

## CHAPTER VI.

## LABOUR, WAGES AND PRICES.

NOTE.—Reference is made in this chapter to retail and wholesale price indexes. For particulars of the Export Price Index, see Chapter X., § 15, and of the Farm Production Price Index, see Chapter XXX., § 2.

## A. RETAIL PRICES AND PRICE INDEXES.

## § 1. General.

The information on retail prices and price indexes presented in this chapter is extracted from the annual *Labour Report*. For a full explanation of methods adopted and an analysis of problems involved see the detailed reference in Chapter I. of *Labour Report* No. 44, 1955 and 1956.

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

Retail prices of a more extensive range of commodities (including clothing) and certain services in common demand have been ascertained at frequent and regular intervals since 1923 for each of the six capital cities and for 27 of the more important towns of Australia. Comparable information is available for the month of November in each year from 1914 to 1922 for each of the six capital cities. The list of items priced for index purposes is published in *Labour Report* No. 44.

## § 2. Previous Retail Price Indexes.

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

- (i) *The "A" Series Index* (covering food, groceries and house rents) was first compiled in 1912 with the year 1911 as base = 1,000. It was discontinued in June, 1938.
- (ii) *The "B" Series Index* (covering food, groceries and rent of 4 and 5 roomed houses) was first compiled in 1925 and continued until the December Quarter, 1953. It was the food and rent constituent of the "C" Series Index and was designed to replace the "A" Series Index for general statistical purposes.
- (iii) *The "C" Series Index* (covering food and groceries, rent of 4 and 5 roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking and some other miscellaneous items) was first compiled in 1921 and published at quarterly intervals from the June Quarter, 1922. It was used by the Commonwealth Court of Conciliation and Arbitration for purposes of quarterly wage adjustments from May, 1934, to August, 1953. Some State tribunals use or consider it in their proceedings. Its publication in mimeograph each quarter will be continued for the present in the customary form and on its customary basis. For general statistical purposes it has been replaced by the Interim Retail Price Index (1952–53 base year) described at length in a Statistical Bulletin published on 24th March, 1954, and briefly in the following section of this chapter.
- (iv) *The "D" Series Index*, derived by combining the "A" and "C" Series Indexes, was used by the Commonwealth Court of Conciliation and Arbitration from May, 1933 to May, 1934, and then discontinued.

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

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

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

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

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

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

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

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

#### " 13. Retail Price Indexes—

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

The Interim Retail Price Index (1952-53 base year) is used as the current retail price index in statistical publications of the Commonwealth Statistician for general statistical purposes. It relates only to six capital cities of Australia because it is not practicable with existing staff resources to collect price data for the greatly enlarged list of items for 28 other cities and towns. These continue to be covered as to the less extensive list of items used for the "C" Series Index.

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

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

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

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

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

A full list of the items used in the Interim Index was shown in Appendix III. of the Statistical Bulletin of 24th March, 1954, and on pages 10-13 of *Labour Report No. 44*. The changes in structure of each group of items as adopted for the Interim Retail Price Index are summarized below.

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

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

(iii) *Rent Group.*—Only minor changes have been made in the Rent Group. Available data indicate (a) that, in general, very few new houses have been built by private owners for renting in the post-war years; (b) that in some cities considerable numbers of new government houses have been built for renting or occupancy on a quasi-rental basis; and (c) that there has been a substantial increase in the numbers of owner-occupied houses, including new instalment-purchase or quasi-instalment-purchase houses under governmental and private housing schemes. In recent years the difficulty of obtaining data suitable for the housing component of a price index has therefore intensified. The Census of 1954 showed that a very rapid diminution had occurred since 1947 in both the numbers and proportions of privately rented houses. Supplementary surveys in 1956 and 1957 indicated a continuation of this trend in the six capital cities. Further study is therefore being given to the hitherto intractable problems associated with measuring at quarterly intervals "housing price" variations in a form suitable for use in a retail price index in respect of owner-occupied houses, instalment-purchase houses, and houses occupied under the various types of governmental housing schemes.

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

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

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

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

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

4. Comparison of Trends of the Interim Retail Price Index with Trends of the "C" Series Retail Price Index.—The following table shows for each of the years 1952-53 to 1956-57 and for each quarter from the December Quarter, 1954 to the December Quarter, 1957 the Interim Index for the six capital cities combined, with the year 1952-53 as base = 100, in comparison with the "C" Series Index arithmetically converted to the same base:—

Period.	Six Capital Cities: Weighted Average. (Base: Year 1952-53 = 100.)			
	"C" Series Index.		Interim Index.	
Year ended June—			A	B
1953 .. .. .	100.0		100.0	100.0
1954 .. .. .	102.8		102.2	102.5
1955 .. .. .	103.7		103.7	103.6
	A	B		
1956 .. .. .	107.5	108.8	107.0	108.0
1957 .. .. .	112.2	114.1	113.0	114.3
Quarter ended—				
1954—December ..	103.2		103.4	103.2
1955—March .. ..	103.9		103.8	103.8
June .. .. .	105.0		104.5	104.7
	A	B		
September .. ..	105.9	106.6	105.1	105.7
December .. .. .	106.7	107.7	106.3	107.0
1956—March .. ..	107.8	109.0	107.4	108.3
June .. .. .	109.7	111.8	109.4	110.8
September .. ..	111.1	115.6	111.5	114.4
December .. .. .	111.7	114.2	112.5	114.2
1957—March .. ..	112.6	112.8	113.5	113.7
June .. .. .	113.5	113.8	114.5	114.8
September .. ..	114.0	113.8	115.1	115.1
December .. .. .	114.0	113.5	115.1	114.9

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

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

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

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

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

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

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

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

(i) *Monthly.* The *Monthly Review of Business Statistics* contains annual and quarterly index numbers to the latest available date.

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

(iii) *Annual.* The *Labour Report* contains index numbers for past years, and the quarterly results for recent years. Certain average prices for the latest year of items of food and groceries are also published in this report.

**2. The "C" Series Retail Price Index.**—A table of "C" Series index numbers for the weighted average of the six capital cities combined together with index numbers for each of the four main groups of items in the "C" Series Index for each year from 1914 to 1957 is shown on page 153. Detailed tables were last published in *Labour Report* No. 41, 1952, pp. 19-31.

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

(i) the Interim Retail Price index numbers for each of the years ended June from 1953 to 1957, and for each quarter during the period December Quarter, 1956 to December Quarter, 1957, for each capital city and for the six capital cities combined, together with separate indexes for each of the four groups of items (pages 150-1).

(ii) the Interim Retail Price index numbers for each of the years ended June from 1953 to 1957, and for each quarter during the period December Quarter, 1954 to December Quarter, 1957, for the weighted average of the six capital cities combined, together with separate indexes for each of the four groups of items (page 151).

## INTERIM RETAIL PRICE INDEX NUMBERS.

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

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

City.	Year ended June, 1953.	Year ended June, 1954.	Year ended June, 1955.	Year ended June, 1956.	Year ended June, 1957.	1956.				
						Dec. Qtr.	Mar. Qtr.	June Qtr.	Sept. Qtr.	Dec. Qtr.

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

Sydney ..	100.0	101.5	104.0	106.7	111.4	110.8	111.8	111.8	112.6	111.9
Melbourne ..	100.0	103.8	104.7	109.9	114.2	113.8	114.5	115.2	115.6	114.3
Brisbane ..	100.0	102.2	103.4	104.7	108.4	107.2	108.6	110.1	110.0	112.5
Adelaide ..	100.0	102.5	106.3	108.7	111.1	109.7	110.7	112.7	113.3	110.7
Perth ..	100.0	106.3	109.4	111.0	115.8	114.3	115.8	118.0	116.6	113.5
Hobart ..	100.0	106.9	106.7	111.3	115.3	115.7	115.5	115.9	114.5	114.8
Six Capitals(b) ..	100.0	102.8	104.8	108.1	112.4	111.6	112.6	113.3	113.7	112.8

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

Sydney ..	100.0	102.4	103.6	109.0	114.4	114.2	112.1	112.4	112.3	110.9
Melbourne ..	100.0	104.6	104.3	112.9	118.6	120.2	115.4	116.5	115.9	114.6
Brisbane ..	100.0	104.1	104.2	108.1	112.1	111.6	109.9	111.1	110.5	112.1
Adelaide ..	100.0	103.5	106.2	111.1	114.9	115.7	110.9	113.4	113.1	110.4
Perth ..	100.0	106.3	109.5	111.3	116.8	115.4	116.7	118.8	117.5	114.0
Hobart ..	100.0	107.7	106.8	113.6	118.3	120.4	116.7	117.0	114.2	114.2
Six Capitals(b) ..	100.0	103.7	104.6	110.6	115.8	116.2	113.2	114.2	113.8	112.4

## GROUP II.—CLOTHING AND DRAPERY.

Sydney ..	100.0	101.7	102.3	103.0	105.9	105.7	106.6	107.6	108.1	108.7
Melbourne ..	100.0	101.3	102.2	103.9	106.4	105.8	106.6	109.0	109.6	110.3
Brisbane ..	100.0	101.7	102.9	103.3	105.8	104.9	106.7	107.9	108.3	109.1
Adelaide ..	100.0	102.2	102.9	102.9	103.9	103.2	104.1	105.5	106.2	107.1
Perth ..	100.0	100.9	101.6	103.0	105.4	104.4	106.0	107.3	107.7	108.3
Hobart ..	100.0	102.6	103.1	104.6	107.8	106.8	108.6	109.6	109.9	110.4
Six Capitals(b) ..	100.0	101.6	102.4	103.3	105.8	105.3	106.3	107.9	108.4	109.1

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

Sydney ..	100.0	107.7	109.5	111.3	113.5	112.4	114.2	115.4	116.9	117.9
Melbourne ..	100.0	100.8	102.3	111.9	123.3	122.4	123.6	125.2	125.9	126.6
Brisbane ..	100.0	102.9	105.2	107.0	111.0	110.3	111.7	113.3	115.0	115.5
Adelaide ..	100.0	102.7	105.6	114.9	124.8	123.7	126.3	128.1	131.2	132.6
Perth ..	100.0	110.8	149.6	159.1	169.2	168.5	169.7	171.8	173.5	174.7
Hobart ..	100.0	108.8	109.4	126.1	151.9	150.9	153.9	155.0	156.8	158.9
Six Capitals(b) ..	100.0	105.0	109.6	115.5	122.5	121.5	123.1	124.6	126.1	127.0

## GROUP IV.—OTHER ITEMS.(d)

Sydney ..	100.0	100.5	100.9	103.6	121.5	121.4	122.5	124.1	124.6	124.8
Melbourne ..	100.0	100.9	101.3	109.6	116.4	116.4	116.7	116.9	117.4	117.7
Brisbane ..	100.0	103.0	104.5	110.1	117.9	118.0	118.6	119.0	119.4	119.6
Adelaide ..	100.0	99.3	99.9	103.7	107.9	107.9	108.3	108.5	110.5	111.1
Perth ..	100.0	100.8	101.9	106.4	113.7	114.5	114.8	115.3	115.6	115.7
Hobart ..	100.0	108.2	105.1	110.3	120.1	119.7	120.3	121.1	121.2	121.0
Six Capitals(b) ..	100.0	100.9	101.4	106.4	117.8	117.8	118.5	119.3	119.9	120.1

NOTE.—For footnotes see next page.

INTERIM RETAIL PRICE INDEX NUMBERS—*continued.*

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

City.	Year ended June, 1953.	Year ended June, 1954.	Year ended June, 1955.	Year ended June, 1956.	Year ended June, 1957.	1956.	1957.			
						Dec. Qtr.	Mar. Qtr.	June Qtr.	Sept. Qtr.	Dec. Qtr.
ALL GROUPS (EXCLUDING POTATOES AND ONIONS).(a)										
Sydney ..	100.0	101.9	103.2	105.3	113.0	112.6	113.7	114.5	115.2	115.2
Melbourne ..	100.0	102.1	102.9	108.4	113.5	113.1	113.7	114.8	115.3	115.2
Brisbane ..	100.0	102.3	103.7	105.9	110.3	109.5	110.9	112.0	112.3	113.6
Adelaide ..	100.0	101.6	103.6	106.3	109.5	108.7	109.7	111.0	112.2	111.8
Perth ..	100.0	103.9	109.5	112.6	117.9	117.2	118.4	119.9	119.8	118.9
Hobart ..	100.0	106.3	105.6	110.6	118.0	117.7	118.5	119.2	119.0	119.4
Six Capitals(b) ..	100.0	102.2	103.7	107.0	113.0	112.5	113.5	114.5	115.1	115.1

## ALL GROUPS (INCLUDING POTATOES AND ONIONS).

Sydney ..	100.0	102.2	103.1	106.1	114.1	113.8	113.7	114.7	115.0	114.8
Melbourne ..	100.0	102.4	102.7	109.5	115.1	115.5	114.1	115.3	115.5	115.3
Brisbane ..	100.0	103.0	104.0	107.1	111.7	111.2	111.4	112.4	112.5	113.4
Adelaide ..	100.0	102.0	103.6	107.2	110.9	110.9	109.7	111.3	112.2	111.7
Perth ..	100.0	103.9	109.6	112.7	118.3	117.6	118.7	120.2	120.1	119.1
Hobart ..	100.0	106.6	105.6	111.5	119.1	119.4	118.9	119.6	118.8	119.1
Six Capitals(b) ..	100.0	102.5	103.6	108.0	114.3	114.2	113.7	114.8	115.1	114.9

(a) See para. 5 on page 149. (b) Weighted average. (c) Rent.—The rent index numbers shown in the table above and elsewhere in this publication measure the proportionate rise and fall in the average weekly rentals paid for houses of four and five rooms taking corresponding houses throughout. They are "price" indexes in the strict sense, i.e., they are designed to measure only the "price" element in rent fluctuations. Rentals of new tenanted houses completed since the end of the war are not taken into account. (d) A group of items under the following headings—Electricity, Gas and Firewood; Household Sundries; Services; Cinema Admission, Radio Licence, and Newspapers; Fares; and Tobacco and Cigarettes.

## INTERIM RETAIL PRICE INDEX—GROUP INDEXES.

## WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

(Base : Year 1952-53 = 100.)

Period.	Food.(a)		Clothing and Drapery.	Rent.(b)	Other Items.	Aggregate All Groups.(a)	
	A	B				A	B
Year ended June—							
1953 ..	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1954 ..	102.8	103.7	101.6	105.0	100.9	102.2	102.5
1955 ..	104.8	104.6	102.4	109.6	101.4	103.7	103.6
1956 ..	108.1	110.6	103.3	115.5	106.4	107.0	108.0
1957 ..	112.4	115.8	105.8	122.5	117.8	113.0	114.3
Quarter ended—							
1954—December ..	104.3	103.7	102.3	109.3	101.2	103.4	103.2
1955—March ..	105.3	105.3	102.4	109.7	101.2	103.8	103.8
June ..	106.0	106.4	103.3	110.5	101.9	104.5	104.7
September ..	106.7	108.2	103.3	111.4	102.8	105.1	105.7
December ..	107.0	109.0	103.4	112.0	106.2	106.3	107.0
1956—March ..	108.2	110.6	103.3	118.8	106.7	107.4	108.3
June ..	110.7	114.5	103.4	119.7	110.1	109.4	110.8
September ..	111.9	119.6	103.8	120.6	115.6	111.5	114.4
December ..	111.6	116.2	105.3	121.5	117.8	112.5	114.2
1957—March ..	112.6	113.2	106.3	123.1	118.5	113.5	113.7
June ..	113.3	114.2	107.9	124.6	119.3	114.5	114.8
September ..	113.7	113.8	108.4	126.1	119.9	115.1	115.1
December ..	112.8	112.4	109.1	127.0	120.1	115.1	114.9

(a) Indexes in columns "A" exclude, and those in columns "B" include, potatoes and onions. See para. 5 on page 149. (b) See note (c) to table above.

## § 5. The "C" Series Retail Price Index: 1914-1957.

1. **Construction.**—Full particulars relating to the construction, items, weights and method of tabulation of the "C" Series Retail Price Index were last published in *Labour Report* No. 41, 1952, pp. 10-18. Tabular statements of index numbers were shown on pp. 19-27 and historical particulars of the index, and its relation to automatic basic wage variations prior to 12th September, 1953, on pp. 32-40.

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

## "C" SERIES RETAIL PRICE INDEX NUMBERS.

## WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

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

1914, November	..	..	..	687	(Beginning of 1914-18 War)
1918, November	..	..	..	905	(End of 1914-18 War)
1920, November	..	..	..	1,166	(Post-War peak)
1922, November	..	..	..	975	(Post-War trough)
1929, Year	..	..	..	1,033	(Pre-Depression peak)
1933, Year	..	..	..	804	(Depression trough)
1939, September Quarter	..	..	..	916	(Pre-1939-45 War)
1943, March Quarter	..	..	..	1,123	(Pre-Price Stabilization)
1943, June Quarter	..	..	..	1,143	(1939-45 War peak)
1945, September Quarter	..	..	..	1,126	(End of 1939-45 War)
1948, September Quarter	..	..	..	1,311	
1950, September Quarter	..	..	..	1,572	
1952, September Quarter	..	..	..	2,238	
1953, September Quarter	..	..	..	2,321	
1954, September Quarter	..	..	..	2,321	
1957, September Quarter	..	..	..	..(a)2,578	

(a) Excludes price movement of potatoes and onions. See para. 5 on page 149.

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

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

This retail price index rose by 16 per cent. in the three years following the end of the 1939-45 War (i.e., to the September Quarter, 1948) and by 77 per cent. in the next five years.



to September Quarter, 1953, and remained relatively stable at that level until the December Quarter, 1954. Since then the index (excluding recent price movement of potatoes and onions—see para. 5 on page 149) has risen each year and by the September Quarter, 1957 was 11.1 per cent. higher than at the September Quarter, 1954. The index including potatoes and onions showed an increase of 10.9 per cent. over the same period. This level was approximately 181 per cent. above that of 1939.

3. "C" Series Retail Price Index, Six Capital Cities, 1914 to 1957.—The movement in the various groups of the index and in the index as a whole for each year for which it has been compiled is shown in the following table for the six capital cities combined:—

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

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

Period.	Food and Groceries. (b)	Rent (4 and 5 Roomed Houses). (c)	Clothing.	Miscellaneous.	Total "C" Series Index. (b)
1914 (d)	641	649	754	749	687
1915 (d)	842	659	792	786	782
1916 (d)	812	665	881	802	795
1917 (d)	836	685	992	882	847
1918 (d)	861	722	1,097	972	905
1919 (d)	1,026	768	1,238	1,036	1,022
1920 (d)	1,209	851	1,365	1,194	1,166
1921 (d)	950	877	1,246	1,010	1,013
1922 (d)	945	929	1,052	999	975
1923	1,009	950	1,045	999	1,003
1924	969	988	1,003	1,004	987
1925	998	1,008	991	992	997
1926	1,023	1,026	986	998	1,011
1927	1,000	1,030	975	1,008	1,002
1928	985	1,066	997	1,010	1,009
1929	1,044	1,073	996	1,007	1,033
1930	941	1,047	951	999	975
1931	826	901	853	973	873
1932	796	817	804	958	830
1933	751	804	787	950	804
1934	783	810	785	944	817
1935	806	839	783	946	832
1936	825	879	792	947	850
1937	851	912	811	960	873
1938	886	942	829	961	897
1939	927	965	841	962	920
1940	939	973	956	998	957
1941	947	976	1,118	1,060	1,008
1942	1,031	976	1,308	1,112	1,091
1943	1,037	975	1,440	1,160	1,131
1944	1,026	976	1,435	1,165	1,126
1945	1,034	975	1,425	1,161	1,126
1946	1,036	976	1,505	1,167	1,145
1947	1,100	977	1,566	1,199	1,188
1948	1,256	979	1,744	1,257	1,295
1949	1,394	982	1,997	1,338	1,415
1950	1,566	987	2,286	1,435	1,560
1951	2,041	1,009	2,749	1,679	1,883
1952	2,526	1,057	3,096	1,958	2,196
1953	2,641	1,138	3,223	2,053	2,302
1954	2,671	1,192	3,218	2,062	2,326
1955	2,811	1,226	3,237	2,081	2,393
1956	A 2,923 B 3,084	1,325	3,261	2,236	A 2,489 B 2,547
1957	2,973 2,971	1,380	3,357	2,372	2,567 2,565
1957—March Quarter	2,973 2,982	1,357	3,323	2,336	2,547 2,550
June	2,977 2,997	1,373	3,354	2,368	2,565 2,572
September	2,987 2,975	1,389	3,365	2,387	2,578 2,574
December	2,955 2,928	1,400	3,386	2,397	2,576 2,565

(a) "Group" index numbers in the above table cannot be compared with each other in order to show the relative cost of Food and Groceries, Rent, Clothing or Miscellaneous requirements, since each "Group" has its own base = 1,000, namely, the weighted average cost for the six capital cities as a whole during the five-year period 1923-27. (b) Indexes in columns "A" exclude, and those in columns "B" include, the price movement of potatoes and onions. See para. 5 on page 149. (c) See note (c) on page 151. (d) November.

A graph showing "C" Series retail price index numbers appears on page 173.

## § 6. International Comparisons.

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

## RETAIL PRICE INDEX NUMBERS.

(FOOD, RENT, CLOTHING, MISCELLANEOUS HOUSEHOLD EXPENDITURE.)

(Base: September Quarter, 1939 = 100.)

Period.	Australia. (a)		United Kingdom.	Canada.	New Zealand.	Union of South Africa.(b)	United States of America.
1939—							
September Quarter ..	100		100	100	100	100	100
1940—Year ..	105		119	105	104	104	100
1941— " ..	110		128	111	108	109	105
1942— " ..	119		129	116	111	118	116
1943— " ..	124		128	117	114	126	123
1944— " ..	123		129	118	116	130	125
1945— " ..	123		131	119	118	133	127
1946— " ..	125		131	123	119	135	138
1947— " ..	130		(c) 102	134	122	141	158
1948— " ..	141		108	154	132	149	170
1949— " ..	155		111	(d) 160	(e) 134	154	168
1950— " ..	170		114	165	142	160	171
1951— " ..	206		124	183	157	172	185
1952— " ..	240		136	186	170	187	189
1953— " ..	251		140	184	177	194	190
1954— " ..	254		143	185	186	197	191
1955— " ..	261		149	185	(d) 190	204	191
	A	B					
1956— " ..	272	278	(d) 157	188	197	207	193
1957— " ..	280	280	162	(f)	201	213	200
1957—March Quarter ..	278	278	160	192	198	210	197
June ..	280	281	161	193	201	211	199
Sept. ..	281	281	163	195	202	216	201
Dec. ..	281	280	165	(f)	203	217	202

(a) Index in column "A" excludes, and that in column "B" includes, the price movement of potatoes and onions. See para. 5 on page 149. (b) Food, Rent and Miscellaneous Expenditure. (c) New series (Base: 17th June, 1947 = 100); cannot be linked to former series. (d) New series linked to former series. (e) Consumers' Retail Price Index from March Quarter, 1949 onwards. Index numbers for earlier periods (shown for purposes of comparison) are obtained by linking the movement in the Retail Price Index (base 1926–30) to the new index. (f) Not available.

## B. WHOLESALE PRICES AND PRICE INDEXES.

## § 1. General.

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

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

Particulars of the Melbourne Wholesale Price Index, which is now obsolescent, are given in § 3 commencing on page 156.

After reviewing the list of items and weighting of this index, the 1930 Conference of Statisticians resolved that a new index of wholesale prices of basic materials and foodstuffs should be compiled. This index—the Wholesale Price (Basic Materials and Foodstuffs) Index—which extends back to the year 1928 and is compiled monthly, is a special purpose index and one of a series of wholesale price indexes designed for special purposes.

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

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

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

Broadly, where home-consumption prices exist for local products, they have been used in this index. During the year 1950–51 wool for local manufacture was subsidized, and the home-consumption price for wool was used to calculate the index numbers shown in the table on page 156.

2. **Commodities and Grouping.**—For purposes of this index “basic” materials (as opposed to certain of the foodstuffs) are commodities in the primary or basic forms in which they first enter into productive processes carried out in Australia. The list of items is divided into seven main groups, each of which is sub-divided into goods which are mainly imported, and goods which are mainly home-produced. The percentage of the total aggregate in 1956 contributed by each group was as follows:—Metals and coal, 18.37; oils, fats and waxes, 8.95; textiles, 3.69; chemicals, 3.95; rubber and hides, 1.88; building materials, 11.14; foodstuffs and tobacco, 52.02. Goods principally imported comprised 26.29 per cent. of the total aggregate in 1956, and goods principally home-produced, 73.71 per cent.

A full list of the commodities and the quantity-multipliers (weights) will be found in *Labour Report* No. 44, p. 26.

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

During 1956, supplies and prices of potatoes and onions fluctuated violently upwards and downwards between abnormally wide limits. These fluctuations were so great as to dominate the movement of the sections of the index in which these items were included, namely, “Foodstuffs and Tobacco”, “Goods Principally Home-produced” and “Total All Groups”. In the circumstances of the case, neither seasonal adjustment nor conversion of the index to a “changing weights” formula could be applied to eliminate these transient fluctuations. Accordingly, in order to provide a representative measure of general trend in wholesale prices, the index was reconstructed as from the base period (average, three years ended June 1939 = 100) by omitting potatoes and onions.

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

4. **Index Numbers.**—Index numbers for each group of commodities and for all groups combined for the index of wholesale prices of basic materials and foodstuffs are given in the following table. Current index numbers, on the base: Average of three years ended June, 1939 = 100, are published in the *Monthly Review of Business Statistics*, and a table showing index numbers computed to the base 1928 = 100 will be found in the *Labour Report*. A graph showing wholesale price index numbers for the period 1911 to 1957 appears on page 173.

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

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

Period	Basic Materials.							Basic Materials and Foodstuffs.			
	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Total.	Foodstuffs and Tobacco. (a)	Goods principally Imported. (b)	Goods principally Home-produced. (a)	Total All Groups. (a)
1928-29	127	106	129	121	115	95	114	107	91	118	110
1929-30	126	111	99	116	87	94	107	110	94	118	111
1930-31	116	117	80	117	73	96	105	91	100	99	99
1931-32	108	113	77	119	74	95	101	86	100	92	95
1932-33	104	109	75	119	69	95	98	80	97	87	90
1933-34	103	84	102	111	80	94	92	84	89	89	90
1934-35	97	90	78	102	77	93	89	87	92	89	90
1935-36	92	95	100	99	88	93	90	92	95	92	93
1936-37	96	99	118	99	111	99	99	98	99	98	99
1937-38	101	101	100	100	97	104	102	102	102	101	101
1938-39	103	100	82	101	92	97	99	101	99	100	100
1939-40	105	115	104	107	116	108	109	99	111	101	104
1940-41	107	137	111	124	126	128	122	107	133	106	114
1941-42	117	151	118	137	135	135	133	116	153	112	124
1942-43	129	167	147	142	138	163	149	126	176	120	136
1943-44	131	170	150	143	140	174	153	130	182	122	140
1944-45	131	168	152	143	140	175	152	132	182	124	141
1945-46	130	156	152	142	140	177	149	136	178	127	142
1946-47	132	145	191	140	131	180	149	139	177	130	144
1947-48	146	161	283	148	126	190	166	154	192	145	159
1948-49	185	173	342	159	130	198	188	174	201	172	180
1949-50	214	184	434	187	143	225	214	196	223	196	204
1950-51	256	196	641	242	292	268	264	229	256	240	244
1951-52	343	220	577	314	298	370	321	276	288	300	297
1952-53	392	234	607	350	224	404	350	293	292	331	319
1953-54	388	222	566	323	191	363	332	308	271	339	319
1954-55	391	214	510	314	246	372	330	315	277	340	322
1955-56	404	220	456	317	328	415	345	325	292	352	334
1956-57	409	241	520	344	302	463	367	324	311	357	344
1957—											
Jan. . .	412	240	533	344	307	467	369	321	316	354	343
Feb. . .	409	244	544	344	298	467	370	324	318	356	345
Mar. . .	407	244	532	344	296	467	368	324	315	356	344
Apr. . .	407	244	547	344	289	467	369	324	313	358	344
May . . .	403	244	548	344	289	467	367	317	311	352	340
June . .	402	240	527	345	288	467	365	328	307	360	345
July . .	399	240	524	353	283	467	364	333	305	365	347
Aug. . .	401	240	495	353	283	467	363	339	306	368	350
Sep. . .	401	240	490	353	285	457	361	334	303	365	346
Oct. . .	398	240	454	353	295	457	358	322	304	353	338
Nov. . .	398	240	444	346	297	457	357	314	308	345	334
Dec. . .	397	236	419	346	293	457	354	319	304	348	335

(a) During 1956 these indexes were reconstructed from the base period (average, three years ended June 1939=100) by excluding potatoes and onions. See para. 3 on p. 155. (b) Represents only such imported commodities as are included in the Wholesale Price Index and does not measure changes in the price of all imports.

NOTE.—The figures given in this table are comparable in the vertical columns, but are not directly comparable horizontally.

## § 3. Melbourne Wholesale Price Index.

1. General.—An index of Melbourne wholesale prices was first computed in 1912. It relates chiefly to basic materials and foods weighted in accordance with consumption in the years immediately preceding that date. Neither the components of the list of items nor the weighting have been varied, except as indicated in footnote (a) to the following table. Consequently, the index is outmoded for current use but it has some historical significance as a measure of changes in the prices of its component items combined in the proportions in which they were in common use about the year 1910. It is used mainly as an approximate indication of long-term trends since the year 1861, for which it was first compiled. It is now published only on an annual basis and consideration is

at present being given to the form of its future publication. A description of the index and a list of the commodities included in it were published in *Labour Report* No. 38, 1949, pp. 43-45.

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

### MELBOURNE WHOLESALE PRICE INDEX NUMBERS.

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

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

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

NOTE.—The figures given in this table are comparable in the vertical columns but are not directly comparable horizontally.

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

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

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

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

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

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

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

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

For particulars of expenditure by the Commonwealth Government on price stabilization and other subsidies and bounties, see Chapter XXI.—Public Finance.

## D. WAGES.

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

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

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

This Act defines an “industrial dispute” as “(a) A dispute (including a threatened, impending or probable dispute) as to industrial matters which extends beyond the limits of any one State; and (b) a situation which is likely to give rise to a dispute as to industrial matters which so extends; and includes—(c) such a dispute in relation to employment in an industry carried on by, or under the control of, a State or an authority of a State; (d) a dispute in relation to employment in an industry carried on by, or under the control of, the Commonwealth or an authority of the Commonwealth, whether or not the dispute extends beyond the limits of any one State; and (e) a claim which an organization is entitled to submit to the Commission under section eleven A of the *Public Service Arbitration Act* 1920–1956 or an application or matter which the Public Service Arbitrator has refrained from hearing, or from further hearing, or from determining under section fourteen A of that Act, whether or not there exists in relation to the claim, application or matter a dispute as to industrial matters which extends beyond the limits of any one State.”

The Conciliation and Arbitration Act was extensively amended by an Act assented to on 30th June, 1956. This amendment altered the structure of the arbitration machinery by separating the judicial and arbitral functions. The Commonwealth Industrial Court was set up to deal with judicial matters under the Act and the Commonwealth Conciliation and Arbitration Commission to handle the function of conciliation and arbitration.

This amending legislation was introduced in an endeavour to expedite the arbitration process and was prompted to some extent by the implications of the High Court judgment in the Boilermakers' Case delivered on 2nd March, 1956. In this case, the High Court upheld a challenge by the Boilermakers' Union to the validity of sections 29 (1.) (b) and (c) and 29A of the Conciliation and Arbitration Act 1904–1952, the sections under which the Boilermakers' Union was required to observe a provision in an award which prohibits bans, limitations or restrictions on the performance of work in accordance with the award, and was found guilty of contempt of the Arbitration Court by wilfully disobeying this order and fined £500. An appeal against the decision of the High Court was upheld by the Privy Council, in its decision of 19th March, 1957.

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

The jurisdiction of the Commonwealth Industrial Court shall be exercised by not less than two Judges except in the following circumstances. A single Judge may exercise the jurisdiction of the Court with respect to the dismissal or injury of an employee on account of industrial action, interpretation of awards, appeals to the Court from an act or decision of the Registrar, questions concerning eligibility of membership of an organization, the adoption, alteration or enforcement of rules of an organization, disputes between an organization and its members and a prescribed matter of practice or procedure. A single Judge may refer a question of law for the opinion of the Court constituted by not less than two Judges. The Court is a Superior Court of Record with the same power to punish contempts of its power and authority as is possessed by the High Court. In general, decisions of the Industrial Court are final; however, an appeal lies to the High Court but only when the latter grants leave to appeal.

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

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

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

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

Upon application by a party to an industrial dispute, a Commissioner shall decide, in consultation with the President, *whether in the public interest the dispute should be dealt with by a Commission constituted of not less than three members nominated by the President.* The President may direct this Commission to hear the dispute ; however, after consideration the Commission may refer the dispute back for determination to the Commissioner originally dealing with the dispute.

An appeal against the decision of a Commissioner shall be heard by not less than three members nominated by the President, of whom at least two are presidential members of the Commission, thereby allowing for the first time a lay member of the Commission to participate in the hearing of an appeal. However, an appeal will not be heard unless the Commission considers it is a matter of public interest.

The Act also provides for the registration of associations of employees and employers and for inquiries to be held concerning disputed elections in organizations, and certain powers in connexion therewith are, by the Act, given to the Industrial Court.

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

Before the 1956 amendment of the Act outlined above, industrial disputes were dealt with, in part, by an Arbitration Court constituted under the Act and otherwise, by Conciliation Commissioners appointed under the Act. However, the division of work between the Court and Conciliation Commissioners has varied with successive amendments to the Act. Prior to 1947 a dispute was dealt with by either one or other part of the tribunal, except that questions about basic wages and standard hours could be dealt with only by the Court constituted by at least three Judges. Decisions of Conciliation Commissioners were subject to appeal to the Court. An amending Act of 1947 gave Conciliation Commissioners the same power as the Court, except in the matter of standard hours, basic wages and annual leave, and made decisions of Conciliation Commissioners final. However, a further amending Act in 1952 provided a right of appeal to the Arbitration Court against decisions of Conciliation Commissioners.

A further amendment to the Conciliation and Arbitration Act, No. 103 of 1956 (assented to on 15th November, 1956), empowered the Commonwealth Conciliation and Arbitration Commission to deal with disputes and industrial matters, interstate or intra-state, associated with undertakings or projects of the Commonwealth Government which have been declared by the Minister to be Commonwealth projects for the purposes of this Act. In effect, this placed employees of Commonwealth projects, so declared, under the jurisdiction of the Commonwealth Conciliation and Arbitration Commission, whereas formerly some employees on the projects may have been working under conditions prescribed by other Industrial Tribunals. The Minister has the power to exempt certain persons or classes of persons working on the projects from the jurisdiction of the Commonwealth Conciliation and Arbitration Commission.

Special provision was also made concerning the right of audience before the Commonwealth Industrial Court. Briefly, except in proceedings which, in general, involve questions of law or offences against the Act, parties are able to elect whether to appear personally or to be represented by lawyers or officials. Even in proceedings involving questions of law, except appeals from other Courts to the Industrial Court, the parties may, if they wish and the Court grants leave, be represented by officials.

Section 54 of the Principal Act which provided that "The Commission shall not include in an award a provision requiring a person claiming a benefit of an award to notify his employer that he is a member of an organization bound by the award" was repealed.

The amending Act enabled the Commission to make an award in relation to an industrial dispute concerning employees of a "Commonwealth Project" or when the Public Service Arbitrator refrains from dealing with claims made by a Public Service employee organization or consents to the claims being presented to the Commission, though such an award may be inconsistent with a law of the Commonwealth relating to salaries, wages, rates of pay or terms or conditions of service of employees in the Public Service as defined by section 3 of the Public Service Arbitration Act 1920-1956, not being the Commonwealth Employees' Compensation Act 1930-1954, the Commonwealth Employees' Furlough Act 1943-1953, the Superannuation Act 1922-1956 or any other prescribed Act.

The Public Service Arbitration Act was amended by Act No. 104 of 1956 (assented to on 15th November, 1956), which provided that an organization of employees in the Public Service may submit a claim to the Commonwealth Conciliation and Arbitration Commission with the consent of the Public Service Arbitrator or where the Arbitrator has, otherwise than on the ground of triviality, refrained from hearing or determining the claim.

The Australian National Airlines Act, No. 105 of 1956, and the Aluminium Industry Act, No. 106 of 1956, transferred employees of the Australian National Airlines Commission and the Aluminium Production Commission from the jurisdiction of the Public Service Arbitrator to that of the Commonwealth Conciliation and Arbitration Commission.

3. *States*.—In each State, Industrial Tribunals have been established to regulate and arbitrate in industrial matters. The chief of these are the Industrial Commission of New South Wales, the Industrial Courts of Queensland and South Australia, and the Western Australian Court of Arbitration, together with Wages Boards for specific industries or occupations which operate in Victoria, South Australia and Tasmania. Further details concerning the functions and powers of these authorities may be found in *Labour Report* No. 44.

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

1. *General*.—The collection of information respecting the current rates of wage payable in different callings and in occupations in various industries was first undertaken by this Bureau in the early part of 1913. The particulars are obtained primarily from awards, determinations and agreements under Commonwealth and State Industrial Acts and are therefore the minimum rates prescribed. They refer generally to the capital city in each State, but in industries which are not carried on in the capital cities, e.g., mining, agriculture, etc., the rates in the more important centres are taken. In those cases where no award, determination or agreement is in force, particulars are taken of the ruling union or predominant rate. During recent years the number of predominant rates of wage included in the tabulations has been reduced considerably, as most of the industries and occupations are now covered by awards, determinations or industrial agreements. The statistics 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.

The index numbers for male adult workers are 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 the 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).

An extensive tabular presentation of the minimum rates of wage for adult male and female workers in the main occupations in the capital city of each State is given in the Appendix to the *Labour Report*.

2. *Weekly Wage Rates*.—(i) *General*. The average rate of wage for each industrial group is computed by taking the arithmetic average of the rates of wage payable for all classified occupations within that group. These averages are weighted to give the averages for the States and for Australia.



(ii) *Adult Males—States.* The following table gives the weighted average nominal weekly rates of wage payable to adult male workers at the dates specified :—

## WEEKLY WAGE RATES : ADULT MALES.

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

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

## 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, 1939..	96 7	93 6	97 5	88 11	100 6	89 5	95 3
" " 1953..	296 8	282 6	273 10	278 9	292 5	296 11	287 7
" " 1954..	298 4	284 3	278 7	282 2	293 3	299 2	290 0
" " 1955..	310 1	296 7	284 11	284 9	304 9	302 7	300 0
" " 1956(c)	331 3	312 9	301 3	297 11	318 1	319 9	317 7
" " 1957..	333 2	318 2	304 0	309 2	326 6	326 11	322 2

## INDEX NUMBERS.

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

31st December, 1939..	1,885	1,825	1,900	1,735	1,962	1,745	1,858
" " 1953..	5,788	5,513	5,342	5,439	5,705	5,794	5,611
" " 1954..	5,820	5,547	5,435	5,506	5,722	5,837	5,658
" " 1955..	6,051	5,787	5,559	5,555	5,946	5,905	5,853
" " 1956(c)	6,463	6,102	5,878	5,812	6,206	6,239	6,197
" " 1957..	6,500	6,208	5,931	6,032	6,370	6,378	6,286

(a) The statistics 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, 1957. (c) Partly estimated.

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

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

WEIGHTED AVERAGE NOMINAL WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES IN EACH INDUSTRIAL GROUP.(a)

Industrial Group.	31st Dec., 1939.	31st Dec., 1953.	31st Dec., 1954.	31st Dec., 1955.	31st Dec., 1956.	31st Dec., 1957.
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## 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. Wood, Furniture, etc.	100 1	276 11	281 11	295 11	309 4	315 0
II. Engineering, etc.	99 3	274 2	284 1	288 8	303 5	309 6
III. Food, Drink, etc.	96 9	279 5	280 9	290 4	307 3	312 3
IV. Clothing, Textiles, etc.	93 2	278 10	278 10	283 4	294 2	308 11
V. Books, Printing, etc.	114 3	313 11	324 11	332 2	348 9	353 4
VI. Other Manufacturing	95 8	276 10	279 7	288 9	304 1	310 6
VII. Building ..	106 5	301 3	307 6	323 1	340 0	344 7
VIII. Mining, etc.	109 1	288 2	288 0	300 4	313 9	319 4
IX. Railways, etc.	96 6	278 3	289 9	301 11	322 1	323 2
X. Air and Other Land Transport	92 10	270 3	273 3	281 3	298 3	302 4
XI. Shipping, etc.(b)	98 6	308 9	308 9	310 0	324 9	334 8
XII. Agricultural, etc.(b)	84 0	319 8	319 7	326 8	c351 0	354 8
XIII. Domestic, etc.(b)	89 11	262 5	263 0	273 6	287 7	292 9
XIV. Miscellaneous	92 10	270 1	270 5	282 10	300 1	302 9
All Industrial Groups	95 3	287 7	290 0	300 0	c317 7	322 2

For footnotes see next page.

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

Industrial Group.	31st Dec., 1939.	31st Dec., 1953.	31st Dec., 1954.	31st Dec., 1955.	31st Dec., 1956.	31st Dec., 1957.
INDEX NUMBERS.						
(Base : Weighted Average Wage for All Groups in 1911 (51s. 3d.) = 1,000.)						
I. Wood, Furniture, etc. .. ..	1,953	5,403	5,501	5,774	6,036	6,146
II. Engineering, etc. .. ..	1,936	5,349	5,542	5,632	5,921	6,039
III. Food, Drink, etc. .. ..	1,888	5,452	5,478	5,665	5,995	6,093
IV. Clothing, Textiles, etc. .. ..	1,817	5,441	5,441	5,529	5,740	6,028
V. Books, Printing, etc. .. ..	2,229	6,124	6,340	6,481	6,805	6,893
VI. Other Manufacturing .. ..	1,867	5,401	5,455	5,635	5,933	6,059
VII. Building .. ..	2,076	5,878	6,000	6,305	6,634	6,724
VIII. Mining, etc. .. ..	2,142	5,622	5,620	5,861	6,121	6,231
IX. Railways, etc. .. ..	1,884	5,429	5,654	5,891	6,284	6,305
X. Air and Other Land Transport .. ..	1,812	5,274	5,332	5,488	5,820	5,899
XI. Shipping, etc.(b) .. ..	1,922	6,025	6,025	6,049	6,337	6,529
XII. Agricultural, etc.(b) .. ..	1,639	6,237	6,236	6,374	(c) 6,849	6,920
XIII. Domestic, etc.(b) .. ..	1,755	5,121	5,132	5,337	5,611	5,713
XIV. Miscellaneous .. ..	1,811	5,269	5,276	5,519	5,855	5,908
All Industrial Groups .. ..	1,858	5,611	5,658	5,853	(c) 6,197	6,286

(a) See note (a) to table on page 161. (b) Includes the value of keep, where supplied. (c) Partly estimated.

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

## WEEKLY WAGE RATES : ADULT FEMALES.

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

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
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, 1939 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8
" " 1953 ..	198 5	200 10	188 7	199 6	190 5	196 4	197 11
" " 1954 ..	198 9	200 2	190 0	199 5	190 5	196 7	197 11
" " 1955 ..	205 3	206 9	192 10	199 11	193 7	197 11	203 4
" " 1956 ..	216 10	216 2	201 3	207 5	201 8	207 10	213 2
" " 1957 ..	220 1	222 2	207 11	217 11	210 11	215 4	218 10

## INDEX NUMBERS.

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

31st December, 1939 ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
" " 1953 ..	7,302	7,392	6,940	7,342	7,007	7,226	7,285
" " 1954 ..	7,314	7,367	6,994	7,339	7,007	7,236	7,285
" " 1955 ..	7,554	7,608	7,098	7,358	7,125	7,284	7,483
" " 1956 ..	7,981	7,955	7,406	7,635	7,423	7,649	7,846
" " 1957 ..	8,101	8,176	7,652	8,021	7,764	7,926	8,054

(a) See note (a) to table on page 161.

(b) As at 31st December, 1957.

It should be noted that because there was no tabulation for adult female rates prior to 1914 the base of these index numbers is 1914 and not 1911 as in the foregoing tables for adult males.

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

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

WEIGHTED AVERAGE NOMINAL WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES IN EACH INDUSTRIAL GROUP.(a)

Date.	Industrial Group.					
	III. Food, Drink, etc.	IV. Clothing, Textiles, etc.	I., II., V., and VI. All Other Manufacturing.	XIII. Domestic, etc.(b)	XIV. Miscel- laneous.	All Groups.
RATES OF WAGE.						
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1939 ..	48 9	50 9	51 11	54 5	56 8	52 8
" " 1953 ..	191 3	196 6	201 3	188 7	210 2	197 11
" " 1954 ..	191 2	196 6	201 8	188 11	209 11	197 11
" " 1955 ..	198 7	197 6	205 6	195 1	225 1	203 4
" " 1956 ..	210 9	205 2	215 8	205 11	238 8	213 2
" " 1957 ..	212 2	214 5	220 2	209 0	239 7	218 10

INDEX NUMBERS.

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

31st December, 1939 ..	1,795	1,869	1,910	2,003	2,085	1,938
" " 1953 ..	7,039	7,232	7,407	6,941	7,735	7,285
" " 1954 ..	7,036	7,232	7,422	6,951	7,725	7,285
" " 1955 ..	7,308	7,268	7,563	7,180	8,285	7,483
" " 1956 ..	7,757	7,551	7,936	7,580	8,782	7,846
" " 1957 ..	7,808	7,890	8,102	7,691	8,818	8,054

(a) See note (a) to table on page 161.

(b) Includes the value of keep, where supplied.

3. *Hourly Wage Rates.*—(i) *General.* The average rates of wage in the preceding tables are based on the minimum rates prescribed for selected occupations in awards, etc., for a full week's work, excluding overtime. 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 have been reduced to a common basis, namely, the rate of wage per hour. The particulars of weighted average nominal hourly rates of wage given in the following tables relate to all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). These groups are excluded because for earlier years the hours of labour for some of the occupations included were not regulated either by awards or determinations of industrial tribunals or by legislation. As a result, the necessary particulars for the computation of average working hours and hourly rates of wage are not available.

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

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

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

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
RATES OF WAGE. (Pence.)							
31st December, 1939 ..	27.41	25.60	27.62	23.62	27.94	23.97	26.55
" " 1953 ..	85.55	83.19	78.16	80.78	87.09	84.34	83.57
" " 1954 ..	86.20	83.97	80.35	82.19	87.42	85.32	84.51
" " 1955 ..	90.22	87.73	82.51	83.22	91.48	86.65	87.87
" " 1956 ..	95.89	91.97	87.99	86.28	95.14	91.19	92.68
" " 1957 ..	96.33	93.72	88.79	89.77	97.62	93.59	94.03

## INDEX NUMBERS.

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

31st December, 1939 ..	1,963	1,834	1,979	1,692	2,001	1,717	1,903
" " 1953 ..	6,128	5,959	5,599	5,787	6,239	6,042	5,986
" " 1954 ..	6,175	6,015	5,756	5,888	6,262	6,112	6,054
" " 1955 ..	6,463	6,284	5,910	5,961	6,553	6,207	6,294
" " 1956 ..	6,869	6,588	6,303	6,181	6,815	6,532	6,639
" " 1957 ..	6,900	6,713	6,360	6,431	6,993	6,704	6,736

(a) Weighted average hourly rates of wage for all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). See para. 3 (i) on previous page. See also note (a) to table on page 161.

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

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

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

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
RATES OF WAGE. (Pence.)							
31st December, 1939 ..	14.56	13.99	15.05	12.96	14.72	13.49	14.24
" " 1953 ..	59.52	60.25	56.57	59.84	57.11	58.90	59.38
" " 1954 ..	59.62	60.05	57.01	59.82	57.11	58.98	59.38
" " 1955 ..	61.57	62.01	57.86	59.98	58.07	59.37	61.00
" " 1956 ..	65.05	64.84	60.36	62.24	60.50	62.35	63.95
" " 1957 ..	66.03	66.64	62.37	65.38	63.29	64.61	65.65

## INDEX NUMBERS.

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

31st December, 1939 ..	2,193	2,107	2,267	1,952	2,217	2,032	2,145
" " 1953 ..	8,964	9,074	8,520	9,012	8,601	8,870	8,943
" " 1954 ..	8,979	9,044	8,586	9,009	8,601	8,883	8,943
" " 1955 ..	9,273	9,339	8,714	9,033	8,745	8,941	9,187
" " 1956 ..	9,797	9,765	9,090	9,373	9,111	9,390	9,630
" " 1957 ..	9,944	10,036	9,393	9,846	9,532	9,730	9,887

(a) See note (a) to table on page 161.

4. **Weekly Hours of Labour.**—(i) *General.* The number of hours constituting a full week's work (excluding overtime) differs in some instances between various trades and occupations in each State and between the same trades and occupations in the several States. The particulars of weekly hours of labour given in the following tables relate to all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). These groups are excluded because for earlier years the hours of labour for some of the occupations included were not regulated either by awards or determinations of industrial tribunals or by legislation. As a result, the necessary particulars for the computation of average working hours for these groups are not available.

(ii) *Adult Males—States.* The following table shows the weighted average nominal hours of labour (excluding overtime) prescribed in awards for a full working week in respect of adult male workers in each State and Australia at 31st December, 1939 and 1957, together with the corresponding index numbers.

There has been no change in the weighted average nominal hours of labour for adult males since 1951.

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

WEIGHTED AVERAGE NOMINAL HOURS OF LABOUR (EXCLUDING OVERTIME) WORKED DURING A FULL WORKING WEEK AND INDEX NUMBERS OF HOURS OF LABOUR.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
WEEKLY HOURS OF LABOUR.							
31st December, 1939 ..	43.92	44.61	43.46	45.83	44.33	45.33	44.29
" " 1957 ..	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, 1939 ..	898	912	888	937	906	926	905
" " 1957 ..	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.). See para. 4 (i) above. See also note (a) to table on page 161.

(iii) *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, 1939 and 1957, together with the corresponding index numbers.

There has been no change in the weighted average nominal hours of labour for adult females since 1948.

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

WEIGHTED AVERAGE NOMINAL HOURS OF LABOUR (EXCLUDING OVERTIME) WORKED DURING A FULL WORKING WEEK AND INDEX NUMBERS OF HOURS OF LABOUR.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
WEEKLY HOURS OF LABOUR.							
31st December, 1939 ..	43.88	44.42	44.01	45.96	45.38	45.10	44.36
" " 1957 ..	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, 1939 ..	894	905	897	936	925	919	904
" " 1957 ..	814	814	814	814	814	814	814

(a) See note (a) to table on page 161.

5. **Nominal and "Real" Wage Rates.**—(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 *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 list of items the cost of which can be ascertained at different times.

Prior to 1936 it was the practice of this Bureau to compute *real* wage rate index numbers by dividing the nominal wage rate 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 of Conciliation and Arbitration abandoned the "A" Series, the merits of the "C" Series for "deflating" nominal wage rates were strengthened and *real* wages to the end of 1937 were measured in terms of their purchasing power over both the "A" and "C" Series. Since 1938, when computation of the "A" Series was discontinued, *real* wages have been measured in terms of their purchasing power over the "C" Series only. The "C" Series covers food, groceries, rent of four and five roomed houses, clothing and miscellaneous household requirements.

A graph showing nominal and *real* wage rate index numbers for the period 1911 to 1957 appears on page 173.

(ii) *Nominal Weekly Wage Rate Index Numbers.* The following table shows, for the period 1911 to 1957, index numbers of the weighted average nominal weekly rates of wage payable for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital cities. The index numbers for 1911 are based on rates current at the end of December, 1911, annual averages not being available. For 1914 and subsequent years, however, the index numbers are based on the average of the rates operative at the end of each of the four quarters.

#### NOMINAL WEEKLY WAGE RATE(a) INDEX NUMBERS : ADULT MALES.

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

State.	1911.	1914.	1921.	1929.	1931.	1939.	1954.	1955.	1956. (b)	1957.
New South Wales	1,003	1,093	1,862	2,012	1,851	1,874	5,797	5,942	6,254	6,475
Victoria ..	985	1,062	1,803	1,964	1,683	1,808	5,523	5,699	6,000	6,183
Queensland ..	997	1,035	1,879	1,976	1,769	1,885	5,419	5,508	5,737	5,909
South Australia ..	1,013	1,061	1,697	1,891	1,580	1,725	5,456	5,548	5,721	5,973
Western Australia	1,152	1,223	1,832	1,960	1,745	1,956	5,711	5,869	6,084	6,320
Tasmania ..	799	1,027	1,745	1,840	1,625	1,738	5,805	5,899	6,144	6,343
Australia ..	1,000	1,081	1,826	1,972	1,752	1,846	5,632	5,773	6,049	6,253

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

(b) Partly estimated.

(iii) *Real Wage Rate Index Numbers.* In obtaining the *real* wage rate index numbers in the following table, the nominal wage rate 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 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. A table showing *real* wage rate index numbers from 1901 to 1937 measured in terms of purchasing power over the "A" Series regimen appeared in earlier issues of the Official Year Book (see No. 37, page 473).

#### REAL WEEKLY WAGE RATE(a) INDEX NUMBERS : ADULT MALES.

Measured in terms of purchasing power over the "C" series list of items.

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

State.	1911.	1914.	1921.	1929.	1931.	1939.	1954.	1955.	1956.(b)		1957.(b)	
									A	B	A	B
N.S. Wales ..	..	925	1,073	1,130	1,210	1,207	1,467	1,469	1,493	1,459	1,491	1,493
Victoria ..	..	954	1,084	1,164	1,200	1,180	1,455	1,453	1,451	1,409	1,458	1,454
Queensland ..	..	1,022	1,227	1,290	1,336	1,306	1,506	1,501	1,521	1,493	1,509	1,520
South Australia ..	..	914	1,034	1,099	1,137	1,147	1,444	1,421	1,432	1,398	1,459	1,461
W. Australia ..	..	1,043	1,096	1,152	1,189	1,308	1,400	1,385	1,382	1,381	1,397	1,395
Tasmania ..	..	902	984	1,108	1,120	1,153	1,454	1,447	1,412	1,390	1,416	1,421
Australia ..	1,000	948	1,087	1,151	1,210	1,211	1,459	1,454	1,465	1,431	1,468	1,469

(a) For a full week's work (excluding overtime). (b) Based on the "C" Series retail price index, column A excluding and column B including, the price movement of potatoes and onions. See para. 5 on p. 149.

In earlier issues of the Official Year Book (see No. 39, page 410) a table was included showing similar index numbers for Australia as a whole under the "A" Series at intervals from 1901 to 1937 and under the "C" Series from 1901 to 1950.

## § 3. Average Weekly Wage Earnings.

1. **Average Weekly Total Wages Paid and Average Earnings, All Industries.**—The following figures are derived from employment and wages recorded on Pay-roll Tax returns (which cover approximately 75 per cent. of the estimated number of civilian wage and salary earners in employment) and from estimates of the unrecorded balance. Pay of members of the armed forces is not included. The figures are not seasonally adjusted, but a seasonally adjusted quarterly index of average weekly wage earnings is shown in para. 2 below. Corresponding figures for each quarter are published in the *Monthly Review of Business Statistics* and the *Monthly Bulletin of Employment Statistics*.

## AVERAGE WEEKLY TOTAL WAGES PAID AND AVERAGE EARNINGS.

Year.	N.S.W. (a)	Vic.	Q'land.	S. Aust. (b)	W. Aust.	Tas.	Aust.
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AVERAGE WEEKLY TOTAL WAGES PAID.  
(£'000.)

1952-53	..	15,090	10,490	4,750	3,311	2,344	1,178	37,163
1953-54	..	16,043	11,305	5,065	3,561	2,586	1,280	39,840
1954-55	..	17,357	12,221	5,398	3,839	2,731	1,365	42,911
1955-56	..	18,955	13,358	5,809	4,195	2,897	1,476	46,690
1956-57	..	20,167	14,111	6,218	4,387	2,979	1,596	49,458

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

1952-53	..	15.50	15.46	13.32	14.58	14.13	13.97	14.95
1953-54	..	16.15	16.27	14.05	15.30	15.04	14.92	15.69
1954-55	..	16.96	17.06	14.51	16.09	15.55	15.60	16.42
1955-56	..	18.16	18.22	15.34	17.10	16.37	16.66	17.51
1956-57	..	19.20	19.13	16.24	17.70	17.02	17.73	18.43

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

2. **Average Weekly Wage Earnings Index Numbers.**—The following table shows, for "All Industries" and for "Manufacturing", the movement in average weekly wage earnings from 1945-46 to the December Quarter, 1957. The "All Industries" index is based on Pay-roll Tax returns and other data. The index for manufacturing industries for the years 1945-46 to 1955-56 is based on the average earnings of male wage and salary earners employed in factories as disclosed by annual factory returns (see Chapter VII.—Manufacturing Industry, § 8, para. 2 (iii)); figures subsequent to June, 1956 are preliminary estimates based on Pay-roll Tax returns.

The index numbers show for "All Industries" and "Manufacturing" the movement in average earnings over a period of time. However, they do not give, at any point of time, a comparison of actual earnings in the two groups. The base of each series is the year 1945-46 = 1,000 and both series have been seasonally adjusted.

AVERAGE WEEKLY WAGE EARNINGS(a) INDEX NUMBERS : AUSTRALIA.  
SEASONALLY ADJUSTED.

(Base of each Series : Year 1945-46 = 1,000.)

Year.	All Industries.(b)	Manufacturing.(c)	Quarter.	All Industries.(b)	Manufacturing.(c)
1945-46..	1,000	1,000	1955—March Qtr.	2,589	2,732
1946-47..	1,037	1,056	June	2,652	2,758
1947-48..	1,164	1,206	Sept.	2,689	2,806
1948-49..	1,322	1,365	Dec.	2,731	2,849
1949-50..	1,451	1,505	1956—March	2,749	2,859
1950-51..	1,742	1,810	June	2,801	2,897
			Sept.	2,863	2,968
			Dec.	2,903	2,996
1951-52..	2,145	2,213	1957—March	2,910	2,983
1952-53..	2,350	2,394	June	2,921	2,986
1953-54..	2,462	2,511	Sept.	2,975	3,016
1954-55..	2,572	2,685	Dec.	2,996	(d)
1955-56..	2,743	2,853			
1956-57..	2,899	2,984			

(a) Includes salaries. (b) Average earnings per male unit employed. Male units represent total male employment plus a proportion of female employment based on the approximate ratio of female to male earnings. (c) Average earnings of male wage and salary earners in factories. (d) Not available.

## § 4. Basic Wages in Australia.

1. **General.**—The concept of a "basic" or "living" wage is common to rates of wage determined by industrial authorities in Australia. Initially the concept was interpreted as the "minimum" or "basic" wage necessary to maintain an average employee and his family in a reasonable state of comfort. However, it is now generally accepted "that the dominant factor in fixing the basic wage . . . is the economic or productivity factor and that the basic wage must be the highest that industry as a whole can pay".\*

Under the Commonwealth Conciliation and Arbitration Act, as amended in June, 1956 (see page 158), the Commonwealth Conciliation and Arbitration Commission (previously the Commonwealth Court of Conciliation and Arbitration) may, for the purpose of preventing or settling an industrial dispute extending beyond the limits of any State, make an order or award "altering the basic wage (that is to say, that wage or that part of the wage, which is just and reasonable for an adult male [female], without regard to any circumstance pertaining to the work upon which, or the industry in which he [she] is employed) or the principles upon which it is computed".

In the past, the Commonwealth Court of Conciliation and Arbitration held general basic wage inquiries from time to time and its findings applied to industrial awards within its jurisdiction. Prior to the decision of the Commonwealth Court of Conciliation and Arbitration, announced on 12th September, 1953, discontinuing the automatic adjustment of basic wages in Commonwealth awards in accordance with variations occurring in retail price index numbers, the relevant basic wage of the Commonwealth Court of Conciliation and Arbitration was adopted to a considerable extent by State Industrial Tribunals. In New South Wales and South Australia, the State industrial authorities adopted the relevant Commonwealth basic wage. In Victoria and Tasmania, where the Wages Boards systems operate, no provision was included in the industrial Acts for the declaration of a basic wage, although, in the past, Wages Boards generally adopted basic wages based on those of the Commonwealth Court. In Queensland and Western Australia, the determination of a basic wage is a function of the respective State Industrial or Arbitration Courts and (subject to State law) they have regard to rates determined by the Commonwealth Court. Following the decision of the Commonwealth Court of Conciliation and Arbitration to discontinue automatic quarterly adjustments to the basic wage, the various State industrial authorities determined State basic wages in accordance with the provisions of their respective State industrial legislation. Details of the action taken in each State and subsequent variations in State basic wages are set out in para. 5 (see pp. 181-6).

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

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

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

\* *Commonwealth Arbitration Reports*, Vol. 44, p. 57.

† 2 C.A.R., p. 3.



offset the effect of lower housing standards, and consequently of house rents, on the index numbers for these towns.

Over the period of its operation, the adequacy or otherwise of the "Harvester" standard was the subject of much discussion, the author of the judgment himself urging on several occasions the need for its review. During the period of rapidly rising prices towards the end of the 1914-18 War strong criticism developed that this system did not adequately maintain the "Harvester" equivalent. A Royal Commission was appointed in 1919 to inquire as to what it would actually cost a man, wife and three children under fourteen years of age to live in a reasonable standard of comfort, and as to how the basic wage might be automatically adjusted to maintain purchasing power. The Commission's Report was presented in 1920. An application by the unions to have the amounts arrived at by the inquiry declared as the basic wage was not accepted by the Court because they were considerably in advance of existing rates and grave doubts were expressed by members of the Court as to the ability of industry to pay such rates. Further details of the recommendations of the Commission were given in *Labour Report* No. 40, p. 106.

The system of making automatic quarterly adjustments of the basic wage in direct ratio to variations in the retail price index ("A" Series) was first introduced in 1921. The practice then adopted was to calculate the adjustments to the basic wage quarterly on the index number for the preceding quarter. Previously, adjustments had been made sporadically in relation to retail price indexes for the previous calendar year or the year ended with the preceding quarter. The practice adopted by the Commonwealth Court in 1921 of making automatic quarterly adjustments continued until the Court's judgment of 12th September, 1953 (see page 171).

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

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

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

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

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

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

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

(b) The basis of the adjustment of the "needs" portion of the wage in accordance with the variations shown by retail price index numbers was transferred from the "C" Series to a special "Court" Series based upon the "C" Series (*see* page 145).

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

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

(v) *Basic Wage Inquiry*, 1940. On 5th August, 1940 the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" Series Index upon which the "Court" Series was based) from 81s. to 100s. a week, and the incorporation of the existing "Prosperity" loadings in the new rate mentioned. In its judgment of 7th February, 1941, the Court unanimously refused to grant any increase, owing mainly to the uncertainty of the economic outlook under existing war conditions. The application was stood over for further consideration. (*See* (vi) following.)

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

The Chief Judge also suggested that the more logical system would be to grade the basic wage according to family responsibilities by means of a comprehensive system of child endowment, and that if a scheme of this nature were established, future fixations of the basic wage would be greatly simplified.†

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

(vii) *Basic Wage Inquiry*, 1949–50. This finalized the case begun in 1940 and continued in 1946 (*see* above). Evidence was completed on 22nd August, 1950, and the three judges (Kelly C.J., Foster and Dunphy J.J.) delivered separate judgments on 12th October, 1950. In these judgments, which were in the nature of general declarations, a majority of the Court (Foster and Dunphy J.J.) was of the opinion that the basic wage for adult males should be increased by £1 a week, and that for adult females should be 75 per cent. of the adult male rate. Kelly C.J., dissenting, considered that no increase in either the male or the female wage was justified.

On 24th October, 1950 and 23rd November, 1950 the Court made further declarations regarding the "Prosperity" loading of 1937 (*see* page 169), which was being paid at rates between 3s. and 6s. a week according to localities, etc., and the future basis of quarterly adjustments. The "Prosperity" loading was standardized at a uniform rate of 5s. a week for all localities and was declared to be an adjustable part of the basic wage. The 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. 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.

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

† Legislation covering a scheme to become operative on 1st July, 1941 was passed by the Commonwealth Parliament on 3rd April, 1941. For details *see* Chapter XV.—Welfare Services.

The new rates operated from the beginning of the first pay-period in December, 1950, in all cases being the "needs" rate (Second Series) on the indexes of the September quarter 1950, plus a flat-rate addition of £1, together with the standardized "Prosperity" loading of 5s. (*see above*).

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" (Second Series) plus 5s. uniform "Prosperity" loading plus the £1 addition. The declaration provided that the whole of this basic wage would be subject to automatic quarterly adjustments as from the beginning of the first pay-period commencing in February, 1951, on the basis of the index numbers for the December quarter, 1950. For this purpose the new rate of £8 2s. was equated to the "C" Series retail price index number 1572 for the six capital cities (weighted average) for the September quarter, 1950. From this equation was derived a new "Court" Index (Third Series) with 103.0 equated to 1,000 in the "C" Series Index.

The basic wage rates operative from the beginning of the first pay-period commencing in December, 1950 compared with those operative in November, 1950 were as follows (November rates in parentheses):—Sydney, £8 5s. (£7 6s.); Melbourne, £8 2s. (£7 3s.); Brisbane, £7 14s. (£6 15s.); Adelaide, £7 18s. (£6 17s.); Perth, £8 (£6 19s.); Hobart, £8 (£6 19s.); Six Capitals, £8 2s. (£7 2s.).

Further details of this judgment were given in *Labour Report* No. 40, page 81.

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

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

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

The Court consisted of Kelly *C.J.*, Foster, Kirby, Dunphy, Wright, McIntyre and Morgan, *J.J.*, but before the hearing of evidence commenced Wright *J.* withdrew and during the hearing of the case Foster *J.* withdrew from the bench. The Court gave its decision on 12th September, 1953 and stated that reasons for its decision would be delivered later. McIntyre *J.* died before the reasons for the judgment could be delivered.

In the early stages of the case the employers applied for an immediate and separate hearing of the question of suspension of the basic wage adjustment provisions in awards. However, after hearing argument, the Court indicated that it was not satisfied that a sufficient case had been made out for such a separate hearing.

Evidence in the employers' case began on 16th September, 1952. On completion of the employers' case the counsel for employee organizations submitted that there was no case to answer and asked for the dismissal of the case. The Court rejected this claim and the hearing of evidence for the employee organizations was concluded on 11th September, 1953.

The decision of the Court, announced on 12th September, 1953, was expressed in the following terms :—

- " 1. The employers' applications for reduction of the current basic wages for adult males and for reduction of the current basic wages for adult females are refused.
2. The employers' applications for an increase of the standard hours of work in the industries covered thereby are refused.
3. The employers' applications for omission or deletion of clauses or sub-clauses providing for the adjustment of basic wages are granted.

4. The Unions' applications for increases of basic wages are refused.

The Court makes orders accordingly, to operate as from to-day. The reasons for the above decisions will be delivered at a later date. The form of the appropriate orders will be settled by the Industrial Registrar." \*

The reasons for the above decisions were delivered on 27th October, 1953.

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

No evidence was submitted in the inquiry to suggest that the basic wage in its character of a "foundational wage" of providing, or helping to provide, a just and reasonable standard of living to employees whose income is based on or dependent upon it, was inadequate, and the arguments of both the employers and employees were directed towards a basic wage based on the capacity of industry to pay.

The Court, in reviewing the claims of the respondents, in the light of the existing economic situation, indicated that although aware of the difficulties besetting industry and of the dependence of Australia's prosperity upon that large part of her productive effort whose rewards are conditioned by good seasons and whose prices are largely beyond her control, the Court was not satisfied that the employers had discharged the onus of proving that the existing situation called for a reduction of general standards either in the matter of the basic wage or in the ordinary working week. The Court was satisfied that there could be, in the existing situation, no increase in the basic wage, as was claimed by the Metal Trades Federation.

The Court decided to discontinue the principle of automatically adjusting the basic wage in accordance with variations in retail price index numbers while the basic wage was assessed on the capacity of industry. It was considered that "the further the Court has withdrawn from relating the basic wage to the fulfilment of any particular standard of needs, the less has become the justification for keeping the nominal wage 'automatically adjusted' during the currency of an award".† Moreover, there was no ground for assuming that the capacity of industry to pay will be maintained at the same level or that it will rise or fall coincidentally with the purchasing power of money. The Court found that the system of automatic adjustments had undoubtedly been an accelerating factor in the rapid increase in prices in Australia, particularly in the years 1951 and 1952, and this factor supported the Court's decision to abolish the system.

In regard to the basic wage for female employees the Court decided that no basis for a review of the existing ratio of the female to the male basic wage existed on the material presented to it, the Court being satisfied that industry had the capacity to maintain the existing female basic wage rates.

In rejecting the claim for an increase in the standard hours of work, the Court considered that the industry of the country was healthy and prosperous enough at present to sustain the existing standard (i.e., 40 hours a week).

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

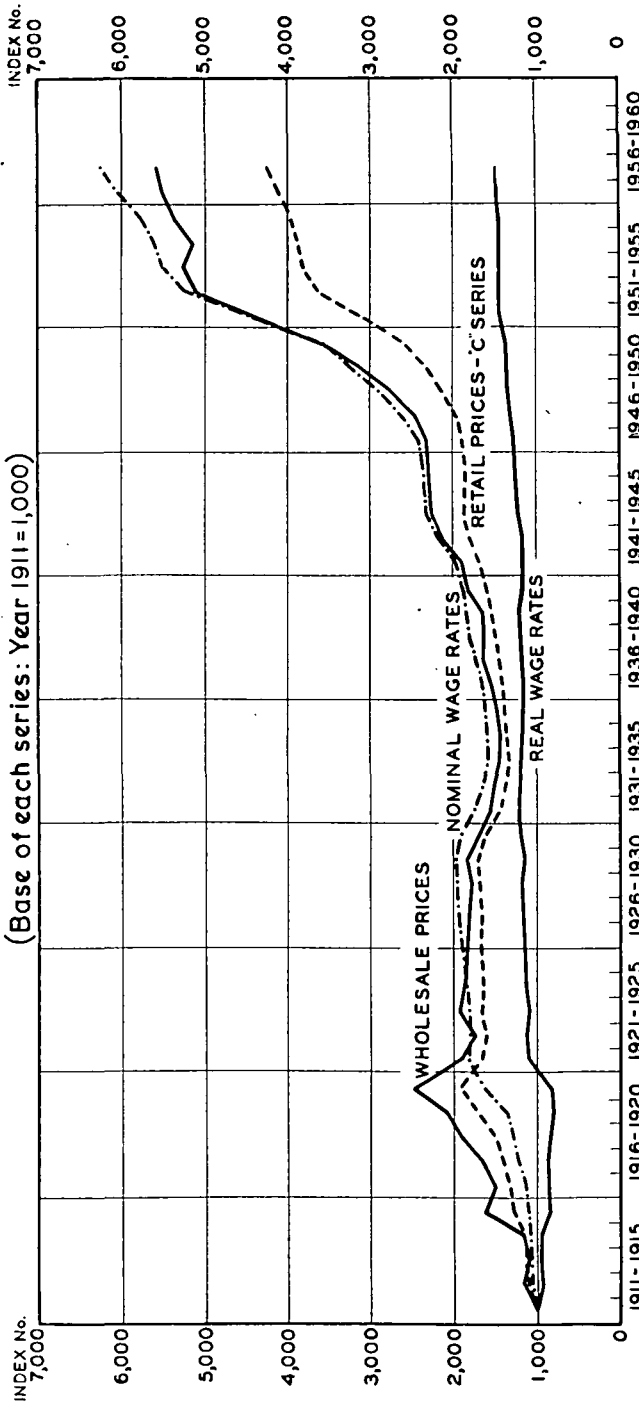
In order to remove certain misconceptions about the function of the Court, it was stated during the course of the judgment that "the Arbitration Court is neither a social nor an economic legislature. Its function under section 25 of the Act is to prevent or settle specific industrial disputes".‡ However, this function "must be exercised in the social and economic setting of the time at which it makes its decision. It must settle industrial disputes upon terms which seem to it to be just, having regard to conditions which exist at the time of its decision." In addition, the Court stressed that "the primary rule that a claimant is required to substantiate his claim should always be observed".

\* *Commonwealth Arbitration Reports*, Vol. 77, p. 486.

† *Ibid.*, p. 497.

‡ *Ibid.*, p. 506.

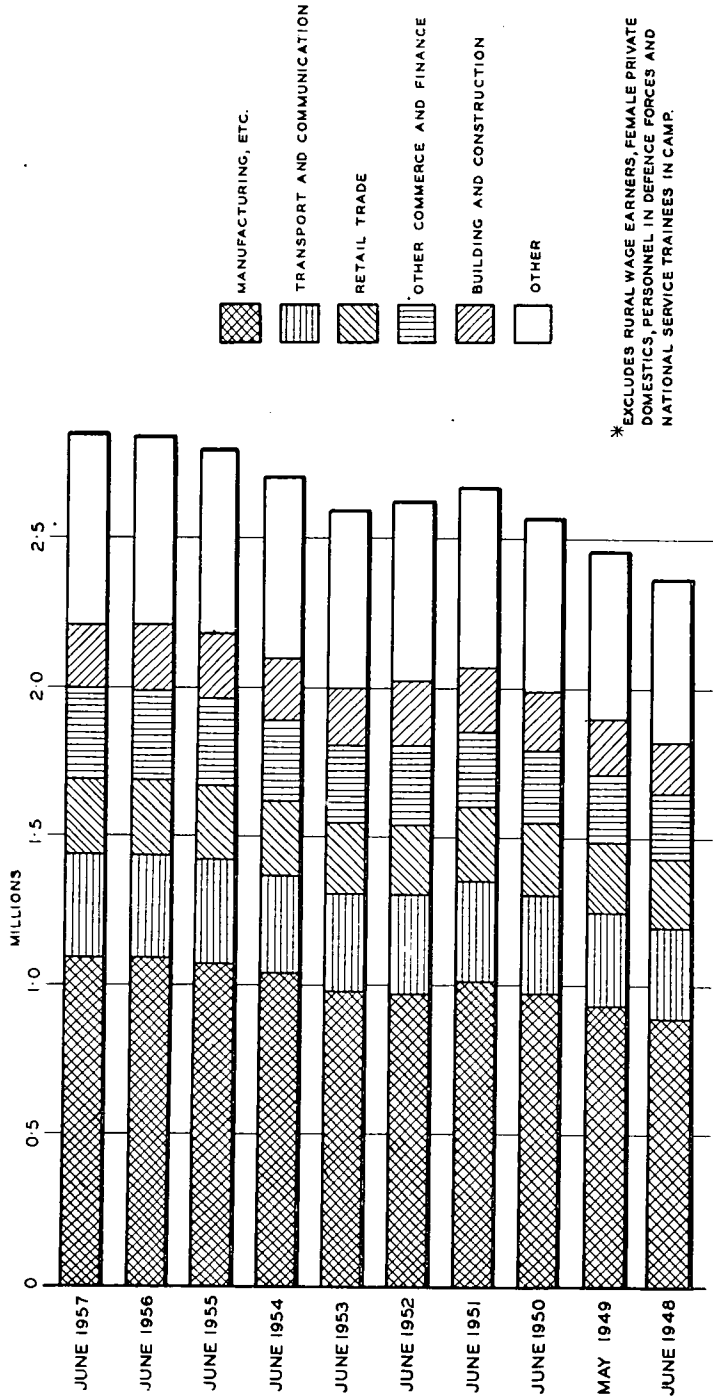
# WHOLESALE AND RETAIL PRICES; NOMINAL AND REAL WAGE RATES INDEX NUMBERS, AUSTRALIA, 1911 TO 1957



NOTE.—Index numbers in this graph are for the six capital cities as a whole, except for those for wholesale prices up to December quarter, 1927, which are for Melbourne. The wholesale prices graph shows the trend of prices according to the "old" Melbourne Index up to December quarter, 1927, but thereafter, this index having been "spliced" with the Basic Materials and Foodstuffs Index, the curve moves in accordance with the variations of the latter. The price quotations for this index are, in the main, obtained from Melbourne sources, but their movements may be taken as representative of fluctuations in most Australian markets. For the period 1911-1914 the "C" Series index numbers are taken back from the true base (November, 1914 = 1,000) by means of the "A" Series Index (Food and Rent of All Houses). From September quarter, 1955 these "C" Series index numbers exclude the price movement of potatoes and onions. See para. 5, p. 149. Real wage rates are computed on the basis of the "C" Series Retail Price Index.

# WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT\*

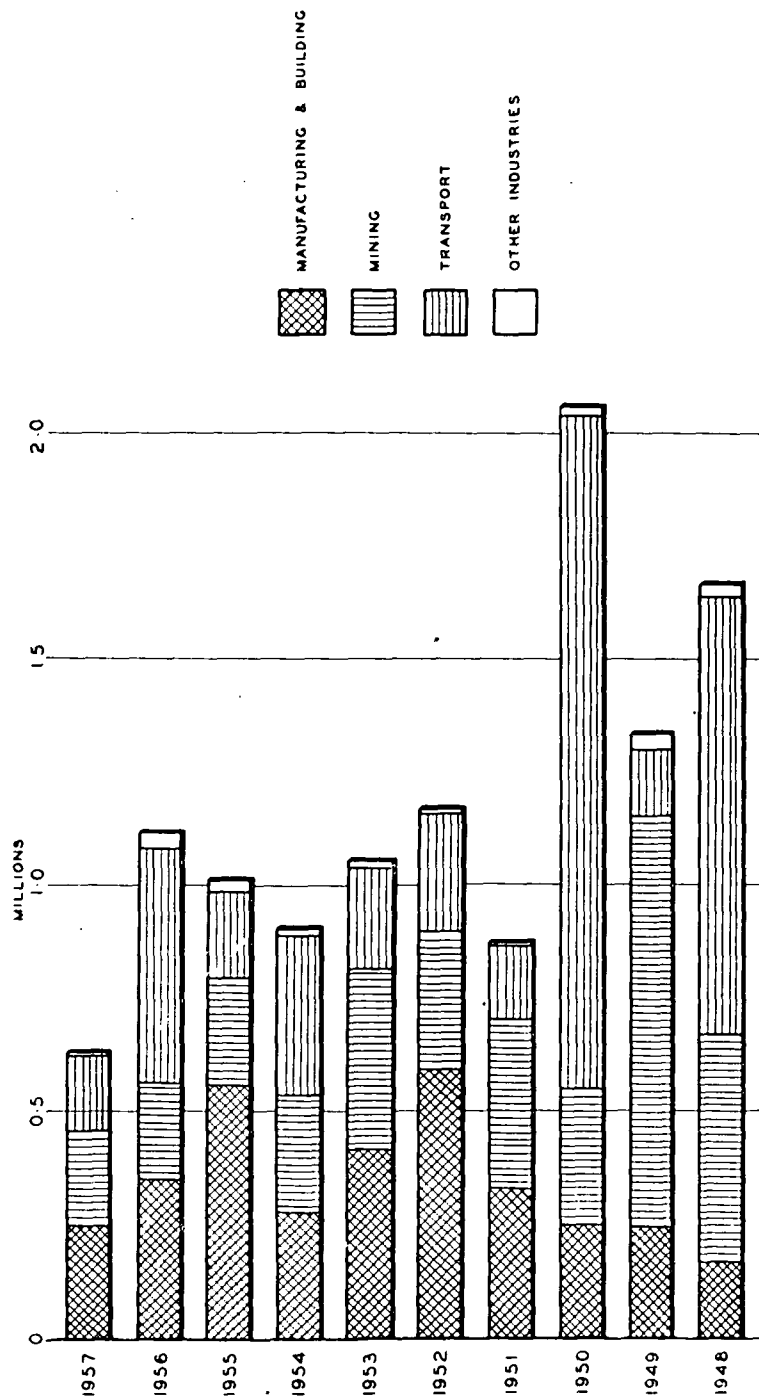
## AUSTRALIA, 1948 TO 1957

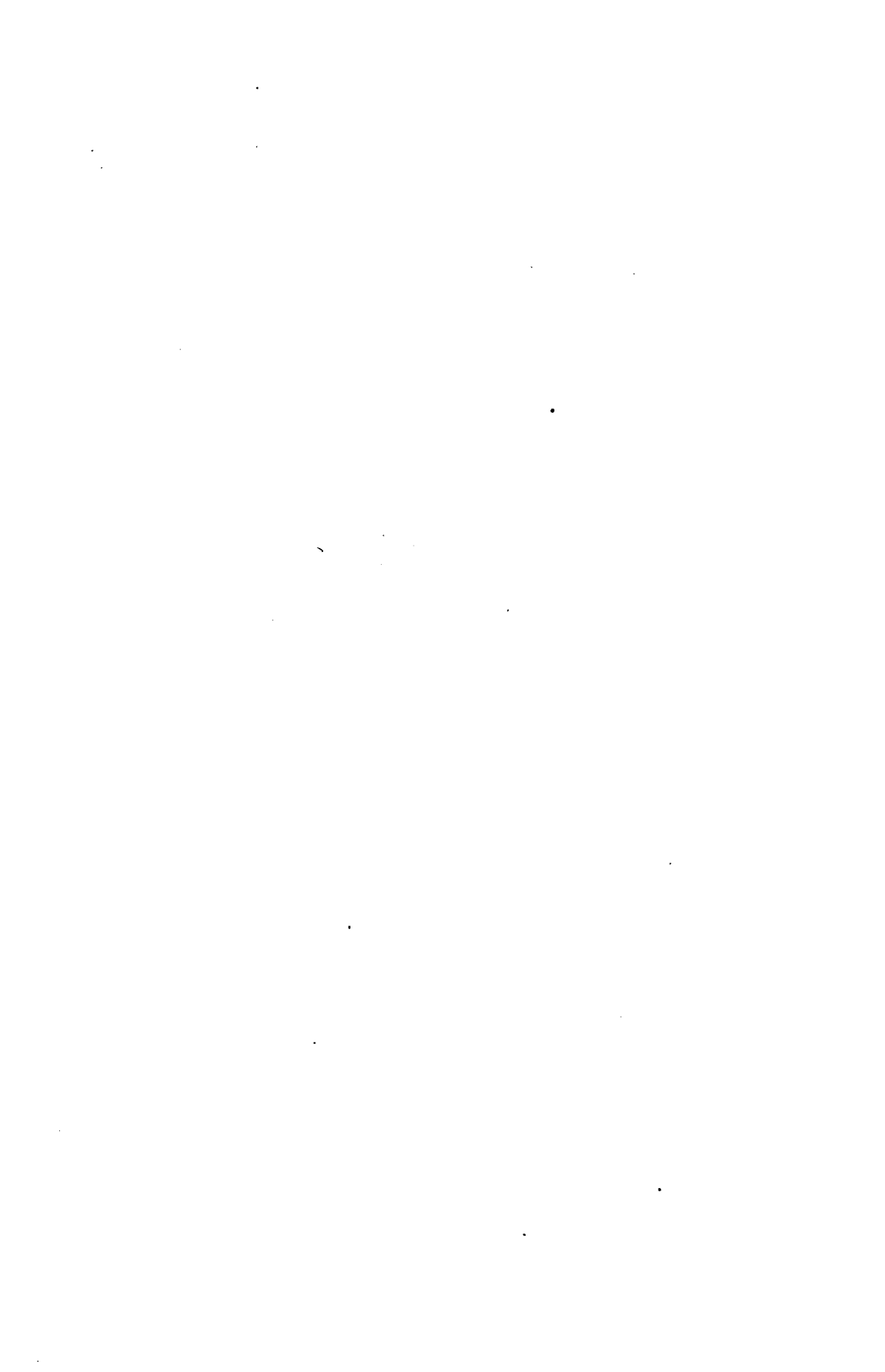


\* EXCLUDES RURAL WAGE EARNERS, FEMALE PRIVATE DOMESTICS, PERSONNEL IN DEFENCE FORCES AND NATIONAL SERVICE TRAINEES IN CAMP.

# INDUSTRIAL DISPUTES, AUSTRALIA, 1948 TO 1957

## WORKING DAYS LOST - INDUSTRIAL GROUPS







In accordance with its decision to abolish the automatic adjustment clause from its awards, the Court began, on 21st October, 1953, to deal with awards which were not actually affected by the original order. During this process the Court announced that it had no other method in mind in substitution of the automatic adjustment clauses. In fact the only issue before the Court was the abolition or retention of the adjustment principle and that issue had been determined. The basic wage as fixed by the Court in the new or amended clauses in awards was that which had become operative in August, 1953, and no provision was made for its automatic quarterly adjustment. The last such adjustment had been made on the "Court" Series Index for the June quarter, 1953.

After the Court had amended all the awards listed before it as a result of applications by one of the parties to the awards, the Court, on its own motion under section 49 of the Commonwealth Conciliation and Arbitration Act, listed those awards not the subject of an application by one of the parties and then proceeded to delete the clauses providing for the automatic adjustment of the basic wage.

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

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

All the claims made by the unions were opposed by the respondent employers. The Attorney-General of the Commonwealth intervened in the public interest under section 26 (1.) of the Commonwealth Conciliation and Arbitration Act, and in the course of proceedings all six States were represented by counsel or a State official.

Counsel for the Commonwealth stressed that the Commonwealth appeared not as a party but in the public interest and supplied much factual and statistical material in a review of the economy from 1953. He submitted that the Australian economy "is to all appearances a prosperous economy", with two inherent weaknesses "in the state of our overseas trade and reserves" and "the rising tendency of costs and prices". The Commonwealth made no submission as to the amount of the basic wage; however, it submitted that the Court had been correct in its decision of 1953 to abolish the system of automatic quarterly adjustments and that its grounds for doing so were valid.

The States of New South Wales, Queensland, Western Australia and Tasmania supported the union claims for the re-establishment of the system of automatic adjustments and the raising of the basic wage to the levels indicated by current "C" Series index numbers, but made no submission at all regarding the union claims for a further increase of £1 a week for adult males. The State of South Australia opposed the re-introduction of automatic adjustments, but conceded that "in making a review of the basic wage a substantial factor to be taken into account is the changed cost of living". However, as regards the union claim for an increase in the basic wage to the amount it would have reached if automatic quarterly adjustments deleted by the Court in September, 1953 had remained in force, together with a £1 increase in the basic wage, amounting in total to 35s. a week at that time, the State submitted without elaboration "that there are grave doubts as to whether the increased basic wage to the extent asked by the applicant could be granted without serious damage to the economy". The State of Victoria neither supported nor opposed the union claims, either as an employer or as "representing all interests in the community", but supplied to the Court comprehensive statements relating to activities of the State Departments and instrumentalities and estimates of the amount and effects of the claims before the Court.

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

The Court took the view that its decision in 1953 to abandon the system of quarterly adjustments was clearly right and that "so long as the assessment of the basic wage is made as the highest which the capacity of the economy can sustain, the automatic adjustment of that basic wage upon price index numbers cannot be justified, since movements in the index

have no relation to the movements in the capacity of the economy". The Court was satisfied "that a basic wage assessed at the highest amount which the economy can afford to pay cannot in any way be arrived at on the current price of listed commodities. There is simply no relationship between the two methods of assessment".

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

As far as the application for the abolition of the 3s. country differential was concerned, the Court stated, "The onus lies on a party seeking a change of present prescription to establish its case. The Court holds that the present claim for abolition of the country differential of 3s. has not been made out of the evidence and submissions presented to the Court and the claim is rejected."

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

(x) *Basic Wage Inquiry, 1956-57.* Following a summons filed on 26th October, 1956 by the Amalgamated Engineering Union and others, the Commonwealth Conciliation and Arbitration Commission in Presidential Session (consisting of Kirby C.J., Wright and Ashburner J.J.) on 13th November, 1956 commenced to hear claims for alteration of the basic wage prescribed in the Metal Trades Award. The claims made were as follows:—

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

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

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

By leave of the Commission the Australian Council of Salaried and Professional Associations intervened in support of the applicant unions.

The claims of the unions were opposed by the respondent employers. Victoria and South Australia were the only States to appear before the Commission and the Attorney-General of the Commonwealth intervened in the public interest under section 36 (1.) of the Conciliation and Arbitration Act.

The State of South Australia opposed the unions' claims and suggested that if, contrary to that State's opposition, an increase in the basic wage were prescribed, the Commission should first decide upon the increase to be added to the six capitals basic wage and then apportion that increase amongst the six capital cities on a basis accurately reflecting the differences in cost of living in the different cities.

The State of Victoria neither supported nor opposed the application by the unions and during the hearing, at the request of the counsel for the employers, submitted statistics relating to Victorian State Government Departments and Instrumentalities.

The Attorney-General of the Commonwealth intervened in the public interest but the only issue on which his counsel made a positive submission was the application for the restoration of the automatic adjustment system. The Commonwealth opposed such a system whatever index were used. The Commonwealth did not make any submission in regard to the amount of the basic wage. However, counsel for the Commonwealth, after supplying information on all aspects of the national economy, made this general statement:— "It is submitted that it remains true that any steps that would lead to a general increase in the level of demand and of the level of costs and prices would run counter to the best interests of the Australian economy at the present time". The Commonwealth also proposed that the Commission should, in the absence of an adjustment system, undertake an annual review of the basic wage.

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

(i) *Should the System of Automatic Adjustments be Restored?* The Commission set out the reasons why the Court in 1953 repealed the provisions for automatic quarterly adjustment of the basic wage then contained in awards and orders of the Court. "The Court's decision was primarily based on the view that there is no justification for automatically adjusting in accordance with a price index a wage assessed as the highest that the capacity of the community as a whole can sustain".

Counsel for the unions argued that the Court in 1956 had misdirected itself in holding that in its judgments given before 1953 it had been considering the capacity of the economy to bear the monetary wage at the time of making the decisions. He argued from judgments delivered in the period 1931 to 1950 that the Court was dealing with "the capacity of the economy to pay a real wage". The Commission stated that "even if, contrary to the opinion of the Court in 1956, during that period [1931-1950] the Court had been considering the capacity to pay a real wage . . . . . the fact is that in 1953 and 1956, the issue on those occasions having been expressly raised and fought, the Court held that capacity to pay cannot be measured by a price index".

The argument of the unions' counsel continued "that it is a 'plain and inevitable principle' that the capacity of the community to pay wages alters with the general level of prices and that the "C" Series index approximately measures the general level of prices and therefore approximately measures the capacity of the economy to pay".

The Commission rejected both sections of the unions' argument and the claim for restoration of automatic quarterly adjustments was refused.

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

The Commission stated that "in assessing the highest basic wage that the community could afford to pay to employees covered by Federal Awards, account has been taken of the fact that somewhere about half the wage earners in Australia are entitled under State Awards to a basic wage, not fixed in relation to the capacity of the community to pay . . . . .".

The Commission considered all aspects of the economy and in particular the indicators of overseas reserves, overseas balances, rural industries, production and productivity other than rural, investment including company profits, competitive position of secondary industry, employment, retail trade, the relaxed policy of import restrictions and the reasons of the government for such relaxation, and above all the change for the better in Australia's trading position and her strengthened reserves and decided that the basic wages in federal awards should be increased.

The Commission decided that the increase to the six capital cities basic wage should be 10s. a week for adult males.

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

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

an increase of a uniform amount, and stated, "The immediate reason impelling the Commission to its decision is the evidence given in these proceedings by the Acting Commonwealth Statistician, in the course of which he expressed emphatically the opinion that the relative levels of living costs in Australian capital cities are not, and cannot be, measured by retail price index numbers in current circumstances; also that changes in relative living costs in this sense are a matter for consideration quite apart from retail price index numbers, at the same time conceding that some of the price index *data* could assist materially in measuring relative levels of living costs in Australian capital cities".

In the judgment delivered on 29th April, 1957 the Commission rejected the claims made by the unions and granted a uniform increase of 10s. a week in the basic wage for adult males to come into effect from the first pay-period to commence on or after 15th May, 1957. As a result of this decision the basic wage for adult females was increased by 7s. 6d., with proportionate increases for juniors of both sexes and for apprentices. The Commission also advised that it approved an annual review of the basic wage and would be available for this purpose in February, 1958. However, although favouring an annual review of the basic wage, the Commission did not consider that "it would be proper for it, nor would it wish, to curtail the existing right of disputants to make an application at whatever time they think it necessary to do so."

(xi) *Rates Operative, Principal Towns.* The basic wage rates of the Commonwealth Conciliation and Arbitration Commission for adult males and females, operative as from the beginning of the first pay-period commencing on or after 15th May, 1957, were as shown in the following table:—

COMMONWEALTH BASIC WAGE: WEEKLY RATES (a), MAY, 1957.

City or Town.	Rate of Wage.		City or Town.	Rate of Wage.	
	Males.	Females.		Males.	Females.
	<i>s. d.</i>	<i>s. d.</i>		<i>s. d.</i>	<i>s. d.</i>
New South Wales—			South Australia—		
Sydney .. ..	263 0	197 0	Adelaide .. ..	251 0	188 0
Newcastle .. ..	263 0	197 0	Whyalla and Iron		
Port Kembla—Wollon-			Knob (d) .. ..	256 0	192 0
gong .. ..	263 0	197 0	Five Towns(b) ..	250 0	187 6
Broken Hill .. ..	267 0	200 0			
Five Towns(b) ..	262 0	196 6	Western Australia—		
Victoria—			Perth .. ..	256 0	192 0
Melbourne .. ..	255 0	191 0	Kalgoorlie .. ..	263 0	197 0
Geelong .. ..	255 0	191 0	Geraldton .. ..	269 0	201 6
Warrnambool ..	255 0	191 0	Five Towns(b) ..	257 0	192 6
Mildura .. ..	255 0	191 0	Tasmania—		
Yallourn (c) ..	261 6	196 0	Hobart .. ..	262 0	196 6
Five Towns(b) ..	255 0	191 0	Launceston .. ..	258 0	193 6
Queensland—			Queenstown .. ..	253 0	189 6
Brisbane .. ..	238 0	178 6	Five Towns(b) ..	260 0	195 0
Five Towns(b) ..	239 0	179 0	Thirty Towns (b) ..	256 0	192 0
			Six Capital Cities (b) ..	256 0	192 0

(a) Operative from the beginning of the first pay-period commencing on or after 15th May, 1957 female rates are 75 per cent. of male rates. (b) Weighted average. (c) Melbourne rate plus 6s. 6d. loading for males; 75 per cent. of male rate for females. (d) Adelaide rate plus 5s. for males; 75 per cent. of male rate for females.

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

The following table shows the movements of this wage in all State capital cities and the six capital cities as a whole during the years 1939 to 1957.

**BASIC WAGE : WEEKLY RATES(a), CAPITAL CITIES, PRESCRIBED BY COMMON  
WEALTH CONCILIATION AND ARBITRATION COMMISSION (b) FOR  
ADULT MALES.**

Date Operative.(c)	Sydney.	Mel- bourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
September, 1939 ..	81 0	81 0	76 0	78 0	77 0	77 0	79 0
"    1941 ..	89 0	88 0	84 0	84 0	85 0	85 0	87 0
"    1942 ..	97 0	97 0	91 0	93 0	91 0	92 0	95 0
"    1943 ..	99 0	98 0	93 0	94 0	94 0	95 0	97 0
"    1944 ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
"    1945 ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
"    1946 ..	101 0	99 0	94 0	95 0	95 0	97 0	98 0
December, 1946 ..	108 0	106 0	101 0	102 0	102 0	103 0	105 0
November, 1947 ..	112 0	109 0	105 0	106 0	106 0	107 0	109 0
"    1948 ..	122 0	120 0	115 0	116 0	116 0	118 0	119 0
"    1949 ..	132 0	130 0	125 0	126 0	129 0	128 0	129 0
"    1950 ..	146 0	143 0	135 0	137 0	139 0	139 0	142 0
December, 1950 ..	165 0	162 0	154 0	158 0	160 0	160 0	162 0
November, 1951 ..	207 0	199 0	185 0	195 0	197 0	199 0	200 0
November, 1952 ..	237 0	228 0	216 0	229 0	228 0	230 0	231 0
February, 1953 ..	238 0	229 0	215 0	225 0	229 0	232 0	231 0
May, 1953 ..	241 0	232 0	217 0	228 0	231 0	239 0	234 0
August, 1953 (d) ..	243 0	235 0	218 0	231 0	236 0	242 0	236 0
June, 1956 ..	253 0	245 0	228 0	241 0	246 0	252 0	246 0
May, 1957 (e) ..	263 0	255 0	238 0	251 0	256 0	262 0	256 0

(a) Rates include prosperity loadings where applicable. (b) Prior to 30th June, 1956, Commonwealth Court of Conciliation and Arbitration. (c) Rates operative from the beginning of the first pay-period in the month indicated, unless otherwise stated. (d) Automatic adjustment discontinued (see p. 171). (e) Operative from the beginning of the first pay-period commencing on or after 15th May, 1957.

3. **Australian Territories.**—In the Australian Capital Territory the rates payable as from the beginning of the first pay-period commencing on or after 15th May, 1957, were £12 18s. for adult males and £9 13s. 6d. for adult females.

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

The basic wage rates payable as from the beginning of the first pay-period commencing on or after 15th May, 1957, were:—"Darwin" rate, adult males, £13 15s., adult females, £10 6s.; "Port Augusta" rate, adult males, £13 2s., adult females, £9 16s. 6d.

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

4. **Basic Wage Rates for Females.**—Reference should be made to *Labour Report* No. 44, (pp. 72-78) for an account of the fixation of minimum rates and basic wages for adult females by the Commonwealth Court of Conciliation and Arbitration. At the end of the 1949-50 Basic Wage Inquiry the Commonwealth Court of Conciliation and Arbitration, by a majority decision, fixed a new basic weekly wage for adult females at 75 per cent. of the corresponding male rate from the beginning of the first pay-period commencing in December, 1950.

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

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

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

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

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

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

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

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

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

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

Automatic quarterly adjustments were made for each subsequent quarter and the State basic wage payable in New South Wales (except Broken Hill) from the first pay-period in November, 1957 was £13 10s. for adult males and £10 2s. 6d. for adult females.

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

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

After the Commonwealth Court of Conciliation and Arbitration discontinued the system of automatic adjustment of the Commonwealth basic wage in September, 1953, a number of Wages Boards met in November, 1953, and deleted references to these adjustments,

However, an amendment to the Factories and Shops Act in November, 1953 required Wages Boards to provide for the automatic adjustment of wage rates in accordance with variations in retail price index numbers. From 1st July, 1954 the Factories and Shops Acts 1928-1953 were replaced by the Labour and Industry Act 1953, which was, in general, a consolidation of the previous Acts and retained the requirement providing for the automatic adjustment of wages in accordance with variations in retail price index numbers.

An amendment to the Labour and Industry Act proclaimed on 17th October, 1956 deleted the automatic adjustment provision and directed Wages Boards in determining wage rates to take into consideration relevant awards of, or agreements certified by, the Commonwealth Conciliation and Arbitration Commission. As a result of this legislation the last automatic quarterly adjustment of the basic wage made was based on the variation in retail price index numbers for the June quarter, 1956, when rates of £13 3s. for adult males and £9 17s. for adult females became payable from the beginning of the first pay-period in August, 1956.

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

The rates declared by the Queensland Court at various dates were shown in the table on page 89 of *Labour Report* No. 44.

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

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

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

In January, 1953, the Queensland Industrial Court departed from the practice established in 1942 of varying the basic wage in accordance with quarterly variations in the "C" Series of retail price index numbers. If the practice had been continued, a reduction of one shilling would have been made in the basic wage for adult males from January, 1953. The Court was not satisfied, however, that the movement in the "C" Series index for Brisbane for the December quarter, 1952 was a true representation or reflex of the economic position for Queensland as a whole and so declined to make any alteration to the then existing basic wage. Quarterly adjustments were made for the next four quarters and the basic wage became £11 5s. for adult males from 1st February, 1954.

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

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

The Court examined the movement in the "C" Series of retail price index numbers for each subsequent quarter and announced increases in the basic wage. The rates payable in the Southern Division (Eastern District) from 29th July, 1957, were £12 1s. for adult males and £8 2s. 6d. for adult females.

The rates shown above are applicable throughout the Southern Division (Eastern District), which includes the metropolitan area ; allowances are added for the following divisions—Northern (Eastern District) 10s., Northern (Western District) 17s. 4d., Mackay 5s. 6d., and Southern (Western District) 7s. 4d. Half of these allowances are granted to females.

(iv) *South Australia.* The Industrial Code, 1920–1955 provides that the Board of Industry shall after public inquiry declare the “living wages” to be paid to adult male and female employees. The Board has power also to fix different rates to be paid in defined areas.

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

The first declaration by the Board of Industry was made on 15th July, 1921, when the living wage for adult male employees in the metropolitan area was determined at £3 19s. 6d. a week. A table showing the living wages declared from time to time was published on page 92 of *Labour Report* No. 44.

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

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

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

When the Commonwealth Court of Conciliation and Arbitration discontinued quarterly adjustments to Commonwealth basic wages in September, 1953, the South Australian living wage also ceased to be varied quarterly and since that time has remained the same as the Commonwealth basic wage for Adelaide. Following the basic wage inquiries conducted by the Commonwealth Court of Conciliation and Arbitration in 1955–56 and by the Commonwealth Conciliation and Arbitration Commission in 1956–57, Commonwealth basic wages were increased on each occasion by 10s. a week for adult males and 7s. 6d. a week for adult females. Similar increases were made to the South Australian living wage by proclamation of the Governor to make the rates payable identical with the Commonwealth basic wage for Adelaide. The rates operative from 20th May, 1957, were £12 11s. for adult males and £9 8s. for adult females.

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

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



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

The first declaration of the basic wage by the Court of Arbitration, after the authority to fix one was vested in the Court in 1925, was made on 11th June, 1926. The family unit is not specifically defined in the Act, but it has been the practice of the Court to take as a basis for its calculations a man, his wife and two dependent children. Since that date the principal inquiries have been those of 1938, 1947, 1950 and 1951. A table showing annual and special declarations of the basic wage by the Court of Arbitration will be found in *Labour Report* No. 44, p. 95.

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

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

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

The rates payable in the metropolitan area in November, 1957 were £13 12s. 9d. for adult males and £8 17s. 3d. for adult females.

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

The Wages Board Act gives Wages Boards power to adjust their wage rates in accordance with variations in cost of living as indicated by retail price index numbers published by the Commonwealth Statistician. When the Commonwealth Court discontinued the system of automatic adjustments of the basic wage in September, 1953, the Chairman of the Wages Boards stated he was of the opinion that automatic adjustment clauses should be deleted from all Wages Boards determinations. Before Wages Boards met to consider this matter, the wage rates for all determinations were automatically adjusted upwards from the beginning of the first pay-period commencing in November. By early December, 1953, all Wages Boards had met and deleted the automatic adjustment clause from determinations and cancelled the adjustment increases payable from November.

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

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

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

The majority of Wages Boards decided to suspend automatic quarterly adjustment after adopting the increase based on retail price index numbers for the June quarter, 1956 and payable from the first pay-period in August, 1956. The basic wage prescribed for Hobart by most Wages Boards was still unchanged in November, 1957, the rate being £13 12s. for adult males and £10 4s. for adult females.

(vii) *State Basic Wage Rates.* The "basic" wage rates of State industrial tribunals, operative in November, 1956 and November, 1957, are summarized in the following table:—

STATE BASIC WAGES—WEEKLY RATES.

State.	November, 1956.			November, 1957.		
	Date of Operation.	Males.	Females.	Date of Operation.	Males.	Females.
	(a)			(a)		
		s. d.	s. d.		s. d.	s. d.
New South Wales—						
Metropolitan and Country, excluding Broken Hill .. ..	Nov., 1956	274 0	205 6	Nov., 1957	270 0	202 6
Broken Hill .. ..	Nov., 1956	272 0	204 0	Nov., 1957	269 0	202 0
Victoria(b) .. ..	Aug., 1956	263 0	197 0	Aug., 1956	263 0	197 0
Queensland—						
Southern Division (Eastern District), including Brisbane ..	29.10.56	241 0	162 6	29.7.57	241 0	162 6
Southern Division (Western District) .. ..	29.10.56	248 4	166 2	29.7.57	248 4	166 2
Mackay Division .. ..	29.10.56	246 6	165 3	29.7.57	246 6	165 3
Northern Division (Eastern District) .. ..	29.10.56	251 0	167 6	29.7.57	251 0	167 6
Northern Division (Western District) .. ..	29.10.56	258 4	171 2	29.7.57	258 4	171 2
South Australia(c) .. ..	4.6.56	241 0	180 6	20.5.57	251 0	188 0
Western Australia—						
Metropolitan Area .. ..	29.10.56	265 2	172 4	19.7.57	272 9	177 3
South-West Land Division ..	29.10.56	262 11	170 11	19.7.57	269 11	175 5
Goldfields and other areas ..	29.10.56	262 8	170 9	19.7.57	267 10	174 1
Tasmania(b) .. ..	Aug., 1956	272 0	204 0	Aug., 1956	272 0	204 0

(a) Where dates are not quoted wage rates operate from the beginning of the first pay-period commencing in the month shown. (b) No basic wage declared. Rates shown are those adopted by most Wages Boards. (c) The 'living wage' declared for the metropolitan area is also adopted for country areas, except at Whyalla where a loading of 5s. a week is generally payable.

### § 5. Wage Margins.

On 5th November, 1954 the Commonwealth Court of Conciliation and Arbitration delivered a judgment\* which in effect became a general determination of the basis upon which all relevant wage and salary margins should be assessed. This became known as the Metal Trades Case, 1954.

General principles of marginal rate fixation had previously been enunciated by the Court in the Engineers' Case of 1924, the Merchant Service Guild Case of 1942 and the Printing Trades Case of 1947, and the Court adopted these insofar as they were applicable to current circumstances.

"Margins" were defined as—

"minimum amounts awarded above the basic wage to particular classifications of employees for the features attaching to their work which justify payments above the basic wage, whether those features are the skill or experience required for the performance of that work, its particularly laborious nature, or the disabilities attached to its performance."

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

A brief account of the Metal Trades Case is as follows:—

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

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

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

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

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

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

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

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

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

Extracts from the judgment were set out in some detail in *Labour Report* No. 44.

## E. EMPLOYMENT AND UNEMPLOYMENT.

### § 1. Employment.

1. **Total Occupied Persons.**—(i) *General.* The total number of occupied persons in Australia is obtained from the results of each population Census. Figures obtained from the 1933, 1947 and 1954 Censuses are shown below.

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

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

**TOTAL OCCUPIED PERSONS : AUSTRALIA, CENSUSES, 1933, 1947 AND 1954.**  
(<sup>'000.</sup>)

30th June.	Defence Forces. (a)	Employers and Self-employed.			Wage and Salary Earners.			Total Occupied Civilians.	Total Occupied Persons, including Defence Forces. (a)
		Rural Industry.	Other Industries.	Total.	Rural Industry.	Other Industries.	Total.		
MALES.									
1933	5.8	293.5	249.0	542.5	200.1	989.8	1,189.9	1,732.4	1,738.2
1947	53.2	278.9	286.8	565.7	148.2	1,659.4	1,807.6	2,373.3	2,426.5
1954	(b): 50.9	279.2	316.9	596.1	154.2	2,020.3	2,174.5	2,770.6	2,821.5
FEMALES.									
1933	..	15.2	56.3	71.5	3.2	(c) 446.6	449.8	521.3	521.3
1947	0.8	13.8	55.8	69.6	8.1	(d) 659.9	668.0	737.6	738.4
1954	2.0	19.6	62.1	81.7	7.6	735.4	743.0	824.7	826.7
PERSONS.									
1933	5.8	308.7	305.3	614.0	203.3	1,436.4	1,639.7	2,253.7	2,259.5
1947	54.0	292.7	342.6	635.3	156.3	2,319.3	2,475.6	3,110.9	3,164.9
1954	52.9	298.8	379.0	677.8	161.8	2,755.7	2,917.5	3,595.3	3,648.2

(a) Includes those serving outside Australia. (b) Excludes approximately 10,300 males undergoing full-time National Service Training at the time of the Census. With the exception of full-time students these persons have been included in the figures of occupied civilians. (c) Includes females in private domestic service:—106,700 in 1933, 40,200 in 1947 and 29,600 in 1954. (d) Includes an estimate of 40,400 part-time workers considered to be under-enumerated at the Census.

The numbers of males in the defence forces shown in the foregoing table include personnel serving outside Australia, namely, 13,843 in 1947 and 5,903 in 1954, who were not recorded in the Censuses taken in those years.

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

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

The proportion of male employers and self-employed in industries other than rural declined from 20.1 per cent. of occupied civilian males in these industries in 1933 to 14.7 per cent. in 1947, and to 13.6 per cent. in 1954. The corresponding proportion of female employers and self-employed declined from 11.2 per cent. of all occupied females in non-rural industries in 1933 to 7.8 per cent. in 1947, and remained constant at 7.8 per cent. in 1954. The increase in the number of male employers and self-employed in non-rural industries during the years 1947 to 1954 averaged only 4,300 per annum. The average increase during the same period in the number of male wage and salary earners in these industries was 51,600 per annum.

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

**TOTAL OCCUPIED PERSONS : STATES AND TERRITORIES, CENSUSES, 1947 AND 1954.**

('000.)

State or Territory.	Defence Forces. (a)		Employers and Self-employed		Wage and Salary Earners.		Total Occupied Persons including Defence Forces. (a)	
	June, 1947.	June, 1954.(b)	June, 1947.	June, 1954.	June, 1947.	June, 1954.	June, 1947.	June, 1954.
<b>MALES.</b>								
New South Wales ..	23.1	21.4	197.5	207.3	728.1	833.7	948.7	1,062.4
Victoria ..	15.9	15.0	158.1	167.1	490.5	596.9	664.5	779.0
Queensland ..	5.9	6.6	96.9	99.7	252.0	307.4	354.8	413.7
South Australia ..	2.6	2.3	51.8	55.5	153.3	194.1	207.7	251.9
Western Australia ..	3.4	3.1	39.8	44.3	116.6	156.1	159.8	203.5
Tasmania ..	0.8	0.8	20.1	20.2	57.8	71.9	78.7	92.9
Northern Territory ..	0.8	0.7	1.0	1.1	4.0	5.8	5.8	7.6
Australian Capital Territory ..	0.7	1.0	0.5	0.9	5.3	8.6	6.5	10.5
Australia ..	53.2	50.9	565.7	596.1	1,897.6	2,174.5	2,426.5	2,821.5

**FEMALES.**

New South Wales ..	0.3	0.5	25.4	29.0	268.6	290.6	294.3	320.1
Victoria ..	0.4	0.8	22.5	25.3	202.0	227.0	224.9	253.1
Queensland ..	0.1	0.2	10.2	12.5	83.9	93.1	94.2	105.8
South Australia ..	..	0.1	5.2	7.0	52.9	59.9	58.1	67.0
Western Australia ..	..	0.1	4.3	5.6	39.2	46.6	43.5	52.3
Tasmania ..	..	0.1	1.8	2.1	18.9	21.7	20.7	23.9
Northern Territory ..	..	0.1	0.1	0.1	0.7	1.3	0.8	1.5
Australian Capital Territory ..	..	0.1	0.1	0.1	1.8	2.8	1.9	3.0
Australia ..	0.8	2.0	69.6	81.7	668.0	743.0	738.4	826.7

**PERSONS.**

New South Wales ..	23.4	21.9	222.9	236.3	996.7	1,124.3	1,243.0	1,382.5
Victoria ..	16.3	15.8	180.6	192.4	692.5	823.9	889.4	1,032.1
Queensland ..	6.0	6.8	107.1	112.2	335.9	400.5	449.0	519.5
South Australia ..	2.6	2.4	57.0	62.5	206.2	254.0	265.8	318.9
Western Australia ..	3.4	3.2	44.1	49.9	155.8	202.7	203.3	255.8
Tasmania ..	0.8	0.9	21.9	22.3	76.7	93.6	99.4	116.8
Northern Territory ..	0.8	0.8	1.1	1.2	4.7	7.1	6.6	9.1
Australian Capital Territory ..	0.7	1.1	0.6	1.0	7.1	11.4	8.4	13.5
Australia ..	54.0	52.9	635.3	677.8	2,475.6	2,917.5	3,164.9	3,648.2

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

The occupied population of Australia (including defence forces but excluding un-employed, pensioners, retired, persons of independent means and dependants) increased from 1947 to 1954 by 15.3 per cent. The percentage increase in each State and Territory

was as follows :—New South Wales, 11.2 ; Victoria, 16.0 ; Queensland, 15.7 ; South Australia, 20.0 ; Western Australia, 25.8 ; Tasmania, 17.5 ; Northern Territory, 37.9 ; and Australian Capital Territory, 60.7.

2. **Wage and Salary Earners in Civilian Employment.**—(i) *Australia and States.* Estimates are made monthly of wage and salary earners in employment (excluding employees in rural industry and female private domestics), based on Pay-roll Tax returns and supplementary returns of government employment. Pay-roll Tax returns cover only a small proportion of wage earners on rural holdings, and practically no private domestic servants. As a result, monthly estimates are not prepared for wage and salary earners in these industries. The following table shows for each State and for Australia as a whole the trend in that section of wage and salary earning employment which it is possible to estimate monthly. Figures are shown as at June, 1933 (Census) and July, 1939 (based on the National Register). From July, 1941 (commencement of Pay-roll Tax returns) the estimates are available for each month, and the table shows the level in June in each of the years 1953 to 1957. Estimates for recent months are published in the *Monthly Review of Business Statistics* and the *Monthly Bulletin of Employment Statistics*.

**WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT.(a)**  
(*Excluding Rural Wage Earners, Female Private Domestics, Personnel in Defence Forces and National Service Trainees in Camp.*)

('000.)

Year and Month.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia. (b)
MALES.							
1933—June .. ..	379.8	288.1	139.3	80.3	70.0	28.9	989.8
1939—July .. ..	529.9	357.5	172.8	106.7	82.9	37.4	1,293.1
1953—June .. ..	745.2	536.8	259.8	171.3	133.5	62.3	1,922.0
1954—June .. ..	771.3	556.8	269.6	176.8	139.1	63.6	1,990.3
1955—June .. ..	794.2	576.2	278.2	180.8	141.5	65.1	2,049.5
1956—June .. ..	808.5	583.2	282.4	187.9	140.5	65.7	2,081.7
1957—June .. ..	810.1	585.8	283.6	186.4	138.4	66.0	2,084.7
FEMALES.							
1933—June .. ..	125.5	118.0	40.3	25.9	20.5	9.1	339.9
1939—July .. ..	168.0	142.9	53.2	34.0	26.2	11.6	437.1
1953—June .. ..	269.8	209.2	85.8	52.5	41.4	20.2	682.3
1954—June .. ..	284.3	222.1	88.6	56.6	43.4	21.2	719.7
1955—June .. ..	297.4	232.4	92.1	59.8	44.3	21.8	751.7
1956—June .. ..	305.9	238.5	93.7	62.5	45.1	23.2	773.1
1957—June .. ..	309.3	240.8	96.0	62.3	44.5	22.9	780.2
PERSONS.							
1933—June .. ..	505.3	406.1	179.6	106.2	90.5	38.0	1,329.7
1939—July .. ..	697.9	500.4	226.0	140.7	109.1	49.0	1,730.2
1953—June .. ..	1,015.0	746.0	345.6	223.8	174.9	82.5	2,604.3
1954—June .. ..	1,055.6	778.9	358.2	233.4	182.5	84.8	2,710.0
1955—June .. ..	1,091.6	808.6	370.3	240.6	185.8	86.9	2,801.2
1956—June .. ..	1,114.4	821.7	376.1	250.4	185.6	88.9	2,854.8
1957—June .. ..	1,119.4	826.6	379.6	248.7	182.9	88.9	2,864.9

(a) New series. See note (b) on page 192. Figures from June, 1953 to June, 1957 are subject to revision.

(b) Includes the Australian Capital Territory and the Northern Territory.

(ii) *Industrial Groups.* The following table shows the estimated number of male and female wage and salary earners in civilian employment (excluding employees in rural industry, female private domestics, personnel in the defence forces and National Service trainees in camp) classified according to main industrial groups, and, in addition shows government and private employment separately. Further details of government employment are given in para. 3 below.

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

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

('000.)

Industrial Group.	July, 1939.	June, 1953.	June, 1954.	June, 1955.	June, 1956.	June, 1957.
MALES.						
Mining and Quarrying .. ..	52.2	58.0	58.7	58.3	57.3	56.3
Manufacturing, etc.(b) .. ..	456.1	761.6	798.7	826.2	842.1	844.8
Building and Construction ..	149.7	193.2	205.7	211.8	214.6	207.3
Transport(c) .. ..	158.2	235.7	238.7	244.7	245.9	245.1
Communication .. ..	27.7	59.4	61.4	64.0	64.5	67.9
Property and Finance .. ..	47.1	56.4	57.9	59.6	61.7	64.0
Retail Trade .. ..	212.6	125.0	128.4	129.2	129.9	129.4
Wholesale and Other Commerce ..	31.8	134.6	140.4	147.5	151.0	150.0
Public Authority Activity, n.e.i. ..	17.8	97.9	97.5	99.2	100.6	101.7
Health .. ..	22.1	25.5	25.9	26.0	26.8	27.1
Education .. ..	37.0	35.4	36.7	38.7	40.8	43.4
Personal Service .. ..	80.8	51.6	52.1	54.3	54.4	54.7
Other(d) .. ..	87.7	88.2	88.2	90.0	92.1	93.0
Total(b) .. ..	1,293.1	1,922.0	1,990.3	2,049.5	2,081.7	2,084.7
Government(e) .. ..	349.8	567.8	581.4	599.1	604.9	609.5
Private(b) .. ..	943.3	1,354.2	1,408.9	1,450.4	1,476.8	1,475.2
Total(b) .. ..	1,293.1	1,922.0	1,990.3	2,049.5	2,081.7	2,084.7

### FEMALES.

Mining and Quarrying .. ..	0.3	0.9	1.0	1.1	1.2	1.2
Manufacturing, etc.(b) .. ..	169.0	218.4	239.0	245.7	249.9	250.8
Building and Construction ..	1.2	4.3	4.7	4.9	5.1	5.3
Transport(c) .. ..	5.2	18.3	18.7	19.7	20.7	20.4
Communication .. ..	7.4	17.9	17.8	18.7	19.4	19.7
Property and Finance .. ..	13.5	32.4	34.7	38.1	41.8	43.5
Retail Trade .. ..	101.4	109.9	115.3	121.6	122.9	121.3
Wholesale and Other Commerce ..	39.1	42.3	45.0	46.3	46.8	46.8
Public Authority Activity, n.e.i. ..	10.0	27.4	27.3	28.6	29.1	29.2
Health .. ..	34.0	68.8	70.8	73.5	77.6	79.4
Education .. ..	32.0	43.3	44.9	47.9	50.5	53.8
Personal Service .. ..	43.0	65.8	67.0	69.6	70.2	69.5
Other(d) .. ..	20.1	35.8	36.2	37.3	38.4	39.3
Total(b) .. ..	437.1	682.3	719.7	751.7	773.1	780.2
Government(e) .. ..	55.2	112.0	114.5	122.8	129.8	132.8
Private(b) .. ..	381.9	570.3	605.2	628.9	643.3	647.4
Total(b) .. ..	437.1	682.3	719.7	751.7	773.1	780.2

NOTE.—For footnotes see next page.

## WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT : INDUSTRIAL GROUPS, AUSTRALIA(a)—continued.

('000.)

Industrial Group.	July, 1939.	June, 1953.	June, 1954.	June, 1955.	June, 1956.	June, 1957.
PERSONS.						
Mining and Quarrying .. ..	52.5	58.9	59.7	59.4	58.5	57.5
Manufacturing, etc.(b) .. ..	625.1	980.0	1,037.7	1,071.9	1,092.0	1,095.6
Building and Construction ..	150.9	197.5	210.4	216.7	219.7	212.6
Transport(c) .. ..	163.4	254.0	257.4	264.4	266.6	265.5
Communication .. ..	35.1	77.3	79.2	82.7	83.9	87.6
Property and Finance .. ..	60.6	88.8	92.6	97.7	103.5	107.5
Retail Trade .. ..	314.0	234.9	243.7	250.8	252.8	250.7
Wholesale and Other Commerce		173.7	182.7	192.5	197.3	196.8
Public Authority Activity, n.e.i.	41.8	125.3	124.8	127.8	129.7	130.9
Health .. ..	51.8	94.3	96.7	99.5	104.4	106.5
Education .. ..	54.1	78.7	81.6	86.6	91.3	97.2
Personal Service .. ..	80.0	117.4	119.1	123.9	124.6	124.2
Other(d) .. ..	100.9	123.5	124.4	127.3	130.5	132.3
Total(b) .. ..	1,730.2	2,604.3	2,710.0	2,801.2	2,854.8	2,864.9
Government(e) .. ..	405.0	679.8	695.9	721.9	734.7	742.3
Private(b) .. ..	1,325.2	1,924.5	2,014.1	2,079.3	2,120.1	2,122.6
Total(b) .. ..	1,730.2	2,604.3	2,710.0	2,801.2	2,854.8	2,864.9

(a) Figures for June, 1953 to June, 1957 are subject to revision. (b) The manufacturing employment figures published in this table comprise (i) the series showing actual monthly employment in factories as recorded at successive annual Censuses of Factories (see Chapter VII) and (ii) persons who are outside the scope of the factory employment figures as defined and published in Chapter VII, including those persons engaged in selling and distribution. The series referred to in (i) above replaces the Pay-roll Tax series of estimated employment included in the "manufacturing" figures shown in previous issues of the Official Year Book. Adoption of this new series entails adopting also new series for "Total Private Employment" and "Total Employment" for males, females and persons. (c) Includes road transport; shipping and stevedoring; rail and air transport. (d) Includes forestry, fishing and trapping; law and order; religion and social welfare; other professional; entertainment, sport and recreation. (e) Includes employees of Commonwealth, State, Semi-Government and Local Government authorities. See para. 3 (i) below.

Estimates for recent months are published in the *Monthly Bulletin of Employment Statistics*.

A graph showing wage and salary earners in civilian employment in the main industrial groups appears on p. 174.

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

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

An index of factory employment in Australia, published in the *Monthly Review of Business Statistics*, shows that employment in factories reached a new post-war peak in March, 1957. For the year 1956-57, the index showed the level of employment in factories to be 94 per cent. higher than the average factory employment for the three years ended June, 1939.

3. *Government Employees*.—(i) *States and Territories*. The numbers of civilian employees of Commonwealth Government, State and Semi-Government and Local Government authorities in each State and Territory at June, 1957 are shown in the following table. These include all employees of government authorities on services such as railways, tramways, banks, post office, air transport, education, broadcasting, police, public works, factories and munitions establishments, migrant hostels, etc., as well as administrative employees, within Australia.



## CIVILIAN EMPLOYEES OF GOVERNMENT AUTHORITIES(a) : JUNE, 1957.

State or Territory.	Commonwealth.			State and Semi-Government.			Local Government.			Total.		
	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.
N.S.W. ..	56,151	15,379	71,530	134,086	27,011	161,097	26,733	2,888	29,621	216,970	45,278	262,248
Vic. ..	50,321	15,177	65,498	99,157	25,195	124,352	13,221	1,766	14,987	162,699	42,138	204,837
Qld. ..	18,191	4,809	23,000	54,469	8,002	62,471	17,215	907	18,122	89,875	13,718	103,593
S.A. ..	17,118	3,644	20,762	38,593	9,864	48,457	3,148	313	3,461	58,859	13,821	72,680
W.A. ..	9,082	2,197	11,279	37,822	6,790	44,612	3,392	328	3,720	50,296	9,315	59,611
Tas. ..	4,564	1,309	5,873	13,928	3,963	17,891	2,145	174	2,319	20,637	5,446	26,083
N.T. ..	2,796	675	3,471	..	..	..	..	..	..	2,796	675	3,471
A.C.T. ..	7,343	2,422	9,765	..	..	..	..	..	..	7,343	2,422	9,765
Aust.	165,566	45,612	211,178	378,055	80,825	458,880	65,854	6,376	72,230	609,475	132,813	742,288

(a) See explanation above.

(ii) *Australia.* The following table shows at June in each of the years 1953 to 1957, in comparison with 1939, the number of civilian employees of Commonwealth, State and Semi-Government and Local Government authorities.

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

June—	Commonwealth.			State and Semi-Government.			Local Government.			Total.		
	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.
1939(b) ..	56,099	11,764	67,863	235,066	40,586	275,652	58,637	2,887	61,524	349,802	55,237	405,039
1953 ..	159,002	41,571	200,573	349,096	65,129	414,225	59,641	5,315	64,956	567,739	112,015	679,754
1954 ..	156,604	41,579	198,183	363,095	67,466	430,561	61,643	5,493	67,136	581,342	114,538	695,880
1955 ..	160,840	44,291	205,131	373,238	72,728	445,966	65,026	5,771	70,797	599,104	122,790	721,894
1956 ..	162,314	46,114	208,428	377,077	77,587	454,664	65,558	6,138	71,696	604,949	129,839	734,788
1957 ..	165,566	45,612	211,178	378,055	80,825	458,880	65,854	6,376	72,230	609,475	132,813	742,288

(a) See explanation above.

(b) July.

## § 2. Unemployment.

The total number of persons unemployed has been recorded only at the dates of the various Censuses. The following table sets out the number of unemployed at each Census from 1933 to 1954. The percentage of unemployed at each date to all wage and salary earners, comprising those estimated to be in employment and those unemployed, is also shown.

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

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

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

In the following table males and females "not at work" are classified according to cause for the Census years 1933, 1947 and 1954. In 1947 there was a change in the form of the questionnaire which probably resulted in some variation in response. Prior to 1947, persons who were "unemployed" were requested to furnish particulars of the cause and duration of unemployment, but from 1947 onwards the enquiry was broadened to include all persons (usually engaged in industry, business, trade, profession or service) who were out of a job and "not at work" at the time of the Census for whatever reason, including any not normally associated with unemployment.

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

Year.	Unable to Secure Employment.	Temporarily Laid Off.	Illness.	Accident.	Industrial Dispute.	Other and Not Stated.	Total.
MALES.							
1933 ..	374,569	(a)	18,083	4,702	1,595	6,483	405,432
1947 ..	17,314	12,458	14,639	2,985	475	(b)18,743	66,614
1954 ..	9,089	4,056	10,894	2,571	316	(b)14,088	41,014
FEMALES.							
1933 ..	62,630	(a)	9,193	434	95	3,465	75,817
1947 ..	2,254	2,449	4,396	280	24	(b) 7,512	16,915
1954 ..	3,369	1,267	3,939	291	15	(b) 5,119	14,000

(a) Not available.

(b) The majority of these persons were resting between jobs or changing jobs.

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

### § 3. Commonwealth Employment Service.

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

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

The C.E.S. functions within the Employment Division of the Department of Labour and National Service, on a four-tiered decentralized basis. The Central Office is in Melbourne and there is a Regional Office in the capital city of each State, with 121 District Offices in suburban and the larger provincial centres and 340 agents in the smaller country centres. The District Offices are distributed as follows: New South Wales, 46; Victoria, 30; Queensland, 19; South Australia, 8; Western Australia, 12; Tasmania, 4; Northern Territory, 1; Australian Capital Territory, 1.

The C.E.S. includes specialized facilities for young people, persons with physical and mental handicaps, ex-service personnel, migrants and certain types of highly skilled tradesmen, rural workers and persons with professional and managerial qualifications.

Vocational guidance is provided, free of charge, in each State, other than New South Wales, by a staff of qualified psychologists. In New South Wales a similar service is provided by officers of the New South Wales Department of Labour and Industry. Vocational guidance is available to any person, but is provided particularly for young people, ex-servicemen and the physically handicapped.

The C.E.S. has responsibilities in the administration of unemployment and sickness benefits provided under the Social Services Act 1947-1957, and of re-employment allowances provided under the Re-establishment and Employment Act 1945-1956 for certain classes of discharged members of the forces. All applicants for benefits or allowances must register at a District Employment Office, which is responsible for certifying whether or not suitable employment can be offered them. Moreover, as agents for the Department of Social Services, the C.E.S. offices handle the claims for unemployment and sickness benefits to various stages.

The Service is responsible for placing in employment migrant workers sponsored by the Commonwealth under the Commonwealth Nomination and similar schemes. This includes arranging for them to move to their initial employment and for their admission, if necessary, to Commonwealth migrant hostels. Assistance to obtain employment is provided to other migrants as required. From the inception of the various free and assisted schemes, including the Displaced Persons Scheme, to the end of July, 1957, more than 170,000 British and European migrant workers had been placed in employment by the C.E.S.

Since 1951, the Service has been responsible for recruiting experts for the Colombo Plan, the United Nations Expanded Programme of Technical Assistance and other international technical assistance assignments. The principal spheres in which experts have been supplied are agriculture, education, engineering, geology, health and economic and scientific research and development.

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

The C.E.S. is responsible for the medical examination and interview of young men for training under the National Service Act 1951-1957, which is administered by the Department of Labour and National Service. The Department also administers the provisions of the Act relating to the protection of the rights of National Service trainees in relation to their civil employment.

The Service completed its eleventh year of operation in May, 1957. During the year ended June, 1957 there were 648,433 new registrations of applicants for employment, of whom 408,121 were referred to employers and 290,396 placed in employment. In the same period 381,076 new vacancies were notified. Vacancies unfilled at the end of June, 1957 numbered 18,447.

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

#### § 4. Industrial Disputes.

1. **General.**—Information with regard to the collection of particulars and the methods of tabulation of industrial disputes involving stoppage of work is given in the *Labour Report*.

Particulars of all disputes in progress during the year are included in the annual figures whether the dispute commenced in that year or was in progress at the beginning of the year. Consequently, details of "the number of disputes" and "workers involved" in disputes which commenced in the previous year and were still in progress during the current year will be duplicated in the figures for both years. The number affected is given in a footnote so that allowance can be made in comparing annual figures.

2. **Industrial Groups.**—(i) *Year 1956.* The following table gives, for Australia as a whole, particulars of industrial disputes which were in progress during 1956, classified according to industrial groups.

**INDUSTRIAL DISPUTES (INVOLVING STOPPAGE OF WORK) (a):  
INDUSTRIAL GROUPS, AUSTRALIA, 1956.(b)**

Class.	Industrial Group.	Num-ber.	Workers Involved.			Working Days Lost.	Esti-mated Loss in Wages. (£.)
			Directly.	In-directly. (c)	Total.		
I.	Wood, Furniture, etc. ..	..	..	..	..	..	..
II.	Engineering, Metal Works, etc. ..	61	8,281	2,930	11,211	180,382	693,262
III.	Food, Drink, etc. ..	48	18,075	3,049	21,124	44,236	136,503
IV.	Clothing, Textiles, etc. ..	3	1,717	..	1,717	3,916	11,266
V.	Books, Printing, etc. ..	2	1,217	..	1,217	1,234	4,092
VI.	Other Manufacturing ..	50	7,540	2,650	10,190	54,949	188,636
VII.	Building ..	81	20,764	461	21,225	68,073	259,582
VIII.	(i) Coal-mining ..	665	124,626	2,005	126,631	198,354	683,710
	(ii) Other Mining, Quarries, etc. ..	5	7,889	..	7,889	12,633	69,840
IX.	Railway and Tramway Services ..	40	36,322	899	37,221	33,836	101,317
X.	Air and Other Land Transport ..	17	3,008	1,234	4,242	6,149	23,918
XI.	(i) Stevedoring ..	298	171,457	..	171,457	480,056	1,678,774
	(ii) Shipping, etc. ..	6	387	79	466	1,621	5,647
XII.	Pastoral, Agricultural, etc. ..	5	2,710	86	2,796	16,342	47,564
XIII.	Domestic, Hotels, etc. ..	..	..	..	..	..	..
XIV.	Miscellaneous ..	25	10,597	..	10,597	19,602	62,950
	<b>Total</b> .. ..	<b>1,306</b>	<b>414,590</b>	<b>13,393</b>	<b>427,983</b>	<b>1,121,383</b>	<b>3,967,061</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Two disputes in New South Wales and one in Victoria commenced in 1955 and were still in progress at the beginning of 1956. Particulars of these disputes have been included in statistics of disputes for both 1955 and 1956. (c) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute.

(ii) Year 1957. The following table gives for Australia as a whole particulars of industrial disputes which were in progress during 1957, classified according to industrial groups.

**INDUSTRIAL DISPUTES (INVOLVING STOPPAGE OF WORK)(a):  
INDUSTRIAL GROUPS, AUSTRALIA, 1957.(b)**

Class.	Industrial Group.	Num-ber.	Workers Involved.			Working Days Lost.	Esti-mated Loss in Wages. (£.).
			Directly.	In-directly. (c)	Total.		
I.	Wood, Furniture, etc. ..	..	..	..	..	..	..
II.	Engineering, Metal Works, etc. ..	72	10,739	1,354	12,093	120,738	424,278
III.	Food, Drink, etc. ..	33	6,718	4,788	11,506	33,769	123,504
IV.	Clothing, Textiles, etc. ..	1	83	159	242	2,178	5,691
V.	Books, Printing, etc. ..	1	88	81	169	338	382
VI.	Other Manufacturing ..	58	13,044	3,630	16,674	48,358	186,657
VII.	Building ..	50	32,488	74	32,562	45,907	162,153
VIII.	(i) Coal-mining ..	518	110,162	284	110,446	206,977	761,109
	(ii) Other Mining, Quarries, etc. ..	7	3,138	603	3,741	5,209	30,356
IX.	Railway and Tramway Services ..	35	6,925	5	6,930	5,586	17,244
X.	Air and Other Land Transport ..	17	23,637	..	23,637	24,665	119,102
XI.	(i) Stevedoring ..	273	114,060	..	114,060	128,532	449,938
	(ii) Shipping, etc. ..	12	811	60	871	3,860	13,605
XII.	Pastoral, Agricultural, etc. ..	..	..	..	..	..	..
XIII.	Domestic, Hotels, etc. ..	3	168	6	174	429	1,055
XIV.	Miscellaneous ..	23	3,934	4	3,938	3,667	13,548
	<b>Total</b> .. ..	<b>1,103</b>	<b>325,995</b>	<b>11,048</b>	<b>337,043</b>	<b>630,213</b>	<b>2,308,622</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Two disputes, one in New South Wales and the other in Western Australia, commenced in 1956 and were still in progress at the beginning of 1957. Particulars of these disputes have been included in statistics of disputes for both 1956 and 1957. (c) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute.

A graph showing, for the years 1948 to 1957, the working days lost as a result of industrial disputes in the main industrial groups will be found on p. 175.

3. **States and Territories.**—The following table gives particulars of the number of industrial disputes in each State and Territory, together with the number of workers involved, and the losses in working days and wages caused by disputes which were current during each of the years 1939 and 1955 to 1957.

**INDUSTRIAL DISPUTES (INVOLVING STOPPAGE OF WORK)(a):  
STATES AND TERRITORIES.**

State or Territory.	Year.	Number.	Workers Involved.			Working Days Lost.	Estimated Loss in Wages. (£.)
			Directly.	Indirectly. (b)	Total.		
New South Wales ..	1939	386	139,301	9,230	148,531	410,183	419,330
	1955	1,072	260,353	13,678	274,031	673,325	2,230,935
	1956	878	219,458	6,796	226,254	611,279	2,199,764
	1957	761	253,041	5,950	258,991	505,910	1,860,101
Victoria ..	1939	10	1,989	180	2,169	27,313	19,946
	1955	66	33,255	2,287	35,542	138,507	435,356
	1956	54	35,594	2,283	37,877	111,665	386,139
	1957	47	8,728	453	9,181	13,444	45,576
Queensland ..	1939	5	373	2	375	1,870	1,753
	1955	274	83,026	3,626	86,652	99,318	328,046
	1956	269	112,409	2,973	115,382	238,812	815,592
	1957	221	43,123	4,611	47,734	95,300	348,422
South Australia ..	1939	2	170	5	175	1,880	1,416
	1955	43	23,969	129	24,098	66,881	203,182
	1956	21	18,527	..	18,527	74,666	259,636
	1957	13	6,274	7	6,281	3,703	12,571
Western Australia ..	1939	7	1,108	145	1,253	14,100	9,578
	1955	16	9,504	345	9,849	9,582	32,704
	1956	14	9,780	1,341	11,121	31,944	111,504
	1957	14	5,352	..	5,352	3,068	10,801
Tasmania ...	1939	4	53	..	53	166	93
	1955	48	13,204	240	13,444	20,387	70,927
	1956	45	15,969	..	15,969	46,907	172,206
	1957	36	7,236	..	7,236	5,330	18,294
Northern Territory ...	1939	2	234	40	274	3,642	3,600
	1955	12	1,013	2	1,015	2,740	8,551
	1956	24	2,770	..	2,770	5,197	18,194
	1957	9	2,183	..	2,183	2,428	9,241
Australian Capital Territory	1939	..	..	..	..	..	..
	1955	1	16	..	16	144	620
	1956	1	83	..	83	913	4,026
	1957	2	58	27	85	1,030	3,616
Australia ..	1939	416	143,228	9,602	152,830	459,154	455,716
	1955	1,532	424,340	20,307	444,647	1,010,884	3,310,321
	1956	1,306	414,590	13,393	427,983	1,121,383	3,967,061
	1957	1,103	325,995	11,048	337,043	630,213	2,308,622

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

Detailed information on industrial disputes is given in the *Labour Report*.

4. **Duration.**—The following table gives particulars of industrial disputes during 1956 and 1957 in the three groups. "Coal-mining", "Stevedoring" and "Other Industries"; classified according to duration.

**DURATION OF INDUSTRIAL DISPUTES  
(INVOLVING STOPPAGE OF WORK)(a): AUSTRALIA.**

Duration.	1956.				1957.			
	Coal-mining.	Steve-doring.	Other Indus-tries.	All Indus-tries.	Coal-mining.	Steve-doring.	Other Indus-tries.	All Indus-tries.
<b>NUMBER OF DISPUTES:</b>								
1 day and less ..	463	214	101	778	342	216	113	671
2 days and more than 1 day ..	100	45	63	208	93	31	44	168
3 days and more than 2 days ..	34	11	27	72	34	13	48	95
Over 3 days and less than 1 week ..	16	11	37	64	11	8	35	54
1 week and less than 2 weeks ..	36	8	64	108	19	3	43	65
2 weeks and less than 4 weeks ..	12	9	18	39	7	1	18	26
4 weeks and less than 8 weeks ..	4	..	26	30	11	1	8	20
8 weeks and over ..	..	..	7	7	1	..	3	4
Total ..	665	298	343	1,306	518	273	312	1,103

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more.

**DURATION OF INDUSTRIAL DISPUTES (INVOLVING STOPPAGE OF WORK) (a): AUSTRALIA—continued.**

Duration.	1956.				1957.			
	Coal-mining.	Stevedoring.	Other Industries.	All Industries.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
1 day and less .. .. .	95,804	117,352	82,911	296,067	69,146	91,268	81,547	241,961
2 days and more than 1 day ..	14,369	16,930	12,143	43,442	17,578	6,924	5,350	29,852
3 days and more than 2 days ..	5,067	1,754	5,696	12,517	3,896	8,158	3,904	15,958
Over 3 days and less than 1 week	2,359	1,478	8,723	12,560	2,197	2,976	7,281	12,454
1 week and less than 2 weeks ..	4,176	6,028	13,181	23,385	3,531	345	7,713	11,589
2 weeks and less than 4 weeks ..	4,629	27,915	2,806	35,350	3,952	540	2,483	6,975
4 weeks and less than 8 weeks ..	227	..	2,330	2,557	9,906	3,849	3,163	16,918
8 weeks and over .. .. .	..	..	2,105	2,105	240	..	1,096	1,336
<b>Total .. .. .</b>	<b>126,631</b>	<b>171,457</b>	<b>129,895</b>	<b>427,983</b>	<b>110,446</b>	<b>114,060</b>	<b>112,537</b>	<b>337,043</b>

**WORKERS INVOLVED.**

1 day and less .. .. .	95,804	117,352	82,911	296,067	69,146	91,268	81,547	241,961
2 days and more than 1 day ..	14,369	16,930	12,143	43,442	17,578	6,924	5,350	29,852
3 days and more than 2 days ..	5,067	1,754	5,696	12,517	3,896	8,158	3,904	15,958
Over 3 days and less than 1 week	2,359	1,478	8,723	12,560	2,197	2,976	7,281	12,454
1 week and less than 2 weeks ..	4,176	6,028	13,181	23,385	3,531	345	7,713	11,589
2 weeks and less than 4 weeks ..	4,629	27,915	2,806	35,350	3,952	540	2,483	6,975
4 weeks and less than 8 weeks ..	227	..	2,330	2,557	9,906	3,849	3,163	16,918
8 weeks and over .. .. .	..	..	2,105	2,105	240	..	1,096	1,336
<b>Total .. .. .</b>	<b>126,631</b>	<b>171,457</b>	<b>129,895</b>	<b>427,983</b>	<b>110,446</b>	<b>114,060</b>	<b>112,537</b>	<b>337,043</b>

**WORKING DAYS LOST.**

1 day and less .. .. .	95,770	71,932	71,440	239,142	71,599	46,385	68,142	186,126
2 days and more than 1 day ..	26,622	25,673	20,709	73,004	31,271	11,802	8,522	51,595
3 days and more than 2 days ..	12,670	4,550	12,977	30,197	10,662	17,953	12,210	40,825
Over 3 days and less than 1 week	8,765	5,531	35,973	50,269	6,961	10,300	23,621	40,882
1 week and less than 2 weeks ..	23,929	41,882	68,867	134,678	12,872	1,745	46,214	60,831
2 weeks and less than 4 weeks ..	24,902	330,488	38,659	394,049	10,228	7,234	23,633	41,095
4 weeks and less than 8 weeks ..	5,696	..	54,621	60,317	59,524	33,113	29,323	121,960
8 weeks and over .. .. .	..	..	139,727	139,727	3,860	..	83,039	86,899
<b>Total .. .. .</b>	<b>198,354</b>	<b>480,056</b>	<b>442,973</b>	<b>1,121,383</b>	<b>206,977</b>	<b>128,532</b>	<b>294,704</b>	<b>630,213</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more.

5. Causes.—(i) *General.* In issues of the Official Year Book prior to No. 40 the causes of industrial disputes were classified in some detail for all industries combined. As from 1950 a new classification was introduced and stoppages are now analysed in three separate groups, "Coal-mining", "Stevedoring" and "Other Industries". This dissection has been made because the pattern of the disputes in coal-mining and stevedoring differs significantly from that in other industries.

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

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

(ii) *Industry Groups, 1956.* The following table shows particulars of industrial disputes for 1956 and 1957 classified according to cause in three industry groups:—

**CAUSES OF INDUSTRIAL DISPUTES  
(INVOLVING STOPPAGE OF WORK) (a): AUSTRALIA.**

Cause of Dispute.	1956.				1957.			
	Coal-mining.	Stevedoring.	Other Industries.	All Industries.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.								
Wages, Hours and Leave ..	5	21	81	107	5	7	63	75
Physical Working Conditions and Managerial Policy ..	375	205	212	792	299	178	197	674
Trade Unionism ..	66	15	25	106	33	12	25	70
Other ..	219	57	25	301	181	76	27	284
<b>Total ..</b>	<b>665</b>	<b>298</b>	<b>343</b>	<b>1,306</b>	<b>518</b>	<b>273</b>	<b>312</b>	<b>1,103</b>
WORKERS INVOLVED.								
Wages, Hours and Leave ..	1,467	61,288	67,771	130,526	273	857	61,578	62,708
Physical Working Conditions and Managerial Policy ..	57,288	52,700	39,220	149,208	51,853	67,922	32,088	151,863
Trade Unionism ..	11,795	3,184	4,837	19,816	3,709	3,504	6,399	13,612
Other ..	56,081	54,285	18,067	128,433	54,611	41,777	12,472	108,860
<b>Total ..</b>	<b>126,631</b>	<b>171,457</b>	<b>129,895</b>	<b>427,983</b>	<b>110,446</b>	<b>114,060</b>	<b>112,537</b>	<b>337,043</b>

WORKING DAYS LOST.

Wages, Hours and Leave ..	1,467	392,795	273,702	667,964	502	1,409	179,928	181,839
Physical Working Conditions and Managerial Policy ..	115,804	50,259	129,570	295,633	121,582	105,826	94,014	321,422
Trade Unionism ..	18,053	5,672	17,119	40,844	6,178	2,537	10,745	19,460
Other ..	63,030	31,330	22,582	116,942	78,715	18,760	10,017	107,492
<b>Total ..</b>	<b>198,354</b>	<b>480,056</b>	<b>442,973</b>	<b>1,121,383</b>	<b>206,977</b>	<b>128,532</b>	<b>294,704</b>	<b>630,213</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more.

(iii) *Years 1939 and 1953 to 1957.* The following table gives particulars of industrial disputes according to causes for the years 1939 and 1953 to 1957.

**CAUSES OF INDUSTRIAL DISPUTES  
(INVOLVING STOPPAGE OF WORK) (a): AUSTRALIA. (b)**

Cause of Dispute.	1939.	1953.	1954.	1955.	1956.	1957.
NUMBER OF DISPUTES.						
Wages, Hours and Leave ..	96	105	100	201	107	75
Physical Working Conditions and Managerial Policy ..	197	896	975	887	792	674
Trade Unionism ..	50	187	160	172	106	70
Other ..	73	271	255	272	301	284
<b>Total ..</b>	<b>416</b>	<b>1,459</b>	<b>1,490</b>	<b>1,532</b>	<b>1,306</b>	<b>1,103</b>
WORKERS INVOLVED.						
Wages, Hours and Leave ..	29,290	89,443	42,923	139,522	130,526	62,708
Physical Working Conditions and Managerial Policy ..	56,783	218,809	214,060	184,449	149,208	151,863
Trade Unionism ..	18,651	26,176	45,437	37,998	19,816	13,612
Other ..	48,106	161,618	67,654	82,678	128,433	108,860
<b>Total ..</b>	<b>152,830</b>	<b>496,046</b>	<b>370,074</b>	<b>444,647</b>	<b>427,983</b>	<b>337,043</b>
WORKING DAYS LOST.						
Wages, Hours and Leave ..	128,525	208,776	136,738	467,591	667,964	181,839
Physical Working Conditions and Managerial Policy ..	189,510	657,835	413,118	398,147	295,633	321,422
Trade Unionism ..	54,749	58,038	278,332	62,103	40,844	19,460
Other ..	86,370	126,181	73,451	83,043	116,942	107,492
<b>Total ..</b>	<b>459,154</b>	<b>1,050,830</b>	<b>901,639</b>	<b>1,010,884</b>	<b>1,121,383</b>	<b>630,213</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Owing to the use of a new classification, figures for 1953 to 1957 are not strictly comparable with those for 1939.

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

7. **Methods of Settlement.**—(i) *Year 1956.* The following table shows particulars of industrial disputes for 1956 classified according to method of settlement, in three industry groups:—

**INDUSTRIAL DISPUTES (INVOLVING STOPPAGE OF WORK) (a):  
METHODS OF SETTLEMENT, AUSTRALIA, 1956.(b)**

Method of Settlement.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.				
1. By private negotiation .. .. .	121	5	113	239
2. By mediation not based on legislation .. .. .	5	..	1	6
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	2	..	72	74
(b) By reference to State Government officials .. .. .	2	..	4	6
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	1	23	24
(ii) Coal Industry Acts .. .. .	56	..	..	56
(iii) Stevedoring Industry Act .. .. .	..	5	1	6
(iv) Other Acts .. .. .	..	..	..	..
(b) By reference to Commonwealth Government officials .. .. .	1	37	..	38
5. By filling places of workers on strike or locked out .. .. .	..	..	2	2
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	477	249	127	853
8. By other methods .. .. .	..	..	..	..
<b>Total .. .. .</b>	<b>664</b>	<b>297</b>	<b>343</b>	<b>1,304</b>

**WORKERS INVOLVED.**

1. By private negotiation .. .. .	10,968	616	16,005	27,589
2. By mediation not based on legislation .. .. .	534	..	32	566
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	199	..	15,992	16,191
(b) By reference to State Government officials .. .. .	1,620	..	1,969	3,589
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	26	2,674	2,700
(ii) Coal Industry Acts .. .. .	7,808	..	..	7,808
(iii) Stevedoring Industry Act .. .. .	..	943	42	985
(iv) Other Acts .. .. .	..	..	..	..
(b) By reference to Commonwealth Government officials .. .. .	12	8,660	..	8,672
5. By filling places of workers on strike or locked out .. .. .	..	..	116	116
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	105,394	161,077	93,065	359,536
8. By other methods .. .. .	..	..	..	..
<b>Total .. .. .</b>	<b>126,535</b>	<b>171,322</b>	<b>129,895</b>	<b>427,752</b>

**WORKING DAYS LOST.**

1. By private negotiation .. .. .	35,236	1,601	120,114	156,951
2. By mediation not based on legislation .. .. .	949	..	30	979
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	1,086	..	53,024	54,110
(b) By reference to State Government officials .. .. .	3,458	..	9,051	12,509
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	26	22,022	22,048
(ii) Coal Industry Acts .. .. .	29,271	..	..	29,271
(iii) Stevedoring Industry Act .. .. .	..	1,978	238	2,216
(iv) Other Acts .. .. .	..	..	..	..
(b) By reference to Commonwealth Government officials .. .. .	60	9,940	..	10,000
5. By filling places of workers on strike or locked out .. .. .	..	..	364	364
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	127,142	466,084	238,130	831,356
8. By other methods .. .. .	..	..	..	..
<b>Total .. .. .</b>	<b>197,202</b>	<b>479,629</b>	<b>442,973</b>	<b>1,119,804</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) As there are usually disputes in progress at the end of each year, totals in the above table will not necessarily agree with those shown in preceding tables.



(ii) *Year 1957.* The following table shows particulars of industrial disputes for 1957 classified according to method of settlement, in three industry groups:—

**INDUSTRIAL DISPUTES (INVOLVING STOPPAGE OF WORK) (a):  
METHODS OF SETTLEMENT, AUSTRALIA, 1957.(b)**

Method of Settlement.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
<b>NUMBER OF DISPUTES.</b>				
1. By private negotiation .. .. .	67	8	104	179
2. By mediation not based on legislation .. .. .	4	..	5	9
3. State legislation—				
(a) Under State Conciliation, etc., legislation ..	2	..	60	62
(b) By reference to State Government officials ..	1	..	..	1
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act ..	..	1	41	42
(ii) Coal Industry Acts ..	26	..	2	28
(iii) Stevedoring Industry Act ..	..	5	..	5
(iv) Other Acts ..	..	..	..	..
(b) By reference to Commonwealth Government officials ..	..	44	..	44
5. By filling places of workers on strike or locked out ..	..	..	..	..
6. By closing down establishment permanently ..	..	..	..	..
7. By resumption without negotiation .. .. .	417	214	93	724
8. By other methods .. .. .	1	1	7	9
<b>Total .. .. .</b>	<b>518</b>	<b>273</b>	<b>312</b>	<b>1,103</b>

**WORKERS INVOLVED.**

1. By private negotiation .. .. .	6,858	5,780	17,826	30,464
2. By mediation not based on legislation .. .. .	824	..	338	1,162
3. State legislation—				
(a) Under State Conciliation, etc., legislation ..	405	..	11,783	12,188
(b) By reference to State Government officials ..	33	..	..	33
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act ..	..	20	6,001	6,021
(ii) Coal Industry Acts ..	2,736	..	64	2,800
(iii) Stevedoring Industry Act ..	..	6,133	..	6,133
(iv) Other Acts ..	..	..	..	..
(b) By reference to Commonwealth Government officials ..	..	7,124	..	7,124
5. By filling places of workers on strike or locked out ..	..	..	..	..
6. By closing down establishment permanently ..	..	..	..	..
7. By resumption without negotiation .. .. .	99,577	94,942	75,258	269,777
8. By other methods .. .. .	13	61	1,267	1,341
<b>Total .. .. .</b>	<b>110,446</b>	<b>114,060</b>	<b>112,537</b>	<b>337,043</b>

**WORKING DAYS LOST.**

1. By private negotiation .. .. .	17,890	7,972	129,579	155,441
2. By mediation not based on legislation .. .. .	11,541	..	1,639	13,180
3. State legislation—				
(a) Under State Conciliation, etc., legislation ..	936	..	45,986	46,922
(b) By reference to State Government officials ..	268	..	..	268
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act ..	..	40	39,930	39,970
(ii) Coal Industry Acts ..	10,093	..	109	10,202
(iii) Stevedoring Industry Act ..	..	41,862	..	41,862
(iv) Other Acts ..	..	..	..	..
(b) By reference to Commonwealth Government officials ..	..	5,578	..	5,578
5. By filling places of workers on strike or locked out ..	..	..	..	..
6. By closing down establishment permanently ..	..	..	..	..
7. By resumption without negotiation .. .. .	165,898	73,063	75,769	314,730
8. By other methods .. .. .	351	17	1,692	2,060
<b>Total .. .. .</b>	<b>206,977</b>	<b>128,532</b>	<b>294,704</b>	<b>630,213</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) As there are usually disputes in progress at the end of each year, totals in the above table will not necessarily agree with those shown in preceding tables.

**F. WORKERS' COMPENSATION LEGISLATION.**

A conspectus of the principal provisions of Workers' Compensation Acts in force in Australia at 30th June, 1957 will be found in *Labour Report* No. 44, pp. 142-149.

## G. LABOUR ORGANIZATIONS.

## § 1. Labour Organizations in Australia.

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

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

(iii) *Under the (Commonwealth) Conciliation and Arbitration Act.* Under Part VIII. of the Conciliation and Arbitration Act 1904–1956 any association of employers in any industry who have, or any employer who has, employed, on an average taken per month, not less than 100 employees during the six months preceding application for registration, or any association of not less than 100 employees in any industry, may be registered.\* Registered unions include both interstate associations and associations operating within one State only. Registration under Commonwealth legislation began in 1906. At the end of 1956 the number of employers' organizations registered under the provisions of the Conciliation and Arbitration Act was 58. The number of unions of employees registered at the end of 1956 was 154, with a membership of 1,470,112, representing 81 per cent. of the total membership of all trade unions in Australia.

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

(ii) *Number and Membership.* Returns showing membership by States as at 31st December each year are obtained for all trade unions and employee organizations. The affairs of single organizations are not disclosed in the published results and this has assisted in securing complete information. The Bureau is indebted to the secretaries of trade unions for their co-operation in supplying information. The following table shows the position at the end of 1939, 1955 and 1956.

TRADE UNIONS : NUMBER AND MEMBERSHIP.

State or Territory.	Number of Separate Unions.			Number of Members.			Percentage Increase in Membership.(a)		
	1939.	1955.	1956.	1939.	1955.	1956.	1939.	1955.	1956.
New South Wales	200	235	237	358,391	731,960	736,152	3.4	-0.1	0.6
Victoria ..	149	160	162	216,803	446,372	441,286	0.8	2.9	-1.1
Queensland ..	114	130	135	180,653	305,509	314,782	6.5	0.1	3.0
South Australia	117	138	140	67,282	146,422	147,728	8.7	-0.8	0.9
Western Australia	141	154	157	67,833	111,959	110,447	0.1	2.2	-1.4
Tasmania ..	79	101	101	22,062	51,401	52,708	4.8	2.2	2.5
Northern Territory	4	20	23	761	2,440	2,352	5.6	12.5	-3.6
Australian Capital Territory ..	15	32	33	1,685	5,799	5,953	9.6	-2.9	2.7
Australia ..	(b) 380	(b) 372	(b) 375	915,470	1,801,862	1,811,403	3.4	0.8	0.5

(a) On preceding year. (b) Without interstate duplication. See letterpress below.

NOTE.—Minus sign (—) denotes decrease.

\* Under the Public Service Arbitration Act an association of less than 100 employees may be registered as an organization, provided that its members comprise at least three-fifths of all persons engaged in that industry in the Service. Such organizations are included in the figures shown below.

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

Because of the difficulties involved, the collection of statistics relating to the number of branches of trade unions appearing in issues of the Official Year Book prior to No. 39 was discontinued.

(iii) *Classification in Industrial Groups.* The following table shows the number of unions and members thereof in Australia at the end of each of the years 1939, 1955 and 1956. Compared with that in 1939, membership in 1956 had increased by 98 per cent.

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

Industrial Group.	1939.		1955.		1956.	
	No. of Unions. (a)	No. of Members.	No. of Unions. (a)	No. of Members.	No. of Unions. (a)	No. of Members.
<b>Manufacturing—</b>						
I. Wood, Furniture, etc. . .	4	27,990	6	47,678	6	46,081
II. Engineering, Metal Works, etc. . .	22	99,731	15	266,897	15	267,141
III. Food, Drink, Tobacco, etc. . .	35	80,328	37	106,865	35	105,230
IV. Clothing, Textiles, etc. . .	12	68,847	7	107,618	7	105,064
V. Books, Printing, etc. . .	8	22,303	6	41,514	6	42,464
VI. Other Manufacturing . .	37	52,074	36	85,023	38	83,537
VII. Building . . .	28	45,651	29	134,224	29	145,448
VIII. Mining, Quarrying, etc. . .	13	48,812	13	46,641	13	47,081
IX. Railway and Tramway Services . .	29	105,938	25	146,401	25	145,791
X. Air and Other Land Transport . .	6	19,488	9	66,627	10	60,293
XI. Shipping, etc. . .	21	28,760	14	41,612	14	39,328
XII. Pastoral, Agricultural, etc. . .	5	40,276	3	66,224	3	64,717
XIII. Domestic, Hotels, etc. . .	18	13,177	12	37,722	12	38,209
<b>XIV. Miscellaneous—</b>						
(i) Banking, Insurance and Clerical . . .	20	39,013	19	114,218	20	110,734
(ii) Public Service . . .	50	89,848	62	203,437	63	209,497
(iii) Retail and Wholesale . .	8	36,290	12	71,583	12	72,635
(iv) Municipal, Sewerage and Labouring . .	11	46,552	10	83,572	10	86,231
(v) Other Miscellaneous . .	53	50,392	57	134,006	57	141,927
<b>Total . . .</b>	<b>380</b>	<b>915,470</b>	<b>372</b>	<b>1,801,862</b>	<b>375</b>	<b>1,811,408</b>

(a) Without interstate duplication. See letterpress above.

(iv) *Number of Members and Proportion of Wage and Salary Earners.* The following table shows the estimated percentages of wage and salary earners in employment who are members of trade unions. As current estimates of wage and salary earners in employment do not include employees engaged in rural industry or females in private domestic service the percentages have been calculated on figures obtained by adding to the end of year estimates the number of employees in rural industry and females in private domestic service recorded at the 1947 and 1954 Censuses. For this reason, and also because the membership of trade unions includes some persons not in employment, the percentages shown in the table must be regarded as approximations.

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

Year.	Number of Members.			Proportion of Total Wage and Salary Earners. (Per cent.)		
	Males.	Females.	Persons.	Males.	Females.	Persons.
1939 . . .	778,336	137,134	915,470	52	24	44
1952 . . .	1,354,248	283,294	1,637,542	67	40	60
1953 . . .	1,381,103	298,655	1,679,758	67	40	60
1954 . . .	1,448,223	339,281	1,787,504	68	44	62
1955 . . .	1,464,016	337,846	1,801,862	68	43	61
1956 . . .	1,470,606	340,802	1,811,408	67	43	61

(v) *Interstate or Federated Trade Unions.* The following table gives particulars of the number and membership of interstate or federated unions in 1956 :—

**INTERSTATE OR FEDERATED TRADE UNIONS(a) : AUSTRALIA, 1956.**

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States.	
Number of Unions .. ..	14	8	22	33	66	143
„ „ Members .. ..	33,864	61,257	142,799	425,861	928,870	1,592,651

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

The number of organizations operating in two or more States increased from 72 in 1912 to 143 in 1956, and the ratio of the membership of such organizations to the total membership of all organizations rose from 65 to 88 per cent. during the same period.

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

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated therewith in each State at the end of the year 1956 :—

**CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AND BRANCH UNIONS AFFILIATED, 1956.**

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W.A.	Tas.	N.T.	A.C.T.	Total.
Number of Councils ..	11	9	13	6	10	5	..	1	55
Number of Unions and Branch Unions affiliated .. ..	290	262	161	141	399	103	..	22	1,378

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

A Central Labour Organization, now called the Australian Council of Trade Unions, came into being during 1927. The Council was created to function on behalf of the trade unions of Australia, and was founded at an All-Australian Trade Union Congress held in Melbourne in May, 1927. The Australian Council of Trade Unions consists of affiliated unions and affiliated Metropolitan and/or State Labour Councils and Provincial Councils; The Metropolitan or State Labour Council in each State is the State Branch of the Australian Council of Trade Unions and has the right to appoint one representative to act on the executive of the Council. In addition to the representatives of the State Branches of

the A.C.T.U., six delegates are elected by and from Congress, one from each of the following industry groups of unions:—Building, Food and Distributive Services, Manufacturing, Metal, Services, Transport. To this Executive is added the four officers, namely, President, two Vice-Presidents, and Secretary, who are elected by and from the Australian Congress of Trade Unions.

The objectives of the Australian Council of Trade Unions are the socialization of industry, i.e., production, distribution and exchange, and the utilization of the resources of Australia for the benefit of the people—ensuring full employment, with rising standards of living, real security and full cultural opportunities for all.

The methods to be adopted are:—the closer organization of the workers by the transformation of the Australian trade union movement from the craft to an industrial basis, by grouping of unions in their respective industries and by the amalgamation of unions with a view to the establishment of one union in each industry; the consolidation of the Australian Labour Movement, with the object of unified control, administration and action; the centralized control of industrial disputes; educational propaganda among unions; political action to secure satisfactory working-class legislation.

The Australian Council of Trade Unions is the first interstate body in Australia with authority to deal with industrial matters of an interstate character affecting the trade union movement generally. It is also the body responsible for submitting to the Commonwealth Government the names of persons suitable for selection as the Australian workers' delegate to the annual International Labour Conference.

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

## § 2. International Labour Organization.

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

In 1940, in order to ensure that the I.L.O. should be able to continue to function freely, a working centre was established at Montreal, Canada. In 1946 the Organization became the first of the specialized agencies of the United Nations. Under the terms of agreement, the United Nations recognizes the I.L.O. as a specialized agency having responsibility in the field defined by its constitution, which embraces labour conditions, industrial relations, employment organization, social security and other aspects of social policy. The Organization has three basic parts. These are the International Labour Conference, its highest authority, which as a rule meets annually; the Governing Body, its executive council, which usually meets four times each year; and the International Labour Office, which provides the secretariat of the Organization. The Conference is composed of delegations from the Member States of the Organization. In October, 1957, there were 79 Member States, each of which is entitled to be represented by four delegates—two Government, one representing employers and one representing workers, together with their advisers. The Governing Body consists of the representatives of twenty governments and ten employers' and ten workers' representatives. Of the twenty government representatives, half are from the ten countries of major industrial importance and ten are elected by the remaining governments. Particulars are given in *Labour Report* No. 44 of the proceedings of International Labour Conferences up to the 39th Session, held in Geneva in June, 1956.

## H. COMPARATIVE INDEX NUMBERS.

In order to show the relative movements of certain price and related data, the following table of annual and quarterly index numbers for the six capital cities combined has been compiled with a common base 1911 = 1,000.

## COMPARATIVE INDEX NUMBERS FOR THE SIX CAPITAL CITIES COMBINED.

(Base of each Group: Weighted Average of Six Capital Cities, 1911 = 1,000 (a).)

Period.	Retail Price Index Numbers.					Nominal Wage Rates, Adult Males.	“ Real ” Wage Rates. (b) (d)
	Food and Groceries. (b)	Rent (4 and 5 R' med Houses) (c)	Cloth- ing.	Miscel- laneous.	Total “ C ” Series Retail Price Index. (b)		
Year—							
1911 .. ..	1,000	1,000	e1,000	e1,000	e1,000	1,000	1,000
1914 .. ..	1,144	1,082	1,140	1,140	1,140	1,081	948
1921 .. ..	1,902	1,410	1,883	1,537	1,680	1,826	1,087
1928 .. ..	1,761	1,743	1,507	1,537	1,675	1,963	1,172
1932 .. ..	1,425	1,336	1,215	1,458	1,377	1,639	1,190
1938 .. ..	1,584	1,540	1,253	1,463	1,488	1,799	1,209
1939 .. ..	1,657	1,577	1,271	1,465	1,526	1,846	1,210
1949 .. ..	2,492	1,605	3,019	2,037	2,349	3,210	1,367
1950 .. ..	2,800	1,613	3,455	2,184	2,589	3,596	1,389
1951 .. ..	3,649	1,649	4,156	2,555	3,124	4,495	1,439
1952 .. ..	4,516	1,728	4,657	2,980	3,645	5,241	1,438
1953 .. ..	4,723	1,861	4,872	3,126	3,820	5,539	1,450
1954 .. ..	4,776	1,949	4,865	3,139	3,860	5,632	1,459
1955 .. ..	5,027	2,005	4,894	3,168	3,970	5,773	1,454
1956 .. ..	A 5,227 B 5,514	2,166	4,930	3,403	A 4,130 B 4,226	6,049	A 1,465 B 1,431
1957 .. ..	5,315 5,311	2,256	5,075	3,611	4,259 4,257	6,253	1,468 1,469
Quarter—							
1956—							
March ..	5,098 5,232	2,142	4,903	3,253	4,044 4,090	f5,895	1,458 1,441
June ..	5,225 5,461	2,158	4,910	3,367	4,115 4,195	f6,013	1,461 1,433
September ..	5,302 5,800	2,174	4,928	3,460	4,167 4,334	f6,090	1,461 1,405
December ..	5,282 5,562	2,189	4,977	3,532	4,192 4,286	f6,197	1,478 1,446
1957—							
March ..	5,315 5,331	2,218	5,024	3,556	4,226 4,231	f6,187	1,464 1,462
June ..	5,322 5,359	2,245	5,070	3,605	4,256 4,268	f6,264	1,472 1,468
September ..	5,340 5,319	2,271	5,087	3,634	4,278 4,271	6,273	1,466 1,469
December ..	5,284 5,234	2,288	5,119	3,649	4,275 4,256	6,286	1,470 1,477

(a) The index numbers given in the separate columns of the table cannot be compared with each other in order to show, for example, the relative cost of food and groceries and rent, since the cost in 1911 in each group or combination of groups is made equal to 1,000.

(b) Indexes in columns "A" exclude, and those in columns "B" include, the price movement of potatoes and onions. See para. 5 on p. 149.

(c) See footnote (c) on p. 151.

(d) Index of nominal weekly wage rates for adult males divided by the "C" Series retail price index number.

(e) Taken back from true base (November, 1914 = 1,000) by means of the Food and Rent (All Houses) Index.

(f) Partly estimated.