justice Powers in the *Gas Workers' Case* (16 C.A.R., p. 32).

‡ 30 C.A.R., p. 1; 31 C.A.R., p. 305.

judgment delivered on 17th April, 1934, operative from 1st May, 1934,* full particulars of which appear in earlier issues of the Labour Report (see No. 26, page 76). The basic wage declared on this occasion (subsequently referred to as the "Needs Basic Wage, 1934") was declared on the basis of the relative "C" series retail price indexes 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. A comparison for the capital cities of the basic rates granted by the judgment and those ruling under previous practices of the Court was given in Labour Report No. 40, page 76.

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the "A" and the "D" series to the "C" series of index-numbers.† The base of the table (1,000) was taken by the Court as equal to 81s. per week. This gave the above rates for the capital cities, on the basis of their respective index-numbers. In effect the new rate 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. Certain towns gained and others lost in comparison with rates under the "A" series, owing to the different relationship of towns under the "A" and the "C" series.

(iii) *Basic Wage Inquiry, 1937.*—In May, 1937, the Commonwealth Court heard an application by the combined unions for an increase in the basic wage. The unions asked that the equivalent of the base (1,000) of the "C" series index be increased from 81s. to 93s., which on current index-numbers would have represented an average increase of about 10s. per week. The hearing extended from 10th May to 4th June, 1937, and the Court delivered judgment on 23rd June.‡ The chief features of the judgment were :

(a) Various amounts were added to the basic wage, not as an integral, and therefore adjustable, part of that wage, but as "loadings" on 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 and it has since been generally known by that name. The "loadings", referred to as "Prosperity" loadings, and resultant "total basic wages" for the six capital cities were as follows :—

City.	"Needs" Basic Wage.	"Prosperity" Loading	Total Basic Wage.
	s. d.	s. d.	s. d.
Sydney	72 0	6 0	78 0
Melbourne	69 0	6 0	75 0
Brisbane	68 0	6 0	74 0
Adelaide	68 0 (a)	4 0	72 0
Perth	70 0 (a)	4 0	74 0
Hobart	70 0 (b)	4 0	74 0
Six Capitals	70 0	5 0	75 0

(a) An additional 1s. was actually being paid under the "2s. minimum adjustment" provision.

(b) 1s. less was being paid under the "2s. minimum adjustment" provision.

The above were not to apply to railway employees, to whom the Court granted "loadings" of 5s. in New South Wales and Victoria, and 3s. in South Australia and Tasmania. Workers in the provincial towns were to receive

* 33 C.A.R., p. 144.
of this Report.

† For explanation of the "A", "C" and "D" series see pages 38 and 39
‡ 37 C.A.R., p. 583.

"loadings"—6s. in New South Wales, Victoria and Queensland; and 4s. in South Australia, Western Australia and Tasmania. Wages based on "combination" index-numbers covering four, five or six capital cities, or the 30 towns, would receive a "loading" of 5s. per week. The maritime workers were granted a "loading" of 21s. 6d. per month, and the pastoral workers received increases proportionate to the increase of the flat basic rate, from 68s. to 77s. in respect of the basis of piece-work rates, and of 3s. per week for station hands.

(b) The former proviso that no adjustment of wages should take place unless the amount of variation reached at least 2s. was rescinded in favour of minimum variations of 1s. per week.

(c) The general policy laid down in the previous judgment in regard to rates for country towns was retained, with the exception that the rates for Geelong and Warrnambool were made the same as those for Melbourne.

(d) The basis of the adjustment of wages 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, for an explanation of which see page 39.

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

The main parts of the judgment were reprinted in earlier issues of the Labour Report (see No. 28, page 77).

(iv) "*Lag*" in *Adjustments*.—The Commonwealth Court on 19th December, 1939, heard an application by the unions that the date of adjustment of the basic wage in accordance with the variations in the "Court" series of index-numbers be brought nearer to the period upon which the variation was based. In a judgment delivered on the same day, the Court directed that such adjustments be made one month earlier. The effect, therefore, was to make future adjustments operative from the beginning of the first pay-period to commence in a February, a May, an August or a November.

(v) *Basic Wage Inquiry, 1940*.—On 5th August, 1940, the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" series index upon which the "Court" series are based) from 81s. to 100s. per week, and the abolition of the existing "Prosperity" loadings; which would be regarded as incorporated in the new rate mentioned. Judgment was delivered on 7th February, 1941, wherein 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 owing to the uncertainty of the economic outlook under existing war conditions.*

In regard to the popular idea that the basic wage of the Commonwealth Court of Conciliation and Arbitration was identified with a specific family unit, the Chief Judge made the following statements to clarify the position: "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

* 41 C.A.R., p. 41.

by the total of industry in all its primary, secondary and ancillary forms. That, no doubt, is the object, but the adoption of something like the real average family as the unit to be provided for is not without its use in the attainment of that object. There is no clear means of measuring the general wage-paying capacity of the total industry of a country. All that can be done is to approximate, and one of the methods of approximation is to find out the actual wage upon which well-situated labourers are at the time maintaining the average family unit. We may be pardoned for saying that Mr. Justice Higgins very wisely used this criterion in the *Harvester case*.^{*} Moreover, if the average-sized families of such well-situated labourers have become accustomed to enjoy, and do actually enjoy, a certain standard of living in our community, it may reasonably be assumed that such a standard for all labourers is probably not beyond the capacity of industry in general to provide. Therefore, in determining the amount of a living or basic wage there is sound economic warranty for the ascertainment of the real average family unit and of the cost of providing something like the standard which such families of well-employed labourers have already reached. But obviously, if the real average family unit is departed from, or a standard is sought for the likely maintenance of which experience gives no reason to hope, then an unrealizable wage-level may be ordained. . . . It may be that in the light of past experience the Court should conduct a specific inquiry as to the cost of living of an average family, but under war conditions such an inquiry would be futile. More than ever before wage fixation is controlled by the economic outlook."

The Chief Judge further stated, "I was impressed with new evidence and argument as to the inadequacy of the earnings of the lower grade wage-earners with families. On our accepted standards of living, looking at it from the needs point of view only, I regard the present basic wage as adequate for a family unit of three, but think it offers only a meagre existence for a family unit of four. When the unit gets beyond four hardship is often experienced." He suggested that the more logical system would be to grade the basic wage according to family responsibilities and that, notwithstanding the increase in aggregate wages, the benefits resulting from a reapportionment of national income to increase the wages of those with more than one dependent child would more than offset the inflationary tendency of provision for a comprehensive scheme of child endowment, and that if a scheme of this nature were established, as recently announced by the Commonwealth Government†, future fixations of the basic wage would be greatly simplified.

(vi) "*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 for the Commonwealth for the restoration to the Full Court List of certain adjourned 1940 basic wage applications (see (v) above); (b) a number of fresh cases which had come to the Court since 1941 and (c) an application by the Australasian Council of Trade Unions on behalf of the unions for an "interim" basic wage declaration.

Judgment was delivered on 13th December, 1946 whereby an increase of 7s. per week was granted in the "needs" portion of the basic wage then current and based on the weighted average "Court" index-number for

^{*} See page 73 for details.

† Legislation covering a scheme which became operative on 1st July, 1941, was passed by the Commonwealth Parliament on 3rd April, 1941—see page 104 for details.

the Six Capital Cities (as a whole) for the September quarter, 1946. This had the effect of raising the base (1923-27) index-number of the "Court" Series Index from 81.0 to 87.0, the corresponding "needs" basic wage from 81s. to 87s. per week, and the current rate for the Six Capital Cities from 93s. to 100s. per week. All "loadings" on the basic wage were retained at their existing amounts until otherwise ordered by the Court. The immediate monetary effect was to increase by 7s. per week the basic wage in each of the capital cities (with the exception of Hobart, where the increase was 6s.), and in most of the other towns or combinations of towns—the position of the index-number for a town in the new Automatic Adjustment Scale (on the new base rate of 87s.) determining whether the increase was 7s. or 6s.

The new "Court" index-numbers were obtained by multiplying the "C" series retail price index-numbers (1923-27 Base = 1,000) by the factor 0.087, and taking the result to the first decimal place. They were designated "Court Index (Second Series)", to distinguish them from the "Court Index (First Series)", similarly derived by using the factor 0.081 [see page 39, (vii)]. For the purpose of obtaining a continuous "price-index", however, the "First Series" may be converted to the "Second Series" by multiplying the indexes of the former by 1.0741, and the "Second Series" to the "First Series" by multiplying the latter indexes by 0.931.

The incorporation of this increase in the "Court" series had the advantage of not vitiating in any way the existing adjustment scales in awards, etc., since the higher value allotted by the Court to the "C" series indexes automatically carried the "Court" index-numbers for all towns, etc., into the appropriate higher-value index-number divisions of the scales, whether the rates were prescribed on a yearly, half-yearly, monthly, weekly, hourly or other basis.

The foregoing increases were in respect of adult males but, as regards females and juveniles, it was provided that the relative rates for males and females as provided in existing awards, etc., of the Court should continue to apply. It was also provided that in the case of females whose remuneration was governed by any decision of the Women's Employment Board (see page 82 *et seq.*) or by the National Security (Female Minimum Rates) Regulations no alteration of stated rates would ensue by any order pursuant to this judgment. However, those rates expressed as a stipulated percentage of the adult male rate were affected.

The new rates were expressed to become operative for the bulk of those affected as from the beginning of the first pay-period commencing in the month of December, 1946, but as to certain employees, for instance, casual workers such as waterside workers and maritime employees, the order was to operate from the 1st day of December, 1946. It was also stated in the judgment that any party to an award not then before the Court was at liberty to file an application for variation of that award and such application would be immediately placed before the Court for determination.

(vii) *Basic Wage Inquiry, 1949-50.*—This case really finalized the case begun in 1940 and continued in 1946 (see above). In 1946 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 obliged the Arbitration Court to proceed with the "Hours" case to its conclusion without the interpolation of the contemporaneous hearing of the Basic Wage case.*

The general hearing of the unions' claims was commenced on 17th May, 1949. Evidence was completed on 22nd August, 1950, and the three Judges (Kelly *C.J.*, Foster and Dunphy *JJ.*) delivered separate judgments on 12th October, 1950. In those 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 per 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 female wage was justified.

On 24th October, 1950, and 23rd November, 1950, the Court made further declarations regarding the "Prosperity" loading of 1937 (see page 75) which was being paid at rates between 3s. and 6s. per week according to localities, etc., and the future basis of quarterly adjustments. The "Prosperity" loading was standardized at a uniform rate of 5s. per week for all towns and was declared to be an adjustable part of the basic wage. The Court also declared that the "War" loadings were not part of the basic wage.

With regard to other "loadings" the Court on 17th November, 1950, proceeded to examine the individual awards in the claims before it, for the purpose of determining to what extent such "loadings" formed part of the basic wage. It should be noted that any "loading" declared to be part of the basic wage ceased to be paid as a separate entity, but apart from the special case of the Australian Capital Territory there were very few "loadings" which fell within this category.

The first payment of the new rates was expressed to operate from the beginning of the first pay-period in December, 1950, by way of a flat-rate addition of £1 5s. in all cases to the "needs" rate (2nd Series) on the indexes of the September quarter, 1950. This £1 5s. comprised the £1 addition announced on 12th October, 1950, and the standardized "Prosperity" loading of 5s.

The basic wage rate for the Six Capital Cities (Weighted Average) arrived at by the Court after applying the foregoing declarations was £8 2s., comprising £6 17s. "needs" (2nd Series) plus 5s. uniform "Prosperity" loading plus the £1 addition. For the purpose of determining the corresponding rates to be paid in respect of individual cities and towns, and combinations thereof, and their future automatic adjustment, this new rate of £8 2s. was equated to the "C" series retail price index-number 1572 for the Six Capital Cities (Weighted Average) for September quarter, 1950. From this was derived a new "Court" Series Index—in future to be known as the "Court" Index (Third Series)—for automatic variation of the new basic wage in accordance with future variations in retail prices, with 103.0 equated to 1,000 in the "C" Series Index. The first automatic quarterly adjustment of the new basic wage on this basis became operative from the beginning of the first pay-period commencing in February, 1951, on the basis of the index-numbers for the December quarter, 1950. The new adjustment scale appears on page 41 of this Report.†

* Printing Industry Employees Union of Australia v. Victorian Chamber of Manufactures, 73 C.L.R., p. 259.

† The use of this adjustment scale was discontinued on 12th September, 1953. See Appendix page 213 hereof.

The basic wage rates operative in November, 1950, are shown below in comparison with those operative from the beginning of the first pay-period commencing in December, 1950 :—

Date of Operation.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals.
	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>
November, 1950 ..	146 0	143 0	135 0	137 0	139 0	139 0	142 0
December, 1950 ..	165 0	162 0	154 0	158 0	160 0	160 0	162 0

(viii) *Rates Operative, Principal Towns.*—The “basic” wage rates of the Commonwealth Court for adult males and females, operative in the principal towns of Australia as from the beginning of the first pay-period commencing in August, 1953, are shown in the following table :—

Commonwealth Basic Wage : Weekly Rates, August, 1953.(a)

City or Town.	Rate of Wage.		City or Town.	Rate of Wage.	
	Males.	Females.		Males.	Females.
	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>		<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>
New South Wales—			South Australia—		
Sydney ..	243 0	182 0	Adelaide ..	231 0	173 0
Newcastle (b) ..	243 0	182 0	Whyalla and Iron Knob ..	236 0	177 0
Port Kembla-Wollongong (b) ..	243 0	182 0	Five Towns (c) ..	230 0	172 6
Broken Hill ..	247 0	185 0	Western Australia—		
Five Towns (c) ..	242 0	181 6	Perth ..	236 0	177 0
Victoria—			Kalgoorlie ..	243 0	182 0
Melbourne ..	235 0	176 0	Geraldton ..	249 0	186 6
Geelong (d) ..	235 0	176 0	Five Towns (c) ..	237 0	177 6
Warrnambool (d) ..	235 0	176 0	Tasmania—		
Mildura (d) ..	235 0	176 0	Hobart ..	242 0	181 6
Yallourn (d) ..	241 6	181 0	Launceston ..	238 0	178 6
Five Towns (c) ..	235 0	176 0	Queenstown ..	233 0	174 6
Queensland—			Five Towns (c) ..	240 0	180 0
Brisbane ..	218 0	163 6	Thirty Towns (c) ..	236 0	177 0
Five Towns (c) ..	219 0	164 0	Six Capital Cities (c) ..	236 0	177 0

(a) Operative from the beginning of the first pay-period commencing in August, 1953. (b) Based on Sydney. (c) Weighted average. (d) Based on Melbourne.

With the exception of those mentioned above, the rate for provincial towns is 3s. less than that for their capital city.

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

A table of Basic Wage Rates from 1923 to 1953 will be found in Section X. of the Appendix.

3. **Basic Wage Rates for Females.**—(i) *General.*—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 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 of males will be preserved."

The previous practice of the Court was therefore continued whereby each judge granted such proportion of the male rate as he deemed suited to the nature of the industry and the general circumstances of the case. Generally speaking, this proportion was in the vicinity of 54 per cent. of the male rate, although in some cases the proportion was about 56 per cent.

Until 1942 this continued to be substantially the practice of all Commonwealth and State industrial tribunals and in the main its continuance was then made mandatory by Part V. of the National Security (Economic Organization) Regulations which "pegged" as at 10th February, 1942, all rates of remuneration previously prevailing in any employment. The only exceptions allowed were variations to rectify anomalies, variations resultant from hearings pending prior to 10th February, 1942, and "cost of living" variations.

In March, 1942, however, special action was taken to constitute a Women's Employment Board in conjunction with measures to encourage women to undertake, in war-time, work which would normally have been performed by men. This Board was given special jurisdiction to determine terms and conditions of such employment. The Commonwealth Court of Conciliation and Arbitration and State Industrial Tribunals continued to determine rates of pay, etc., of women engaged in what may broadly be described as "women's work" in the pre-war sense, while the jurisdiction of the Women's Employment Board was made to cover women engaged during the war in work formerly performed by men or in new work which immediately prior to the outbreak of the war was not performed in Australia by any person.

In July, 1944, National Security (Female Minimum Rates) Regulations authorized the Commonwealth Court of Conciliation and Arbitration to make comprehensive investigations (a) as to whether minimum rates of wage payable to females in industries considered by the Government to be necessary for war purposes were unreasonably low in comparison with minimum rates payable to females in other essential industries, (b) if so, as to whether it was in the national interest, and fair and just, to increase such rates, and (c) as to the amount of such increases. Determinations could be made for any period specified by the Court but not extending beyond six months after the end of the war. In making such determinations the Court was not bound by Part V. of the National Security (Economic Organization) Regulations, although such regulations applied to the new rates after determination. The objective of the Female Minimum Rates Regulations was to remove unreasonable disparities which were creating justified discontent and impeding the manpower authority in redistributing female labour in vital industries. This review commenced in the Court on 23rd February, 1945, and ended on 23rd March, judgment being reserved.

Judgment was delivered by the Full Court on 4th May, 1945,* to the effect that, in regard to (a) above, the majority of the Full Court (Piper *C.J.*, O'Mara and Kelly *JJ.*) found itself unable to declare that the rates in the "referred"† industries were unreasonably low compared with those in the three industries submitted by the Crown and the Union representatives as the standard rates for comparison, namely, those of the Clothing, Rubber and Metal industries, and that there was consequently no necessity to answer question (b). In a minority judgment, Drake-Brockman and Foster *JJ.*, answered (a) and (b) in the affirmative.

Following this negative result, the Government, by National Security (Female Minimum Rates) Regulations (S.R. 1945, No. 139) dated 13th August, 1945, provided in respect of "vital" industries specified by the Minister by notice published in the *Gazette* that the remuneration of females employed therein should not be less than 75 per cent. of the corresponding minimum male rate. The validity of this Regulation was challenged in the High Court by Australian Textiles Pty. Ltd., but in a judgment dated 3rd December, 1945, the Court (Starke *J.* dissenting) held that the Regulations were a valid exercise of the powers under the National Security Act 1939-1943. The rates under this Regulation commenced to operate from 31st August, 1945.

As from 12th October, 1944, the Women's Employment Board was abolished and the Chairman of the Board (A. W. Foster) was made a judge of the Commonwealth Court of Conciliation and Arbitration. The function of the Board under the Women's Employment Act then devolved upon the Court as constituted by a judge designated by the Chief Judge. (See S.R. 1944, No. 149.)

The following sub-sections give a brief account of the functions allotted to and of the principles followed by the Women's Employment Board, and a summary of an important judgment delivered by the Commonwealth Court of Conciliation and Arbitration in 1943 stating the principles followed by the Court in fixing the basic rates payable to female workers and the difference between the rates payable to the women engaged in "women's work" and those payable to the special group of women engaged in "men's work" in war-time under the jurisdiction of the Women's Employment Board. The judgment also dealt with the question of "anomalies" as between the rates payable to the two classes of women workers.

(ii) *Women's Employment Board.*—The functions of the Women's Employment Board were specified by the Women's Employment Act 1942.‡ The purpose of the Act as expressed in the title was "to encourage and regulate the employment of women for the purpose of aiding the prosecution of the present war". The jurisdiction of the Board was limited to females employed (after 2nd March, 1942) on work usually performed by males or which, immediately prior to the outbreak of the war, was not performed in Australia by any person.

The functions of the Board briefly were to decide what work and what female workers came within its jurisdiction (as defined) and the terms and conditions upon which women might be so employed including hours and special conditions as to safety, welfare and health. The Board was required to fix rates of payment for such women with regard to their efficiency and

* C.A.R. 54, p. 613.

† Twelve vital industries were "referred" by the Government for consideration. ‡ The Board was originally created under regulations under the National Security Act 1939-1940, dated 25th March, 1942 (Statutory Rules 1942, No. 146), but owing to the disallowance of such regulations by the Senate on 23rd September, 1942, the Board operated under the Women's Employment Act, No. 55 of 1942, as from 6th October, 1942, which validated all previous decisions, etc., of the first Board (gazetted on 11th June, 1942). The second Board was created on 10th November, 1942.

productivity in relation to that of males engaged in such work and the Regulations provided that payment to females (engaged on "men's work") should be not less than 60 per cent. nor more than 100 per cent. of the male rate.

The Board ceased to function in 1944 but the Women's Employment Regulations continued to operate until 1949, when, by a judgment of the High Court, such continuation was declared invalid. A summary of the activities of the Board during its period of operation was given in previous issues of the Labour Report (see No. 36, page 84).

(iii) *Judgments by Commonwealth Court of Conciliation and Arbitration*—On 24th March, 1943, a case involving determination of general principles as to rates of wage of female employees not within the jurisdiction of the Women's Employment Board was remitted to the Commonwealth Court of Conciliation and Arbitration by the Minister for Labour and National Service under Regulation 9 of the National Security (Industrial Peace) Regulations, particularly as affecting female workers at Government small arms ammunition factories. The rates in these cases were considered by their trade union to be anomalous compared with those awarded by the Women's Employment Board to certain other women employed in those factories. The Court in its judgment dated 17th June, 1943,* rejected the contentions of the union (Arms Explosives and Munition Workers Federation of Australia) and enunciated in full the principles followed by the Court in determining female rates of wage within its jurisdiction.

In order to place the matter in perspective in its relation to the basic wage for males, the Court traced the history of the principles on which the basic wage for males was determined from its original declaration by Mr. Justice Higgins in his "Harvester" judgment of 1907 (see pp. 73-74 of this Report) and continued—

"Although since 1930, when the 'economic or productivity factor' emerged as the 'dominant factor' in the problem of assessment [of the basic wage of adult male employees], the adequacy of the wage to meet the requirements of any 'specified family unit' has been only a subsidiary consideration, subsidiary that is to say to the question of the capacity of the national production to sustain a particular wage level, it is plain that the Court has not held that its basic wage has been fixed at too low a figure to meet the normal and reasonable needs of a family of husband, wife and at least one child. Nor has its adequacy to that extent been questioned. In this sense it can still be regarded as a family wage, inasmuch as it has been accepted as sufficient at all events to provide 'frugal comfort' for a man, his wife and at least one dependent child. For present purposes it is enough to say that, until a proper investigation demonstrates the contrary to be the case, we cannot but hold that the amount provided is more than sufficient to meet the normal and reasonable requirements of an unmarried worker with no dependants to support out of his earnings. And the same may be said of the living or basic wages determined by authorities functioning under State legislation as appropriate for male employees within their jurisdiction. The method of assessment of wage rates for adult male workers adopted and followed by industrial authorities throughout Australia has been to fix a basic wage portion adequate for the estimated needs of some family group and to add to that some additional payment in recognition of the skill or experience possessed by the worker or the special conditions met with in his

* 50 C.A.B., p. 191.

particular occupation. The basic wage portion has had no reference to work value; it has been assessed in accordance with needs and it has never been either held or suggested to be inadequate to meet the normal and reasonable needs not only of the worker himself but also of his wife and at least one dependent child."

The Court in its judgment then set out decisions arrived at by various Commonwealth and State Courts since 1912 when the Commonwealth Court first dealt directly with the problem of women's wages. Mr. Justice Higgins dealt with the case, and stated "I fixed the minimum in 1907 of 7s. per day by finding the sum which would meet the normal needs of an average employee, one of his normal needs being the need for domestic life. If he has a wife and children, he is under an obligation—even a legal obligation—to maintain them. How is such a minimum applicable to the case of a woman . . . ? She is not, unless perhaps in very exceptional circumstances, under any such obligation. The minimum cannot be based on exceptional cases."

In respect of the "minimum rate" enjoined by the Commonwealth Arbitration Act, he held that "Nothing is clearer than that the 'minimum rate' referred to in Section 40 means the minimum rate for a class of workers, those who do work of a certain character. If blacksmiths are the class of workers, the minimum rate must be such as recognizes that blacksmiths are usually men. If fruit-pickers are the class of workers, the minimum rate must be such as recognizes that, up to the present at least, most of the pickers are men (although women have been usually paid less), and that men and women are fairly in competition as to that class of work. If milliners are the class of workers, the minimum rate must, I think, be such as recognizes that all or nearly all milliners are women, and that men are not usually in competition with them."*

In concluding its review the Court stated "the fixation of the basic wage for women at amounts below 60 per cent. of that fixed for men has been general in the awards and determinations of this Court and other industrial authorities of Australia."

The Court stated its conclusions and laid down general principles in the following words:—

"It is beyond question that the general rule adopted and followed by the Australian industrial authorities in the assessment of wages for adult women workers, engaged upon work suitable for women in which they cannot fairly be said to be in competition with men for employment, has been and still is to fix a foundational amount, calculated with reference to the needs of a single woman who has to pay for her board and lodging, has to maintain herself out of her earnings, but has no dependants to support; and to add to this foundational or basic amount such marginal amounts as may be appropriate in recognition of the particular skill or experience of the particular workers in question or as compensation for the particular conditions which they encounter in their occupations

"Just as the wages for male workers are assessed by adopting first a foundational wage—the basic wage—and adding to it marginal amounts fixed according to the relative skill and experience of particular workers or groups of workers, or to the special conditions they encounter, so too are women's wages, for work suitable to them in which they will not be disadvantaged by male competition, fixed by adding to a

* 6 C.A.R., p. 72.

foundational or basic amount analogous margins. But in each case the foundational wage is in principle and justice different. The man's basic wage is more than sufficient for his personal needs; it purports to provide him with enough to support some family. The woman's, on the other hand, purports to be enough for her to maintain herself only. No allowance is made for the support of any dependants. The man's wage has been measured by this Court with reference to the dominating factor of the productive capacity of industry to sustain it and with due regard consequently to what its application in industry will mean, to the marginal structure which rises above it, and to the consequent wages which will in accordance with established rules and practice be paid to women and to minors.

"In the course of the hearing the Chief Judge drew attention to the necessity which would occur, if women's rates were to be assessed on the basis that relative efficiency and productivity (as between men and women) were to constitute the dominant factor, for a review of the principles in accordance with which the basic wage has been determined. That this necessity would arise must be apparent. For the basic wage for adult males has been fixed at as high an amount as the Court has thought practicable in all the circumstances of the case, including the circumstance of the existing proportionate levels of wages for women and minors. The share of men workers in the fruits of production will need to be reduced if women are to participate therein on an equal footing, or on a better footing generally than that to which they have hitherto been held to be entitled.

"It is desirable that we should indicate as clearly as possible the effect of the conclusions to which the review of the principles of wage assessment we have made has led us. It is that, so long as the foundational or basic wage for women is assessed according to a standard different from that which is the basis of the foundational or basic wage—a family wage—for men, the Court will not, in the exercise of its function of adjudicating between opposing interests, raise the general level of women's minimum wages in occupations suitable for women, and in which they do not encounter considerable competition from men, according to a comparison of their efficiency and productivity with the efficiency and productivity of men doing substantially similar work. To do so would at once depress the relative standard of living of the family as a group, and of its individual members, as compared with that of the typical single woman wage-earner."*

In December, 1943,† Drake-Brockman J. of this Court, in dealing with women employees in the Clothing (Dressmaking and Tailoring Sections) and Rubber industries, awarded for the duration of the war and for six months thereafter as a "flat rate" for the industry 75 per cent. of the "needs" basic wage, plus the "prosperity" and "industry" loadings ordinarily applicable. The reason for this action was (in the words of the judgment) as follows: "it was also common ground (between all the parties) that wastage of the employees in the industry during the last three years had been exceptionally heavy and that it was essential that some means should be found to attract women to the industry and thereafter to retain them for some reasonable period of time after they had been trained."

* 50 C.A.R., p 191.

† 51 C.A.R., pp. 632 and 648.

In July, 1944, the National Security (Female Minimum Wage) Regulations extended the discretion of the Commonwealth Court of Conciliation and Arbitration in fixing female minimum wage rates in "vital" industries in war-time as briefly described on page 81.

The Conciliation and Arbitration Act No. 10 of 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." As the result of doubts which arose as to the powers of the Commissioners to "fix" a basic wage, the matter came before the Full Court of the Commonwealth Court of Conciliation and Arbitration for clarification at the instance of several trade unions. Judgment was delivered on 27th July, 1948, and it was held that Conciliation Commissioners had jurisdiction to fix the female rates in question under the provisions of the Act, but it was also held that the provision referred only to the basic element in any prescribed female rates. Where, however, such a prescribed rate did not specifically fix or disclose the basic wage element, the appropriate Conciliation Commissioner had to fix the rate, and when such rate had been fixed its alteration became a matter for the Court. In view of the fact that there were fifteen Commissioners whose views might differ as to the element of the rates of pay of adult females which could be ascribed to an adult female basic wage analogous to the basic wage for adult males, the Government in December, 1948, passed an Act (No. 77 of 1948) further amending the above-mentioned 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 amending Act, No. 2 of 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."

At the end of the 1949-50 Basic Wage Inquiry (see page 78) the Commonwealth Court of Conciliation and Arbitration by a majority decision 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.*

For the new rates payable to adult females employed under State awards see pages 95-102.

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 54). A summary of the decisions made by the Industrial Board during its period of operation was given in previous 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 authorities established under the Commonwealth Conciliation and Arbitration Act. Industrial matters are now determined by either the Commonwealth Court of Conciliation and Arbitration or the Conciliation Commissioner assigned to the Australian

* This decision was not varied at the 1952-53 Inquiry. See Appendix, page 213 hereof

Capital Territory. It was provided, however, that all existing orders and agreements should continue to operate subject to later orders, awards, and determinations made by the Court or Commissioner.

In reviewing the Australian Capital Territory awards following its decision of 12th October, 1950, the Commonwealth Court of Conciliation and Arbitration fixed the Canberra Basic Wage at £8 5s. per week for adult males, operative from the beginning of the first pay-period in December, 1950. This amount was the "needs" basic wage as expressed by the Court's Second Series index-number for Canberra for the September quarter, 1950 with the prescribed addition of £1 5s. The new rate represented an increase of 13s. 6d. a week over that previously payable.

The rate payable in the Territory (in respect only of workers outside the Commonwealth Public Service) was 238s. per week, operative from the beginning of the first pay-period commencing in August, 1953.*

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

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 in the following paragraphs.

(a) *The Darwin Basic Wage*.—This wage was first determined by the Court in 1915† when the Deputy President (Powers J.) awarded a rate of £3 17s. per week, or 1s. 9d. per hour, for an unskilled labourer, which included an allowance of 4s. for lost time.

The basic wage level again came under consideration when the wage for carpenters and joiners was reviewed by Mr. Justice Powers in 1916–17.‡ The Judge referred to an agreement dated 2nd June, 1916, between the Amalgamated Carpenters and Joiners and the Northern Agency (formerly Vestey Brothers) which provided for rates based on a budget of the estimated living requirements of a family consisting of a man, wife and two dependent children, amounting to £3 11s. 1d. per week. As the amount awarded (2s. 4d. per hour) for carpenters, however, was over £5 per week, the Judge felt that a fair living wage was fully assured. His Honor stated that he did not find anything to cause him to alter the judgment given on 15th March, 1915, when he prescribed a wage of 1s. 9d. per hour.

Up till 1924 the practice of the Court had been to fix the basic wage in accordance with the principles laid down in 1916, and in connexion with an application in 1924 concerning the rate for employees of the Commonwealth Railways, when the wage for these workers stood at £5 4s. 6d., the Judge (Powers J.) refused to alter the wage. He stated that he had in mind the amount of £1 12s., to which he would have felt justified in adding £1 to compensate for the many disadvantages caused by isolation, especially the loss of or extra expense of the proper education of the children. He considered, therefore, that the wage of £5 4s. 6d. then payable contained a special allowance on such account, and that the question of such special allowances was a matter for employers and employees to settle between themselves.§

In 1927|| Judge Beeby also referred to the regimen of 1916, and implied that since then it had formed the foundation of the basic wages fixed by the

* See Appendix, page 213 hereof, for decision in the 1952–53 Basic Wage and Standard Hours Inquiry.
 † 9 C.A.R., p. 1. ‡ 11 C.A.R., p. 51. § 20 C.A.R., p. 731. || 25 C.A.R., p. 897.

Court, and that the sufficiency of the regimen, except as to rent and one or two minor omissions, had never been questioned. On this occasion he fixed the basic wage at £5 10s. per week, or 2s. 6d. per hour, including 20s. per week district allowance which was suggested by Mr. Justice Powers 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. remained in operation until 1934, excepting that it was reduced by the Financial Emergency Act to £4 16s. 3d. per week.

In 1934* the Full Court for the first time considered the basic wage. The Court brought the regimen of the 1916 agreement up to date, altered the rent figure from 45s. to 65s. per month, and arrived at the amount of £4 10s. 9d. per week. This was £1 4s. 9d. above the Court's "needs" basic wage recently declared for the six capital cities, the Court regarding the difference as representing the extra amount required to purchase the same standard of living as in the six capital cities, with nothing by way of compensation allowance. Automatic adjustment provisions first introduced into the awards by this judgment were effected by inserting an appropriate Adjustment Scale based on the equation of £4 10s. 9d. to the Food and Groceries retail price index-number (Special) 1,184 for Darwin for the month of August, 1934.

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

In 1939‡ the adjustment clause was suspended pending further inquiry into the basic wage, and an amount of 16s. 3d. was added as an additional "loading", making the total basic wage at that period £5 10s. per week.

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. per week. The Court also restored the adjustment clause by equating £4 15s. 9d. of the foregoing amounts (£4 10s. 9d. plus 5s. rent) to the base index 1,184 of the former adjustment scale (based solely on the Food and Groceries price index-number). This, however, never became effective owing to its being superseded early in 1942 by the Blakley Orders referred to below. The two "loadings" were not made adjustable. All other "loadings" mentioned above were dropped.

The basis of adjustment was altered by A. Blakeley, C.C., 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 which, with the exception of rent, had already increased considerably in price throughout Australia, and threatened to increase further as the war continued. Adjustment by means only of the Food and Groceries Index was therefore no longer doing justice to the workers 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.

* 38 C.A.R., p. 944.
 † 46 C.A.R., p. 412.

‡ 39 C.A.R., p. 501.

§ 40 C.A.R., p. 323.

|| 44 C.A.R., p. 253.

As there was no "C" series retail price index for the Territory, nor was it possible to compile one on the basis of prices in Darwin, the only alternative was to create a "composite" index with the help of prices for these additional items from some other town of somewhat similar living conditions. The town selected as being most suitable for this purpose was Townsville, and the "composite" index was therefore computed on the basis of food and groceries prices in Darwin, combined with Townsville prices for rent, clothing and other miscellaneous items of domestic expenditure mentioned above, the index being designated "The Darwin Special 'All Items' Index".

Taking the December quarter, 1940, as a suitable period upon which adjustments should be based, for which quarter the Special "All Items" index-number was 1,036, the Court's basic wage of £4 19s. 9d. (including 4s. for accrued adjustments) declared in its judgment of 7th April, 1941,* was related (not "equated") to the Index-number Division (1031-1043) containing index-number 1,036 of the "C" series adjustment scale formerly used by the Court in its awards (Base: 1923-27 = 1,000 = 8rs.), thus giving workers in the Territory the same basis of adjustment as that operating in respect of all workers throughout Australia coming within the jurisdiction of the Court. It should be noted in this connexion that the Court's "needs" equivalent of index-number 1,036 was 84s., so that 15s. 9d. of the Darwin wage was left "unadjustable". The rate payable from 1st February, 1942 (when the new basis first became operative), on the basis of index-number 1,099 for the December quarter, 1941, was therefore £5 17s. 9d., inclusive of 5s. by adjustments under the scale since the December quarter, 1940 (1,036), and the two unadjustable "loadings" of 3s. and 10s. granted by the Court's judgment of 7th April, 1941.

Following the bombing of Darwin on 19th February, 1942, and on subsequent occasions, it was no longer possible to obtain even food and groceries prices in Darwin, and prices from Alice Springs and Tennant Creek were substituted for those of Darwin in the Special Index by means of a suitable "graft" of the new to the old prices in order to cancel out the effect on the index due solely to this substitution.†

On an application by the unions for the addition to the basic wage in the Territory of the amount of 7s. per week added by the Court elsewhere in Australia by its "Interim" Basic Wage Judgment of 13th December, 1946 [see page 77, (vi)], the Full Court on 13th March, 1947, decided to postpone the matter pending a general review of the basic wage in the Territory, although the Court granted the amount in the case of areas south of the 20th parallel of South Latitude (see below). This further review was opened in Darwin with preliminary evidence taken by J. H. Portus, C.C., on 16th February, 1948, and ultimately dealt with by the Full Court in Adelaide on 20th May, 1948. The Court made an "interim" judgment, pending the hearing and finalization of the basic wage inquiry held in 1949-50 at the instance of the combined unions throughout Australia [see page 78, (vii)], granting the current equivalent of the 7s. referred to above, namely, 8s. In the judgment the Court 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), namely, 1,283, and transferred the basis of adjustment from the existing Automatic Adjustment Scale ("C"

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

† 48 C.A.R., p. 20.

Series) on 1,000 = 81s. per week to the new Scale on 1,000 = 87s. per week [in conformity with the "Court" Index (2nd Series)]. The new basic wage was expressed to come into operation from the beginning of the first pay-period commencing after 20th May, 1948. The resultant total basic wage payable was therefore £7 os. 9d., made up of £5 12s. (the "needs" equivalent of index-number 1,283 mentioned above), the "unadjustable" amount of 15s. 9d. (see page 89) 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 78) an "interim" increase of £1 2s. per week was authorized pending a special inquiry into the fixation of a new basic wage for the Northern Territory. As a result of the latter inquiry the Court announced on 19th November, 1951, that it would make an order "based upon the consent and agreement of the parties for a basic wage in the Northern Territory at £10 10s. per week." The new rates were 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 subsequent quarterly adjustments but with the index-number of 1824 equated to 200s. per week. Subsequently by decisions of the Conciliation Commissioner, a special loading of 10s. per week operative from the same date as the new basic wage was added to the wage rates in most awards applicable to that part of the Northern Territory north of the 20th parallel of South Latitude. This loading should be taken into account in any analysis or comparison involving the basic wage component of such wage rates.

The basic wage for this area of the Northern Territory was 255s. per week, operative from the beginning of the first pay-period commencing in August, 1953.*

(b) *Northern Territory (South of the 20th parallel of South Latitude).*—There are 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).

The few Commonwealth Railways employees engaged in the area are at Alice Springs and in several small permanent-way gangs between Alice Springs and the South Australian border.

Prior to 1937 Commonwealth Railways employees were covered by awards of the Commonwealth Court of Conciliation and Arbitration, but since that year the rates of pay (including the basic wage) have been as prescribed by determinations of the Commonwealth Public Service Arbitrator. It has been the practice of the Court and the Public Service Arbitrator 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.

Prior to 3rd February, 1935, Commonwealth employees (other than Commonwealth Railways employees) engaged in the Northern Territory south of the 20th parallel of South Latitude were paid the Darwin basic wage. The Full Court in Judgment issued on 13th November, 1934;† fixed a rate of 80s. per week for Works and Services employees, which included an amount

* See Appendix, page 213 hereof, for decision in the 1952-53 Basic Wage and Standard Hours Inquiry.
† 33 C.A.R., p. 247

of 7s. per 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 the Court's "C" series adjustment scale in accordance with the variations of the "Special" index-number for Port Augusta (inclusive of Railway Stores prices for groceries and dairy produce). Although no base index-number was mentioned, it can be taken that the base index-number division of the scale (809-820 = 66s.) was the starting point of the variations and was related to a total basic wage of £4, as this division contained "C" series index-number 819 (Special) for the September quarter, 1934—from which it will also be observed that only 66s. of the total wage was actually adjustable.

The 3s. per week "loading" granted by the Court in 1938 (*see* page 88) 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. per 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 basic wage inquiry held in 1949-50 at the instance of the combined unions of Australia (*see* page 78).

By an Order of 11th October, 1949, the Full Court amended the existing award to provide for the adjustment to date and thereafter (by means of the "C" Series Automatic Adjustment Scale) of the 7s. per week "excess" over the contemporaneous "needs" rate granted by the Full Court on 13th November, 1934 (*see* page 90). The relevant "Special" "C" series index-number for the latter period (as indicated above) was 819, equivalent to a "needs" wage of £3 6s. per week, and the above adjustment was effected by an additional column to the Scale calculated on the basis of raising the weekly "needs" equivalents by the ratio of 66s. to 73s., or by multiplying the successive weekly "needs" rates by the factor 1.10606. Thus, the base rate of the Scale 1000 = 87s. became 96s.

The Order was expressed to come into operation from the first Sunday in December, 1949, on the basis of the index-number for the September quarter, 1949, as the starting point. The "needs" rate for this was £6 1s., which by the above formula became £6 14s., and to this were added the loadings previously payable of 7s. for "Freight Costs" and 3s. for "Prosperity" loading, making a total basic wage of £7 4s., representing an increase of 6s. per week over the former basis of calculation.

Consequent upon the decision of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry (*see* page 78) an "interim" increase of £1 2s. per week was authorized pending a special inquiry into the fixation of a new basic wage for the Northern Territory. As a result of the latter inquiry the Court announced on 19th November, 1951, that it would make an order "based upon the consent and agreement

of the parties for a basic wage in the Northern Territory at £10 10s. per week". The new rates were operative from the beginning of the first pay-period commencing in November, 1951. The Port Augusta Special "All Items" Index (see above) was retained as the basis for subsequent quarterly adjustments but with the index-number of 1757 equated to 1948. per week. Subsequently by decisions of the Conciliation Commissioner, a special loading of 7s. per week operative from the same date as the new basic wage was added to the wage rates in most awards applicable to that part of the Northern Territory south of the 20th parallel of South Latitude. This loading should be taken into account in any analysis or comparison involving the basic wage component of such wage rates.

The basic wage for this area of the Northern Territory was 242s. per week, operative from the beginning of the first pay-period commencing in August, 1953.*

5. State Basic Wages.—(i) New South Wales.—The first determination under the New South Wales Industrial Arbitration Act of a standard "living" wage for adult male employees was made on 16th February, 1914, when the Court of Industrial Arbitration fixed the "living" wage at £2 8s. per 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 to the Industrial Commission of New South Wales, as from 15th April, 1926. The Industrial Arbitration (Amendment) Act No. 45, 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 wages 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. per 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. With the adoption in 1937 of the Commonwealth basic wage, however (see below), the identification of a specified family unit with the basic wage disappeared.

Employees in rural industries are not covered by the rates shown in the following table; a living wage for rural workers of £3 6s. per 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.

* See Appendix, page 213 hereof, for decision in the 1952-53 Basic Wage and Standard Hours Inquiry.

The variations in the living wage determined by the industrial tribunals of New South Wales are shown below :—

Basic Wage Variations in New South Wales.

(State Jurisdiction.)

Male.		Female.	
Date of Declaration.	Basic Wage per Week.	Date of Declaration.	Basic Wage per Week.
	£ s. d.		£ s. d.
16th February, 1914 ..	2 8 0	..	..
17th December, 1915 ..	2 12 6	..	..
18th August, 1916 ..	2 15 6	..	..
5th September, 1918 ..	3 0 0	17th December, 1918 ..	1 10 0
8th October, 1919 ..	3 17 0	23rd December, 1919 ..	1 19 0
8th October, 1920 ..	4 5 0	23rd December, 1920 ..	2 3 0
8th October, 1921 ..	4 2 0	22nd December, 1921 ..	2 1 0
12th May, 1922 ..	3 18 0	9th October, 1922 ..	1 19 6
10th April, 1923 ..	3 19 0	(a) ..	2 0 0
7th September, 1923 ..	4 2 0	..	2 1 6
24th August, 1925 ..	4 4 0	..	2 2 6
27th June, 1927 ..	4 5 0	..	2 6 0
20th December, 1929 ..	4 2 6	..	2 4 6
26th August, 1932 ..	3 10 0	..	1 18 0
11th April, 1933 ..	3 8 6	..	1 17 0
20th October, 1933 ..	3 6 6	..	1 16 0
26th April, 1934 ..	3 7 6	..	1 16 6
18th April, 1935 ..	3 8 6	..	1 17 0
24th April, 1936 ..	3 9 0	..	(b) 1 17 6
27th October, 1936 ..	3 10 0	..	1 18 0
27th April, 1937 ..	3 11 6(c)	..	1 18 6

(a) Dates of declarations from 1923 on were the same as those for male rate.

(b) Rate declared, £1 15s. 6d., but law amended to provide a rate for females at 54 per cent. of that for males.

(c) Hereafter wages are fixed and adjusted quarterly in accordance with the practice of the Commonwealth Court of Conciliation and Arbitration for details of which and latest rates see below.

Following on the judgment of the Commonwealth Court of Conciliation and Arbitration of 23rd June, 1937, (see page 75) the Government of New South Wales decided to bring the State Basic Wage into line with the Commonwealth rates ruling in the State, and secured an amendment of the Industrial Arbitration Act (No. 9 of 1937) to give effect thereto. The Act came into operation from the commencement of the first pay-period in October, 1937. The general principles laid down by the Commonwealth Court, were followed as closely as practicable and 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, shortly known as the "Court" series of index-numbers. 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. per week below the metropolitan rate; and Crown employees, as defined, received a "Prosperity" loading of 5s. per 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; to define boundaries within which the various rates are to operate;* and to specify the appropriate "Court" series retail price index-numbers to which they are to be related.

An amendment to the Industrial Arbitration Act was assented to on 23rd November, 1950, which 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.

To facilitate the work of the Commission, awards were divided into separate classes, and orders issued regarding the variations to be made to those in each class. The rates for adult males were increased by the same amounts as 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. per week subject to the statutory provision (incorporated in the amendment of 23rd November) 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.

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. which the Commonwealth Court in its judgment of October, 1950, had prescribed as the basic wage for adult females in New South Wales, the Commission stated:—

"After giving the matter fullest consideration, we think in the circumstances it is reasonable to allocate £1 of the said sum of £6 3s. 6d. 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 £3 19s. The total, £5 3s. 6d. becomes therefore the true female basic wage in New South Wales".

As a consequence of the overriding 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 is the same in Commonwealth and State awards.

By an amendment to the Industrial Arbitration Act in June, 1951, the differentiation in rates for the basic wage in different districts and for employees under Crown awards was eliminated as a general rule, making

* See *N.S.W. Industrial Gazette* 1937, Vol. 52, pages 783-4.

the basic wage throughout most of the State equal to that paid in Sydney, the main exception being the Broken Hill district where a different basic rate still prevails.

The rates applicable from the beginning of the first pay-period commencing in August, 1953, in the metropolitan area, under this system of fixation and adjustment, were £12 3s. per week for adult males and £9 2s. for adult females.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age operated in New South Wales from July, 1927, until superseded by the Commonwealth Government scheme from 1st July, 1941, and a brief account of the main features of the system appeared on page 103 of Labour Report No. 36.

(ii) *Victoria*.—Up to October, 1934, no basic wage was fixed by any State authority in Victoria, but the Wages Boards followed the rates of the Commonwealth Court to a large extent, and also made similar periodical adjustments in accordance with variations in retail prices. With the passing of the Factories and Shops Acts, No. 4,275 of 1934 which operated from 17th October, 1934, and No. 4,461 of 1936, it is obligatory on all Wages Boards to adopt Commonwealth Award rates and conditions "which such Boards are under the Factories and Shops Acts empowered to include in their determinations". The 1934 Act further provides for the Secretary for Labour to make adjustments of wages according to variations in retail price index-numbers without calling the Boards together for the purpose, in respect of all determinations which include an adjustment clause.

In accordance with the decisions of the Commonwealth Court of Conciliation and Arbitration to increase the male and female basic wages from December, 1950 (*see* page 79) the Wages Boards met and incorporated the new Commonwealth rates in their determinations.

The adult male weekly rate for Melbourne was increased by 19s. to £8 2s. and the new adult female rate became £6 1s. 6d. (75 per cent. of the adult male rate).

The Commonwealth rates for Melbourne operative from the beginning of the first pay-period commencing in August, 1953, were £11 15s. per week for adult males and £8 16s. per week for adult females.

(iii) *Queensland*.—The Industrial Conciliation and Arbitration Act No. 28 of 1929 repealed the Industrial Arbitration Act 1916 and amendments thereof, and the Basic Wage Act of 1925. The Board of Trade and Arbitration was abolished, and a Court, called the Industrial Court, was established. The Act provides that it shall be the duty of the Court to make declarations as to—(a) the "basic" wage, and (b) the maximum weekly hours to be worked in industry (called the "standard" hours). For the purposes of making any such declarations the Court shall be constituted by the Judge and two members one of whom shall be also a member of the Queensland Prices Board.

The main provisions to be observed by the Court when determining the "basic" wage are—(a) 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; (b) 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. The Court 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 the Queensland Court of Industrial Arbitration was gazetted on 24th February, 1921, when the basic wage was declared at £4 5s. per week for adult males and £2 3s. for adult females. Prior to this declaration the rate of £3 17s. per week for adult males had been generally recognized by the Court in its awards as the "basic" or "living" wage. The declarations of the Industrial Court are published in the *Queensland Industrial Gazette* and the rates declared at various dates are as follows:—

Basic Wage Variations in Queensland.

(State Jurisdiction.)

Date of Operation.	Adult Basic Wage.		Date of Operation.	Adult Basic Wage.	
	Male.	Female.		Male.	Female.
	£ s. d.	£ s. d.		£ s. d.	£ s. d.
1st March, 1921 ..	4 5 0	2 3 0	1st April, 1938 ..	4 1 0	2 3 0
1st March, 1922 ..	4 0 0	2 1 0	7th August, 1939 ..	4 4 0	2 5 0
28th September, 1925(a) ..	4 5 0	2 3 0	31st March, 1941 ..	4 9 0	2 8 0
1st August, 1930 ..	4 0 0	2 1 0	4th May, 1942(b) ..	4 11 0	2 9 6
1st December, 1930 ..	3 17 0	1 19 6	23rd December, 1946(c) ..	5 5 0	3 0 6
1st July, 1931 ..	3 14 0	1 19 0	7th December, 1950(c) ..	7 14 0	5 2 6
1st April, 1937 ..	3 18 0	2 1 0	2nd November, 1953(d) ..	11 2 0	7 0 0

(a) Fixed by Basic Wage Act. (b) Quarterly adjustments provided by Judgment of 27th April, 1942—see below. (c) Consequent upon basic wage increases granted by the Commonwealth Court of Conciliation and Arbitration. (d) By Judgment of the Queensland Industrial Court on 13th October, 1953, quarterly adjustment was continued for the present.

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 1932, having regard to the level of the ALL ITEMS "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. Since then, quarterly adjustments have been made to the basic wage in accordance with changes in the "C" Series Index.

In view of the "Interim" Basic Wage judgment of the Commonwealth Court of Conciliation and Arbitration in December, 1946 (see page 77), the Queensland Industrial Court granted an increase in the basic wage of 7s. for adult males and 5s. for adult females to operate from 23rd December, 1946.

Following the decision of the Commonwealth Court of Conciliation and Arbitration to increase the male and female basic wages from December, 1950 (see page 79) the Queensland Industrial Court conducted an inquiry as to what change should be made to the State basic wage for Queensland. By a majority decision on 30th November, 1950, the Industrial Court granted an increase of 15s. weekly to both adult males and adult females thus increasing the metropolitan rates to £7 14s. per week and £5 2s. 6d. per week respectively. The increases became operative from 7th December, 1950.

The new female rate of £5 2s. 6d. represented 66 per cent. of the male rate instead of 63 per cent. (approximately) as previously, and this 66 per cent. determines the basic wage payable to adult females.

The judgment of the Queensland Industrial Court may be found in the supplement to the *Queensland Industrial Gazette*, Vol. 35, No. 4, page 1253.

The rates payable in accordance with regular quarterly variations from 2nd November, 1953, were £11 2s. for adult males and £7 9s. for adult females.

The rates shown above are applicable throughout the Southern Division (Eastern District—including Brisbane); allowances are added for other areas as follows:—Southern Division (Western District), 7s. 4d.; Mackay Division, 5s. 6d.; Northern Division (Eastern District), 10s.; and Northern Division (Western District), 17s. 4d. Half of these allowances are granted to females.*

(iv) *South Australia*.—The Industrial Code 1920-1951 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 Board has power also to fix different rates to be paid in different defined areas.

It is provided that the Board of Industry 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 cannot 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 five members, one nominated by the Minister for Industry, two nominated by the South Australian Employers' Federation as representatives of employers, and two nominated by the United Trades and Labour Council of South Australia as representatives of employees. The member nominated by the Minister is President and presides at all meetings of the Board.

According to the Industrial Code 1920-1951, "living wage" means a sum sufficient for the normal and reasonable needs of the average employee living in the locality where the work under consideration is done or is to be done.

* As defined in *Queensland Industrial Gazette*, 10th December, 1921, page 826.

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 "living wage" is to be declared is a man with a wife and three children.

The first declaration by the Board of Industry was made on 15th July, 1921, when the "living wage" for adult male employees in the metropolitan area was determined at £3 19s. 6d. per week. The "living wage" for adult female employees in the same area was declared on 11th August, 1921, at £1 15s. per week.

Following on 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 77) the South Australian Parliament passed the Economic Stability Act No. 52 of 1946. By virtue of this Act and all other enabling powers, the Governor may, by proclamation, declare, *inter alia*, the "daily living wage" for adult males in the metropolitan area to be one-sixth of the Commonwealth basic weekly wage for this area. A proclamation dated 24th December, 1946, was accordingly made by the Governor, declaring the rate of 102s. per week, inclusive of the "prosperity" loading of 4s. This rate operated from 7th January, 1947. The Act mentioned also provided for similar proclamations in respect of any adjustment of such wage, but the powers of the Board of Industry to declare a "living wage" were retained, and any such wage so declared will supersede that declared by proclamation.

The variations in the "living wages" determined by the Board of Industry are shown below, and apply to the whole State:—

Living Wage Variations in South Australia.

(State Jurisdiction.)

Male.		Female.	
Date of Operation.	Living Wage per Week.	Date of Operation.	Living Wage per Week.
	£ s. d.		£ s. d.
4th August, 1921 ..	3 19 6	1st September, 1921 ..	1 15 0
27th April, 1922 ..	3 17 6	.. ..	..
8th November, 1923 ..	3 18 6	.. ..	..
15th May, 1924 ..	4 2 0	13th November, 1924 ..	1 18 0
13th August, 1925 ..	4 5 6	3rd September, 1925 ..	1 19 6
30th October, 1930 ..	3 15 0	15th January, 1931 ..	1 15 0
10th September, 1931 ..	3 3 0	24th December, 1931 ..	1 11 6
7th November, 1935 ..	3 6 0	16th January, 1936 ..	1 13 0
7th January, 1937 ..	3 9 6	29th April, 1937 ..	1 14 9
25th November, 1937 ..	3 14 0	(a)	1 16 6
5th January, 1939 ..	3 18 0	.. ..	1 18 0
28th November, 1940 ..	4 4 0	.. ..	2 1 0
27th November, 1941 ..	4 7 0	.. ..	2 3 6
15th October, 1942 ..	4 14 0	.. ..	2 6 2
26th September, 1946 ..	4 18 6	.. ..	2 15 0
7th January, 1947(b) ..	5 2 0	.. ..	2 17 0
8th July, 1948 ..	5 17 0	.. ..	3 6 6
19th May, 1949 ..	6 5 0	.. ..	3 8 6

(a) From 1937 dates of operation were the same as those for male rates rate for metropolitan area adopted.

(b) Commonwealth

The Industrial Code Amendment Act No. 65 of 1949 made provision for the quarterly adjustment of the "living wage" in accordance with the variations in the Commonwealth basic wage consequent on the changes in the "Court" Series index of retail prices for Adelaide. In effect this resulted in parity between the State Living Wage and the Commonwealth Basic Wage from the beginning of the first pay-period commencing in February, 1950. The prescribed adjustment to the female "living wage" was seven-twelfths of the same adjustment 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 decisions of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry (see page 78), the South Australian legislation was amended to enable, *inter alia*, the "living wage" to be altered by proclamation "in order to avoid unjustifiable differences between rates of wage fixed under Commonwealth and State laws respectively". By proclamation dated 30th November, 1950, the South Australian Living Wage in the metropolitan area 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, which had previously been approximately 54 per cent. of the male basic wage, was, by the proclamation, increased to 75 per cent. of the corresponding male rate.

The rates payable in accordance with the quarterly adjustments notified by the President of the Board of Industry, operating from the beginning of the first pay-period commencing in August, 1953, were £11 11s. per week for adult males, and £8 13s. for adult females.

(v) *Western Australia*.—The Court of Arbitration, appointed under the provisions of the Industrial Arbitration Act 1912-1952, determines and declares the "basic wage" in this State. The Court consists of three members appointed by the Governor, one on the recommendation of the industrial unions of employers, one on the recommendation of the industrial unions of employees, while the third member is a Judge of the Supreme Court. The last-mentioned member is the President of the Court.

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

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

The family unit is not specifically defined in the Act, but it has been the practice of the Court to take as a basis of its calculations a man, his wife and two dependent children.

Provision is also made in the Act for quarterly adjustments of the "basic wage" by the Court of Arbitration when an official statement supplied to the Court by the State Government Statistician relating to the cost of living shows that a variation of 1s. or more per week has occurred, compared with the preceding quarter. These adjustments apply from the dates of declaration by the Court.

The annual and special declarations of the Court of Arbitration under the provisions of the Industrial Arbitration Act are shown for the various areas in the State in the following table. It must be noted that prior to 1950 the legislation differed from that outlined above. Particulars of the previous legislation will be found in earlier issues of the Labour Report.

Basic Wage Variations in Western Australia.

(State Jurisdiction.)

Date of Operation.	Metropolitan Area.		South-West Land Division.		Goldfields Areas and Other Parts of State.	
	Male.	Female.	Male.	Female.	Male.	Female.
1st July, 1926 ..	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
" " 1929 ..	4 5 0	2 5 11	4 5 0	2 5 11	4 5 0	2 5 11
" " 1930 ..	4 7 0	2 7 0	4 7 0	2 7 0	4 7 0	2 7 0
" " 1931 ..	4 6 0	2 6 5	4 5 0	2 5 11	4 5 0	2 5 11
" " 1932 ..	3 18 0	2 2 2	3 17 0	2 1 8	3 17 0	2 1 8
" " 1933 ..	3 12 0	1 18 11	3 13 6	1 19 8	3 18 0	2 2 2
" " 1934 ..	3 8 0	1 16 9	3 9 6	1 17 6	3 17 6	2 1 10
" " 1935 ..	3 9 6	1 17 6	3 10 0	1 17 10	3 19 6	2 2 11
" " 1936 ..	3 10 6	1 18 1	3 11 2	1 18 5	4 4 4	2 5 6
" " 1937 ..	3 10 6	1 18 1	3 11 9	1 18 9	4 6 0	2 6 5
" " 1938 ..	3 13 9	1 19 10	3 14 8	2 0 4	4 7 0	2 7 0
" " 1939 ..	4 0 0	2 3 2	4 1 0	2 3 9	4 13 3	2 10 4
" " 1940 ..	4 2 2	2 4 4	4 3 1	2 4 10	4 16 4	2 12 0
" " 1941(c) ..	4 2 8	2 4 8	4 3 3	2 4 11	4 16 3	2 12 0
" " 1942 ..	4 8 0	2 7 6	4 9 3	2 8 2	5 3 6	2 15 11
" " 1943 ..	4 19 1	2 13 6	4 18 1	2 13 0	5 5 9	2 17 1
" " 1944 ..	4 19 11	2 13 11	4 19 8	2 13 10	5 7 1	2 17 10
" " 1945 ..	5 0 1	2 14 1	4 19 7	2 13 9	5 7 5	2 18 0
" " 1946 ..	5 1 1	2 14 7	5 0 6	2 14 3	5 9 0	2 18 10
26th Feb., 1947(d) ..	5 7 1	2 17 10	5 6 6	2 17 6	5 15 4	3 2 3
1st July, 1947 ..	5 7 10	2 18 3	5 7 3	2 17 11	5 16 0	3 2 8
" " 1948 ..	5 15 9	3 2 6	5 15 2	3 2 2	6 4 9	3 7 4
" " 1949 ..	6 7 1	3 8 8	6 6 9	3 8 5	6 15 1	3 12 11
" " 1950 ..	7 0 0	3 15 7	6 19 9	3 15 6	7 7 3	3 19 6
18th Dec., 1950(d) ..	8 6 6	4 14 1	8 6 7	4 14 2	8 14 8	4 18 6
1st " 1951(e) ..	..	6 13 8	..	6 13 0	..	6 17 1

(a) Excluding Goldfields areas, where rates were the same as those operating from 1st July, 1926.
 (b) Applicable from 24th April, 1939. (c) Applicable from 28th April, 1941. (d) Special declarations following basic wage increases granted by the Commonwealth Court of Conciliation and Arbitration
 (e) Inquiry into female rates only.

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 of 1925 was made on 11th June, 1926, when the rate for adult male employees was determined at £4 5s. per week, and for adult female employees at £2 5s. 11d. per 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 102). 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 purchasing equivalents at the March quarter, 1938, by means of 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 77).

Following the judgment of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry (see page 78) 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 per week for adult males and by 15s. per 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. In relation to the female rate the unions' claim had been for a basic wage equal to 75 per cent. of the male rate instead of the existing 54 per cent basis. Although this claim was not granted it was intimated that the increase of 15s. should not necessarily be regarded as the Court's final word on the subject.

The judgment of the Court may be found on page 336 of the *Western Australian Industrial Gazette*, Volume 30, Nos. 3-4.

As the result of a subsequent inquiry* the basic wage for adult females was increased to 65 per cent. of the corresponding male rate, operative from 1st December, 1951. This was subject to the condition that the increase should be offset by the reduction in or deletion of existing margins between the basic wage and total wage as specified by the appropriate award or determination.

The rates payable in the metropolitan area in accordance with the quarterly adjustments declared by the Court, operating from 27th July, 1953, were £12 6s. 6d. for adult males and £8 os. 3d. for adult females.

(vi) *Tasmania*.—No State basic wage is fixed by any State authority in Tasmania, but Wages Boards follow to a large extent the rates of the Commonwealth Court of Conciliation and Arbitration and adjust wages automatically or otherwise in accordance with variations in retail price index-numbers in conformity with provisions of the Wages Boards Act.

Consequent upon the decision of the Commonwealth Court of Conciliation and Arbitration in the 1949-50 Basic Wage Inquiry (see page 78) the Tasmanian Wages Boards met and incorporated the new Commonwealth basic wage rates in their determinations. The adult male weekly rate for Hobart was increased by £1 1s. to £8 and the new adult female rate became £6 (75 per cent. of the adult male rate).

* See *Western Australian Industrial Gazette*, Vol. 31, p. 496

The Commonwealth adult male rate for Hobart operative from the beginning of the first pay-period commencing in August, 1953, was £12 2s. and the adult female rate is 75 per cent. of the male rate (£9 1s. 6d.).

(vii) *Rates Prescribed.*—The "basic wage" rates of State industrial tribunals operative in August, 1952 and 1953 are summarized in the following table:—

State Basic Wages : Weekly Rates.

State.	August, 1952.			August, 1953.		
	Date of Operation.	Males.	Females.	Date of Operation.	Males.	Females.
		s. d.	s. d.		s. d.	s. d.
New South Wales—						
Metropolitan and Country, excluding Broken Hill	(a)	235 0	176 0	(a)	243 0	182 0
Broken Hill	(a)	243 0	182 0	(a)	247 0	185 0
Victoria (b)	(a)	224 0	168 0	(a)	235 0	176 0
Queensland—						
Southern Division (Eastern District) including Brisbane (c)	28.7.52	213 0	142 6	3.8.53	219 0	147 0
South Australia	(a)	224 0	168 0	(a)	231 0	173 0
Western Australia—						
Metropolitan Area	28.7.52	232 3	151 0	27.7.53	246 6	160 3
South-West Land Division	28.7.52	232 5	151 1	27.7.53	246 0	159 11
Goldfields and other areas	28.7.52	238 0	154 8	27.7.53	249 4	162 1
Tasmania (b)	(a)	222 0	166 6	(a)	242 0	181 6

(a) Operative from beginning of first pay-period commencing in month shown. (b) None declared but rates (Capital City) shown are those of Commonwealth Court of Conciliation and Arbitration which are followed to a large extent. (c) Allowances added for other areas:—Males—Southern Division (Western District), 7s. 4d.; Mackay Division, 5s. 6d.; Northern Division (Eastern District), 10s.; Northern Division (Western District), 17s. 4d.; Females—Half of these allowances

6. **Royal Commission on the Basic Wage, 1920.**—The Commonwealth Government appointed a Royal Commission in 1919 to inquire into and report upon the following matters:—

- (i) The actual cost of living at that time, according to reasonable standards of comfort, including all matters comprised in the ordinary expenditure of a household, for a man with a wife and three children under fourteen years of age, and the several items and amounts which made up that cost.
- (ii) The actual corresponding cost of living during each of the previous five years.
- (iii) How the basic wage might be automatically adjusted to the rise and fall from time to time of the purchasing-power of money.

The Commission issued two reports—the first in November, 1920, and the second in April, 1921. These reports show that, according to the standard assumed by the Commission, the cost of living as at 1st November, 1920, for a family consisting of man, wife, and three children under fourteen years of age, was as follows:—

Royal Commission on the Basic Wage : Cost of Living, 1st November, 1920.

Particulars.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Food ..	2 6 9	2 6 2	2 3 1	2 7 2	2 4 11	2 8 11
Rent ..	1 2 0	1 0 6	0 17 0	0 19 6	0 19 0	0 19 0
Clothing ..	1 7 0	1 9 0	1 6 0	1 8' 3	1 7 9	1 9 2
Miscellaneous ..	1 1 4	1 0 10	1 0 1	1 1 2	1 2 3	0 19 10
Total (a) ..	5 17 1	5 16 6	5 6 2	5 16 1	5 13 11	5 16 11

(a) Weighted Average Six Capitals—£5 15s. 8d., but no recommendation made

The corresponding costs of the commodities and services included (which are fully set out in the first report) for the years 1914 to 1920 were as follows:—

Royal Commission on the Basic Wage : Cost of Living, 1914 to 1920.

Years.	Sydney.	Melbourne.	Brisbane.	Adelaide	Perth.	Hobart.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1914 ..	3 12 11	3 7 9	3 4 0	3 11 2	3 12 9	3 6 9
1915 ..	4 1 6	3 16 9	3 11 3	3 19 0	3 17 1	3 15 1
1916 ..	4 4 6	3 17 5	3 13 10	3 19 7	4 1 2	3 15 6
1917 ..	4 9 8	4 2 2	3 19 3	4 3 2	4 4 2	4 4 10
1918 ..	4 14 8	4 8 10	4 6 0	4 10 11	4 9 2	4 8 6
1919 ..	5 5 3	4 18 5	4 15 10	5 2 6	5 0 9	5 0 4
1920 ..	5 17 1	5 16 6	5 6 2	5 16 1	5 13 11	5 16 11

In answer to the third clause of the inquiry, the Commission recommended that "a Bureau of Labour should be organized from existing members of the Public Service, which should ascertain from time to time the rise and fall in the purchasing-power of money in relation to the reasonable standard of comfort for the typical family (i.e., such a family as is described in Clause 1)". After consulting the Commonwealth Statistician as to methods of collection and tabulation, the Government decided that the recommendation would be met by widening the scope of inquiries of this nature already made by the Commonwealth Bureau of Census and Statistics, the outcome of which was the creation of the "C" Series Retail Price Index particulars of which are published on pages 5, 10, 18 and 27 of this Report.

The recommendations of this Commission in respect of the basic wage were not carried out, owing largely to the marked advance the amounts suggested represented over ruling rates,* and the grave doubts expressed as to the ability of industry to pay such rates.

The standards of this wage, however, were implemented to a certain extent in the "Living Wage" declarations of the Industrial Commission of New South Wales in 1926 to 1932.

The amounts recommended were also adopted with slight modifications by the Industrial Court of Western Australia in 1926 and again in 1938 on the basis of a four-unit family, further particulars of which will be found on page 101.

* The "Harvester" equivalent for Melbourne as at the time (September quarter, 1920) was £4 13s. 11d. per week, but only £3 18s. to £4 2s. was being paid on the basis of an annual index-number.

7. **Child Endowment.**—The Commonwealth Government, in June, 1927, called a conference at Melbourne of the Premiers of the several States to consider the question of child endowment from a national standpoint. The Prime Minister submitted various estimates of the cost of endowing dependent children under fourteen years of age in Australia at 5s. per week. After discussion, it was decided to refer the matter to a Royal Commission to be appointed by the Commonwealth Government.

The Commission submitted its report on 15th December, 1928. It was not unanimous in its findings, and the opinions and recommendations of the members were embodied in two separate reports, which dealt exhaustively with the constitutional aspects, existing systems, industrial legislation, the basic wage, standard of living, regulation of wages, working conditions and cognate matters.

The findings and recommendations in the *majority* and *minority* reports were given in Labour Report No. 19.

At the conference of Commonwealth and State Ministers held at Canberra 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, as had been recommended in the minority report. The Commonwealth Government 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 as the State Governments should think proper.

Early in 1941, the Commonwealth Government announced its intention to introduce a scheme of child endowment throughout Australia. The necessary legislation* was introduced into Parliament on 27th March, and the passage through all stages was completed on 3rd April, 1941. The scheme came into operation from 1st July, 1941. As amended to date (November, 1953) its main features 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 an approved institution of which children are inmates shall be qualified to receive an endowment in respect of each child.

From 20th June, 1950, the rates of endowment have been—

- (a) where the endowee has one child only, 5s. per week ;
- (b) where the endowee has two or more children—in respect of the elder or eldest child, 5s. per week and in respect of each other child, 10s. per week ;
- (c) in the case of the endowee being an approved institution the rate is 10s. per week for each child inmate.

There are provisions to cover cases of families divided by reason of divorce, separation, death of a parent or other circumstances. In such cases payment may be made to the father, mother or other person.

* Act No. 8 1941 (Child Endowment Act) as amended by No. 5, 1942 and Nos. 10 and 41, 1945 (now Part VI. of the Social Services Consolidation Act 1947-1953).

A child born during the mother's temporary absence from Australia is deemed to have been born here.

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

Endowment will be 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 the arrival of the children in Australia.

From 1st July, 1941, when the scheme was introduced the rate of endowment was 5s. per week for each child in excess of one in a family and for each child under 16 years in an approved institution, the rate being increased to 7s. 6d. a week from 25th June, 1945, and to 10s. per week from 9th November, 1948. There is no means test.

Endowment in respect of the first child under 16 years in a family was first provided for by an amendment of the legislation in June, 1950.

Consequent upon the operation of the Commonwealth Child Endowment Scheme, appropriate steps were 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 was in operation from July, 1927 to July, 1941, and the Commonwealth Public Service system operated from November, 1920, until July, 1941. Details of these schemes appeared in earlier issues of the Labour Report (see No. 36, page 103).

A summary of the operations of this scheme during the five years 1948-49 to 1952-53 is given below:—

Child Endowment: Australia.

Year.	Endowed Families at 30th June.		Approved Institutions.		Total Number of Endowed Children.
	Number of Families.	Number of Endowed Children.	Number of Institutions.	Number of Endowed Children.	
1948-49 ..	620,819	1,083,994	369	21,305	1,105,299
1949-50 ..	662,949	1,813,925	375	22,397	1,836,322
1950-51 ..	1,150,847	2,365,177	370	23,753	2,388,930
1951-52 ..	1,205,421	2,493,246	379	24,623	2,517,869
1952-53 ..	1,246,986	2,599,026	376	24,951	2,623,977

Year.	Amount Paid to Endowees and Approved Institutions.	Annual Liability for Endowment on 30th June.	Average Annual Rate of Endowment per Endowed Family on 30th June.	Average Number of Endowed Children per Endowed Family on 30th June.	Number of Endowed Children in each 10,000 of Population
	£	£	£		
1948-49 ..	24,323,413	28,737,774	45.398	1.746	1,370
1949-50 ..	30,337,363	39,126,035	58.139	2.736	2,216
1950-51 ..	43,584,614	47,151,169	40.434	2.055	2,805
1951-52 ..	46,625,052	49,794,121	40.777	2.068	2,883
1952-53 ..	53,243,722	52,012,584	41.190	2.084	2,943